1041
Y4.C73/2:F53/4/pt.2
GOVERNMENT
Storage

NORTH PACIFIC FISHERIES PROBLEMS

Y4
.C 73/2
F 53/4/ PT. 2

HEARINGS

BEFORE THE

MERCHANT MARINE AND FISHERIES SUBCOMMITTEE

OF THE

COMMITTEE ON COMMERCE UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

PROBLEMS OF THE NORTH PACIFIC FISHERIES

AND

H.R. 7490

AN ACT FOR THE PROTECTION OF MARINE MAMMALS ON THE HIGH SEAS, AND FOR OTHER PURPOSES

AND

INCLUDING SUPPLEMENTAL TESTIMONY 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

PART 2

OCTOBER 13, 16, 17, 18, 20, 21, 24, 25, 26 AND 27, 1961

Petersburg, Alaska
Dillingham, Alaska
Homer, Alaska
Naknek, Alaska
Kodiak, Alaska
Fairbanks, Alaska
Anchorage, Alaska
Cordova, Alaska
Juneau, Alaska
Ketchikan, Alaska

KSU LIBRARIES A11900 965648

KANSAS STATE UNIVERSITY LIBRARY MAR 20 1962 MANHATTAN, KANSAS

Printed for the use of the Committee on Commerce

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1962

78443

AUTHENTICATED U.S. GOVERNMENT INFORMATION GPO

Y4
.C 73/2
F 53/4/PT. 2.

COMMITTEE ON COMMERCE

WARREN G. MAGNUSON, Washington, *Chairman*

JOHN O. PASTORE, Rhode Island
A. S. MIKE MONRONEY, Oklahoma
GEORGE A. SMATHERS, Florida
STROM THURMOND, South Carolina
FRANK J. LAUSCHE, Ohio
RALPH YARBOROUGH, Texas
CLAIR ENGLE, California
E. L. BARTLETT, Alaska
VANCE HARTKE, Indiana
GALE W. McGEE, Wyoming

ANDREW F. SCHOEPPEL, Kansas
JOHN MARSHALL BUTLER, Maryland
NORRIS COTTON, New Hampshire
CLIFFORD P. CASE, New Jersey
THRUSTON B. MORTON, Kentucky
HUGH SCOTT, Pennsylvania

EDWARD JARRETT, *Chief Clerk*
HAROLD I. BAYNTON, *Chief Counsel*
JOHN M. MCELROY, *Assistant Chief Counsel*
JEREMIAH J. KENNEY, Jr., *Assistant Chief Clerk*
HARRY C. HUSE, *Professional Staff Member*
GERALD B. GRINSTEIN, *Staff Counsel*

SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES

WARREN G. MAGNUSON, Washington, *Chairman*

JOHN O. PASTORE, Rhode Island
E. L. BARTLETT, Alaska
CLAIR ENGLE, California

JOHN MARSHALL BUTLER, Maryland
THRUSTON B. MORTON, Kentucky
HUGH SCOTT, Pennsylvania

NOTE.—Part 1 of these hearings contains the testimony taken at San Rafael, Calif., and Seattle, Wash., October 4, and 12, 1961.

For additional testimony on the bill S. 1230, see hearing held in Washington, D.C., on June 15, 1961, entitled "Fishery Research and Rehabilitation."

CONTENTS

PETERSBURG, ALASKA, FIELD HEARINGS (OCTOBER 13, 1961)

	Page
Statement of—	
Egelkrout, R., Petersburg Fishing Vessel Owners' Co-op, Box 25, Petersburg, Alaska	282
Hofstad, Richard, Petersburg, Alaska	318
Jordan, Wilhelm, Box 397, Petersburg, Alaska	314
Mathisen, L. Adolph, representing the Petersburg Vessel Owners Association, Box 335, Petersburg, Alaska	285
Nolan, Hon. James, Alaska State senator, Box 771, Wrangell, Alaska	278
Pierce, E. R., representing the Petersburg Chamber of Commerce, Box 87, Petersburg, Alaska	283
Stedman, Kenneth E., councilman, Box 55, Petersburg, Alaska	294
Stokke, Mrs. Bernice, secretary, Petersburg Chamber of Commerce, and councilwoman, Box 1064, Petersburg, Alaska	280
Wikan, Hon., Andrew, mayor, Petersburg, Alaska	255
Williams, Lew, Jr., publisher, the Petersburg Press, Petersburg, Alaska	292
Reports:	
Department of Agriculture, dated June 16, 1961, on S. 1230	260
Department of the Interior, dated June 14, 1961, on S. 1230	257
Miscellaneous:	
Editorial from "The Fish Boat," September 21, 1961, entitled "It's Time to Stop Talking and Act"	290
Article entitled "Labor Agreements in the West Coast Fishing Industry: Restraint of Trade on Basis of Industrial Stability," dated July 1950, by Roger L. Randall, research assistant, Institute of Industrial Relations, University of California, Berkeley, Calif	297
Excerpts from article entitled "Experimental Harvest of the Steller Sea Lion in Alaskan Waters," by Fredrik V. Thorsteinson, Bureau of Commercial Fisheries, Juneau, Alaska; Richard W. Nelson, Bureau of Commercial Fisheries, Seattle, Wash.; and Dexter F. Lall, Alaska Department of Fish and Game, Kodiak, Alaska, dated January 1961	253
Remarks of Hon. Ernest Gruening when he introduced S. 1230	260

DILLINGHAM, ALASKA, FIELD HEARINGS (OCTOBER 16, 1961)

Statement of—	
Andree, Alfred, Dillingham, Alaska	334
Emberg, Truman, Dillingham, Alaska	328
Gallear, Elden, manager, Electric Utility of the Public Utility District, Dillingham, Alaska	335
Kallenberg, Robert C., Dillingham, Alaska	320
Meacham, Charles H., regional supervisor, Alaska Department of Fish and Game, 1006 International Airport Road, Anchorage, Alaska	324
Smith, Franklin, Dillingham, Alaska	339
Statement submitted by—	
Downey, James, Bristol Bay Resident Cannery Workers, SIU–AFL, Local No. 46, Dillingham, Bristol Bay, Alaska	327

Letters submitted by— Page
Downey, James, SIU–AFL, Local 46, Dillingham, Alaska 333
Kirkness, Walter, director, Commercial Fisheries Division, Alaska Department of Fish and Game, Juneau, Alaska from Wilbur Church, C. F. D., A. D. F. & G., Dillengham 334
Meacham, C. H., Alaska Department of Fish and Game, 1006 International Airport Road, Box 6283, Anchorage, Alaska, enclosing a copy of "The Bristol Bay Biography" 343

HOMER AND NAKNEK, ALASKA, FIELD HEARINGS (OCTOBER 17, 1961)

Statement of—
Alto, Augie, Egegik, Alaska 394
Berggren, Gunnar, Naknek, Alaska 361
Browning, Eugene, Box 152, Homer, Alaska 410
Casperson, Rasmus, Naknek, Alaska 365
Choquette, Paul D., Box 1751, Homer, Alaska 417
Gjosund, Louis, Star Route A, Homer, Alaska 414
Hammond, Hon. Jay, State representative, State of Alaska, Bristol Bay, Alaska 367
Jensen, Richard H., Dillingham, Alaska 401
Meacham, Charles H., regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, Homer, Alaska 423
Moore, Denton, manager, Bristol Bay Fish Producers Association, Naknek, Alaska 380, 402
Moore, Mrs. Janice, Naknek, Alaska 392
McDowell, James A., editor and publisher, the Inlet Courier, Homer, Alaska 421
McLay, John H., Box 754, Homer, Alaska 408
Nicolet, Mrs. Emma, Naknek, Alaska 377
Nielsen, Stanley, Star Route 8, Homer, Alaska 422
Ostrosky, Harold, Naknek, Alaska 371
Paddock, Dean, Naknek, Alaska 397
Timm, Frederick W., Egegik, Alaska 395
Waterman, John E., Box 1311, Homer, Alaska 415
Letters submitted by—
Moore, Denton, manager, Bristol Bay Fish Producers Association, Naknek, Alaska 403
Thompson, Homer S., manager, Kenai Peninsula Public Utility District No. 1, Post Office Box 391, Homer, Alaska 432

KODIAK, ALASKA, FIELD HEARINGS (OCTOBER 18, 1961)

Statement of—
Cannon, Loyd, Box 585, Kodiak, Alaska 453
Cornelius, George, Box 484, Kodiak, Alaska 435
Deveau, Hon. Peter M., State representative, State of Alaska, Box 1577, Kodiak, Alaska 448
Dyson, Oscar, Box 1074, Kodiak, Alaska 456
Hilliker, Vernon, Box 646, Kodiak, Alaska 442
Knudsen, Emil, Box 1097, Kodiak, Alaska 434
Owen, Hon. Alfred A., State senator, State of Alaska, Kodiak, Alaska 436
Rickey, Roy, western regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, Kodiak, Alaska 445
Wakefield, Lowell, represented by Charles L. Jensen, chief technologist, Wakefield Fisheries, Port Wakefield, Alaska 442

FAIRBANKS, ALASKA, FIELD HEARINGS (OCTOBER 20, 1961)

Statement of—
Sexauer, Arthur J., member, Alaska State Chamber of Commerce, 1413 Laurene, Fairbanks, Alaska 470
Watson, Gordon W., fish and wildlife administrator, U.S. Fish and Wildlife Service, Box 2481, Juneau, Alaska 462

ANCHORAGE, ALASKA, FIELD HEARINGS (OCTOBER 21, 1961)

Statement of— Page
Grant, Frank, 3307 Woodland Drive, Spenard, Alaska 474
Gruening, Hon. Ernest, U.S. Senator from Alaska, Washington, D.C. 488
Markley, William, 1442 H Street, Anchorage, Alaska 480
Meacham, Charles, regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, 1006 International Airport Road, Anchorage, Alaska 486
Paulk, Keith, 325 L Street, Anchorage, Alaska 478
Shadura, Alexander, Box 4657, Anchorage, Alaska 482
Thistle, Sam, 1030 Denali Street, Anchorage, Alaska 476

CORDOVA, ALASKA, FIELD HEARINGS (OCTOBER 24, 1961)

Statement of—
Allen, Gale, Box 55, Cordova, Alaska 517
Grove, John, National Forest Service, Cordova, Alaska 527
Hansen, Harold Z., Box 939, Cordova, Alaska 504, 523
Henrichs, Hollis, Cordova, Alaska 530
Janson, Richard, secretary, Cordova Aquatic Marketing Association, Inc., Box 359, Cordova, Alaska 506
Logan, Hon. B. S., State senator, State of Alaska, Cordova, Alaska 492
Meacham, Charles, regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, 1006 International Airport Road, Anchorage, Alaska 516, 534
Myers, Leslie, Box 360, Cordova, Alaska 526
Robbins, Alfred, General Delivery, Cordova, Alaska 521
Rollin, Joe, Box 744, Cordova, Alaska 511
Letters submitted by—
Meacham, Charles, regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, Anchorage, Alaska 538

JUNEAU, ALASKA, FIELD HEARINGS (OCTOBER 25 AND 26, 1961)

Statement of—
Boddy, A. W., representing the Alaska Sportsmen's Council, Juneau, Alaska 543, 574
Brooks, James W., director, Department of Fish and Game, Juneau, Alaska 580
Harry, Dr. George, laboratory director for the Auke Bay Biological Laboratory, U.S. Bureau of Commercial Fisheries, Box 1155, Auke Bay, Alaska 599
Kohlhase, E. A., representing Vessel Owners Association, Box 981, Juneau, Alaska 556
Marvich, E. S., deputy commissioner, Alaska Department of Fish and Game, Juneau, Alaska 560
Nelson, Urban Pete, regional director, Bureau of Sport Fisheries and Wildlife, Juneau, Alaska 606
Rhodes, Merle, representing the Halibut Fishermen's Association, 336 Third Street, Juneau, Alaska 552
Young, W. A., General Delivery, Juneau, Alaska 593
Miscellaneous:
Article entitled "Supersalmon," re Dr. Lauren R. Donaldson, College of Fisheries, University of Washington, Seattle, Wash., which appeared in Time Magazine, October 20, 1961 571

KETCHIKAN ALASKA, FIELD HEARINGS (OCTOBER 27, 1961)

Statement of—
Page
Anderson, George, representing the International Longshoremen's & Warehousemen's Union, 1622 Water Street, Ketchikan, Alaska 626
Baker, William L., Box 428, Ketchikan, Alaska 638
Campbell, Ferrall, representing Operating Engineers Union, Ketchikan, Alaska 636
Hanbury, Mrs. Sara, Box 1494, Ketchikan, Alaska 629
Newman, Harold, Box 277, Ketchikan, Alaska 613
Pihlman, Walter, Ward Cove, Alaska 619
Smith, Hon. W. O., State senator, State of Alaska, 3104 Tongass, Ketchikan, Alaska 622
Soloy, Joe, representing TEMSCO Helicopters, Box 57, Ketchikan, Alaska 632
Williams, Joseph, Box 2363, Ketchikan, Alaska 617
Wingren, Paul J., Box 377, Ketchikan, Alaska 631
Letters submitted by—
Newman, Harold, Box 277, Ketchikan, Alaska 617

NORTH PACIFIC FISHERIES PROBLEMS

FRIDAY, OCTOBER 13, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Petersburg, Alaska.

The subcommittee met at 1:30 p.m., pursuant to notice, Senator E. L. (Bob) Bartlett, presiding.

Senator BARTLETT. The committee will be in order.

Knowing that there will be considerable "sea lion" discussion I place in the record at this point excerpts from a report entitled "Experimental Harvest of the Steller Sea Lion in Alaskan Waters."

(The report follows:)

EXPERIMENTAL HARVEST OF THE STELLER SEA LION IN ALASKAN WATERS

by

FREDRIK V. THORSTEINSON, BUREAU OF COMMERCIAL FISHERIES, JUNEAU, ALASKA; RICHARD W. NELSON, BUREAU OF COMMERCIAL FISHERIES, SEATTLE, WASH.; AND DEXTER F. LALL, ALASKA DEPARTMENT OF FISH AND GAME, KODIAK, ALASKA

SPECIAL SCIENTIFIC REPORT—FISHERIES 371, JANUARY 1961

ABSTRACT

During the summer of 1959, a commercial fishing company, under contract to the Bureau of Commercial Fisheries, conducted an experimental harvest of the Steller sea lion (*Eumetopias jubata*) in Alaska. During the expedition, 616 sea lions were killed of which 464 were ultimately processed. The yield was 200 tons of ground meat and 9 tons of whole livers, which was packaged in 50-pound bags, frozen, and sold through established commercial channels to fur farmers for feeding mink.

INTRODUCTION

The Steller sea lion (*Eumetopias jubata*) has been widely condemned by the fishing industry. Salmon, halibut, and herring fishermen have been unanimous in their complaints about depredations by this mammal. The persistence and uniformity of the complaints and concern over the declining salmon pack in Alaska have led to recent intensive study of the Steller sea lions and their effects on the fisheries. The Alaska Department of Fish and Game and the Fisheries Research Institute of the University of Washington, through contracts with the Bureau of Commercial Fisheries, have conducted studies of the biology of sea lions and have carried out surveys to study population size, distribution, and seasonal shifts in abundance. Mathisen (1958) estimates there are at least 150,000 sea lions in Alaskan waters, most of which are found on rookeries located along the Alaska Peninsula and the Aleutian Islands. Individual rookery counts vary from 25 to 15,000 animals.

The two agencies making the studies circulated questionnaires throughout the fishing industry to document the time, location, and nature of damage done by sea lions. Returns from these questionnaires indicate that salmon fishermen do suffer an economic loss from sea lion activities, both in damage to gear and by loss of fish taken from the gear (Alaska Department of Fish and Game, 1957).

Halibut fishermen report that at times sea lions damage or remove so many fish from their gear that it is not profitable to remain on the halibut banks. A

NOTE.—Staff assigned to this hearing: John M. McElroy, Harry C. Huse, and Gerald B. Grinstein.

sample poll of halibut vessels by the International Pacific Halibut Commission in 1958 brought out that an estimated 1.3 million pounds of halibut were damaged or destroyed on the grounds between Cape Saint Elias and the Trinity Islands in the Gulf of Alaska. At dockside prices this amount of halibut is worth approximately $270,000 (preliminary statement issued at the annual meeting of the International Pacific Halibut Commission, January 1959). As one result of the poll, the International Pacfic Halibut Commission has required that all fishermen record depredation in the logbooks that they keep for the Commission.

Stomach analyses reported in the literature (Pike, 1958; Mathisen, 1958) indicate that the diet of sea lions is varied and that no significant numbers of commercially important species are taken. However, most of the stomach samples were taken from sea lions on rookeries during the breeding season, and they may not reflect completely the food habits of sea lions. Food habits during other seasons of the year are unknown. Recent evidence obtained by the Fisheries Research Institute during a high seas tagging program in the North Pacific and Bering Sea points to possible open-sea predation on salmon by sea lions (Mathisen, 1958). At present it appears that, except when they are in contact with an active fishery, sea lions take insignificant quantities of commercial species with the possible exception of salmon.

The depredations of sea lions in the vicinity of active fisheries are serious because they cause measurable economic losses by damaging fish and gear and intangible economic losses by reducing fishing time or frightening fish away from the gear. Control measures should be applied in critical areas. Programs of complete destruction of herds have been attempted in the past and have met rightly deserved criticism and opposition from conservationists throughout the Nation. Bounty programs were attempted but have been abandoned. Reduction of a herd by a bounty system is expensive and unwieldy and may fail to correct the situation, because kills may not be made at the proper place or time or in adequate numbers.

A practical approach to the problem of control may lie in commercial exploitation of these mammals. Dassow (1956) and Kyte (1956) investigated possibilities of utilizing sea lions and found that both lean meat and liver were high in protein and low in oil content. The protein content was similar to horse meat and lean whale meat, both of which are used extensively in animal feeds. There is a demand for an economical meat, with high-protein and low-fat content, for use as either fur farm or fish hatchery feed in the Midwestern and Western States. Pilot studies involving harvesting techniques and handling of sea lions conducted on Chernabura, one of the Shumagin Islands, by the Fisheries Research Institute through a contract with the Bureau of Commercial Fisheries, indicates that sea lions might be taken from rookeries in commercial quantities (Baade, et al.).[2] As a result, the Bureau of Commercial Fisheries awarded a contract in the spring of 1959 to a commercial fishing company, Arctic Maid Fisheries, Inc., to develop techniques for harvesting sea lions on rookeries in Alaskan waters and to investigate markets for commercial utilization. The company operates a freezership, the motor vessel *Arctic Maid*, which served as mothership and base for the operation (fig. 1). It is the purpose of this report to present the results of this investigation.

THE EXPERIMENTAL HARVEST

Hunting and retrieving

The *Arctic Maid* took sea lions from five of the many rookeries in waters of the North Pacific Ocean between Kodiak Islands and Unimak Pass (fig. 3). The first rookery visited was Marmot Island, northeast of Kodiak Island, where 2 weeks were spent in developing hunting and processing techniques.

SUMMARY

During the expedition 616 sea lions were killed, of which 464 were ultimately processed. The yield was approximately 200 tons of ground sea lion meat and 9 tons of whole livers. The sea lion products were frozen and packaged in 50-pound bags. With the exception of a small portion retained for experimental purposes, the entire amount of meat and livers was distributed and sold through commercial channels to fur farmers for use in mink rations. The meat was sold at the rate of 10 cents a pound, the livers at 12 cents a pound. Possibilities for other markets exist, but these are dependent on a stable annual harvest.

Senator BARTLETT. The committee will be in order.

We are honored by the presence of the mayor of Petersburg, Andrew Wikan, who has kindly consented to open this session by saying a few words.

Mr. Mayor?

STATEMENT OF ANDREW WIKAN, MAYOR, CITY OF PETERSBURG, ALASKA

Mr. WIKAN. Distinguished guests, ladies and gentlemen, today we have the honor of having U.S. Senator E. L. (Bob) Bartlett and his aids as the guests of our town of Petersburg. This does not happen every day in Petersburg and I hope that all of us make their stay here as pleasant and enjoyable as is possible. We are all aware of certain social arrangements that are planned for later on in the day and during the evening.

However, before we entertain the guests, let us try to educate the guests on problems of importance to our community. In this room today are members of our State legislature, officers of the Petersburg Chamber of Commerce, members of the city council, spokesmen for the Petersburg Vessel Owners Association, the editor of the Petersburg Press, and many more of our citizens. Some of these people desire to be heard by the committee on matters relating to our community.

I now have the pleasure of presenting our good friend, Senator Bartlett, and he will in turn introduce his aids.

Senator BARTLETT. Thank you, Mr. Mayor.

This is a Merchant Marine and Fisheries Subcommittee of the Senate Committee on Commerce.

We are here at the direction and designation of Chairman Warren G. Magnuson, of Washington State. I am accompanied, happily for me, on this trip by Harry Huse, professional staff member of the Committee for Fish and Wildlife, and by John McElroy, assistant chief counsel of the committee, who is on my right. The hearings are being recorded in Alaska by George Monick, who has been here before.

This is the third meeting of this subcommittee of the U.S. Senate on the west coast. The first hearing was held October 4, at San Rafael, Calif., and the second was held yesterday, October 12, in Seattle, Wash. A House of Representatives subcommittee is conducting hearings in Tacoma today, and Chairman Magnuson is sitting in on that session.

I am rather proud to point out to you that although there was only one hearing for the vast fishing industry of California, one hearing covering all of Washington and Oregon as far as the Senate subcommittee is concerned, our situation in Alaska is as follows: We open in Petersburg. Next Monday we will hold a hearing in Dillingham. The following day in Naknek. We are going from there to Homer and then to Kodiak. Subsequently we will hold further hearings in Anchorage and Fairbanks. I doubt very much whether fisheries will be discussed to any extent at Fairbanks, but transportation problems which are within the general jurisdiction of the committee will probably predominate at Fairbanks and Anchorage.

And then further fishery hearings at Cordova and at Juneau and Ketchikan. So you can see that Alaska is being singularly favored

in respect to giving the people an opportunity to present their views to the Congress regarding this important industry.

It is true that this hearing is to be fairly exclusively devoted to fisheries, but no holds are barred, and if there are any other matters which any residents of Petersburg or residents of other communities who happen to be here want to present, they certainly will be heard.

I should say that to date the hearings have revolved pretty largely around research needs and plans; the state of the particular local or State fishery, and, as might be expected, there has been a lot of attention paid to the situation out in the ocean, far out in the north Pacific, where we have competition from not only the Japanese but the Russians.

If I may, I am going to call as the first witness, because he has to take an early afternoon plane home to Wrangell, Senator James Nolan.

I might say for the record that Senator Nolan has been long engaged in business in Wrangell and has taken an active part in the governmental affairs of the territory, and now of the State.

I now place in the record S. 1230; the remarks of Senator Gruening in the U.S. Senate when he introduced that proposal; a communication from the Department of the Interior and proposed amendments to S. 1230; and a communication from the Department of Agriculture opposing S. 1230.

[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 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."

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 apporpriation 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 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.

Calculated apportionment of S–K funds to States with: (1) 8 percent deduction for administration; (2) ⅓ of remainder for grants and/or fellowships; and (3) ⅔ of remainder for apportionment to States. (Using ½ percent of available funds as minimum and 5 percent of 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	.48	31,869
Wyoming			16,318
Total	3,263,546	100.00	3,263,546
8 percent deducted for administration			425,680
⅓ 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.

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 (⅓ 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 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.

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 MR. 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 porjects, 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 annally 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.

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 customs 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.

REMARKS OF HON. ERNEST GRUENING, WHEN HE INTRODUCED S. 1230

[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 developent 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, whch 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:

Agriculture and natural resources, fiscal year 1960

	Amount
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, crustaces, 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 for 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 double-dealing 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 Conmmerce 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 aid, 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 weks 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 power 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 repitive 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 fishtrap. 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 unbrideled 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 has dropped to 6,906,503 cases. Then it went into a steady, continuing decline—5,089,109 cases in 1952, 2,925,570 cases in 1953, 3,207,154 cases in 1954, 2,457,969 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 1951, 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 decline 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 ground 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. GRUENING. 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 one 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 largesse 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 fisheries 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*
1905	1,894,516
1906	2,246,989
1907	2,202,100
1908	2,618,048
1909	2,403,669
1910	2,438,777
1911	2,820,963
1912	4,060,129
1913	3,756,433
1914	4,167,832
1915	4,489,002
1916	4,919,589
1917	5,922,320
1918	6,677,369
1919	4,591,110
1920	4,395,509
1921	2,604,973
1922	4,501,355
1923	5,063,340
1924	5,305,923
1925	4,450,898
1926	6,652,882
1927	3,566,072
1928	6,070,110
1929	5,370,242
1930	4,988,987
1931	5,432,535
1932	5,260,488
1933	5,226,698

Year—Continued	*Total cases*
1934	7,470,586
1935	5,155,826
1936	8,454,948
1937	6,654,038
1938	6,791,544
1939	5,239,211
1940	5,028,378
1941	6,906,503
1942	5,089,109
1943	5,396,509
1944	4,877,796
1945	4,341,120
1946	3,971,109
1947	4,302,466
1948	4,010,612
1949	4,391,051
1950	3,272,643
1951	3,484,468
1952	3,574,128
1953	2,925,570
1954	3,207,154
1955	2,457,969
1956	2,950,354
1957	2,441,894
1958	2,948,371
1959	1,600,000
Average	3,165,360

EXHIBIT 2.—*Agriculture and natural resources—Fisheries*

FISCAL YEAR 1955

	Amount
Far East:	
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
Latin America:	
Peru: SCIPA project fisheries	32,061
Total	1,431,561

FISCAL YEAR 1956

Far East:	
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

EXHIBIT 2.—*Agriculture and natural resources—Fisheries*—Continued

FISCAL YEAR 1957

Far East:	
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

FISCAL YEAR 1958

Far East:	
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
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

EXHIBIT 2.—*Agriculture and natural resources—Fisheries*—Continued

Far East:	
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 and salmon fisheries of Alaska to their former 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 connected 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 or July because there were no fish.

"Net-caught salmon, most of which goes into the can, were practically nonexistent 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, Peel, 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.

KANSAS STATE UNIVERSITY LIBRARY
MAR 20 1962
MANHATTAN, KANSAS

EXHIBIT 1.—*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	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Thousand dollars*	*Percent*	*Thousand dollars*
Alabama	3,235	3,188	3,739	10,162	3,387	5,900	6,297	5,623	17,820	5,940	9,327	0.85	45
Alaska	31,554	33,197	28,787	93,538	31,179	70,472	74,187	61,565	206,224	68,741	99,920	9.10	484
Arkansas	510	901	894	2,305	768						768	.07	4
California	50,854	56,742	47,474	155,070	51,690	160,481	191,293	173,846	525,620	175,207	226,897	20.65	1,099
Connecticut	1,114	1,011	1,096	3,221	1,074	1,589	1,094	1,100	3,783	1,261	2,335	.21	11
Delaware	6,619	5,974	3,795	16,388	5,463	11,545	11,534	9,559	32,638	10,879	16,342	1.49	79
Florida	30,412	30,079	23,227	83,718	27,906	28,327	28,285	30,603	87,215	29,072	56,978	5.19	276
Georgia	3,503	3,597	2,656	9,756	3,252	15,757	18,457	17,051	51,265	17,088	20,340	1.85	98
Hawaii	2,604	2,632	3,179	8,415	2,805	1,777	2,730	4,887	9,394	3,131	5,936	.54	29
Illinois	894	893	776	2,563	854	5,837	4,946	4,928	15,711	5,237	6,091	.55	29
Indiana	15	8	31	54	18	31	22		53	18	36		
Iowa	355	469	484	1,308	436	3,539	2,720	1,520	7,779	2,593	3,029	.27	14
Kansas	14	5	16	35	12						12		
Kentucky	913	376	313	1,602	534	811	380	570	1,761	587	1,121	.10	5
Louisiana	18,278	23,295	25,798	67,371	22,457	28,056	36,221	39,338	103,615	34,538	56,995	5.19	276
Maine	16,769	19,024	19,571	55,364	18,455	38,009	40,596	38,130	116,735	38,912	57,367	5.22	278
Maryland	12,188	11,953	12,695	36,836	12,279	25,486	24,920	25,461	75,867	25,289	37,568	3.42	182
Massachusetts	37,936	40,933	40,870	119,739	39,913	64,147	72,242	70,321	206,710	68,903	108,816	9.91	527
Michigan	2,536	2,944	2,681	8,161	2,720	3,671	4,979	3,469	12,119	4,040	6,760	.62	33
Minnesota	1,001	1,010	1,097	3,108	1,036	1,694	461	1,286	3,441	1,147	2,183	.20	11
Mississippi	6,715	6,490	6,503	19,708	6,569	21,167	23,248	18,793	63,208	21,069	27,638	2.52	134
Missouri	55	42	35	132	44	1,549	2,307	3,346	7,202	2,401	2,445	.22	12
Montana	5	10	5	20	7						7		
Nebraska	39	15	39	93	31	18	38	43	99	33	64	.01	1
New Hampshire	386	375	414	1,175	392	597	872	844	2,313	771	1,163	.11	6
New Jersey	12,778	9,021	10,093	31,892	10,631	33,119	26,943	26,414	86,476	28,825	39,456	3.59	191
New York	9,253	8,272	8,966	26,491	8,830	26,007	27,190	27,423	80,620	26,873	35,703	3.25	173
North Carolina	8,123	7,696	8,242	24,061	8,020	6,547	8,457	9,109	24,113	8,038	16,058	1.46	78
North Dakota	54	89	32	175	58		8	7	15	5	63	.01	1
Ohio	3,442	2,681	1,733	7,856	2,619	4,553	4,362	5,290	14,205	4,735	7,354	.67	36
Oklahoma	80	54	49	183	61						61	.01	1
Oregon	5,978	7,345	6,396	19,719	6,573	19,743	23,674	20,281	63,698	21,233	27,806	2.53	134
Pennsylvania	449	185	118	752	251	14,167	12,680	12,570	39,417	13,139	13,390	1.22	65
Rhode Island	4,605	4,137	4,285	13,027	4,342	3,735	3,083	2,733	9,551	3,184	7,526	.68	36
South Carolina	2,815	2,965	2,936	8,716	2,905	1,942	1,514	1,556	5,012	1,671	4,576	.42	22

South Dakota	131	72	160	363	121						121	.01	1
Tennessee	777	646	570	1,993	664	59		88	147	49	713	.06	3
Texas	34,249	31,903	26,295	92,447	30,816	43,606	48,039	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	19,320	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	357,694	710,533	779,344	732,554	2,222,431	740,810	1,098,504	100.00	5,321

[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 1957–58 and 1959 average value of landings and manufactured fishery products 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.

Senator BARTLETT. We will be very pleased to hear from you, Senator.

STATEMENT OF HON. JAMES NOLAN, STATE SENATOR FROM THE STATE OF ALASKA, WRANGELL, ALASKA

Senator NOLAN. Senator Bartlett and aids, I am not going to talk on the fisheries question because there are plenty of experts in the State who can discuss that with far better knowledge than myself. But at the request of the Wrangell Chamber of Commerce I would like to put in a word, as long as this is a subcommittee of the Commerce Committee, that the Federal regulations on the export of logs from Alaska as now regulated by the U.S. forestry department be not changed and that they be continued in the same manner as at present.

There recently has been some agitation to open up the export of logs, the raw log product, to foreign countries. We feel that the present regulations, as promulgated by the U.S. Forest Service, handles the situation very nicely. We feel that if the export of logs was allowed to commence, that the primary manufacturer would lose, there would be no incentive for any new sawmill or any new pulpmills. It is our understanding that there is some talk that the Bureau of Land Management figures on opening that up to the westward. We feel that any opening at this time would just be a start. For that reason we would like to register our protest on any relaxation of the present regulations.

Senator BARTLETT. Senator, may I ask you this? Of course, it is just as you relate, no consideration has been given by the U.S. Forest Service to any change in the prohibitive regulations which have been so long in force here. But the Bureau of Land Management, in respect to public domain land, has had under consideration a revision of the regulations.

So far as I am aware no determination has been made as to what that decision is going to be.

It has been said in Washington that Japan's deficit of timber is so great and is increasing at such a rapid rate that there is going to be an imperative need for Japan to go abroad more and more to satisfy its timber needs.

If it were proved that the export of logs from the public domain land would not affect any present or contemplated primary processes of sovereign Alaska, and if it were proved to the best of anyone's ability to prove that the Forest Service in no case would change the regulations, would that alter the conclusions of the Wrangell Chamber of Commerce in your opinion?

Senator NOLAN. I don't think so. That has been discussed and we feel that the short-term benefits to be gained would hurt far more in the long run.

The present regulations, we feel, have built up the industry here, especially in southeastern Alaska, and we now have two pulpmills, one in Ketchikan and one in Sitka.

In Wrangell this year, by the end of the year, there will be 30 Japanese ships which will have taken lumber from the Wrangell lumber mills. We feel that any relaxation at all will just open the

door to an eventual throttling of capital, because capital certainly wouldn't come in to build a $65 million pulpmill if Japan can come over here and buy the logs and take them to Japan and manufacture them much cheaper than we can.

Senator BARTLETT. You would have no objection to a BLM regulation that would permit Japan or any other country to take the logs after primary processing had been conducted on public domain land?

Senator NOLAN. The primary processing. As it is in the U.S. forestry regulations today.

I notice BLM is purchasing the interior stands in the Fairbanks and Anchorage areas, due to the fact that they say the timber right now isn't being harvested, and not being fully utilized. Yet at the same time, just recently, there was a sawmill opened in Wasilla, a small one, but I think 25 or 30 men will be working in that community. If they have to compete with the Japanese in buying the logs, there is no question in my mind but that the mill will have to shut down. I think that is the present state of affairs in the State of Washington right now. The Japanese are paying more for logs than the local mills can afford to do with the present U.S. market.

Senator BARTLETT. They have no prohibition there?

Senator NOLAN. The State does on State-owned lands. The State has the prohibition.

Senator BARTLETT. But the Federal Government?

Senator NOLAN. The Federal Government has on their lands, but in Washington and Oregon a terrific amount of that land is owned privately and there are no restrictions on privately owned land, and that is where they are buying their logs.

Senator BARTLETT. Thank you very much, Senator Nolan.

This of course is a matter primarily within the jurisdiction of the Senate Committee on Interior and Insular Affairs. I think we can assure you that what you have had to say will be transmitted to that committee and likewise to the Secretary of the Interior at the earliest possible time.

I should have asked you at the outset, and I shall ask each succeeding witness, to give your full name and post office address. These hearings are going to be printed and it will make it easier to get copies to those who have testified.

Senator NOLAN. I also at this time would like to thank the Alaska congressional delegation for their splendid work so far on this subject. They have been working quite zealously on it and have accomplished quite a bit.

One thing connected with the fisheries at this time I would like to bring up is that we endorse the resolution or statement that is going to be presented to you by Mrs. Stokke regarding the minimum wage on shrimp pickers for this section. We do endorse that resolution.

Senator BARTLETT. Your views on that will be noted. Thank you very much.

Our next witness is Mrs. Bernice Stokke, Box 1064, Petersburg, secretary of the Petersburg Chamber of Commerce and a councilwoman in Petersburg.

78443—62—pt. 2——3

STATEMENT OF MRS. BERNICE STOKKE, SECRETARY, PETERSBURG CHAMBER OF COMMERCE, AND COUNCILWOMAN, PETERSBURG, ALASKA

Mrs. STOKKE. We, the Petersburg Chamber of Commerce, understand there is a bill in Congress to extend the exemptions in the wage and hour law that the shellfish industry had previous to President Kennedy's minimum wage bill which became effective September 3, 1961.

We strongly urge that legislation be passed to exempt the shellfish workers from provisions of the minimum wage bill. Our two local shellfish industries report that 60 of 125 workers will have to be dropped from the payroll because of terms of the minimum wage bill. This is because picking the shells from shrimp is handwork for which the employee is paid by the pound of meat he processes. They are paid 28 cents a pound and a good worker will handle 8 pounds an hour whereas a poor worker will average about 2 pounds an hour. Experienced employees with a desire to work can pick enough meat per day to make more than the minimum wage. But the important thing in this area is that some of the older people are not capable of picking enough poundage, or just do not care to work that hard; they are persons desiring some activity to supplement their social security pensions or to keep themselves occupied, or both. With loss of employment many of them will only tend to increase welfare rolls.

Another aspect is that the local industry will be unable to break in new employees or youths to the business, for it takes practice to learn to pick shrimp.

Another thing that affects the amount of money the shrimp picker makes is the quality of the shrimp. During certain times of the year the quality of the catch is poor with variation in sizes that slows down employees who under good conditions are able to pick enough shrimp meat to comply with the minimum wage law. Since very little research has been completed in the shrimp field it seems a little premature to pass any legislation which may tend to remove a product from a market. The product is distinctly different from other shrimp processes. Machines are available to process shrimp, in the event the minimum wage legislation gets too stiff. The machine-picked shrimp is a different type of product although it can be used to fill the void if handpicked shrimp becomes scarce.

Imports also run stiff competition to American producers of shrimp and to the Alaska fishery products. This would make it very easy for handpicked shrimp to price itself out of the market.

In asking consideration to exempt shellfish workers from provisions of the new law we would like to point out that the State of Alaska has realized the necessity of this action and has exempted the shellfish workers from provisions of the State law. This was done after investigation by State officials and it has been the practice for the past 6 years since the minimum wage laws became a factor.

On the subject of imports, our chamber of commerce realizes that banning all imports is not practical or possible; however, we do ask that steps be taken to control the amount of import of fishery products so that a large amount of a seafood isn't dumped one year to flood the U.S. market, while next year the import of the item drops

off. It is recommended that limits be put on the import of all fishery products but, if the market warrants, that the import limits be increased each year but at a forecast amount so that sudden breaking of the market in the United States can be prevented.

We further ask that before any import bans are lifted, such as the ban on importing Russian crabmeat which was lifted the first of the year, that consideration be given to the effect on Alaska's industry. Oil and timber development are still in the infant stage in Alaska; mining is about defunct, though there are promises of a resurgence; this leaves fishing and Federal spending as the main industries. If fishing is damaged because of market competition by imports, the portion of the United States closest to our cold-war adversary will be in economic danger. We wouldn't advocate further Federal spending to fill the gap when the money is available from a natural resource such as fisheries.

Our organization further urges that Congress continue its support of new programs of oceanography and fisheries research in the North Pacific which will help our fishing industry to maintain and improve its place in this worldwide industry.

Sincerely, Petersburg Chamber of Commerce, Dave P. Ohmer, president, Bernice Stokke, secretary.

Senator BARTLETT. Thank you very much.

During previous hearings, Mrs. Stokke, the committee was informed, as I recall, that about 40 percent of all the fish consumed in the United States is now imported, and that the U.S. fish industry tends to remain pretty static, whereas other nations, notably Russia, are enlarging their fishing fleets and fishing much more aggressively than heretofore.

It was also brought out that the Congress for fiscal year 1962 made appropriations for salmon research far above any previous year. Something on the order of $7,200,000 was appropriated for various research programs extending from the Columbia River and even farther south to the waters of the north Pacific.

We are all hopeful, of course, that useful and needed scientific knowledge will be made available at an early date because of this.

Part of this money, as you realize, I know, was appropriated in a sort of a crash program so that we might gain all possible knowledge before the expiration of the North Pacific Treaty. We want to know as much as we can. We won't know enough by 1963 when the treaty will be up for renewal.

What is the difference essentially between the handpicked shrimp and the shrimp treated by machine?

Mrs. STOKKE. With the shrimp treated by machine, the color is pretty well gone. It is not in the full state like the shrimp that you eat here. I believe Senator Nolan could probably answer that better, because we don't have shrimp-cleaning machines here.

Senator NOLAN. There isn't a comparison between the two of them. You wouldn't be eating a shrimp salad, probably, as you had for lunch today, from a machine.

Senator BARTLETT. Then you suggest that we stick with the handpicked.

Senator NOLAN. That is right.

Mrs. STOKKE. It is top-quality shrimp. It is used in hotels. It has the best market.

Senator BARTLETT. Is it your understanding that there has been recently a rather quite dramatic increase in the price of shrimp?

Mrs. STOKKE. No. I didn't know of it.

Senator BARTLETT. I think that this has occurred. At least I know that an Atlanta concern, which has an Alaska interest, is hopeful that its Alaska operations may be enlarged considerably on account of this. They are dealing now with the Department of Defense.

Mrs. Stokke, is it your understanding that the shellfish industry is covered by a law now in effect?

Mrs. STOKKE. That went into effect September 3, President Kennedy's minimum wage law. And I understand that there is a bill—I couldn't find the number of it—there is a bill to exempt the shellfish or seafood industry.

Senator BARTLETT. We should be able to bring you word of that. If we can't, we will find out.

Mr. Huse, do you have any questions?

Mr. HUSE. No questions.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. No questions.

Senator BARTLETT. Thank you, Mrs. Stokke. I assure you that we will inquire into this immediately and get all the background information that we can. As far as I am concerned, I thoroughly agree with the presentation you have made.

Mrs. STOKKE. The main thing that they are worried about is to have a sudden surge on the market of imports. In other words, say, for example, Japan, which is shipping in quite a bit of shrimp. If they put in many thousands of pounds in 1 year, it would tend to flood the market, and in that way the price will drop real fast. Of course that puts our local industry out.

Senator BARTLETT. I held hearings in Alaska a couple of years ago, exactly 2 years ago, and at Seward, where an effort was being made to establish two shrimp canneries, we were told that the Alaska industry was hard hit in its infancy because we had made so much money available under foreign aid to countries which theretofore had not produced shrimp, and we put them in the shrimp business. We made money available for boats, we sent technicians over. It would seem that to a certain extent we had worked against our own best interests.

They were flooding the market at that time with shrimp at a price that it was impossible for American producers to compete with. I was rather surprised at that time, and I imagine everyone here interested in the industry knows it, but there is more shrimp consumed in the United States than any other form of fish.

Thank you.

The next witness will be Mr. R. Egelkrout, Box 25, Petersburg, Alaska, representing the Petersburg Vessel Owners Association.

STATEMENT OF R. EGELKROUT, REPRESENTING THE PETERSBURG FISHING VESSEL OWNERS' COOPERATIVE, PETERSBURG, ALASKA

Mr. EGELKROUT. I am representing the vessel owners. I will read the communication regarding these various bills and then possibly make some comments.

GENTLEMEN: In a recent meeting of the Petersburg Vessel Owners, it was decided to present the following proposals to you.

We are opposed to Senate bill 1265 relative to collective bargaining between canners, packers, processors of fish, and the fishing vessel crews. Two companion bills, H.R. 7298 by Mr. Rivers and H.R. 8800 by Mr. Pelly, are both along the same lines. We have read and are under the impression that these bills were introduced to help the fishermen. Yet, it is the first time any of the fishermen or vessel owners in this area have heard of these bills. Why is it that the fishermen in this great producing area were not contacted before such bills are introduced? In the past year Petersburg fishermen have delivered over 5 million pounds of halibut and enough salmon to can 170,000 cases.

We feel that it is our right to be informed of such bills that directly concern us. In this way we can have a voice in the matter that we are very interested in, our livelihood.

Very truly yours,

JAMES HAMMER,
Secretary, Petersburg Fishing Vessel Owners Co-op.

I might add a word to that. We had a meeting and that was the first knowledge a great many of us had of it, the first time we were acutely aware of it. Possibly we should have been aware, but sometimes we neglect to keep up with proposed legislation of considerable importance to us. We felt that we would like enlightenment on these bills, particularly since you were, apparently, the author of one of them.

If you would choose to give us, shall we say, some knowledge on these, on or off the record, it would be greatly appreciated.

Senator BARTLETT. Let us pass that by for the time being. We will call the next witness. I am not trying to put you aside at all. I am sending for some material in my briefcase on this subject, and then maybe you will return to the stand.

Mr. EGELKROUT. Thank you.

Senator BARTLETT. Mr. E. R. Pierce, representing the Petersburg Chamber of Commerce.

STATEMENT OF E. R. PIERCE, REPRESENTING THE PETERSBURG CHAMBER OF COMMERCE, PETERSBURG, ALASKA

Mr. PIERCE. I represent the chamber of commerce, and the topic is transportation improvement in Wrangell Narrows.

One of the most pressing problems in Alaska transportation is the improvement of what transportation we have. On this subject we'd like to point out the needed improvement of Wrangell Narrows.

Wrangell Narrows is a vital link in the famous Inside Passage of southeast Alaska. In the first part of the century, up to 1927, the narrows was partially navigable. The Corps of Engineers studied the narrows and compared it with the possible dredging of an alternate and parallel channel in Dry Straits, traversing the Stikine River bar. The 1920 report to Congress by the corps favored the improvement of Wrangell Narrows over Dry Straits and by 1920 had blasted and dredged a channel 200 feet wide and 21 feet deep at a cost of $452,971. The same size channel in Dry Straits would have cost, by 1920 estimates of the corps, $3,406,000. It is interesting to note that further improvements to the narrows have provided further widening of the channel to 300 feet and dredging to a depth of 24 feet and the total amount of money spent in the narrows is still $200,000 less than the initial project would have cost in Dry Straits. There is little

wonder that the corps originally decided on the narrows improvement, not counting the fact the Stikine River would tend to cause heavy maintenance in Dry Straits. The comparative lack of maintenance in Wrangell Narrows is what occasions this report to the committee.

It has been 10 years since any work was done in Wrangell Narrows. The corps has received an appropriation of $785,000 to complete the authorized narrows project by dredging an anchorage basin at mile 14. This will wide and deepen that part of the narrows but the same type of work is needed in the rest of the channel.

Agitation has developed in the last year to have the corps reinvestigate the feasibility of dredging a channel in Dry Straits. The Senate Public Works Committee has passed a resolution directing the corps to bring its studies up to date on the project.

Since the Federal Government has spent $3,195,502 in creating a 300-foot-by-24-foot channel in Wrangell Narrows, if further improvement of navigation is necessary, and we believe it is, then studies should also be initiated to determine the cost of further deepening, straightening, and widening Wrangell Narrows before a more expensive and parallel channel is contemplated.

According to the Commerce Department's statistical abstract, construction costs have gone up an average of 590 percent since 1920. By multiplying the 1920 cost of Dry Straits by only five it can be seen the job is in the $17 million class today—and if completed would provide a channel 100 feet narrower and 3 feet shallower and with an attendant high annual maintenance occasioned by the silting from the Stikine River.

Any amount of money from $17 million on down, applied to the improvement of the existing Wrangell Narrows channel, would result in an even deeper and wider channel. This is why we urge action to study the further improvement of Wrangell Narrows from both an engineering and economic viewpoint.

This is signed by the president of the Petersburg Chamber of Commerce.

There is a footnote: Figures are taken from the Water Resources Development Report of the Corps of Engineers for Alaska, January 1961, and also House Document 179, 67th Congress.

Senator BARTLETT. You referred to a figure of $785,000.

Mr. PIERCE. Yes.

Senator BARTLETT. When was that appropriation made?

Senator NOLAN. This year.

Senator BARTLETT. I think it was a supplemental appropriation bill, the last appropriation bill that passed the Senate.

Mr. Pierce, personally I have a very lively and active interest in this, and have had much correspondence on the subject. Some of it, I might add, from Petersburg.

In that individual connection I shall continue to be alert. So far as the committee is concerned, it would be my thought that since this is in the jurisdiction of another committee, and since they are rather jealous, these committees, of their prerogatives, it would be well for us to transmit copies of your statement to the Senate Committee on Public Works, and also to make them available to the Corps of Engineers, both the district office at Anchorage, the city of Portland, and the

Chief of Engineers at Washington. This will be done long before these hearings are printed.

Mr. L. Adolph Mathisen, Box 335, Petersburg, Alaska, representing the Petersburg vessel owners.

STATEMENT OF L. ADOLPH MATHISEN, REPRESENTING THE PETERSBURG VESSEL OWNERS' ASSOCIATION, PETERSBURG

Mr. MATHISEN. I represent the Petersburg Vessel Owners Association.

At our meeting 2 days ago we had not too much to discuss; after having just had a very good season we could hardly complain about our fisheries resources.

We did unanimously support a bill by Senator Gruening that would put a tax on all imports, that portion to go to the State for research and development of our fisheries.

We also unanimously supported a bill by Senator Magnuson which would allocate money for oceanography studies. We feel that it is a much-needed study.

We also were very much concerned over the predators in our waters, namely, the sea lions. For the fishermen who have fished in the offshore waters and inshore waters, we find that the sea lion takes a terrific toll of our fisheries resources, halibut in particular, and salmon in great numbers.

We feel something should be done to either harvest this predator or reduce its numbers to a number that would not be detrimental to our fisheries resources.

Aside from that we had not too much to discuss, but we will submit briefs at a later date.

Senator BARTLETT. The record will be kept open, Mr. Mathisen, for a period of 1 month, so you may do that. I suggest that you submit any brief to Mr. Harry Huse, Committee on Commerce, Washington, D.C.

Let us inquire a bit more if you don't mind, into the question of the sea lions. Are they located both within and without the territorial waters?

Mr. MATHISEN. They are within the inshore waters and offshore waters. We of course find them in the greatest numbers to the westward. Bogosloff Island has probably the biggest population. I think I may state correctly that the department has estimated a sea lion population of 180,000.

They take a terrific toll of both halibut and salmon.

The trollers have bitterly complained. Their earnings have been reduced considerably by the damage done by the sea lions. In fact in many places they are almost unable to haul their lines in and recover the fish before the sea lions have damaged the fish by taking huge bites out of them, this makes a fish unsalable.

In years back—I can go back quite a few years now—a sea lion in the inside waters was an oddity. Now they are very commonplace. If the numbers increase at the rate that they are now, I dare say that the sea lions will take more than their share of the fisheries. Salmon become more valuable all the time and the sea lions are taking more all the time.

There has been some research done on the sea lion. In fact there was some effort made to harvest them commercially. The amount taken was such an insignificant amount that it did not help at all; although the figures indicate that it could be a profitable commercial venture.

If there is any means of subsidizing a harvesting of the sea lions, it might be an excellent solution to the sea lion problem.

We do not mean to exterminate the sea lions; we only mean to reduce their numbers to the extent where they will not be as detrimental to our fisheries as they are now.

Senator BARTLETT. So far as fishermen are aware, so far as you know, does the sea lion serve any useful purpose?

Mr. MATHISEN. Right now we know of no useful purpose for sea lions. But we assume that nature makes a balance and they must have served some purpose. Their numbers have increased and our fisheries have been reduced to the point where the sea lions are taking a much larger percentage, an alarming percentage.

We have reports of fishermen seeing these sea lions in the process of eating salmon, not only one but going down and bringing up another, which indicates that in the course of a day they could take a great number. We have of course the reports from the halibut fishermen on the banks that if they take 40,000 pounds of halibut, it was safe to say that the sea lions took an additional 40,000 pounds. Forty thousand pounds of halibut at the present time represents a lot of money. It is depriving the fishermen of their rightful share of the fish. They don't feel that they should have to divide with the sea lions.

Senator BARTLETT. Adolph, did you read that report made on the sea lion, I believe it was last year?

Mr. MATHISEN. I don't believe I did.

Snator BARTLETT. I believe it was prepared and published by the Fish and Wildlife Service. I recommend that you secure a copy of it. It is most interesting.

Are they now protected by State or Federal law?

Mr. MATHISEN. They are not now protected.

Senator BARTLETT. Were they once?

Mr. MATHISEN. They were once, yes.

Senator BARTLETT. By Federal law?

Mr. MATHISEN. I wouldn't want to say that definitely, but I believe they were, Bob.

Senator BARTLETT. Adolph, do the fishermen down here believe that any harm is done to the salmon fishery by the Japanese? I mean so far as their own supply of fish is concerned?

Mr. MATHISEN. Well, Bob, I have fished for a great number of years now, for both halibut and salmon. In regard to the salmon in particular, it is hard for us to know just what to blame on the Japanese fisheries. We do feel that there is a definite relationship between the complete disappearance of the chum salmon, known as the dog salmon, and the fact that the Japanese are catching an increasing number of them and canning them.

It has been at least 8 years since we have had any appreciable run of dog salmon.

Senator BARTLETT. And that is almost coincident with the time that the Japanese resumed fishing?

Mr. MATHISEN. Yes. After the greater effort on the part of the Japanese, the abundance of chums has been reduced proportionately. It could be a thing that is governed by something in the ocean which we don't know anything about, therefore we encourage this oceanographic study to determine if possible what is happening. We feel that there is a direct relationship between the abundance of salmon taken by the Japanese and the lack of abundance in our area.

Senator BARTLETT. Do you know whether any research is being done on that particular species of salmon?

Mr. MATHISEN. Not on that particular species, no.

Senator BARTLETT. I was thinking it would be wise to do that, in view of their disappearance.

Mr. MATHISEN. We would certainly recommend it. Any money spent in that direction would be well spent.

Senator BARTLETT. What kind of a pink salmon year did you have?

Mr. MATHISEN. Petersburg was, I think, fortunate in having one of the best in many years. We had the advantage of a good price and an appreciable number of chums. In fact we had a good season.

Senator BARTLETT. However is it not true that 1960 was the most disastrous season in history here?

Mr. MATHISEN. Yes.

Senator BARTLETT. Throughout southeastern Alaska?

Mr. MATHISEN. Yes. We are very optimistic about the return of our fisheries. I think we have had very good management of our fisheries. I think, given more money to do more research, and given time, that our fisheries will come back to their former state of abundance. I think we might even say that we can even expect the even-year cycle fish to come back in abundance.

One of the big disadvantages of our fisheries in the past is that we have one good year and this is then offset by a bad one. The even-year cycle being the off cycle. Now we are optimistic in believing that the even-year cycle can be brought back to its former abundance. If that happens we will have good years in Petersburg.

Senator BARTLETT. Has there been any difference, actual or prospective, in your opinion, for fishermen, with the advent of State control as contrasted with the long existing Federal control of the fisheries?

Mr. MATHISEN. Bob, we are more than happy with the State control of our fisheries. Had the Federal control of fisheries, with its fish-traps existed, I daresay in a year like last year a great number of the fishermen would probably have been out of business. Had the traps existed this year certainly the effect of the traps would have been quite noticeable on the economy of the fishermen.

We are certainly very happy with the present administration of our fisheries.

Senator BARTLETT. You referred, Mr. Mathisen, to Senator Gruening's bill, which as you know contemplates allocating to the several States money collected from imports on fish products. That bill has been considered by this subcommittee. No action was taken. You have read it?

Mr. MATHISEN. Yes.

Senator BARTLETT. As you remember, it has rather an intricate formula providing for the apportionment of money to the several States. Although the need of Alaska for every last dollar for research

and allied programs that can be arranged can be easily demonstrated, I think it is true that the committee has had a little more difficulty in receiving from most fish areas of the country other than general endorsements of the bill without enough specifics to persuade those who are opposed or who have no particular interest.

In that connection, and following your testimony, I am going to have placed in the record an editorial, which Mr. McElroy called to my attention on the plane coming up this morning, from the magazine, The Fish Boat, September 1961, issue, pointing out the fact that if the fishing industry wants legislation of this kind to be enacted, it has to be more aggressive in its presentations to the Congress as to why the money is needed, what would be done with it.

As a matter of fact my office is now engaged in writing the Governors of each of the States seeking data. And the editorial quotes Senator Gruening's disappointment with the small showing at the public hearing we had on this bill. I believe there were four witnesses from Alaska, and to the best of my recollection no witness from any other State.

This taking of an additional 30 percent under the Saltonstall-Kennedy formula, it is feared by some, would remove funds from other programs. So there is a bit of resistance in that connection.

To sum it up, before you can get major legislation of this kind passed, you have to be prepared with all the facts. I think we can say that they have been presented by Alaska.

Do you have anything you would desire to add?

Mr. MATHISEN. Yes. It is probably in the form of an apology on the part of the fishermen. As you well know, during the height of the fishing, there is no other thought in our mind but fishing. We don't have time, do not take time or have time, to consider any bill or anything that might be of great interest to us or very important to us.

There is something, too, that we probably should bear in mind in apportioning this money. I think that Alaska should be given all due credit for all the fish that are caught in Alaska. I know there is a great deal of halibut taken in our territorial waters that is delivered to the State of Washington. And I think that this poundage certainly should be credited to Alaska.

I think there is a great deal of our salmon that is taken stateside and processed, and Alaska should be given credit for all that poundage, too, so that we may increase that portion of the funds that rightfully should be credited to us.

And we all feel that there is a great need of research to be done on our salmon. Certainly it does take a lot of money. All that can be given to the new State for that purpose certainly will be appreciated by the fishermen.

Thank you.

Senator BARTLETT. Just one moment. The committee, some of the committee members have expressed concern and even alarm following the announcement made, I believe, last fall at Vancouver by a Russian in attendance at a fishery meeting there, that the Russian fishing fleet might be expected to come south of the Aleutians. I ask you, what would be the consequences in your view on the halibut industry if the Russians were to intervene in that fishery, bearing in mind the

fact that it was practically zero until the International Commission was formed and restored the halibut industry under a carefully administered quota and area system?

Mr. MATHISEN. We predict nothing but dire consequences from the Russians invading the halibut fisheries. During the spring, when the halibut are concentrated along the edges of the Continental Shelf, they are quite easy to catch by hook and line, and also are subject to being taken by the trawlers, too. The halibut fishery is now harvested to the maximum. In fact some of us feel there has been an overharvest and that it is time to cut back again.

The Russians have already been on the grounds east of the Aleutians. We do not know whether they have been fishing, but we know that they have been making observations. They have been seen, by our halibut boats, on the halibut banks, in the process of observing the halibut fishing by the American and Canadian boats. I think perhaps that this is to further their own knowledge of the fishing grounds.

Certainly we feel that if there is any further take of halibut it can only mean that there will be a reduced quota for the American and Canadian fishermen. Halibut having played such an important part in the economy of Petersburg, it will continue to play an important part. If any part of that is taken from Petersburg it cannot help but reduce our economy.

Senator BARTLETT. Are the Japanese taking any halibut now?

Mr. MATHISEN. The halibut taken by the Japanese so far is supposedly in an insignificant amount. There are some parts of the Japanese catch which enters into the American markets. We do not know how much. Some is a matter of record. Some is mixed in with other fish, we are told. So far it has not affected the halibut market. The halibut market is stronger now than it has been in years.

Senator BARTLETT. Was the price good this year?

Mr. MATHISEN. Prices were very good. Demand is very good. People for some reason or other want halibut. We are happy for that.

Senator BARTLETT. But the whole balance, as you see it, will be disastrously upset if the Russians move their fleets into the halibut banks and engage in other fishing operations which heretofore, they have not participated in.

Mr. MATHISEN. Definitely. It cannot help but affect the fisheries. I believe it is safe to say that—I believe they have stated—it is their intention to invade the halibut fisheries east of the peninsula. There is no knowing to what degree they will participate. The figures given, just the other night over the Juneau news, of the catch of the Japanese and the Russians in the Bering Sea is a figure that is staggering. If they should use that same effort on this side of the peninsula, it is safe to say that the halibut fisheries could be wiped out. And if they also chose to engage in the salmon fisheries on the east of the chain, I think they could very well decimate our salmon runs.

They have discovered, the Japanese fisheries, that the fish are quite readily caught by gill nets. Their migration pattern is pretty well known on this side of the peninsula. I think a concentration of Japanese gear in the Gulf of Alaska could very easily wipe out our salmon runs.

Senator BARTLETT. Would you have any recommendations to make as to how the United States could react competitively if such a situation should arise?

Mr. MATHISEN. We couldn't compete in our own waters because we are utilizing our fisheries to the fullest now. Any further inroads on the fisheries would reduce them to a state where it wouldn't be profitable to take them.

By subsidizing American boats to go and fish in their waters, maybe we could force a condition where they might agree to abstain from fishing in our waters. I don't know if that is possible, but it is a thought.

Senator BARTLETT. There is a great danger, is there not, if such a fishing encounter should occur, that all the nations now fishing in the north Pacific might go out there with more and more ships and devastate every existing fishery.

Mr. MATHISEN. I believe it is very possible. In fact it is a rather scary thought that this could happen.

Senator BARTLETT. Would you agree with me that it would make good sense for all of us to sit down today, whether unilaterally or multilaterally or bilaterally, and try to work things out so that each nation could get what it is entitled to but not destroy the fisheries?

Mr. MATHISEN. I would. And at the earliest possible moment, too. Time is passing by.

Senator BARTLETT. That is a fact.

Thank you, Mr. Mathisen, for an excellent statement.

Mr. MATHISEN. Thank you.

(The article from "The Fish Boat" follows:)

IT'S TIME TO STOP TALKING AND ACT!

When it comes to writing to Congressmen to express opinions on pending legislation or to Government officials on matters of policy, most Americans are inveterate shirkers who prefer to "let George do it."

Unfortunately, commercial fishermen are no exception.

On August 25, the Senate Merchant Marine and Fisheries Subcommittee of the Senate Commerce Committee voted to defer until next year action on Senate bill 1230. **This measure, recently introduced by Alaska's Senator Ernest Gruening, would amend the Saltonstall-Kennedy Act to establish an additional fund equal to 30 percent of customs receipts on fishery products to be administered by the Interior Department and used by the individual fishing States for fishery** research programs and fisheries rehabilitation and development projects (see "Fishing Front," Fish Boat, July).

Reason given for pigeon-holing the bill: "Not enough concrete evidence from fishing States and the fishing industry that there was a real need for such legislation."

Thus, what appears to be one of the most promising fishery bills to be introduced in recent years is shelved to gather dust until the committee meets again next January * * * and what its fate will be then is a question mark.

Only seven witnesses—four of them from Alaska—appeared before the committee to testify for the bill when hearings were held on June 15, and although some 20 Senators appeared with Gruening as cosponsors of the measure not one of these appeared in support of it. Most of the statements submitted to the committee, other than that by Gruening himself, said in effect "It's a splendid idea," but gave no facts and figures to show why it should be enacted.

Little was heard from individual fishermen, fleet owners, fish companies and fishery associations or from officials of the various fishing States.

"I was surprised," said Gruening in a statement to the Fish Boat, * * * [that] "we had so few witnesses to support it before the subcommittee. I was equally surprised at the lack of concrete evidence in the presentations that were made."

We are surprised too, especially so in view of the well-known fact that the United States has been outdistanced by many other countries—notably Russia and Japan—in fishery research.

Greatly accelerated programs have recently been called for to put the United States up with Russia in space and strengthen the Nation's military position, and these programs are no doubt necessary, but many thoughtful men wonder if they are any more important than developing and claiming for the United States its fair share of the resources of the seas, since future generations may depend on the oceans for their very survival.

It is not necessary, however, to look into the future to find reasons for increased fishery research. There are plenty of valid reasons here and now. Many fishermen complain bitterly—often with justification—about foreign encroachment of their traditional fishing grounds, about imports and about dwindling stocks.

Yet legislation such as the Gruening bill or the Magnuson oceanographic bill (Fish Boat, August), aimed at closing the "fishing gap" and ultimately putting the U.S. fisherman on an equal footing with subsidized foreign competition, more often than not goes begging.

Why?

The blame usually falls on "politics," but politics didn't shelve the Gruening bill. This was accomplished by indifference on the part of the fishing industry itself.

The fishing industry is, of course, not obligated to support any given legislation, but it is bound by responsibility to itself and the Nation to speak up one way or another on any legislation which may vitally affect its future welfare either by passage or by failure. Taking the attitude that politics will decide the outcome regardless is an evasion of this responsibility and a kind of negativism which has no place in an industry with a long tradition of fighting for its rights.

"Politikking" is not the exclusive preserve of politicians. By sustained interest and concerted effort the fishing industry can make its political influence felt.

We believe that both the Gruening and the Magnuson bills deserve the close atention of all fishermen, industry leaders and State officials.

The Magnuson bill would provide for a sustained Federal program of general oceanographic research from which enormous benefits would accrue to the fisheries in the long run. On the other hand, the Gruening bill has the merit of providing money directly to the fishing States to spend as they see fit on fishing problems which they know best to bring benefits to individual fishermen in the immediate future.

Neither of these measures would in any way supersede the excellent work which is being carried on by the U.S. Bureau of Commercial Fisheries. In fact, Donald L. McKernan, Director of the BCF, was one of the witnesses who appeared before the Senate committee in support of the Gruening bill.

It is still not too late for the fishing industry to act on these measures. The Magnuson bill awaits action in the House and the Gruening bill is not going anywhere until the next session of Congress opens.

"I will welcome communications from the industry, interested parties, and local governments on this matter," Senator Gruening told the Fish Boat. "If we are to pass this bill next year, we'll need the support of the States and of the fishing industry. The committee is friendly, but it must be supplied with the facts on the need and possibilities of such added funds * * *."

The responsible fisherman who wishes to have a voice in his own future has two avenues of approach in such matters. He can make his views known to the legislators directly and he can urge his association leaders and State fishery officials to act.

Detailed information on the Gruening bill and proposed Interior Department amendments may be obtained by writing to Senator Gruening or to the subcommittee. The Magnuson bill was explained in full in the August issue of the Fish Boat.

There it is, and it's up to you, not "George."

Senator BARTLETT. I see Mr. Lew Williams, the former mayor of Petersburg in the room, the former mayor and present publisher of the Petersburg Press. Mr. Williams, the committee would be delighted to have you appear.

STATEMENT OF LEW WILLIAMS, JR., PUBLISHER OF THE PETERSBURG PRESS, PETERSBURG, ALASKA

Mr. WILLIAMS. Thank you very much, Senator. I appreciate this, because I have to go over to the shop and get the press run, as our paper is printed every Friday.

For the record, I am Lew Williams, Jr., publisher of the Petersburg Press. At this time I am representing the Petersburg Chamber of Commerce as a director and as a representative of their road committee.

This report concerns Senate Joint Resolution 137.

Petersburg Chamber of Commerce endorse. the proposal of Senate Joint Resolution 137 and an appropriation of $800,000 to initiate surveys and create an office to coordinate planning of joint Alaska-Canada highways. If legislation brings about the intent of Senate Joint Resolution 137 one of the primary routes to benefit is the proposed Stikine-Iskut Highway out of Petersburg. This road runs south out of Petersburg, up the Stikine River to the British Columbia-Alaska border; then would branch off into the Iskut River Valley and go south to the Cassiar-Stewart Highway under construction by British Columbia. With completion of the road from Hazelton to the Cassiar-Stewart road, a complete route would connect the Wrangell-Petersburg area with a road running directly south to the highway system of the south 48 States.

Progress on the Stikine-Iskut Highway is very encouraging to date.

On the American side of the border:

(1) The Stikine-Iskut route has State administration support.

(2) The route has the support of Federal roadbuilding agencies.

(3) The route was recommended by Battelle Memorial Institute doing studies for the Alaskan International Rail and Highway Commission.

(4) The route was recommended in the commission report to the 87th Congress, House Document No. 176.

(5) A portion of the route—Mitkof Highway to the border—has been surveyed and partially engineered at a cost of $501,000.

(6) The first 10-mile extension from Mitkof Highway at Blind Slough to Dry Straits is under construction.

(7) Engineering report on the Dry Straits to Kakwan Point portion was accepted by government agencies recently from the private engineering firm doing the work.

(8) The economic value of the completed route is pointed out in the Alaska International Rail and Highway Commission report where it was a portion of the recommended road network which would amortize its construction cost, on a cost-benefit ratio, in 13 years.

(9) The Stikine route is programed by the State highway division for construction under its 5-year program.

(10) Construction cost for a hard-surfaced highway on this route from Highway 16 to Mitkof Highway is estimated by the Alaska International Rail and Highway Commission at $23 million. When programed out over 5 years this is less than $2.5 million a year by each side of the border, and when split between State and Federal Governments, reduces the load on each agency even more.

(11) Completion of the route would put a road terminal into central southeastern Alaska by the most direct route from the Pacific Northwest United States.

(12) It would be the first step in extending the Canadian A route north to connect with an access route to Juneau via the Taku.

(13) A road terminal at Petersburg would supplement the ferry system and make scheduling of ferry stops at Sitka much easier.

(14) The Stikine-Iskut road route has the unanimous support of all southeast Alaska. A meeting of the Southeastern Conference, an organization representing all southeast Alaska communities, has recommended the Stikine-Iskut route as the top priority projects for the secondary highway system in southeast Alaska. This action was taken in a meeting in Sitka, September 8–9, 1961.

On the Canadian side of the border:

(1) Mr. P. A. Gaglardi stated at the International Development Commission meeting in Juneau, June 1961, the following order was their planning in British Columbia; Cassiar-Stewart road; ferry system; improvement of Highway 16; reconstruction of Haines Cutoff; Meziadin-Hazelton extension of the Cassiar-Stewart Highway; the Stikine-Iskut route to serve Wrangell-Petersburg; the Taku route to serve Juneau via Atlin; paving the Alaska Highway and development of a connection from Dease Lake to Atlin.

(2) Travelers using the route would spent 75 percent or more of their travel time between Washington State and Alaska in British Columbia, thereby contributing to that Province's economy.

(3) The route via the Iskut River Valley has the endorsement of the Associated Boards of Trade of Central British Columbia.

(4) It would provide a route to tidewater for shipping mineral ores from British Columbia's Stikine-Iskut Valley area.

On the economic value of the route:

1. The Alaska International Rail and Highway Commission report recommended construction of the Stikine-Iskut Road from an economic viewpoint.

2. An example of the tourist travel potential of a road into this part of southeast Alaska can be guessed at from figures obtained this summer in Valdez. An individual in Valdez checked cars this summer for the community—a town located at the end of a road leading to the continental highway system. Between July 3 and September 4, 3,016 out-of-State vehicles visited Valdez, or an average of 48 cars daily for 63 days. With completion of the Stikine Road Petersburg could expect more than that number of vehicles going through town as the ferry system would provide further transportation to Sitka, Juneau, or Ketchikan. From Valdez there is only the road back.

3. Another example of the economic impact of the road can be found by comparing the ways of traveling to Petersburg. A man and wife with three children under 12, an average family, would spend $266.67 for air fare to fly from Seattle to Petersburg. If they wish to ship their car it is $250 more via waterborne freight. Is it any wonder the cost of living is higher in Alaska and, as a result, the cost of developing our resources, proportionately higher than other States? When the ferry system opens, our travel cost will be reduced somewhat. It is about 1,000 miles to Prince Rupert from Seattle. This would cost our family of five less than $100, includ-

ing lodging, driving by car. The cost of the ferry ride from Prince Rupert to Petersburg under the lowest proposed schedule recommended in reports on the ferry system, would be $112.80. This brings the whole family and car from Seattle to Petersburg for about $200.

However the road mileage from Seattle to Petersburg via the proposed Stikine-Iskut Road is only 100 miles farther than the road from Seattle to Prince Rupert. Certainly the extra 100 miles can be driven cheaper than the $112.80 proposed ferry fare. The corresponding fare savings would also benefit travelers to Sitka, Juneau, and other parts of Alaska, and the ferry system would be further utilized.

Thank you for the opportunity of presenting our views on the main transportation problem of our area.

Senator BARTLETT. Thank you, Lew.

We will make sure that copies of your statement reach other hands, that is, other congressional committees and Government agencies.

I was especially interested perhaps in your statement about the number of cars which put into Valdez because I think I read the same article. I was startled to discover that there were more cars from Michigan than from any State in the Union in Valdez during that period. California I believe was second. I still can't account for that. At least it reveals that the people from the East are willing to come this way.

Lew, do you have any other statement to make on this or any other subject? Or are you anxious to get back to the Press?

Mr. WILLIAMS. I think I had better get the paper out before 5 o'clock.

Senator BARTLETT. We appreciate your coming.

Mr. WILLIAMS. Thank you very much for your consideration, gentlemen.

Senator BARTLETT. The next witness who desires to be heard is Mr. Kenneth Stedman, Post Office Box 555, Petersburg, Alaska.

STATEMENT OF KENNETH E. STEDMAN, COUNCILMAN, PETERSBURG, ALASKA

Mr. STEDMAN. I was hoping to appear here today for the Fishermen's Union in Petersburg. We called a meeting last night. Unfortunately we have a lot of our men out of town and we couldn't have a meeting. I am here as an individual and informally for the union. I am a trustee for the union here in town, and a city councilman.

We are interested in the bill that you have heard about on collective bargaining that was introduced by Senator Bartlett and Representative Rivers and I believe is being held in abeyance right now.

Senator BARTLETT. I guess that is a very good word, "abeyance."

Mr. STEDMAN. Is it?

Senator BARTLETT. It is in abeyance, anyway.

Mr. STEDMAN. We were a little bit alarmed about it, because we feel that it is not a good thing for us in Alaska. When I say "we" I speak of this informal group that met last night. We would like some more information on it so that the union as an organization could express its opinion on it to Senator Bartlett and to Representative Rivers.

We are kind of in the dark on the thing. To us it looks as if, if it became law, that would be just about the beginning of the end of us Alaskans, and it would be opening the door to your big unions in the "south 48" to move in and dictate what is what for us. That is the view we get of the bill from the information that we have, and that is why we would like to have more information if at all possible.

They use the designation of 2 tons and over. We were wondering why they use the 2-ton designation.

We feel that, as a union in southeast Alaska—there is one in Ketchikan and one in Petersburg, two small unions—we would be affected by this bill.

The rest of the communities that have no unions, which are in collective bargaining with the buying agencies, their prices would be established by Seattle, it seems to us.

Again I would like to request more information on it.

Senator BARTLETT. Maybe you came to the wrong source.

Mr. Egelkrout, will you come up?

I take it that I am on the stand now and testifying, so here goes.

I want to read a history of legislation to permit collective bargaining by fishermen. I had my office go back to 1946. We found out that between 1946 and 1950 the Congressional Record index contains no references to bills of this nature.

However, in the 82d Congress, 1st session, 1951, S. 2176 was introduced by Senator Magnuson. It would have amended the Fishermen's Cooperative Marketing Act, June 25, 1934, chapter 742, 48 Stat. 1213, 15 U.S.C. 521–522, to make clear that fishermen's organizations, regardless of their technical legal status, have a voice in the ex-vessel sale of fish or other aquatic products on which the livelihood of their members depends. Reports were requested from General Accounting Office, Interior, and Justice. GAO had no comment to make, while Interior and Justice did not report. No hearings were held and no action was taken on S. 2176.

In the same session of the same Congress, H.R. 5667 was introduced by Representative Shelley, and it was identical with S. 2176. Reports were requested from Labor, Interior, and Justice. The Department of Labor's report was generally favorable, while no reports were received from Interior and Justice. No hearings were held and no action was taken on H.R. 5667.

From 1951 to 1957 the Congressional Record index contains no references to bills concerning collective bargaining rights for fishermen.

However, I should put this in as an addendum.

In 1952, 82d Congress, a letter from the Department of Labor dated January 5, 1952 to Representative Edward J. Hart, chairman of the House Committee on Merchant Marine and Fisheries, concerning H.R. 5667, generally favored the bill but stated that the Department of Labor did not desire to comment specifically on the provisions of H.R. 5667.

In 1958, 85th Congress, 2d session, S. 3530 was introduced by Senators Payne and Smith of Maine. It also would have limited the Fishermen's Cooperative Marketing Act and would have exempted fishermen from the provisions of antitrust acts in order to allow fishermen to engage in collective bargaining. This bill was referred to

the Senate Interstate and Foreign Commerce Committee. Reports were requested from Interior, Justice, Federal Trade Commission, and the Comptroller General. Interior did not recommend enactment. Justice and Federal Trade Commission were opposed to the bill and the Comptroller General made no recommendation. Hearings were held on June 15 and 16, 1958 and were printed. The bill was not reported and no action was taken.

Like bills were introduced in the House. No action was taken.

H.R. 12329, introduced by Representative Coffin and referred to the House Judiciary Committee, would have amended section 6 of the Clayton Act to include within its terms organizations of persons engaged in the fishery industry. Reports were requested from Federal Trade Commission and Interior. No report was received from Interior. The Federal Trade Commission opposed H.R. 12329 in a letter to Representative Celler on August 15, 1958. No hearings were held and no action was taken on H.R. 12329.

In 1959, 86th Congress, 1st session, S. 23, introduced by Senator Smith of Maine, referred to the Committee on Interstate and Foreign Commerce, was identical to the bill she had introduced in the previous Congress. Hearings were held on April 3, 1959 and printed with the hearings on S. 502, "Salmon High Seas Conservation." No action was taken on S. 23.

H.R. 3348 was introduced by Representative Pelly and referred to the House Committee on Merchant Marine and Fisheries. It also would have amended the Fishermen's Cooperative Marketing Act to permit collective bargaining by fishermen. No action.

H.R. 2777, introduced by Representative McCormack and referred to the House Committee on Merchant Marine and Fisheries, was identical. It was considered in executive session but no action was taken.

In 1961, 87th Congress, S. 1265, was introduced by me and referred to the Committee on Labor and Public Welfare, would have extended the coverage of the National Labor Relations Act so as to include members of the crews of certain fishing vessels. Reports were requested from the National Labor Relations Board, the Bureau of the Budget, and the Labor Department. To the best of my knowledge no reports have yet been received.

The bill introduced by Representative Rivers, and the bill introduced by Representative Pelly, were, I believe, identical.

I have had considerable correspondence with people in Petersburg about this after a newspaper article appeared in the Petersburg Press, in which Jack Longworth expressed doubts about the wisdom of enacting legislation of this kind.

You did not need to apologize, sir, for not having heard about the bill. There are lots of bills introduced in Congress every year. I haven't heard of most of them either, though I am right there.

I want to say in that connection that even if a bill is introduced, ample opportunity is always given to those who favor it and those who oppose it to make their views fully known before any action is taken. That of course is part of our democratic process.

You expressed some doubt as to what the effects of this legislation would be, whether it is wise to enact it. I must say that I don't pretend to be any expert on it at all. I want to include in the file a scholarly paper on this subject, written in July 1950 and reprinted from the In-

dustrial and Labor Relations Review, volume 3, No. 4, entitled "Labor Agreements in the West Coast Fishing Industry: Restraint of Trade on Basis of Industrial Stability?" It is by Roger L. Randall, who was then a research assistant, Institute of Industrial Relations, University of California.

Before including it in the file, though, I am going to hand it to you two gentlemen for your reading this afternoon and this evening, with the hope that we can get it back tonight. Perhaps you will know more about this subject after you read it. I did so last night after I went to bed, and I still don't consider myself to be an expert. At least it is interesting.

(The document follows:)

[Reprinted from the Industrial and Labor Relations Review, vol. 3, No. 4, July 1950]

Labor Agreements in the West Coast Fishing Industry: Restraint of Trade or Basis of Industrial Stability?

(By Roger L. Randall[1])

In the west coast commercial fishing industry a problem of serious import has arisen, in recent years, pertaining to the legal status of fishermen and their right to bargain collectively. Although the questions that are here raised are applicable to other fishing areas as well, the problem has been intensified and more sharply defined on the west coast by the much greater development of trade unionism in the industry. The unions involved allege that approximately 90 percent of the west coast boat fishermen are covered by some form of labor agreement—price agreements or working agreements; yet a basic determination of the propriety and legality of such agreements under the particular circumstances of the industry has still to be achieved.

The central question to be settled is whether the relationship between fishermen and the cannery operators or wholesale fish dealers for whom they may be fishing is essentially that of employees to employers or that of independent vendors to buyers. In this article the problem will be treated in three interrelated phases: (1) A discussion of the available facts of the actual relationships between the parties; (2) an examination of the rather confused and largely indeterminate status of these relationships in the current application of pertinent laws; and (3) a consideration from an industrial relations point of view as to how the relationships should be regarded.

Up to the present the facts have probably been inadequately investigated to serve as a guide. Moreover, there is no sound basis for believing that the mere accumulation of facts would provide the answer as to whether fishermen should be regarded as industrial workers engaged on the basis of a particular piecerate or incentive system of wage compensation, or as a self-employed class, and thus denied the various protections inaugurated in recent years by a Government generally responsive to the needs of industrial workers.

The working force of the great Pacific fishing industry has remained, and bids fair to continue to remain, in an anomalous status; and the resulting obscurity has hampered the achievement of stable industrial relations between fishermen and dealers. If such achievement be regarded as an appropriate goal of Government endeavor, then further consideration must be given to the status of fishermen in relation to certain laws and to the appropriate legislative course to attain such goal.

Admittedly such a course will not be easily determined, for the fishermen represent a peculiar, although not unique, fringe group in terms of economic status. Generalization about the problem holds some dangers even on the west coast because of the substantially divergent practices and relationships between fishermen and dealers in such major fishing areas as Alaska, Puget Sound, the Columbia River, the San Francisco area, Monterey, and the southern ports around San Pedro and San Diego. In connection with these varied relationships it is true that judicial precedents may offer guides to a determination of the question in specific cases; however, a status which must have constant resort

[1] Research assistant, Institute of Industrial Relations, University of California, Berkeley.

to legal opinion and even to litigation for such clarity as it may come to possess is scarcely the one to provide an environment well suited to the development of a stable and cooperative relationship in the interests of industrial peace and continued development of a basic food resource.

In the absence of any general clarification, management in the industry has found itself on the horns of a dilemma: failure to deal with fishermen as employees (such as in the matter of collective bargaining for fish prices) may easily lead to strikes and substantial losses, whereas failure to adhere strictly to a buyer-independent vendor basis may expose the canner or dealer to indictment under the Sherman antitrust law. These situations are not hypothetical; both have happened in recent years.

A similar dilemma has confronted the unions of fishermen: to fail aggressively to push forward the area of effective union contract coverage may very well tend to undermine the gains secured for those fishermen concerning whose status as employees no question can exist; whereas a zealous endeavor to achieve an inclusive coverage of fishermen may lead to indictment for "criminal conspiracy in restraint of trade." Again, both have happened.

INDEPENDENT BUSINESSMEN?

It has been held in a crucial U.S. Supreme Court decision affecting small-boat owners that such fishermen are essentially independent businessmen and have manifested a persistent intent to preserve their status as such.[2] The fishermen's unions have argued that this conclusion is mistakenly derived not only from the fact of boatownership (or leasing) by the fishermen, but even more from a misinterpretation of the fishermen's longstanding insistence on the fish-price method of compensation. This method of payment is as old as the industry on the west coast and is as characteristic of the company-owned fish boats with directly employed crews as it is of the fishermen-owned boats. It has been asserted that to question the underlying employer-employee relationship on this basis alone would appear to question the status of employees in any industry working under incentive or profit-sharing wage systems.

Further, the situation of a substantial investment on the part of workers in tools of the trade is not peculiarly confined to the fishing industry. In the Northwest logging industry, for instance, many log truck owner-operators haul on a contract (piece-rate) basis for the logging companies, without their truck ownership being held to invalidate their basic status of employees insofar as collective-bargaining rights are concerned. The same principle underlies contract provisions in the Seattle Teamsters' Union (Local 353) agreement covering grocery store delivery drives; in 1948 the agreement provided a wage scale of $56.50 per week for regular drivers and a wage scale of $60 per week plus $25 per week operating expenses to owner-drivers providing their own delivery trucks.

Before the problem can be further explored, however, it is essential to undertake a review of the various main types of relationship that may exist between fishermen and the cannery operators or fish dealers. In this, three main classifications of fishermen are recognized: Company fishermen for whom an unequivocal employment relationship with the dealers exists; independent fishermen-boatowners for whom both the status of entrepreneurs and the status of quasi-employees of the dealers have been claimed; and shares fishermen employed on independent boats for whom a primary employment relationship with the boatowner exists, but for whom has also been claimed a significant secondary employment relationship with the dealers. Each of these classifications will be considered in turn.

COMPANY FISHERMEN

First we consider the case of fishermen employed directly by canners or dealers to man company-owned boats. With rare exceptions such a fishing crew is compensated by a piece rate, or fish price, for fish caught and delivered to the employing canner or dealer. Distribution among the crew members of the value of the catch, based on this fish price, proceeds on the basis of predetermined shares.

By longstanding custom in most of the industry, the terms of employment (principally here the fish prices) are normally documented in a formal agreement or contract, usually for the duration of a particular fishing season, between

---

[2] *Columbia R. Packers Assn.* v. *Hinton*, 315 U.S. 143 (1942).

the fishermen and the employer owning the equipment. Although the aforesaid terms may be unilaterally established by the employer, almost universally now they are determined by collective bargaining through the fishermen's unions.

This situation represents a clear-cut case that fish-price negotiations are in fact wage negotiations of a piece-rate character. Such a wage system provides an incentive for production by offering an opportunity to employees to share in the profits of a good catch. At the same time it provides an opportunity for passing on to employees some share of the risks of a poor catch inherent in the inevitable gamble of a fishing venture. All parties appear well satisfied with such an arrangement, and in this basic type of relationship there is no question that the fishermen are in fact employees of the cannery operators or fish dealers. As such, the rights of union organization under Federal law are clear, and the propriety of collective bargaining over the fish-price-wage can hardly be questioned.

To the canners and dealers this case of company boats and company fishermen affords complete control over essential equipment, a maximum disciplinary and directive authority over personnel, and in general a more stable and dependable arrangement for management. However, it involves the assumption of a much greater liability for both equipment and the labor force and requires additional fixed capital investment that is productive in most cases for only a relatively short annual season.

In general, the highest incidence of company boats is to be found in the Alaska salmon industry; and in fishing areas of extreme geographic isolation, such as Bristol Bay, almost all fishing boats and gear are company equipment. This direct employer-employee relationship between canners or dealers and fishermen is found to a limited extent in the case of the large tuna clippers and sardine purse seine fleets of the California waters and the larger herring and salmon purse seine fleets of the northern waters where the boats represent a large initial capital investment. (Much more common, however, in this class of equipment, is the arrangement whereby the canners and dealers lease such clippers and purse seine boats to individual fishing captains, who thereby assume full legal and financial responsibility for the operation of the vessels. This situation is considered later.) In addition, some of the large canners and dealers as a matter of policy maintain at least some of their own fishing boats manned by direct company employees.

Altogether, although no official statistics are available, it has been estimated that of the approximately 42,000 commercial fishermen engaged in the industry on the west coast, about 10 percent, but in any event not more than 5,000, would fall into this category of "company" fishermen.[3] The long-run trend in the development of the fishing industry has been to move away from the direct-employee relationship. However, the vital and significant fact is that even under this relationship the total wage compensation for the crew has traditionally been by a fish-price or piece-rate system for the catch of each boat, with the individual earnings of each crew member determined on the basis of his share in the boat's catch.

FISHERMEN-BOATOWNERS OR INDEPENDENT FISHERMEN

The second main type of relationship embraces those fishermen who own or lease their own boats and normally employ additional crew members. Since under the law the fish caught by such a boat have been held to be property of the boatowner or lessee; the subsequent sale of the fish to a canner or dealer bears all the surface appearances of a transaction between independent businessmen. However, other considerations strongly suggest the possibility of a quasi-employee status underlying the apparent independent-contractor status.

The ownership or possession of his own boat is the normal and commendable aspiration of the commercial fisherman, motivated in part by the necessity to possess the tools of his trade to guarantee his participation in the seasonal fishing opportunities. However, the substantial capital investment in boats and fishing gear obviously precludes the possibility of the average fisherman achieving such possession initially out of his own personal resources. Normal sources of capital loans have frequently hesitated at the high investment risk involved in fishing ventures, and consequently boat and gear purchases have

[3] Based on approximations and estimates submitted by the headquarters of the International Fishermen and Allied Workers of America.

been financed to a large extent by the fish cannery and fish dealer companies. Thus the presumed ownership of the boats and gear by the fishermen in many cases constituted actually no more than a varying equity, with a very real residual control remaining in the hands of the canners and dealers. (This previously common situation has apparently been considerably lessened in very recent years when, under unusually favorable circumstances during and immediately after World War II, many fishermen succeeded in fully paying off mortgages on boats and gear. The duration of this relatively debt-free status for fishermen is questionable under more normal conditions, for it was in large part only a reflection of the typical advantage and gain of a debtor class during an inflationary period.)

Of equal importance with this type of debtor status has been the arrangement, previously noted, wherein canners or dealers provided the capital investment outright and retained title to the boats, which were then leased to independent fishermen under a wide variety of terms. Some such lease agreements also provided means and terms whereby the fishermen could eventually secure ownership and title to the vessels.

In addition to the above situations, credit is frequently extended to the independent fishermen by the canners and dealers against anticipated season's earnings for repair and maintenance of boats and gear and for fuel and other supplies during the season. By virtue of these various mortgages, liens, leases, and credit arrangements, there has actually existed a very close relationship between the fishermen-boatowners and the particular creditor canner or dealer. This bond has greatly reduced the apparent area of complete independence of the fishermen and raises serious doubts as to the adequacy of the concept of free entrepreneurs fishing for an open sales market.

Furthermore, purely from the standpoint of economic theory, there is a question as to whether any genuine open market exists in the industry, for such would require a substantial balance of free competition on both the buyer and seller sides of the market. Such, however, is not the case; for in the absence of collective action among the fishermen a marked degree of buyer domination would prevail. There are relatively few canners or dealers in any particular fishing area proportionate to the number of fishing boats. Moreover, to the fishermen the catch is a highly perishable product, commonly sold under conditions of market glut because of the marked seasonal peaks of fish runs. On the other hand, the canners produce a product capable of indefinite storage, and the fish dealers with modern technology have a wide choice of various processes (deep freeze, etc.) as alternatives to distribution in the fresh-fish market, depending on anticipated market conditions. The bargaining disadvantage of the unorganized individual fisherman in this situation is apparent.

Actual fish prices, of course, are subject to a considerable degree of institutional control, including fairly successful trade union efforts to establish collective determination of such prices. This last factor is the immediate focal point of controversy in the industry, with heated conflict marking its course of development in some areas.

Along this line, it is significant to note the basic dichotomy that plagues and confuses the independent fisherman-boatowner himself. On the one hand, he sees himself as a person with a certain economic stake in society, a little above the common herd, a free agent able to determine and control his own activity and economic function, a self-made man; and in this view he has at times resisted efforts to subject him to a greater industrial discipline or treat him as a mere hired hand. On the other hand, he sees himself as the victim of exploitation, taking all the risks and robbed of the fruits of his hazardous economic efforts, to swell the fabulous profits (as he sees them) of the big canning companies and fish dealers; and in this view he has often banded together with other fishermen in a most militant type of unionism, demanding a greater and greater sphere of collective action.

However, it is imperative to distinguish between two levels of boat ownership, for much of the subsequent discussion applies more forcibly to one than to the other. The first and numerically greater group is comprised of the fishermen who own small boats (gill net boats, troller, trawl, and drag boats, and small purse seiners), whose normal range of value would extend from $1,000 to $20,000, with a probable average of around $12,000. Such boats predominate in the salmon fisheries of Oregon, Washington, and Alaska, and in the fresh-market fisheries of the entire west coast. It has been estimated that the number of such

independent small boatowners operating in Pacific waters may approximate 9,500,[4] or more than 20 percent of all fishermen; but it is recognized that this figure may fluctuate considerably from year to year, depending on the degree of fortune and success that attends each fishing season. The turnover in small boatownership is fairly high in some periods.

The second group consists of fishermen who own or lease large tuna clippers, California sardine and mackerel purse seiners, and the larger purse seiners of the northern salmon and herring fisheries. The investment in this class of equipment may run from $80,000 up into the hundreds of thousands of dollars; and it is apparent that the economic interests and methods of business operation of such capitalist fishermen differ significantly from those of the class of small-boat fishermen identified just above. Similar estimates with much the same qualifications place the total of such large boatowners at somewhat more than 1,000 or less than 3 percent of all fishermen engaged in the Pacific industry.[5]

It is impractical to segregate the two groups in the following discussion, and the reader can bear this qualification in mind when they are jointly referred to as independent fishermen. When necessary they will be separately identified as small boatowners and large boatowners, respectively.

It is to be noted that, from the individual canner's or dealer's view, the essential consideration in any particular relationship that may develop with the fishermen is some assurance of a dependable supply of fish for his own operation, with whatever control of quality, and time and method of delivery may be required. The most direct answer, of course, is the acquisition of his own fishing fleet with employment of hired crews; but this is usually not necessary.

Most of the fixed and operating capital arrangements for the independent fishermen discussed above have carried with them some formal or informal obligation to supply fish to the particular creditor, thus achieving the desired end at a greatly reduced direct liability on the part of the canner or dealer. Even where no trace of creditor-debtor relationship existed, it usually behooved the independent fisherman to cultivate and maintain a standing with a particular dealer; for otherwise, having lost his reputation as a dependable man by too frequent shopping around, the fisherman might easily have found himself with no market at all for his fish.

This subtle tie between independent fishermen and a particular canner or dealer was often probably of as much force as even the creditor-debtor tie. Supplementing and reinforcing both these ties, when deemed expedient, however, were specific exclusive fishing contracts between a particular dealer or canner and those independent fishermen whom he would sign up to fish for him that season. Such individual contracts imposed the obligation on the independent fishermen to deliver their catch at an agreed-upon price exclusively to the contracting dealer and frequently stipulated additional conditions, such as the quality of the fish to be accepted, time and method of delivery, and a limit to the amount of fish to be caught or accepted under certain situations. On the other side, the canner or dealer obligated himself to accept all of the catch (within the established limits, if any) at the agreed-upon price, and also he frequently agreed to furnish some or all gear, equipment, and supplies during the season. The possible variations in such contracts are innumerable; but the mutual obligations imposed suggest a degree of managerial direction and responsibility on the part of the canner or dealer.

The advantages to such exclusive contracts are by no means one-sided; but it is also apparent that in the absence of unionism or other collective pressure from the independent fishermen, the option between specific contract or implied obligation lay with the canner or dealer.

It is important to note that actually in many instances the pressure for specific, individual dealer-fisherman contracts came from the earlier groups of organized fishermen who secured thereby clear and distinct terms of the alleged quasi-employee relationship, reciprocal rights and obligations, and an opportunity for direct collective negotiations on the fish-price, or piece-rate wage, compensation.

With reference to the pattern of unionization that has emerged on the west coast, it must be noted that the small boatowners have generally been included in the same unions with their own additional crew members (or shares fishermen) and the company fishermen, based on the men's own recognition of a substantial community of interest and practical identity of status as workingmen. However, the unionization of the tuna clipper and purse seine fleets is limited on

[4] Ibid.
[5] Ibid.

the same line of reasoning to the nonowning crew members fishing on shares, although the boatowners in this situation are frequently organized in their own boatowners' associations.

The status of shares fishermen and their relationship with both the boatowners and the canners and dealers must next be examined.

SHARES FISHERMEN

By far the most numerous group of fishermen on the coast are those hired by the independent boatowners to fill out the boats' necessary fishing crews (varying anywhere from one boat-puller for gill netting to as many as 20 men on a tuna clipper, in addition to the usual owner-captain). Such shares fishermen are estimated to constitute probably as much as two-thirds of the total fishing force, or somewhere between 25,000 and 30,000.[6] Furthermore, this most significant group, whose worker status is most clearly established, is also the group whose status as to collective bargaining rights is most peculiarly equivocal.

As in the case of the company fishermen on canner-or dealer-operated boats, the practically universal practice is to engage such crew members on the basis of predetermined shares in the value of the delivered catch. (An example might be a one-third share for the fisherman boatowner as wages, a one-third share for the hired fisherman as wages, and a one-third share for the boat to offset operating costs, maintenance, and depreciation.) This determination of these shares may stem from custom or individual agreement, but more frequently now from collective bargaining between the fishermen's unions and boatowners' associations organized for this and related purposes.

Such a system of shares compensation is the only feasible arrangement in the industry, considering the substantial element of gamble in fishing ventures. For a boatowner, large or small, to saddle himself with fixed labor costs, as under a daily or monthly wage system, would be to court disaster continuously, for a single poor season or even a few poor fishing trips under such a fixed obligation would frequently force bankruptcy. Even as it is, the business mortality rate among the small boatowners is high, and a few poor seasons in succession push many independent fishermen back into the ranks of the shares fishermen; and the converse is true with a few good years' catch. This latter represents, of course, the incentive factor to the hired fishermen under the shares system and reinforce the feeling of community of interest between the small boatowners and the shares fishermen.

Based on the primary employment relationship between boatowners and fishermen, there is no question of the legitimacy of collective bargaining by the fishermen's unions as to the crewmembers' shares of the value of the catch. However, such bargaining over shares is practically meaningless until converted into a real wage or earnings value by the fish price to be received for the catch. At best, the individual fisherman's compensation is subject to extreme uncertainty because of the total absence of any basis for prediction or any means to control the size of the catch; for experience and skill are seriously modified and limited by "fishermen's luck." If to this unavoidable uncertainty there is added the complete absence of preknowledge or preagreement as to the unit value of the catch, the fish price, then, indeed, are the shares fishermen entirely at the mercy of chance.

If, as economists assume, the promise of economic reward is the necessary inducement to economic effort, then some reasonable degree of assurance as to such reward would appear essential to attract and retain within the fishing industry a labor force of normal competence and stability. The necessity for such assurance, as well as the force of abstract concepts of equity, have driven the shares fishermen, through their unions, to a continuing insistence on some form of collective bargaining as to fish prices directly with the canners and dealers.

To the extent that this position has been consciously rationalized, it has taken the form of a contention that a secondary employment relationship exists between the shares fishermen and the canners or dealers that in terms of bread-and-butter significance to the men far outweighs the primary employment relationship with the independent boatowners. This contention, of course, persists whether the shares fishermen are working with small boatowners (for whom a quasi-employment relationship with the dealers is also claimed) or as crew-

[6] Ibid.

members of large boatowners (who are recognized as businessmen, but whose independence from the dealers has been questioned).

It is certain that, whatever may be the technical designation of the fisherman-dealer relationship under particular laws, the small boatowner fishermen, jointly with the shares fishermen, constitute the labor force of the industry, and their basic economic contribution to the production of the industry is that of arduous manual labor involving a high degree of skill or experience and considerable hazard. The fish-price compensation by the dealer is the particular form in which this labor contribution has been historically rewarded.

Consequently, once the division of the value of the catch among the participating crewmembers according to the preagreed shares has been made, and the deduction of operating costs, maintenance, and depreciation from the boat's share has been made, the residual net return on investment, if any, that would accrue to the small fisherman-boatowner would represent, with rare exceptions, a negligible proportion of his total earnings compared with his share as a return for his labor as a crewmember. Thus the small fisherman-boatowner's major economic interest is in his wage of labor rather than profit on investment and his participation with the shares fishermen in collective fish-price negotiations though their common union may be reasonably construed as a legitimate effort to secure a fair or acceptable wage rather than a conspiracy to secure monopoly profits by a combination to raise prices in restraint of trade. This contention, of course, takes issue on an economic, not a legal, basis with the earlier mentioned Supreme Court decision affecting small boatowners.

With respect to the above, it is also obviously not intended to apply to the large boatowners (the clippers and purse seine fleets of the tuna, sardine, herring and, to a lesser extent, salmon fisheries), even though such owners work on their own boats, usually as the skippers. Independent or not, the large boatowners are certainly businessmen with a very substantial investment upon which they expect to earn a return far in excess of any imputed wages of labor.

However, this capitalist status of these boatowners in no way alters the fact that the shares fishermen have as great a wages interest in the fish price as have the owners a profit interest. Accordingly the unions have demanded, and where strong enough have secured, the canners' and dealers' acquiescence in direct collective negotiations (with or without joint participation by the independent boatowners) as to the fish price as a piece-rate wage bargain. If the large boatowners were incidentally benefited by the union's bargaining strength or skill, that was a matter of relative indifference to the common fisherman.

HISTORY OF INDUSTRIAL RELATIONS

At least such reasoning has underlain the long course of development of industrial relations in the industry on the Pacific coast, which has achieved a relatively high degree of stability in most of the major fishing areas. Unionization and collective bargaining over fish-price-wages date back to 1886 in the Columbia River salmon industry, with the organization at that time of the Columbia River Fishermen's Union, which today enjoys a highly stable relationship, covering both company boats and independent boats, with the members firms of the Columbia River Salmon & Tuna Packers Association in that area. Collective bargaining over fish-price-wages in the Alaskan industry date back to 1902, when a strike in the Bristol Bay launched the Fishermen's Protective Union of the Pacific Coast and Alaska. This union, now known as the Alaska Fishermen's Union, covers both company and independent boats in its agreements with the Alaska Salmon Industry, Inc., representing firms accounting for 95 percent of the Alaska salmon pack.

Large-scale organization of fishermen in other sectors of the Pacific coast industry awaited the impact of the great depression of the early 1930's and the subsequent general stimulus to unionism from favorable legislation and Government encouragement. Significantly, the extension of unionism among west coast fishermen during the 1930's was closely tied up with the aggressive and militant organiaztion of the waterfront and maritime unions (all associated for a time after the 1934 longshore strike in the Maritime Federation of the Pacific). This factor appears rather difficult to reconcile with notions of the fishermen as persistently individualistic and independent businessmen, for the maritime labor struggles of this period (including those of the fishermen) were characterized by a bitterness evidencing a strong working-class consciousness.

Without attempting to recount the detailed history of organization in all the major fishing areas, it may be stated that a fairly high degree of integration

of the various fishermen's unions of Alaska, Puget Sound, the Columbia River, and the Washington, Oregon, and California coast, bays, and major fishing streams was achieved, beginning in 1938, in the formation of the International Fishermen & Allied Workers of America (IFAWA) under the banner of the CIO. This new international (really a federation of fairly autonomous unions) subsequently has remained the dominant fishermen's organization. During the same period of formation of this new CIO international, however, substantial groups of fishermen in Monterey and southern California ports (some of whom had previously been organized in federally chartered locals of the AFL) elected to remain in the AFL and accepted charters under the Seafarers' International Union (SIU), AFL. This latter union has since constituted a vigorous rival to IFAWA, but with its strength primarily confined to the southern California-Monterey area, except for a stronghold among the resident fishermen of Kodiak Island, Alaska, and some small groups in parts of southeastern Alaska.

Since the eventful years of the late 1930's, both groups of fishermen's unions (IFAWA and SIU) have continued to extend and consolidate their position in relation to the canners and fish dealers. In most of the major fishing centers a reasonably stable labor relations approach and program have evolved between strong unions on the one hand and strong canner and dealer associations on the other, with the associations of the independent boatowners sometimes fulfilling an intermediate role.[7]

As a result, there has been in these areas a de facto establishment of the principle of collective determination of fish prices through union negotiations applicable alike to "company" and "independent" fishermen.

It is my firm conviction that a de jure recognition of the same principle would clear away the uncertainties presently confronting both parties, thereby dissipating a good deal of mutual suspicion and antagonism and permitting the development of socially responsible and mature, as well as stable, relationships. Such recognition would further eliminate the greatest issue of contention in those other areas where the highest degree of instability has persisted.

The development of a collective bargaining relationship between the fishermen's unions and the canners and dealers did not automatically ensue from the mere organization of the fishermen, of course, without friction and in many cases determined opposition. No particular censure or finger of blame is intended in noting that (in common with the reaction of most employers during the period) many canners and dealers, singly and through their associations, bitterly resisted the encroachments of this resurgent unionism. In their arsenal of resistance was naturally to be found the contention that the fishermen were independent businessmen, not employees of the canners and dealers, and as such had no status under the protective wing of the New Deal labor legislation. Not only their fear of unionism but also the considerable exposure to such employer liabilities as social security and unemployment insurance taxes, workmen's insurance, etc., motivated this understandable claim.

LEGAL TESTS AND THE ANTITRUST LAWS

The first significant legal test of the question came in June 1939, when the Columbia River Packers Association secured a Federal district court injunction against the Pacific Coast Fishermen's Union (composed of "independent" trollers and gill net fishermen of the Oregon and Washington coast and coastal streams), restraining the latter and its members from picketing or otherwise interfering with plaintiff's business in an attempt to force a closed-shop contract on this packer and specifically prohibiting the union from signing closed-shop agree-

[7] For a quite different point of view as to the role of the boatowners I should like to cite the comment of a well-informed observer of the industry who reviewed the early drafts of this article: "I don't think the boatowners are in any intermediate position. My guess is that they are rather inclined to dominate the unions merely through personal and family relationships and lack of any conflict in interest. My guess is that in San Francisco, in Monterey, and probably in some parts of southern California the owners themselves are the dominant factors and use the union as a blind. Of course, I could never prove this, but with a little reflection I could produce a good deal of evidence in support of it."

I agree, with some reservations, as to the substance of this comment. Some leaders of the fishermen's unions are equally conscious of and at times quite fearful of such boatowner influence in the unions. However, I do not believe an undue influence to be as prevalent as the comment would indicate, nor do I attach the same signficance to it, whatever its extent. The conclusions of this article, as noted elsewhere, are based on recognition of the situation wherein the wages interest of the common fisherman in the fish price is just as great as is the boatowner's profit interest.

ments. Without going into the merits of the closed-shop issue in this dispute, it is significant that the reasoning of the plaintiff (accepted by the court in issuing the injunction) was that the dispute was one between businessmen, in connection with which picketing and other coercive tactics which might be tolerated legally in a bona fide labor dispute could not be condoned. Consequently, the effect of the injunction was to deny essential collective bargaining rights to these fishermen and resulted in the complete dissolution of the PCFU.

IFAWA, with which the PCFU had only recently affiliated, carried the case on to appeal and subsequently reorganized many of the constituent locals of the old PCFU directly into the international union. The circuit court of appeals later set the injunction aside, accepting the union's contention that the controversy constituted a labor dispute under the Norris-La Guardia Act. However, in 1942 the case reached the Supreme Court, which reversed the decision of the circuit court but confined its ruling to the technical point of the status of these fishermen under the Norris-La Guardia Act, holding that these fishermen were not "employees as contemplated in that act." [8]

Although this case remains today the principal judicial precedent on the subject, it may seriously be questioned whether the full merits of the entire question of the status of fishermen as employees or independent businessmen has ever been considered by a court of last resort. Consequently, collective bargaining fish-price agreements, and even many forms of union preference, union shop, and closed shop still abound in the Pacific coast industry but always under the shadow of doubt and legal jeopardy as to their propriety under the law.

After the final *Hinton* decision, a series of cases were instituted by the Antitrust Division of the Department of Justice, charging the Columbia River Fishermen's Protective Union (another IFAWA affiliate, composed primarily of "small" boat gill netters) and various Columbia River canners with "criminal conspiracy in restraint of trade," by virtue of the fish-price agreements between the union and the canners in the area (including, curiously enough, the plaintiff company in the *Hinton* case). The canners involved filed a nolo contendere and paid fines for violation of the antitrust laws; but the union fought the charge and the criminal case was dismissed by the Federal district court.[9] The opinion of Judge McCulloch warrants partial quotation here:

"This case turns on the narrow question whether agreement on an opening minimum price to be paid for fish becomes unlawful when being negotiated by the fishermen's union, which I will treat as a cooperative, with the packers as a group, rather than by negotiation with the packers individually. While *United States* v. *Socony-Vacuum*, 310 U.S. 150, would seem to require such holding as to ordinary commercial transaction, I feel that the recognition given by modern Federal statutes and decisions to the special and peculiar marketing problems of producers, including commercial fishermen, justifies me in holding that the practice of group bargaining, which has been so satisfactory on the Columbia River to fishermen as well as canners, is not subject to the criminal penalties of the Antitrust Act."

Although the leadership of fishermen's unions temporarily breathed more easily after dismissal of the Columbia River case, many canners and dealers up and down the coast, who had entered into collective bargaining fish-price agreement in good faith, continued to feel no little apprehension over their potential exposure to antitrust action and fines. The resulting instability in industrial relations between fishermen and the dealers undoubtedly would have been more serious at the time (1942–43) had not more trying problems connected with the wartime demands upon the fishing industry intervened and commanded the full, cooperative efforts of unions and dealers. Further, the particular issue of the legality of collective fish-price negotiations was largely averted by the OPA's assumption of jurisdiction over fish prices in most cases, whereby the OPA maximum price became in effect the minimum or standard price received by the fishermen. Further, the National War Labor Board assumed jurisdiction over disputes in the industry as "labor disputes" without regard to the precise degree of "employer-employee" relationship in each instance. In the case of the Alaskan industry the NWLB even assumed jurisdiction over the fish-price-wage question, though reluctantly and from necessity.

---

[8] Case cited in note 1, supra.

[9] *U.S.A.* v. *C.R.F.P.U.* cited from CCH Trade Regulation Service, 1941–43, court decision No. 52917.

THE WAR LABOR BOARD

Indicative of the practical approach of the NWLB on this issue in the Alaskan cases are the following excerpts from the files of dispute cases before the 12th Regional WLB, Seattle:

"* * * all employees of this industry working in Alaska shall receive a 7-percent increase in their basic pay, be it measured by wages or fish prices.[10]

"* * * all bases of contractual wage payments prevailing in 1942 shall be increased 7 percent. This shall apply to all wages, fish prices, run money, lay money, and all overtime payments.[11]

"In view of the fact that the fishermen are essentially a labor force, the Panel recommends that for purposes of negotiations and bargaining relationships, any disputes as between fishermen (Company and Independent) and the Industry shall be regarded as a labor dispute over which the War Labor Board should assume jurisdiction. * * * The Panel recommends that the parties be directed to negotiate for the duration of the war price relationships which appear to constitute gross inequities and maladjustments." [12]

This last-cited panel recommendation was adopted by the Regional Board and applied in a substantial number of related Alaskan situations, the whole problem and approach of the Regional War Labor Board being neatly summarized in volume of case decision digests issued after the war by the Disputes Division of this Board:

"Directive Order—March 14, 1945: Regional Board assumed jurisdiction of dispute between fishermen and the Industry and for purposes of negotiations and bargaining relations, the dispute was regarded by the Board as a labor dispute over which it had jurisdiction. Subsequent to 1942, the industry had refused to sign a contract with the union on fish prices on the grounds that fishermen were independent contractors and the industry could not legally join hands to engage in fixing a price with independent contractors. Industry indicated it would not negotiate signed contracts with the union, but would abide by the directives of the board.[13]

The indicated position of the industry (Alaska Salmon Industry, Inc., representing 95 percent of the Alaska salmon pack) was the inevitable consequence of the Supreme Court decision in the *Hinton* case in 1942 and clearly portrays the unstabilizing impact of that decision on a relationship that had existed between many of the packers and the Alaska Fishermen's Union since 1903. The technicality of abiding by "directives of the Board," which prescribed standard fish prices, rather than signing fish-price contracts with the union, averted an open breach during the war; but the basic problem revived in full force with the passing of the NWLB's emergency power and authority in September 1945 and the abandonment of OPA fish-price regulation in October 1946.

For instance, since that time, beginning with negotiations for the 1946 fishing season, the Alaska Salmon Industry, Inc., has been willing to negotiate fish prices with the unions only on the strength of written assurance from the Antitrust Division of the Department of Justice that there would be no criminal proceedings instituted under the Sherman Act against the canners for entering into such fish-price union contracts during the current season. Such an arrangement cannot permanently endure, and of course both the canners and unions are still subject to civil suit at any time by either the Government or some allegedly offended third party.

CURRENT ANTITRUST STATUS

Confronted with the same problem, a group of some 27 wholesale fish dealers and processors in northern California, grouped in an association which had achieved a mutually satisfactory collective bargaining relationship with a group of IFAWA union locals under what was known as the northern California fish stabilization agreements, filed a test civil suit under the Sherman Act in March 1946. In this suit they had the IFAWA's promise of complete cooperation, as

---

[10] Directive Order of May 20, 1943, WLB Case No. 111–704D, Alaska Salmon Industry, Inc., and Alaska Fishermen's Union et al.

[11] First Supplementary Directive Order, July 22, 1943, WLB Case No. 111–704D, A.S.I., Inc., and A.F.U., and other unions.

[12] Panel Report and Recommendation, Feb. 19, 1945, WLB Case No. 111–7617D, A.S.I., Inc., and A.F.U. and other unions.

[13] "Digest of Decisions, Wartime Labor Disputes, National War Labor Board, Region XII," Dec. 29, 1945, Case No. 111–7617D, Alaska Salmon Industry, Inc., and various unions, pts. IX and XIV, pp. 166K–166L.

both parties had a vital interest in a friendly determination of the legality of this particular type of contractual relationship; and it was further hoped that a more general clarification of the *Hinton* decision could be secured.

However, before this suit could come to trial, the Antitrust Division brought criminal proceedings under the Sherman Act against 14 officers and members of local 36 (San Pedro) and the international secretary of IFAWA. This suit grew out of a strike by this fishermen's union against the San Pedro fresh-fish market dealers following unsuccessful attempts to secure a union agreement covering this area, somewhat similar to the northern California fish stabilization agreement mentioned above. The Justice Department's case, of course, was predicated upon the contention that the fishermen-dealer relationship in the fresh-fish market is not an employer-employee one and that the union's coercive interference in the affairs of independent businessmen to fix prices constituted a criminal conspiracy in retraint of trade.

Partly because of this second suit, the northern California dealers' suit never went to trial, although other civil suits are now pending; however, the defendants in the criminal case were found guilty in the Los Angeles Federal district court and heavily fined in 1947 by Judge Hall. The case and the lower court decision were greeted by the fishermen's unions as a blow aimed at their existence, and IFAWA rallied substantial support from large segments of the labor movement to push the case through to a final decision in the Supreme Court, if necessary. In the first appeal, however, argued before the circuit court in 1949, the court upheld the penalties assessed by Judge Hall in the district court.[14]

It is not intended here to question the Justice Department's prosecution or to attempt to review the particular merits of this case, but it must be observed that a final ruling adverse to the union would seriously question the legal basis of a whole pattern of established collective bargaining relationships between fishermen and dealers from Bristol Bay, Alaska, to San Diego, Calif. Such a decision would directly establish judicial rejection of the concept of an underlying quasi-employee status for "independent" fishermen. On the other hand, a decision on the final appeal favorable to the union would not necessarily establish the legality of collective fish-price contracts under the widely varying specific conditions and relationships existing in each of the Pacific coast fishing areas. The general doubt and uncertainty as to the status of fishermen with which this article has dealt bids fair to remain with us regardless of the final outcome of individual court tests under existing laws and will continue to hinder the development of mature and constructive unions and labor relations in the industry.

Considerable space has been devoted to the particular problem arising with reference to the antitrust laws, not because these are the only pertinent statutes involved in the broader problem, but because they have presented the most pressing issue ever since the *Hinton* Supreme Court decision in 1942.

THE LABOR-MANAGEMENT RELATIONS ACT

Actually, a whole field of social and labor legislation and administration is involved, in which the rights and responsibilities of fishermen have remained uncertain. A number of cases from the west coast were presented to the NLRB over the years for a determination of the fishermen's collective-bargaining rights under the old Wagner Act, but the Board dismissed these cases in the past on the ground that it had inadequate funds with which to conduct the investigation and research necessary to establish all the facts clearly.

Now, however, in a recent decision under the Taft-Hartley Act involving Alaskan fishermen, the Board has finally ruled under the "right of control" test that fishermen are independent contractors, not employees of the member firms of Alaska Salmon Industry, Inc.[15]

This decision stemmed from petitions by the SIU claiming to represent all sein and gill net fishermen in the westward district of Alaska, now covered by union agreements between the member firms of Alaska Salmon Industry, Inc., and the Alaska Fishermen's Union (IFAWA–CIO). This latter union inter-

---

[14] *International Fishermen & Allied Workers of America* v. *United States,* 177 F. 2d 320 (1949).

[Just prior to this printing, the Supreme Court on May 1, 1950, announced its refusal to review the circuit court decision which in effect sustains the judgment of the lower courts.—EDITOR.]

[15] Decision and order of the NLRB, cases Nos. 19–RC–94, 95, 96, *Alaska Salmon Industry, Inc. and United Fishermen of Alaska, SIU–AFL,* Mar. 10, 1949.

vened in the case, seeking dismissal on the grounds that the proposed bargaining unit was inappropriate and that the fishermen were already adequately represented. The canners (through ASI, Inc.) maintained that other Government agencies have traditionally considered these fishermen employees and requested the NLRB to assume jurisdiction "whether or not the technical and legal relationship of an employer-employee may exist."

The reported findings of the Board admit of most of the qualifications and limitations to an independent contractor status suggested in this article; but the final conclusion was reached by the Board's rigid adherence to a narrow construction of the act based on interpretation of congressional intent:

" * * * the legislative history of section 2(3) indicates that Congress intended the Board to give to the terms "employee" and "independent contractor" their conventional meaning and to follow the ordinary tests of the law of agency. As we further pointed out at that time, the general test contemplated is the "right of control" test, by which an employee relationship rather than that of an independent contractor is found to exist where the person for whom the services are performed reserves the right (even if not exercised) to control the manner and means by which the result is accomplished.

"Applying these standards to the facts noted above we are persuaded that the fishermen involved herein are independent contractors. Although some elements of the relationship between the fishermen and the canneries suggests that they are employees, an overall view, in our opinion, compels a contrary finding. In particular, we note that (1) a large percentage of fishermen own their own boats and gear; (2) they determine where and how they'll fish; (3) the crew members determine among themselves how much each member of the crew will be paid; (4) the skippers, both "company" and "independent" select their own crews; (5) the charge account at the cannery store is kept in the name of the skipper and he is responsible for its payment; (6) the contract is renewed each year, and, occasionally, fishermen fish for a different cannery than the year preceding; (7) the fishermen are not supervised by the cannery and they frequently have exclusive rights in a certain area; (8) no income or social security taxes are deducted from the sum due the vast majority of the fishermen; and (9) for the most part, the skippers stand to lose or gain by the quantity and quality of work performed by those working under them.

"The petitioner has directed our attention to the need which these fishermen have for collective bargaining through their own representatives. We are aware, moreover, of the fact that all of the parties involved herein desire that the Board take jurisdiction in this case. We cannot, however, go contrary to the express mandate of Congress by asserting jurisdiction over persons whom the act expressly removes from our jurisdiction. Applying to the term 'independent contractor' the common-law tests of agency and giving the term its conventional meaning as Congress says we must, we conclude in view of the above circumstances that the seine and gill net fishermen herein petitioned for are independent contractors within the meaning of the act."

Contrary, then, to the hopes or expectations of unions and canners alike in this case, the NLRB has for the first time rejected jurisdiction over Alaskan fishermen on a consideration of the merits and thereby denied all basic rights of collective bargaining as protected by the Labor-Management Relations Act. Significantly, this decision involved both "company" and "independent" fishermen, and by implication it strikes at the very heart of the long-established collective-bargaining relationship between the Alaska Fishermen's Union and the Alaska packers.

OTHER SOCIAL LEGISLATION

Uncertainty and contradictory claims have presented themselves also under social security, unemployment compensation, workmen's accident compensation, public health (involving the federally operated marine hospitals), and other legislation from time to time. The fishermen's unions have continuously and persistently agitated and fought for recognition and acceptance of an underlying employee-employer relationship and an assumption of greater liability by the canners and dealers in connection with the labor force of the industry. To a limited degree these efforts have been successful, and the benefits and privileges of some social legislation have been extended to fishermen, but on such a piecemeal basis and with so many qualifications that many inequities have resulted as between various groups of fishermen.

Most of the advances achieved in this direction have been by legislative action, both State and Federal, in which the fishermen were able to call upon the political strength and pressure of the organized labor movement, and further gains will probably depend upon the same strategy. However, it may be questioned from the public interest point of view if it would not be preferable to have a general legislative reconsideration and redefinition of the status of fishermen as a whole, rather than a series of piecemeal adjustments that may lead cumulatively in a direction that has not been fully considered.

Unfortunately, there has been no such general legislative consideration of the peculiar problems besetting the relationship between fishermen and dealers in the industry since 1934, and both economic and institutional developments have substantially altered their course in the interim. At that time Congress adopted a special legislative course that seemed to strike an intermediate ground in the area of present dispute, and the adequacy of this approach must be briefly examined.

THE FISHERMEN'S MARKETING ACT

The socioeconomic philosophy of the Fishermen's Marketing Act of 1934 was based on a view of the fishermen as "primary producers" and proposed remedies for the fishermen's sorry plight in the midst of the depression akin to those adopted for the Nation's agricultural "primary producers."

The 1934 act presumably extended the same rights of self-association for cooperative marketing to fishermen as had been extended farmers. This approach avoided the necessity of coming directly to grips with the character of the specific relationship between fishermen and dealers but did recognize the distinction between the economic role of the fishermen and the normal or typical individual "business" enterprise which required special consideration in the public interest. However, the Government has not implemented this special treatment of fishermen as "primary producers," as has been done in the case of agriculture with such programs as parity prices, crop loans, crop insurance, and the whole series of direct and indirect aids and subsidies. Fishing interests have at various times sponsored parallel proposals, but thus far Congress has rejected specific legislation looking in this direction.

Several important limitations of the approach intended in the Fishermen's Marketing Act have become apparent over the last 16 years since its adoption:

(1) Fishermen's cooperatives for the canning, processing, or marketing of their product simply have not caught on. Various attempts have proved either complete failures or ineffectual, the only really succesful venture of this sort being the cooperative cannery organized by the Columbia River Fishermen's Union, back in 1897, when the industry was new and vigorously expanding. Further efforts in this direction, aside from their possible futility, would seem to involve unnnecessary head-on conflict between fishermen and established dealers and would result in the further unstabilizing of relations in the industry.

One important qualification that should be made to this observation is that some boatowners' associations have very effectively controlled fish prices by establishing themselves, at least presumably, as "cooperative sales or marketing agencies" under the act, but they have in at least some cases trod dangerously near the lines of illegality by retaining at the same time individual contractual relations between each boatowner and the canners or dealers. In fact, this arrangement shades almost imperceptibly into the second point treated below.

(2) The actual direction that group association among fishermen has taken since passage of the law has been preponderantly toward bona fide trade unionism and collective bargaining with canners and dealers. The fishermen's unions, understandably, have sought justification and protection for their activity in the terms of the 1934 law granting permissive rights to "act together in associations corporate or otherwise, with or without capital stock, in collectively catching * * * and marketing * * * such [fishery] products * * *."[16] However, unionization and collective bargaining as such were not clearly contemplated by Congress, and this application of the law is a dubious expedient in lieu of more specific legislative sanction.

(3) In line with the last point, apparently this law did not clearly establish an immunity from the antitrust laws to either fishermen or the dealers for collective fish-price agreements, as witness the antitrust suits previously discussed.

---

[16] Fishermen's Marketing Act of 1934, 15 U.S.C. 521.

RECIPROCAL RIGHT OF ASSOCIATION FOR DEALERS

Although most of the preceding discussion has centered in the problem of the right of the fishermen to take collective action, it must not for a moment be overlooked that the reciprocal right of the canners or dealers to combine and act collectively in fish-price negotiations merits equal consideration if a balanced and stable relationship is to ensue. Oddly enough, at present this right would appear to be denied the dealers by virtue of a recent administrative interpretation of the Fishermen's Marketing Act by the Department of the Interior, under which it has been held that fishermen may act collectively in marketing their fish (fish-price negotiations) if they are dealing with only one dealer at a time, but that this act would not protect the fishermen or the dealers from antitrust prosecution if an association of fishermen sought to deal jointly with an association of dealers. The consequences of this type of approach can be observed in the Monterey sardine industry where approximately 60 large purse seine boatowners, acting through an association and exclusive sales agency under the Marketing Act, are in a position to dictate unilaterally fish-price terms to some 25 canners in the area who are unable to combine openly for effective bargaining with the boatowners for fear of antitrust reprisals from the Department of Justice. This situation represents the opposite extreme from what the plight of the fishermen would be if all rights of organization were denied them. Neither extreme represents an equitable situation.

THE PUBLIC INTEREST

For the cautious reader who may question the adequacy of protection of the public interest to keep collusive union-dealer fish-price action or restriction of production from passing an unreasonable burden on to the consumer, two limiting factors must be noted:

First, the very retention of a fish-price and shares wage system preserves the essential incentive for each individual fish boat to maximize its catch within the unpredictable and fluctuating limits established by nature. Actually, experience under most of the stabilization of fish prices by collective bargaining so far has shown a tendency to increase production, although this factor must always be balanced by conservation requirements.

Secondly, the demand for fish and fish products is essentially a highly elastic one, for fish is still regarded in this country as a somewhat inferior food and must face the strong competition of all meat and other substitute protein foods. Unreasonable collusive action would soon price fishermen and dealers alike out of the final consumers' market. Given the right to combine in associations to match the bargaining strength of the organized fishermen's unions, the dealers and canners would appear to be well motivated by profit considerations to resist excessive union demands. Even now, with the world food shortage gradually easing, the fishing industry faces the probable necessity of price adjustments to retain its standing in domestic and foreign markets.

SUMMARY AND CONCLUSIONS

The article has sought to examine three closely interrelated questions which may be briefly restated at this time as follows: (1) Are fishermen under existing laws entitled to the various protections commonly associated with the status of employees? (2) Should fishermen be extended any or all such rights and protections if they are not presently provided? (3) Is there a feasible alternative approach which affords any substantial expectation of being able to stabilize the economic relations between fishermen and dealers in an equitable manner that preserves the essential interests of each group?

With reference to the first of these, this article has offered no final conclusions of any general validity. In fact, one of the purposes has been to demonstrate the confusion that persists and which is, in and of itself, one of the principal unstabilizing factors in the situation. Nonetheless, without attempting to prejudice this issue (which may yet be partially resolved by judicial action) it appears reasonable to assert that the preponderance of official opinion thus far holds against a legal recognition of any such "employee" status.

At best, little more may be expected by way of judicial determination than possibly the establishment of an immunity from antitrust action for certain types of fish-price agreements; but even this is more apt to be based on some construction of the Fishermen's Marketing Act than on a court acceptance of an underlying employment relationship. This may be held reasonably and logi-

cally to follow from a strict adherence by the courts to the "intent" of Congress in various pieces of labor legislation where there is a clear indication that certain groups were to be excluded (whether specified or not) from the benefits of such legislation where a clear-cut employment relationship in the traditional common-law sense did not exist.

However, one may be permitted to make a sharp distinction between the matter of congressional "intent" and congressional "consciousness," and in so doing to clearly recognize that behind any particular legislation lies a socio-economic problem to which the legislative "intent" is presumably directed. Thus, the Congress may very well at times "intentionally" exclude certain groups from a certain law only because there has not been a sufficient awareness of congressional "consciousness" of the resulting legislative vacuum which is thereby created and which may defeat the actual social purpose underlying the legislative attempt.

The above observation, of course, is directed to the second question posed in the introduction to this section. The implication is intended that if commercial fishermen were intentionally excluded from various laws considered in this article, the question may still be raised as to whether legislators were or are aware of the remaining need for a clarification or alternative legislative definition of the status of fishermen.

It is conceded that to a large extent it still remains a question of emphasis and evaluation, given the evidence as to whether the "independent" fishermen should be regarded primarily as self-employed businessmen or primarily as an integral part of an industrial labor force, subject to a substantial degree of managerial direction and control by the canners and dealers, individually or collectively.

However, the fishermen of the west coast have overwhelmingly chosen the path of unionization and collective bargaining and are determined to stick to it by whatever expedient means the circumstances dictate. Further, in most areas of the industry the canners and dealers have come to accept collective bargaining (when the threat of legal sanctions has not loomed imminent) as a reasonable and workable relationship. Jointly the fishermen's unions and the associations of canners and dealers have demonstrated the ability in many areas to work out a stable industrial relations system, beneficial to the further development of the fishing industry and not inimical to the public interest. To discard the degree of stability that has been achieved would appear a social folly; but to expect a further maturing of the relationship until the present clouds of uncertainty and vulnerability to prosecution have been dispersed is to expect the impossible.

The conclusions of this article plead a case for legislation to establish full and complete collective bargaining rights for fishermen and dealers alike in recognition of the substantial elements of a quasi-employment relationship in the industry and the basic "labor force" characteristics of the fishermen's occupation. This is not a complete answer to the second question, for there remain such matters as social security, unemployment insurance, workmen's compensation, and others. These matters, too, may require further investigation and consideration on their merits, but this article has been primarily concerned with the collective bargaining issue.

As to the third question of alternative approaches to the problem, the writer has here considered the limitations and inadequacies of the Fishermen's Marketing Act as presently constructed, and this has been the only specific alternative thus far put forward. Let it be understood, however, that the clear establishment of collective bargaining rights need not exclude the bona fide marketing cooperative which may in some local situations and under favorable circumstances actually be the preferable method of coping with the problem. The major limitation noted before is that an effectual cooperative approach would require a considerable extension of the scope of cooperative control of the market much closer to distribution to the ultimate consumer. This, in turn, would mean cooperative acquisition or duplication of existing canning and processing facilities. The capital requirements alone, to say nothing of the bitter resistance that would be encountered from the canners and dealers at such an encroachment on their economic function, seem to preclude any substantial development along these lines.

However, this same Fishermen's Marketing Act, behind which the fishermen's unions have been seeking somewhat dubious refuge, may actually prove by proper amendment to be the most logical legislative vehicle for clarifying the

entire situation. Such an amendment could establish clearly the legal right of all fishermen to organize into unions of their own choosing and the reciprocal right of both such unions and dealers or associations of dealers to engage in collective bargaining over fish prices or other methods of compensation, as well as the whole gamut of various relationships subsumed under the heading of working conditions.

It is to be hoped that the longstanding promise of congressional reconsideration of the status of fishermen may receive the prompt and full attention of Congress and be sufficiently broad in the scope of its investigations and conclusions finally to resolve all doubt and uncertainty on the basic issue.[17]

Under the innumerable administrative functions that affect the individual, it is essential that his pertinent status be definite if he is to discharge the responsibilities for which his society holds him liable or if he is to receive his equitable share of the benefits that accrue to him as a member. The most demoralizing consequences can attend upon any uncertainty as to the individual's own status; yet our legal and social systems of classification have not attained an exactitude that would preclude the existence of substantial fringe groups. Furthermore, the continuous evolution of social relationships is constantly forcing a subtle shading on previously established lines of demarcation which in time amount to absolute changes, but only after an intervening period of indeterminancy.

The plight of citizens caught in these transitory zones of indeterminancy, such as the fishermen herein discussed, may afford most interesting employment for the legal profession and certainly imposes a very trying demand upon the judicial system. The determination in such cases, however, necessarily rests upon the peculiar merits of the individual situation and often affords little specific guidance in the more general situation. Yet it is a fundamental premise of our legal tradition that laws should convey a reasonable basis of certainty to the average man in the street as to the requirements expected of him by society.

In such situations it is incumbent upon society to expedite the necessary general clarification, and such is the function of government operating through administrative application, judicial interpretation, and new legislative definition when required. Lags in the process can and do exist, and will continue to do so in our society. The discussion in this article implies no criticism of administrative, judicial, and legislative bodies but is intended to emphasize the existence of one such present lag to which those bodies can appropriately apply themselves.

Prompt attention to such gaps is particularly important in a period which has been one of rapid and substantial shifts in basic social philosophy reflected in largely experimental legislative efforts. It is in their attempted application in the marginal situations that laws most frequently break down; and consequently, it is at these strategic margins that a law must be most carefully buttressed if the social problem to which the original legislative intent was directed is to continue to be adequately met and resolved.

PUBLICATIONS OF THE INSTITUTE OF INDUSTRIAL RELATIONS, BERKELEY

(Reprints obtainable from the Institute of Industrial Relations, Berkeley)

1. Collective Bargaining on the Pacific Coast, by Clark Kerr.
*2. The Trade Union as a Wage-Fxing Institution, by Arthur M. Ross (out of print).
3. Economic Analysis and the Study of Industrial Relations, by Clark Kerr.
*4. The Dynamics of Wage Determination Under Collective Bargaining, by Arthur M. Ross (out of print).
*5. The Influence of Unionism Upon Earnings, by Arthur M. Ross (out of print).
6. Factors in Achieving Industrial Harmony, by Clark Kerr.
7. Multiple-Employer Bargaining: The San Francisco Experience, by Clark Kerr and Lloyd H. Fisher.

---

[17] The reference here to a promise is based on a letter of Oct. 12, 1946, to the U.S. Attorney General from Congressman S. O. Bland, chairman of the House Merchant Marine and Fisheries Committee, attempting clarification of certain antitrust uncertainties in the Fishermen's Marketing Act and stating: "If this [congressional] intent has not been adequately expressed in that statute, further congressional action designed to clarify that legislation may be required * * *."

*Unavailable in reprint form. Obtainable as separate chapters in monograph, "Trade Union Wage Policy," by Arthur M. Ross.

8. What is Responsible Wage Policy? by Arthur M. Ross.
9. Causes of Industrial Peace Under Collective Bargaining: A Study of Crown Zellerbach and the Pacific Coast Pulp and Paper Industry, by Clark Kerr and Roger Randall.
10. The Price of Union Responsibility, by Lloyd H. Fisher.
11. Employer Policies in Industrial Relations, 1945–47, by Clark Kerr.
12. Multiple Employer Bargaining in the Pacific Coast Pulp and Paper Industry—an Instrument of Industrial Peace, by Clark Kerr and Roger Randall.
13. The Overtime Issue, by F. Theodore Malm (unavailable).
14. The General Motors Wage Agreement of 1948, by Arthur M. Ross.
15. Conflict on the Waterfront, by Clark Kerr and Lloyd H. Fisher.
16. Social and Economic Implications of Private Pension Plans, by Clark Kerr.
17. The Perspectives of Elton Mayo, by Reinhard Bendix and Lloyd H. Fisher.
18. The Short-Run Behavior of Physical Productivity and Average Hourly Earnings, by Clark Kerr.
19. Causes of Industrial Peace Under Collective Bargaining: A Study of Lockheed Aircraft Corp. and International Association of Machinists, by Clark Kerr and George Halverson.
20. Use of Tests in Employee Selection, by Mason Haire.
21. Effect of Environment and Administration on Job Evaluation, by Clark Kerr and Lloyd H. Fisher.
22. Forces Affecting the Interindustry Wage Structure, by Arthur M. Ross and William Goldner.
23. The New Industrial Pensions, by Arthur M. Ross.
24. Labor Agreements in the West Coast Fishing Industry: Restraint of Trade or Basis of Industrial Stability? by Roger Randall.

Senator BARTLETT. I would say, in view of the past experience, that it isn't likely that this bill will be passed out of committee and voted by the Congress in the early days of the next session of the 87th Congress. I corresponded with some other fishing groups in Alaska, including those at Bristol Bay and Cordova, and found them for it. In any case you may be sure that very careful examination will be made before the bill is acted upon, and you will have ample opportunity later to state further objections or to change your position as you care to do, because I will guarantee personally that you will be advised when and if further consideration is given the bill.

Will that suffice?

Mr. EGELKROUT. Yes. Incidentally, I hunted all over town for a copy of that this morning.

Senator BARTLETT. A copy of the bill?

Mr. EGELKROUT. No, sir; this report.

Senator BARTLETT. You had heard about it?

Mr. EGELKROUT. Yes. I have gotten a few glimpses of it, and realized my lack of knowledge of it, and tried to find it. I had no luck.

One of the points that was discussed among the vessel owners was, of course, the Seattle Fishermen's Union. That, I think you are aware, is quite a bit of concern to us in this area, all over Alaska. We have come in contact with them through their representation.

From the vessel owners' standpoint, there was some apprehension whether this would go under the Industrial Labor Act, as in other industries, smaller boat operators, such as myself. Adolf, and the various smaller boat operators, would be affected roughly about 15 or 16 percent by various withholding taxes, and so forth. Not only that but we would be saddled with the full bookkeeping system which would be almost prohibitive for a small operator like myself and others like me. We would have to maintain this complete bookkeep-

ing system to comply with it and also be governed by the various labor relations acts governing those things, which are considerable. That was one of the points.

We appreciate the fact, as Adolf stressed, that we are too busy in the summer to keep up with the things we know we should, and in the winter we get a little time and condemn ourselves for not keeping up. So actually what we were doing more than anything else was seeking information today. We want to know what it is all about.

Senator BARTLETT. I am afraid you didn't get it from me, because it is a highly technical subject.

Mr. EGELKROUT. You have eased our worries. There will be no shotgun passage of the bill.

Senator BARTLETT. You will be notified when and if the bill comes on for hearing.

Mr. EGELKROUT. Thank you, Senator.

Senator BARTLETT. Thank you both.

Wilhelm Jordan, Box 397, Petersburg, Alaska.

STATEMENT OF WILHELM JORDAN, PETERSBURG, ALASKA

Mr. JORDAN. As you said, I was inspired to give a little testimony.

Senator BARTLETT. We are always glad to have that happen.

Mr. JORDAN. I am Wilhelm Jordan, Box 397, Petersburg. I have been a troller for 16 years. I would like to speak a little more about predators. Mr. Mathisen mentioned about the sea lion's effect on the trawlers.

Back in the 1940's the sea lions were quite an oddity in inside waters. We saw very few of them. In fact when we did, it was something strange.

But in the last 10 years they have been on the increase. In fact in the last few years they have bothered our fishing to a great extent. In some areas they will practically run us out. If there is a small run of salmon, the sea lions will follow the trollers and grab the salmon as they get hooked, and usually tear the salmon off. Sometimes we come back with just their head or a broken leader.

That will happen for hours on end until either the troller has to pull up his gear and leave, or if he is a good shot, manage to scare the school of sea lions away. There are regular rookeries on the inside waters at present. Fifteen years or so ago there weren't any rookeries. There are literally hundreds of sea lions in the rookeries, even away up inside Frederick Sound.

They eat, naturally, enormous amounts of fish. I have seen sea lions come up with salmon, throw them in the air, and tear them to pieces. And also halibut. I have had occasion to fish halibut and have had the sea lions follow the gear, tear the halibut off the hook, come up with it, tear off just the belly, leave it, and go down for another halibut.

Another predator I would like to talk about is the dogfish shark. They have been quite a problem on Puget Sound, coastal Washington. I understand that there is a bill up before Congress for a subsidy or a bounty on the dogfish, sponsored by, I understand, legislators from the State of Washington. I understand that the Canadians have a bounty on the dogfish. The dogfish previously have not been much of a problem to the fishermen of Alaska, but

they are also increasing. There are dogfish moving farther north every year. Just in an area south of here, called Snow Pass, there are times on small tides when the fishermen trollers are able to get a few salmon, but for the last few years the dogfish have also moved in and they are so thick that the salmon trollers have had to move out.

The trollers would certainly like to see some Federal aid given, or possibly the Alaska Legislature could give some help to the bill being sponsored by the State of Washington.

Senator BARTLETT. In that connection I might say that I believe it was a year ago that Senator Magnuson, chairman of this Committee on Commerce, introduced and had the Senate pass a bill placing a bounty on dogfish. It failed of action in the House. No further legislative action was taken this year, to my knowledge. I believe there was quite a bit of opposition in the House, probably from the standpoint that this was a problem for the States to solve, rather than the Federal Government.

Going back to the sea lions, most of those are in State waters; are they not?

Mr. JORDAN. Yes. I fish in State waters, inside waters.

Senator BARTLETT. Do you know whether the State legislature has ever been asked to meet this problem?

Mr. JORDAN. The State has requested information from the fishermen. I am not quite up on that. I know that years ago there were pamphlets out that the fishermen got to fill out, to send in. Whether they were Fish and Wildlife or State information, I couldn't say.

Senator BARTLETT. How do you account for the fact that the dogfish are moving north?

Mr. JORDAN. There are quite a few species of fish that move north. Over a period of years I have noticed other species, perch and so forth, that are moving north. There are very few predators that prey on the dogfish, and they are increasing in southern waters, so they move north into new feeding grounds.

Senator BARTLETT. Are your water temperatures higher than they used to be around here?

Mr. JORDAN. The last couple of years, to my knowledge, they haven't been. They have been normal. I think it was in 1958 that the currents, warmer water, swept into our inside waters, and there were several species of fish that normally don't live in these waters that showed up at that time.

Senator BARTLETT. I am sure, Mr. Jordan, that the committee will give serious consideration to your views, especially so since this very subject came up for considerable discussion at Seattle yesterday. All the Washington State legislators who were there—and that included Congressmen Pelly and Tollefson, as well as Chairman Magnuson and myself—were very interested in this problem and very concerned with it.

We understand, at least, that these predators can't be allowed to get beyond control because they take too much of the food fish.

Mr. JORDAN. Senator Bartlett, from a biological standpoint nature has a tendency to balance itself. But you throw man in with the fishing gear, with powerful speedboats and all, it throws nature out of balance. Something has to be done to control the predators.

Senator BARTLETT. Possibly it will turn out to be a joint Federal-State program of responsibility.

Mr. JORDAN. I hope so.

Senator BARTLETT. Thank you, sir.

Mr. EGELKROUT. I have firsthand knowledge on that. I do know something about these dogfish, having fished them for some 3 years with a gill net and otter-type trawler fishery. This was in the forties, in Puget Sound. It developed, at the time the vitamin A oils were in high demand during the wartime and shortly after, into a rather extensive fishery. It was carried on for some 3 years, to the best of my knowledge, and we practically exterminated the dog sharks and dogfish.

At that time the fisheries were carried on in southeastern Alaska. To be specific, in this area, a chap by the name of Chet Carlson, together with Elmer Carlson, and Bert Schelde, fished the Duncan Canal and the southeastern Alaska areas, which are our adjacent waters here, and the waters were referred to by Mr. Jordan. Their catches were very large.

They reduced the population somewhat.

In the Puget Sound area I was engaged in the crab fishery. We observed there that these dogfish had a large percentage of small crab. I mention this because I am also engaged in the crab fishery in this area. It is of direct concern to me.

After these dogfish were fished down to a very low point, to the point where we couldn't economically fish them commercially, we had a couple of years of very large crab production, very extensive. That is on the records. Milo Moore, former director of State fisheries, of the State of Washington, was directly connected with all of this program. He would have the figures on that.

It is my belief and the belief of a lot of others there that we upset some sort of a balance in that picture because after these two highly productive years in the crab fishery, following the total depletion of the dogfish, then the crab fishery went down to a very low ebb. It took this definite upsurge. And without any actual knowledge we don't know what happened. But we do know that we caught the dogfish. And we do know we had two very highly productive crab years. And then we do know that in the following 10 or 12 years that the shellfish industry and the other bottom fishery there has reached a very low ebb. That is a matter of record. There is a great deal of information on that.

So I would ask that those things be considered.

I am of the opinion that—I do not like to disagree with Mr. Jordan—from my own personal observations during the thirties and the forties, and I say this from a point that I had engaged in the fishery—there was a large number of dogfish, I would say even greater. I have seen them in the Petersburg area. I think some of the older fishermen here will have recollections of huge concentrations in Skow Bay during the canning season. I know we had them at Kake and Saginaw Bay and that area during the canning season.

That about sums up that brief thought on this matter.

Senator BARTLETT. I might say that in previous testimony given before the committee the scientists placed emphasis on the desirability of trying to find commercial utilization, both for the sea lions and for the dogfish. One of them told a very interesting story. He said they smoked some dogfish and made it available on a test basis, intermingled with smoked codfish. I think this was at Chicago, somewhere far away from the natural habitat, so that people wouldn't

automatically recognize the fish. And he said that as a matter of preference most of those who tasted the smoked cod and the smoked dogfish liked the dogfish better. So if this sort of thing can be magnified, perhaps a market could be worked up, now that the vitamin market is gone.

Mr. EGELKROUT. Senator, I have had thoughts on that. We have an off season here in the winter. It was during the off season in the winter that this dogfishery was conducted in this area. And it was highly productive from a tonnage basis. I know that to be a fact. The actual figures, I suppose, are still available. You mentioned this test to develop a product that would be salable. I delivered many tons, and other of the fishermen did. I happened to be among the first of the dogfish fishermen, with Meyer Bornstein, who operates Bornstein Fisheries there, and he processed them in that manner. So you are very correct in that assumption.

On the Canadian Railroad the reception was very good. I had firsthand knowledge of a couple of informal dinners where we foisted this dogfish carcass onto gullible people and they didn't know whether to tell them about it afterward at a safe distance with an open door.

Senator BARTLETT. On the other hand we recall that notable experiment some years ago when we tried to displace the cattle industry with the reindeer industry, and it didn't work.

How big is that dogfish?

Mr. EGELKROUT. The ones that we were taking, they vary. The males would be, I would estimate, 4 or 5 pounds. They are fished mostly in a different group. They fish or congregate in different depths. The female fish that we fish mostly in our gill net fishery was a very large fish, about, as I remember correctly, a 10-pound average in the female. What they would do is enter the shallow grounds for their spawning operation, rather, they would give birth to pups, which seems to be their way of reproducing, and they are quite a large fish, about a 10-pound average fish. We went through various procedures of dressing them. We had to cut the tails off, and so forth, to get away from the ammonia odor and content, and so forth.

Senator BARTLETT. Are their livers especially big?

Mr. EGELKROUT. Very large in the female fish. I possibly could think of them in terms of livers, because we were selling the livers by the can, and we had estimated on the female fish about 20 fish—from 15 to 20 of the large female fish would fill a 40-pound liver can. In the winter fishery the male fish would run from 40 to 70 of the smaller male fish. However, they did seem to run in a group; in the two sexes, in the two sides. Then again you would get into feeding grounds, of which the Snow Pass area comes in that category, in my opinion. I gill netted there. Or you would get a mixed net; little, big, and others. They are definitely a feeder fish. There is no question about it, anything that can be done to get rid of them will help everybody's feelings, and there is a definite possibility in view of the way we are utilizing some of our fishery products, that we could work out something along that line that would also be a definite benefit to these communities.

Senator BARTLETT. Thank you very much.

Are there further witnesses?

STATEMENT OF RICHARD HOFSTAD, PETERSBURG, ALASKA

Mr. HOFSTAD. My name is Richard Hofstad. I have salmon on my mind, and that is why we didn't get salmon in Anam this year because they caught the fish out in Icy Straits area. The fish didn't get here.

The whole big fleet was there to catch that early fish which came in, and that is the fish that belong to Anam. That is just on account of this early opening.

It is about 10 years now since they have had a run, really, to amount to anything. This is the first year in 10 years that there was fish. But they stopped them out at the mouth. They didn't get a chance to go through, the early fish. They were right there with the whole fleet, the big seines, 19 fathoms deep and I guess 250 fathoms long, what they are supposed to use here.

Is there no way for them to let the fish get through and let them get a chance to get to their streams? I guess it is about 6 or 7 years since they started to fish with that fleet in Icy Straits. There were no fish got to Anam. The fish were caught before they got that far.

Senator BARTLETT. Of course this is now a matter within the jurisdiction of the State authorities. I believe there is a representative here from the State department of fish and game.

Would you care to comment upon this, or would you prefer to——

Mr. HOFSTAD. Could I say a word more? I went and saw the Governor, and I saw Commissioner Anderson, and tried for 3 years now to change that season in the spring. But that early opening is from the Alaska packers, that they had that early opening, just so that they could catch the early fish, and then they could can that much longer. As it is now, I think it is a crime not to let the fish get through, like this year.

Senator BARTLETT. We will communicate your views to the State people, too. The committee, as you understand, and we are all happy on account of it, as an arm of the Federal Government, have no authority in this matter any longer since statehood came. At least you can carry the message to your own people.

Mr. HOFSTAD. There is another thing, and that is about the traps that they have. I don't think that the natives should have any traps any more than the white pepole; especially when there is an emergency. There has been an emergency for many years now.

That is all that I want to say.

Senator BARTLETT. That trap issue is on its way to the U.S. Supreme Court, is it not?

Mr. HOFSTAD. Yes.

Senator BARTLETT. The State supreme court made a ruling already?

Mr. HOFSTAD. I don't know.

Senator BARTLETT. In any case this is one legal matter that will be settled by the court of last resort.

Thank you, Mr. Hofstad.

Mr. HOFSTAD. You are welcome.

Senator BARTLETT. Are there any other witnesses?

If not, the committee stands in recess, to assemble next in Dillingham, on Bristol Bay.

(Whereupon, at 3:35 p.m., the subcommittee adjourned, to reconvene in Dillingham, Alaska.)

NORTH PACIFIC FISHERIES PROBLEMS

MONDAY, OCTOBER 16, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Dillingham, Alaska.

The subcommittee met at 7 p.m., pursuant to notice, Senator E. L. (Bob) Bartlett presiding; also present, Congressman Ralph Rivers.

Senator BARTLETT. The committee will be in order.

This is the Merchant Marine and Fisheries Subcommittee of the U.S. Senate Committee on Commerce. We are here in Dillingham to hold the second of a series of hearings within Alaska on the fisheries and on transportation. It is my particular good fortune, and yours too, I believe, to have with us on this occasion Congressman Ralph Rivers, on my immediate right.

Mr. Rivers joined us in Anchorage this morning. We had not known before that we would have the pleasure of his company as we came over to Bristol Bay. We are mighty happy to have him with us.

Mr. RIVERS. Thank you, Bob.

Senator BARTLETT. The State of Alaska is represented here by the regional director for the department of fish and game, Mr. Chuck Meacham.

The committee first assembled in San Rafael, Calif., on October 4. A further hearing was held in Seattle on October 12. We have been in Petersburg. We are now in Dillingham. In the morning we will have a hearing in Naknek, then to Homer for a night meeting, and the following morning in Kodiak, later in Fairbanks, Anchorage, Cordova, Juneau, and Ketchikan, making it rather obvious that the hearings in Alaska are going to be considerably more extensive than in the other Pacific Coast States.

The committee, in holding these hearings under the direction of Chairman Warren G. Magnuson, is not concentrating on specific legislation, with one or two exceptions. Rather, it is seeking information about the general state of the fishery, and seeking to learn what further role, if any, the Federal Government should play and may properly play in preserving and developing that fishery.

Additionally, and principally in Anchorage and Fairbanks, the subcommittee will inquire into transportation matters.

I said that there was one exception to my statement that we are not considering specific legislation. That has to do with the bill introduced in the Senate by Senator Gruening, of Alaska, S. 1230, and Mr. River's version in the House H.R. 5301, both of these having to do with an extension, modification, or change in the Saltonstall-Kennedy Act to provide more funds for fishery research. The committee will be

pleased to take testimony from any witnesses who are here tonight because we think that which you have to say will make a useful and valuable addition to the committee's knowledge on this important subject.

It is already apparent from what we have heard, and especially in reference to the fishing efforts of other nations, that it is imperative that the United States take more aggressive steps to protect its own interests. The committee of course no longer has jurisdiction of any kind over matters having to do with regulation. With the advent of statehood that became a proposition solely for the State government.

I might say that the committee is particularly pleased to be able to hold this meeting in this beautiful new high school building, which is a revelation to both Mr. Rivers and me. We have not been in it before. We are very highly pleased that you have such a fine educational structure here, and we are obligated to the school authorities for permitting us to hold a hearing here.

In Petersburg we met in the new municipal building, also just about a year old. Progress is being made.

We will be very glad to have you testify on any subjects that you desire to present, Mr. Kallenberg.

STATEMENT OF ROBERT C. KALLENBERG, DILLINGHAM, ALASKA

Mr. KALLENBERG. I would like to speak on Senate bill 1230 and House bill 5301.

Many of us realize that a great number of problems concern our fishery to which we do not have the answers. This means that research is very much needed. I believe the State can use such funds as might come to it from the revision of the Saltonstall-Kennedy bill.

My understanding is that the bill is presently in the Senate committee, that there is no opposition to it, that it is being held in committee largely due to a lack of interest being expressed from the fishing community. For my part I want to correct that and go on record as being in favor of the bill and hope that it will soon see action in both the Senate and the House.

Senator BARTLETT. Mr. Kallenberg, it should be mentioned, perhaps, that the Department of Agriculture has recommended against passage of this bill.

Mr. KALLENBERG. I was unaware of that.

Senator BARTLETT. I fear that is our fault. That probably hasn't been sufficiently publicized. This does not need to be a fatal defect.

The bills which you mentioned provide that "The Secretary of Agriculture shall transfer to the Secretary of the Interior each fiscal year from moneys made available to carry out the provisions of section 3(2) 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 fisheries products" and so forth.

The Secretary of Agriculture contends that that money is allocated, and I quote, "primarily for increasing domestic consumption and exploration of agricultural commodities, and for removing surplus agricultural commodities from normal channels of trade and commerce and for related activities."

To sum it up, he doesn't want the possibility to exist that any of this money might be taken from his fund for fishery research when he wants to use it for agricultural work. It should also be mentioned that the Interior Department favors the bill, but only after recommending a long list of amendments. We won't narrate all those amendments at this time.

It is your opinion, Mr. Kallenberg, that the State could usefully employ additional money for research?

Mr. KALLENBERG. Yes, it is. Particularly, if we take the long-range view and consider the present rapid expansion of our population, which indicates that we are rapidly reaching the point where our land will not furnish the necessary food for our population. I saw some figures about 10 years ago that set 1970–75 as that time. But be it 1970 or 1975, or the year 2000, there are many of these fishery problems on which we should start seeking the answers now; because fisheries research is not something that is done in a hurry or immediately.

In our own salmon fishery there are 5 years between cycles. Any program that is set up, that is, any investigational program that is set up, would have to have 20 years to deal with four cycles, and certainly that is not too much to measure the effect of our research or to come to definite conclusions.

I say that we had best get on with some of this research.

The ocean is the probable major source of our much needed protein in the not too distant future, and we had better start understanding some of these things. And we had better start to understand some of our inshore problems as related to our offshore fisheries. The whole thing ties together, as near as I can see.

Senator BARTLETT. What do you believe the position of the United States to be in respect to the North Pacific fishery at this time? Do you think we are holding our own?

Mr. KALLENBERG. We are not making use of the resources at our own doorstep. Unless we are to take a dog-in-the-manger attitude, there is no way for us to establish ourselves without going in and fishing in those waters. There are fleets, alien fleets that are now fishing on the high seas. The U.S. position is that all nations shall be free to fish the high seas. At the same time we feel that a part of our fish, namely, salmon and halibut, have been fully exploited by ourselves and Canada. We presently have an agreement with Japan and Canada that they will not, and we in turn will not, enter into a fishery that is being fully used and is under scientific investigation and under proper management.

This is summed up as the principle of abstention. That is the only thing that protects us at all.

The Russian fleet and the Japanese fleet are quite active in the Bering Sea. They are taking, as near as we know, vast quantities of bottom fish that we presently have no way to use. But I don't think this condition is going to exist forever.

Also, I believe that the management of the land adjacent to these waters does have a bearing on the productivity of the water. We certainly need to understand more about the whole problem.

Of course the States, I realize, their investigation would be confined to State waters, and not the high seas where these funds would be used. Certainly we can adequately use additional funds in Alaska in research of Alaskan waters.

Senator BARTLETT. U.S. nationals are prohibited from fishing for salmon on the high seas, are they not?

Mr. KALLENBERG. That is true. Our management philosophy, if I might call it that, holds that the salmon fishery can best be managed if the salmon are allowed to come to their home streams, segregate themselves, and then manage each stock independently. That is our present philosophy. In keeping with that our nationals are forbidden to take salmon on the high seas with nets.

Senator BARTLETT. To the best of your knowledge has any similar prohibition been placed by Japan upon her nationals?

Mr. KALLENBERG. No. Japan fishes on the high seas. The only restraint that the Japanese Government places on their nationals is the restraint that is directly due to the convention.

Senator BARTLETT. Russia, of course, should have a very keen interest in conservation because of the Siberian salmon streams. But let us assume the possibility that the Soviets might start engaging in high seas fishing for salmon. What then, in your opinion, should our position be? What could we do to protect ourselves?

Should we go out and engage in that kind of fishing ourselves, with the possible consequence that the salmon would be wiped out entirely? Or should we seek a treaty arrangement with Russia separately or in concert with Japan and Canada.

Mr. KALLENBERG. I am at a loss as to the answer, Senator.

Senator BARTLETT. I suppose everyone else is, too. That is a very unfair question.

Mr. KALLENBERG. To begin with, I don't think that it would be to the best interest of Russia to engage in high seas fishery for salmon. They have salmon streams that they tell us—I say they tell us, I mean their scientists tell our scientists, and I happen to be able to sit in a kibitzer role and gather this information—their scientists tell us that their streams are in a deplorable condition. They express great concern over them. They confine their fisheries to the estuaries now, to the streams themselves, and they manage their fishery on the same general approach or philosophy that we manage our fisheries. I don't believe they are about to depart from that. But if they should, we would have no way to protect ourselves except to enter into an agreement with them. Incidentally, my understanding is that in all of the international meetings Russia has been much opposed to the principle of abstention. They refuse to recognize historical rights. They say because we came first is no reason that we have a sole right.

Just where this is leading us is too much for me to say. But, I don't believe that they are about to fish for salmon on the high seas.

Senator BARTLETT. You are a member, are you not, of the Advisory Council to the North Pacific Fishery Commission?

Mr. KALLENBERG. To the U.S. section.

Senator BARTLETT. In that capacity are you going to Japan to attend the meetings there late this month and next month?

Mr. KALLENBERG. That is right. I will depart Dillingham on Friday the 20th, and expect to be in Tokyo the 23d in time to monitor the entire biology committee meetings preceding the plenary sessions of the Commission.

Senator BARTLETT. When does the existing treaty expire?

Mr. KALLENBERG. The existing treaty has no expiration date. It states that after 10 years any party may either terminate the treaty or call for a revision. But there is no termination date on the treaty. I make these flat statements, but that is to the best of my knowledge and understanding.

Senator BARTLETT. "Any party" would be Japan, the United States or Canada?

Mr. KALLENBERG. That is right.

Senator BARTLETT. It is a tripartite treaty.

Mr. KALLENBERG. That is right.

Senator BARTLETT. Is this a regular annual meeting?

Mr. KALLENBERG. Yes.

Senator BARTLETT. You meet once a year?

Mr. KALLENBERG. Yes. The entire Commission meets once a year. The U.S. section usually has two additional meetings in addition.

Senator BARTLETT. This treaty became effective in 1952, or was signed in 1952?

Mr. KALLENBERG. It was signed in 1952. I believe you were present when we were briefed that there presently is a difference of opinion as to whether the date for calling for revision is 10 years after, if it can be made 10 years after, or if notice can be served 10 years after. So it is a question of whether 1963 is the deadline or whether 1963 is the first time that notice can be given.

Senator BARTLETT. In case any of the signatories would desire to abrogate the treaty, must a year's notice be given?

Mr. KALLENBERG. That is my understanding.

Senator BARTLETT. Thank you, Mr. Kallenberg.

Returning briefly to S. 1230, it should be mentioned that if this bill, or the companion bill offered by Congressman Rivers, should become law, Alaska would receive on the order of $500,000 annually or about 9 percent of the total amount; California would be the principal beneficiary with $1 million, or about 20 percent; varying sums of money with varying percentages would be allocated to practically every other State for a total annually of about $5 million.

When we had a hearing in Seattle last week, Congressman Pelly, and Congressman Tollefson, and Congressman Goodling, of Pennsylvania, sat with the Senate committee and participated in the questioning. So it gives me pleasure, on the shores of Bristol Bay, to accord the same privileges to Congressman Rivers.

Mr. RIVERS. Thank you, Chairman Bartlett, for permitting me to be an ex officio participant here.

I would like to say to the witness, Mr. Kallenberg, that H.R. 3501, which I drafted, pinpointed that this money would be usable for projects such as stream clearance and spawning ground development. I was endeavoring, in my draft of the bill, not to expand the research under Saltonstall-Kennedy to any great extent, but to have our State agency use the money for carrying out projects such as I have suggested. May I have your comments on that?

Mr. KALLENBERG. Again that is a kind of a stickler, Mr. Rivers.

Before I would want to recommend expenditures of funds I would want to know why we were doing it, and what we could expect from the expenditure; and that would in itself entail some research, some data gathering that I imagine would be a part of it.

Mr. RIVERS. This matter of developing spawning grounds or improving them in such a way as to get better results would apply to the streams in the southeastern end to a greater extent. Many of these mountain streams originate in Canada. The Canadians aren't particularly interested because the fish come up and the little ones go down again, but they are salmon runs which we have the responsibility of conserving and perpetuating. So it would take some international arrangements, I agree, but I think some money ought to be spent on projects of that type, probably as collateral to research. Research could show what spawning ground development could do. But, it cannot be proven unless you spend money in pursuing the idea.

Mr. KALLENBERG. Yes.

I might point out that the territory of Alaska engaged itself in some research that led to the stocking of waters that did not at that time support salmon runs. I mention two of them, Fraser Lake, and Bakewell Lake. That entailed considerable planning and research before the stocking was done. Again it meant that Bakewell was laddered, Fraser isn't laddered and I am sure they intend to do it in the near future. That is another avenue of expanding our salmon resources. Our good friends in Canada have completed a rather extensive artifical spawning ground for pink salmon. I am not sure that it has been used long enough to measure the efficiency or the results from it.

Mr. KALLENBERG. I think Congressman Rivers, that your idea is a sound idea.

Mr. RIVERS. Mr. Kallenberg, I want to compliment you on the fine contribution that you have made here and on the overall presentation which you have given us. I certainly want you and the people here to know that I am for developing this great resource and looking ahead as you have suggested.

Thank you very much.

Senator BARTLETT. Thank you very much, Bob.

Mr. Meacham, may we ask you to come down for a few minutes.

I will ask the witnesses before they testify to identify themselves with their full names and addresses, and titles.

STATEMENT OF CHARLES H. MEACHAM, REGIONAL SUPERVISOR, ALASKA DEPARTMENT OF FISH AND GAME, ANCHORAGE, ALASKA

Mr. MEACHAM. I am Charles (Chuck) H. Meacham, regional supervisor, Alaska Department of Fish and Game. The address is 1006 International Airport Road, Anchorage.

Senator BARTLETT. Mr. Meacham, I took it upon myself to suggest that you come down to testify so that we might spread upon the record, if you please, a narrative account of what the Bristol Bay salmon fishery is; what it amounts to; what part it plays in the total salmon picture; the river structure from which the salmon come and to which they return; and a comparative account of this fishery in the total scheme of the red salmon fishery of the world.

That is a large order, but if you could kind of spread it out here I think it would be helpful for us and for the permanent record.

Mr. MEACHAM. Senator Bartlett, I have a whole briefcase of data here that I would have to go through to get very specific on this. However, I can give it off the cuff in a very general manner.

Senator BARTLETT. Do that, and then if you care to, you might file a written statement in a supplementary way.

Mr. MEACHAM. I would really prefer to do it in that manner. Then I could get more specific.

Senator BARTLETT. Do that, and send it to Mr. Harry Huse, care of the Committee on Commerce, U.S. Senate, Washington, D.C.

In the meantime, perhaps a few broad strokes.

Mr. MEACHAM. In general, Bristol Bay's salmon picture is comprised of five fishing districts, namely, the Togiak, Nushagak, Naknek-Kvichak, Egegik, and Ugashik.

The Togiak fishery is the newest fishery to be put into commercial utilization here and it generally comprises a catch of about 160,000 fish.

Your Nushagak system, one that Dillingham generally participates in more than the others, is taken right off in front of Dillingham and comes from the Wood River system and the Nushagak system, the Igushik system, and Snake River system.

The largest fishery in Bristol Bay comes out of the Kvichak Bay system, which is made up primarily of two fish runs, those going to Lake Iliamna and those going to the Naknek system.

We have the Egegik system, which would be classified as running a good second with the Nushagak system, and comes out of Lake Becharof. And the last system is the Ugashik system.

All these systems have very definite fluctuations. Many of these fluctuations are brought about by factors that are not fully understood, although research is progressing at a rate, now, whereby much data is becoming available to guide us in the management of these fisheries on a scientific basis. The International Treaty with Japan and Canada spells out that it is necessary that these fisheries be managed at maximum sustainable yield and be under scientific investigation.

If the United States does not keep that treaty, then we would have no assurance that the Japanese wouldn't move right in or the Canadians, as a matter of fact, and fish 3 miles off our shores. So we are faced with obtaining enough escapement to keep our runs coming, taking enough of the catch to satisfy the international treaty, and at the same time providing economy for Alaskans.

People in Bristol Bay who fish on our Bristol Bay stocks virtually have no other source of a livelihood. And, incidentally the Bristol Bay red salmon fishery is the largest red salmon fishery in the world.

Senator BARTLETT. Furnishing, do you know, what percentage of the total pack of red salmon of the world?

Mr. MEACHAM. That I will file with my brief, but I can give you a pretty good picture of it.

When we take into account the Japanese high seas fishery, that changes the picture again. A year like 1961, where they took significant numbers of fish on the high seas, many of which we are confident were destined for Bristol Bay waters, that also changed the picture. I would say that well over half of the red salmon pack in the world comes out of Bristol Bay.

Senator BARTLETT. What is the life structure of the red salmon?

Mr. MEACHAM. They generally run in 5-year cycles, although there are, like any other salmon, variances. We have some that return

in numbers at 4, in numbers at 5, and there is some overlap on both sides. In some instances they remain in fresh water for 2 years, and 3 years in salt water. Sometimes 3 in fresh and 2 in the salt, or any combination of that.

Senator BARTLETT. These variances occur in fish from the same river system.

Mr. MEACHAM. These variances do occur in most any combination and from the same systems. However, they do have a pattern, as an example, like the Iliamna system, is a very definite cyclelike type pattern where other systems in the bay do not show this extreme cyclelike effect. Occasionally they will be forced out at an earlier time, and that is brought about a great deal by the amount of escapement that has been obtained in the year or two previous. It depends upon the population that has built up within the lake. If you have a large escapement and you have a large number of small smolt within the lake, it is just like a large number of animals in the pasture, they can't stand it and start migrating, more than they would if they had more room. That will sometimes cause them to change from their usual pattern.

Senator BARTLETT. What is the average weight of the red salmon taken here in the bay on the way back to the spawning grounds?

Mr. MEACHAM. I will bet our fishermen could give you a better answer than I. But I would say 7 pounds on the long haul. In 1960 the fish were small. In 1961 they are large. I would say 6 or 7 pounds.

Senator BARTLETT. When was the last 5-year cycle year?

Mr. MEACHAM. From out of Iliamna 1961 would have been the 5-year cycle. However, there was a large escapement in 1956 and we had an early out migration. We had a large number of 4-years return in 1961, rather than in the 5 years. That is an example of this change I was telling you about, brought about by unusual cases.

Senator BARTLETT. Are you making any predictions for next year yet?

Mr. MEACHAM. We will have a prediction out before the December Alaska Fish and Game Board meeting.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. No questions, Mr. Chairman.

Senator BARTLETT. Thank you. It will be appreciated if you would file that statement.

Mr. MEACHAM. I will file a report outlining these items which you mentioned here.

Senator BARTLETT. Yes.

At the suggestion of Mr. McElroy, and a good one it is, too, we are going to have a portion of a map printed with the hearings to show the areas you are discussing.

Mr. MEACHAM. If I may add a word here, on Mr. Kallenberg's presentation; I made a note or two as he went down. I think Mr. Kallenberg has an exceptional grasp of the international salmon picture, one which is not fully understood or appreciated generally.

Senator BARTLETT. Thank you very much.

Senator BARTLETT. There will be presented for the record at this point a statement from Jim Downey, addressed to me. Mr. Downey was obliged to leave Dillingham this morning. Otherwise he would



78443 O - 62 (Face p. 326)

have testified in person. His statement will be printed in full in the record at this point.

(The statement follows:)

BRISTOL BAY RESIDENT CANNERY WORKERS,
SIU–AFL, LOCAL NO. 46,
Dillingham, Alaska, October 15, 1961.

Senator E. L. "BOB" BARTLETT,
U.S. Senator from Alaska,
Senate Commerce Committee, Dillingham, Alaska.

DEAR BOB: As commitments already made will cause my absence from here when your Senate committee hearing will be held, am submitting this letter, more or less in the form of a brief for your consideration.

Fisheries are the prime and major concern here and, while under commerce subjects such as transportation may arise, there are many who will be present who are much more competent and capable of presenting their views than I could do.

However, some added protection must be made for resident fishermen, if their economic living is to be maintained.

It was a common saying that, "when Alaska obtains statehood we will be able to control our fisheries," but such is not the case. Probably in an administrative sense such has been accomplised, but insofar as fishermen are concerned, the situation is possibly behind some advantages gained under territorial status.

For instance, in 1940, a curtailed season, resident fishermen were given preference, and again in 1942 an all-resident fishing operation was conducted, although granted that it was on an emergency basis, but nevertheless all local residents were gainfully employed.

While it is realized that constitutionally persons have the right to fish in other States, it can be overexploited to the eventual detriment of all.

On this river it was the poorest for many years on fishing results, and the predictions for the next couple of seasons are not good, so, some solution must be made for local residents' protection.

There was a State law passed in the last legislative session, I believe, to the effect that where a poor season is predicted, local residents be allowed to fish and catch 2,000 fish before fishermen from other areas are to be permitted to fish.

This caused a small uproar from a lot of those who have no economic interests in Alaska, except catch fish, get paid, and get out fast. If this law is effective, an appropriate time to try it out would be for this coming season.

Another situation which needs correcting is in regards to the king salmon fishing here.

As many as 600 boats have been here fishing king salmon, with the result no one gains enough to make it pay for gear, gas, work, etc., involved, unless possibly the canneries that process them. If this were limited to local residents, the king fishing season plus the red salmon season would raise the local economy, at least to the extent that they could be self-supporting, which is not the case with many after this past season.

In addition to fishermen, there are many others whose welfare depends on fishing; i.e., all the supplementary workers such as beach gangs, kitchen gangs, tendermen, tallymen, and the cannery workers from here, the Kuskokwin, Yukon, and all parts of western and northwestern Alaska, many of whose villages' whole economy is based on those resident workers being employed in Bristol Bay.

While some will maintain that nonresident fishermen will protest any such regulations, I have talked to many of them, and their opinions were generally along the line of, "in a poor year, let the residents fish"; so might be accomplished if enough pressure applied on the grounds that residents, as well as the fish, need some protection.

With best wishes.

Yours sincerely,

JAMES DOWNEY.

Senator BARTLETT. I am confident that there are many of you who will want to give your views on this great fishery.

The next witness will be Truman Emberg.

78443—62—pt. 2——6

STATEMENT OF TRUMAN EMBERG, DILLINGHAM, ALASKA

Mr. EMBERG. My name is Truman Emberg, a resident of Dillingham. I am appearing as a private person and commercial fisherman.

One thing I would like to make plain for the record is that the commercial fishermen here in this area are organized in the Western Alaska Cooperative Marketing Association. We have a business agent who customarily would appear at a meeting such as this and put testimony in the record on behalf of our members.

Our business agent, Earl Tilden, is in the hospital at Anchorage and not able to appear.

I am sure that later he will, if his health permits, submit a statement to be incorporated in this record. I am sure you can look forward to that, Senator.

Senator BARTLETT. We will welcome that statement and we hope that he recovers soon.

Mr. EMBERG. As to my remarks on the fishery here in Bristol Bay, I have appeared, as you know, Senator, many times before committees when you have sat at that side of the table and I have been on this.

Senator BARTLETT. You have always been a first-rate witness, I might add.

Mr. EMBERG. Thank you.

What I want to say is that most of the time in the past I appeared before this or similar committees and my worry then was whether the residents of Bristol Bay would be able to find employment in the fisheries. I hoped that they wouldn't be discriminated against; that they would have a chance to make a living, and I was confident that if they had the chance that everything would be all right.

We have passed, moneywise, one of the best seasons that Bristol Bay has ever had. I don't know the facts and figures that should be in this record. I am sure they should be incorporated by someone. Moneywise this was a big season.

I can say personally from my observations that perhaps there are as many fishermen in Bristol Bay who did not make a living this year as in any year in the bottom production that this bay afforded. The reasons for this I don't know. Some of the facts, and I feel they are factual, I want to put in the record.

I feel that the native population of Bristol Bay suffered the most in this lack of earnings. I would like to request—this goes aside from the Saltonstall-Kennedy matter—that the Department of the Interior make a study of what happened in Bristol Bay, and determine what the facts are in this case so that we can come up with a program to remedy it.

I am afraid—and I mean this, I am afraid—that with so many natives who did not make a living in this, a good year, I am afraid of the future. What will happen next year?

Mr. Meacham did not, as yet, put a forecast into this record. We know the forecast is not going to be as good. It is not going to be anywhere near as good as it was for this year.

If our natives can't make a living in good years, what is going to happen to them in the poor years. I think the study should be made soon.

This is something, I think, that will take a trained sociologist, an economist, to do. I have lived here for 25 years, and I don't know. I haven't any idea what happened.

But I know the condition exists. I can name probably 15 or 20 people who walked away from the cannery after the season without any money. It took every cent that they made to pay for the investments in their boats, their gear, their grub, and their gas. There was nothing left over.

If that is what happens in the good years, you can project it into the bad and we will have the biggest welfare problem in western Alaska, regardless of the state of our fisheries, that it is possible to imagine. It is a thing that could bankrupt the State. As far as I am concerned, if the production is here, we must find a way in which these native people can participate and make a living out of it.

I believe that is what I wish to say.

Senator BARTLETT. Mr. Emberg, this is tremendously disturbing. As a matter of fact I first received a letter from Mr. Downey on this subject perhaps 5 or 6 weeks ago. It came as a shock to me to learn that after a season which, as you say, produced much by way of numbers of fish and by way of dollars from the sale of those fish, that there should be a need for relief.

Mr. Downey and I have exchanged correspondence since on this subject. He has pressed very emphatically for work relief projects as opposed to any other form of relief. Of course there is no Federal program for this sort of thing. It would have to be a State undertaking. We have communicated with Juneau.

I don't think that Mr. Downey would have any objection to my placing in the record a letter which he wrote immediately before his departure from Dillingham, and which he left here for me. And so it will be incorporated in the record following your testimony.

I might just say that it notes that some people at the end of the season's work were paid off $15, $40, for an entire year's work. Is this in harmony with your understanding of what happened in certain cases?

Mr. EMBERG. I know of such cases.

Senator BARTLETT. It is of course very alarming. If this, as you say, happens in a good year, what is going to happen in a bad year. I don't know, either.

I am greatly disturbed.

Mr. Emberg, we have discussed this many, many times in the past, and I wish you would bring me up to date.

In your opinion, is there opportunity to utilize any other natural resource in the Bristol Bay area for the benefit of the people?

Mr. EMBERG. I am not certain, with other fishery resources here. The problem is, and I think Mr. Kallenberg alluded to it, that they are not, as yet, economically feasible to develop. As to the long-range interest of the United States, with its growing population, when we come to the time when we have 200 million mouths to feed, then every fish that could be produced by the sea could find a national market. But right now it doesn't pay to go out into the Bering Sea to take these crabs, to take these bottom fish, to utilize all of the resources that we have.

The unfortunate part of it is of course that we are in competition in many cases with totalitarian powers which don't exploit resources on the same basis that we do.

I feel, I deeply feel, that we should be subsidizing, with national money, the development of the Bering Sea fisheries, not so much because I am an Alaskan and feel that this employment is needed up here, which is true, but I know that the people of the United States will need these protein foods and need them badly within 10 or 15 years.

Senator BARTLETT. Is it your fear that if we don't do something like this as a national effort that other nations may, and we will be foreclosed?

Mr. EMBERG. I feel perhaps this is warranted—from my own knowledge I feel that this principle of extension, which is our basic defense as far as protecting ourselves in fisheries, can be used against us in the future by these people who are now presently developing fisheries that we aren't participating in. I am afraid that we are getting into a position where it is going to be hard to protect our interests. The only consistent thing to do is to spend some money and go to work in developing some fisheries, and say that we have grandfather rights because we were among the first to exploit them.

Senator BARTLETT. We aren't doing much in this line now, are we?

Mr. EMBERG. Very little. I don't know how much help the Wakefields, for example, are getting with their crab operations in the Bering Sea. I believe they get some help in financing the actual vessel construction, some help perhaps in the installation of the refrigeration equipment that is aboard that. But no help, so far as I know, as to subsidization in the market, and I think that is vital.

Senator BARTLETT. I think you are right in that.

How many natives are there living along these shores, Mr. Emberg?

Mr. EMBERG. In Bristol Bay, is that the area you are speaking of?

Senator BARTLETT. Yes.

Mr. EMBERG. Bristol Bay consists of five fishing districts. I would say 2,200 to 2,500.

Senator BARTLETT. Are they worse off or better off than they were when you first came here?

Mr. EMBERG. Oh, I think they are better off. I have been here quite a while. When I first came I was a trapper, Senator Bartlett. I spent the first 10 years in this country up the river, trapping, and I lived among the natives, and I have been in their homes. I noticed then that the grubstakes that went up the river were basic: tea, flour, sugar, hardtack, a little lard, maybe some butter. Almost everything else they took from the country.

Now when the native has a successful fishing season it is a pleasure to go look at his boat. There are windows in it, tile, he has a little light plant, furniture, knockdown furniture, a good grubstake, plenty of vitamins there for the children, and things have changed. I think they are better off.

I want to say, too, I mentioned that this year a lot of them didn't make sufficient money to support their families. Last year we had a pretty good year in Bristol Bay. I saw many, many more children with rosy cheeks, good clothing, shoes, children that you could see had been well fed, last year, than I had ever seen before in Bristol Bay.

But, I know by next spring we are going to see a lot of children at the opposite extreme, undernourished and underclothed.

Senator BARTLETT. Would Federal surplus food be useful or necessary here this winter, in your judgment?

Mr. EMBERG. In my judgment, late as it is in the year, I don't see how a work project system would work. I think it comes right down to direct food relief.

Senator BARTLETT. Do you know, are the foods that are offered by the Federal Government in this program, the foods that are used by the Eskimo people? I am not familiar with the exact types myself.

Mr. EMBERG. Some of them are not too well received. Cheese, for instance, which was distributed several years ago, was not used too much.

Senator BARTLETT. How many times was this declared a disaster area by President Eisenhower?

Mr. EMBERG. Definitely twice, and I think three times.

Senator BARTLETT. I sort of think so, though I am not sure.

There was a hope expressed many, many times that a fishery might be developed from the upper lake system, and that these fine lake fish might be flown back east.

Have any experimental efforts been undertaken in that connection to your knowledge?

Mr. EMBERG. Oh, yes. About 3 or 4 years ago Walter Noden—I don't know whether he is present here this evening or not—flew quite a few hundred pounds of whitefish from the Tikchik Lake into Dillingham. He had the cold storage at the Dillingham Commercial, the cold storage at Loew's, and the cold storage at PAF Cannery pretty well filled with whitefish. But the old problem of marketing came up again. That too would take subsidization at this time.

It is just too far to the markets of the United States for what you can get for them in the present market.

Senator BARTLETT. Are there any minerals here which may be awaiting development or extraction?

Mr. EMBERG. The leasing minerals, the oil and gas. There are extensive leases presently held in Bristol Bay. The Western Geophysical is doing some preliminary exploration here in the bay between here and Naknek-Kvichak. We expect to have some wells drilled in the future.

There is a large deposit of iron ore. Magnetite was found about 70 miles back from the coast several years ago by one of the oil companies. There are indications of some mineral wells. I don't believe myself, as far as the nonleasing minerals are concerned, that we have too big a potential here in Bristol Bay. I think you will find most of that in the Matusket-Yukon areas.

Senator BARTLETT. But there are prospects for oil and gas? At least some believe so.

Mr. EMBERG. Senator, they are spending a lot of money.

Senator BARTLETT. That is agood indication.

Do you have any questions, Congressman Rivers?

Mr. RIVERS. I have a delayed subject to touch upon, if there is no objection.

Mr. Emberg, I introduced a bill by request of some independent fishermen in other parts of Alaska, which would amend the National

Labor Relations Act to cover the crews of members of independent fishing vessels to enable them to bargain collectively with respect to the price or prices to be paid for their catches. I have received a letter from Mr. Earl Tilden, who objects rather vigorously to that bill, and wanted my further analysis. He seemed to think that the Western Alaska Cooperative Marketing Association at Dillingham completely served the purpose so far as bargaining on the price of fish is concerned, and that he saw no use for my bill.

I might add, that if nobody wants it, it will be tabled, period. But I would like to have your comments. Somebody might like to take a further blast at it while we are here, and they have a chance to do so. Somebody might want to say a word in favor of it.

May I hear from you first on that?

Mr. EMBERG. I was aware of the bill, Congressman Rivers, and as I pointed out when I introduced myself here, I am speaking as a private citizen and a commercial fisherman. There are some of the directors of the association here, and I am sure that Mr. Tilden will submit a brief setting forth the position of the association on this bill.

Mr. RIVERS. I am glad I brought this bill into the record then. So you can tell him that his comments are in order on this subject.

Mr. EMBERG. Thank you.

What I wish to say as an individual is that I am not sure, and I don't believe anyone will be sure, just what this bill will accomplish until, in the event it is passed and in the course of administration we find out just what it amounts to.

If this bill is an extension of the exemptions that independent fishermen have under the cooperative marketing acts, then I am for it. In fact, to put it bluntly, I think if independent fishermen could take direct action in collective bargaining and enforce their demands with picketing, with other means that labor has—organized labor has under the labor laws of the United States—that is fine. On the other hand, if this bill means that to use direct action, to take direct action in negotiations that we would have to revert back to the status of unions, then I at the present time have no comment to make. That would be the province, as I say, of the association and of its business agent.

Mr. RIVERS. May I say that this bill is an extension of the exemptions of the Taft-Hartley Act which prohibits combinations in restraint of trade. It says that they specify agricultural marketing and so forth as exceptions, and this adds crews of fishing vessels fishing on shares, and that they, for the purpose of the sale of their fish only could bargain collectively as employees, but in no other respect would they be employees whatsoever, in no other respect could they go in for picketing and all these other activities. This is just to provide that they shall not be subject to prosecution under the antitrust laws if they group together to set the price of their fish. That is what this bill does. And the only way a union could be brought into the picture would be if in some small fishing area a small fishing ground that doesn't have a cooperative such as you people have here, and probably isn't big enough to justify forming one, the vessels involved ask the fishermen's union to come and help them bargain, I suppose that these men could invite the union into the act. But these particular vessels, and these crews, would be positively on their own if they wanted to do their own bargaining on the price of fish.

I think Mr. Tilden felt that this would kind of afford a medium whereby the AFU might move in to some substantial degree into the scene in Alaska. I assured him in a letter, in a thumbnail sketch such as I have given you here, that this is what the bill amounts to. I want to have him understand it.

I hope I have made myself clear, and I have invited further comments because maybe there is a sleeper or two in this bill that I don't see. If there is I want you people to point it out to me.

Mr. EMBERG. Thank you.

Mr. RIVERS. Thank you, Mr. Chairman.

Senator BARTLETT. Mr. Meacham, are the figures that you showed me while we were flying over here relating to the number of boats in this season compared to last, confidential?

Mr. MEACHAM. Not in the least.

Senator BARTLETT. In connection with the testimony offered by Mr. Emberg I would very much like to have a copy of that table for placing in the record. It will show that fishing pressure was very much greater this year in respect to the number of boats employed in the bay, and might possibly be a reason for this sad economic situation that you related, Mr. Emberg.

For example, this goes beyond the description I gave and it shows that there were 1,991 resident fishing licenses this year as compared with 1,422 last year, and the number of gear licenses was up on the order of 500. Many more boats, and many more people fishing in the bay this year.

The memorandum, which was addressed to Mr. Walter Kirkness by Mr. Church, will be made a part of the record at this point.

Thank you, Mr. Emberg.

(Material referred to follows:)

DILLINGHAM, ALASKA, *October 15, 1961.*

DEAR BOB: Dave Carlson, who used to be welfare agent here for several years, can also fill you in on local needs for some form of relief.

Iliamna, Nondalton, Ekwak, Manahotok, etc., are also hard up areas, as several fishing at Egushik all season here (Manahotok families), ended up owing the company money at Ehuk, Clark's Point, Queen Fisheries at Nushagak, PAF here, with several villages affected.

Some paid off with $15, $40, etc., so not much to go on. I understand that an ex-local man from here, George Smith, Jr., now a collector of the Anchorage office of internal revenue, did not fare so well on taxes due for 1960, in several villages. Some 130 or more owed taxes for 1960, a pretty good year, but Mr. Smith said that in some of the villages, the back tax money was bare, mentioning Manahotok, Iliamna, Nondalton, etc., so some of those families are worse off than even appears on the surface.

Harry Doleman here told me that Standard Oil Co., for the first time in its existence here, extended $2,000 in credit, to permit families with insufficient funds for gas and oil, to go up, down, or across the river. This was about 2 weeks ago, and a couple of days ago, Harry said, the fund was down to $100.

As the general stores are loaded on credits now, some solution must be found to see that those with families, in particular, earn money enough to provide staple necessities such as milk, sugar, flour, coffee, tea, clothing, footgear, etc.

The question of feasible work projects this late in the year will take a lot of factors into consideration to be workable. The Co-Op store here last year had $19,000 credits outstanding, while this year it is in the vicinity of $35,000, with additional requests every day, so about loaded to capacity, and try to remain solvent. Any answer will find me at 6406 14th Avenue NW., Seattle, Wash., for a while, as it is very important some solution be provided.

With best wishes to you and the family.

Yours sincerely,

JAMES DOWNEY.

MEMORANDUM

JULY 24, 1961.

To: Walter Kirkness, director, commercial fisheries division, A.D.F. & F., Juneau.

From: Wilbur Church, assistant management biologist, commercial fisheries division, A.D.F. & G., Dillingham.

Subject: Gear statistics.

The following is a report on our gear statistics for 1961 compared to 1960. The commercial license count is through July 21.

	1960	1961
Commercial fishing licenses:		
Resident	1,422	1,991
Nonresident	745	1,497
Total	2,167	3,488
Vessel licenses:		
Resident	804	1,004
Nonresident	350	661
Total	1,154	1,665
Scow:		
Resident	22	14
Nonresident	28	46
Total	50	46
Gear licenses:		
Resident, 100-fathom drift	89	112
Nonresident, 100-fathom drift	22	37
Resident, 150-fathom drift	561	676
Nonresident, 150-fathom drift	342	576
Resident, set net	345	482
Nonresident, set net	0	10
Total	1,359	1,893

Mr. RIVERS. May I state for the record that the bill introduced in the House, to which I referred, designed to amend the National Labor Relations Act, is H.R. 7298, and that there is an identical bill introduced in the Senate side by Senator Bartlett who by request also introduced S. 1265, to see what happened to it, I guess. I don't have the exact number but ask that that be supplied.

Senator BARTLETT. All right.

The committee will stand in recess for 5 minutes. At the end of that time we will reconvene with the expectation that there will be further witnesses.

(Short recess.)

Senator BARTLETT. The committee will be in order.

Mr. Andree?

STATEMENT OF ALFRED ANDREE, DILLINGHAM, ALASKA

Mr. ANDREE. I am Alfred Andree, fisherman. Tonight, I have gained the impression from the individuals that you have called up to the chair, that most everybody in the bay is a member of the marketing association. For the record, I would like to state that there are quite a few members, probably not all fishermen here, but there are probably quite a few people here tonight who are not members of the marketing association. I would like to say that nonmembers are quite a segment of our fishery.

I believe that they might have a voice or requests that they would like to put in for.

Senator BARTLETT. Very well. We will be glad to hear from anyone in that group of yours, or any group.

STATEMENT OF ELDEN GALLEAR, MANAGER, ELECTRIC UTILITY OF THE PUBLIC UTILITY DISTRICT, DILLINGHAM, ALASKA

Mr. GALLEAR. I am Elden Gallear, manager, electric utility of the Public Utility District, Dillingham, Alaska. I would like to appear as a witness, but not as a fisherman. My talk will probably be in one big circle. As I observe the situation here, it is one gigantic circle. Where we begin, I don't know.

It boils down to this: Our cost of transportation is one of our greatest detriments. I am all for fisheries research, providing it is on our bottom fish. The salmon, as far as I can determine, is getting a fair share. We need to develop and explore the bottom fishing region and to use this great resource.

There is a lot of whoop and holler about Alaska Steam high prices; I was a merchant seaman almost 9 years. Sure, things were out of hand. Nobody howled any louder than I did when they cubed my new house and charged me 1,600 bucks instead of 600 bucks by tonnage. But I have no argument with Alaska Steam or any paper pushers because this is out of my field. I can't argue with them.

We have several government programs which I believe would help our bottom fishery research—not the research, but I mean the development. We have the World Development Act which is just coming into being. I believe you have a litle bit of paperwork on it, do you not, Senator?

Senator BARTLETT. Yes; there is quite a volume of it.

Mr. GALLEAR. There is one. It needs people here to push it.

That, with the Federal aid to further our grandfather rights, if that is what they want to call it, is one out; and that will put people to work and also will put people to work over a longer period of time than the salmon fishery.

That in turn will give Alaska Steam—that is a figure of speech; it can be any transportation company—more backhaul which would then give us a reason to howl all the louder for reduced rates. Also from my standpoint, being a utility manager, it will bring people in here to settle because you will have a longer fishing season. When you get people in here to settle it brings up the use of the electric utility which eventually will justify a hydro project, which eventually will bring down the cost of power, and it is just one giant circle.

I firmly believe that we need this Federal aid in some form. I do not have the answers. I don't pretend to have the answers. But we need Federal help somewhere to break this big circle and start a few spokes.

That is all that I have to say.

Senator BARTLETT. How long have you been manager of the utility?

Mr. GALLEAR. Almost 5 years. It will be 5 years in March.

Senator BARTLETT. How many customers did you have when you came here?

Mr. GALLEAR. When we first energized the PUD system we had 57 consumers. The 1st of October we billed 257.

Senator BARTLETT. The 1st of October 1961?

Mr. GALLEAR. 1961. We billed 257.

Senator BARTLETT. To what do you attribute the great increase?

Mr. GALLEAR. Well, there have been several reasons. One, we have had some fair fishing years. I say "fair"; we had one fabulous one. But when you put them all down on the book, I think they would all average out pretty close to fair.

Changing times. It boils down to the old fact that if you give people something they can use, they are going to take advantage of it. People who before when they had to run their own "put-puts," limited their electric accessories to the minimum. Now, when they can plug it in the wall, that is different.

I realize that people here are paying a dear price for their power. Nobody realizes that any more than I do. And that is why I say, with the Federal assistance to get us off this hump we are on, and get us started to increase this fishery, to increase the backhaul on transportation, to increase the income, to increase kilowatt consumption, to build it up where we can justify a hydro project, so the cost of power goes down, private enterprise can come in here and put in fish-reduction plants, refrigeration plants at a cost which will be competitive with the south 48 or say Kodiak and Homer, for instance.

Senator BARTLETT. Has your electrical producing system been enlarged in the last 5 years?

Mr. GALLEAR. Yes, sir. A lot of people here, this might be of information to you. I wish we had a blackboard because it looks a lot different in writing than it does to hear it spoken. In the year 1957 our net kilowatt sales were 304,000. I am using round numbers.

In 1958 our net kilowatt sales were 404,000, an increase of 100,000 kilowatts, net sales. In 1959, our net kilowatt sales were 496,000. In 1960, 518,000. I estimate our 1961 to go close to a million; maybe just a little over.

Senator BARTLETT. How do you produce your electricity?

Mr. GALLEAR. Internal combustion, diesel engines.

Senator BARTLETT. How many?

Mr. GALLEAR. I have three of them.

Senator BARTLETT. How many did you have when you came?

Mr. GALLEAR. We originally had two, and then the PUD assimilated the Nushagak Power Co. at the same time, and that brought in an additional 50 kilowatts. We originally started out with two 100- and a 50-kilowatt plant. We now have a 200, a 300, and a 350.

Senator BARTLETT. Where do you get your money for purchase of this equipment?

Mr. GALLEAR. The PUD district was originally formed in, I believe, 1950. These people here self-assessed themselves under a tax structure of self-assessment. They saved their money, and then they started out with that, with 6 years of savings, and bought their own diesel to begin with, and built it up from there. It has been nothing but hand-to-mouth setup until we got an REA loan in 1959.

Senator BARTLETT. You have one REA loan?

Mr. GALLEAR. One.

Senator BARTLETT. What amount?

Mr. GALLEAR. $596,000.

Senator BARTLETT. What is your diesel cost——

Mr. GALLEAR. Diesel oil delivered to the plant is 24½ cents per gallon.

Senator BARTLETT. If the time comes when you put in hydropower, what will be the source?

Mr. GALLEAR. At this very moment we have in the mill the Lake Elva hydro project development program. The application has been filed with the Federal Power Commission. We have our preliminary grant for preliminary engineering, all OK'd, and we are now in the process of looking for an out as to advance funds for advance planning and engineering.

Senator BARTLETT. How far from here is that?

Mr. GALLEAR. It is approximately 60 miles from here, but we have to build only about 35 miles of transmission line, and we tie in the Aleknagik line. The Aleknagik area is a new area just electrified, and that is under the REA program, 20 miles from here.

Senator BARTLETT. You serve out 20 miles now?

Mr. GALLEAR. Right; 20 miles west of here.

Senator BARTLETT. How much power could be produced at the lake?

Mr. GALLEAR. The initial installation under our present figures would be two 1,000-kilowatt turbines, and put everything in for the third one, but do not install it until it is needed.

Senator BARTLETT. What is the householder's average consumption up to, say, 100 kilowatts per month, paid?

Mr. GALLEAR. I have to look up the books. I can't give that right off. I would say $23.

Senator BARTLETT. Let me rephrase that. What is your maximum rate for power?

Mr. GALLEAR. Fifteen cents. Maybe this is what you are looking for. The average householder has last year paid 8¼ cents, approximately, per kilowatt, for average household use last year.

Senator BARTLETT. That isn't excessively high.

Mr. GALLEAR. Yes, it is. Yes, it is.

Senator BARTLETT. Maybe I say not because I remember in the old days at Fairbanks we paid 25 cents straight.

Mr. GALLEAR. Yes, but when we have the hydropower resource right handy here, we have this bottom fishing out here, plus our salmon—I would like to forget the salmon because the salmon is pretty well taken care of as far as the fishing is concerned—we have a whole new industry here which can be developed. As I told you at the beginning, it is one giant circle. If somewhere, somehow, we could get off of this hump we are on, and get the wheel rolling, get things rolling, it would just change the whole economic situation I believe in the area.

Senator BARTLETT. Has the populaton of Dillingham increased since you came here?

Mr. GALLEAR. Very definitely.

Senator BARTLETT. From what to what?

Mr. GALLEAR. I would say that it has increased from probably 600 to between 1,200 and 1,400 people in the area.

Senator BARTLETT. Have you any way to make an estimate of what power would cost if this hydro project is installed?

Mr. GALLEAR. Yes. We had to do that in order to get the preliminary license from the Federal Power Commission. The preliminary investigation indicated that power could be delivered to Dillingham for approximately one-half its present price.

Senator BARTLETT. Then you will get more customers in a hurry, will you not?

Mr. GALLEAR. Not only will you get more customers, but the customers we already have will use more power.

Senator BARTLETT. Turn yourself into a prophet if you will for my benefit. What is going to be the future of this area?

Mr. GALLEAR. I am going to make a statement I made in May of 1959 I believe it was. There are going to be two cities on the Bering Sea: Kotzebue and Dillingham. It would be quite a spiel for me to go into why I say that. I have sailed the coast quite a bit. I have been up and down the coast and around the area quite a bit. I have reasons for saying that.

No. 1, in the Dillingham area, is that the people in Dillingham are a pretty progressive bunch. Take for example how they started their own power system. There were times when the PUD was so broke that we could not pay help. And I told these people, "If you get in and help me build the powerline, I have the wire and hardware but I don't have the money to pay any labor," they would get in and help build the powerline. That is how the first outlying areas were built up when I came here. They wanted the power bad enough.

Senator BARTLETT. Do you think it is going to go ahead here?

Mr. GALLEAR. Definitely.

Senator BARTLETT. Thank you, sir.

Thank you very much for a good statement.

Who is going to be our next witness?

(No response.)

Senator BARTLETT. Is there anyone here from the educational system?

(No response.)

Senator BARTLETT. Is there one teacher in the audience who would like to testify?

Mr. KALLENBERG. If there is anything I might add, I would be glad to do it.

Senator BARTLETT. Come on down. This has no relation at all to fisheries. Maybe in a great circle route it has.

Mr. KALLENBERG. I might say on the way down, Senator, the population of Dillingham has increased since I have been here, too.

Senator BARTLETT. You came when?

Mr. KALLENBERG. 1926.

Senator BARTLETT. How many people were there here then?

Mr. KALLENBERG. I don't know, except this was a 1-teacher school with not over 25 students in all 8 grades.

Senator BARTLETT. And the change is on what magnitude?

Mr. KALLENBERG. Again I have to give a best guess. I believe our present enrollment in the public school is 230-odd. I am not too sure on that. Can anyone help me out on that?

I am told it is 230 even.

Senator BARTLETT. That is for the grade and high schools?

Mr. KALLENBERG. Yes, sir. I have to count on my fingers. I believe there are 13 on the staff, including the superintendent.

Senator BARTLETT. How many students in high school?

Mr. KALLENBERG. Twenty-three in the 9th grade, about 10 in the 10th grade, 16 in the 11th, and 3 in the 12th.

Senator BARTLETT. Do you have a school publication yet?

Mr. KALLENBERG. Yes, we do. The Blizzard is still in business.

Senator BARTLETT. They used to send me a bill and the paper. But I don't get the bill or the paper any more.

Mr. KALLENBERG. We will be glad to take care of both items.

Senator BARTLETT. In the old days was this a Bureau of Indian Affairs school?

Mr. KALLENBERG. No. This was a Territorial school from its inception, to the best of my knowledge.

Senator BARTLETT. This magnificent new building in which we find ourselves on this evening, where did the money for its construction come from?

Mr. KALLENBERG. Matching funds from the Alaska Public Works, and the Territory of Alaska tobacco tax, I believe. At least it was Territorial funds, a matching fund basis for the Alaska Public Works.

Senator BARTLETT. What contribution does the State make to the maintenance and operation of the school system here?

Mr. KALLENBERG. This school is a part of the rural school system for the State of Alaska. It is maintained 100 percent by the State.

Senator BARTLETT. 100 percent?

Mr. KALLENBERG. That is right. The school plant. The community contributes quite generously in some of our athletic program extracurricular activities. But the academic program, maintenance of the building, teachers' wages and that, is carried 100 percent. There are no local taxes that are used in the maintenance of it.

Senator BARTLETT. There is no school district here?

Mr. KALLENBERG. No; that is right. This is not an incorporated area for school tax purposes.

Senator BARTLETT. Thank you very much, Mr. Kallenberg.

(Discussion off the record.)

Are there any other witnesses?

STATEMENT OF FRANKLIN SMITH, DILLINGHAM, ALASKA

Mr. SMITH. I am Franklin Smith, Dillingham.

I have been a resident of Alaska for 25 years. I came here at about the same time as Mr. Truman Emberg. I am interested, particularly, in the economic problem of some of our fishermen who did not make a livelihood in the bay area this year.

Some people perhaps who do not have the background of the conversion from the sailboat to the powerboat, and some of the handicaps that have come with that change, which I believe have a definite bearing on the economic status of our people that Mr. Truman Emberg mentioned. Many of our native fishermen were good fishermen when they had a sailboat—I can name several fishermen in the upper villages of this river who were consistently good fishermen. The conversion of the sailboat to the powerboat, threw a heavy weight, a financial load mainly upon the canning companies because they financed most of these new powerboats; I know they financed one for

me. In this changeover we had what we called the conversion. It is a sailboat with the stern cut out and mainly powered with 40-horsepower Gray engines. These boats are not nearly as seaworthy or as capable of carrying a load of fish as they were under sail.

I speak with some authority in this matter because I fished 15 years in a sailboat and I know that one could carry a much larger load of fish in a sailboat than with the converted boat.

The problem here, of course, this year being a year of quite intensive storms a good deal of the time, limited a good many of these boats in carrying out the operation that a man could carry out with a larger vessel. The fellows with larger boats, some of them provided through the native brotherhood and others through the canning companies which keep each year adding larger powerboats to their fleet, these larger boats were able to fish almost in any kind of weather; whereas the smaller boats many times had to go for shelter.

Inasmuch as the season particularly here on the Nushagak where the time of fishing was so limited, perhaps there were times—I am sure there were times when these fishermen could have made from a thousand dollars to two or three thousand dollars fishing had they had better equipment to fish with. Many times people say that some of these fishermen are not good fishermen. But, I have seen on numerous occasions men who fished in conversions, these converted sailboats, get a new boat and immediately their fish catch jumps up and their catch justifies the investment of a larger boat.

I am hoping by this that the native people in particular who come under this loan that is worked through the native brotherhood will get more and larger boats. I believe that, in itself, will ease the economic pressure on some of these families. Also I hope that the canning companies will see fit to produce more boats. But I thought that inasmuch as you gentlemen perhaps do not see the picture as it was in the past, that you would be able to see from this that there is a potential there, even with the fish runs we have, there is a potential if these people have gear and boats so that they can compete with other fishermen.

There is one other thing that is quite important in this picture to me and that is the fact that the fishermen that come from stateside—and there are quite a lot of them—into this area are fishermen. They fish all their lives. They fish during the winter, they fish in San Francisco, they fish in tuna clippers, they fish in seine boats, and they have fished all their lives. They are good fishermen. Many of these fishermen have a system which they use in which they fish out of bounds. I mean they fish outside the allocated fishing area. I speak with authority on this, too, because for years I have fished along these lines, these outer boundaries, and I have watched these men. They have a definite system that they work. They go out in the night hours, or when it is foggy or stormy and there is a whole fleet of boats below the fish line.

Of course under Fish and Wildlife management the management had the same problem that our State management has in that they claim, and I believe that their claim is justified, at least to some extent, that they do not have sufficient funds to provide the equipment they need to thoroughly patrol this area.

I know in my own life history of fishing that many of these fishermen will come in with a large catch, come in in the morning with a

large catch, and if you are on that line early in the morning you will see these boats coming, and the are crossing the line from below this area and coming into the fishing area.

Naturally another fisherman can't compete against that sort of thing. It is definitely a detriment to conservation because the purpose of this area in which we are allowed to fish, this boundary, is set, if I understand the program, so that the fish can, during our closed areas, move through this area and into the above upriver area where they go on to the spawning grounds.

Senator BARTLETT. This is illegal fishing then?

Mr. SMITH. That is right, illegal fishing.

Senator BARTLETT. Are many of those people apprehended?

Mr. SMITH. This year quite a few of them were, at one time. I believe there were 60-some-odd boats that were apprehended. But the fact that there is not adequate personnel, there is not adequate floating equipment, not adequate markers, this thing has been very much in confusion.

In fact personally viewing the fisheries I have studied it for 25 years, it has seemed to me this year and last year that the whole program of management and enforcement has been in complete confusion. It seems that there has been a lot of pulling one way and another. And the ones who were capable of carrying on a program that would be effective were handicapped by the ones who were their superiors in office. So this whole program, it looks to me, must be reviewed, must be reorganized so that we have someone in office who is able and capable of managing the whole unit.

There seems to also be quite a bit of confusion between the biological aspect of it and the enforcement aspect of it. It seems to me that a man well trained in enforcement in his field is qualified to do that job, whereas many times a biologist is not. One should not interfere with the other. They should function in cooperation with each other, but they should function individually so that each is able to realize the greatest amount of achievement in his field.

Senator BARTLETT. Are there any sailboats left in the bay at all?

Mr. SMITH. I believe there was one sailing around this summer. Some of the nurses at the hospital had one and they were sailing around. One of them told me one day, "I have had 15 minutes of dual and I am doing quite well." It took me 5 years before my captain would turn me loose with it.

Senator BARTLETT. The nurses weren't fishing for salmon.

Mr. SMITH. No; they were just pleasurizing.

Senator BARTLETT. I understand.

Mr. Smith, is there any maximum size for these power boats?

Mr. SMITH. Yes. The overall length of the boat must not exceed 32 feet. So of course they build wide and high to try to carry as much as possible.

Senator BARTLETT. What is the typical powerplant?

Mr. SMITH. You have powerplants from 85-horse engines, or in the conversions, 40-horse Grays, 110-horse Chryslers, which is quite a standard engine, up to 225 Chryslers that we have now. Some of the larger boats go in for more power now and can travel much faster. That puts again the conversion sailboat—there are quite a few of them operating in the Naknek and Nushagak area at quite a disadvantage because they can't go to where the runs are. They burst a net maybe

on the west side of the river and the fishermen try to get to the areas, and of course the boats that are well fitted with a good engine and can travel rapidly get there and get the fish. The other fellow gets there and there is very little left oftentimes.

Senator BARTLETT. What might one of the larger boats cost?

Mr. SMITH. They run from $10,000 to $12,000 and up. Some of them a lower figure by the time you get a boat here from Seattle and pay the transportation on it it is quite difficult to get a boat for less than $10,000.

Senator BARTLETT. Are many of these independently owned?

Mr. SMITH. Yes, almost all of them are. That is, quite a few of the fishermen—I don't know what percentage at this point—still owe the canning companies on their boats. Some of them have paid out. Usually they figure on paying out on these boats in 5 years; adding it up to a payment each year for 5 years.

Senator BARTLETT. Most of the financing has come from the canneries?

Mr. SMITH. Yes; that is right.

Senator BARTLETT. What control does the cannery exert over the individual who is buying the boat?

Mr. SMITH. The cannery is mainly concerned with the fish. They want the fish and they are willing to invest money. Of course I understand they borrow that money from the bank, the fisherman pays interest on it and also pays insurance on the boat. It forms a tie. The fisherman feels that he is naturally obligated to deliver his fish to a company that has been willing to go to that extent to help him appear on the fishing ground with good equipment. I know I felt that way.

Senator BARTLETT. Is this an informal agreement or is it written in the bond?

Mr. SMITH. No; there is a definite contract between the company and the fisherman.

Senator BARTLETT. That if the company finances the boat, the fisherman delivers his fish to that company and none other?

Mr. SMITH. I believe so. I believe it works to that effect.

Senator BARLETT. Your testimony has been very helpful, Mr. Smith. Thank you very much.

Who is next?

Does anyone else desire to be heard? Here we are, ready, willing, and able to receive testimony.

We would be glad to hear from any of you.

If there are no further witnesses, the committee is about to stand in recess until Naknek tomorrow morning. The record will be kept open for 1 month so that if any of you desire to submit written statements for the record, they may be sent to Mr. Huse. This invitation is particularly extended to our absent brethren in the Federal Fish and Wildlife Service. If they had been here the chairman was prepared to propound a series of questions to them that would have taken so long to deliver and to answer that we wouldn't have a chance to recess right now. So maybe it is better the way it is.

I want to thank all of you for having appeared here. We for our part, all of us, appreciate very much the chance to come here to hold this hearing and to meet with you and to learn more about your problems. We hope that this committee, the Congress, the Federal Gov-

ernment in general, may be able to make its contribution to a solution of problems which have been correctly described as describing a great circle.

Thank you.

We will now stand in recess until tomorrow morning at Naknek.

(Whereupon, at 9:05 p.m., the committee adjourned, to reconvene Tuesday, October 17, 1961, at Naknek, Alaska.)

(The "Bristol Bay Biography," compiled by the Alaska Department of Fish and Game, is now placed in the record.)

STATE OF ALASKA,
DEPARTMENT OF FISH AND GAME,
DIVISION OF COMMERCIAL FISHERIES,
Anchorage, Alaska, November 29, 1961.

Mr. HARRY C. HUSE,
Professional Staff, Senate Committee on Commerce,
New Senate Building, Washington, D.C.

DEAR HARRY: Enclosed please find two copies of the briefs Senator Bartlett requested of me at his hearings in Alaska. The brief covering the red salmon fishery of Bristol Bay was requested at Senator Bartlett's Dillingham hearing held October 16, 1961. The brief covering the razor clam fishery of the Copper River-Prince William Sound area was requested at Senator Bartlett's Cordova hearing held October 23, 1961.

It is our hope these briefs will be of benefit to Senator Bartlett and yourself in presenting a portion of Alaska's "big picture"—the fishing industry.

It was a privilege to travel with the Senator and his group, and frankly, a heck of a lot of fun. I hope to see you back in Alaska soon.

Best personal regards,

C. H. MEACHAM,
Regional Supervisor, Division of Commercial Fisheries.

BRISTOL BAY BIOGRAPHY—A REFERENCE SOURCE TO THE RED SALMON FISHERY OF BRISTOL BAY

(By Kenneth R. Middleton, Alaska Department of Fish and Game, Division of Commercial Fisheries)

INTRODUCTION

A great deal of information has been gathered about the red salmon of Bristol Bay. It has been and still is the focal point of study for several agencies and many individuals.

The purpose of this report is to consolidate some of the many documents published by these various agencies and individuals.

It is not intended to be a scientific evaluation, but rather, a general summary or synthesis of information to present a concise overall picture, both past and present, of the local, national, and international importance of this valuable resource.

This report has been written to serve as a ready reference to the salmon fishery of Bristol Bay.

I. BRISTOL BAY SALMON FISHERY

Background

Much of the background material presented here is drawn from the economic study of Bristol Bay compiled by Hawkins and Daugherty, "The Silver Fleece" (1958).

Fishing continued through the early trader and fur era of the late 1700's and early 1800's to be, as it had before the advent of white men, largely a means for the resident Eskimo of supplying himself and his dog teams with winter food. After the United States acquired Alaska, the salmon resources began to be tapped by American fishermen. This fishery remained limited for some years, depending on the salting process for preservation.

The development of the canning process created a new horizon for fisheries exploitation of the far north. In 1883 the Arctic Packing Co. began construction of the first cannery in Bristol Bay near the Moravian Mission on the Nushagak. Five years before, in 1878, and 11 years after the purchase of Alaska, the first

cannery was established in Alaska, at Klawak, on Prince of Wales Island (Rich and Ball, 1928). In 1884, Arctic Packing Co. put up its first experimental pack of 400 cases at its location on the Nushagak.

The success of this initial venture was immediate. By 1890 Bristol Bay was second only to Kodiak in canned salmon production and canning had started on the Naknek this same year. Cannery operations began on the Ugashik in 1891, Kvichak in 1896, and Egegik in 1900. By 1917 the second highest catch of 24,513,532 red salmon was recorded for the bay (Rich and Ball, 1928). There were 25 canneries in operation by 1920. Floating canneries entered the fishery in 1922, and freezer ships have played an important role since World War II.

The early fishermen employed gill nets and fishtraps in their commercial operations. Traps decreased in numbers and were eliminated by regulation in 1923. As the industry grew and competition became more keen, fishing techniques and gear changed accordingly. Purse seining and powerboats were introduced in 1922. Both of these methods were banned by regulation shortly thereafter. Operators devised means to greatly increase the efficiency of their sailboat operations, and in 1951, powerboats were once again legalized.

The trend in numbers and types of commercial operations is interesting to observe. As stated earlier, there were 25 canneries in operation by 1920. After 1939, there is a definite trend in reduced numbers of canneries. Some of this is attributable to economic consolidation, some to other types of operations, such as freezer ships and floating canneries, and in large part due to reduced catches. Table 1 is presented as an overall summary to illustrate these trends.

The number of canneries and other operations was gathered from various publications of the U.S. Fish and Wildlife Service statistical digests, Pacific Fisherman yearbooks, and Rogers, 1955. The data includes Port Moller operations up to 1936. Where available, the other operations, such as freezer ships, floating canneries, and salteries are listed specifically.

Total red salmon catches are from International North Pacific Fisheries Commission Document 444, 1960.

TABLE 1.—*Number of operators and catch, 1920–61*

[Floaters included in cannery totals]

Year	Number of canneries [1]	Other operations [2]	Total red salmon catch in numbers of fish [3]	Year	Number of canneries [1]	Other operations [2]	Total red salmon catch in numbers of fish [3]
1920	25		8,897,915	1941	16	3	7,153,704
1921	28		15,680,076	1942	6	0	6,343,363
1922	[4] 28		23,632,077	1943	11	0	17,330,218
1923	[5] 28		18,181,964	1944	12	1	11,545,604
1924	[4] 28		10,302,066	1945	8	7	7,300,247
1925	[4] 30		7,909,508	1946	16	14	8,041,206
1926	[4] 28		19,414,094	1947	17	17	18,662,516
1927	[4] 29		11,071,828	1948	20	2	14,544,389
1928	[5] 30		19,710,000	1949	19	10	6,449,321
1929	[5] 29		12,188,648	1950	13	18	7,157,275
1930	[6] 26		4,259,188	1951	16	20	4,326,543
1931	25		12,790,614	1952	21	18	11,266,129
1932	22		14,939,552	1953	15	18	6,111,500
1933	[6] 22		23,708,950	1954	12	15	4,652,625
1934	[5] 22		20,600,510	1955	9		4,549,106
1935	[7] 11		3,067,959	1956	[8] 8		8,881,467
1936	23		20,586,884	1957	[9] 12		6,275,502
1937	22		21,257,814	1958	[10] 7		2,985,666
1938	17		24,699,788	1959	[11] 8		4,608,119
1939	22		13,332,345	1960	[12] 13		13,734,372
1940	8	13	4,726,687	1961	[13] 17		11,913,926

[4] 1 floater.
[5] 2 floaters.
[6] 3 floaters.
[7] 4 floaters.
[8] Plus 6 freezer ships and 1 floater.
[9] Plus 11 freezer ships and 11 salteries.
[10] Plus 2 floaters, 11 salteries, and 4 freezer ships.
[11] Plus 3 freezer ships and 16 salteries.
[12] Plus 1 floater.
[13] Plus 10 freezer operations and 5 salteries.

Role of commercial fishing in Bristol Bay

It can be stated that the past, present, and future of the Bristol Bay area has been and will continue to be dependent upon the red salmon that utilize its vast lake systems.

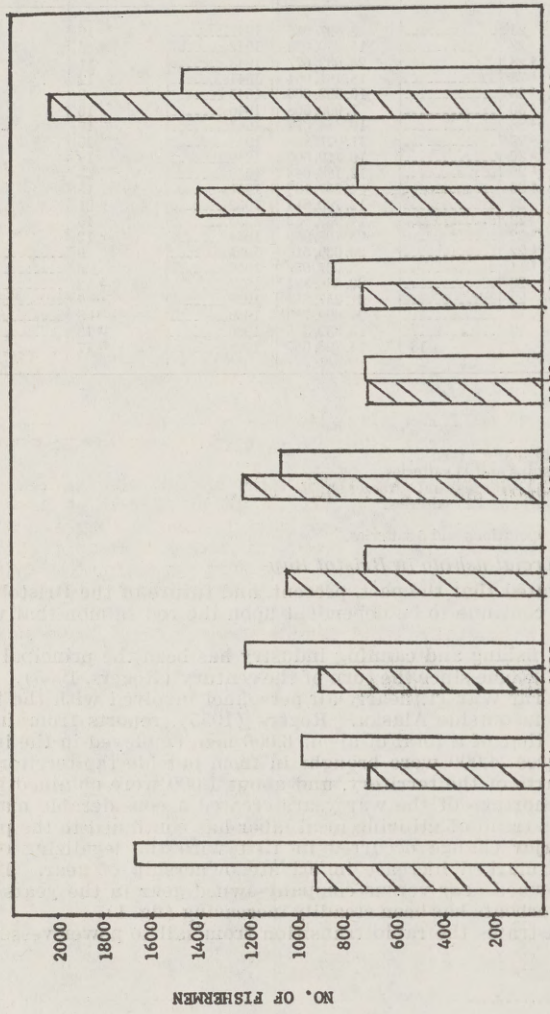
The salmon fishing and canning industry has been the principal source of employment and income since the turn of the century (Rogers, 1955).

Prior to World War II, nearly all personnel involved with the industry were brought in from outside Alaska. Rogers (1955), reports from Interim Report No. 5 (1954), that of a total of about 6,000 men employed in the industry in the Bristol Bay area, 4,000 were brought in from outside the territory, 1,000 hired from other parts of the territory, and about 1,000 were obtained locally.

The labor shortage of the war years created a considerable market for local labor, and this trend of utilizing local labor has continued to the present.

Another major change occurred in 1951 with the legalizing of powerboats. This led to a marked increase in private ownership of gear. The proportion of privately owned gear versus company-owned gear in the years following the advent of powerboats has been steadily increasing (fig. 1).

Table 2 illustrates the rapid transition from sail to power vessels from 1951.



1/ Hawkins, 1953-56. * estimate by Dept. of Taxation.
USFWS, 1957,58.
ADF&G, 1960,61.

FIGURE 1

TABLE 2.—*Number of fishing boats*[1]

Year	Total	Power	Sail
1951	717	86	631
1952	1,118	895	223
1953	1,170	1,108	62
1954	712	697	15
1960	1,154	1,154	----------
1961	1,723	1,723	----------

[1] Rogers, 1955. Alaska Department of Fish and Game, 1960–61.

In 1952 there were 20 privately owned boats and by 1955 the number had increased to 150.

Both of these factors have had a great economic impact on the day. First, the distribution of income to workers, which had at one time virtually all gone outside the State, now was distributed in large part to the residents. Secondly, although the total income generated by the fishery may have declined, a larger percentage is now distributed to residents than in the former days of larger packs (Rogers, 1955).

Another important element in this transition to indepedent operators is the increased bargaining power of the local people, both from a standpoint of fish prices and voice in regulatory matters (Hawkins, 1958).

Table 3 indicates the fluctuations in average catch per fisherman. This is a combined reflection of total catch and number of fishermen engaged in the fishery each season.

For example, in 1942, the labor shortage created by World War II tripled the average catch per fisherman while the total catch was nearly a million fish less than the preceding year.

Also, it should be noted that the number of fishermen figures is high due to the licensing of scow tendermen. While the breakdown of these tendermen is not available, we know that 50 scows were licensed in 1960, and 60 in 1961. On the basis of four tendermen per scow, this means that approximately 200 less fishermen would be more exact for 1960, and approximately 240 less in 1961. Thus, the catch per fisherman is actually higher than indicated (table 3).

TABLE 3.—*Estimated average catch per man, Bristol Bay region, 1935–61*

Year	Estimated number of fishermen	Average catch per man	Total catch in numbers of fish	Year	Estimated number of fishermen	Average catch per man	Total catch in numbers of fish
1935	531	5,777	3,067,959	1949	1,913	3,371	6,449,321
1936	2,614	7,875	20,586,884	1950	1,573	4,550	7,157,275
1937	2,405	8,839	21,257,814	1951	1,938	2,232	4,326,543
1938	2,111	11,700	24,699,788	1952	2,699	4,174	11,266,129
1939	2,706	4,926	13,332,345	1953	2,715	2,251	6,111,500
1940	1,239	3,814	4,726,687	1954	1,737	2,678	4,652,625
1941	1,825	3,919	7,153,704	1955	1,347	3,377	4,549,106
1942	513	12,365	6,343,363	1956	1,706	5,206	8,881,467
1943	1,422	12,187	17,330,218	1957	2,329	2,694	6,275,502
1944	1,497	7,712	11,545,604	1958	1,496	1,995	2,985,666
1945	839	8,701	7,300,247	1959	1,607	2,867	4,608,119
1946	1,783	4,516	8,051,206	1960	2,167	6,337	13,734,372
1947	2,196	8,498	18,662,516	1961	3,488	3,415	11,913,926
1948	2,536	5,735	14,544,389				

Catch records

From the first experimental pack of 400 cases put up by the Arctic Packing Co. in 1884, the Bristol Bay catch is reported in cases through the year 1892. Beginning in 1893, until the present, the catch in numbers of fish by river system has been tabulated.

TABLE 4.[1]—*Bristol Bay case pack, 1884–92*

Year	Nushagak	Ugashik	Year	Nushagak	Ugashik
1884	400		1889	115,985	
1885	14,000		1890	118,390	
1886	48,822		1891	129,423	3,995
1887	72,700		1892	63,499	
1888	89,886				
Total case pack, 1884–92					657,100

[1] Rich and Ball, 1928. (All figures converted to forty-eight 1-pound cans per case.)

Converting these pack figures to numbers of fish, using 12.5 fish per case, gives the following totals (table 5). These figures, of course, are subject to considerable error in some instances, where average size of fish varies significantly from 12.5 per case. These figures are merely presented to obtain a general impression of numbers of fish from 1884 to 1893.

TABLE 5.—*Bristol Bay catch, in numbers of fish, 1884–92*

Year	Nushagak	Ugashik	Year	Nushagak	Ugashik
1884	5,000		1889	1,449,812	
1885	175,000		1890	1,479,875	
1886	610,275		1891	1,617,787	49,937
1887	908,750		1892	793,737	
1888	1,123,575				

Table 6 is copied from International North Pacific Fisheries Commission Document 444, 1960. The 1960 and 1961 totals are from Alaska Department of Fish and Game records. The 2,686,076 catch recorded in 1961 for the Egegik district is the highest catch ever recorded in the history of that district.

The 1960 Bristol Bay catch of over 13 million red salmon ended the longest drought of low catches in the history of the fishery, lasting for 7 years, from 1953 until 1960.

While the 1961 catch was 1.6 million fish less than the 1960 catch, the case pack was larger by some 80,000 cases due to the larger average size of the fish in 1961.

TABLE 6.—*Bristol Bay sockeye salmon catch in numbers of fish by river system, 1893–1960*

Year	Nushagak	Naknek-Kvichak	Egegik	Ugashik	Togiak	Total Bristol Bay
1893	640,000	100,000		200,000		940,000
1894	860,000	262,550		112,850		1,235,400
1895	938,946	413,651	54,321	65,219		1,472,137
1896	1,262,690	487,630	20,400	229,020		[1] 2,099,740
1897	1,240,080	1,410,287	203,458	463,698		3,317,523
1898	1,890,092	2,241,113	247,842	548,793		4,927,840
1899	2,517,436	1,649,127	284,650	661,524		5,112,737
1900	4,234,533	3,208,263	307,574	796,965		8,547,335
1901	5,401,051	3,622,638	427,886	769,002		10,220,577
1902	4,725,715	6,038,386	403,444	1,640,973		12,808,518
1903	6,319,189	7,516,329	781,038	1,703,536		16,320,092
1904	5,345,659	5,856,442	136,759	564,492		11,903,352
1905	7,387,935	6,773,275	140,000	532,779		14,833,989
1906	5,427,512	4,954,905	238,000	203,014		10,823,431
1907	2,627,351	6,782,072	481,578	302,402		10,193,403
1908	6,092,031	9,088,285	781,131	272,355		16,233,802
1909	4,906,635	9,533,337	840,674	218,237		[1] 15,497,883
1910	4,469,755	6,336,382	619,001	168,471		11,593,609
1911	2,957,073	4,587,344	1,158,176	112,521		8,815,114
1912	3,993,428	13,821,905	1,455,247	425,763		19,696,343
1913	5,409,933	13,691,550	902,728	577,615		20,581,826
1914	6,457,815	12,584,809	897,767	254,716		20,195,107
1915	5,904,862	7,156,488	1,217,252	509,076		14,787,678
1916	3,744,551	11,551,086	1,578,862	647,422		17,521,921
1917	5,847,239	15,762,582	1,856,600	1,047,111		24,513,532
1918	6,296,702	14,219,530	1,818,217	756,206		[1] 23,090,665

TABLE 6.—*Bristol Bay sockeye salmon catch in number of fish by river system, 1893–1960*—Continued

Year	Nushagak	Naknek-Kvichak	Egegik	Ugashik	Togiak	Total Bristol Bay
1919	1,477,336	4,929,761	607,688	146,590	----------	7,161,375
1920	2,682,056	5,275,140	498,949	441,770	----------	8,897,915
1921	3,717,284	9,690,857	1,136,670	1,135,265	----------	15,680,076
1922	3,408,358	15,636,907	2,529,129	1,863,638	----------	[1] 23,632,077
1923	1,921,874	14,361,488	1,116,057	782,545	----------	18,181,964
1924	2,168,154	6,813,083	874,019	446,810	----------	10,302,066
1925	3,903,125	3,355,293	212,987	438,103	----------	7,909,508
1926	4,022,328	12,717,504	1,522,721	1,151,541	----------	19,414,094
1927	657,467	8,917,893	1,285,059	211,409	----------	11,071,828
1928	5,710,000	12,200,000	1,300,000	500,000	----------	19,710,000
1929	3,923,675	6,711,975	1,107,325	445,673	----------	12,188,648
1930	1,440,650	2,334,138	373,250	111,150	----------	4,259,188
1931	2,102,438	8,845,850	1,203,063	639,263	----------	12,790,614
1932	2,866,088	10,203,563	1,342,913	526,988	----------	14,939,552
1933	4,372,873	16,944,386	1,780,344	611,347	----------	23,708,950
1934	4,638,268	13,339,666	1,871,974	750,602	----------	20,600,510
1935	903,264	1,703,568	461,127	Closed	----------	3,067,959
1936	1.560,138	16,778,943	1,432,588	815,215	----------	20,586,884
1937	4,561,299	13,957,327	2,221,161	518,027	----------	21,257,814
1938	2,322,704	20,967,834	1,112,759	296,491	----------	24,699,788
1939	4,169,121	7,773,909	750,098	639,217	----------	13,332,345
1940	1,519,082	2,960,644	210,939	36,022	----------	4,726,687
1941	1,778,338	4,966,660	342,900	65,806	----------	7,153,704
1942	2,465,779	3,224,192	Closed	653,392	----------	6,343,363
1943	3,373,643	12,874,650	Closed	1,081,925	----------	17,330,218
1944	3,513,241	6,626,906	363,854	1,041,603	----------	11,545,604
1945	2,296,019	4,195,431	Closed	808,797	----------	7,300,247
1946	2,028,144	5,077,859	327,208	617,995	----------	8,051,206
1947	2,787,775	13,965,201	995,745	913,795	----------	18,662,516
1948	2,805,798	9,182,953	1,092,590	1,463,048	----------	14,544,389
1949	800,123	3,941,568	1,016,115	691,515	----------	6,449,321
1950	1,212,091	4,366,471	791,329	787,384	----------	7,157,275
1951	436,950	2,926,413	644,551	318,629	----------	4,326,543
1952	698,071	9,410,060	886,852	280,146	----------	11,266,129
1953	449,341	3,738,839	1,234,600	688,720	----------	6,111,500
1954	315,357	1,819,666	1,437,791	1,067,531	12,280	4,652,625
1955	1,054,978	2,564,341	622,885	240,817	66,085	4,549,106
1956	1,263,186	5,987,750	1,187,099	341,499	101,933	8,881,467
1957	491,498	4,578,643	814,459	350,858	40,044	6,275,502
1958	1,092,156	922,611	500,684	433,813	36,402	2,985,666
1959	1,719,687	1,689,425	662,391	423,414	113,202	4,608,119
1960	1,517,988	9,847,848	1,446,884	752,634	139,648	13,705,002
1961	511,483	8,166,983	2,686,076	357,223	192,161	11,913,926
Total	203,557,446	506,135,165	58,857,438	39,671,970	701,755	808,923,774

[1] Discrepancies between totals given and actual sums of broken-down figures appear in the original material.

Enough recorded information is available to present a fairly accurate economic evaluation based on a wholesale case price of the Bristol Bay red salmon pack from 1914 to 1961. The total pack for this 48-year period is approximately 43,863,710 cases, and the estimated case value totals some $607,323,571. Since no accurate pack and case value figures are available for the bay for the 30 years prior to 1914, or from the inception of the industry, no evaluation has been attempted for that period. However, it is a reasonable assumption to state that the total Bristol Bay pack to date totals over a billion dollars.

Table 8 is a record of all the Bristol Bay packs from 1893 through this last season's pack of 1961. All the pack figures are on the common basis of 48 one-pound cans per case. The data from 1923 to the present has been gathered from the INPFC Statistical Yearbooks and U.S. Fish and Wildlife Service Statistical Digests except for 1950 and 1951. Prior to 1923 pack figures are based on tables from Pacific Fisherman Yearbooks. Reports prior to 1914 were designated as western Alaska without species separation and consequently are subject to error in the instances where other species are included in the pack for those years prior to specific area designation. The pack figures from 1884 to 1893 have already been listed in table 4.

Pack values are minimal due to the fact that over the years a significant share of the pack has been in half-pound cans, which, of course, bring a higher price than do the 1-pound cans to which the total pack has been converted and from which total pack values are derived.

TABLE 8.—*Bristol Bay red salmon case pack and value, 1914–61*

[All prices are wholesale value of 48 1-pound can case prices rounded off to nearest dollar]

Year	Pack	Value	Year	Pack	Valte
1961	934, 544	$33, 643, 584	1936	1, 388, 776	$11, 110, 208
1960	854, 807	29, 918, 245	1935	231, 014	2, 079, 126
1959	332, 713	11, 644, 955	1934	1, 726, 769	12, 087, 383
1958	241, 099	7, 474, 069	1933	1, 588, 008	11, 116, 056
1957	471, 979	16, 991, 244	1932	1, 225, 618	7, 353, 708
1956	529, 726	18, 010, 684	1931	1, 048, 917	9, 440, 253
1955	312, 284	9, 993, 088	1930	348, 762	4, 533, 906
1954	308, 405	8, 943, 745	1929	995, 628	10, 951, 908
1953	445, 535	12, 474, 980	1928	1, 341, 208	12, 070, 872
1952	715, 083	20, 737, 407	1927	867, 303	10, 407, 636
1951	339, 112	10, 851, 584	1926	1, 300, 752	13, 007, 520
1950	586, 555	17, 010, 095	1925	524, 395	6, 817, 135
1949	525, 309	13, 658, 034	1924	764, 663	7, 646, 630
1948	1, 212, 233	32, 730, 291	1923	1, 193, 527	10, 741, 743
1947	1, 335, 031	30, 705, 713	1922	1, 386, 169	12, 475, 521
1946	628, 240	12, 564, 800	1921	1, 057, 510	9, 517, 590
1945	576, 318	9, 221, 088	1920	742, 829	9, 656, 777
1944	954, 694	14, 320, 410	1919	526, 794	6, 848, 322
1943	1, 275, 212	19, 128, 180	1918	1, 729, 622	15, 566, 598
1942	438, 053	6, 570, 795	1917	1, 556, 005	14, 004, 045
1941	577, 034	6, 924, 408	1916	1, 365, 271	8, 191, 626
1940	402, 899	4, 028, 990	1915	1, 192, 248	7, 153, 488
1939	1, 059, 181	9, 532, 629	1914	1, 511, 622	9, 069, 732
1938	1, 772, 885	14, 183, 080			
1937	1, 421, 369	14, 213, 690	Total	43, 863, 710	607, 323, 571

NOTE.—The 1961 pack is the highest value pack in the history of the fishery at approximately $33,643,584.

TABLE 8a.—*Bristol Bay red salmon case pack, 1893–1913*

	Pack		*Pack*
1913	1, 505, 375	1901	719, 213
1912	1, 395, 931	1900	599, 277
1911	743, 206	1899	411, 832
1910	914, 138	1898	318, 703
1909	1, 151, 553	1897	254, 312
1908	1, 169, 604	1896	218, 336
1907	759, 534	1895	150, 135
1906	978, 735	1894	108, 844
1905	1, 089, 154	1893	107, 786
1904	885, 268		
1903	1, 186, 730	Total pack, 1893–1913	15, 714, 124
1902	1, 046, 458		

TABLE 8b.—*Total case pack, 1884–1961*

1884–92	657, 100
1893–1913	15, 714, 124
1914–16	43, 863, 710
Grand total	60, 234, 934

In order to obtain a more representative picture when comparing tables, graphs, or other data, it is necessary to examine various factors such as the case pack along with the catch in numbers of fish to relate the yearly variations in size of fish. Case price furnishes an index to better evaluate pack values.

There are many other important but more subtle factors affecting not only the wholesale-retail marketing but also the fishing effort and catches. Pack holdovers from the previous year can greatly affect the world market; below or above normal catch years for certain areas is a major element.

Table 9 is presented to give an indication of how increasing or decreasing prices affect total pack values through the years. Some of the prices for the last few years are only approximate and are based on the total pack and value of red salmon for western Alaska as listed in Pacific Fisherman from 1957 to 1961.

TABLE 9.—*Average price per case of red salmon, 1914–61* [1]

1961	$36.00	1937	$10.12
1960	36.15	1936	8.38
1959	37.00	1935	9.32
1958	30.89	1934	6.72
1957	36.00	1933	6,71
1956	34.35	1932	5.61
1955	31.81	1931	9.20
1954	28.89	1930	12.57
1953	28.50	1929	10.71
1952	28.60	1928	9.41
1951	31.85	1927	12.08
1950	29.43	1926	9.89
1949	26.36	1925	13.12
1948	26.55	1924	9.53
1947	23.38	1923	9.27
1946	19.55	1922	9.34
1945	15.51	1921	8.96
1944	15.23	1920	13.05
1943	15.04	1919	12.98
1942	15.33	1918	9.44
1941	12.48	1917	9.48
1940	9.57	1916	6.04
1939	9.18	1915	5.82
1938	7.77	1914	5.58

[1] Prices from 1914 to 1957 from USFWS Statistical Digests.

II. BRISTOL BAY RED SALMON PACK AND CATCH COMPARED TO TOTAL FOR ALASKA AND UNITED STATES

Only by comparing the commercial pack and catch with that of all of Alaska and the United States as a whole can one fully appreciate the full spectrum of the Bristol Bay red salmon fishery.

The dependence of the Bristol Bay area proper upon this fishery resource is well established. This section will relate the role of this fishery to that of Alaska and the United States.

Bristol Bay versus total Alaska

The Bristol Bay red salmon case pack constitutes 59 percent of the total Alaska red salmon case pack for the 31-year period, 1931–61. It has ranged from a low of 28 percent in 1935 to a high of 73 percent in 1948 for this period.

The bay pack dropped below 50 percent of the total for Alaska only eight times since 1931, and then only once to any significance, when in 1935 it went to only 28 percent. It should be noted that regulations for 1935 were to have the bay closed for the season. Therefore, when the possibility of a limited fishery was indicated, only two packers prepared for any operation in the bay. It was not until July 3 that an announcement was made permitting fishing except at Ugashik.

Considering the limited fishing over a 3-week period a relatively good pack was realized (Pacific Fisherman Yearbook, 1936).

Table 10 lists the annual red salmon pack for Alaska and Bristol Bay, and the percentage of the annual and total pack represented by the bay for the last 31 years.

From this table the average annual red salmon pack for Alaska for the 31 years from 1931 through 1961 is 1,376,486 cases. The average annual pack for Bristol Bay is 821,271 cases. This places 1960 and 1961 as the first 2 years for above-average packs since 1948 for the period 1931–61.

TABLE 10.—*Bristol Bay and total Alaska red salmon pack, 1930–61*

Year	Total Alaska	Bristol Bay	Percent of total pack by Bristol Bay	Year	Total Alaska	Bristol Bay	Percent of total pack by Bristol Bay
1961	1,311,413	934,544	71	1944	1,581,416	954,694	60
1960	1,184,442	854,807	72	1943	1,985,525	1,275,212	64
1959	584,503	332,713	57	1942	911,328	438,053	49
1958	489,763	241,099	49	1941	1,164,878	577,034	50
1957	763,030	471,979	62	1940	969,742	402,899	42
1956	1,016,282	529,726	52	1939	1,966,248	1,059,181	53
1955	621,644	312,284	50	1938	2,521,233	1,772,885	71
1954	732,338	308,405	43	1937	2,106,669	1,421,369	68
1953	943,140	445,535	47	1936	2,502,542	1,388,776	55
1952	1,181,164	715,083	61	1935	809,546	231,014	28
1951	[1] 816,831	339,112	41	1934	2,628,016	1,726,769	65
1950	[1] 1,166,052	586,555	50	1933	2,180,283	1,588,008	72
1949	967,646	525,309	54	1932	2,103,081	1,225,618	59
1948	1,639,902	1,212,233	73	1931	1,694,278	1,048,917	61
1947	1,887,463	1,335,031	70				
1946	1,063,067	628,240	59	Total	42,671,059	25,459,402	59
1945	1,177,594	576,318	48				

31-year average red salmon pack for Alaska	1,376,486
31-year average red salmon pack for Bristol Bay	821,271
31-year average Bristol Bay percent of total Alaska red salmon pack	59

[1] Pacific Fisherman Yearbook.

Bristol Bay versus total United States

The total red salmon catch for the United States from 1952 through 1960 is approximately 187,306,000 fish. Of this total Bristol Bay accounted for 63,064,00 or about 33 percent.

Alaska's total red salmon catch was 165,898,000 or 88 percent of the U.S. total.

Table 11 lists the annual catch for the red salmon fishing areas of the United States from 1952 to 1961.

The case pack figures for the United States, Alaska, and Bristol Bay are graphed in figure 2.

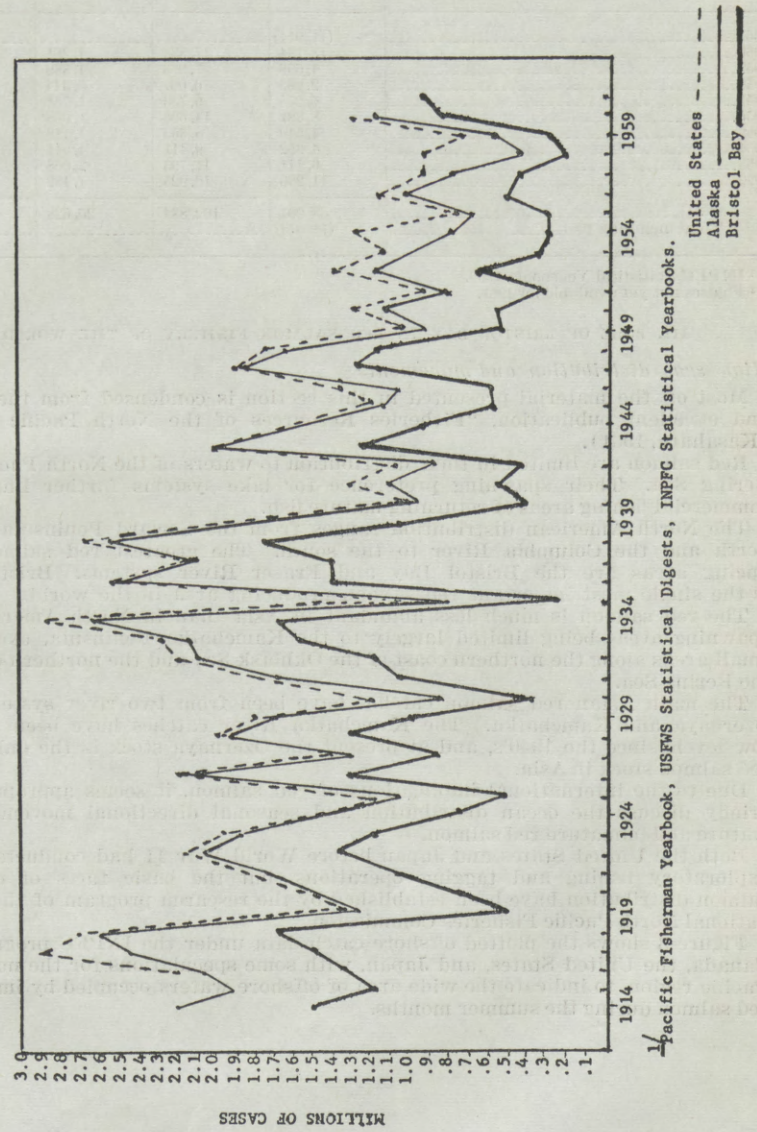

COMPARATIVE RED SALMON PACK, UNITED STATES, ALASKA AND BRISTOL BAY, 1914-1960.1/
MILLIONS OF CASES
3.0
2.9
2.8
2.7
2.6
2.5
2.4
2.3
2.2
2.1
2.0
1.9
1.8
1.7
1.6
1.5
1.4
1.3
1.2
1.1
1.0
.9
.8
.7
.6
.5
.4
.3
.2
.1
1914
1919
1924
1929
1934
1939
1944
1949
1954
1959
United States
Alaska
Bristol Bay
1/ Pacific Fisherman Yearbook, USFWS Statistical Digests, INFPC Statistical Yearbooks.

FIGURE 2

TABLE 11.—*Commercial red salmon catch of the United States, 1952–60, in thousands of fish* [1]

Year	Bristol Bay	Alaska [2]	Washington [2]	Oregon [2]
1961	(11,914)			
1960	13,734	17,834	1,264	88
1959	4,608	7,963	1,889	135
1958	2,985	6,067	5,344	153
1957	6,275	9,733	1,754	54
1956	8,881	14,605	1,068	46
1955	4,549	8,503	1,118	18
1954	4,652	9,411	4,941	65
1953	6,111	11,793	2,068	32
1952	11,266	16,925	1,182	189
Total	63,064	102,834	20,628	780
Total including 1961	(74,978)			

[1] INPFC Statistical Yearbook, 1960.
[2] Figures not yet available for 1961.

III. ROLE OF BRISTOL BAY IN RED SALMON FISHERY OF THE WORLD

High seas distribution and movements

Most of the material presented in this section is condensed from the recent and excellent publication, "Fisheries Resources of the North Pacific Ocean" (Kasahara, 1961).

Red salmon are limited in their distribution to waters of the North Pacific and Bering Sea. Their spawning preference for lake systems further limits the commercial fishing areas of returning mature fish.

The North American distribution ranges from the Seward Peninsula to the north and the Columbia River to the south. The greatest red salmon producing areas are the Bristol Bay and Fraser River systems. Bristol Bay is the single most important red salmon producing area in the world.

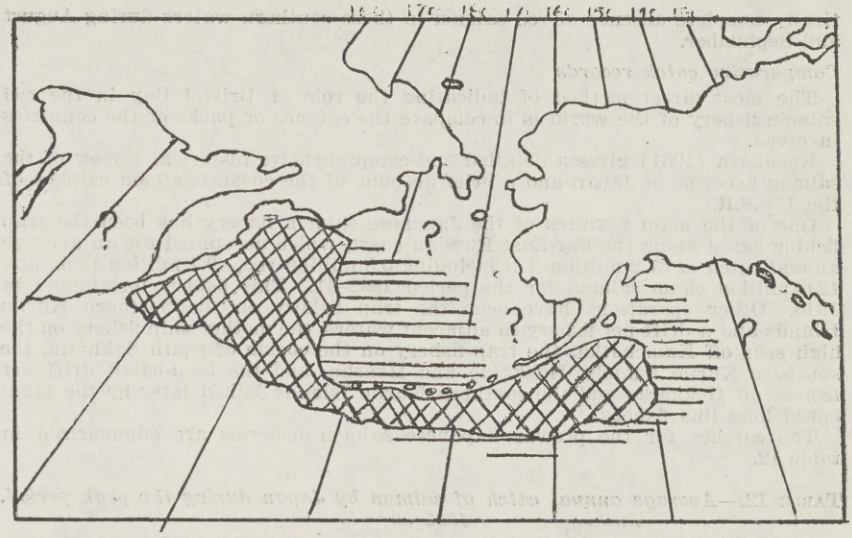
The red salmon is much less abundant in Asia than in North America, the spawning areas being limited largely to the Kamchatka Peninsula, except for small areas along the northern coast of the Okhotsk Sea and the northern coast of the Bering Sea.

The main Asian red salmon catches have been from two river systems, the Ozernaya and Kamchatka. The Kamchatka River catches have been at very low levels since the 1940's, and at present the Ozernaya stock is the only large red salmon stock in Asia.

Due to the international implications of red salmon, it seems appropriate to briefly discuss the ocean distribution and seasonal directional movements of mature and immature red salmon.

Both the United States and Japan before World War II had conducted some exploratory fishing and tagging operations, but the basic facts of offshore salmon distribution have been established by the research program of the International North Pacific Fisheries Commission.

Figure 3 shows the plotted offshore catch data under the INPFC program for Canada, the United States, and Japan, with some speculations for the northeast Pacific region, to indicate the wide area of offshore waters occupied by immature red salmon during the summer months.



KNOWN AREAS OF DISTRIBUTION OF IMMATURE RED SALMON IN AUGUST. (From Kasahara, 1961).

FIGURE 3

Most red salmon smolts leave their parental streams in their second or third summer after hatching. These smolts are found in inshore waters in June and July on their way to offshore areas. They spend one to four winters in the ocean with most maturing after two or three winters.

Apparently, red salmon wintering zones can be associated with the winter temperature distribution. Thus, major red salmon concentrations are delimited by the 3° C. isotherm. Therefore, not only Asian, but large numbers of Bristol Bay red salmon, are distributed mostly in waters south of the Aleutian chain during the winter months. During the late spring and summer months, concentrations of mature red salmon move from Pacific waters into the Bering Sea through passes in the Aleutian chain and most of them go to the Bristol Bay coast. Concentrations also migrate from south of the western Aleutians toward the Kamchatka Peninsula.

The distribution and movements of Bristol Bay red salmon in Aleutian and Bering Sea waters during late spring and summer are now fairly well known. Their distribution in Pacific waters before they enter the Bering Sea is quite wide, ranging from the vicinity of 170° E. to the vicinity of 150° W. Small numbers have been found even beyond this range.

While the directional movements of mature red salmon correspond to the locations of their spawning areas and timing of their spawning, the seasonal movements of immature salmon seem to be related to seasonal changes in oceanographic conditions. As mentioned before, indications are that immature reds usually live in waters considerably warmer than 3° C., which is approximately the lower limit of temperature for mature reds. Therefore, it is almost certain that practically all immature salmon are, during winter months, in waters south of the Aleutian Islands and far from the Kamchatka coast. As water temperature rises toward late spring and summer, concentrations of immature salmon move, in general, toward the west and north and occupy, in late summer, the approximate areas show in figure 3. In the autumn and winter, then, there must be general movements of immature red salmon toward the south and east, although no data are available for high seas fishing after September.

During the summer months, high temperatures rather than low temperatures become a limiting factor in the distribution of young salmon. Generally, about 13° C. is about the limit of temperature for immature red salmon. Accordingly, the midocean areas south of approximately 48° N. become too warm for these fish during the summer and the catches of research vessels indicate the prac-

tically complete absence of red salmon in these southern waters during August and September.

Comparative catch records

The most direct method of indicating the role of Bristol Bay in the red salmon fishery of the world is to compare the catches or packs of the countries involved.

Kasahara (1961) gives a detailed and comprehensive historical review of the salmon fisheries of Japan and a brief account of the coastal salmon catches of the U.S.S.R.

One of the main features of the Japanese salmon fishery has been the trap fishing based along the Far-East Russian coast, which accounted for an average annual catch of 67.2 million fish including 5.3 million red, 49.1 million pink, and 12.0 million chum salmon for the period 1932–41. This fishery terminated in 1945. Other operations have been the trap fishery on the northern Kurile Islands and a drift net fishery in adjacent waters, the mother ship fishery on the high seas off Kamchatka, the trap fishery on the coasts of south Sakhalin, the southern Kurile Islands, Hokkaido and Honshu, and the land-based drift net fishery off Hokkaido and the southern Kurile Islands joined later by the land-based long line fishery.

The catches for the prewar Japanese salmon fisheries are summarized in table 12.

TABLE 12.—*Average annual catch of salmon by Japan during the peak period, 1935–39* [1]

[In thousands of fish]

Area	Gear	Total	Red	Pink	Chum	Coho
U.S.S.R. coast	Trap	70,629	5,246	51,510	12,705	1,004
North Kuriles	Driftnet and trap	77,291	3,484	59,825	12,552	1,406
Kamchatka mothership	Driftnet	10,363	4,418	2,408	3,282	253
Sakhalin	Trap	13,894	----	13,384	510	----
Hokkaido, south Kuriles, and Honshu.	Driftnet and trap	16,573	----	[2] 11,708	4,865	----

[1] Revised from Kasahara, 1961.
[2] Includes masu salmon.

The following Japanese fisheries were completely stopped when the war ended: the trap fishery on the Russian coast; the north Kurile trap and drift net fisheries; the trap fishery on Sakhalin; and the south Kurile fisheries. It was believed that the Japanese salmon fishery was practically finished until the Hokkaido land-based drift net fishery regained its strength in 1952, and the mother ship fishery was recommenced, in 1952, in entirely different fishing grounds from those of the prewar mother ship fishery. Prior to World War II, the mother ship fishing grounds were mostly in the waters immediately outside the territorial seas. The grounds were on both sides of Kamchatka, but more fish were caught on the east side. This fishery was at its height during 1934–41. Five to ten mother ships produced an average annual catch of 10.3 million fish, including 4.3 million red, 2.5 million pink, and 3.3 million chum salmon, during this period. The average annual pack was 300,000 cases.

In 1952, two mother ships were sent to the waters south of the central and western Aleutian Islands. Since then the mother ship fishery expanded very rapidly and reached its peak in 1955, when 16 mother ships were sent out, 14 to the Aleutian grounds and 2 to the Okhotsk Sea off Kamchatka. The Bering Sea waters were first exploited in 1956. The growth of this mother ship fishery is outlined in table 13.

TABLE 13.—*Catch by species of the Japanese mother ship salmon fishery during the period 1952–60* [1]

Year	Number of mother ships	Number of catcher boats	Catch in thousands of fish					
			Total	Red	Pink	Chum	Coho	King
1952	3	57	2,086	736	699	626	24	1
1953	3	105	7,700	1,580	3,065	2,707	340	8
1954	7	205	20,496	3,816	5,804	9,404	1,398	74
1955	14	406	64,041	12,494	25,494	21,978	3,576	76
1956	16	506	52,066	10,290	17,373	20,391	3,875	137
1957	16	461	60,359	20,097	27,881	11,908	442	31
1958	16	460	49,800	12,026	15,547	18,787	3,394	46
1959	16	460	42,331	4,125	18,856	12,859	1,423	68
1960	[2] 12	[2] 410	26,423	12,879	1,885	10,517	962	180

[1] Kasahara, 1961.
[2] Pacific Fisherman Yearbook, 1961.

No complete statistics are available for salmon catches of the U.S.S.R. However, as Kasahara (1961) points out, the Soviet salmon catches during and immediately after World War II, when no large Japanese salmon fisheries existed, were naturally higher than those in the prewar years. The increase, however, was far less than one might expect, and accordingly the total Asian salmon catches during 1944–54 were, in general, considerably smaller than those in the prewar years and those during 1955–58.

Table 14 summarizes, in pounds, the salmon catches by Japan and U.S.S.R. from 1952 to 1959.

TABLE 14.—*Total salmon catches by Japan and U.S.S.R., 1952–59, in millions of pounds (from Kasahara, 1961)*

Year	All Asia	Japan	U.S.S.R.
1952	337	80	257
1953	511	95	416
1954	418	173	245
1955	742	379	363
1956	687	334	353
1957	732	406	326
1958	595	439	156
1959	602	399	207
1960	----------	318	----------

The preceding tables 12, 13, and 14 have given an indication of the prewar Japanese salmon fishery, her postwar mother ship salmon fishery, and the total Asian salmon harvest in pounds of fish since 1952.

Since the Japanese salmon fishery was at a near standstill for several years in the 1940's, the next table will list the comparative red salmon catches since 1952, when the Asian salmon fishery became active in the waters of the North Pacific.

TABLE 15.—*Comparative red salmon catch, United States, Bristol Bay, Canada, and Japan, 1952–60, in thousands of fish* [1]

Year	Total	United States	Bristol Bay	Canada	Japan [2]	Bristol Bay percent of world catch
1961			(11, 914)			
1960	48, 628	19, 186	13, 705	2, 858	12, 879	29
1959	26, 980	9, 987	4, 608	3, 260	9, 125	17
1958	38, 621	11, 564	2, 986	12, 045	12, 026	7
1957	40, 950	11, 541	6, 276	3, 036	20, 097	15
1956	38, 148	15, 719	8, 881	3, 258	10, 290	23
1955	29. 518	9, 639	4, 549	2, 836	12, 494	15
1954	29, 596	14, 417	4, 653	6, 710	3, 816	15
1953	27, 511	13, 893	6, 111	5, 927	1, 580	23
1952	35, 161	18, 296	11, 266	4, 863	736	32
Total	315, 113	124, 242	63, 035	44, 793	83, 043	
Total including 1961			(74, 978)			

[1] INPFC Statistical Yearbook, 1960.
[2] All mother ship catch.

The relationship between Japan's mother ship fishery into waters of the North Pacific and Bering Sea and her greatly increased red salmon catches are undeniable. The question of continental origin of these high seas catches led to the International Convention for the High Seas Fisheries of the North Pacific Ocean. This treaty became effective in 1953. Among other provisions under the treaty, Japan agrees to abstain from salmon fishing east of 175° west under three main conditions, full utilization, proper management, and extensive scientific research of the stocks in question. These conditions are reviewed annually by the International North Pacific Fisheries Commission. Unanimous agreement is required to change the status of abstention.

The location of the abstention line is one of the leading questions facing the Commission, hence the studies of offshore distribution and intermingling of salmon by Canada, Japan, and the United States under the research program of the Commission (Kasahara, 1961).

IV. RIVER STRUCTURE OF BRISTOL BAY SPAWNING GROUNDS

The abundance of clear water streams and the several large lakes of the Bristol Bay area is the fundamental element providing the spawning and rearing environment for the world's main source of red salmon.

Of the many rivers flowing into the bay, only those designating a commercial fishing district will be mentioned for the purpose of this report. The most important of these is the Kvichak River, draining Alaska's largest lake, Lake Iliamna. The Naknek, due to its proximity to the Kvichak system, is included in the same commercial fishing district, and accordingly, the catch figures are grouped (table 6).

The second most important district is that of the Nushagak River. This is the area of the famed Wood River lakes. There are several contributing streams to this system such as: the Igushik, Snake, and Mulchatna Rivers.

The remaining major systems are the Egegik, Ugashik, and Togiak.

The combined Kvichak-Naknek district represents approximately 63 percent of the total Bristol Bay commercial catch from 1893 through 1961. The Nushagak catches represent 25 percent of the bay total, Egegik 7 percent, Ugashik 5 percent, and the Togiak which has only been fished since 1954, about 0.1 percent.

* * * * * * *

REFERENCE LIST

Alaska Department of Fish and Game, division of commercial fisheries, unpublished data. 1960–61.

Hawkins, I. and Daugherty, E., 1958. "The Silver Fleece, An Economic Study of the Bristol Bay Region." Alaska Rural Development Board. 55 pages.

International North Pacific Fisheries Commission (INPFC), Statistical Yearbook. 1952–60.

Kasahara, H., 1961. "Fisheries Resources of the North Pacific Ocean," part 4. Institute of Fisheries, the University of British Columbia, Vancouver. 23–48.

"Pacific Fisherman," yearbook number. 1914–61.

Rich, W. and Ball, E., 1928. Statistical Review of the Alaska Salmon Fisheries. "Part I: Bristol Bay and the Alaska Peninsula," Department of Commerce, Bureau of Fisheries Document No. 1041: 41–95.

Rogers, G., 1955. "Preliminary Economic Survey of Dillingham, Alaska, and the Bristol Bay Region." Alaska Rural Development Board. 16 pages.

U.S. Department of the Interior, Alaska Fishery and Fur-Seal Industries, Statistical Digests, Fish and Wildlife Service. 1914–56.

78443—62—pt. 2——8

NORTH PACIFIC FISHERIES PROBLEMS

TUESDAY, OCTOBER 17, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Naknek, Alaska.

The subcommittee met, pursuant to notice, at 10 a.m., Hon. E. L. (Bob) Bartlett presiding.

Also present: Congressman Ralph Rivers.

Senator BARTLETT. The committee will be in order.

The committee has heretofore held hearings in California and in Seattle, one hearing for the State of California and one hearing for the States of Washington and Oregon.

To date, in Alaska, this Subcommittee on Merchant Marine and Fisheries has held hearings at Petersburg and at Dillingham. This is the third in the series which will take us from here to Kodiak, and thence to Anchorage, Fairbanks, back to Anchorage, Cordova, Juneau, and Ketchikan. So it is obvious that more attention will be paid by way of number of hearings and volume of testimony to fishery problems in Alaska than elsewhere on the Pacific coast.

It was a very great and unexpected pleasure to be met at Anchorage by our own Alaska Congressman, Ralph J. Rivers, who has joined us for part of the tour.

We are very glad to have you along, Ralph.

Mr. RIVERS. Thank you, Bob, for inviting me to sit in on the hearings.

Senator BARTLETT. When the time came to arrange the schedules and itineraries, I was especially anxious, of course, to make sure that there would be hearings here in the Bristol Bay area because of the general importance of the fishery in the economy of Alaska, and, indeed, in the economy of the Nation so far as the supply of red salmon is concerned; and also because this is the area which supplies the fish upon which the Japanese seem to depend for a good share of their take. And this is a problem, of course, of interest to this committee.

The first witness this morning will be our old friend, Gunnar Berggren.

We will be glad to hear whatever you have to tell us.

STATEMENT OF GUNNAR BERGGREN, NAKNEK, ALASKA

Mr. BERGGREN. My name is Gunnar Berggren. I have been a resident of Naknek for the last 25 years. I have fished salmon continuously for 34 seasons, so I have considerable salmon fishery experience; and I think experience is a great teacher.

Before we tell you our problems, I want to thank Senator Bartlett and his group for the interest they have shown us by coming here to look into our fisheries problems. Our problems are indeed vexing.

The Russians and the Japanese are starting bottom fishery out in the Bering Sea. We always thought the Bering Sea was our own private backyard. But it is an international water and we can't stop them. We are going to get hurt out there, like we already have been hurt on our salmon.

We are backward when it comes to fishery research. I am surprised that the richest nation in the world does not have its own research vessels. Instead of that, they are renting fishing tuna clippers, halibut boats, to do the research work.

We won't be able to prove to anybody how badly we are going to be hurt by the new type of fishing. One thing we do know, we are hurt badly in the salmon fishery, which we can prove.

One of our foremost biologists, Thompson, predicted a big run of red salmon through the Ugashik River in 1956. It was almost entirely net-caught by the Japanese high seas fisheries.

That year we had a tremendous increase of fish coming into Naknek.

Senator BARTLETT. May I interrupt you and ask you to explain for the sake of the printed record what net-caught fish means?

Mr. BERGGREN. The Japanese are using smaller nets than we are allowed to use. When a bigger size salmon is caught in the net, he is not gilled properly. He must have great staying power with that type of net because the net will stay there until finally he manages to shake himself loose. In doing so, he damages his head, and the scars are so deep that he gets marks from it.

If the Senator remembers correctly, in 1956 I got so mad at the net-marked fish I took colored pictures of them. The Senator asked me for negatives and I must have printed hundreds of them to prove that the Japanese actually caught our fish.

Since then we have caught net-marked fish every summer. This year we had a tremendous increase again in net-marked fish.

This summer again we got hurt bad, like Nushagak did in 1956. We expected a tremendous run in 1956. This year we expected a tremendous run of fish in Naknek-Kvichak. The fish started running early. Our management people were scared that we would get too big an escapement so they gave us plenty of fishing time and we fished hard.

Then the first run started slowing down. We expected a second run. We were told by our biologists that the fish would come. Everybody was sitting waiting for the second run to materialize, which it didn't.

It finally got so bad they had to stop the drifting in Naknek River to protect the Naknek River run. Kvichak wasn't too bad.

It got so bad they even intended to close the set-netters. And if they had, they would have created tremendous hardship for the people on the south and north side of the river, because 70 percent of the income of south and north Naknek is set-net fish money.

The second run didn't materialize. At the end of the season I realized why it didn't materialize. It was already in the Japanese cans on the floating canneries, on the high seas.

I will say this: you can't manage a fishery as long as you have high-seas fishing. You can wipe out an entire river run by getting into the proper school of fish out in the ocean.

So the high-seas fishing is going to have to stop. We must try to move the Japanese back at least 5 degrees in order to protect the Bristol Bay fisheries.

According to my experience, Naknek Lake should have had a tremendous run of fish last summer. In 1956 we had an escapement into Naknek Lake of 1,700,000 fish, which was a wonderful escapement. Naknek Lake is predominantly a 5-year cycle run of fish. They should have been back this summer. Instead of that, we didn't get enough escapement and we had to stop fishing because the Japs had already cleaned up the Naknek River run.

Like I said before, you cannot manage a fishery as long as you are going to have high-seas fishing.

The second point I want to bring up, when the Federal Government turned over the salmon fisheries to us Alaskans, why didn't they turn over the equipment needed to manage the fisheries? You can't manage the fisheries with your bare hands. We are short of equipment, we are short of housing for our own people, our fishing game management people, and we are short of patrol boats. We are short of everything.

I would say this: the old Bureau of Fisheries headquarters at King Salmon Air Base is ideally located for the management of the Bristol Bay fisheries. I would say that the whole King Salmon Bureau of Fisheries property should be turned over to the Alaska Fish and Game management people so we would have something to manage with, and housing for our people. It is an absolute necessity if we are going to manage.

The reason I say that that should be headquarters for Bristol Bay fisheries is that you have an ideal location for float ships, float airplanes and land-based airplanes. You have communications. Naknek-Kvichak is the biggest red salmon spawning area in the whole world, right here, the home of king salmon, and that is where the headquarters for our fish and game people should be. We should have the property that rightfully belongs to us and it should be turned over to us to take care of it.

I could talk some more about this, but those are the two main points I wanted to bring out, Senator, and I thank you.

Senator BARTLETT. Congressman Rivers, do you have any questions that you care to ask Mr. Berggren?

Mr. RIVERS. Gunnar, you spoke of moving the abstention line back 5°. That would take it from 175° east to 180°, wouldn't it? Is that where you think it should be?

Mr. BERGGREN. When it comes to moving that line, I would sooner see our biologists and people who really have more know-how out there than I do. I had a letter from the Governor, and he told me in his letter that when the Japanese biologist was here visiting this summer, he would like to try to do some horse trading with the Japanese. The Japanese want some of our resources. If they would move back 5°, that was the Governor's own words, 5°.

Mr. RIVERS. I think that is as far back as we can now get them to go. I know that what you suggested would help some. I wanted your comment on that.

When you speak of turning over the equipment, I agree that if you are going to manage the fishery, the Federal Government should have turned over more equipment with less argument.

When you spoke of the headquarters I think you were referring to some particular location right in this area. Would you make that more clear what facility you are talking about?

Mr. BERGGREN. The King Salmon Bureau of Fisheries headquarters is ideally suited to be headquarters also for the Alaska Fish and Game.

Mr. RIVERS. And that is a facility right in this area?

Mr. BERGGREN. Right in this area.

Mr. RIVERS. What does that facility consist of?

Mr. BERGGREN. They have storage space for boats, they have living quarters, they have all the equipment we need, I think. You could ask Mr. Moore about that. I think we have everything we need.

Mr. RIVERS. Is the Federal Government making any particular use of this facility?

Mr. BERGGREN. They are to a certain degree. They are doing some research work, but they don't need all that property for the research work. They have the research station at Brooks Lake. They don't need King Salmon any more. You know how the Bureau is, they will never give up anything they first get their hands on.

Mr. RIVERS. Would this Brooks Lake research facility serve their purpose?

Mr. BERGGREN. Yes.

Mr. RIVERS. Without using this at all?

Mr. BERGGREN. Without using it.

I am sure that the Alaska Fish and Game would be willing to rent them some space, or let them lease some space if it was needed.

Mr. RIVERS. That is all, Mr. Chairman. Thank you, Gunnar. I want to compliment you on a very enlightening presentation.

Senator BARTLETT. Gunnar, you say the Federal Government does not own one research ship of its own?

Mr. BERGGREN. Yes, they do own some of their own. We need research ships very bad. Let me state it this way:

The salmon run this summer came early and surprised everybody. Let me tell you what the Norwegians are doing. When the herring school was moving, they got a research ship named *Seera* and they followed the herring clear across the Atlantic, in contact with the herring every day. The fish fleet is tied up in small towns, small harbors, and they don't move before the research ship says, "Here are the fish on your fishing grounds." They keep contact with the fish and they have all their lines to meet the fish.

We haven't anything like that here.

Senator BARTLETT. I thought I understood you to say at the outset of your testimony that the Federal Government just charters old halibut boats.

Mr. BERGGREN. They do charter a lot of boats.

Senator BARTLETT. Do they have any of their own ships?

Mr. BERGGREN. I am not sure, Senator. They have one or two. That is about all.

Senator BARTLETT. Gunnar, after this season's fishing, did most people make enough money in this area to get through the winter?

Mr. BERGGREN. I would presume so. Some didn't make too much. I presume they would go through the winter. But if they close the set-netters on both sides of the river on Naknek, they would have created a hardship on the south side of the bay. If you remember correctly, this was a disaster area some years ago and they had to fly in food for the people.

Senator BARTLETT. At Dillingham we were told that many fishermen did not make enough money to last for a single month's expenses, let alone the winter. They had a worse situation over there.

Mr. BERGGREN. I don't know much about Dillingham, Senator.

I would say this year most of them perhaps will pull through the winter. That is, they made reasonable pay. Not good by a long shot, but they made reasonable pay. That was thanks to the Kvichak River fish. The Naknek River fish were wiped out.

Senator BARTLETT. Thank you very much, Mr. Berggren, for a very helpful statement.

Mr. Casperson is the next witness.

STATEMENT OF RASMUS CASPERSON, NAKNEK, ALASKA

Mr. CASPERSON. My name is Rasmus Casperson. I am a resident of the bay since 1936. I have been in salmon fishing for 20 to 25 years, so I have a little experience in it.

This relates to salmon, but mostly I want to talk about pollution of the waters.

Herring are very sensitive to pollution of waters, which means dumping fish waste like heads and guts which are not used in canning and so forth, in the herring fisheries, salt and so forth, that is dumped over, that spoils the grounds and herring will not come back to grounds where pollution is made.

As an example I will give you Kachemak Bay, on the other side of us, above Seldovia. In 1926, 1927, 1928, those 3 years, Halibut Cove and Kachemak Bay produced from 1930 to 1960 up to 80,000 barrels of salt herring in a year. In 1929 there was hardly a herring to be had. Outside of Halibut Cove, where you can always go out and catch some halibut and codfish and crab; in 1929 you could not get a fish.

Why did the fish leave all of a sudden? That concerns me very much. Why was it? The answer is pollution of the water.

All that garbage was dumped in, and not what they should have done, through the reduction plants. They should have taken care of the waste and not dumped it into the water, and I am sure Kachemak Bay will be a productive fishing ground year after year as it is now, but there were no herring caught in Kachemak Bay after 1945. That was 15 years lost through mismanagement.

We have a similar condition here. All the waste is coming from the canneries here, dumped into the rivers, strung along the beaches, and it makes a foul air here, and it is not good for the health as well as pollution of the water. It is a wonder to me that any fish can live in the bay under such circumstances.

This condition I think should be rectified by all means, and by a State law that compels all canneries operating on a commercial basis to take all fish leavings like heads, guts, and all that, that they be

compelled to put in the reduction plant and put that into oil and meal, which will give employment to people as well as do away with the waste and pollution of the water; and also it might give a few dollars to the State treasury.

This is raw material already taken in. It is already here, and no expenses need to be made to gather it up. It is just the matter of taking care of it and not dumping it into the water and polluting the water and destroying our fisheries more or less.

This, I think, is a very serious thing and should be taken up and done away with.

Some say this has been going on for years and years and nothing happens: the fisheries are still there. Yes, the fisheries are here, but to a smaller degree. I think we all agree on that.

Herring fisheries in many places were completely destroyed. Kodiak Island had a very good herring fishery for a number of years, and in the thirties, 1935, and forties it was completely destroyed and there was nothing. Why? Because of pollution of the water; nothing else.

Therefore I say again, anyone operating commercial fisheries should be compelled to put in a reduction plant and take care of the waste and not be allowed to dump it into the water.

In Norway, to give you an example, they had the same problem. There, right now, today, we are compelled to have a reduction plant; and to dump any waste into the water you have to get a permit, and they want to know what reason you have to dump it. It is not like here where you take a scow with fish and dump it and nothing is said about it.

Another thing, all the rotten fish or heads go in there, and the fishermen out there are trying to fish and it gets into the riptide and sometimes you get more heads than fish. You have that to contend with, also.

So by all means I will say I can't emphasize that point too strongly. There should be a law that a reduction plant must be in place before you can operate, to take care of your waste.

Senator BARTLETT. Mr. Casperson, do you know if there was a Federal law on this subject before statehood came?

Mr. CASPERSON. No; there was no such law.

Senator BARTLETT. Do you know if there is a State law on the subject now?

Mr. CASPERSON. I don't think there is.

Senator BARTLETT. Your contention is that there would be a twofold gain: one, the waste material could be converted into a useful economic product, and, in doing this, pollution of the water would be avoided?

Mr. CASPERSON. That's right.

Senator BARTLETT. Does this pollution affect fish other than herring in your judgment?

Mr. CASPERSON. Yes, I think it does. I think it affects bottom fish. For example, we had a good cod fishery, and this fishery was also wiped out. Why? It was not because they were taking the fish, but because of pollution of the ground. The fish couldn't come back there and spawn. If they did come back and spawn, naturally the eggs wouldn't hatch, which means that naturally the fish were destroyed.

On the north part of Norway they have been fishing since early

history, and there are still plenty of fish. Why aren't they destroyed there?

Senator BARTLETT. This is perhaps especially timely because only yesterday morning in Anchorage Congressman Rivers and I were talking with Mr. Ralph C. Palange, sanitary engineer for the Public Health Service of the U.S. Department of Health, Education, and Welfare. He is here in reference to determining a site for a water pollution laboratory that is going to be established in Alaska under congressional enactment of this year. I would guess that the laboratory will probably be adjacent to the University of Alaska. In any case, a sizable staff is going to be situated at the laboratory working on water pollution problems all over the State. Very emphatically this would be a subject upon which I should think they could start an investigation very early in their career. I agree with you it is enormously important. Perhaps with this added help from the new lab we can get somewhere pretty soon.

Mr. CASPERSON. That sounds very encouraging.

Another thing I will say: tourists are now coming in here. They are going through those canneries, and they will promote more fish. How can you promote to eat more fish when you come to a cannery and the smell is so foul that you need a gas mask to get close to it? How can you promote anything like that?

Senator BARTLETT. Congressman Rivers, do you have any questions?

Mr. RIVERS. I have gotten considerable enlightenment out of your testimony.

No questions.

Senator BARTLETT. Mr. Casperson, do you live in Naknek?

Mr. CASPERSON. Yes; I do.

Senator BARTLETT. Thank you very much for your testimony.

Mr. CASPERSON. Thank you.

Senator BARTLETT. The next witness will be Representative Jay Hammond, State legislator.

STATEMENT OF HON. JAY HAMMOND, REPRESENTATIVE, STATE LEGISLATURE, STATE OF ALASKA

Mr. HAMMOND. I am Jay Hammond, and I have been a resident of Bristol Bay for the past 12 years.

In the interests of brevity, and in conformance with previous techniques in regard to Senate hearings, I have prepared a short statement here. With your permission I would like to read it.

Senator BARTLETT. Good enough.

Mr. HAMMOND. I would like to discuss one aspect of International North Pacific Fisheries Commission policy which I feel is particularly lamentable. This concerns their concept of what constitutes proof of maximum utilization. Twice previously in appearances before this Commission I have voiced my distress with what appeared to me to be their undue timidity and apprehenson relative to Alaska's need to demonstrate full utilization of our salmon stocks. My distress relates not to the Commission's acceptance of the need to demonstrate maximum utilization, because they are of course bound to acceptance by the terms of the treaty. Rather, I take issue with what appears to be acceptance of what constitutes adequate proof of maximum

utilization on terms happily dictated by the Japanese. My basic argument has been with the premise that maximum utilization must be demonstrated on a year-to-year basis. I submit that this is patently ridiculous and impossible.

Proof of maximum utilization can and must only be assessed on a cumulative basis. In other words, should it be demonstrated that the United States for a period of consecutive years—and I suggest this be no less than one full 4-year cycle—has or has not fully utilized the salmon stocks, then and only then should a case be made attempting to prove or disprove maximum utilization.

For example, no one to my knowledge contends that Bristol Bay red salmon stocks have been underutilized historically. Rather, the exact opposite is evident. A review of the declining fishery clearly substantiates this fact. Despite occasional high-cycle years, the overall picture has been one of an overutilized resource. Admittedly, other factors of a more nebulous nature may have contributed to the decimation of our salmon stocks; however, until these obscure factors are substantiated we would do well to concentrate on known quantities. Of these, excessive fishing effort would seem to be the most obvious.

I should like to pose a hypothetical situation in an attempt to demonstrate the unreasonableness of the year-by-year maximum utilization concept seemingly subscribed to by the Commission: under this interpretation each and every salmon could be taken from the fishery—not one escaping to the spawning grounds—for 3 years running; yet should excessive escapement be achieved during the subsequent fourth year we could—under our acceptance of the year-by-year maximum utilization hypothesis—be justifiably accused of underutilizing our salmon stocks. I'm sure none will contest but that this would be a ridiculous assertion.

I am disturbed to an even greater degree by the manner in which the State's fisheries management policies have of necessity reflected the Commission's attitude relative to maximum utilization. Attempts to prove this on a year-by-year basis have encumbered the State's management agency with an intolerable burden. This year's program in Bristol Bay is a graphic example of a case in point. In an effort to assure maximum utilization, management agents necessarily predicated their program on the best educated guesses relative to the run's prospective magnitude and movements. Nebulous as such guesses are at best, when confounded by the additional conjecture and confusion presented by that great unknown factor, the Japanese high-seas fishery, the problem becomes overwhelming. Under these conditions the chances of developing and exercising sound management policies designed to promote a healthy and sustained fishery are minimal.

This year, for example, the fishery was managed in such a manner as to assure maximum utilization. Few deny but that this obligation was met—fully. By the same token, however, minimum escapements at best were achieved for the most part while some systems such as Branch River were pitifully underpopulated. In view of the intolerable burden placed upon the management agency in obliging them to insure both maximum utilization and adequate escapement, I do not criticize them on this score. Yet I fear a rather desperate compulsion to prove maximum utilization motivated much of their actions with adequate escapement deemed but a secondary consideration. In the

interest of healthy fisheries management we must reverse the relative importance order of these two factors; placing maximum utilization subordinate to adequate escapement.

Certainly this year's operation in Bristol Bay demonstrated the utter futility of attempting to manage wisely a fishery with maximum utilization the paramount consideration, particularly while attempting to cope with that unknown quantity, the Japanese high-seas fishery.

As long as this fishery makes substantial inroads on salmon stocks of North American origin we must, as a proper safeguard, subordinate maximum utilization to adequate escapement.

I believe adoption of my aforementioned proposal that maximum utilization proof relate to an entire 4-year cycle rather than an annual demonstration could do much to relieve the pressure on the management agency by allowing them to infuse their program with a more intelligent approach to healthy fishery management than is currently enjoyed under the strictures of the present need to prove maximum utilization annually. Let us relieve the pressure by providing them with a reasonable margin for error in hopes that upon occasion they may err on the side of the fish. For, make no mistake, should the management agency be hamstrung with obligatory yearly demonstrations of maximum utilization, they are entirely capable of continuing to manage the fishery on this basis—not wisely, but too well.

Senator BARTLETT. Has this idea of yours, Representative Hammond, been presented to the Commission?

Mr. HAMMOND. Twice, as I said, in previous meetings with the Commission I touched upon this. I didn't, frankly, make any precise proposal such as a 4-year period we use in determination of whether fish are being utilized or not. However, I did protest the attempts to demonstrate maximum utilization on a year-by-year basis because of the fact that I frankly felt that it was utterly ridiculous to attempt to do so and still manage the fishery wisely. However, I didn't make that exact proposal that it be expanded to a 4-year period. I merely said it should be done on a cumulative basis of several years running. Frankly, I would like to see it on the basis of 10 years running.

I feel that if we let every fish go up the river for 2 or 3 years going out of a 10-year period, we are not of necessity underutilizing our fishery if during the other years we are taking an excessive number of fish.

Senator BARTLETT. Did you receive any reaction on this proposal?

Mr. HAMMOND. I posed this question to Mr. Brooding, Chairman of the Commission, and asked him what their attitude in regard to this was, and, frankly, I got no great satisfaction that they were going to attempt to readjust the thinking of the Commission in line with what I feel is more proper consideration. I was not satisfied with their reaction; no.

Senator BARTLETT. Do you know how we determine how many fish the Japanese take on the high seas?

Mr. HAMMOND. No; I don't precisely.

Senator BARTLETT. Do we have any observers?

Mr. HAMMOND. Do you mean of North American origin, total catch, or what?

Senator BARTLETT. Of total catch.

Mr. HAMMOND. Presumably they have pack reports similar to our own that are submitted. I am not sure of this, however.

Senator BARTLETT. There is no reason why you should be. This is not your field and you are not charged with that responsibility. You are not charged with the responsibility concerning the question I am going to ask you now, but do you know how the Japanese discover whether we are utilizing properly, or too much, or too little? Do they rely upon our pack figures as disclosed by the Government, or do they have observers here?

Mr. HAMMOND. I think we present them with a pretty good basis to mount an argument upon when we submit what we feel are desirable escapement figures prior to the season, when we have submitted these prior to the season they are able to look at these and if we have achieved or exceeded these figures they have a good case to contend that at least on that year-by-year basis we have not or we have, as the case may be, underutilized the fish.

Senator BARTLETT. I wonder if they ever figure that we might be juggling the figures as we sometimes calculate they might be.

Mr. HAMMOND. I have no doubt that they do figure this.

Senator BARTLETT. What do you think about moving this line west 5°?

Mr. HAMMOND. From testimony I have heard in relation to it, it seems that a number of salmon of North American origin would be protected by such a movement. Not by any means all of them.

Senator BARTLETT. Not by any means all of them.

What is your estimate of the percentage that would be saved by that movement?

Mr. HAMMOND. I couldn't hazard a guess. I do know from previous testimony they have taken fish of North American origin far to the westward of that line. But in what percentage I have no idea.

Senator BARTLETT. What do you have to say, if anything, about the asserted reluctance of the Federal Government to turn over property to the State?

Mr. HAMMOND. I am frankly not familiar enough with both sides of the issue to discuss it intelligently. There certainly appears to have been a degree of reluctance upon the part of the Federal Government to do so. Unfortunately, as I understand the original proposition, it was that they would turn over all equipment which had been utilized solely for the management of the fishery, not for research activity. This gave them an enormous loophole to retain any items of equipment they wished and do it legally and justifiably, if not morally.

Senator BARTLETT. And perhaps this year more than ever before they would have a basis for contention because the Congress for the first calendar of 1962 has appropriated $7,200,000 for salmon research in the North Pacific, by far the greatest amount of money for this purpose ever appropriated.

We were having hearings on this same subject, Representative Hammond, in Seattle the other day, October 12. I don't know if you have seen the Post-Intelligencer of October 14 reporting on these hearings. I hold a copy of that paper in my hand. The headline says, "Salmon Facing Extinction." The article is by Fergus Hoffman, the P–I financial editor.

He reports the testimony given to the committee, over which Chairman Magnuson presided, by Herald A. O'Neill, executive secretary of the Association of Pacific Fisheries. It was Mr. O'Neill's contention that, "If the Japanese insist on ignoring the need for conservation, the most valuable salmon fishery we have can be wiped out."

Do you believe, Representative Hammond, that this threat exists in the terms described by Mr. O'Neill?

Mr. HAMMOND. I do indeed. It is quite possible that it could transpire, and that they would be wiped out.

Senator BARTLETT. Is this a declining fishery now?

Mr. HAMMOND. On the basis, again, historically over, say, a 20-year period of time, I don't think there is any question but that it is a declining fishery, despite the fact that last year and this year, too, we had a brief spurt. Still, despite the publicity given to the pack of this year, it was by no means, in relationship to packs of 20 and 30 years ago, a large pack.

Senator BARTLETT. What is the peak pack ever taken at Bristol Bay?

Mr. HAMMOND. I would rather you direct these questions to someone more familiar with the figures. I believe the next individual perhaps can give you more information on that. I believe Mr. Moore is next on the list and he is more conversant with those figures than I am.

Senator BARTLETT. Maybe you should do what I learned to do in Washington. When I first went down there, any time I testified they would ask me how many inches of snow fell each year in Dry Gulch. Of course, I would have no idea how many inches of snow fell every year in Dry Gulch and I would say so. And the Congressman who asked me the question would be very unhappy and so would I as a consequence. Then I learned to change my ways and manners and when he would ask me that question I would say, "27 inches," and he would be happy and so would I.

Mr. HAMMOND. Would you care to try again?

Senator BARTLETT. Your difficulty is that the figures that I want from you are imperishably preserved in print already, so I don't blame you for skipping it. We can have access to those figures.

Representative Rivers?

Mr. RIVERS. No questions.

Senator BARTLETT. Mr. Ostrosky.

STATEMENT OF HAROLD OSTROSKY, NAKNEK, ALASKA

Mr. OSTROSKY. I am a fisherman and also editor and publisher of the Bristol Bay News, and I have been a fisherman in the Bristol Bay area here for a little over 12 years.

I have written and rewritten statements, and typed them, and finally this morning I came up with this. It is sort of a complex problem and I would like to read this statement.

Senator BARTLETT. Surely.

Mr. OSTROSKY. The Japanese Government, with its fishermen acting as agents, have consistently violated the intent and spirit of the North Pacific Treaty to which they are signatory. After agreeing to refrain from the capturing of salmon of North American origin they have concentrated their fleets on known schools of North Amer-

ican red salmon destined for Bristol Bay. This year alone the Japanese stole an estimated 18 million red salmon.

They have answered this audacious theft with an equally audacious reply by saying they have a right to these salmon because they feel that the Americans are not utilizing the resources properly. This attitude can be likened to a thief caught redhanded robbing a bank and justifying his crime by saying he did so because in his larcenous mind he thought that the bank was not utilizing the money properly.

The most incredible part of this infamous plot is that the U.S. Government, through its State Department and members of the Commission responsible for the exercise of this treaty, have taken this latest Japanese reply into serious consideration. The action on the part of our own Government generally, and those individuals directly responsible for the administration of this treaty, makes me wonder if the people of Alaska and the people of the United States should investigate the motives and purposes of these individuals, their methods of appointment to their present position of responsibility, and whether—to use an expression—the crooks have bought out city hall and have carte blanche to decimate the red salmon of Bristol Bay.

It would probably be wise to question the present members of the Commission as to their intents and purposes as Commission members and make their replies a matter of public record.

I would like to know if they truly represent the interests of the people of the United States or are using their positions as levers to indirect personal gain.

For instance, Mr. Brooding, who is Chairman of the Commission and president of California Packing—I would like to find out from him if his cannery's large interests in tuna would compromise actions or decisions on his part in regard to North American salmon fisheries. Specifically, if by inaction or compromise on his part the Japanese would concentrate the majority of their fleets on salmon instead of competing in the tuna fisheries.

This is just a question. Mr. Brooding and Cal-Pac have considerable interest in the tuna fisheries.

I would further like to make inquiries into Mr. Allen's holdings—he is also a member of the Commission—to see if his sentiments lie wholeheartedly in securing an equitable treaty.

I would also like to know why the State Department and Mr. Bez, of Peninsular Packers, exerts such a large influence on the selection of Commission members from Alaska.

Perhaps answers to these questions would give us a clearer understanding of why the Japanese have been allowed to steal Bristol Bay salmon for the past 10 years.

Senator BARTLETT. Thank you, Mr. Ostrosky.

Your contention is, then, that the Japanese have violated the spirit and intent of the treaty while not necessarily violating its letter?

Mr. OSTROSKY. This is correct. I believe that this treaty is a step in the right direction as far as this conservation concept between pelagic and anadromous species of fish are concerned.

Say a fish that is anadromous in nature has two chances to be decimated: on the high-seas fisheries and also when it comes into territorial waters where they are concentrated.

I think the present concept of conservation is that a pelagic fishery of this nature cannot be adequately managed from a conservation standpoint because the runs have not been segregated. I think the fish—and management is predicated now on getting the runs into rivers where the fish will spawn and come back in following cycles, and you have no control of this so far as the pelagic fishery is concerned.

Senator BARTLETT. We know the Russians have entered the North Pacific fishery with rather sizable fleets, taking bottom fish and crab, and we know that the Russian Government last fall at Vancouver, British Columbia, announced the probability that the fishing fleets would be sent south of the Aleutians.

Do you have any fear, Mr. Ostrosky, that the Russians may start engaging in high-seas fishing of salmon?

Mr. OSTROSKY. I was fortunate enough here 2 years ago—I think it was 2 years ago—to have a talk with the Russian fisheries representatives that were through here. I forget their names. I could probably look that up.

But they were not interested in fishing salmon on the high seas. One of the chief biologists of the Russians made the statement that he did not believe that pelagic fisheries of salmon were conducive to good management, and for once it looks like the Russians were backing the American's hand. It seems odd to say that. It appears as though they were interested in the utilization of their salmon stocks.

He also brought up the statement that there was a large fishery, I think on the Kamchatka Peninsula, and how this had been deteriorated to the point where it no longer exists. This was due to the Japanese fishing on the high seas for salmon, I believe.

I would like to get on the record here as a method for this line. I think this line is inadequate. For one thing, we do not know definitely how these salmon migrate through these waters. In fact, they vary in their migration routes; depending on winds and conditions they either go farther westward or eastward. This line, whether it is moved 5°, 10°, or 15°, still wouldn't be the answer. I think it should be supervised to the point that when it is observed that the Japanese start taking a portion of these fish that you know are out there, you are going to accidentally catch a red salmon, say, when you are fishing for pinks, but when there is an index that a larger amount of red salmon are being taken, you know very well that the Japs are concentrating on the red salmon; they are not fishing pinks. If there was observation in this area at this time, the minute that more red salmon showed up of North American origin, then the Japs should cease all fishing, no matter where they are because there are no red salmon, which we are particularly interested in, in Bristol Bay, any large amounts, that can be classified as Asiatic red salmon.

The Japanese do not have any red salmon or pinks in their waters except maybe just a very few now. They have decimated their runs and now they are trying to decimate ours.

Senator BARTLETT. Do you ever catch any fish of Asiatic origin here?

Mr. OSTROSKY. I believe there was a report here last year they caught one salmon that carried a Russian tag, and I think it was destined for over on the Asiatic side. I think that was the only one that has ever been taken.

Senator BARTLETT. Am I correct in my assumption that the Japanese fish off the Siberian coast only at the sufferance of the Soviet Government and only after negotiations are conducted on an annual basis?

Mr. OSTROSKY. This is true. I believe the Russians are using this as a sort of an economic lever, and we are answering—our policy in our State Department is answering it in kind.

In other words, I don't think the Japs enjoy this squeeze play between the Russians and the Americans as far as that is concerned. I think if a definite program was set up as far as pelagic fisheries, I think that they would go along.

This Commission—there has been nothing really concrete. This is why I question the intent of the Commission, because you get the feeling, in reading the minutes that come out—it is very hard to get them, by the way—or the results of this, that they are just down there fooling around, you know what I mean, like the mukluk telegraph you get around here, you find out about a lot of these Commission members. It is sort of like a millionaires' club, a very exclusive millionaires' club, and they go down there and it seems there is a lot of partying around down there.

It is not that the qualifications of the man is the most important; it is whether he has access to a large expense account.

There are quite a few capable men who do not have the economic means to go down and apply for these Commission jobs.

Senator BARTLETT. There are four members of the Commission?

Mr. OSTROSKY. No; there are five, I believe.

Senator BARTLETT. In the U.S. section?

Mr. OSTROSKY. There is Pautzke, he is a member; Brooding; Allen, Clawson; and I think there is one more to be appointed. He hasn't been appointed yet.

The State Department has to give its OK on a Commission member from Alaska. It seems to me that they won't approve him unless he is a "yes" man to the State Department's wishes.

As far as Pautzke is concerned, I believe the man is a well-qualified individual, but being in the Department of Interior, and the Department of State being powerful, he will either have to parrot the State Department's contentions, whether he believes it or not, or look for another job, it looks like to me. It has been the thing in the past.

Senator BARTLETT. Let's project ourselves into that which I hope never will occur. What if the Japanese should say, "We are going to serve notice and abrogate this treaty. We are not going to enter into any treaty on this subject with the United States or Canada, and we are going to reassert the ancient right to fish within 3 miles of the coast of Canada and the United States."

What should we do then?

Mr. OSTROSKY. You probably hit the thing in a nutshell right there. It is an ancient right. These are modern times. In the past the fisheries were nowhere as efficient as they are today. There wasn't as much economic or population pressures and not as many people eating off this resource. And the old 3-mile limit was, I think, instituted because the range of these old guns was 3 miles, and it was a matter of protection.

I think this whole new concept, as far as your high-seas participation and your international laws, has to be revised. It is long overdue

to the point that it needs revision to where we all participate in an equitable or even using a historical basis as a criterion for future participation.

But if the Japs made this statement I would say in 20 years we will be hard pressed because our population is increasing now to the point where in 20 years there will be 300 million in the United States. We will be looking for a food supply, not for ourselves but for our "kids," for our future generations. We will either have to protect it now—and if it comes to that point, I don't know, I think we should station gunboats so that they don't get in there.

It is coming down actually to a matter of survival. It is going to be a matter of survival as to who eats what and why.

Senator BARTLETT. Let's pursue this. This is an important matter, I think.

Let's make a further assumption. Let's say that Japan doesn't abrogate the treaty and that we go on pretty much as we have been going on. But alternatively the Soviet Government should decide that the biologist to whom you referred wasn't dictating governmental policy, and they sent their modern fleets, which are increasing in number every year and are now to be found on the seven seas, sent those fleets down right off our coasts, within 4 miles of our coasts, and started fishing for salmon. What are we going to do then?

Mr. OSTROSKY. I do not think that this would happen. But on a supposition, if it did, if they are going to move into our salmon in this fashion, they will also be moving in on other things and there will be no other recourse than to fight, because if a man starts robbing your "grub" supply, your larder, if you let him get away with it, this is your business; but I wouldn't.

Senator BARTLETT. I think we ought to explore it as far as we can.

Remember these meetings in Geneva a little while ago, where some nations insisted on extending the limit of their territorial waters to 12 miles. For a while it seemed as if there might be an international agreement upon 6 miles. That fell by the wayside.

But my recollection, if not my sure knowledge, is that our Navy, the U.S. Navy, took an adamant position for maintenance of the 3-mile line of coast on the grounds that any extension whatsoever would cause us acute distress in certain important areas of the world.

I remember a briefing by a whole group of Navy admirals and other officers before this very committee where they brought out maps, especially in connection with southeast Asia, and demonstrated that an extension of the line of coast by an additional 3 miles in some instances would make our fleets go a further thousand miles to reach their destinations. So from the standpoint of national defense our Navy is very strongly for preservation of the 3-mile line of coast.

And so we get conflicting motivations, opinions, and conclusions within our own Government.

Mr. OSTROSKY. They are not necessarily conflicting. As a matter of protection, say, of the Nation from bombing or something of this nature, a 3-mile limit or a 12-mile limit, or whatever they choose—say a 3-mile limit—that would be it. But here we are utilizing a resource, a utilization of a resource. The one is the question of defense, and the other is the question of utilization of resource.

78443—62—pt. 2——9

If it ever does come to the point where there is compatibility within the world, maybe this 3-mile limit could be eliminated. I don't know. But right now we are looking to the seas as more and more important to our food supply, not only the United States, but Japan, even Russia, with the big oceanography fleet that they have.

They have one of the biggest oceanography fleets in the world. They have atomic vessels in the research. We do not have it. They are competing with us on the sea as far as resources are concerned. They are going to starve us out, not bomb us out. They will starve us out.

You know very well, looking at the recent international situation, every time we bow our back the Russians back down. They are not looking for a tooth-and-nail fight. They want to starve us out.

On salmon, I doubt very much if they would, but they might sacrifice their own salmon by fishing pelagically. They change 1 year to another. This may be so.

Senator BARTLETT. I suppose you contend that since Canadian nationals and United States nationals are prohibited from fishing on the high seas for salmon, for the sake of preserving the supply of salmon forever, that other nations could be likewise guided. If you did, I would certainly agree with you very strongly.

Mr. OSTROSKY. Yes, I think so.

Actually, take it as it comes down to a basic thing, it is survival. You have to eat to survive. If we don't successfully manage our resources—fishing, farming, or anything of this nature—nationally or internationally, we will be hurting.

Senator BARTLETT. Of course, your situation here on the bay—you have lived by this fishery—is necessarily that it is of great importance not only——

Mr. OSTROSKY. It is most important to us.

Senator BARTLETT (continuing). Not only to your livelihood, but as a vital source of protein for the Nation for all time to come. And certainly all of us on the Commerce Committee who have to do with fisheries would agree with that. And most especially, I suppose, the members of the Alaskan congressional delegation—Mr. Rivers, Senator Gruening, and myself. We appreciate this. We know what it means.

I think a hearing such as this is especially useful in that it may direct the attention of others who haven't the same interests, who haven't the same knowledge, to acquire more of each and to concern themselves to a degree they have not up to this time with the problems that confront us.

If this red salmon fishery disappears, it will mean more than the loss of a livelihood to a few thousand people here; it will mean the loss forever of an important food supply for all of us. And I think you have made a very useful statement, Mr. Ostrosky, and I congratulate you.

Congressman Rivers?

Mr. RIVERS. I join you in complimenting him upon this presentation.

No questions, Mr. Chairman.

Senator BARTLETT. Thank you, Hank, very much.

We are told that Emma Nicolet might be good enough to come forward. Even if she didn't care to make a statement, she might allow us to ask some questions.

We appreciate this very much.

Tell us, Mrs. Nicolet, where were you born?

STATEMENT OF EMMA NICOLET, NAKNEK, ALASKA

Mrs. NICOLET. I was supposed to be born at Quinhagak.

Senator BARTLETT. On Kuskokwim?

Mrs. NICOLET. On the west coast, below Bethel.

Senator BARTLETT. How long ago was that?

Mrs. NICOLET. According to my older sister, I was supposed to be born in 1900, but I am not quite sure, because those days no calendar, no date, nothing.

Senator BARTLETT. I will bet you were born about 1904, which would make you and I the same age.

Mrs. NICOLET. Just about, I hope.

I couldn't tell you exactly what year I was born. I couldn't get even my birth certificate.

Senator BARTLETT. I never knew a woman yet who would pin it down exactly.

How long ago did you come over here?

Mrs. NICOLET. To Naknek? In Bristol Bay?

Senator BARTLETT. Yes.

Mrs. NICOLET. I came up about 1947.

Senator BARTLETT. From Kuskokwim?

Mrs. NICOLET. No; from Port Heiden. We lived on Port Heiden 17 years. I left the Kuskokwim in 1928, in the fall. This is a long time ago.

Senator BARTLETT. Did you ever go back there?

Mrs. NICOLET. Never go back since then.

Senator BARTLETT. You are an Eskimo?

Mrs. NICOLET. Yes.

Senator BARTLETT. Full-blooded Eskimo?

Mrs. NICOLET. I couldn't tell you. Just about. I never have seen my own parents; I am sorry.

Senator BARTLETT. Of course you are. So are we.

Mrs. NICOLET. Grandpa and Grandma—I was raised by them.

Senator BARTLETT. Do you have any children of your own?

Mrs. NICOLET. I have five.

Senator BARTLETT. Any grandchildren?

Mrs. NICOLET. Seven now.

Senator BARTLETT. You are way ahead of me.

Mrs. NICOLET. Yes; that is good.

Senator BARTLETT. And Congressman Rivers, too.

Mrs. NICOLET. Just about a couple of weeks the seventh came.

Senator BARTLETT. Won't you just tell us something of your life here since 1900 or 1904? Where did you go to school?

Mrs. NICOLET. Quinhagak, Alaska, for a while, then my foster parents moved to Bethel and I went to school there for quite a few years; Bethel, Alaska.

Senator BARTLETT. Can you speak the Eskimo language?

Mrs. NICOLET. Some. I have forgotten. We were so long in the mountains with my grandparents.

Senator BARTLETT. You speak English very well.

Mrs. NICOLET. Thank you.

Senator BARTLETT. Tell me, do you think that Eskimo people live better now than they did when you were a little girl?

Mrs. NICOLET. They do now. They have good, good houses, everything; good boat, cars, and everything. They live good today.

Senator BARTLETT. When you were a little girl, the Eskimo people didn't have to take in money to live, did they? They lived off the land more.

Mrs. NICOLET. I couldn't tell you exactly. When I was a youngster my grandfather did reindeer herding in the mountains. I didn't even know what is money. I had never seen a gill net. The fishing was by fish wheel, dump the fish into the box. I used to throw the fish to my grandfather, into the box, to help, long years ago.

Senator BARTLETT. Now the Eskimo people have to go out and earn a living in competition with the white people, and they have to take in money to live just like the white people do. But even so, you tell us that they live better now than they used to, and I think you are right.

Mrs. NICOLET. They look good, anyway. But then, you know in Quinhagak, probably up in Kotzebue, Unalakleet, in that country, they didn't have a poultry farm. I mean not like here we have. They do not have stores, I guess. Naturally in the spring they are short of food.

Senator BARTLETT. You southerners wouldn't know how they live in that tough country.

Mrs. NICOLET. That is quite a while ago, I remember. But myself and my grandma, we had plenty reindeer to live. I don't know exactly in the little towns. They were short of food every spring. That is true. Really true.

Senator BARTLETT. Have you had a pretty good life since you came to Bristol Bay?

Mrs. NICOLET. Pretty fair. Very fair.

Senator BARTLETT. You live here at Naknek?

Mrs. NICOLET. Now, yes. I have a little home here at Naknek. All my children grown up, take care of themselves.

Senator BARTLETT. Are any of them here?

Mrs. NICOLET. My daughter is in Juneau, Mrs. Borbridge.

Senator BARTLETT. We will have to look her up when we get there.

Mrs. NICOLET. She is teaching school now.

Senator BARTLETT. Where?

Mrs. NICOLET. In Juneau. I wish you boys would visit her.

Senator BARTLETT. We want to do that.

Mrs. NICOLET. And they have four children. That is my daughter's husband.

Senator BARTLETT. This has been a most interesting statement.

Mrs. NICOLET. I hope you boys visit them.

Senator BARTLETT. We're going to.

Mrs. NICOLET. You tell them you saw Emma Nicolet at Naknek.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. No questions. Thank you very much for telling us about that.

Mrs. NICOLET. Thank you, children. I can tell you something about what happened years ago. I'm afraid mother——

Senator BARTLETT. When you were a little girl you never saw any fishing?

Mrs. NICOLET. No. People put up the fish for home use in the winter, dried them and smoked them.

Senator BARTLETT. Out of Kuskokwim?

Mrs. NICOLET. Kuskokwim, from Napaimiut halfway to McGrath, they have a fishery along the river. In Bethel they have a gill net. Bethel, Alaska, the lower river, around the coast. They have gill nets. That I remember. I was pretty big at that time. Napaimiut, way up to McGrath, there was nothing but fish wheels, no gill nets.

Senator BARTLETT. They are still there. I flew up the river last fall and saw them.

Mrs. NICOLET. I'm sure of that.

Senator BARTLETT. Thank you, Mrs. Nicolet. This has been very nice of you to come up and talk to us.

Mrs. NICOLET. I wish I could tell you more, but lots of things I have forgotten. It is a long time ago.

Senator BARTLETT. Oh, no, you haven't forgotten anything.

Mrs. MOORE. Mrs. Nicolet fishes for her livelihood.

Senator BARTLETT. Tell us about that.

Mrs. NICOLET. I'm an oldtime fisherman. I have been fishing for—I come up in 1937. Since then every summer I set-net fishing.

Senator BARTLETT. Where?

Mrs. NICOLET. One year south, and the rest of the time north.

Senator BARTLETT. Do you have your own set-net location?

Mrs. NICOLET. Yes.

Senator BARTLETT. Does it belong to you?

Mrs. NICOLET. Belong to me, exactly.

Senator BARTLETT. And no one else can go in there and interfere with you?

Mrs. NICOLET. No.

Senator BARTLETT. Do you make a few dollars every year?

Mrs. NICOLET. Oh, yes.

Senator BARTLETT. Are you on welfare, too?

Mrs. NICOLET. No, never was.

Senator BARTLETT. Never was?

Mrs. NICOLET. Not once.

Senator BARTLETT. That's wonderful.

Mrs. NICOLET. I am thankful.

Senator BARTLETT. You work pretty hard, don't you?

Mrs. NICOLET. I'm thankful of my good condition. I can trap, too, do a little trapping, hunting, and fishing.

Senator BARTLETT. You trap, too?

Mrs. NICOLET. Yes.

Senator BARTLETT. What do you catch?

Mrs. NICOLET. Mink and otter.

Senator BARTLETT. Where?

Mrs. NICOLET. Up in the valley.

Senator BARTLETT. How far away from here?

Mrs. NICOLET. Oh, sometime more than 3 miles' walk.

Senator BARTLETT. What do you hunt?

Mrs. NICOLET. Well, I'm trying to look for moose. Since moose season open, I saw a few tracks. I try mighty, but I don't get a moose yet.

Senator BARTLETT. If I were a wagering man I would wager that you would get one.

Mrs. NICOLET. I hope.

Senator BARTLETT. You go out like a man, and you fish and you hunt, and you trap.

Mrs. NICOLET. Yes. I trap, fish, hike. I like it.

Senator BARTLETT. You have your own home here?

Mrs. NICOLET. Yes, I have my little home.

Senator BARTLETT. Mrs Nicolet, you're a good citizen. We need more like you.

Mrs. NICOLET. Thank you so very much.

Senator BARTLETT. You're willing to work and take care of yourself. This is a wonderful addition to our testimony.

Mrs. NICOLET. I'm an oldtimer, you know.

Senator BARTLETT. I know you are. You're a native daughter.

Mrs. NICOLET. Thank you.

Senator BARTLETT. We are going to see that lots of Senators and lots of Members of the House of Representatives read what you have had to say here today. We thank you.

Mrs. NICOLET. Go and see my family at Juneau.

Senator BARTLETT. We're not going to forget.

The next witness is Mr. Denton Moore.

STATEMENT OF DENTON MOORE, NAKNEK, ALASKA

Mr. MOORE. I'm Denton Moore. I'm the manager of the Bristol Bay Fish Producers Association. Of the many problems associated with Alaskan fisheries, none is so immediate as the unsolved problem of the systematic destruction of whole portions of Bristol Bay runs by Japanese fishermen. None is so pressing as the solutions which must be found in the course of the 1963 negotiations.

There are several alternatives and obvious possibilities. Because our position is a classic example of the "haves" negotiating with the "have-nots", our fundamental position will be that of attempting to minimize our losses. We can gain very little other than to maintain the status quo.

The Japanese, for example, may find it to their best interests to continue the treaty in force as it stands. This does not appear likely for several reasons. First, our policies have been primarily aimed at the destructive nature of a high seas net fishery per se. Also it appears that one of the hidden costs involved in packing fish in the mid-Bering Sea is that the fish are generally smaller. This year, for example, preliminary reports have it that the Japanese packed 14 fish to the case, while the U.S. processors using machine filling packed only 12, and hand-filled cases required 11 fish per case.

We appear to have proceeded on the assumption that if a compelling case could be made against high seas net fishing, the Japanese would politely withdraw from the North American fisheries entirely. To assume this does not seem to be realistic. They may, on the other

hand, extend the treaty for a limited period, subject to constant adjustment, and gradually penetrate the areas east of the provisional line.

Our position would be this: if we protest too vigorously, the Japanese would say if this treaty is to be a constant source of irritation, we had better cancel it at once, with the chilling probabilities that the ensuing season would see the Japanese in the mouth of Bristol Bay. Our negotiators could not take that chance, or they may elect not to extend the treaty on any terms, most especially since segments of our industry have made strong efforts to convert what is substantially a conservation treaty into a commercial one.

A fourth possibility is that they may press for a reconstructed International North Pacific Fisheries Commission by broadening its powers to roughly parallel those held by the International North Pacific Sockeye Commission; create, in other words, an international regulatory body. This alternative is particularly dangerous. But to a degree the United States will be the poorer if any of these electives are followed. And to our notion, we will be guilty of a betrayal to our children if we ever conceive that the Japanese have any right of fishery on North American salmon at all.

Another possibility occurred which should not be too readily discounted. Two years ago we entered into preliminary discussions with a representative of a very large Japanese fishing concern wherein we offered to sell raw salmon to them at prices somewhat advanced over those now being paid in Bristol Bay if they would abandon their pelagic red salmon fishery. The salmon industry went into a tailspin when the word got out, and in the resulting glare of unfavorable publicity which this unique proposal received, the Japanese withdrew. But it seems to us that had we been able to establish a commercial tie with these Japanese within the framework of the present treaty and consequently had been able to relieve the pressures on these fish in the oceans, that any subsequent attempts on their part to take salmon with their own nationals in U.S. management waters would certainly have placed them in a most unfavorable light. Certainly worse than anything which might result today.

This is a very brief, but we hope very lucid and realistic, appraisal of the situation as it exists today. What can we do? How can we save ourselves? We might divide our defenses—and it would be unrealistic to call them anything else—into two distinct phases. The first phase would be Federal activities of various sorts—S. 502 would be an example of this phase—while the latter would be designed to improve the domestic situation; to batten down our hatches, if we may use a maritime term.

Looking first at the former phase, we have been struck by what appears to us to be a most curious omission in the literature of Japanese fishing statistics. Nowhere in these voluminous reports do we find any reference at all to packing costs, not even in the most general terms. Following this interesting path, we discovered almost at once that none of the International North Pacific Fishery Commissioners had any insight into these costs, and they had made efforts to secure them. Then I had an opportunity, while engaged in debate with an official of the Japan Fishery Agency, to ask him directly for this information. He promised to procure it for me under circumstances which gave me confidence that he was completely sincere. But a few

months later when I saw him again he was evasive, quite insincere, and would not give me the information desired.

It appears, in other words, that the Japanese are guarding this information rather closely. Why? There may be one very good reason. Imagine a competitive enterprise—and fishery products are extremely so—where you pay more for your raw material than your competitors charge for their finished product; when you must additionally pay all of the charges associated with processing, insurance, freight, and so forth, and top it off with a 15-percent duty and offer it to the public at a competitive price. It just isn't possible. But this is precisely what happened last year when the Japanese bought 400 tons of round frozen salmon for processing in Japan. This also is what happened last year when the Japanese contracted in advance of the season for the total sockeye production of the halibut producers co-op in southeastern Alaska.

In the involved and complex world of international trade it sometimes is advantageous to offer loss-leader goods. Essentially this is what we believe the Japanese are doing, in violation of our antidumping statutes. It would seem appropriate that any foreign firm desiring to offer goods for sale in the United States should be prepared to show our Commerce Department that they are not dumping in our domestic markets. Otherwise our antidumping statutes can have very little meaning.

The Japanese appear to have about 1½ million cases of red salmon on hand. This figure includes their carryover from 1960.

Senator BARTLETT. How many cases?

Mr. MOORE. One and a half million. The domestic salmon market is extremely slow and very soft. Buyers are waiting for Japanese opening prices. And in the meanwhile some desperate processors are offering red salmon for as little as $32 a case, which for a low-volume processor is a bankrupt price.

So, even without the conservation aspects of this problem, the Japanese activity is dampening the domestic market far beyond that which was contemplated in the 15-percent duty. We believe that a thorough investigation of this pricing situation may turn up some very interesting and useful information which may suggest possible avenues of approach.

Turning to domestic defense, we find that the population pressures which are affecting world decisions every day are becoming a significant factor even in Bristol Bay. We have been engaged in legislative activities aimed at curtailing nonresident participation in this fishery in order to protect the health and welfare of the Bristol Bay economy generally. Nothing is static, and this clearly buys us only a few years at best of respite, for we are raising the next generation of Bristol Bay fishermen, and the day is fast approaching when the resident fleet will be too large to operate economically. When this day arrives, our position will be analogous with that found in portions of the southern agricultural districts, and Bristol Bay will enter a long, chronic twilight of economic depression all the more serious because of the interception of our fish on the high seas.

We believe that our own prudence requires that we immediately begin an intensive vocational training program with the twofold purpose: first, we must train our young people in the fishing arts so they

may become truly professional both in technique and in attitude. But even more important, we must recognize the youngsters from the villages are destined for a fisherman's life as surely as the sun rises in the east simply because there is nothing else open to them. So we must divert those people who would prefer careers on land.

This educational program could be financed to a degree by local government. But because of its unique nature, we would seek a considerable degree of financial assistance.

Tied in with the school program we believe that at least a token effort should be made to exploit the Bering Sea for fish other than salmon. This would lead to a double benefit. We would obviously broaden our economic base, which is desirable in any case. But more than that, we would assert American rights in our own waters where now only Japanese and Russian fishermen may be found. It seems to me to be a shocking statistic that the Japanese have taken an amount of fish out of the Bering Sea this year roughly equal to the entire Pacific fishery of the United States.

They have taken something like 1.3 million tons of fish out here.

Senator BARTLETT. From the Bering Sea?

Mr. MOORE. Yes, sir.

Senator BARTLETT. That is an amazing figure, and one that ought to cause us concern.

Mr. Moore, you said that the Japanese holdover of salmon stock is on the order of a million and a half cases?

Mr. MOORE. No. The current inventory is about a million and a half cases.

Senaor BARTLETT. Including this year's pack?

Mr. MOORE. Yes, sir.

Senator BARTLETT. Was there any carryover from 1960?

Mr. MOORE. Yes, about 150,000 cases of red salmon, as I understand it.

Senator BARTLETT. Very small.

Mr. MOORE. It wasn't very large.

Senator BARTLETT. It seems to me, if my memory serves, that either at San Rafael, Calif., or Seattle, we were told, the committee was told, that the Japanese ability to sell its red salmon in countries other than the United States makes our bargaining position more difficult; that they have an increasing market for this fish. Is that your understanding?

Mr. MOORE. It depends, I would say, Senator, on what the Canadian situation might be. This year, the Canadians have a million cases of salmon on hand to sell also. Of course, a prime market for the Japanese goods lies in Great Britain, but Britain must first take fish from Canada under some of her Commonwealth obligations. Consequently, the Canadians will probably fill that market and then possibly even buy Japanese goods for domestic consumption. They have done that before.

Senator BARTLETT. A million cases will satisfy the British market?

Mr. MOORE. I don't know what would satisfy the British market.

Senator BARTLETT. I would think so, given their population. I don't know, either.

You said that the salmon industry—by that I take it you mean the U.S. salmon industry—went into a tailspin when the negotiations

were proceeding for the sale of raw fish to the Japanese for processing by them?

Mr. MOORE. That's right.

Senator BARTLETT. Why did they go into a tailspin?

Mr. MOORE. Because they don't want the competition.

Senator BARTLETT. Would they be worse off with that competition in that form, or from Japanese imports?

Mr. MOORE. I don't think so, Senator. You see, one of the salient points of our discussion with the Japanese involved a considerable increment in fish prices. The price that we tentatively had set upon with the Japanese was 25 percent—30 percent—higher than the price that the local processors were willing to pay.

Senator BARTLETT. It wasn't a setoff between this form of processing or competing with Japanese-caught fish on the American market. It was much larger in extent because it would have involved in all probability a payment of much higher prices to American fishermen in Bristol Bay.

Mr. MOORE. That's right.

Senator BARTLETT. Are red salmon produced anywhere else in Alaska?

Mr. MOORE. To a limited degree in Prince William Sound, and in Cook Inlet. There are a few red salmon taken in southeastern Alaska, but it is not a significant fishery.

Senator BARTLETT. Take Prince William Sound or Cook Inlet. Are the prices paid for red salmon there the same as here?

Mr. MOORE. No, sir. The prices paid in both places are between $1.45 and $1.50 per fish. The price paid here this year was $1.

Senator BARTLETT. Why that differential?

Mr. MOORE. We think primarily, Senator, because our bargaining position yet is fairly weak. We are confronted here with a concentration of very big, very strong companies who tend to stand together pretty much in these bargaining things, and in these other areas where the prices have advanced, the characteristic pattern there is a number of smaller processors who have bid the price of fish up in order to stay in business or to get in business.

Senator BARTLETT. Has it been historically true——

Mr. MOORE. Yes, sir.

Senator BARTLETT (continuing). That there has been a huge differential between the price paid for fish here and the price paid for the same kind of fish elsewhere in Alaska?

Mr. MOORE. That is true.

Senator BARTLETT. What kind of fish moves most readily on the market? Red, pink?

Mr. MOORE. That is a hard question to answer because it all depends on price.

Senator BARTLETT. Red salmon is the most expensive.

Mr. MOORE. The red salmon is the most expensive; yes, sir.

Senator BARTLETT. Likewise it is considered to be the most desirable salmon; is it not?

Mr. MOORE. Yes.

Senator BARTLETT. What does a case of red salmon bring now?

Mr. MOORE. The current wholesale prices are running between $32 and $37.

Senator BARTLETT. Do you know what the price is for pink?

Mr. MOORE. Yes. I would say the range there is $26 to $29.

Senator BARTLETT. If there is a lot of money available they will buy the red first?

Mr. MOORE. Yes.

Senator BARTLETT. We have been hearing a lot of talk as we have gone about—and we have had some going about already on these hearings, several thousand miles—about a new net that the Japanese are using or are going to use, and it has been referred to as a transparent net. I fear that we haven't asked enough questions to determine just what this new net is. Can you enlighten us?

Mr. MOORE. This is what they call a monofilament net. It is made of material exactly like the material used in sport fishing tackle, monofilm fishing lines, this sort of thing. It has been outlawed in Oregon and in Washington, and also in the State of Alaska.

Senator BARTLETT. Why?

Mr. MOORE. Because it is felt to be too efficient. Monofilament netting is not as strong; the twines and the material in the monofilament is not as strong as a multiply net which we are accustomed to using here. For that reason the monofilament nets do not work well for king salmon, because king salmon are big fish and strong fish and they are vigorous when they strike a net and they will break the twine and escape.

A gill net fishery in southeastern would be confined primarily to pink salmon. Fishing there is done in clear water. There would be some very serious problems raised.

If I might back up; you see, Senator, the southeastern salmon fishery is not unlike the salmon fishery that we have here divided between the American fishermen and the Japanese fishermen. In southeastern the seiners get the fish first outside and westward. As the fish work in past the islands and get to the inside channels and whatnot and into the gill-net areas, then the gill netters get a crack at them. In other words, there are several fisheries mounted on the same race of fish as they move through the areas.

Senator BARTLETT. And there are a few traps left to take a bite.

Mr. MOORE. And a few traps left to take a bite; that's right. The introduction of monofilament gear, which would take large numbers of pink salmon, makes a very serious management problem, so that monofilament has been outlawed.

As far as Bristol Bay is concerned, no one here has seriously proposed using it because much of our fishery here is in muddy water. The only advantage monfilament would have is that it is transparent. In muddy water it doesn't make any difference whether it is transparent or not.

Senator BARTLETT. Are the Japanese using this now?

Mr. MOORE. They experimented with it this year.

Senator BARTLETT. What is the theory here; that the salmon may see——

Mr. MOORE. The salmon can avoid the net. Of course, they will. They will swim around a net here.

Senator BARTLETT. But the new one isn't so readily seen?

Mr. MOORE. That's right.

Senator BARTLETT. And balanced against that must be the calculation that they may get in and break the net?

Mr. MOORE. Let me say, Senator, that the Japanese gear generally is much, much lighter than our own. In 1957 I wrote a letter to the Japanese, appropriately on the 7th of December, wherein I expressed admiration for their wonderful efficiency on the high seas, and I asked if it would be possible for me to test a sample of their high-seas web here in Bristol Bay.

Of course, the Japanese are businessmen and they sensed a sale and naturally they sent me, fairly inundated me, with samples of twine, netting, something like Armenian rug merchants, when it comes to this sort of thing. The post office was full of all kinds of samples for a long time and I did try some of their web. By comparison, I may say that a shackle of standard Bristol Bay web weighs roughly 10 pounds. This web weighed 2½ pounds. This is the wad of netting that is involved, you see, in a hanging net. In other words, it weighed about 25 percent as much as ours. It was just as large but the twine was so much finer, and the netting was gossamer.

I tried it the next year and very quickly abandoned it because it wouldn't hold the fish. The fish would strike it and break the twine and go on through. The twine was so small and fine that they cut fish, but then the fish struggled, broke the knot and away they would go.

If this is what the Japanese are using in the oceans, and I'm sure it is, it is not surprising that we see so many net-marked fish here. This summer, for example, we reached the point at the end of the season when I looked for—every large fish I saw—I looked for a net mark on the top of the head and invariably I found one. We wonder, of course, about the small fish that either didn't survive or that the Japanese took.

Senator BARTLETT. Mr. Moore, you said, as I recall, that certain interests are attempting to convert that which is intended as a conservation treaty into a commercial one.

Mr. MOORE. Yes.

Senator BARTLETT. What did you mean?

Mr. MOORE. Article IX in the Convention, Senator, would appear to forbid the traffic which we contemplated when we were talking of the Japanese. Article IX says, as nearly as I can recall, that no one of the contracting parties may process fish, or handle fish, or transport fish in the zone of abstention. A very clear interpretation of this would mean that the Japanese could not send a refrigerator ship to Bristol Bay to pick these fish up. Why this was written into the treaty I'm not sure. I have never had an opportunity to talk with anyone who was involved in writing it.

But the industry people pointed to this particular article when they were attacking our preliminary discussions and they said: What you are proposing to do is illegal, it says right here in the Convention. So it does. However, I had received some assurance from various quarters which I would prefer not to mention, if I may not, that this treaty was essentially a conservation treaty; that the minute we attempted to use this treaty in a commercial manner we would be discrediting it, and we would then be exposing ourselves to abrogation by the other parties if this tended to work a hardship on them. Consequently we were assured that that article would not be interpreted as strictly as it would appear to be.

Senator BARTLETT. Mr. Moore, you are familiar, of course, with the bills introduced in the 87th Congress by Representative Rivers and by Senator Gruening—H.R. 5301 and S. 1230, similar but not identical bills—providing for amendment to the Saltonstall-Kennedy Act giving additional funds for fishery research and rehabilitation.

Mr. MOORE. Yes.

Senator BARTLETT. Preliminary hearings have been held upon the Senate bill at least; I guess not in the House.

Mr. RIVERS. No, sir. We were waiting for the Senate report.

Senator BARTLETT. Fishery States generally have indicated an interest in this legislation and have supported it, although I must say that the main testimony in its behalf came from Alaska, and there is an obvious need for further evidence as to the need for this type of law which would provide for an allocation under a reasonably complex formula of something over $3 million and ultimately to all the States having fisheries. In your opinion, is this legislation desirable and/or necessary?

Mr. MOORE. I would say, Senator, that this proposed legislation is of extreme significance to us; that it would be of the utmost value because the present research funds simply are inadequate. And what Congressman Rivers is proposing to do, and Senator Gruening, is give us more research money. This is what it amounts to.

Senator BARTLETT. On a continuing basis.

Mr. MOORE. Right.

Senator BARTLETT. I mentioned awhile ago the fact that over $7 million had been appropriated for salmon research for fiscal year 1962. We don't know what the appropriations will be for the following fiscal years. They may be more, they may be the same, they may be less. I would suspect they may be less because a considerable amount of this $7 million was for the so-called crash program in connection with North Pacific research prior to the 10-year date on the Japanese-Canada-United States treaty.

Mr. MOORE. 1963. I would like to comment on that if I might, briefly, and that is that several witnesses have already mentioned the King Salmon base here. I would like to point out, Senator, that one of the reasons why this State is not handling this research is Bristol Bay, why the State has had to relinquish the research investigations in this program to the Fishery Research Institute and to the Federal Government, is because they do not have the space, they don't have the facilities. As Gunnar said, you can't manage a facility and do investigations with your bare hands.

It would seem to me to be a very useful and worthwhile thing for our delegation to look into the matter of the King Salmon base and find out why we can't mount our own investigations here; why the State can't participate in these funds. Why do we have to contract for these outside colleges and with the Federal Government for this work? I don't think it is proper.

Senator BARTLETT. There is a three-way difficulty, of course—State, Federal Government, and the Fishery Research Institute.

Mr. MOORE. That's right.

Senator BARTLETT. Removing myself from the role of presiding officer of this hearing into another role, I'll say that there is one great difficulty with the suggestion you make that the members of the

Alaska congressional delegation devote themselves to doing that which might be needed to be done, to have Federal property turned over to the State under the terms of the existing law, and that is that it is a full-time job; it is an important job. We have a diversity of jobs. I think that all of us would freely acknowledge that we couldn't give the kind of service in this connection which is essential.

After saying that, I will add that, in my opinion, the Alaska Omnibus Act, sequel to statehood, which contemplated, among other things, the transfer of these properties to the State government, had an intent which has not been lived up to. It is only natural that a Federal agency, being possessed of property of various kinds, will want to keep it. I think, personally, that the effort in respect to divestment must not be concentrated on a particular department or a particular bureau of the department, but instead upon the Bureau of the Budget where this omnibus bill was drafted, and this is a Bureau that has a certain authority over all departments of Government, and I think effort should be concentrated there because otherwise I think we will just go round and round and will not get too far.

Mr. Moore, one last question. I take it from what you said that you are not too optimistic about the chances for developing alternate industries in this area and that almost exclusive reliance will have to be placed upon the fishery, or did I misstate you?

Mr. MOORE. No, Senator, I think you are quoting me quite correctly. We are engaged at the present time in an area redevelopment evaluation program here. We have a committee functioning at the present time which is attempting to evaluate our situation and our circumstances and perhaps find some new economic basis.

But the resources, the natural resources of the area, while we may have oil and minerals of various sorts, the most obvious resource here is this tremendous fishery potential of all sorts, not just salmon. It is, I think, worth while noting, Senator, that this year for the first time the world fishmeal production has exceeded a million tons. A million tons is an awful lot of fishmeal. I hate to think how many shiploads that might be. There is no reason in the world why Bristol Bay could not become a fishmeal-producing area.

I would like to invite the attention of the committee to the situation that has gone on in Peru. In 1957 Peru had an annual production of fishmeal of something like 20,000 tons. This year it is 600,000 tons.

Senator BARTLETT. How did they do this?

Mr. MOORE. They had anchovies on hand. They have the resources. When the movement and development was begun, industry came into the picture and industry began putting the meal plants in. It took some doing. It took some American know-how to get them started.

Senator BARTLETT. Any foreign aid involved?

Mr. MOORE. I do not believe so. There was some private enterprise involved. We sent a fishery team down there in 1957, and they saw the potential and called people's attention to it and got the thing started.

What we would like to see here, Senator, quite frankly, is a large research center, a pilot plant, perhaps, for processing some of these other fishery products, and a good technological school where our youngsters can learn the business. These things are basic.

The community here is not a poor one. As you drive down the road and look over the river and observe these salmon canneries, it seems that we have the income here so that we could afford to help sponsor and sustain such an enterprise. With a proper investment and a proper start I think that we might well point the way to a good program, not only in defense of this international problem but to rehabilitate and build up the whole west coast of Alaska.

I think all of us are aware that the whole coast is in trouble every place; and chronically so, because gold mining is gone, the trapping is poor, and there is just nothing unless we turn to these natural resources which are available to us.

Senator BARTLETT. What you say makes very, very good sense indeed.

I'm going to ask one more question. To your knowledge, do the American packers buy and relabel and sell on the market any of the Bristol Bay salmon taken by the Japanese on the high seas?

Mr. MOORE. Senator, if any processor buys red salmon from the Japanese the odds are that he is buying salmon of North American origin. The answer is "Yes." I could name several companies that I know who absolutely, buy Japanese fish, and I suspect that they all do to a greater or lesser extent. They all do for this reason; that they have to maintain a competitive position. In other words, any one of these jobbers or brokers that goes out offering goods, a line of goods, a line of fish or a line of shoes or whatever it might be, has got to have a complete line to offer to his clients. Japanese fish have gotten into the market now in such quantities that I'm sure that all brokers handle it.

Senator BARTLETT. Do the labels disclose the origin?

Mr. MOORE. Senator, I can't answer that question. I don't know. It seems to me that there is some question about the goods being relabeled in this country.

Senator BARTLETT. This raises a whole series of questions in my mind, but I won't ask one of them.

Congressman Rivers?

Mr. RIVERS. Denton, when you said that our packers do buy salmon from the Japanese, are you talking about salmon in unlabeled cans?

Mr. MOORE. Yes, sir.

I may say quite frankly that one of the things that has occurred to us is that some day, particularly if the Japanese do begin shipping in Bristol Bay, some of the American processors may find it is more economical to buy the processed fish from the Japanese rather than to try to pack it themselves. This, of course, if this would ever occur, would leave the economy of Bristol Bay flat on its back.

Mr. RIVERS. That would be a case of importing foreign processed materials, amounting to an exporting of our jobs for our people here.

Mr. MOORE. That's right.

As to the shrimp tariffs, it is worth while pointing out that the Japanese right now are engaged in sending some 15,000 cases of shrimp from the Bering Sea into the United States. They are a new processor of shrimp. This is the first year they have done any shrimp work. They joined with some 50 or 60 other countries that are sending shrimp into the United States.

Mr. RIVERS. Is there any import by our packers of the raw salmon, the raw material in frozen form or anything like that to be canned in this country?

Mr. MOORE. There is some from Canada but not from Japan.

I would like to say this, too—I'm taking an awful lot of your time but I don't get many chances like this.

Senator BARTLETT. It is your testimony.

Mr. MOORE. One of the reasons in my prepared statement I mentioned the fact that the Japanese are probably selling salmon in this country below cost. Let me tell you why I think this is so.

There are five major Japanese canning companies, and every one of these companies is involved in whales, tuna, in octopus, and also in salmon. When they come to the United States with a line of goods, the one big profit item they are trying to push and push hard is tuna. Until very recently they have had things pretty much their own way. Our tuna industry was flat on its back. But then these gentlemen invented the power block, and the power block made possible these tremendous seines which the converted tuna clippers are using as seiners. The Japanese can't begin to hand-line tuna as cheaply as we can seine them. So our industry, our tuna industry, has now put the Japanese tuna packers right on their backs. So, in order to move tuna, we suspect that they are offering salmon at a cutrate price, saying something like this: "If you want 10,000 cases of this nice cheap salmon, you're going to have to take 100,000 cases of tuna along with it or no deal." Just as simple as that.

Also there is the problem in this country of paying the loggers in southeastern Alaska in yen. It is very hard for a logger in Wrangell to cash a check that is made out and payable in yen. In other words, the Japanese have got to have dollars. And the only place they can get dollars is in the United States and the only way they can get it is by selling something to us. Our trade balance with Japan the last time I had any figures was about two to one. Surprisingly, we were selling them twice as much as we were buying back, which left a very large deficit in their balance. This may be another reason why they are dumping fish in this country.

This business of the Japanese packing costs is very important and somehow or other we should be able to determine what their actual costs are, but we cannot.

Mr. RIVERS. May I ask you what do you think of the refusal of the Japanese to divulge their packing costs?

Mr. MOORE. I think, Congressman, that they are afraid that we will invoke the antidumping statutes.

Mr. RIVERS. Does the transparent netting which you mentioned, and with which the Japanese are experimenting, pose an augmented threat to the Bristol Bay fisheries?

Mr. MOORE. Absolutely. Anything that would make the Japanese fishery more efficient will pose a threat.

I would like to say this: As matters stand at present, the Japanese are paying more to their nationals for red salmon than our packers are paying here to American fishermen for red salmon.

Mr. RIVERS. More than a dollar a fish?

Mr. MOORE. That's right. They are paying 396 yen, which is $1.11 in Japanese, and the fish are smaller. And the reason that the prices

are so high is because of the tremendous costs faced by the fishermen on the high seas. So, anything that will make the fisherman's job easier or more efficient inevitably will result in a lowered fish price to him and consequently a lowered cost to the processor.

Right now we feel that we have them over the barrel on the question of costs, on an antidumping charge, and that the economics of this high-seas fishery are such that they are going to solve themselves.

Mr. RIVERS. You spoke of the smaller fish. Is that because the Japanese use smaller mesh than we do?

Mr. MOORE. Yes, to a degree, but also they get immature fish. They get fish that aren't ready to run yet, that have another year to grow.

Mr. RIVERS. They are farther away from the spawning grounds and so they probably grow a pound or two en route?

Mr. MOORE. That is true. And also the Japanese are taking fish which are immature and have another year or two to grow. In other words, they are processing fish in some cases that run as high as 20 to the case.

Mr. RIVERS. What I was getting at is, Does the mesh of the nets that they use go under what would be allowed under our conservation practices here within the 3 miles?

Mr. MOORE. No, we wouldn't permit it. There is also this other thing, and that is that the Russians probably wouldn't permit the Japanese to use it, either.

Mr. RIVERS. If they were using that mesh in our waters, would that be a violation of our regulations?

Mr. MOORE. Yes, sir.

Mr. RIVERS. If they used the same mesh we use, a lot of those smaller fish would get through?

Mr. MOORE. That is true.

Mr. RIVERS. I can't help wondering why we can't prevail upon them to use the size mesh which we are limited to and which would aid in the conservation and make a better utilization of the resource.

Mr. MOORE. The Russians, as a part of the annual negotiations with the Japanese, write a mesh specification, so much percentage of the gear may not be smaller than 63 millimeters. And also the Russians spell out in their negotiations that a certain percentage of the fish shall be taken in this zone, and a certain percentage shall be taken in this zone, the emphasis being to push the Japanese right up against our line.

Mr. RIVERS. That is good maneuvering.

I would like to ask about one more subject. I want to refer briefly to a bill numbered H.R. 7298, to amend the National Labor Relations Act, to enable the fishermen who are not connected with these marketing cooperatives to bargain collectively on the sale of their fish. Senator Bartlett introduced a bill, by request, on the Senate side, and at the request of a few fishermen in southeastern Alaska I introduced one on the House side. That has brought repercussions. It seems that down in Dillingham the objection seems to be that they fear that this would open the door for the AFU perhaps to wedge in to a greater extent than presently prevails.

I might, before I ask you for your comments, say that the National Labor Relations Act, the Taft-Hartley amendment thereto, has certain exceptions. This would add one more exception. This would

say that the people who were working on shares in connection with a boat, which the law has construed to be partly ships or self-employed individuals, not employees at all under the purview of the National Labor Relations Act, could, for the purpose, have several votes banding together to negotiate the price of fish; do so without forming a cooperative, and still not be in violation of the antitrust laws. That was the intent of the proposal. It was designed to help a few boatowners that work in smaller fisheries in Bristol Bay, and Bristol Bay apparently is pretty well taken care of through its marketing co-op.

I would like your comments on that bill.

Mr. MOORE. Congressman, I haven't, to be perfectly frank with you, studied it. I have heard some comment about it. And the comment I've heard about it was centered around the fear that a seine crew, let's say—these are two-man boats here, so this isn't a problem—this is a larger vessel, halibut or seine boater——

Mr. RIVERS. In other fisheries.

Mr. MOORE. Right.

The question arose there as to how the thing would work if the crew on a vessel decided not to accept the price which a skipper had been offered by a buyer. This would seem to us perhaps to contradict some of the basic tenets of maritime tradition.

There are a lot of questions that we haven't really gone through in the thing. But it does raise some very perplexing questions which we are not sure how to answer.

Mr. RIVERS. My approach to this was that it is not so much that the members of the crew wouldn't agree with the skipper or that a single vessel couldn't arrive at agreement for the sale on one particular trip, but that they can bargain for the whole season in advance. That is where the thing would be expanded. And further, that a group of these vessels, four or five, could band together and then collectively bargain for the sale of the whole pack of this group of little vessels, or of vessels that are engaged in a smaller fishery than the one we have here.

Thank you for your observations. I'm gathering all the comments and criticisms I can on this particular legislation because if it is not wanted it is easy enough to have it tabled or let it die with the Congress.

Senator BARTLETT. Thank you very much, Mr. Moore, for a splendid statement.

Mrs. Janice Moore, please.

We are very glad to have you with us.

STATEMENT OF MRS. JANICE MOORE, NAKNEK, ALASKA

Mrs. MOORE. Thank you, Senator Bartlett. It is a pleasure to be here.

Mr. RIVERS. I join in the greeting.

Mrs. MOORE. It is nice to meet you, too.

Senator BARTLETT. We would be most pleased to hear from you as to the life and times of a fisherman's wife.

Mrs. MOORE. After all these things everybody has told you, the suggestions and everything, I don't have very much to offer. It is just largely personal economics, and I suppose that most women feel the same way. We have six children. Our families depend on the fish

for proper food and clothing. If this resource should be depleted by the Japanese or in any other way, then there we are with nothing to raise them with, since there is no other means of livelihood in this area. That is just about all that I have to tell you.

Senator BARTLETT. Then I'll ask you a question or two, but I'll not make the mistake I made before with the other lady and ask when you were born.

Where were you born?

Mrs. MOORE. Montana.

Senator BARTLETT. How long have you lived in Alaska?

Mrs. MOORE. Since 1947.

Senator BARTLETT. Where in Alaska have you lived?

Mrs. MOORE. Clark Point, on the Nushagak, for 2 years, and then on Lake Iliamna for 8 years, and here for 2 years. We were "outside" for a year and a half, when we were going to college.

Senator BARTLETT. Do you find life differs greatly here from that in Montana for a woman?

Mrs. MOORE. It is difficult to say. I have spent most of my married life here, with the exception of the year and a half we were in Bozeman. There isn't a great deal of difference.

Senator BARTLETT. Do you like it here?

Mrs. MOORE. Oh, yes.

Senator BARTLETT. How about the country as a place in which to raise children?

Mrs. MOORE. I think it is a fine place in which to raise children. They have an opportunity for more responsibility and they do have an opportunity to do the things that you probably did as a child that city-born children don't get a chance to do, chores and one thing and another to teach them.

Senator BARTLETT. You don't have to worry too much about their crossing the street and the danger of automobiles.

Mrs. MOORE. We have that danger to some extent. We have a lot of blind corners.

Mr. RIVERS. Will you yield?

Senator BARTLETT. I will.

Mr. RIVERS. And the Alaska schools are very good, Mrs. Moore.

Mrs. MOORE. Yes; I think they are very good.

Senator BARTLETT. In your conversations with other women, do you find most of them like this pioneer life, or do they submit to it with some reluctance?

Mrs. MOORE. Only very few of them complain about it, and they are the people who will take a trip outside and plan to live out there. Then you find them right back up here in a couple of years.

Senator BARTLETT. A chicken ranch doesn't look as appealing out there when they get there.

I think that you women who are in places like this in 1961 are pioneers in a very true sense because you are living on a frontier that is just as new, almost as raw, and waiting conquering, despite the presence of automobiles and airplanes today, as was the frontier encountered by the women who came here during the gold rush days. I want to congratulate you.

Mr. Rivers?

Mr. RIVERS. No questions.

KANSAS STATE UNIVERSITY LIBRARY
MAR 20 1962
MANHATTAN, KANSAS

I want to join you, Senator, in your congratulations.
Mrs. MOORE. Thank you. I appreciate your thoughts.
Senator BARTLETT. Who else would like to testify?

STATEMENT OF AUGIE ALTO, EGEGIK, ALASKA

Mr. ALTO. I am Augie Alto from Egegik.
Senator BARTLETT. We are glad to hear from you.
Mr. ALTO. What I was going to say was everyone knows that the Japanese are catching our fish, and yet they are trying to close our river down to where we can't make a livelihood. There are probably a few people here who know what the conditions are in Egegik, because our river is getting shallow, and the Fish and Wildlife made a suggestion to close our fishing area down. From the former sailing days when we used to sail and catch fish by sailboats, we fished this area, and we still like to fish it and not have it closed like they are trying to do. That is what I'm representing Egegik residents for.
Senator BARTLETT. How much of an area do they propose to close—do they want to close?
Mr. ALTO. At least close to 10 miles, I think.
Senator BARTLETT. Where?
Mr. ALTO. From the south marker to the buoy, and from the buoy 1 mile in.
Senator BARTLETT. For how long?
Mr. ALTO. I don't know how long. Once they close the river, sometimes it stays closed a long time.
Senator BARTLETT. How is the escapement there this year?
Mr. ALTO. Very good, according to Mr. Dean Paddock.
Senator BARTLETT. How was the catch of fish there this year?
Mr. ALTO. Very good.
Senator BARTLETT. How many people depend on that fishery?
Mr. ALTO. There are about 70 people there that live there now who depend on fishing for livelihood.
Senator BARTLETT. How many people in Egegik?
Mr. ALTO. Seventy.
Senator BARTLETT. I mean the total population.
Mr. ALTO. Right. All winter long.
Senator BARTLETT. They all depend upon fishing?
Mr. ALTO. Yes, sir.
I'm advised that the winter population is 175, counting the children.
Senator BARTLETT. Where were you born?
Mr. ALTO. Egegik.
Senator BARTLETT. You lived there all your life?
Mr. ALTO. Yes, sir.
Senator BARTLETT. You are a fisherman?
Mr. ALTO. Yes, sir.
Senator BARTLETT. Have you ever done anything else?
Mr. ALTO. Trapping.
Senator BARTLETT. Fishing and trapping?
Mr. ALTO. That's all.
Senator BARTLETT. If you don't have those to depend on, you don't make any money?
Mr. ALTO. Yes.

Senator BARTLETT. You like it there and want to live there and continue to fish?

Mr. ALTO. I have five children.

Senator BARTLETT. You need to fish?

Mr. ALTO. I need to work and fish. I don't want to fish in such a small area that my nets are going to be on top of the bar.

Senator BARTLETT. What is the average income of a fisherman over there, would you say?

Mr. ALTO. Well, a couple of years ago I made $25,000 fishing.

Senator BARTLETT. How about last year?

I'm looking at you with pure envy for that year, in reference to that year only.

Mr. ALTO. Some years are good and then you get them bad ones.

Senator BARTLETT. Some years you don't make much money at all?

Mr. ALTO. That's right. You only make $7,000. At the rate that grub costs nowadays up here in Alaska, $7,000 doesn't go very long.

Senator BARTLETT. Not with five kids eating away at it.

Mr. ALTO. No.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. I was going to ask you, Mr. Alto, if the catch was good in the Egegik River this year, and the escapement was good, and if the seeding of the spawning grounds is adequately served, have you been told what the reason would be for closing that?

Mr. ALTO. That is what I would like to know. Why do they want to close Egegik?

Senator BARTLETT. We are trying to find out.

Mr. RIVERS. Based on your experience, based on your observations, you don't think that it is necessary to do so?

Mr. ALTO. I don't think they should even close this because we have been fishing that way since the sailing days. I fished there, and Dick Williams—he is dead now, and so are a lot of other people.

Mr. RIVERS. That answers my question, Mr. Chairman.

Senator BARTLETT. Are you worse or better off with power?

Mr. ALTO. We are better off with power.

Senator BARTLETT. Thank you very much.

Who is our next witness?

STATEMENT OF FREDERICK W. TIMM, EGEGIK, ALASKA

Mr. TIMM. My name is Frederick W. Timm. I'm from Egegik also. Our south boundary is approximately 40 miles from Ugashik at the marker now. Our north boundary is 40 miles from Naknek, approximately.

The way he wants to cut our fishing area is approximately, I would say, 9 miles from the south marker, and 1 mile below the north marker. That will take us exactly on top of the bars, so we can't fish there. Consequently, we have to go inside the river to fish, and we have nothing but flats and bars in there, also.

If you go there in a power boat on low water, you can't hardly move into where—in fact, you can't go nowhere inside the river except a small channel, and you have the set nets to contend with there. On the outside they have set nets. So we have just a small narrow channel to go there, until you hit a flat, and then you are stuck.

I don't think he wants to close our river for conservation because this year he opened the river way up to Eggland, which was approximately 7 miles above the boundary. He also waived the 48-hour notice for the people coming from other areas into our area to fish. And they came down there—we heard them on the radio, if they wanted to come from Naknek, which many of them did, they said, "I'm going to Egegik to fish." The fellow in the cannery said, "Just notify the scow that you are there so they can pick up your fish."

If he was going to close it for conservation of the fish he wouldn't let all of these people come in there. I can't see it. If he wants to close it where he wants to, we will have so much congestion the fish won't get through. For all these set nets and all the boats that have to fish inside these small channels, there is no other place to fish.

Mr. Paddock—I heard one of the fellows say who talked to him about it—he said, "I don't give a damn—" if the ladies excuse me—"I don't give a damn if they don't fish nothing but high water." Those are the words he used. So I don't think it is for conservation of the fish that he wants to close it. There is some other reason.

Senator BARTLETT. What, in your opinion, might that reason be?

Mr. TIMM. I have only been up here 2 years this last time. I was up here 20 years ago. We lived here for 5 years. Of course, we had to go out on account of my wife's health. But I have been coming up from outside fishing some. This is only my second year here again.

I understand the first cut was taken over at Nushagak. He cut a chunk of the area away over there. Now Bob Martin—I have never had a chance to meet him; he is from Ugashik, and he closed their outside fishing area down there, for what reason I don't know, he closed it. I talked to one of the men from Ugashik last night. I said, "Were you there when he held the meeting to let you fellows know he was going to close this outside area?" He said, "No, he never held a meeting of any kind. He just took it upon himself to close it."

I understand he is on this fishery board. Now he starts closing Ugashik, and now he wants to close Egegik. It won't be long before he wants to get up to Naknek and wants to close Naknek, too.

Senator BARTLETT. Who is he?

Mr. TIMM. Mr. Paddock, Mr. Dean Paddock. He said himself that our fish go clear to Naknek. That is, a wedge will be driven into Naknek people here, because if he closed our area, the next place he will say, "You fellows are catching Egegik fish." Then he can say, "We will close a part of Naknek, too."

Senator BARTLETT. Does that conclude your statement?

Mr. TIMM. Pretty well.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. I have no questions.

Senator BARTLETT. I'm going to tell you, Mr. Timm, why we are not asking you questions. I think I should explain this quite carefully. This deals exclusively with a matter in the jurisdiction of the State government. And thank goodness the Federal Government has nothing more to do with it. In the old days members of a congressional committee would have voiced your complaints to the Fish and Wildlife Service, because that was under the control of the Federal Government then, the fishery was. Now it isn't, and I think we are

all glad of that because we have statehood and you have your right to make your beefs known to the people at Juneau.

I shall, however, at this time invite, but not insist, upon Mr. Paddock making any reply he cares to.

Do you care to be heard, Mr. Paddock?

Mr. PADDOCK. Yes.

Senator BARTLETT. Will you come forward, then?

Thank you, Mr. Timm.

And again I'll say that I'm inviting a State official here only to complete the record on this subject, because we must draw a very careful line between Federal and State jurisdiction. I'm not one who is in a position, after all these years of insisting on State control, to try to reassert Federal authority.

STATEMENT OF DEAN PADDOCK, NAKNEK, ALASKA

Mr. PADDOCK. I am the area management biologist for the Alaska Department of Fish and Game in Bristol Bay.

In answer to the statements made by Mr. Alto and Mr. Timm, I would like to say that in the last few years—specifically the last 2 years the State has had control of the fishery—I have been responsible for this resource. The people of Alaska, through these constituted authorities, have made marked advances in fisheries management practices to enable the State to qualify for abstention under the terms of the treaty between the United States, Japan, and Canada. Representative Hammond has touched somewhat in his testimony on the atmosphere in which this situation presently finds itself, and it is true that it is the feeling of the American section of this treaty that our management, as representatives of the U.S. position, must fulfill some rather stringent qualifications. The Alaska Department of Fish and Game has endeavored to meet this requirement.

To qualify for abstention it is required primarily that the resource be under constant, continuing scrutiny to ascertain whether or not it is being utilized for maximum sustainable yield. And, furthermore, it is required that this resource be managed to attain that yield.

Granted that we are not presently in a position where we can say with finality what constitutes maximum sustainable yield, yet there are certain biological facts which are inescapable and which we must take into consideration in management practices. Basic among these is the matter of escapement.

I might say that the concept of maximum utilization which the department has adhered to cannot be divorced from the concept of optimum escapement, and the managing agency argues at present that its ideas are based only on the obtaining of the best possible escapement, including a builtin safety factor. This, sir, pertains directly to some statements, incidentally, made by Representative Hammond which are pertinent to this subject.

Of course, escapements as obtained depend upon the size of the run that finally materializes in the bay in comparison with the size of the run which has been predicted from all available biological facts. When we come down to the business of obtaining escapement, and in the same instance obtaining the catch from the run, we find that it is necessary for us to have a very close idea of the strength of the various stocks of fish which are present in the fishery at any given time.

Research carried out by the U.S. Fish and Wildlife Service and by the Alaska Department of Fish and Game has indicated an intermingling of stocks in Bristol Bay. For example, that in certain fisheries we have fish from neighboring rivers. For instance, in the Egegik fishery, research has indicated that at times we have present substantial quantities of fish from the Ugashik district, from the Naknek-Kyichak district. In order for management to be able to adequately utilize the run to a given area, to adequately protect that run upon occasion, or to protect the runs to neighboring areas, we have felt that it is necessary in some instances to change the historic manner of fishing in these areas. In so doing, there has never, upon any occasion, been any step taken which would jeopardize the successful prosecution of the fisheries involved.

In reference to certain statements made by Mr. Timm, I might state that restrictions have been imposed in various areas of Bristol Bay. In 1960, restrictions were imposed in the Naknek-Kyichak district in regard to area above and beyond what had previously been experienced. These were based upon the results of scientific research. Restrictions were imposed in the Ugashik region for the same reason. In both of these instances this was undertaken to separate the stocks of fish bound to other fishing districts.

In reference to the proposal which has been adopted by the Alaska Board of Fish and Game for consideration at its forthcoming session, I would say that it is the feeling of the department, and evidently also the feeling of numerous other individuals in the Bristol Bay area, who also submitted a similar proposal which had the endorsement of a large number of people from the Ugashik district and also from the Naknek district, that the Egegik fishery will not be unduly circumscribed in its manner of fishing under these proposed regulations.

At this time, sir, I would also like to bring to your attention a statement which has its source in the American section of the International North Pacific Fisheries Convention, which is to be brought to the attention of the Commissioners at the forthcoming Commission meeting in Tokyo. This statement has not yet been presented to them but has circulated among certain individuals who are concerned. I will read it, if I may:

> The gaps in our knowledge for management for abstention and maximum yield are becoming more apparent yearly. It is evident that the United States must improve considerably the understanding of the size and nature of the escapement needed to provide the largest yields and develop techniques for achieving the needed spawning as a regular thing. Most of our fisheries are based upon groups which obtain fish from different spawning grounds and even may have mixed species. Consequently either the fisheries must be changed or the especially complex problems of taking these mixed groups in a way which yield practical maximums must be solved, or both.

When the State assumed responsibility for Bristol Bay fishery, certain of these changes were begun. Reference has been made to the new Chichagof district. I might say here in the new Chichagof district no restrictions of area shall be made. However, certain subsections have been set aside to enable the managing agency to manage certain stocks of fish more efficiently. And in this connection let me cite the Igushik River, which is a tributary of Nushagak Bay, and upon certain occasions this stock of fish can be handled separately from the main stock of fish which is harvested in Nushagak Bay; namely, those fish destined for the Wood River lakes.

During the last 2 years, sir, the management of this Igushik fishery has permitted a harvest with a value of nearly one-quarter of a million dollars off of this stock, without endangering the stock at all, while protecting the Wood River stock. And this gain in the local economy would have been entirely impossible to attain if we were not following this objective of managing these stocks individually and separating the fishing effort upon various stocks.

The present proposal relative to the Egegik district is another step in this ladder of providing this fishery with the very best possible type of management, providing the fishermen with the highest economic yield, and thirdly, fulfilling our requirements under the international treaty. That concludes all that I have to say, sir.

Senator BARTLETT. My questions will be few. The hour grows late. As a matter of fact we are going to have to recess at 1:15.

Do you propose to close the area exactly as described by Mr. Alto and Mr. Timm, or is it proposed that that area be closed, because I don't imagine you have the ultimate decision, only the recommending power?

Mr. PADDOCK. That's right, sir. We merely make recommendations to the board of fish and game, in this instance a recommendation that this subject be considered by them at their final meeting of the year, which will come in Anchorage commencing on the 1st of December. The general description which these gentlemen have made regarding the area which we propose to close is basically correct.

Senator BARTLETT. They say that fishermen won't be able to operate there. Do you have any comment on that?

Mr. PADDOCK. We feel that this will provide a certain amount of restriction in their accustomed practice. However, it will not hamper the full utilization of this stock of fish.

Senator BARTLETT. Can a member of the board unilaterally close, open, or otherwise exercise regulatory authority over any area?

Mr. PADDOCK. All actions of the Board must be passed by a majority vote.

Senator BARTLETT. Then Bob Martin alone could not do that, as he was said to have done?

Mr. PADDOCK. Not alone. In this instance, Mr. Martin acted upon a similar suggestion from the staff, and the arguments in behalf of this proposal which were put forth by the Department were acted upon favorably by the Alaska Board of Fish and Game.

Senator BARTLETT. One final question. From what you said at the outset it occurred to me that the State's regulatory jurisdiction was keyed almost exclusively to the requirements of the treaty, without reference having been made by you as to the requirements of the people of the area, the industry of the area, as contrasted with treaty stipulations. Do the two go hand in hand in your judgment, or are you obligated to act as the agent for the U.S. Government in this respect?

Mr. PADDOCK. I do not believe that there is any formal obligation for the State of Alaska to act as an agent of the U.S. Government. The Alaska Department of Fish and Game is enjoined in chapter 96 of the Session Laws of Alaska to act in behalf of the people of Alaska, and I feel that I can confidently state that this has always been department policy.

To answer your question more fully, in many respects it seems unavoidable that the meeting of the requirements of the treaty goes hand in hand with the welfare of the people who participate in this fishery inasmuch as whenever maximum efficiency in managing the fishery can be attained, we will have a corresponding maximum economic efficiency under the present scheme of things as we find our economic situation today.

Senator BARTLETT. One final question. It is always final with me until I ask another one.

Assuming that the treaty stays in force according to its present provisions and terms, and granted the fact that the State government has had control only for a limited time, do you believe it will be possible to reestablish this fishery to the level which it formerly enjoyed?

Mr. PADDOCK. Barring the entrance of extenuating circumstances, such as pollution or change of habitat in the rearing areas, I see no reason why this should not be possible. In the same reference, however, I might say that there evidently have been certain factors which have acted upon the strength of this resource at various times in the past which we practically may be unable to fully ascertain because it appears that certain runs of fish perhaps may have practically ceased to exist.

With the exception of information which it may be impossible to obtain under scientific investigation in regard to some of these runs which were utilized in the early history of the fishery, I feel that we will be able to bring the presently existing runs back to their former levels and extend them, increase them.

Senator BARTLETT. Thank you, Mr. Paddock.

Congressman Rivers?

Mr. RIVERS. Just a couple of questions, Mr. Chairman.

Do I understand correctly that these areas which you were closing is where the fish intermingled before they went up the streams?

Mr. PADDOCK. That's correct.

Mr. RIVERS. And that you are endeavoring to have them fish further up the stream so that the fish destined for that particular stream will get to that stream; is that the idea?

Mr. PADDOCK. That is basically correct. In this situation at Egegik the proposed closures will not completely achieve this end. It will in respect to the intermingling of the Ugashik stock with the Egegik stock. However, there will still be representatives of the Naknek-Kyichak stock taken in the Egegik fishery. But we feel this will be in a reduced amount and that this will be a very significant improvement over the situation which has existed in the past.

Mr. RIVERS. In imposing this additional restriction which we have mentioned here, which we have talked about, did you consider this sandbar problem that Mr. Timm spoke about, or is there such a problem? Do you think that what he says about these bars is impressive as he made it seem?

Mr. PADDOCK. The sandbars in the Egegik district are impressive, sir. However, in the last 2 years the department has given this problem careful study. As was mentioned in his testimony, the department permitted fishing at an extended distance up the Egegik River this year. It is the sincere belief of the department staff that this fishery can be prosecuted successfully within these boundaries,

which incidentally do not limit the fishery entirely to the area within the river.

I would also like to correct Mr. Timm's statement where he quoted me. He is not exactly correct in the language I used. Would you like me to elaborate on that?

Mr. RIVERS. Go ahead and correct what was said. You may have been misquoted. Tell us what you said.

Mr. PADDOCK. The statement which I made there, which he quotes me as saying, is essentially correct, with the exception of the profanity.

Mr. RIVERS. OK.

Do you agree with Mr. Hammond in the matter of evaluating the fishery and its maximum yield over a period of years, rather than trying to do it on a year-to-year basis? Or were you present?

Mr. PADDOCK. Yes; I was present in that.

I feel that Mr. Hammond's suggestion has a great deal of merit, and I would hate to think that there would be this demand on the part of the treaty for absolute perfection every year. If this were so, we would be on very thin ice because our management policy, our knowledge, is not perfect; perhaps it never will be perfect. I certainly feel that that is the light in which the various members of the treaty should view the situation.

However, I might say that it appears to me to be incumbent upon the Department to attempt every year to attain this objective of maximum sustained yield, which also implies optimum escapement each year.

Mr. RIVERS. Thank you, Mr. Paddock.

That is all, Mr. Chairman.

Senator BARTLETT. Thank you, sir.

We have 9 minutes remaining. Mr. Jensen, I believe, is that last witness.

STATEMENT OF RICHARD H. JENSEN, DILLINGHAM, ALASKA

Mr. JENSEN. I am Richard H. Jensen. I have been a resident of Alaska for 10 years, 6 years in Bristol Bay.

Senator BARTLETT. You live at Naknek?

Mr. JENSEN. I live in Dillingham, and I'm not a fisherman. I'm a pilot. However, I've worked—I've flown—for Fish and Wildlife Service and have flown for the Alaska Department of Fish and Game. I'm acting, with the lack of a prepared statement, more or less as cleanup on some of these things that seem to me should be in the record.

In the first place, I have a statement here that Capt. Ron Reilly, of the Alaska Tug & Barge, who supplies the whole western coast of Alaska military bases with their supplies, observed the extent of this Russian and Japanese fishing fleet, and I thought that should be in the record.

He said on June 18 they had a tug and tow leave Naknek for Dutch Harbor, and for 36 hours steaming at 5½ knots they steamed through this fleet. They have pictures to substantiate this. At the same time they had observed tremendously long nets, which indicates they probably were fishing for salmon. Some of them, he further stated, were certainly within 20 miles of the coast.

Again on August 1, on a return trip from Dutch Harbor to Naknek, they observed this same fleet, in both directions. Those dates are both before our fishery starts or at immediate start of our fishery and after our fishery closes.

Another point that seems to me has not been brought out. Because of the overall importance of the Bristol Bay fisheries, it seems to me that I have noticed that the Fish and Wildlife Service has zeroed in on this area as a prime exploration target for filling in these gaps that Mr. Paddock mentioned in their precise knowledge of what constitutes a spawning area and methods for increasing that area. To follow that up, I would say that this Japanese fishery distorts their figures to a great extent, and these figures are not only going—these facts and figures which they are attempting to nail down—are not only going to be used in reestablishing the runs in Bristol Bay, they will also be used in establishing the runs in the southeastern portion of our State.

Further, our management efforts are still in, I should say, an embryo stage. They are being developed in an effort to also increase these runs. Certainly this year they showed the effect that the Japanese fishery had upon disrupting those efforts.

I have one other question here that was passed to me as a cleanup man. We wonder if the Battelle report on economic study of the Pacific Northwest and Alaska southeastern and central area can be extended to the Bristol Bay and westward along the Aleutian chain? We wonder what the committee knows on that study?

Senator BARTLETT. Quite a little.

Mr. JENSEN. Fine. I would like to go on to another point, as affects the economics of the Eskimos on our rivers. This fishery extends to their well-being inasmuch as the native populations along the Kuskokwim and Yukon Rivers are certainly catching more fish under our State management and so forth than they were under the Federal management. They can compete very well with the more recent white settlers in their native areas, if they can fish, than trying to compete with them in the urban centers. The Japanese fishery depleting their runs is also going to bring some economic ramifications to that particular race of people.

For the record we thought we ought to have some more elaboration on the income as reflected by Mr. Alto at Egegik. We feel that that is quite possibly unique and perhaps the president of our Fish Producers Association could elaborate on what the income on some of the poor years was in the general area. Could we refer that to the president?

Senator BARTLETT. The president of the association. Is he here?

FURTHER STATEMENT OF DENTON MOORE, NAKNEK, ALASKA

Mr. MOORE. I am Denton Moore.

The average income on low years in Bristol Bay is less than a thousand dollars per fishermen.

Mr. RIVERS. How about better years?

Mr. MOORE. In big years, as Mr. Alto said, some make as high as $25,000.

Mr. RIVERS. What about an average for high years.

Mr. MOORE. I would say the average would be somewhere in the neighborhood of $10,000. The median long-term average probably would be less than $4,000.

Senator BARTLETT. I wish, Mr. Moore—I suspect your figures are too high yet, and I have no basis for asserting that at all, but I would be very surprised if the average was anywhere near $4,000. The record will be kept open so that you may make further inquiry into this, if you care to do so.

Mr. MOORE. I would be very happy to.

Senator BARTLETT. Submit a written statement on that. We don't want to get these figures too high if we don't have facts to depend on.

(The information requested is as follows:)

NAKNEK, ALASKA, *October 24, 1961.*

Mr. HARRY HUSE,
Subcommittee on Fisheries and Merchant Marine,
Senate Office Building, Washington, D.C.

DEAR MR. HUSE: Will you please see to it that the contents of this letter are included in the record of Senator Bartlett's hearings in Alaska?

First, I would like to correct a substantial error in my verbal testimony, before the subcommittee on October 17 in Naknek. That was when I testified that the Japanese Bering Sea fishery equaled in tons of fish produced the entire U.S. production. This was erroneous. What I should have said was that this Bering Sea production roughly equals the entire Pacific coast U.S. fishery.

Second, in response to a question by Congressman Rivers when he inquired if I would favor requiring the Japanese to fish with gear not smaller than our own, I answered in the affirmative. I would still reply in the affirmative, but with these qualifications: First, to undertake to regulate Japanese mesh sizes might tend to give de facto recognition of Japanese rights to this fishery at all; it seems to me this is a rather serious objection. My second qualification would be to delineate this high-seas fishery as a fishery upon growing fish, as opposed to the estuary fishery (in Bristol Bay) which is an entirely different situation—because this is a fishery on migrating mature fish. I raise this issue because it was thought by some who were present at the hearing that I was advocating an international mesh size—while the contrary is actually true. We are advocating rather actively that all mesh restrictions be removed in Bristol Bay so that a proportionate number of all sizes of migrating fish may be taken out of the runs. This is entirely different from the high-seas fishery.

The third point is that I promised to furnish the subcommittee with earnings data for Bristol Bay fishermen over a term of years.

My data is quite scanty—a more complete picture of this aspect could undoubtedly be furnished by the Federal Bureau of Internal Revenue—or the Alaska Department of Revenue might have some specific information.

From my admittedly weak records, we find the long-term average earnings of resident fishermen in Bristol Bay's Naknek-Kvichak District (which is where Naknek is located) to be about $2,500 to $3,000.

Year by year, the picture looked like this:

1961	$3,852	1955	$1,200
1960	7,290	1954	950
1959	5,950	1953	500
1958	2,300	1952	2,400
1957	4,200		
1956	7,000	Total	35,642

Beginning in 1954, the average resident fisherman began to operate on an independent basis—so the figures for 1954 and all subsequent years must be weighted by fixed operating charges—these are gross figures.

Also, I want to emphasize that these are crude estimates; and should not be relied on for anything more than a long-range trend.

It was nice seeing you again, and we hope you enjoyed your visit in Naknek.

Sincerely,

DENTON R. MOORE,
Manager, Bristol Bay Fish Producers Association.

Mr. JENSEN. Will you give us the scope of this committee hearing?

Senator BARTLETT. The committee is engaged primarily in making a general inquiry into fishery of the Pacific coast. By and large we are not here, we have not been in Washington or in California, considering specific legislation, with the exception of the Gruening-Rivers bills which I alluded to for amending the Saltonstall-Kennedy Act, and one or two bills introduced by Congressmen from other areas.

Instead of an inquiry based upon specific legislative proposals, this is one designed principally to enlarge the store of information of the Congress concerning the Pacific fishery.

Mr. JENSEN. Thank you.

Senator BARTLETT. And, I should add, this particular subcommittee will be concerned at Anchorage and Fairbanks with transportation matters, and only one aviation matter and that has to do with Senator Gruening's bill for the establishment of an international reception center at the Anchorage airport.

But if you care to, Mr. Jensen, make comment about aviation or other transportation matters, the committee will gladly receive a written statement from you.

Mr. JENSEN. Thank you, Mr. Chairman.

Senator BARTLETT. And we will incorporate it in the record.

Mr. JENSEN. I quite possibly will follow this up.

I'm both in the aviation business and the trucking business.

Senator BARTLETT. We have jurisdiction over both, legislatively speaking, that is.

Mr. JENSEN. I feel that if we had time we could bring out facts which show that transportation has a great effect on both sides of this fisheries question insofar as our living standards and the price of producing our fish is concerned.

Senator BARTLETT. We are convinced that you could make that argument without too much difficulty.

Mr. JENSEN. With that, following that with the fact that I will attempt to get a written statement into the record on transportation from the Bristol Bay area, possibly in collaboration with some of the other residents here, I will conclude my statement.

Senator BARTLETT. Let me ask you: Do you know if Captain Reilly notified the military authorities about the presence of this fleet?

Mr. JENSEN. No, sir; I don't know that.

Senator BARTLETT. Do you see him once in a while?

Mr. JENSEN. Yes, sir. He was at King Salmon when I left. He would have liked to have testified himself, and granted me permission to quote him on these figures.

Senator BARTLETT. We appreciate your having done so.

If he would care to take the trouble—and I know it is a job to reduce this sort of thing to writing—and tell us more about it, he will find an intensely receptive audience. This is very important. I believe it must be explored further. If he could send us copies of those pictures, or send the originals down so that we could make prints of them, that would be appreciated. I think we must look further into this. In fact it could be very serious.

You asked about the Battelle Memorial Institute. I can speak with some degree of authority on this because I was a member of the Alaska International Rail and Highway Commission. The life

of that Commission recently expired, so there will be no possibility of having Battelle make any study here.

I might say that this wouldn't be of any significance in any case, because the Battelle Memorial Institute was employed under contract by the Commission to make this study and, as the name of the Commission implied, this was in reference to international transportation links, primarily highways, but also the recommendation was made that a railroad line be established from the Alaska railroad south through the State to Canada. We very carefully excluded any study of internal Alaska roads because we thought that this would be an impingement upon State jurisdiction that we ought not to enter into.

Thank you, Mr. Jensen.

Mr. Rivers?

Mr. RIVERS. No questions.

Mr. PADDOCK. Mr. Chairman, it has been called to my attention that apparently I may have misunderstood one of your last questions to me. Did you, sir, ask if we felt if these runs could be rebuilt if the Japanese continued in their present manner of fishing, or if they were, through negotiations, persuaded to abstain from high-seas fishing?

Senator BARTLETT. No, if they continued in the present manner of fishing.

Mr. PADDOCK. Then, that, sir, would change the answer that I gave you. I misunderstood you. I am sorry.

Senator BARTLETT. Give a revised answer, then.

Mr. PADDOCK. If the Japanese continue in their present manner of fishing, we do not feel that it will be possible to so manage the remnants of these runs in such a way that maximum sustainable yield can be obtained in all cases.

Senator BARTLETT. What do you mean by "in all cases"?

Mr. PADDOCK. Let me answer it this way: Even considering the Japanese catch as a part of the total catch to be taken from this run, it may very well be impossible for the managing agency to obtain the optimum desirable escapement, even within a fairly wide latitude from the remnant of the run which reaches Bristol Bay. And we have some excellent examples of that this year in the Naknek watershed, which Mr. Berggren referred to, and also in the Ugashik district where the escapements obtained were below those which the Department feels are desirable.

Senator BARTLETT. In summation, would it be fair to say that based as it now is, and operating as it now is, the treaty is having the effect of chopping away constantly at the Bristol Bay red salmon supply?

Mr. PADDOCK. The treaty permits this chopping away. However, I'm sure everyone is aware of the fact that this is infinitely better than no protection.

Senator BARTLETT. That is another question.

Mr. PADDOCK. You are correct, sir.

Senator BARTLETT. Who took more Bristol Bay salmon this year, Americans or Japanese, or do you know?

Mr. PADDOCK. This question is at present being debated, I believe, in even the very highest official American circles.

Senator BARTLETT. In other words, it is close enough so that it has to be debated?

Mr. PADDOCK. That's right.

Senator BARTLETT. At least they are taking almost or maybe half the fish originating in these streams?

Mr. PADDOCK. I believe that the present thinking agreed upon by the research agencies involved placed their high-seas catch of American fish somewhat below those, or below that which was taken here in Bristol Bay. However, as we mentioned, this is not fully agreed upon. Their high-seas catch may possibly well approach or equal or surpass the amount taken from this fishery.

Senator BARTLETT. I can't thank you for that statement, Mr. Paddock, but I thank you for having come back to the stand to correct your former statement.

We are grateful to all of you who have appeared here today, both as witnesses and as auditors, and we hope that we will be able to be of some assistance. The problem concerns all the members of the committee. It concerns Congressman Rivers very greatly.

The record will be kept open for 1 month so that those of you who have testified may submit additional statements in writing, or those of you who have not testified may submit written statements in original form. They should be sent to Mr. Huse.

I thank all of you. If you will permit me to single out one from the rest, perhaps—I know you won't mind—thank you, Mrs. Nicolet.

(Whereupon, at 1:23 p.m., the subcommittee was recessed.)

NORTH PACIFIC FISHERIES PROBLEMS

TUESDAY, OCTOBER 17, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Homer, Alaska.

The subcommittee met, pursuant to notice, at 8:15 p.m., Hon. E. L. (Bob) Bartlett presiding.

Also present, Hon. Ralph Rivers.

Senator BARTLETT. The committee will be in order.

This is the fourth Alaska hearing in a series of hearings being conducted on the Pacific coast by the U.S. Senate Committee on Commerce. This is a Merchant Marine and Fisheries Subcommittee of that committee, of which Senator Warren G. Magnuson, of Washington, is chairman.

We held one meeting at San Rafael on October 4, a further hearing at Seattle, October 12; at Petersburg, October 13; at Dillingham last night; at Naknek this morning; and here tonight at Homer. We are very glad to be with you.

The hearings are general in character. That is to say, they are not dedicated to the proposition of discussing particular legislation but are intended to give the committee and the Congress further and more complete information about the fishery. We will be very glad to hear from any of you on any phase of the fishery. Likewise, this subcommittee in Alaska will consider transportation matters, particularly at Anchorage and Fairbanks.

There is one bill which is under consideration, and that is S. 1230, introduced by Senator Gruening of Alaska on March 7 last, to amend the Saltonstall-Kennedy Act to provide additional funds for fishery research projects and for rehabilitation and development of the fishery.

There is a companion bill similar but not identical to this in the House of Representatives offered by our own Congressman, Ralph J. Rivers.

It is the committee's good fortune to have Congressman Rivers with us. He joined us at Anchorage and participated in the hearings at Dillingham and Naknek and will continue on to Kodiak tomorrow with us.

We are especially favored here in that there was only one meeting for the entire State of California, one meeting for the two States of Washington and Oregon, and those States have an important fish industry. Here in Alaska we are going to have, in all, eight hearings concerned with the fishery.

78443—62—pt. 2——11

Mr. RIVERS. Mr. Chairman, would the fact that the chairman of this subcommittee happens to be from Alaska have anything to do with that?

Senator BARTLETT. No bearing at all.

The first witness will be Mr. McLay, Post Office Box 754, Homer. Mr. McLay?

STATEMENT OF JOHN H. McLAY, HOMER, ALASKA

Mr. MCLAY. I would like to find out a bit more about what the purpose of this meeting is.

Mr. BARTLETT. Principally, it is to build up for the benefit of the committee and the benefit of the Congress more detailed information about the state of the Alaska fishery: its needs, its prospects, how it can be developed, how it can be restored when necessary. We will not, of course, go into the matter of regulation because that is no longer a Federal responsibility with the advent of statehood. But I might say that in California, and likewise in Seattle, there was emphasis placed upon the need for additional research, and some very valuable testimony was offered on that point.

If you want to tell us what the fishery around here consists of, the state it is in, what you think needs to be done to improve it, and anything else that may be on your mind, we will be delighted indeed to hear from you.

Mr. MCLAY. The Alaska Department of Fish and Game are doing an excellent job with what finances and resources they have. There are some streams which they have started to restock. I think that program could be pursued.

There are other streams that are not producing streams at the moment that I believe should be researched, that could be stocked, and that could be producing streams.

I believe there has been research on tagging going on. I am not familiar with what was found out on this tagging in the past.

I believe there is more information needed on where the fish travel. To me, it is a bit of a mystery whether fish move into one bay and will move to another or not. I believe there is more information needed on that.

Senator BARTLETT. You are referring to salmon?

Mr. MCLAY. Yes, I am referring to salmon solely.

Mr. BARTLETT. You are a salmon fisherman primarily?

Mr. MCLAY. Yes, sir.

Senator BARTLETT. What kind of salmon do you catch here?

Mr. MCLAY. Humpies, pinks and chums, red salmon, silvers. I am primarily thinking of pink salmon and chums. The pinks primarily.

Senator BARTLETT. Was this a good, average, or bad year for them?

Mr. MCLAY. This is a poor year.

Senator BARTLETT. Where do you fish, primarily?

Mr. MCLAY. The outer district, Cook Inlet. What we call the southern and the outer district, seining.

Senator BARTLETT. You are a seiner?

Mr. MCLAY. Yes, sir.

Senator BARTLETT. How many seiners are there resident here, would you say?

Mr. McLAY. I would say it varies with the year. This year there was, I believe, about 75 or 80 seiners. That was down about 20 to 25 seiners.

Senator BARTLETT. How long have you been engaged in fishing?

Mr. McLAY. Since 1947.

Senator BARTLETT. You came to Alaska then?

Mr. McLAY. No, I came to Alaska in 1945.

Senator BARTLETT. Came down here?

Mr. McLAY. Yes.

Senator BARTLETT. And have been living here ever since?

Mr. McLAY. Yes, sir.

Senator BARTLETT. How long does this salmon season last for you?

Mr. McLAY. Through the latter part of June until the middle of August. Less than 2 months.

Senator BARTLETT. Can the average fisherman make a living for the whole year in that period of time?

Mr. McLAY. You can't depend on it.

Senator BARTLETT. He must supplement his income with other types of work?

Mr. McLAY. That is right.

Senator BARTLETT. How long is it from the time they come downstream as fingerlings until the pink salmon return?

Mr. McLAY. Two years—excuse me—one year. They come back the following year.

Senator BARTLETT. You say you have some reds here?

Mr. McLAY. Yes; reds in the inlet.

Senator BARTLETT. How many years for them?

Mr. McLAY. Five.

Senator BARTLETT. Do you fish crab at all?

Mr. McLAY. Not any more. I used to, but I don't now.

Senator BARTLETT. Are these dangerous waters here?

Mr. McLAY. Well, yes; they can be considered dangerous.

Senator BARTLETT. Do you think in the main the Alaska Department of Fish and Game has been doing a good job?

Mr. McLAY. I would say they have been doing an excellent job in this district.

Senator BARTLETT. You see a need, though, for further research?

Mr. McLAY. Yes, sir.

Senator BARTLETT. Have you ever had occasion or opportunity to examine the legislation to which I referred, introduced in the Senate by Senator Gruening, and in the House by Representative Rivers.

Mr. McLAY. No; I haven't.

Senator BARTLETT. From what you say, though, I take it that you would approve generally of this type of legislation designed to provide additional funds for research.

Mr. McLAY. I would.

Senator BARTLETT. You consider that an urgent need?

Mr. McLAY. Yes; I do.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. Mr. McLay, have you made any particular observations or evaluated the shrimp resource in this area?

Mr. McLAY. Not to enough extent to make any statements, no.

Mr. RIVERS. I will ask that statement of some other witness.

Thank you, that is all, Mr. Chairman.

Senator BARTLETT. Thank you very much, Mr. McLay.

Eugene Browning, Box 152, Homer.

Mr. Browning, you identify yourself here as a shellfish processor, and you represent the chamber of commerce.

STATEMENT OF EUGENE BROWNING, HOMER, ALASKA

Mr. BROWNING. As well as myself.

Senator BARTLETT. We will be very glad to hear from you.

Mr. BROWNING. According to all statistics that we have been able to receive from fish and game and other sources, we have available here the potential of a shrimp fishery and a crab fishery that are what you would call good or from good to excellent. I would like to know how we can develop this particular shrimp resource without some sort of control over the import of shrimp from other parts, whether it be a quota, tariff, or whatever, in order for us to compete with the other nations. It seems, from the reports we gather, that there is quite a large import of shrimp and crabmeat into the United States from other sources.

That is what I would like to have some information on, if there is any way or means of controlling this.

Senator BARTLETT. Mr. Rivers informs me he would undertake to answer your question.

Mr. RIVERS. Mr. Browning, 2 years ago, during the last half of the previous Congress, I joined with several of my colleagues from the Gulf States to devise a limitation on the importation of shrimp from foreign countries.

It started out as a resolution adopted by the Ways and Means Committee of the House asking the U.S. Tariff Commission to make a study. That study was made. Under the Reciprocal Trade Agreements Act some hardship must be shown to our domestic producers before we can put on any restrictions.

The Tariff Commission was divided. Three of them decided that it wasn't their duty, because shrimp was on the free list, it wasn't up to them to decide what restrictions should be imposed. They said that was a congressional question. But the other two decided that it was their duty to give us a report based on facts and figures.

Over a period of years where Mexico and perhaps a half dozen other countries were bringing in a considerable number of shrimp, it developed that the United States was producing about 60 percent of the amount required for the U.S. market, but we had to look abroad for the other 40 percent. So we couldn't be absolutely adamant about this thing.

Since that time about 30 countries have developed shrimp fisheries, some of them with the help of the United States which showed them how it should be done. About 2 years ago it developed that our market was being glutted with imports of foreign shrimp. That meant that our own shrimp producers, producing at a higher cost than would be true in India or various places around the world, would need some protection.

So it became obvious that we would have to have quotas imposed, and maybe a tariff on any amounts imported in excess of that quota from any particular country.

The bill pending will impose a quota which is equal to the amount that each of these countries from which we have obtained shrimp imported into the United States in 1960, but the market is increasing. If we hold them to that, they, in turn, can plan in advance on how much they are going to be able to send to the United States and conserve their own fisheries accordingly, instead of having it absolutely topsy-turvy and uncontrolled as it has been in the past.

So the bill pending would impose that type of a quota, and also tariff charges on any imports from any particular country in excess of that quota.

We think that that is going to gradually stabilize the shrimp situation and as the years go by it is going to increase the available market for our American products.

I have been over this situation in Seward. There is a great enthusiasm over there as the people who are now producing Alaskan shrimp, are molding it into the form of prawns. They put all these Alaskan shrimp together which are smaller, freeze them in great long sticks, carve them off to the thickness of a prawn, and you have a molded prawn consisting of several small shrimps, but they look like prawn. Those, breaded, can compete with the gulf prawns which are very popular because of their size and edibility. This enthusiasm over there is great. I can put you in touch with the people who are working on that plan in Seward if you are interested, and I will see you after the meeting. I think the prospects are good.

I would like to find out from you, do you have a real impressive shrimp resource in this area?

Mr. BROWNING. I would say "Yes" from all data that has been put together, or has been gotten. Let's say prospecting or exploration which has been done, to my knowledge, or from reports, has shown that there is a very good potential resource here.

Mr. RIVERS. I feel that if explored it will prove to be a substantial resource, because what just looked like a prospect out of Seward all the way up to Kodiak is developing into a tremendous source of supply. I think the same pattern is going to follow here.

Mr. BROWNING. I feel the same way.

Mr. RIVERS. We have had hearings before the Ways and Means Committee on this legislation, and there is some likelihood it will make progress next year. I am going to pursue that subject.

Mr. BROWNING. I read a report somewhere recently where the import of shrimp into the United States for a year past—1960—was something in the neighborhood of 100 million pounds, or almost equal to the total output of the U.S. pack.

Mr. RIVERS. That about fits in.

Mr. BROWNING. If that is true——

Mr. RIVERS. Two years ago it was 60–40.

Mr. BROWNING (continuing). Alaska is going to be fighting a pretty tough battle if they try to develop the shrimp without some kind of control over it.

Mr. RIVERS. I agree.

Thank you, Mr. Chairman. I have added my comments on the shrimp subject.

Senator BARTLETT. You are a shellfish processor?

Mr. BROWNING. Yes.

Senator BARTLETT. What types of shellfish do you process.

Mr. BROWNING. King crab and shrimp, after a fashion. I should say I have plans on trying. I haven't accomplished a lot on it.

Senator BARTLETT. Are you packing both now?

Mr. BROWNING. Packing shrimp right now. Fresh-frozen pack.

Senator BARTLETT. Have you packed crab in the past?

Mr. BROWNING. Crab for the past several years here in Homer, yes.

Senator BARTLETT. Where do you get your shrimp?

Mr. BROWNING. Here in Kachemak Bay.

Senator BARTLETT. Do you have your own boats?

Mr. BROWNING. No, I buy from commercial fishermen.

Senator BARTLETT. How about crab?

Mr. BROWNING. From them also.

Senator BARTLETT. Do both the crab and shrimp seem to be in plentiful supply?

Mr. BROWNING. Yes, I would say so, from what I can see.

Senator BARTLETT. How big a plant do you have, Mr. Browning?

Mr. BROWNING. It is rather a small one. It is a summer operation. In other words, a warm weather operation in finished products, from 20 to 30 thousand pounds of crabmeat.

Senator BARTLETT. You don't operate in the winter?

Mr. BROWNING. No, sir; I don't have the facilities for winter operation as yet, and the fishing here hasn't been very successful in the winter on account of not being able to keep land boats at the Homer spit.

Senator BARTLETT. Where do you market your products?

Mr. BROWNING. In Alaska.

Senator BARTLETT. All locally consumed?

Mr. BROWNING. Yes.

Senator BARTLETT. Do you sell to individual mercantile establishments?

Mr. BROWNING. Mostly wholesale, to wholesale outlets.

Senator BARTLETT. Is there always a ready market?

Mr. BROWNING. Has been. Never had any problem yet.

Senator BARTLETT. What size shrimp do you get?

Mr. BROWNING. What I am processing now would count between 30 or 40 per pound, whole shrimp.

Senator BARTLETT. How would they compare with the gulf shrimp, do you know?

Mr. BROWNING. I lived on the gulf for years, but I was too small to be interested in fishing, so I wouldn't know. The best I know is what I have been able to read. It is comparable with the normal shrimp there, from what I can gather, that is, the information just from books.

Senator BARTLETT. These are much larger than the shrimp found around Wrangell and Petersburg, if you are familiar with them.

Mr. BROWNING. I am not familiar with them.

Senator BARTLETT. Do you think there needs to be a quota established?

Mr. BROWNING. Well, I don't know that it needs to be immediately. In my position I couldn't say that it is needed. If I were producing an amount and had to look for an outside, or, you might say, a U.S. market, it could well be that it would be.

Senator BARTLETT. Has the price of shrimp firmed recently?

Mr. BROWNING. Well, that I am not too familiar with. This is something that is new here and I have only started—well, I did a little bit of it a couple of years ago, but just a minor bit. Right now I am packing just a few hundred pounds a day, two or three times a week. In other words, just trying to get established.

Senator BARTLETT. Are fish of all kinds important in the economy of Homer?

Mr. BROWNING. I would say yes, very much.

Senator BARTLETT. And you believe it can become even more so?

Mr. BROWNING. Yes. I definitely do.

I would bank on that.

Senator BARTLETT. Thank you very much, indeed, for your testimony. Do you care to offer anything else?

Mr. BROWNING. I have another subject that may not go with this hearing but I would like to ask, anyway. We, here, are having a Federal boat harbor project built. I look in the very near future, in the next few years, for quite a substantial increase in the number of fishing boats, pleasure boats, and others operating out of here. I would like to ask what, if any, suggestions the committee could offer as to getting a Coast Guard station or patrol boat stationed in this particular area, covering the southern Cook Inlet and Gulf of Alaska waters here?

Senator BARTLETT. I am sure the committee would not engage in making a recommendation that a Coast Guard cutter go to any given or suggested point in the United States, because that would be outside of the committee's field of activity.

However, you are now looking at two of the three members of the Alaska congressional delegation. In a noncommittee capacity I would say that both Representative Rivers and myself would be very happy to call this to the attention of the Coast Guard authorities, Admiral Knapp in Juneau, and Admiral Richmond, the Commandant, in Washington. Is that right?

Mr. RIVERS. That is right.

Senator BARTLETT. I have here for submission later a letter from Mr. Thompson making a similar recommendation.

Do you have any further statement, Mr. Browning?

Mr. BROWNING. No, I don't think so.

Senator BARTLETT. Thank you very much.

Mr. BROWNING. Thank you.

Senator BARTLETT. Our next witness is Louis Gjosund, Star Route A, Homer, Alaska.

STATEMENT OF LOUIS GJOSUND, STAR ROUTE A, HOMER

Mr. GJOSUND. I probably shouldn't even be up here. You have already been in Bristol Bay.

Senator BARTLETT. Yes. Will you give your full name?

Mr. GJOSUND. Louis Gjosund. I live here in Homer, but I have been fishing in Bristol Bay for about the last 27 years. I don't know whether this committee has anything to do with the closing of areas over there.

Senator BARTLETT. No, but speak out on that if you care to. We heard testimony from two witnesses at Naknek on this. I want to say to you what I felt obliged to say to them: Happily, as I see it, having worked a good part of my working lifetime in an effort to divorce us from territorial status and achieve statehood, I should say that the Federal Government no longer has any responsibility, authority, or control over fishing regulations. They are exclusively within the province of the State.

The congressional committees or the Federal departments have no more to do with this than they would in any other State.

However, if you care to comment on this for the record, I am sure that we will be glad to receive your testimony.

Mr. GJOSUND. I fished quite a few years in Bristol Bay. It has been about 27 years now. In normal years we didn't fish very far outside of the rivers. We stayed pretty close to the bars. Now, since they have powerboats and everything, they are starting to row them out and get farther away and get into better fishing.

Last year we fished down the coast toward Ugashik, about 5 or 6 miles I believe it was, and up toward Naknek about a mile from Egegik River. Now, I understand they are going to make us come down from Naknek a mile, and only a mile down from what they call South Spit and a mile in from the buoy at the bar, which will bring us almost on dry land. So I don't know where we are going to fish next summer. If they are going to put us in there, we might have to dig potatoes or clams.

I know all the boys, I have had a lot of letters from them. They have had their meetings over there and they have already passed on it, I guess. So, I guess that is where we are going to fish.

Senator BARTLETT. I think not, if this is the same situation which was described to us over at Naknek. We were told by Mr. Paddock that it was likely that that recommendation was going to be made to the State board, but it will be up to them to determine what will be done. We will have Mr. Meacham's comments upon that later.

Mr. GJOSUND. The fish and game department did a very good job this summer over there. The only thing they are lacking is more enforcement.

We had a lot of lawbreakers there, and it is good to see they were the 99 percent outside fishermen that went below the markers and fished in illegal waters. So I think that the Fish and Wildlife needs a lot more help over there.

Senator BARTLETT. They lack men and equipment?

Mr. GJOSUND. That is right. They don't have enough men on the grounds for patrolling.

Senator BARTLETT. We were told, outside of the hearing, that the State has some pretty slow boats that can't catch up with the law violators at times.

Mr. GJOSUND. They have airplanes, too, but we didn't see too many of them around, although they did catch a lot of violators, it is true. I think if they had more patrolling there wouldn't be so many violators.

Senator BARTLETT. Is it your experience, Mr. Gjosund, that the penalties imposed upon violators are more severe under statehood than they were when Alaska was a Territory?

Mr. GJOSUND. I believe they are a little more severe. They should be doubly severe, I think.

I think if they put teeth in their laws they wouldn't have as many lawbreakers.

Senator BARTLETT. What is your analysis of the effect of Japanese fishing on the high seas?

Mr. GJOSUND. This year they took practically one whole run. We got the first run that came in. It was good fishing. And the second run that they expected, it didn't show up. What did show up was all gill net marked fish, small mesh. There was fungus around the noses of the fish. I think they took that second run completely.

Senator BARTLETT. Was it forecast that that would be a very large run?

Mr. GJOSUND. Yes. They were all waiting for that big run, the second run. They had more scows and more equipment to handle the fish, but they didn't come.

Sentaor BARTLETT. How did the average fisherman do on the bay this year, financially?

Mr. GJOSUND. I don't think they did too well. In the area I fished, they did very good. But Naknek didn't have much fish, and Ugashik didn't have much fish, neither did Egegik. They were mostly on the Naknek side fishing anyway.

Senator BARTLETT. Do you have any questions, Congressman Rivers?

Mr. RIVERS. No questions, Mr. Chairman.

Senator BARTLETT. Do you have a further statement, Mr. Gjosund?

Mr. GJOSUND. No; I believe that is all.

Senator BARTLETT. Thank you very much.

Mr. GJOSUND. Thank you.

Senator BARTLETT. Who is next at bat?

STATEMENT OF JOHN E. WATERMAN, HOMER

Mr. WATERMAN. I am John E. Waterman, Box 1311, Homer.

I was requested by the chamber of commerce to attend your hearing and express the chamber's interest in two items that have been discussed already.

The first, our interest in the Coast Guard, closer Coast Guard cooperation, which I understand is out of your jurisdiction but nevertheless it comes before you in your congressional and senatorial capacities.

We have had quite a substantial loss of boats in the last 12 months in these surrounding waters. The Coast Guard is a long way away from here at Kodiak, with that long stretch of bad water in between. With the weather that is bad enough to endanger boats ordinarily is too bad for them to do anything about it until sometime later. In the last week we have had three lives lost on the *Silver Star*.

Senator BARTLETT. You might tell us something about that, for the sake of the record. We have heard about it, but we want it for the printed record.

Mr. WATERMAN. I am not an authority on it. I am just a layman on the side, finding out what is going on.

The *Silver Star* was lost across the inlet. The first day it was too rough for the Coast Guard to come in and do anything. Our local fishermen have invariably had to go out and take over the duties that should have been performed, we think, by the Coast Guard in hunting these boats in distress, and missing boats. In each case in the last year I think you will find that they have actually been found, when they have been found, by friends of the fishermen who go out and help. That is the old rule of the sea, and that is to be expected. But if we had a Coast Guard unit here, now that we have a harbor—fairly soon—and that there is a place for a base, the Coast Guard could be in on these various activities before it is too late. As it is, it takes too long to get here from Kodiak in bad weather, or any kind of weather.

Senator BARTLETT. They do respond, though?

Mr. WATERMAN. They respond, but the response is necessarily delayed by the geographical location and by the fact that the strip of water from Kodiak coming this way is the worst of all. If it is bad anywhere, it is bad in there.

Senator BARTLETT. Have you ever had a Coast Guard cutter stationed here?

Mr. WATERMAN. No, sir; not to my knowledge. I have only been here since 1942. We have never had anything since then.

Senator BARTLETT. How big a cutter do you think there ought to be here?

Mr. WATERMAN. It should be something in the neighborhood of 50 and a hundred feet so that it could go out when our 30-foot boats can't go out and function. With a boat harbor for them to get in and out of, it wouldn't be out of reason to have a cutter here big enough that they could hang out and hook and do their coming ashore by small boat to the boat harbor now that we have that protection. We have never had it so that there was any assurance that boats could come and go.

Senator BARTLETT. As I said before, Mr. Rivers and I will certainly call this to the attention of the appropriate authorities.

Mr. WATERMAN. It is just that we feel that the potential in shrimp is just now being envisioned. It hasn't really been outlined yet. The potential in crab we know is enormous. The fact that we can now have resident fish boats in here with the harbor facilities for them is going to mean a great deal of additional activity. The halibut fishing comes in stronger. The market is strong in the Midwest, and there are very favorable freight rates for frozen fish to go back in those empty freezers that are going back to the States. In fact, they are quoting as low as 5 cents a pound for frozen fish freighted to Chicago.

Senator BARTLETT. From here?

Mr. WATERMAN. From Anchorage. They will come here for it at the same rate.

There is at least one fishery man here. Bertoson from Ninilchik, which operated the Bertoson Packing for a period of years, that is now working on that because if we can get halibut to market for 5 cents, frozen halibut to Chicago, for 5 cents, the halibut fishermen out in the Alaska Gulf can come here and sell their halibut and be back on the grounds in a third of the time it takes to go to Seattle or Ketchikan or any of the existing markets down there.

Senator BARTLETT. Do you have any existing storage facilities?

Mr. WATERMAN. That is something else that is in the making. We have at Ninilchik, this same man I am speaking of, storage facilities for, I judge, around 100,000 pounds is all. The development out here on the spit continues to go toward that. It will be more and more if we can get over these hills, first the water, which is being worked on now, fresh water to the spit, and then of more protection for the fish boats in the form of Coast Guard help.

I believe that is about what we have in that.

The other I wanted to mention was the protection from the foreign markets, which you have gone over and which has been pretty well kicked around. We understand that a little bit better now. The Congressman has given us a rundown on what is in view.

Senator BARTLETT. How do you propose to get water down to the spit?

Mr. WATERMAN. We have a very active planning committee on it now that seems to be encouraged, in fact, I think that they are going to work it out. I am not on that committee and don't know the details.

Senator BARTLETT. Do you have any idea of how much it might cost?

Mr. WATERMAN. No; that is in the process now of getting the money for the survey to establish the cost.

Senator BARTLETT. Thank you, Mr. Waterman. Do you have any questions, Mr. Rivers?

Mr. RIVERS. No further questions.

Senator BARTLETT. Thank you very much.

Mr. WATERMAN. Thank you.

Senator BARTLETT. Has that which has been said inspired anyone else to make a declaration?

STATEMENT OF PAUL D. CHOQUETTE, HOMER

Mr. CHOQUETTE. Chairman Bartlett, my name is Paul D. Choquette, Box 1751, Homer.

I have been interested in some of the remarks made here today, and I want you to know that I am representing nobody but myself in this hearing.

I believe there are some points which should have been brought up here this evening that have not as yet been touched upon, which I think are very important to the economy of Alaska and the fisheries of Alaska.

I speak mainly from association in the past 11 years with the individual commercial fishermen, the canneries, and the law enforcement officers in the development of this particular industry.

There are three or four points which I think are basic and should be given real serious consideration.

You read something in the papers every day regarding the commercial fisheries of Alaska. Those points which I think should be considered and continue to be considered, and on which more action should be taken in Alaska are, first, the concern that the individual fisherman in Alaska has on the control of the fisheries in the high seas in international waters. Several times this evening remarks have been made about fish that have been taken, or lack of fish that should have been included in runs in Alaska waters that were not. This was due to one of the possible fisheries on the high seas by Japanese

and Russian fishermen, which has depleted the fish runs in the Bristol Bay area and possibly other areas; even in the Cook Inlet area.

It is the understanding of many of the fishermen that the United States has put certain officials aboard these boats to see if these runs have been depleted by fishing on the high seas, and apparently from the information that has been produced, or at least put out in the papers, this has been very true, that there has been a very definite effect on the runs in the Alaska waters.

Their concern is what is being done on it, or what will be done in regard to the runs that do come into Alaska waters.

The second thing, which I think is very pathetic, is the research that is done in the fisheries in Alaska. If we look around—and we have all been associated with the research in Alaska—take the Cook Inlet area alone, it is really a shame that we have one, two, or three very small programs going on in an effort to develop and understand escapement in various streams within this area. This is fundamentally due to a lack of funds and personnel to be able to determine, understand, and make adequate recommendations. I think that most of the fishermen in Alaska are truly concerned with additional support by the Federal Government in regard to finding out more about the fisheries and about the escapement in these area. They have a real concern about it. They know that being a young State, the State itself cannot put up the funds necessary for this research.

Alaska as such has had some very substantial runs which have a tremendous effect on the economy of all the south 48 States in the fisheries industry. This can be built back up. We all definitely feel and know that in the past the fish industry has been depleted, and we are all very desirous of having this rebuilt through Federal aid, because certainly the State itself, being young and having a need for funds to do this research, cannot do it alone.

We feel that it is vital that we get Federal aid for a much more extensive research program than we have had in the past. In the past 5 or 6 years, through the very minute research programs that we have had, we have found king crab and shrimp in abundance, but to what degree, and just how to develop these various fisheries is still a very big question.

I think that there is a tremendous potential which can only be determined by further research and this can only be done at this time with Federal aid.

I think most of the fishermen realize that it is going to take research and control programs to develop the fisheries, to put Alaska to the point where it will be an asset to the rest of the United States.

There are many new methods and means also that need to be established in developing this fisheries program. This can only again be done through cooperation with the State fishing agencies and with Federal aid.

We want to get the maximum harvest and still get the maximum escapement of our salmon. I believe that the whole attitude of the fishermen is not to rob creeks or decimate a run. They want to live here and have their children live here and to make a living on the fishing industry if they could sustain and make a year-round living in this industry.

When we know more about the king crab, the shrimp, and what other bottom fishery that can be developed in the area for a commercial market, it is going to need assistance on the part of both the State and Federal Governments to finance a program to get the boats and equipment to develop this industry.

A financial program for the fisherman is vital. I know of many cases in the past 11 years where fishermen with whom we have been associated attempted to get financing help only to be met with blind resistance of all kinds. The men themselves we know personally are men of character and men who could build up an industry which could mean a lot to the local people and to Alaska as a whole.

One of the next steps that should be done is some method of financing boats and equipment, and other assistance to the commercial fisherman. Once this research and development program gets going, we will actually know what we do have in our local waters.

There are many other things that I think will come about after such programs are set up, but as yet Alaska does not have an adequate research program and development program for its fisheries. I think this is basic. Until such a program is set up, I don't think we will ever be able to control or know what the fishing industry of Alaska is about.

Secondly, I think that some way and some means in your Commerce Committee should be set up for the transportation of the product which the fisheries will produce, such as halibut, king crab, shrimp, and salmon. The freight and transportation costs of the products to the States for distribution must be kept at a minimum whereby it can be given to the public at a rate so that we can be competitive with other countries that export their fisheries products to the States. We know that at the present time, in the case of salmon delivered to New York by the Japanese fisheries, the Japanese cost is much less than a case of salmon produced by any of the canneries in this area. This is very important to us. Only by producing the fish and getting the maximum benefit of what we have are we going to be able to compete with the fisheries of foreign countries. This is all that I have to say at this time.

Senator BARTLETT. Thank you, Mr. Choquette.

As a matter of fact, you might be interested to know that for the 1962 fiscal year the Congress appropriated over $7 million for salmon research, much more than ever before.

You might like to know also, I am sure, that if the Rivers bill to amend the Saltonstall-Kennedy Act is passed, or the Gruening bill, or some compromise between them, Alaska could receive $500,000 annually. This would give the State a guaranteed sum every year to conduct essential research. You have pointed to its necessity.

True, some of the States wouldn't be so favored. I note that Nebraska and Oklahoma and North Dakota would receive only $1,000 each year. But those States that have important fisheries would be benefited. California would receive the most money, $1 million.

We had very impressive testimony, both at Seattle and San Rafael, on the necessity for more and more research.

Mr. Choquette, do you think the day will ever come when air transportation will be cheap enough so that high quality premium products—crab, fresh shrimp, fresh halibut, fresh salmon—might be flown,

we will say, from Homer to Chicago, where products of those kinds would instantly command very high prices? Do you think this could be done profitably with any airplane that might be utilized as a freighter today?

Mr. CHOQUETTE. There is no question in my mind but what this will come about, and in the not too far distant future, either. Our big problem is to have a haul both ways, and this too is possible.

I feel that with the advent of the new type of freight aircraft they are contemplating, within 10 years you will see a reduction in freight rates to the degree that you are speaking of. It may be even less than that, possibly within 5 years.

But in my own mind—and again I am speaking as an individual—when you mentioned that figure of $500,000 for Alaska for research, with the amount and type of research that is necessary, it doesn't seem like very much to me, Senator Bartlett. There is an awful lot to be done, and the good from adequate research, the returns that could be accomplished in the future, will far exceed anything that has been done there.

In other words, it is my idea that in order to get a firm and solid fisheries industry in Alaska, research is going to have to come first. We will have to wait 3 or 4 or 5 or 6 years for adequate research. Of course, we know it won't be done in a year or two, and it will take 5 or 6 years. Take the cycle of the life span of these various types of fish; it will take at least possibly two cycles for each one of these fish before some knowledge or additional knowledge is gained. On the other hand, I think $500,000 in such an industry as fisheries in Alaska is really not enough. I don't think it is adequate. This is my own personal observation.

Senator BARTLETT. This, of course, would be supplementary to existing research funds that come under the Saltonstall-Kennedy Act and other sources. It will be just that much more.

Mr. RIVERS. Would the chairman yield to me?

Senator BARTLETT. I will be glad to yield.

Mr. RIVERS. Paul, on that point you make, it must be pointed out that since Alaska is a State, the Federal Government is not making special appropriations for Alaska any more. We have to figure out a formula whereby, in its general application, Alaska participates in a program which is generally applicable to all States.

I will give you an illustration. Senator Bartlett worked on a classification for building airports. It had to do with what is called special reference, where the Federal Government authorizes—would authorize the use of Federal-aid airport money. There was a special reserve out Pribilof way. One of the islands, St. Paul, I believe, needs an airport. Here is general legislation. All States which have special reserves should be able to use Federal money for an airport. Alaska was the only one. But it still was general, and it was a formula.

To help meet the needs—and I agree with you that this $500,000 is a drop, but a substantial drop, in the bucket, although it is supplemental to what is already being made available for research by the Federal Government in Alaska—that is the only route we can go.

Mr. CHOQUETTE. May I make one suggestion which I have heard more than one fisherman in Alaska make? They would like to participate in some way. On two occasions I have had two different

fishermen who have been here many years make the statement that they would like or would consider an additional fee on their fishing license, added on, $5 or so for the year, and again to be matched by Federal moneys. In other words, on each fishing license. This would be strictly earmarked for research funds.

Mr. RIVERS. You are getting into the matter of State jurisdiction over its own fishermen. What arguments are made between the fishermen and the State would be helpful. But the Federal Government isn't actually geared to make a particular arrangement with the fishermen to match them. What we could do is use that for a demonstration. It means so much to Alaska and the fish States on the west coast that perhaps the Federal Government would come in more heavily than they have.

Mr. CHOQUETTE. That is what I was getting at before, that they have such an interest in the fisheries.

Mr. RIVERS. Which would be worked out between the fishermen and the State.

Mr. CHOQUETTE. Yes.

Mr. RIVERS. That is all, Mr. Chairman.

Senator BARTLETT. If my Congressman will permit me to add a postscript to what he has said, and I am sure he would want me to do that, it wasn't that we always got those special appropriations when Alaska was a territory. We needed them and we sought them, but more frequently than not we strove in vain for them.

Mr. RIVERS. With Delegate Bartlett, quite a few of them came through.

Senator BARTLETT. Thank you, Paul.

The committee will stand in recess for 10 minutes.

(Recess taken.)

Senator BARTLETT. The committee will be in order.

Before Mr. Meacham wends his way to the stand we will hear Mr. McDowell, whose address is Homer, Alaska.

Mr. James A. McDowell, editor and publisher of the Inlet Courier. We will be very glad to hear from you, Mr. McDowell.

STATEMENT OF JAMES A. McDOWELL, EDITOR AND PUBLISHER OF THE INLET COURIER, HOMER, ALASKA

Mr. MCDOWELL. My name is McDowell, from Homer. I want to stir up an old deal here. There are only two or three men here who were here when this happened.

One time there was a fabulous fishery in Kachemak Bay and Afognak Island, then one year there wasn't any. The only place in the world that had anything to compare with it was Iceland.

They had a type of bloater, and we had a type of bloater here that was better, and it always topped the world market. Even if there was a very poor market for herring, these fish sold. It was a fabulous fishery and the U.S. Government did not regulate it, and it disappeared.

There are various theories as to whether it was killed off, whether they caught them all, whether there were parasites or a combination. Nothing, as far as we can find out, has ever been done to make any attempt to reestablish this fishery.

Senator BARTLETT. How long ago was this, do you know?

Mr. MCDOWELL. I think the last good year was 1927 or 1928.

Senator BARTLETT. We were told at Naknek, in reference to herring in general, and not bloaters in particular by this witness, that he believed that the herring were killed off by water pollution. Do you think that might have entered into this situation?

Mr. MCDOWELL. According to the people who were here, the people who were catching the herring apparently impounded the herring that they couldn't salt today, sort of a corral deal. Lots of them died there. They polluted the bays where this was done, and it may have fouled the spawning beds.

Some of the bays still have gurry in the bottom of them.

Mr. RIVERS. Does that mean that the herring would cease to come there because of the pollution?

Mr. MCDOWELL. I think it meant that the spawn couldn't survive.

I was just talking to Mr. McLay and he gilled a couple in his seine this year. That makes it pretty good-sized herring. So there are a couple around.

Senator BARTLETT. No one knows less about herring than the chairman of this subcommittee. Does the herring like to go back to the same place where it was spawned?

Mr. MCDOWELL. I don't know. These evidently did, because outside of Afognak Island on the Shelikof Strait side and Kachemak Bay and one place in northern Iceland, there wasn't any of this particular variety of herring.

Senator BARTLETT. From what you heard was it a considerable fishery, quite valuable?

Mr. MCDOWELL. There were 5,000 to 6,000 people engaged in it every year.

Senator BARTLETT. It was big, then.

Mr. MCDOWELL. Yes.

Senator BARTLETT. We will make inquiries of the biologists about this, and see what we can find out.

Mr. MCDOWELL. Mr. Nielsen was here at the time. Maybe he can tell you more about it. He was here and engaged in it.

Senator BARTLETT. We will invite him up, if he is good enough to come, when you have concluded.

Thank you very much for calling this to our attention.

Mr. MCDOWELL. Thank you.

Senator BARTLETT. Mr. Nielsen, the committee needs more education on bloaters.

STATEMENT OF STANLEY NIELSEN, HOMER, ALASKA

Mr. NIELSEN. My name is Stanley Nielsen, Star Route 8, Homer, Alaska.

Senator BARTLETT. Will you tell us about the bloaters?

Mr. NIELSEN. I came here in 1919, and when I came here they had these herring here. At that time there was about a hundred boats out in the bay here. It looked like a city there at night. Where they spawn is a lagoon in Halibut Cove; that is where they had the salteries. They had several salteries in the lagoon. They had salteries in the Seldovia area, too, and salteries out in the spit here.

Senator BARTLETT. Would you judge Mr. McDowell's estimate of five or six thousand people engaged in the industry to be about right?

Mr. NEILSEN. Yes, I would say that. Besides the salteries I am telling you about there were four or five big schooners here salting herring.

Senator BARTLETT. What do you think happened to them?

Mr. NIELSEN. Like most of them, they polluted the water by the guts and stuff. They only took the big herring for pickling. The little ones they dumped in the bay.

Senator BARTLETT. Was it possible they were just fished out?

Mr. NIELSEN. No, I wouldn't say they were fished out.

Senator BARTLETT. Did these bloaters command premium prices?

Mr. NIELSEN. That I couldn't tell you. It must have been a good price, though.

Senator BARTLETT. You fished them?

Mr. NIELSEN. No, I didn't fish them.

Senator BARTLETT. About what year did they end?

Mr. NIELSEN. I would say about 1927.

Senator BARTLETT. 1919, so far as your knowledge is concerned, to 1927?

Mr. NIELSEN. I would say somewhere around there.

Senator BARTLETT. And scarcely any have been caught since?

Mr. NIELSEN. Not very many. I caught a few in the seine, just like Jack did, just a few years ago, big ones. But nobody caught any amount of them here at all.

Senator BARTLETT. Are they pretty good eating?

Mr. NIELSEN. Very good.

Senator BARTLETT. Do you want to probe further into the mystery of the disappeared herring?

Mr. RIVERS. I would like to ask, Do you think they have been exterminated or do you think they just don't come back to the polluted area?

Mr. NIELSEN. They just don't come back to the polluted area. That is what most of them say.

Mr. RIVERS. Thank you.

That is all I have, Mr. Chairman.

Senator BARTLETT. Thank you, Mr. Nielsen.

Is there anybody else before Mr. Meacham testifies?

Would you care to come forward, Mr. Meacham?

Proceed in your own manner.

STATEMENT OF CHARLES H. MEACHAM, REGIONAL SUPERVISOR, COMMERCIAL FISHERIES DIVISION, ALASKA DEPARTMENT OF FISH AND GAME

Mr. MEACHAM. My name is Charles H. Meacham, regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game.

Before I give a brief résumé of the Cook Inlet fishery and answer a question or two that was posed here, I would like to introduce the members of our staff that are here tonight.

Mr. Rearden, area manager biologist for Cook Inlet, Resurrection Bay.

78443—62—pt. 2——12

Senator BARTLETT. And his initials?

Mr. MEACHAM. Jim.

Senator BARTLETT. And his mailing address?

Mr. MEACHAM. Homer, Alaska.

Mr. John E. Klingbiel, who divides his time equally between commercial fisheries and protection. And Mrs. Latimer, secretary.

We have one other man, Mr. Ben Hilliker, of our staff, who would like to be here tonight, but he is working on shellfish. He is giving a talk to a local group tonight.

There were three questions posed, I believe, to me, one of which is one the Egegik fishing area in Bristol Bay. If I may point it out on the board, perhaps it will assist.

I would like to mention for the record that this is a proposal of Alaska Board of Fish and Game. It is not a regulation. The regulations will be adopted on December 2 and 3 in Anchorage, at the Alaska Board of Fish and Game meeting.

Advisory committee meetings have been held throughout the State, are being held throughout the State, and will be held in both Naknek and Egegik.

Here is a rather picturesque sketch, out to the Bering Sea, and inshore, the Egegik fishing area, the Egegik River, north and south Egegik, where the town of Egegik lies.

The present regulation calls for 3 miles out from Cape Chichagof, then down to 2 miles beyond the Coast Guard bell buoy to a point at 58° north, latitude, 3 miles from the shore. That is the present fishing area.

The proposed fishing area runs from the same point, correcting the testimony, indicating it was being moved down, to the bell buoy, and the testimony indicated a mile within the bell buoy, to a point at 58′09″ north latitude. True the area is being reduced. The thought behind the proposal was to separate stocks from various river systems so that the Egegik fishery would harvest primarily Egegik stocks. We have predictions from the various river systems within Bristol Bay. Unless we are able to harvest the stocks coming into those river systems, the prediction isn't of much value.

The fishing passing in this area go up to the Naknek-Kvichak area which, of course, overshadows the entire bay. Those fish passing through this area are caught by the fishermen in this area to a high percentage, also those coming from Ugashik and returning. Consequently, these fish taken are counted in the Egegik district, which is not correct, and they are not added to the catch in the other districts, which makes an incorrect prediction there. That is the thinking behind the reduction of the fishing area.

There was considerable testimony on moneys being allocated through various bills for commercial fisheries research. I would like to add that moneys made available for research must be of a continuing nature. It is impossible to staff for a short shot in the arm type of research unless it continues on because well-qualified people are not interested in a year or an 18-month job and then the job terminates and they are out looking for employment again. If you are going to get professionally trained people they have to be looking for security in their work.

There was mention made relative to the amount of gear in Cook Inlet, Resurrection Bay, this area for this year. I have here a com-

parative list of the commercial fishermen's licenses, which indicates the type of gear for 1960 and for 1961 if you would care to have that for the record.

Senator BARTLETT. This table differes from the one we placed in the record earlier?

Mr. MEACHAM. Yes, that was for Bristol Bay. This is for the Cook Inlet-Resurrection Bay area.

You will also notice the increase. It seems to be a contagious thing.

Senator BARTLETT. The table will be made a part of the record at the conclusion of your testimony, Mr. Meacham.

Mr. MEACHAM. Now, I shall confine my remarks to the commercial fisheries management of Cook Inlet-Resurrection Bay area. The district office for this area is located here in Homer. This office functions in a service and management capacity for an area over 51,000 square miles. It extends from the headwaters of the Susitna drainage to Cape Douglas to Cape Fairfield and eastward to Seward. This area is larger than the State of New York.

Within this area there are 100,000 people to be served, approximately 40 percent of the State's population.

Important commercial fisheries exist here on all five species of salmon, king crab, razor clam, and shrimp. Minor fisheries through Dungeness crab, Dolly Varden, whitefish, and lake trout.

In 1960, the first wholesale value of Cook Inlet salmon pack was $7,300,000, which yielded a direct tax to the State's general fund in excess of $219,000.

In 1961, the case pack will be worth approximately $5,700,000, with a direct tax contribution to the State in excess of $170,000.

The average wholesale value of the shellfish pack for Cook Inlet for 1960 and 1961 will be estimated at slightly over $1 million, with a subsequent direct tax to the State Treasury of $10,000.

Sale of commercial fishing licenses for commercial fishing within Cook Inlet is in the neighborhood of $60,000.

In Cook Inlet we have three fisheries biologists to serve this management and applied research. We have employed technicians of balancing escapement against harvest by salmon counting stations and by continually surveying from the air.

We also have been doing considerable stream improvement and log-jam removal and beaver dam removal.

One of the main obstacles in the management efforts in Cook Inlet is determining the escapement into the silty rivers. The three most important streams in Cook Inlet—Kenai, Kasilof, and Susitna Rivers—are all glacial streams and consequently pose an almost insurmountable job of determining what the escapement is during the fishing period. In order to balance the escapement and harvest, in an attempt to solve this problem the State this year entered into a contract with the Bendix Co. to see if we could develop collectively a counting system for counting these salmon in the glacial streams. This will continue in 1962.

The prediction of returns of adult salmon is a very important segment of salmon management. In order to properly manage our fishery we must be aware of what is going out and what will be returning. We expect to start our work in Cook Inlet this year with digging of salmon eggs in the gravel. This is a method which has been developed

to determine the survival of the deposited eggs, and then you sample again as the stream migration starts out, giving you as many fixes on the fish that you can get before they enter the salt water. This will give you the best fix possible on the return without high sea sampling.

The transplanting of adult sexually mature salmon was undertaken this year in Cook Inlet and has met with very good success. We have one full-time biologist on the shellfish management. This man manages the fishery and makes his recommendations to the board of fish and game, working primarily on king crab, and we are going into now some Dungeness crab work and razor clam work. This fishery is carried out primarily in Kachemak Bay.

The development of the fresh water fishery for lake trout and Dolly Varden and whitefish is being encouraged on the Kenai Peninsula and Susitna River Basin.

The potential of this fishery in this area is not well known, though it is unquestionably greater than one would realize.

The Cook Inlet salmon fishery has been on a slow decline. Basically this area has nearly the potential of the salmon production it had 50 years ago. It is not unreasonable to expect an increase of at least the four species of the five species of salmon, and we are excluding a great deal of hope for the king salmon due to the high population influx.

A one-fourth or one-third increase appears reasonable and possible, providing that reasonable management can be carried on. The 1960 and 1961 programs have been sufficient to at least prevent further declines of the seed stocks, and a more intensive program would allow a faster buildup of productivity.

The king crab fishery is relatively new and will probably continue at a high level of productivity for several years and then stabilize at a sustained yield level. The razor clam fishery that I mentioned is relatively static.

The shrimp fishery, we feel, has a tremendous potential and could come into its own in the very near future.

Perhaps one of the greatest untapped or latent resources would be a bottom fish fishery from the fillet line type.

I feel that that more or less sums up the activities being carried on by this department in the commercial fisheries of Cook Inlet area.

Senator BARTLETT. Thank you, Mr. Meacham.

Does the State have trouble recruiting biologists?

Mr. MEACHAM. Well, yes; it does.

Senator BARTLETT. Are they in short supply everywhere?

Mr. MEACHAM. I could think back 14 years ago and say it was a real tough thing to find a job. Now I think the shoe is getting on the other foot. When we have to recruit, however, people to bring to Alaska, we run into difficulties from time to time. Of course, when we do recruit for Alaska we want people who are going to become Alaskans, not for a year or two, but those who want to make this their home and stay there. By the time we meet all those qualifications, yes, we have a difficult time.

Senator BARTLETT. Do you think the shellfish industry in Cook Inlet is going to be a growing thing?

Mr. MEACHAM. There is no question about that. How far, I couldn't hazard a guess.

Senator BARTLETT. It would be pointless, perhaps, to try to do so, to project yourself in the future in that way.

But you think it will be materially more than a million dollars gross that was recorded for this year?

Mr. MEACHAM. Oh, yes, indeed.

Senator BARTLETT. I wonder how it is that the burden of taxation is so much heavier on salmon than on shellfish. As a mathematical exercise I spread zeroes all over this page and I don't know if I came out with the correct results even so. But my discovery was that the tax on salmon amounted to roughly 3½ percent of the gross, and on shellfish roughly 1 percent of the gross.

Mr. MEACHAM. That is very correct.

Senator BARTLETT. Did you do that in your head right there?

Mr. MEACHAM. No. It is in the State statute. It says that 6 percent of 50 percent of the wholesale value, is the way it reads, and I don't know why it doesn't say 3 percent. And in the shellfish it is 1 percent.

Senator BARTLETT. One percent?

Mr. MEACHAM. Of the value, yes.

Senator BARTLETT. You say the salmon fishery has been declining in Cook Inlet?

Mr. MEACHAM. If you took over the long haul, yes, it has. We have had two fairly good years here now in a row. The 10-year average for Cook Inlet, in the case-pack figure, is approximately 255,000 or 260,000 cases.

In 1960, it was 255,000 cases. Almost approaching a 10-year average. And this year 191,000 cases, which is considerably below the 10-year average. This year, being an off year for the pinks, of course we don't expect a large pack.

If you take that back and project it back into many years ago, it is real poor.

Senator BARTLETT. What is the principal species of salmon taken in Cook Inlet?

Mr. MEACHAM. Of course, you have your good pack of reds out of your Kenai and Kasilof areas, and you have your pink salmon and dog salmon, and a declining king salmon fishery, seriously declining king salmon fishery.

Senator BARTLETT. Why, do you know?

Mr. MEACHAM. I think I do. Due primarily to the high influx of people into this area. The king salmon, of course, is sought after by several different interests. Your sport interests have a very definite interest in king salmon and rightly so. The commercial fishermen, likewise. Whereas you will not find a sport fisherman fishing for a dog salmon or a pink salmon or a sockeye, and that is the primary difference there.

Senator BARTLETT. Can that fishery be restored?

Mr. MEACHAM. The king salmon fishery?

Senator BARTLETT. Yes.

Mr. MEACHAM. We are taking steps to move in that direction. Believe me, they are very difficult to do.

First, you are going to have to make spawning sanctuaries, if you wish to call it that, and start moving the emphasis out of fresh water and more toward the salt water area. Then you are running into

conflicting interests that have just as much right to the fish as the commercial interests have.

Senator BARTLETT. This is a seriously depleted fishery?

Mr. MEACHAM. It is very seriously depleted.

Senator BARTLETT. What types of gear are used in Cook Inlet for salmon fishing?

Mr. MEACHAM. We have our purse seines, beach seines, set net gill, and drift gill net, and of course, not commercially, but sport fishing gear, hook and line.

Senator BARTLETT. Which, of these, is the biggest taker of salmon?

Mr. MEACHAM. Gill net fishery.

Senator BARTLETT. Is area fishing in effect in Alaska now?

Mr. MEACHAM. Yes, it is.

Senator BARTLETT. Fishermen are confined to a given area?

Mr. MEACHAM. Into a given area.

Senator BARTLETT. Do they announce their intention at the start of the season or earlier?

Mr. MEACHAM. Before April 15, which is the deadline for licensing commercial salmon vessels and gear. At that time they indicate which area they develop or gear is going to fish and then their personal fishermen's license, an assist-type license. That man can buy his license before he goes fishing and then he can indicate on that license in which area he wishes to fish.

Senator BARTLETT. Under what circumstances, if any, can he remove himself from one area to another?

Mr. MEACHAM. If the commissioner determines that a transfer of gear will be of a benefit to harvesting fisheries resource, and not a detriment, then that can be done.

Senator BARTLETT. Would that involve moving all who desired to go from one area to another, or would it be done on a selective basis?

Mr. MEACHAM. To answer your question generally, it would be impossible to make selective individual cases, although I am sure certain instances would arise that there would be a transfer made for some very definite reason. But a general overall picture, it would have to be an entire group, or anybody that would wish to, for instance. This has not been done.

Mr. RIVERS. First come, first served on application for transfers, maybe, if a limited number of transfers were indicated?

Mr. MEACHAM. That, too, could be done. It is very difficult.

Mr. RIVERS. That is the easiest way.

If there are applications for transfers, first come, first served, to the extent that transfers are indicated. Isn't that right?

Mr. MEACHAM. Other than the fact that if you had a long period to do this, you could probably work it out. But something of this sort would be a tremendous run of fish in some area where there was not sufficient gear to harvest it, and you would have to bring in additional fishermen. By the time you had made an announcement and gotten these people transferred in, somebody wouldn't have been notified, he was not able to apply for this transfer, and then you would be right into it.

Mr. RIVERS. How do you transfer these people? Is it because they asked to be transferred? I was talking about the man who came

there and said, "Let me go down there." Isn't that the way it would be done?

Mr. MEACHAM. True, and when you had enough gear you would stop.

Mr. RIVERS. That is all.

Mr. MEACHAM. This fortunate case has not occurred yet in Alaska. We have far too much gear in every registration area to harvest the available stocks.

Mr. RIVERS. I think I heard of one fellow that was allowed to transfer on request, and it caused a big hassel.

Mr. MEACHAM. It certainly does.

Senator BARTLETT. Area fishing was in effect under Federal supervision for a few years before statehood, was it not?

Mr. MEACHAM. Yes, it was.

Senator BARTLETT. Does there seem to be general satisfaction among the fishermen with the restriction conservation device, or whatever it may be?

Mr. MEACHAM. In moving throughout the State and holding a number of hearings, I would say the consensus of opinion is in favor of having area licensing. There are some very strong opponents to this, in all fairness.

It is something, Senator, that the State inherited at the time we took over management of the commercial fisheries. These fleets were so large, built up in these areas, that it would have been impossible to have dropped area licensing had we wished to. We were simply saddled with this one situation.

Senator BARTLETT. Is there any contemplation of dropping it now?

Mr. MEACHAM. No, there is not.

Senator BARTLETT. In the old days, the Federal days, the happily bygone days, Fish and Wildlife would hold a series of hearings every fall prior to the issuance the following February, generally, of regulations, and fishermen would make their complaints known and so forth, and it is a matter of recorded history that not one change ever suggested by a fisherman in Alaska was ever adopted by the Federal Government. But they had a chance to tell their story anyway, all being preliminary to this question.

Does the Sate hold similar hearing?

Mr. MEACHAM. We hold hearings. I like to not call them "similar." We have a system of what is known as advisory committees to the Alaska Board of Fish and Game.

These advisory committees hold meetings called public meetings. Then they get the feeling of the public and the consensus of opinion. We always make a staff member available at any of these meetings. In fact, we like to go there. From these advisory committees they send recommendations to the Alaska Board of Fish and Game.

The staff makes proposals to the Alaska Board of Fish and Game, as do interested parties. The board of fish and game meets, goes over these proposals, and then comes out with a list of their proposals. Then they hold an official regulatory hearing. Then again everybody can appear and testify. From that the regulations are adopted.

I would say by far and large that the regulations in the book are those with which the fishermen are in agreement.

There are isolated cases, very definitely.

Senator BARTLETT. Mr. Meacham, do these Bendix people believe that they can invent or contrive a counter that will take care of the situation in these silted waters?

Mr. MEACHAM. The engineer that spent the time up here, I had a talk with him the day that he left. He summed up his findings, and they will issue us a written report on this. He was very encouraged, though he felt to start with it would have to be on small streams and once the equipment was developed that it could be expanded into larger-type equipment. It looks very encouraging. I hope that it proves to be successful.

Senator BARTLETT. You need it?

Mr. MEACHAM. We desperately need that. But it is such an expensive piece of equipment, and such an expensive piece of research, that it is most difficult. They indicated that they would perhaps need assistance from the State in this research, that they didn't feel they would fully go on on their own, but this will be included in their report from their engineers' section, plus their management section.

Senator BARTLETT. Are they under contract to the State?

Mr. MEACHAM. We had a man here under contract.

Senator BARTLETT. Just one man?

Mr. MEACHAM. One man, their engineer who had designed most of the submarine sounding devices and underwater equipment.

Senator BARTLETT. Thank you, Mr. Meacham.

Congressman Rivers?

Mr. RIVERS. One question, Mr. Meacham. You spoke of the regulations and how they were arrived at.

Would you explain what is meant by a field order?

Mr. MEACHAM. Yes. Emergency regulation?

Under chapter 94, which set up the Alaska Department of Fish and Game, it is stated in there that the commissioner would have authority to make emergency regulations or field regulations.

At the Alaska Board of Fish and Game first meeting they adopted regulation 102.99, being that which gave the commissioner authority then to make these regulations. The Commissioner in turn has delegated this authority to certain personnel.

When a condition is observed that needs immediate action, that person with that authority can make an emergency regulation, a field order, that is good and legally binding for 90 days.

Mr. RIVERS. Thank you. I wanted that explanation for the record, Mr. Chairman.

Mr. MEACHAM. And that particular authority is the most important regulation in the book. I think that you will probably find that the fishermen will agree with that.

Mr. RIVERS. That gives flexibility when the unexpected things happen.

Mr. MEACHAM. Precisely.

Senator BARTLETT. We are indebted to you, Mr. Meacham, for your testimony.

Mr. MEACHAM. Thank you, sir.

(The schedule of licenses is as follows:)

MAY 19, 1961.

To: Walter Kirkness, Director, Commercial Fisheries Division, ADF&G, Juneau.
From: C. A. Weberg, area management biologist, Commercial Fisheries Division, ADF&G, Homer.
Subject: 1960–61 commercial fishing licenses, Cook Inlet-Resurrection Bay area, May 19, 1961.

	1960	1961
1. Commercial fisherman's licenses:		
Resident	1,263	858
Nonresident	232	157
Subtotal	1,495	1,015
Void		1
Total	1,495	1,016
2. Vessel licenses:		
Drifters, etc.:		
Resident	293	299
Nonresident	82	101
Subtotal	375	400
Void	11	
Total	386	400
Dories:		
Resident	490	521
Nonresident	29	21
Subtotal	519	542
Void	6	
Total	525	542
3. Gear licenses:		
Beach Seine		
Resident	12	3
Nonresident	0	0
Subtotal	12	3
Void	7	
Total	19	3
Beam trawl:		
Resident	2	1
Nonresident	1	0
Total	3	1
Clam digger:		
Resident	73	43
Nonresident	9	20
Subtotal	82	63
Void	2	
Total	84	63
Drift gill net:		
Resident	221	244
Nonresident	67	92
Subtotal	288	336
3. Gear licenses—Continued		
Drift gill net—Continued		
Void	29	2
Total	317	338
Total units	438	666
Making total fathoms	42,850	49,950
Hand purse seine:		
Resident	86	76
Nonresident	9	4
Subtotal	95	80
Void	6	
Total	101	80
Long line:		
Resident	27	16
Nonresident	1	0
Total	28	16
Otter trawl:		
Resident	12	6
Nonresident	2	3
Total	14	9
Set gill net:		
Resident	511	545
Nonresident	29	23
Subtotal	540	568
Resurrection Bay	6	
Subtotal	546	
Void	18	3
Total	564	571
Total units	511	519
Making total fathoms	53,745	54,540
Shellfish pots:		
Resident	68	63
Nonresident	1	3
Total	69	66
Troll:		
Resident	0	2
Nonresident	0	0
Total	0	2

Senator BARTLETT. Are there any further witnesses?

(No response.)

Senator BARTLETT. I offer for the record a letter submitted to me under date of October 16, by Mr. Homer J. S. Thompson, manager of Kenai Peninsula, Public Utility District No. 1, pertaining to freight charges to Homer, and the need for a Coast Guard cutter.

The committee will stand in recess until tomorrow, October 18, Alaska Day, at the fixed hour in Kodiak, Alaska.

(Whereupon, at 10 p.m., the hearing was recessed, to reconvene at Kodiak, Alaska, on Wednesday, October 18, 1961.)

KENAI PENINSULA, PUBLIC UTILITY DISTRICT NO. 1,
Homer Alaska, October 16, 1961.

Hon. E. L. BARTLETT,
U.S. Senate Commerce Committee,
Washington, D.C.

DEAR Bob: We have been informed of hearings being held in various communities of Alaska covering fisheries and transportation problems.

May we call to your attention the prevailing inequities concerning freight brought to Homer aboard Alaska Steamship vessels.

Your attention is invited to the transport hearings of the Alaska International Rail and Highway Commission held at Anchorage, Alaska, September 8, 1959. The facts presented at this hearing are just as pertinent today as they were in 1959.

We are still suffering from extremely high freight rates and in numerous instances it is cheaper to ship by air than by water. This is primarily due to use of the cubic rate for a shipment rather than a weight basis.

There are some additions to the 1959 report that are pertinent due to the passage of time and developments in the oil industry.

Standard Oil Co. of California, is now making preparations for drilling a well about 20 miles east of Homer. The road to the drilling site is partially completed and work is proceeding on the oil drilling site. Current plans indicate the oil well drilling equipment will be brought in after the ground freezes, since the area of the drill site is quite wet.

Since the census we now learn that the 12th election district, which includes the cities of Seldovia, Kachemak, Kenai and Soldatna, and the communities of Homer, Halibut Cove, Anchor Point, Port Graham, English Bay, Ninilchik, Cohoe, Kasilof, Clam Gulch and Sterling, is the fastest growing area by population in Alaska. The district now ranks 7th in population in the State.

Reports from the State fish and game commission indicate that sustained yields of king crab, dungeness and tanner crab, shrimp, halibut, flounder, and other bottom fish are substantially greater than now being fished.

There are good indications that the seafood processing industry will continue to grow on the lower Cook Inlet. Construction of the three small boat harbors at Seldovia, Homer, and Ninilchik will accommodate additional vessels and afford protection for small craft during inclement weather conditions. With the popular trends for the population to seek recreation with small boats, it is expected that the three small boat harbors will soon be overcrowded.

There have been a number of recent boat losses that might have been avoided and lives saved had there been a rescue vessel from the U.S. Coast Guard available.

It is our firm belief that the U.S. Coast Guard should have a station on the lower Cook Inlet, with a vessel of adequate size to perform search and rescue work. It is important from the time standpoint that the vessel be situated close to the area where the greatest concentration of vessels is located or working.

For proper control of small craft it is important that a Coast Guard vessel be located where the greatest number of small boats are being used. It is noted and has been reported for several years to the customs district that there are small boats over 16 feet in length that are not registered or documented.

A Coast Guard station is also needed for processing of U.S. Coast Guard port security permits. We expect continued activity in the oilfields with resultant usage of class A explosives. A permit is required of all longshoremen and truckers handling explosives of this nature.

In the very near future the State ferry system will be operating between Kodiak, Seldovia, Homer, and Anchorage. This added transportation should have some measure of protection afforded by the Coast Guard.

At the present time the closest U.S. Coast Guard vessels are based at Cordova to the south of Cook Inlet and Kodiak to the west. The vessels' running time to Kachemak Bay and Cook Inlet are too long to provide needed assistance to any vessel in distress.

Request that further studies be made of the needs of the lower Cook Inlet region for establishment of a Coast Guard station in this area.

Sincerely yours,

HOMER S. THOMPSON, *Manager.*

NORTH PACIFIC FISHERIES PROBLEMS

WEDNESDAY, OCTOBER 18, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Kodiak, Alaska.

The subcommittee met, pursuant to notice, at 1:45 p.m., Hon. E. L. (Bob) Bartlett presiding.

Also present, Congressman Ralph Rivers.

Senator BARTLETT. The committee will be in order.

This is the fifth in a series of hearings being held in Alaska by the Senate Committee on Commerce.

More specifically, we are representatives of the Merchant Marine and Fisheries Subcommittee of the Senate Committee on Commerce.

At the conclusion of this hearing, in Kodiak, we will go to Fairbanks to hold a hearing there tomorrow, Friday, principally on transportation. Then we shall return to Anchorage for hearings on Saturday and Monday, and subsequently go to Cordova, Juneau, and Ketchikan, Alaska.

The subcommittee met at two other places on the Pacific coast before the Alaska hearings started, namely, in San Rafael, Calif., and Seattle, Wash. The California meeting was presided over by Senator Clare Engle, and the Seattle hearing by the chairman of the committee, Senator Warren G. Magnuson.

We are not concentrating on consideration of specific legislation during these hearings but principally are seeking to build up a record of information concerning the Pacific fishery from California to Alaska to make a printed hearing available which will give a broad perspective of the State, of that fishery, and of its prospects for the future.

However, the Senate committee, while in Alaska, is giving attention to one bill which relates to the entire Pacific coast, introduced by Senator Ernest Gruening of Alaska, with over 20 cosponsors in the Senate, which would amend the Saltonstall-Kennedy Act so as to make available additional funds derived by the U.S. Treasury from import duties on fisheries products, to be allocated to the several States for fishery research and rehabilitation.

We have had some very good hearings in Alaska so far, and I know that the testimony to be received here will be a continuation of the pattern which has been established.

Rather unexpectedly, but very welcomely, we were joined at Anchorage by our own Congressman, Ralph J. Rivers. He has been with us at Bristol Bay and at Homer, and is participating in the hearings.

Although the Senate committee is specifically considering the

Gruening bill, S. 1230, I should mention that Congressman Rivers has introduced companion legislation in the House. Both of these bills are now under consideration by the respective bodies of the Congress.

I think it would be advisable to mention at the outset of the hearing that we have in the room one of the real old timers of Alaska, Jack Lee, 93 years of age. He came in 1898 to Knik and helped blaze a trail to Big Delta. Jack sent the first oil samples out of Cold Bay, and first came to Kodiak in 1901. We welcome you here, Jack, and hope you can stay all afternoon.

The first witness today will be Mr. Knudsen, Box 1097, Kodiak.

STATEMENT OF EMIL KNUDSEN, KODIAK, ALASKA

Mr. KNUDSEN. My appeal is that your good offices lend assistance to the State and possibly through the Saltonstall-Kennedy Act make some moneys available to put in a fishway at Fraser River.

This stream, and Fraser Lake, is 12 miles long, and using Karluk Lake as a yardstick, Karluk has produced in excess of a $100 million in taxable wealth.

The biologists and engineers that have been consulted and worked on this project, all are in accord that the fishway is entirely feasible. The cost would be somewhere in the neighborhood of $250,000, which is not an excessive amount of money considering the tremendous fishery that would be generated. It would amortize itself in a very short while.

The experimental work that has been accomplished has been entirely satisfactory. The eggs that have been planted in Fraser Lake have returned a very generous number of salmon, but none of these salmon have been able to negotiate the falls, and those that have been taken, the eggs removed and placed in the lake, have returned.

That is the extent of my testimony.

Senator BARTLETT. This year, Mr. Knudsen, the Congress appropriated in the aggregate over $7 million for salmon research for the fiscal year 1962 in the North Pacific.

This included the so-called crash program money so that intensive research might be undertaken prior to 1963, the expiration of the first 10-year treaty with Japan.

I wonder if you have presented this idea to State authorities to whom was allocated some of this money, or to the Federal authorities, with the hope that the fishway might be built out of these existing funds?

Mr. KNUDSEN. Clarence Anderson and I have discussed it numerous times. He is well aware of it and is in accord with it. All that is lacking is the money.

Senator BARTLETT. That is a substantial lack. But you don't know its present status in respect to the availability of funds now?

Mr. KNUDSEN. I do not.

Senator BARTLETT. We will discover that from State or Federal officials. It might be that a project such as that would not fit in with the research program. I would not know. But I have heard about this, of course, for years, and agree with you that it is a very important undertaking.

Mr. Rivers?

Mr. RIVERS. Mr. Knudsen, the bill which Senator Bartlett mentioned as pending to amplify the Saltonstall-Kennedy research money does aim at using some of those funds for projects like spawning ground development and stream clearance.

The trouble is that it would only produce about $300,000 a year. But it is in addition to the Saltonstall-Kennedy money that is presently being made available each year under the administration of the Secretary of the Interior.

I would say this would come pretty close to being comparable to spawning ground development, and would come under the broad terms of the bill which I introduced because I emphasized project action as well as pure scientific research.

In any event, I will definitely keep your idea in mind and see what can be done with it.

Mr. KNUDSEN. To mention the figure of $100 million in today's money, it may not seem like a great deal of money.

Senator BARTLETT. Yes, it does.

Mr. KNUDSEN. There is absolute evidence that the Karluk River has produced in excess of a hundred million dollars in taxable wealth. A lake that would be equally as generous should not be ignored.

Senator BARTLETT. How long have you lived here, Mr. Knudsen?

Mr. KNUDSEN. Twenty-two years.

Senator BARTLETT. Was the Karluk a better producer when you first came than it is now?

Mr. KNUDSEN. From my observation and talk, it seems like the more work done on the Karluk stream, the less it produces.

Senator BARTLETT. Maybe we should not have the fishway up there.

Mr. KNUDSEN. A man with Jack Lee's background, he has seen as much as a hundred thousand fish in one seine, red salmon. Am I right, Jack?

Mr. LEE. 110,000, in the Karluk River.

Mr. KNUDSEN. In one catch.

Mr. LEE. In one drag.

Senator BARTLETT. You are not in the fish business.

Mr. KNUDSEN. No, but it is a part of our economy.

Senator BARTLETT. I understand that. I just want to identify you for the record. You are a businessman in Kodiak?

Mr. KNUDSEN. Yes, I operate two stores in Kodiak.

Senator BARTLETT. Thank you very much, Emil.

George Cornelius, Box 484, realtor, Kodiak.

STATEMENT OF GEORGE CORNELIUS, KODIAK, ALASKA

Mr. CORNELIUS. Mr. Chairman, I have lived in Kodiak since 1951, and have retired from the U.S. Navy. Here in the Kodiak area the Coast Guard and the Navy being stationed here are in a position to protect our waters around the Kodiak area.

I would like to see in the international fishing waters some way or some method whereby the Navy could help to patrol that area, rather than having one ship in the area like we had last year, which was the *Storis*.

Senator BARTLETT. The *Storis* being a Coast Guard cutter?

Mr. CORNELIUS. Yes, sir.

I think that more information could be compiled for our scientists if a Navy ship or several Navy ships operating from this area could be allowed to go out into the international areas there and gather information pertaining to Russian and Japanese fishing.

Senator BARTLETT. This is the 17th Naval District, is it not?

Mr. CORNELIUS. Yes, sir.

Senator BARTLETT. All of Alaska?

Mr. CORNELIUS. Yes, sir.

Senator BARTLETT. Does the 17th Naval District have any ships?

Mr. CORNELIUS. Not right at the present time.

Senator BARTLETT. I did not think so.

Mr. CORNELIUS. They have ships, yes, but they are not in the area in international fishing waters at the present time, sir.

Senator BARTLETT. They do have ships though?

Mr. CORNELIUS. They have several, but they would not be equipped for doing that type of work.

Senator BARTLETT. Are they large ships?

Mr. CORNELIUS. No, small craft.

Senator BARTLETT. Like what?

Mr. CORNELIUS. Like the LSM–161, just auxiliary vessels here. But I do think that we need more, you might say, man-of-war type ships, in this area to accomplish that kind of work.

Senator BARTLETT. And for other purposes, perhaps, too?

Mr. CORNELIUS. Yes, sir.

Senator BARTLETT. The 17th Naval District is lamentably short of vessels right at the moment, is it not?

Mr. CORNELIUS. It is.

Senator BARTLETT. And historically so?

Mr. CORNELIUS. Yes, sir.

Senator BARTLETT. Thank you for the suggestions, Mr. Cornelius.

Mr. Rivers?

Mr. RIVERS. No questions.

Senator BARTLETT. Senator Alfred A. Owen of Kodiak.

The chairman would like to note the presence in the hearing room of Representatives Peter Deveau and Gil Jarvela. We will be very glad to hear from them if they care to testify later, or we would be very glad to have them remain as auditors, if they so prefer.

STATEMENT OF SENATOR ALFRED A. OWEN, KODIAK, ALASKA

Mr. OWEN. Senator Bartlett, I am glad your schedule was stepped up because I did not think I was going to be here, and I prepared a statement which I was going to leave for inclusion in the record.

That particular statement deals entirely with the North Pacific fisheries.

Senator BARTLETT. Would you care to read this aloud?

Mr. OWEN. Yes.

The problems of the international North Pacific fisheries are of substance and deep in their underlying implications as to international and domestic affairs. Therefore, they do not lend themselves to any simple or stock solution.

It would appear, in the light of prevailing U.S. policy, that we should seek a solution to these problems.

The research stimulated by the terms of the protocol to the International North Pacific Fisheries Convention, has given us and the world a wealth of knowledge about the North Pacific fisheries. But, this information is far from complete, not only from the standpoint of fisheries biology, but also from an oceanographic understanding of the environment which has a great bearing on the fisheries.

I believe it not at all unreasonable to assume that long-range self-interest has a positive effect on the actions of the nations involved, and that includes the Russians.

Therefore, conservation of the seas' resources, looking toward a sustained yield is one practical approach. However, it is difficult if not impossible to bring about intelligent conservation without sufficient information upon which to base it, and have the principles involver understood by all concerned.

This brings us to the necessity of continuing our research, and also is justification for the accelerated research effort now underway. It points up, too, the necessity for the Congress to act favorably and hastily on S. 1230, which is the bill to which you referred in your opening remarks, that the work may continue in a positive manner. It is well to remember the vastness of the scientific unknown, as well as the impossibility of reaching quick scientific conclusions which will stand up under the demand for accurate fishery management tools. I point to the Fraser River fishery as an example to illustrate the above.

The United States should be sure of establishing its historic right of fisheries. We have pretty well done this on the Atlantic, but on the north Pacific we still have some way to go in some of our fisheries. The need for ship and operational subsidies is worthy of congressional consideration if we are to establish and maintain our right of fishery in the north Pacific. In the light of our population explosion this may prove to be an excellent investment for the United States. Time is running out on us.

There probably are a few things that I should like to amplify in reference to this; namely, the threat which we face not only from the Japanese, with whom we have a treaty, but the Russians with whom we do not have a treaty.

I believe this committee is probably as well aware as we are here of the almost constant encroachment of Russian fishing vessels, exploratory and otherwise, adjacent to our shores, and some of them come pretty close to Kodiak. They go out into the gulf, down toward Sitka, off Vancouver Island and of course over on the east coast, too.

In trying to think of some way that the United States might counteract just a little of this encroachment, I believe that it would be helpful if your committee and also the House, Congressman Rivers, might explore the possibility of a cooperative effort between the fishing industry and the U.S. Navy for the simple reason that we have no floating equipment capable of going into the Russian waters and fishing in their bailiwick for a change.

I realize this is not an economic thing; this is an approach from a different point of view. I have reason to believe that you would get ready cooperation from the U.S. Navy, and of course as they themselves admit, they are a serving agency, and if the Congress were to decide that that was the proper approach, they certainly would do it.

In other words, I don't know why we should not be right off the Russian shore having a look-see at what they do. It works both ways. There is another facet to this north Pacific fisheries thing that bothers me very much.

With the indulgence of the chairman I would like to mention a couple of subjects, possibly, that are only remotely connected with the Commerce Committee, but they do have a definite bearing on our North Pacific fisheries. One is the improvement of the small boat harbor facilities in this area.

You probably are aware that the local boat harbor has already outgrown its original capacity. The reason that you do not see a lot of boats in there today is because the boats are out working. But every stall in that basin is rented.

Then at Sand Point and at King Cove where we have year-round operations in our fisheries, there is no protection for fishing vessels.

I have been there and I am glad that I am not responsible for keeping some boat in good order because it is just like being out in the open sea as far as any protection from the elements is concerned.

So if the Commerce Committee can aid in expanding these facilities, we will be just plain grateful.

It is necessary that we increase and build up our activity further to the westward, because we meet our foreign competition head on coming through the passes in the Aleutian chain. We meet them there first. I think we should be out there as much as possible.

One other thing, too, Mr. Chairman, in reference to the Armed Services Committee, and of deep interest to the State also, is the maintenance and rehabilitation of what naval facilities we have at Kodiak and this Aleutian chain. I think that you have seen some of them. They are pretty badly run down. I am not a military man but I would imagine they would have difficulty in discharging their logistics mission if they were called upon to do so. They would have too many breakdowns.

The United States has a whale of an investment in these installations, and I feel that they should not be allowed to deteriorate to the point that they have.

I think there is a possibility, and it would be very worth while, too, for the storing of more supplies in the area, particularly food supplies. I think that is well worthy of consideration. We have a transportation link that is long and tenuous.

Mr. Chairman, that concludes my remarks.

Senator BARTLETT. Mr. Owen, you are a member of the State senate?

Mr. OWEN. That is correct.

Senator BARTLETT. Where is your election district?

Mr. OWEN. Districts 13 and 14; namely, the Kodiak and Afognak Islands, the Aleutian chain, including the Pribilof Islands.

Senator BARTLETT. The entire Aleutian chain?

Mr. OWEN. The entire Aleutian chain.

Senator BARTLETT. How far west from Kodiak does your district extend?

Mr. OWEN. Frankly, it goes clear to the end of the Aleutian chain, the last island owned by the United States. However, politically we have never set up polling places beyond Atka.

Senator BARTLETT. And the last island is named——

Mr. OWEN. Attu.

Senator BARTLETT. How far from here is that?

Mr. OWEN. I have to plead ignorance. It is a long way.

It is farther than it is from here to Seattle.

Senator BARTLETT. It is at least a whoop and a holler and a sit-down?

Mr. OWEN. It is. It is in excess of 1,500 miles.

Senator BARTLETT. You could go ashore on many islands in your district and address your constituency and there would not be a human being there; is that right?

Mr. OWEN. That is correct, Senator, but here is an interesting thing. I have to get permission from the Fish and Wildlife Service to address my constituents on St. Paul Island, and I don't like that.

Senator BARTLETT. Tell us more about this.

This is a most unusual situation, I should think.

Mr. OWEN. Simply this: That you must clear with the Fish and Wildlife Service if you are going to visit the Pribilof Islands.

Senator BARTLETT. When you have gained that clearance do you have to get further permission to address your constituents?

Mr. OWEN. I did not get it. I took it.

Senator BARTLETT. The Pribilof Islands are in a special situation, are they not, under the Statehood Act?

Mr. OWEN. Yes, they are, but they are still taxpayers, and they are still voters, and they are still affected in many ways by State law.

Senator BARTLETT. I have no quarrel with those conclusions. You also are a member, are you not, Senator Owen, of the Advisory Council to the U.S. section of the North Pacific Commission?

Mr. OWEN. That is true.

Senator BARTLETT. What are the duties of this Advisory Council?

Mr. OWEN. The total Commission is composed of 12 men, 4 from Canada, 4 from Japan, 4 from the United States. Each national section under the terms of the treaty may, if he desires, have an advisory board of people that may have particular knowledge of the various facets of the fishing industry. The American section does have 16 advisers. They represent various facets of the entire fishing industry. They come all the way from lower California to Dillingham, Alaska, Professor Kallenberg being the farthest west. Most of these people are intimately engaged one way or another in the fishing business.

Of course, as these problems of the Commission come up, the American commissioners have made it a practice to discuss these problems with their advisers and in fact go around the table and count noses.

Apparently up to this point at least the majority, or the consensus of opinion, has ruled. However, if the U.S. commissioners decided to ignore the advice of their advisory board they can do so if they wish.

Senator BARTLETT. There is a forthcoming meeting of the Commission in Tokyo?

Mr. OWEN. Yes.

Senator BARTLETT. Is this a regular annual meeting or is it being called for some special purpose?

Mr. OWEN. It is an annual meeting, Mr. Chairman. The Commission meets annually for a period of nearly 3 weeks, meeting in one of the member countries each year.

Next year the meeting will be in the United States, probably Seattle. The year after that it will be in Canada. And then 3 years from now it will be back in Japan.

Senator BARTLETT. We were told at Naknek yesterday that there has not yet been a definitive determination as to whether the Americans or the Japanese, this year, took more red salmon of American origin.

Do you have any information on that?

Mr. OWEN. If I understood you correctly, they are not sure to the extent to which North American fish were taken by the Japanese?

Senator BARTLETT. Correct. Only that they took just about 50 percent, or perhaps a bit more than 50 percent, as compared with Bristol Bay fishermen.

Mr. OWEN. It would appear that they took a very substantial part of the run because of the way that the run acted. There was a good level of fishing and then as of the next day it completely dropped off, which would lead the Americans to think that the Japanese had gotten into the heart of the run and had very good fishing.

And, of course, they also admit that they had very good fishing.

Senator BARTLETT. How would you have the Navy cooperate in all of this?

Spell that out a little bit more in detail, will you?

Mr. OWEN. Is this in reference to the Japanese or the Russians?

Senator BARTLETT. In reference to anything that you want the Navy to do.

Mr. OWEN. This is more particularly a check on the Russians with whom we have no treaty. In other words, as of the moment we are not on speaking terms with the Russians as regards fisheries. We are on speaking terms with the Japanese. And at least we sit down and talk with them and can reach some rather definite conclusions, possibly. But with the Russians, we are not even talking to them.

And without any discussion they are unbridled and perfectly free to invade our fisheries.

As a matter of fact, that is what they intend to do.

In the proceedings of the annual meeting last year the Russian observer made a statement to that effect, which is a matter of record, that they will move in as fast as they have the means with which to do it.

We are currently merely complaining to our own Federal Government about the fact that the Russians are probably going to come in here and spoil our crab fishing and spoil our salmon fishing and other fishery resources. We do know that they were in here whaling this year. We know that. We also know that they were here bottom fishing. We are very apprehensive that they are going to destroy the halibut fishery which, frankly, is exclusively utilized now by the Canadians and the Americans.

The Japanese abstained from fishing halibut as such under the terms of this treaty.

As you are well aware, the International Halibut Commission is currently conducting some research or accelerated research out of not only Kodiak but farther westward, trying to tie together the loose ends of the scientific unknown. Then, in the event that the Russians and the Americans and Canadians ever get to talking about halibut,

we will be in a position to know what we are talking about, and not be in the position we were in, in 1952, when we talked with the Japanese about salmon.

The Navy could help us, for one thing, with more patrol craft in the area. The Russians understand force and they are not likely to be running around quite so pointedly if we have some of our ships in the area.

This year we did have the *Storis*, a Coast Guard cutter. That is the first year that the United States has actually had a ship detailed to patrol the 175th meridian west, and more or less keep an eye not only on the Japanese but on the Russians.

But the thing that I referred to earlier in my remarks was the fact that we should get out and get into this bottom fishery, which we are not now doing. We are taking one species primarily, and that is the halibut. There are many other species of bottom fish. And the way this country is growing, populationwise, we are definitely going to have to look to the sea maybe 15 or 20 years from now for a greater source of food.

I don't mind saying how ignorant I was a year ago when I found the Japanese had increased their fishing effort on the king crab stocks north of Port Moller.

I said to the American section, "Why don't we ask the Japanese to abstain from their fishing effort?" Much to my chagrin I found out we do not have the historic rights, the Japanese have them. They were there first, they have been there since, and they have stayed there. We have no historic right, but right off Port Moller, right in our own backyard, we do not have the historic rights. It is unthinkable. In a very short time we are going to wake up and find out maybe we have not any historic rights to the fisheries between here and Unimak Pass.

Mr. RIVERS. Mr. Chairman, may I interject?

Senator BARTLETT. Yes.

Mr. RIVERS. There are various degrees of historic rights based on the degree of use in the area. I suppose it could be disputed whether you have historic rights or not, or whether you have a very minimal historic right or a real established historic right.

I gather that what little historic rights we had here along the coast of Alaska do not stop the Russians from coming in and exploring and developing their fisheries. Is that correct?

What are these historic rights that prevent us from going up to the Unimak Pass?

For the record I would like you to explain a little more about historic rights.

Mr. OWEN. In dealing with international law, historic rights usually take into consideration something you have been doing for not less than a hundred years.

However, when the North Pacific Fisheries Treaty was negotiated between Canada, the United States, and Japan in 1952, it was realized that there was precious little knowledge about the offshore fisheries.

Fishing effort as recent as 5 years was considered and recognized as historic right.

But truthfully, for long-term historic right the only historic right we have in the Bering Sea fishery is the old cod fishery, and as you

know Captain Shields had to fold his tent and fade away here some years ago because it was economically unfeasible to continue.

However, we are fishing crab, we are fishing halibut. With halibut we have a good historic right on this side of the Aleutians. Only recently have we started fishing king crab south of the chain. We have not been doing any trolling for bottom fishing and I say that we should. That is where the Navy can give us a hand. Today I don't believe that there is any commercial enterprise that could go out there and pay expenses. Therefore it is necessary that we get some assistance to batten down even a tenuous toehold.

Mr. RIVERS. That is all.

Senator BARTLETT. Thank you very much, Senator Owen, for a very useful statement.

Mr. Vernon Hilliker, Box 646, Kodiak, were you going to testify?

STATEMENT OF VERNON HILLIKER, KODIAK

Mr. HILLIKER. No.

Senator BARTLETT. I have your name.

Do you have anything on your mind that you wanted to be recorded in print forever and a day?

Mr. HILLIKER. No, we have nothing to testify about at this time. It sounds like a command performance.

Senator BARTLETT. Not necessarily so, because you can reject the invitation.

Mr. HILLIKER. The only thing we would like to say, briefly, is we have been very pleased with the administration of the State and fisheries of Alaska, and I believe that is all that we would have at this time.

Senator BARTLETT. Thank you, Vernon.

I have the names of Ralph Jones and Mr. Vega.

Are you going to testify?

Mr. VEGA. We are on your list, but we are here to listen.

Senator BARTLETT. Mr. Charles L. Jensen, chief technologist for Wakefield Fisheries at Port Wakefield, Alaska.

Mr. Jensen?

STATEMENT OF LOWELL WAKEFIELD, AS READ BY CHARLES L. JENSEN, CHIEF TECHNOLOGIST, WAKEFIELD FISHERIES, PORT WAKEFIELD, ALASKA

Mr. JENSEN. Senator Bartlett and friends, the No. 1 fishery problems are, of course, those posed by the massing of foreign fleets along the coast of Alaska—fleets whose production both in tonnage and in dollar value, already far exceed the output of the Alaska fishing industry.

The growing king crab industry, for example, is rapidly becoming the mainstay of Western Alaska's economy, and is expected to produce a pack this year worth some $12 million. But, it is also estimated that the Russians and the Japanese will put up a pack of crab in Alaska waters worth some $15 million. Their rate of expansion is faster even than ours, and the implications with regard to the competition for the crab grounds are obvious.

I will not attempt to suggest solutions to such complex problems, except to say that the brightest spot that has come our way in quite a while in our efforts to search for solutions is the decision of our Senator to join the rest of us in the Alaska delegation to the sessions of the International North Pacific Fisheries Commission in Tokyo later this month.

The matter which I would like to discuss briefly here today is much more limited in scope. I have reference to certain inequities and hazards in the importation of fishery products from foreign countries.

We Alaska fish packers are faced with a multiplicity of rules and regulations governing the sanitation of our plants, personnel, and products. We must not only comply with Alaskan and Federal codes and regulations, but in order to sell throughout the other 49 States, we must be in compliance with their codes and regulations. This is not only difficult, but expensive, and becomes more so all the time.

Nevertheless, we are for it. The aim is completely proper—the protection of the American consumer and the health of the Nation.

But the foreign producer does not have this problem. Clams and shrimp and crab meat and salmon and swordfish and dozens of other fishery products pour into the United States from countries whose sanitary standards are shockingly inadequate, and are sold freely to the American consumer.

Theoretically, these imports of fish and other foods are checked at the port of entry by Customs. Actually, lacking adequate personnel, and with only one small laboratory for the entire Pacific coast, not one in a hundred of these imports is checked at all, and then, if it is not absolutely rotten, it gets passed through. Obviously, the customs people need more money, more people, and more facilities.

But even this is not quite enough. A spot check of food products, as any health authority knows, is not sufficient protection. It is basic that the product, to be safe, must be packed under conditions meeting proper health standards. To obtain an import permit, a foreign producer should be required to show evidence that his product was packed according to American sanitary standards. And I would like to see the committee sponsor legislation along these lines.

No foreign policy question is involved, for the foreign packer is asked only to meet the same standards that we must meet.

Senator BARTLETT. This is a statement from Lowell Wakefield?

Mr. JENSEN. It is.

Senator BARTLETT. He is unable to be present and present it in person because he went to Tokyo?

Mr. JENSEN. He is in Tokyo now.

Senator BARTLETT. At least I saw him in the lobby of the hotel in Anchorage preparing to take the plane.

In this statement, Mr. Jensen, it is said that to sell American cod and American processed king crab it is necessary that there be compliance with the codes and regulations of the other 49 States.

Mr. JENSEN. That is correct.

Senator BARTLETT. When the foreign product comes to New York, for example, must not it meet the State standards?

Mr. JENSEN. It must meet New York standards, but they are supposed to be checked by the customs people, and I doubt very much whether they have the facilities to check all of the products that come

through the port of New York, or the port of San Francisco or the port of Seattle.

Senator BARTLETT. New York is supposed to be especially strict, isn't it?

Mr. JENSEN. It is especially strict. Not nearly so much so now as Massachusetts.

Senator BARTLETT. Let's take Massachusetts, then. Let us say a shipment of Wakefield crab arrives at Massachusetts. It is inspected by the State people?

Mr. JENSEN. It is not inspected by the State people. We are under the voluntary USDI inspection system set up by the Department of Interior for fishery products. Reports are sent to the State as to a particular lot. We have a man down there who does nothing but inspect our product as it goes through the cold storage and processing.

Senator BARTLETT. Do you know where?

Mr. JENSEN. Yes, at Bellingham, Wash.

Senator BARTLETT. Is he a Government man?

Mr. JENSEN. He is a Government man.

Senator BARTLETT. And he inspects your products and the products of other companies?

Mr. JENSEN. No; just our products.

Senator BARTLETT. Just your products?

Mr. JENSEN. Right.

Senator BARTLETT. You say this is a voluntary program?

Mr. JENSEN. This is a voluntary program.

Senator BARTLETT. Voluntary on your part?

Mr. JENSEN. On our part.

Senator BARTLETT. Once this particular shipment has received the approval of this Government inspector, Massachusetts allows it to enter without further question?

Mr. JENSEN. They can check it if they so wish. But it must meet their standards.

Senator BARTLETT. Now let us say that a shipment of king crab taken by Japanese, packed by Japanese, arrives in Boston. Will the State people there take the word of the customs people, or will they require separate inspection?

Mr. JENSEN. I am stepping out of my element right now. I believe that they would accept the customs' word on it, but I don't know.

Massachusetts has just recently enacted their very strict sanitary procedures. It is quite difficult for our company, as well as any other fisheries company, to meet their standards.

Senator BARTLETT. What do you know about the sanitary standards of the Japanese?

Mr. JENSEN. I know of only two lots that have been inspected, and these were inspected by our man in Bellingham, and these both failed to meet our standards as well as the Massachusetts standards.

Senator BARTLETT. Where is the inspection made by the customs people at this one small lab that is mentioned here?

Mr. JENSEN. That I do not know. I would assume it would be in San Francisco or Seattle, but I am not sure.

Senator BARTLETT. All right, Mr. Jensen. I assure you we will take Mr. Wakefield's suggestions under further consideration and make inquiry. I want to say for my own part that 2 or 3 years ago

Howard Wakefield showed me some pictures of processing of crab aboard some Japanese ships, and I was not particularly impressed.

Mr. JENSEN. It has not improved.

Senator BARTLETT. No improvement?

Mr. JENSEN. No.

Senator BARTLETT. I had a feeling then, and I have it now, that if the American housewife could see those pictures, she would probably be buying exclusively American-packed crab.

Mr. JENSEN. I think so, too.

Senator BARTLETT. Thank you, Mr. Jensen.

Mr. JENSEN. Thank you.

Senator BARTLETT. Mr. Roy Rickey, western regional supervisor of the Commercial Fisheries Division, Alaska Department of Fish and Game, Box 686, Kodiak.

STATEMENT OF ROY RICKEY, WESTWARD REGIONAL SUPERVISOR, COMMERCIAL FISHERIES DIVISION, ALASKA DEPARTMENT OF FISH AND GAME

Mr. RICKEY. I would like to testify on primarily one aspect and that is what you mentioned as Federal assistance or aid in our fisheries program in Alaska.

This program we had an inkling of this year in this crash program recommended by the North Pacific Treaty Organization. The Federal aid that we would require to really find the answers to problems that are plaguing us is a long-term continuing-type program and this is necessary rather than a short 1- or 2-year program because the answers simply do not come that fast.

The life cycle of salmon is 2 to 6 years; king crab, the fishery they are working on now, is 6 to 12 years old.

And in addition we could not get qualified personnel for short-term programs.

It is our thought that on a continuing basis, such as is proposed in S. 1230, would be about the only way we could finance it. The assistance required is on salmon and other species. We are rapidly expanding from a salmon fishery to other species in Alaska, particularly in king crab, and now in shrimp.

Today we totaled up figures for the westward region. Our salmon fishery in Kodiak is approximately a $12 million annual product; our king crab fishery, a $6 million product.

Our shrimp and other minor fisheries are a $1 million product. This is just in Kodiak alone. In the peninsula area and Chignik area, salmon is a $10.5 million annual product; king crab, $2.7 million.

So between here and the end of the Aleutians we are now producing $30 to $33 million annually of fishery products, and it is increasing.

In this field we will need research to tell us about the fish and shellfish we are working upon. About shrimp we know practically nothing. Of king crab we know more than we did 5 years ago, a great deal more, but still we do not have all the answers.

These are the type programs that I hope might be included in this legislation you mentioned.

Senator BARTLETT. The Gruening bill you mean, and the companion Rivers bill?

Mr. RICKEY. Yes.

Senator BARTLETT. If the bill is enacted into law, it would, of course, not be restricted to salmon research and development, but would include all other kinds of fish?

Mr. RICKEY. Alaska is a substantial producer of fishery products, not only in the U.S. picture but in the world picture. Federal aid in the form of funds to rebuild salmon runs, to find out how to predict their numbers and appearance and area, has become very important.

It is important that we have the answers to the problems and as soon as we can get them, from the looks of the North Pacific fisheries picture.

Senator BARTLETT. You said that the value of the crab production in the Kodiak area is about half that of salmon?

Mr. RICKEY. Yes, about $6 million compared to $12 million.

Senator BARTLETT. Does this represent a comparative increase in recent years in crab?

Mr. RICKEY. Very much so.

Senator BARTLETT. It is climbing rapidly? Salmon is remaining stable, at best?

Mr. RICKEY. Yes.

Senator BARTLETT. And you said you knew more about crabs than you used to. Have you any idea what the lifespan of king crab is?

Mr. RICKEY. From 0 to 32 or 35 years, according to all the literature, including the Japanese. We have reason to believe now that our crabs in our commercial fishery are between 7 and 12 years old.

Senator BARTLETT. And they live to be as much as 35?

Mr. RICKEY. That is what the Japanese claim.

Senator BARTLETT. They are not getting such a good chance as they used to, though, are they, with the Russians, Japanese, and Americans after them?

Mr. RICKEY. Apparently not.

Senator BARTLETT. Is this fishery exhaustible in your opinion? Is there a limit to the number of crabs that may be taken?

Mr. RICKEY. Yes.

Senator BARTLETT. Is there too much fishing now?

Mr. RICKEY. I am sure that there is a limit to the number of crabs that can be taken and still maintain your resource at an optimum production level. I don't think anyone would argue that. What the number is, we do not know.

Senator BARTLETT. And it may be grossly overfished right at this moment with three nations working on it?

Mr. RICKEY. It could be.

Senator BARTLETT. No one knows?

Mr. RICKEY. But in the areas that other nations have fished, as in the salmon we get fairly good figures, and sometimes we wonder whether it is accurate. But at the rate they are expanding, they could endanger these populations of fish very easily, in my opinion.

Senator BARTLETT. Who catches the most crab now, Americans, Russians, or Japanese?

Mr. RICKEY. I don't know how much the Russians catch now. They are expanding. This year I don't know.

But I suspect the Japanese, with their own home-shore production.

Senator BARTLETT. They catch considerable quantities close to their own shores?

Mr. RICKEY. Yes.

Senator BARTLETT. What are the most urgent needs of the State Department of game and fish in this part of Alaska?

Mr. RICKEY. In this part of Alaska?

Senator BARTLETT. Yes.

Mr. RICKEY. I would say our most urgent need is the prediction of salmon runs, particularly the pinks and dogs. A great deal of work has been done on red salmon, and apparently they are now where they can predict fairly accurately the numbers of red salmon. But humpies and chums are a different matter. Very little work has been done. We still must know them in order to predict accurately how many fish there are.

Senator BARTLETT. What is your opinion of this fishway that Mr. Knudsen recommended?

Mr. RICKEY. I have a very high regard for that.

It is one of my favored projects. I have been working on that since 1954.

I think I probably know more about it than any other person.

Senator BARTLETT. Tell us some more, then. It was very interesting.

Just what would have to be done to get it in operation?

Mr. RICKEY. The fishways have been purchased, and a certain amount of money was appropriated by the legislature this year, with an additional sum dependent upon industry matching it—$50,000 was appropriated, I believe, and $25,000 more if the industry will appropriate $25,000 to match this.

Senator BARTLETT. No Federal money available at all?

Mr. RICKEY. No. This does not qualify under a research program. This is what our crash program has been restricted to, is research. And also the "SK" programs. This is what we call a management function. It is application of research.

Senator BARTLETT. It would cost, you believe, about a quarter of a million dollars?

Mr. RICKEY. Probably, to finish the whole job.

Senator BARTLETT. How long is the fishway?

Mr. RICKEY. How long it is depends on the type model you adapt to.

We right now are adapting a new type that our own engineers developed, that has worked elsewhere for us in pilot studies.

Senator BARTLETT. Mr. Rivers?

Mr. RIVERS. How much elevation would the fish make from the bottom of the ladder to the top.

Mr. RICKEY. Overall, 38, if we go all the way with the fishway.

Mr. RIVERS. Thirty-eight feet?

Mr. RICKEY. Yes.

Mr. RIVERS. It is hard for me to realize that with a little ramp at the mouth of the water, with proper facilities, it takes a quarter million dollars, but maybe it does.

Senator BARTLETT. Look at what it will cost to get a man to the moon.

Thank you.

Representative Jarvela; do you have anything?

Mr. JARVELA. I don't have anything.

Senator BARTLETT. The next witness is Representative Peter M. Deveau, Box 1577, of Kodiak.

Mr. Deveau, we will be glad to hear from you.

Mr. DEAVEAU. Thank you.

STATEMENT OF PETER M. DEVEAU, KODIAK, ALASKA

Mr. DEVEAU. Mr. Chairman, I am not going to speak of something specific. I am going to criticize the Federal Government and the North Pacific Fisheries Commission.

I did a little studying on this. It was last year I believe that the Japanese came up with the idea, the contention, that we had not justified our use of salmon in Alaska to the optimum. I think that was quite ridiculous, as everybody in Alaska knows.

The percentage of boats to take a given amount of fish has increased tremendously. I believe the figure mentioned, that Japan produces only about 1½ percent from the home islands of Japan of the salmon that mingle in the area of the Pacific, I believe that is correct. Those are a species of dog salmon.

We know, and it is an accepted theory, that salmon have a homing instinct and go back to the place of origination. When we negotiate with Japan, why can't we tell Japan, "You only produce 1½ percent of the salmon that goes out in the intermingling area, how can you justify your contention that you have a right to those salmon that Canada and Alaska and the south 48 States produce.

Why should we have to justify that we are using our salmon to the optimum amount when Japan produces no salmon in the intermingling area?

Why can't we go to Japan and negotiate on these terms and say "You show us what salmon you produce, and a certain percentage of those salmon you can take, but you leave our salmon alone."

I am quite sure that Russia will go along with this because she is almost in the same position as we are.

In other words, their salmon go out in the intermingling area and return to their streams and they have to use the same conservation means that we do to assure themselves good runs.

Here is Japan and all they do is hold the threat over us that they will go communistic if we don't let them build an industrial nation.

I think it is quite ridiculous, because we restrict our fisherman with the size of net, restrict them with the amount of gear they can put out, when they can fish, closed seasons, while the Japanese have no restrictions whatsoever.

This also applies to crab. Many years ago we found out that tangle nets were depleting our crab because when they pulled in a net and it had maybe 50 or 75 percent female crabs. The fishermen could not economically take the time to untangle all the females so they were torn out and thrown overboard.

Then we found out that dragging, otter trawling, was doing extensive damage to the king crab, so we put further restrictions on our fishermen. Here on the same shelf were sold a can of Russian or Japanese caught crab, which are illegal for our fishermen to catch. It is ridiculous, because actually it costs our fisherman more to produce our crabs.

We have proven by sampling these crabs that they are canning females, and our laws do not allow us to can the female crab. Why can we not negotiate with Japan on hard terms? If they want to go further—Japan—when they negotiate for oil in the different countries, you will find out that Japan always comes out with 5, 10, or 15 percent better royalty for the oil they produce than any other country. I think our problem is that we do not have tough enough negotiators.

Senator BARTLETT. Are there any Russian sales of crab locally?

Mr. DEVEAU. I don't think any storekeeper in Alaska would put a Russian crab on his shelf.

Senator BARTLETT. We lifted the ban on importation into this country of Russian crabmeat, early this year, quite incorrectly, in may opinion.

Do you know if any of that is being brought into the United States? Have you heard?

Mr. DEVEAU. I saw a statement in the paper that a fairly large shipment came through the Boston port. We are alarmed that Russia would dump this on the market. We have a clause that if they dump products on the market and undersell our markets, we can ban the products.

I think the only shipment that came in that was sold in the Boston market sold at higher than American crab. I think it sold at $36 a case, where the American crab was selling at $33.50.

Senator BARTLETT. They were not trying to dump it then?

Mr. DEVEAU. No, they were not dumping and they gave us no chance to invoke the clause of dumping.

Senator BARTLETT. How much, if you recall, did the State legislature appropriate this year for the Alaska fishery?

Mr. DEVEAU. You mean for the total operation of Alaska fisheries?

Senator BARTLETT. The total operation.

Mr. DEVEAU. I believe it is a little over $4 million. I believe Mr. Rickey can correct me on that.

Senator BARTLETT. A very substantial part of the State budget?

Mr. DEVEAU. Yes. I would say not quite 10 percent.

Senator BARTLETT. Are you engaged in the fishing business?

Mr. DEVEAU. No, I have not been since 1957.

Senator BARTLETT. You were for many years?

Mr. DEVEAU. I had a floating cannery and a salmon cannery here for 10 years.

Senator BARTLETT. Where do you think the future of the fishery right along here lies? In salmon or king crab or shrimp or, best of all, a combination of all three?

Mr. DEVEAU. I believe it is entirely tied together. We are very fortunate in the Kodiak area where we have the salmon in the summertime, and go into the crab at approximately the same time that we have the shrimp fisheries.

Senator BARTLETT. How long during the winter do the crab and shrimp fisheries continue?

Mr. DEVEAU. They continue all the winter long, weather permitting.

Senator BARTLETT. That provides for considerable additional employment?

Mr. DEVEAU. It does. As an example, Kodiak, as far as unemployment, we paid out less unemployment benefits in Kodiak than any town of any size in Alaska. That is taking into consideration the smaller towns, too.

Senator BARTLETT. How many crab canneries do you have here?

Mr. DEVEAU. I believe we have about seven operating. That is counting the two Wakefield floating operations, the one shore installation, and the rest were permanent installations.

Senator BARTLETT. How many plants are packing shrimp?

Mr. DEVEAU. At the present time we have one, but the boats at Seldovia and Seward come here for the shrimp. In that area the shrimp fishing is spotty. They come here and it is almost phenomenal the amount of shrimp they catch in the Kodiak area. Some boats have come here and in 18 hours caught 70,000 pounds.

Senator BARTLETT. And the extent of that supply of shrimp is not known yet because not sufficient research has been done; is that correct?

Mr. DEVEAU. Years ago the original research we did on shrimp—and it is quite an interesting figure—years ago we sent a fellow out here called Dave Murphy. He had a little boat called the *Tiderip*. We knew there were shrimp in the Kodiak area because trawlers with 4½-inch mesh in the fish bag would bring in shrimp occasionally. We sent this fellow out at a cost of less than a thousand dollars, and he established that there was shrimp around the south end, around Cape Barnabas, and since then it has proven that that area is the most abundant in shrimp.

Then 2 years ago they sent the *Cobb* up here at a cost of almost a thousand dollars a day and they dragged extensively around the island. Their information seemed to be of little use to us. We are still fishing in the area where this fellow went for a thousand dollars.

Senator BARTLETT. What is the *Cobb*?

Mr. DEVEAU. A research vessel by the Fish and Wildlife.

Senator BARTLETT. What size shrimp do they take here?

Mr. DEVEAU. The largest percentage of the shrimp caught around here I believe are called pinks, and there are several other species but they are not as abundant as the pinks.

Senator BARTLETT. Are they large, small, or medium?

Mr. DEVEAU. They grade the pinks into three classes, I believe. Tiny, medium, and large. Then the larger shrimp I believe run 25 or maybe 40 to the pound, 5, 6, or 7 percent of the total catch, depending on the area.

Senator BARTLETT. What percentage of the total do the tiniest run?

Mr. DEVEAU. They run better than 90 percent. You mean the classes in the three classes?

Senator BARTLETT. Yes.

Mr. DEVEAU. Bob Springer will have to answer that. I believe he is in the audience. I could not answer that now.

Senator BARTLETT. Congressman Rivers?

Mr. RIVERS. Mr. Deveau, you asked a question. Maybe it was a rhetorical question. You said why do we want to cater to the Japanese in connection with maximum utilization because they tell us that that is what they want us to do. The reason is that we are better off with an abstention line than without any treaty at all. The threat

that they wield is not that they are going to go Communist, the threat that they wield is that in about 18 months, when the current 10-year period on the existing treaty expires, although it can be carried on unless one side or the other asks for a termination, we are going to try to live with them again and perpetuate some kind of an abstention line, perhaps gaining some better abstention line than the one we have had in the past.

But the open ocean and the high seas are apparently territory that no one nation has complete jurisdiction over.

So we cannot compel them to say they will only take 1½ percent of the fish that is in the feeding grounds, where the fish intermingle. That is the high ocean.

If we did not have an abstention treaty they could be right along our coast and there would not be anything we could do except to go out with our gunboats and chase them away.

The same thing applies to the Russians. That is the law of the high seas. We are negotiating with them, laying foundations to negotiate with them so that they cooperate with us because we are making maximum utilization of the resource as the salmon come back, and because they will kill the resource if they don't cooperate.

It is just geared toward this pending negotiation.

Mr. DEVEAU. It does not seem that our negotiations are carried on on a reasonable basis. You could almost make a comparable comparison. If you had two people grazing the cattle, grazing on a common range, one fellow with a small amount could take the other fellow's cattle. It amounts to the same thing. There is no argument that the fish are in the intermingling area, that Canada and the United States produce the largest percentage of them.

Mr. RIVERS. I would agree, if that were international law we could count on it. But this is the ocean, the law of the high seas. We have no absolute jurisdiction over it any more than any other sovereign nation. It might boil down to who has the most gunboats.

Mr. DEVEAU. But there are other means that we could use to level pressure against them to abstain from fishing our salmon.

Mr. RIVERS. We might be able to pull the rug out from them completely. But they are our buffer of defense in the Pacific, and we cannot do that, either. This is complicated. It is not as simple as it looks.

Mr. DEVEAU. How far are we going to go in sacrificing American fisheries?

Mr. RIVERS. That is the question. I have a bill pending now that would place a quota on shrimp. I joined with some of my colleagues from the gulf States. And also to impose a tariff on any imports from a particular country exceeding that quota.

Shrimp has been on the free list now for many years. I think it is the time we take a measure to protect the shrimp fishery, for instance. But as far as dividing up the ocean is concerned, I think there must be negotiations for a treaty in the not distant future, and I think the Russians should be around the table at the same time the Japanese are.

We should try to work out a zoning plan of some kind, in other words try to live with the other people who ply the oceans the same as we want to do.

Mr. DEVEAU. The other problem is that we restrict our producers with these restrictions on sanitation, and on the same shelf is sold this foreign crab and shrimp, caught by means illegal in Alaska. There is no protection for the United States.

Mr. RIVERS. That is a different proposition. I agree with the expression in the Wakefield letter introduced this afternoon to the effect we should ban imports unless the exporting country does comply with our minimum sanitation requirements.

I support there would be devices for us to accomplish that purpose. We could refuse to permit these imports to enter our country unless those minimum requirements are maintained. That is very reasonable. That would probably slow them up a little bit and make it more expensive for them to produce and give us a better competitive position.

So we should take all reasonable means to protect our own industry, but at the same time try to live with these other people.

Mr. DEVEAU. As an example, the canneries here furnish the girls with a pair of gloves which cost 35 cents, 40 or more cents per pair. They furnish them free for sanitation purposes. The Japanese worker gets about 50 cents a day American money. That is just the comparison as to how much cheaper they can produce their products. But we don't protect our producers by any restrictions on the Japanese products.

Mr. RIVERS. I am in favor of taking appropriate steps.

Mr. DEVEAU. That is what I have, Mr. Chairman.

Senator BARTLETT. We were told yesterday, in connection with your illustration about gloves, that the Japanese pay their fishermen on the high seas more for red salmon than our fishermen receive in Bristol Bay.

Mr. DEVEAU. Per fish?

Senator BARTLETT. Yes.

Mr. DEVEAU. I don't have the figures before me, but I say a breakdown of the small boats fishing off the coast of Japan. Then as you went into the large factory ships, their fishermen did not average $45 a month for the fishing season.

Senator BARTLETT. It was told to us, and I am not attesting to the authenticity of this, that our Bristol Bay fishermen get $1 each for red salmon, and the Japanese fishermen on the other side of the line get a number of yen equivalent to $1.19 per salmon.

Mr. RIVERS. That was so. They said that was because of all the extra struggles it takes to fish on the high seas.

Mr. DEVEAU. I am not in a position to argue that. It does not seem feasible. It sounds improbable.

Mr. RIVERS. I join with the Senator that we cannot vouch for the authenticity of this. But that was stated at the hearing.

Mr. DEVEAU. That is labor costs. How could they sell that salmon in the United States so much cheaper than our salmon?

Senator BARTLETT. There was a story connected with that, too.

A witness said—maybe it was the same witness—that our tuna fishermen are so much more efficient than the Japanese fishermen now by reason of the introduction of power equipment on our tuna clippers that we are making it mighty tough, competitively, for the Japanese on tuna.

It was suggested by this witness that they might be selling salmon at a loss in order to persuade Americans to buy some of their tuna at a somewhat higher price.

The same device was used during the war. You bought one bottle of bourbon on occasion if you would also take eight bottles of rum.

Thank you, Pete, very much.

Mr. Cannon, you did not indicate any desire at all to testify. But I was wondering if you would come up here and tell us something for the record of the experiences of a practical crab fisherman.

STATEMENT OF LOYD CANNON, KODIAK, ALASKA

Mr. CANNON. Mr. Chairman, I am Loyd Cannon, Box 585, of Kodiak.

Senator BARTLETT. What does a crab fisherman do to catch crabs? Does he go out in a rowboat half a mile, sink a line into the water, or——

Mr. CANNON. Compared to the boats the Russians and Japs are fishing, they are not even rowboats.

Senator BARTLETT. What kind of a boat do you use?

Mr. CANNON. I now have an 85-foot one, this is the first year I have had this boat. Before that I had a small one.

Senator BARTLETT. This is a pretty large vessel. Is there any other vessel around here comparable to that in size?

Mr. CANNON. There are quite a few of them.

Senator BARTLETT. For crab fishing?

Mr. CANNON. Or fairly close to that size; yes.

Senator BARTLETT. How many men do you have on the boat?

Mr. CANNON. Three besides myself. Four of us, total.

Senator BARTLETT. Do you catch the crab right near Kodiak?

Mr. CANNON. Lately we have not been. We have been fishing quite a ways offshore. In fact we are right at the edge of the shelf.

Senator BARTLETT. Could you give us a little narrative account of what goes on in a fishing expedition from the time you leave Kodiak until you return?

Mr. CANNON. Usually you go out and spend 3 weeks going out and coming back again. We leave Kodiak, with the gear, set it and, depending on what the fishing is like——

Senator BARTLETT. What is your gear?

Mr. CANNON. Six-foot six-inch round pots and fishing in over 100 fathoms, over 600 feet of water.

It is expensive gear. It costs about $200 a trap when you fish that deep water.

Senator BARTLETT. How many traps do you use?

Mr. CANNON. Thirty.

Senator BARTLETT. Do you put off from the main boat or from smaller boats?

Mr. CANNON. We set them from the main boat and haul them back to the main boat.

Senator BARTLETT. By power?

Mr. CANNON. Yes, hydraulic gerdies.

Senator BARTLETT. Go ahead.

Mr. CANNON. It seems like the value of everything, except the price of fish, has been jumping here great guns. Of course the canneries claim it is due to foreign imports and that they are not able to pay us more for fish. Yet each year the cost of our gear doubles and triples. Four years ago we were spending $2,000 or $3,000 a year for gear. Now we are spending $10,000 a year for gear.

Senator BARTLETT. Does it wear out or get lost?

Mr. CANNON. Both. The storms destroy it in a hurry and it also wears out.

Senator BARTLETT. How many crabs can you catch in a trap, the maximum amount?

Mr. CANNON. Up to 150 to a pot.

Senator BARTLETT. Is it quite a job to get them out?

Mr. CANNON. No.

Senator BARTLETT. How do you do it?

Mr. CANNON. Just work, pull them out. There are doors at the top of the pots.

Senator BARTLETT. How big do some of these crabs get?

Mr. CANNON. I think the record is 26 pounds. The average runs about 10 pounds.

Senator BARTLETT. What is the spread of the average crab?

Mr. CANNON. I think about 48 inches or sometimes 50 inches.

Senator BARTLETT. The average crab will have how many pounds of meat.

Mr. CANNON. He will weigh a total of 10 pounds.

Senator BARTLETT. How much meat?

Mr. CANNON. It varies during certain periods of the year; it runs from about 16 up to 23 percent, the recoveries the canneries get back out of the crab.

Senator BARTLETT. When you get the crab out of the pot what do you do with them?

Mr. CANNON. We store them aboard in tanks until we can get into a processing plant.

Senator BARTLETT. You keep them alive?

Mr. CANNON. Yes.

Senator BARTLETT. And that may be for 2 or 3 weeks?

Mr. CANNON. Yes, if it takes you that long to get a load. This time of year it often does.

Senator BARTLETT. How do they get along in the tanks?

Mr. CANNON. They eat plankton while in the tank from fresh seawater that is constantly pumped to the tanks.

If you watch them through the tank portholes, you can watch them eating.

Senator BARTLETT. Does the crab lose weight?

Mr. CANNON. No, apparently not. Not unless you hold him a long period of time. That period of time they don't seem to lose any weight.

Senator BARTLETT. Are you permitted to keep female crabs?

Mr. CANNON. No. We return them unharmed to the ocean. Plus the undersized ones, too.

Senator BARTLETT. Is there a legal limit as to size?

Mr. CANNON. Yes. Six and a-half inches across the top of the shell.

Senator BARTLETT. How many pounds can your tanks hold?

Mr. CANNON. A full tank about 60,000 pounds of king crab.

Senator BARTLETT. Do you fish for a main plant or do you shop around when you come to Kodiak?

Mr. CANNON. No; there is no shopping. We just take them down and deliver them. I fish for the Pan-Alaska Fisheries mainly, but when I come to town I could sell to whoever I desired.

Senator BARTLETT. I have taken Loyd through the last days and weeks of a crab's life.

Do you have any further adventures to pursue?

Mr. RIVERS. For clarification: You spoke of pots and the word "traps" got into this. What is the difference?

Mr. CANNON. They are all the same, Ralph.

Mr. RIVERS. So when you fish 30 or 40 pots you take that many out to the fishing grounds with you; is that the way it is?

Mr. CANNON. Thirty, yes.

Mr. RIVERS. When the product is brought up and you open the lid on the top and empty them, the females are not damaged particularly?

Mr. CANNON. No, not in this style of fishing. Before, when we were trawling for the crab, in periods of time we used to have bays covered with floating females.

Mr. RIVERS. And the tangle nets wrecked a bunch of them?

Mr. CANNON. With research as we learn more and more about them, they wanted this kind of destruction stopped and of course we were in agreement. But, at the time that was the way we fished.

Mr. RIVERS. Is this a State requirement that you catch crabs only with these pots?

Mr. CANNON. In this area, yes. In certain parts of the States, I guess in the Bering seaside and where the Japs are fishing with other types of gear, we are allowed to fish with anything we want, if we want to go out there and fish.

Mr. RIVERS. You regard this as really a valid conservation method, though, of fishing?

Mr. CANNON. I think the regulations that are in at present are really efficient. But they have not done enough research to find out how heavy a fishery we can take. We may be overfishing them right now.

If the Federal Government could make a study to find out how many are out there and how many could be taken, we might be able to regulate that.

Mr. RIVERS. At least fishing with these pots you are doing a lot less damage to the resource, and it will last a lot longer?

Mr. CANNON. We think so.

Mr. RIVERS. With the methods you are using now, rather than with the other type of gear, is that right?

Mr. CANNON. Yes, sir.

Mr. RIVERS. That is all.

Senator BARTLETT. Leaving aside the fact that the other method is admittedly more destructive, which is the more efficient?

Mr. CANNON. I would say the pot fishery is more efficient now, Bob.

Senator BARTLETT. That is good news.

Thank you, Loyd.

The next witness will be a member of the Alaska State Board of Game and Fish, a resident of Kodiak, Oscar Dyson, Box 1074, who likewise is a fisherman and proud to identify himself as such.

We are glad to have you here, Oscar.

78443—62—pt. 2——14

STATEMENT OF OSCAR DYSON, KODIAK, ALASKA

Mr. DYSON. Thank you.

Mr. Chairman, first I would like to urge strong support of Senator Gruening's Senate bill 1230. The Government, if it is going to continue to be a major fishing country, has to have more money for research.

I would like to see that bill passed.

Second, I would like to see a review of the tariff system. What I am talking about is imports on shrimp and crab.

Alaska has great potential in the shrimp business. We cannot get enough processors interested in processing our shrimp because they cannot compete on the market with the foreign imports from other countries.

I think there is a record where the United States is giving aid to about 32 or 33 foreign nations to the tune of about $100 million to develop their shrimp and other seafoods. And then they leave the door open to free imports for shrimp especially, to come to the United States and put them on the same shelf that we have to sell our products on, and we just cannot compete with them.

If we could get a quota system set up where a certain foreign nation could only send us a certain amount of shrimp, so many pounds, then our processors would have something to go on.

They could look forward in the years to come and know that they would not be out of business the next year by some foreign country dumping a lot of cheap foreign products on the market.

I would like to see some work, more work done on that. I know Mr. Rivers has already said that they have a bill on shrimp, and there has been lots of work done on that.

Apparently it seems to be setting there now and we don't get much action on it. I would like to have your version of that.

Senator BARTLETT. You are talking about the quota bill?

Mr. DYSON. Yes, and also a higher tariff on crabmeat and shrimp.

Mr. RIVERS. Mr. Chairman, you can feed that to me and I will see if I can catch it.

I have not paid too much attention to the subject of the tariff on crabmeat. But I have been very interested for 3 years now in trying to prevent a glut on our market as far as shrimp are concerned.

The bill this year has gotten so far as a hearing before the Ways and Means Committee. There is quite a bit of interest and strength behind this move. It would impose a quota on the amount that could be imported from any particular country, not to exceed the amount that was imported from that country in 1960.

As the market grows, that tends to hold down the imports and allow a bigger outlet for our own products.

To go along with that, though, there is an escape, that is, if they pay a tariff on any amounts—if an importer pays a tariff on any amounts imported from a foreign country in excess of the quota—that tariff would be a real discourager and make ours competitive with the shrimp that is brought in in excess of the quota.

That bill is receiving very careful attention.

Although you see we always buck the State Department on all these matters that tend to protect our own products, because the State Department wants to be buddy-buddy with all these foreign countries. They naturally do not like to have restrictions imposed after they have gotten used to the free list on this or that, including shrimp. We are trying to be fair to them, too, because foreign trade is a two-way street, and the United States does have a favorable balance of trade as far as exports and imports are concerned.

It becomes a very involved complex adjustment where you try to arrive at the perfect balance. In most instances you don't arrive. They have leaned over backward, of course, trying to reconstruct some of these countries that were war-damaged, as well as those that are underdeveloped, to the point where we are hurting our producers in our own industries.

Little by little there seems to be a trend back now to adjusting matters, but it is very difficult. Generally our efforts for adjustments receive adverse reports from the State Department; let's put it that way.

I know that my colleagues and I who are interested in this subject are going to keep pushing.

Mr. DYSON. Alaska is a new State of course, and it needs revenues from the fisheries.

Alaska has great potential in the shrimp business.

All they need is developing. But we cannot seem to get many people interested if they know that there is a chance of going broke on it.

If we could get a tariff, or an import quota where they could see that they could stay in business, I am sure that just about every processor in here would be able to put in a shrimp operation. We sure need it with the pressure on the salmon, crab, and other existing fisheries, and to open a new fishery would be very desirable. It would help split the effort to another industry.

Mr. RIVERS. Lately the market has been holding fairly steady on shrimp. The people in Seward who are freezing shrimp have this process where they mold a quantity of shrimp and make it into the shape of a prawn after you cut off one end of it—each time you take off a slice after it is molded it looks like a prawn when the slice is laid on a side. This has helped their market.

There is a possibility of a real big outlet for breaded shrimp, frozen in Alaska and breaded in Louisiana.

That is what it boils down to.

The shrimp seems to be getting more popular. If we can get this bill through to impose this quota with a tariff on anything in excess of the quota for any particular country, we will do all right.

Mr. DYSON. It will sure help.

Mr. RIVERS. We will work on that.

I will say thank you for bringing up a subject in which I was interested. I hope I have cast a little bit of light on it for you.

Mr. DYSON. It is sure encouraging to feel work is being done on it. I have seen pieces of the bill, but I had not heard there was action on the bill.

Mr. RIVERS. Have you had a copy of the bill?

Mr. DYSON. I don't believe I have.

Mr. RIVERS. I will send you some material on it.

Mr. DYSON. I guess that is all that I have.

Senator BARTLETT. Oscar, you are a member of the State board?

Mr. DYSON. Yes, sir.

Senator BARTLETT. Looking at it overall, from your vantage point, how are things going for the new State in the field of fish and game?

Mr. DYSON. Mr. Chairman, we have had a big job to do. This is a new State. We have had a tremendous amount of work to do, and to undo a lot of things we felt were not right. I feel we have made great strides. I feel we have one of the best departments of fishery in all the States and I hope to see it get better.

Senator BARTLETT. Is the legislature giving you enough money, and of course the answer to that is no?

Mr. DYSON. No, not near enough.

Senator BARTLETT. Granted the fact that they are under certain restraints, too, are they treating you fairly in comparison with other departments of the Government?

Mr. DYSON. I believe they are. But I can say we still need more help. I believe they are fair and trying to develop the fisheries and as it gives back revenue to the State, and the State needs it, I feel they are doing a fair job.

Senator BARTLETT. How about game?

Mr. DYSON. We have a very good game program. We have good management. We are lucky to have plenty of game.

Senator BARTLETT. Thank you very much, Oscar, for having testified.

Mr. DYSON. Thank you.

Senator BARTLETT. Senator Owen, would you return?

I want to ask you a question or two.

Do you have any comments to make about quotas or tariffs, Senator Owen?

Mr. OWEN. Yes, I do. I had intended to make some and I neglected to make a notation of it.

I think that this matter of quotas and tariffs on the importation of fishery products is certainly worthy of congressional review. Also I think that possibly the quota system would meet with less objection from your State Department than would a rigid tariff system. As Congressman Rivers said a while ago, the State Department is always trying to buddy up to our foreign neighbors.

They are not always realistic about the economics, the hard site of life, where somebody has to pay the bill.

For that reason, they may think that a quota such as Congressman Rivers proposed in his shrimp bill would be less objectionable to our neighbors.

You are not penalizing them by saying, "Well, you have a substandard of living, and therefore we are going to get you up to our equal by levying a tariff over you."

We make no reference to that. We merely say, "We can only permit you to participate in our market to such and such an extent." Is that sufficiently correct?

Mr. RIVERS. That is good.

Mr. Chairman, may I add a word to that?

The quota system, in dealing with fisheries resources, stabilizes the whole world production because each country can count then, in advance, each year, upon how much it is going to get to send to the United States.

If you have no controls whatever, as it is now, some of them are overfishing their own resources, and they are trying to get in ahead of the others and this causes confusion and lack of stabilization.

The quota system has the advantage that we can have so much from their country, not enough to hurt our own producers but at the same time they can count from year to year on how much of an outlet they will find in the United States and plan and conserve their own resources accordingly. Thank you.

Senator BARTLETT. Thank you.

There is one gloomy economic fact in life in connection with our woes and difficulties, and that is that it is not that Japan sells us everything and we sell Japan nothing; on the contrary, for every dollar of products that Japan sells to us, we are now selling them $2 in American goods.

So there are some powerful supporters in our economy who do not want their supply of dollars chopped down.

Lots of conflicting patterns are involved here.

Mr. OWEN. That is certainly true. A few minutes ago I remarked to Representative Deveau that frankly our fishery business was not healthy enough economically to have a substantial Washington lobby as such. But if we were to make it tough for the Japanese in the fishing business, we are very likely to hear from our own electronics manufacturers, chemical manufacturers, who have ample money and who descend upon you people, from what I understand—but you can answer that yourself.

Senator BARTLETT. They have not descended on me in that connection, and I doubt if they have descended on any member of the Pacific coast delegation. I have no doubt at all that if they compelled, or they thought they were compelled, they would descend upon others.

Mr. OWEN. You are entirely correct because it would be useless for them to waste their time on you. But for a Senator from Nebraska, an inland State, in the Chicago area, a manufacturing area, I can well believe that he would have a fertile field.

Senator BARTLETT. We know that many nations have a cabinet officer in charge of the fishery. It is an important segment of the economy. It is important in ours, too.

But it does not rate as high relatively as we would like to have it. In the Government establishment, particularly in the State Department, some of us have thought for years that we ought to have an Assistant Secretary of State who would have a primary responsibility for the fishery. This idea has been advanced time after time.

Needless to say it has not established itself because we do not have that office created yet.

Mr. OWEN. That is true. And then there is the relative importance of the industry as between this country, and we will say Japan. When you start to talk about fisheries in Japan, the comparable industry in the United States would be steel.

In other words, fisheries is exceedingly important to Japan, the same as the steel industry is exceedingly important to the United States.

Unfortunately our fisheries industry is a small segment of our overall industry.

Senator BARTLETT. That is true.

Mr. OWEN. Except in the State of Alaska.

Senator BARTLETT. Yes, and elsewhere, too.

I should think that even if it does not rate high in order of priority as to dollar volume, still it is important enough from the standpoint of those engaged in it, and from the standpoint of food production, and from the standpoint of national prestige that our Government should devote more attention to it than it has.

Mr. OWEN. You are quite right.

Senator BARTLETT. That is of course one reason why these hearings are being held up and down the Pacific coast, to try to focus more attention upon the industry.

Mr. OWEN. That is a forward-looking step, Senator, but, as I mentioned earlier, the population explosion which we have in this United States some years hence may require us to use more fishery products.

We may have to consume more than the 13- or 14-pounds per capita annually. We may have to double that up. If that is the case, we cannot afford to sacrifice that resource at this time.

It reminds me, in the State of Washington, the early farmers came and felled merchantable timber and got the land cleaned so they could put in some crops. Today we could well use that timber.

Senator BARTLETT. That is an apt comparison and a good note on which to conclude.

Thank you, Senator, very much.

Mr. OWEN. Thank you.

Senator BARTLETT. Are there any further witnesses today?

If not, the committee will stand in recess until the hour of 9 a.m., in Fairbanks, Alaska, Friday, October 20.

(Whereupon, at 3:55 p.m., the Subcommittee on Merchant Marine and Fisheries was adjourned, to reconvene at 9 a.m., on Friday, October 20, 1961, in Fairbanks, Alaska.)

NORTH PACIFIC FISHERIES PROBLEMS

FRIDAY, OCTOBER 20, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Fairbanks, Alaska.

The subcommittee met, pursuant to notice, at 9:30 a.m., Hon. E. L. (Bob) Bartlett presiding.

Senator BARTLETT. The committee will be in order.

This is the eighth in a series of hearings being conducted by the Merchant Marine and Fisheries Subcommittee of the U.S. Senate Committee on Commerce, the first meeting having been held in San Rafael, Calif., on October 4, the second in Seattle on October 12, and the subsequent hearings in Alaska, namely, to date, at Petersburg and at Dillingham, Naknek, Homer, and Kodiak.

To date the hearings have been devoted almost exclusively to the fishery. Very little specific legislation has been considered except a bill introduced by Senator Gruening, S. 1230, with a companion bill offered in the House of Representatives by our own Congressman Ralph J. Rivers amending the Saltonstall-Kennedy Act so as to provide additional funds for fishery research.

It has been the main intention of the subcommittee to build an up-to-date factual background for future legislative efforts as needed concerning the very important fishery. I think it can be said now that this is being accomplished because we have had good hearings wherever we have gone and have accumulated not only much testimony but valuable testimony.

I would suspect that here in Fairbanks not too much will be said about the fishery, and that instead the witnesses will be concerned chiefly with transportation. Even so, if there is anyone here who desires to speak about the fishery, or about game, which likewise comes under the jurisdiction, the Federal Government is concerned in a legislative sense under this committee, we shall be glad to hear him.

As chairman of the subcommittee during its meetings in Alaska I want to express my very real appreciation to the chamber of commerce for making this wonderful room available for today's hearing.

It makes for comfort and pleasure to convene in such a remarkably fine room.

I am going to note that Mr. Robert A. Rausch, regional game management biologist of the Alaska Department of Fish and Game, Post Office Box 1027, College, Alaska, is in the hearing room. I want to thank you for your appearance here, Mr. Rausch, and to add that throughout our journeys we were in Bristol Bay, Dillingham, Kodiak, Naknek, and Homer, and were accompanied by the representatives

of the State fish and game service, and they performed for us invaluable services.

Also here is Mr. Gordon W. Watson, Post Office Box 2481, Juneau, Fish and Wildlife Administrator for the U.S. Fish and Wildlife Service.

Mr. Watson, do you care to testify?

Mr. WATSON. Not particularly, sir.

Senator BARTLETT. Come up, please. We are so glad to see a man from the Federal service for the first time on our journey I couldn't resist asking you to come up.

STATEMENT OF GORDON W. WATSON, JUNEAU, FISH AND WILDLIFE ADMINISTRATOR FOR THE U.S. FISH AND WILDLIFE SERVICE

Mr. WATSON. I appreciate the opportunity. My specific purpose in being here was in case discussions of the Rampart Dam site and project happened to come up. I could relate the particular programs we are carrying out in relationship to that project.

Senator BARTLETT. It has come up. Relate them.

Mr. WATSON. As you were aware, Congress has seen fit to call the Fish and Wildlife Service and the State department of fish and game into these water development projects as an active participant to do the best they can for fish and wildlife resources with these projects. We have negotiated with the Corps of Engineers district office in Anchorage for funds to finance our studies in these particular fields.

Senator BARTLETT. They gave you the money?

Mr. WATSON. Yes, sir. We negotiated with them to finance us from their project funds.

Senator BARTLETT. That is the fund specifically appropriated for Rampart?

Mr. WATSON. That is right, for their special study of Rampart in this instance.

I might say that the corps has been most helpful and generous in that we have received approximately one-third of their total moneys for the conduct of fish and wildlife investigations. We have, in essence, four active programs going in this particular field. The first is a study of the anadromous fish that are passing the Rampart Canyon Dam. These are the fish that would have to have some provision within the dam to make sure that they had access to the spawning grounds for the downstream migrant, some means of getting back to salt water.

This past year we have conducted a study to determine the most effective types of gear to catch fish to make our evaluation or assessment of numbers passing the damsite. We have used fyke nets, fishwheels, chains, and beach gill nets. We have found that the native fishwheel is by far the most effective catcher of fish.

We have actually tagged 9,987 fish, king salmon, chums, and cohoes. We have fin-clipped an additional 2,000 fish and actually have handled in excess of 25,000 fish at our two tagging wheels and two recovery wheels.

We have thus far received 2,500 tags from native fishermen from our own wheels which have been returned to the Service for a $1 reward.

Any time you get a 25 percent return on a fish tagging program, this indicates a relatively high utilization of these resources.

Senator BARTLETT. How much?

Mr. WATSON. 25 percent. In addition, the State of Alaska Department of Fish and Game has been tagging chum salmon near the mouth of the Yukon under the North Pacific Emergency program, and we have actually recovered some of their tags up at Rampart.

Our tags have come from Stevens Village, Rampart, Beaver, Venetie Landing, Fort Yukon, Old Crow, Eagle, Circle, and White Horse, indicating a relatively wide distribution of fish above the Rampart Canyon Dam.

Another study we have conducted has been handled by the Bureau of Sport Fisheries and Wildlife, Branch of Water Fowl, wherein they have banded in excess of 12,000 ducks from the Fort Yukon area to obtain some idea of where these waterfowl go in the continental waterfowl picture. We have banded Scaup, Pintail, Mallards, Widgeon, Greenwing Teal, and several other species.

Past studies indicate that the Fort Yukon Flats contribute fowl to all four of the flyways, with large numbers going down the eastern flyway or the Atlantic flyway, as we choose to call it.

In addition, we have conducted production studies of waterfowl in the Fort Yukon Flats and this year it appears that we will contribute in excess of 2½ million birds to the waterfowl of the continental population.

In addition, the Fish and Wildlife Service has contracted through the use of Alaska Wildlife Unit, to conduct the small game and fur bearer studies since, historically, this area has produced a substantial harvest of fur, particularly muskrat, marten, and lynx.

In cooperation with the Alaska Department of Fish and Game, last winter we conducted big game surveys of the Fort Yukon Flats area, or the Rampart impoundment pool, to determine what big game species might be affected. I might add that last year was strictly a pilot study to learn how to go about sampling big game populations in such a tremendous area.

Based on the information obtained last year, this year again the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service will go in and attempt to determine actual numbers of moose and caribou that may be involved in this project.

As an incidental study, the National Science Foundation has provided Dr. James Morrow, of the University of Alaska, with certain funds to conduct resident fish studies in the upper Yukon or upper impoundment area, and Dr. Morrow has made this information available to us. As time goes on we will conduct more intensive studies of the resident fishes which we call Sheefish, pike, Burbot, and so on, that are involved in this particular project.

All of this information leads up to a report to Congress when the feasibility report goes in as to what may happen to fish and wildlife resources with project development and operation and what we might do to mitigate losses should they occur, and opportunities for the enhancement of fish and wildlife benefits if such opportunities are present.

I believe that is all that I have, Senator.

Senator BARTLETT. Thank you very much.

Of course, what you have said will generate a few questions.

Mr. WATSON. I hope so.

Senator BARTLETT. What species of salmon is in the majority on the Yukon?

Mr. WATSON. It appears that chum salmon, commonly called the dog salmon, are the abundant species above Rampart, and probably in the entire Yukon.

Above Rampart we find three of the five species—king, chum, and cohoes. Lower down in the river we find pinks and a limited number of reds.

Senator BARTLETT. Pinks and reds do not get too far up the river?

Mr. WATSON. Apparently they do not travel as far up as Rampart.

Senator BARTLETT. What is the most important species commercially on the Yukon?

Mr. WATSON. Commercially, king salmon. Historically the Fish and Wildlife Service in their management of the resources prior to statehood provided for a quota system of king salmon on the Yukon of approximately 65,000 fish, primarily to provide some sort of cash income to the native populations. This year the Alaska Department of Fish and Game liberalized the regulations on the Yukon and I believe they took in excess of 102,000 kings.

Senator BARTLETT. Are those taken exclusively by the natives?

Mr. WATSON. I am not certain this year whether they were or not. In the past, under Fish and Wildlife regulations, only the natives could fish, or whites residing within the basin for at least 1 year.

Senator BARTLETT. Were there any canneries just before statehood that came to the mouth of the Yukon?

Mr. WATSON. Yes; there were two canneries and one saltery on the delta. Upstream a short distance was the cannery at St. Marys, operated by the Catholic missions, and Mr. Henry Bogler, at Pitkas Point, the mouth of the Andreafsky River. Also one cannery existed at the village of Rampart, operated by Ira Wiesner, which is probably the most upstream cannery operated in North America, for salmon.

Senator BARTLETT. How many cases does he put up?

Mr. WATSON. I don't know.

Senator BARTLETT. A very limited amount?

Mr. WATSON. Yes.

Senator BARTLETT. A couple of hundred?

Mr. WATSON. Probably a couple of hundred, perhaps a few more or less.

Senator BARTLETT. How many salmon are taken from the Yukon in a typical year?

Mr. WATSON. This is a difficult question to answer since the native concept of numbers is not as we know it. He fishes until he figures he has enough fish, and this he converts in terms of bundles of fish, which may vary from 20 to 30 salmon. In some years the catch has been as low as 300,000 chums for personal use, which probably includes a few silvers or cohoes, and in other years well in excess of a million salmon have been taken. These numbers are since the dog team business has been largely replaced by the airplane.

Senator BARTLETT. That is the length and breadth of the Yukon in American territory?

Mr. WATSON. That is right, that is the mouth of the river to Eagle.

Senator BARTLETT. You would say that something of the order of a million fish are taken annually?

Mr. WATSON. More than that in some years, but I would say probably around 600,000 fish would represent a good average.

Senator BARTLETT. Is there any prohibition against the native or the whites in using this fish for other than human consumption?

Mr. WATSON. These numbers of fish are taken largely for dogfood. In fact, the words "dog salmon" originated on the Yukon River because the chum was fed to the dog teams.

The king salmon, however, are taken for human consumption and it is very rare that an Eskimo or white will ever feed a king to a dog. They are fish for human use.

Senator BARTLETT. However, have you ever heard of hints, suggestions, or outright claims that the Yukon River king salmon is the best salmon in the world?

Mr. WATSON. Yes, sir.

In my opinion, which I believe is shared by members of the industry, the Yukon king is by far the outstanding king salmon probably in the world. The reason for this is that it is going so far up river to spawn that its oil and fat content is extremely high.

As an example, the Cook Inlet king salmon is considered quite good, and a delicacy. Yet at Rampart some 800-and-a-few-odd miles above the mouth of the river these fish still test for a higher oil and fat content than the Cook Inlet king salmon do right in salt water.

Senator BARTLETT. Do you have any notion of the extreme point in terms of miles from the mouth of the Yukon that king salmon or any other kind of salmon ascend to spawning grounds?

Mr. WATSON. The precise mileage I do not know for king salmon. I would guess in excess of 2,200 miles since they are spawning well above White Horse. In fact, the chum salmon which normally spawns relatively close to salt water is actively spawning in the White Horse vicinity, which is around 2,000 miles above salt water. This in essence, to a biologist at least, represents a marvelous case of species adaptation to conditions optimum for their survival.

Senator BARTLETT. Has any comparison been made in any other river in the world?

Mr. WATSON. The only river that you could compare it with, and that was in the past, would have been the Columbia, which had a rather large salmon run up its main tributaries. The far distant salmon there were going above Grand Coulee, and of course, the dam, the Grand Coulee Dam, virtually eliminated that salmon run.

Senator BARTLETT. This is an unfair question. I am asking you too many technical things. You answered all of them nobly so far. What is the average weight of the king salmon taken at Rampart?

Mr. WATSON. I would guess between 25 and 30 pounds.

Senator BARTLETT. Big fellows.

Mr. WATSON. They are fairly good-sized; yes, sir.

Senator BARTLETT. And the natives dry a lot of that fish, don't they?

Mr. WATSON. They dry and smoke—both—these particular fish.

Senator BARTLETT. Are there any salmon bellies being packed on the river any more?

Mr. WATSON. I believe so. I believe Mr. George Turner at Holy Cross puts up some salmon bellies, and other operators might.

Senator BARTLETT. You mentioned shee fish.

Mr. WATSON. Yes, sir.

Senator BARTLETT. Are there shee fish in the Yukon?

Mr. WATSON. Yes, there are.

Senator BARTLETT. In any substantial numbers?

Mr. WATSON. We believe so. They appear in quite good numbers in the personal-use nets down on the lower river. They call them shee. We have actually tagged several fish up at Rampart this year, and we also find them in the tributary such as the Chatinika, Chena, and Salcha, for example.

Senator BARTLETT. Chatinika?

Mr. WATSON. Yes, sir.

Senator BARTLETT. Is this recent or have they always been there?

Mr. WATSON. We don't know. Our studies are fairly recent. They were there when we started.

Senator BARTLETT. Are they of importance commercially or for human food?

Mr. WATSON. As human food, lower down on the river, and as sport fishing, up in the accessible tributaries.

Senator BARTLETT. What does the shee fish weigh, if he is an average individual?

Mr. WATSON. That, sir, I don't know. It appears that we might have differing populations in the river, some going as high as 25 or 30 pounds, and others less than that. We just don't know.

Senator BARTLETT. Mr. Watson, granted the fact that no one knows yet, because the studies haven't been completed in respect to biologic considerations or engineering, how high might the dam at Rampart be?

Mr. WATSON. In excess of 400 feet.

Senator BARTLETT. Do you know of any way to get fish up a dam of that height and to bring the little fellows down?

Mr. WATSON. Let me answer the question this way. The most successful height, or the highest we have been able to successfully get fish over a dam, has been 100 feet. There are many devices and schemes currently incorporated in some of the high dams in the Columbia River which provide for fish passage over higher dams.

The fish use these, but how successful they are, we don't know.

There have been many devices also developed in recent years which lend promise to getting the small fellows back downstream rather than going through the turbines. Some involve a ski jump spillway, for instance, where the small fish will go over the spillway and drop into the river relatively unharmed.

Others are skimmer devices which are designed to attract fish, to get them back into the fishway which will take them back over the dam.

How successful these are has not yet been evaluated, so we do not know.

Senator BARTLETT. I was startled, amazed, and surprised to learn at the hearing in Seattle the other day that in the aggregate the Government has spent $150 million on the Columbia to put in installations for the purpose of taking them up and bringing them down.

Mr. WATSON. That is very true. I think in essence this improvement over a long period of years will repay itself in the value of the resource.

Senator BARTLETT. I couldn't agree with you more heartily.

Let me ask you this: Is it correct, is my memory correct when I say that the lake to be created above the dam would be 10,000 square miles in extent?

Mr. WATSON. In excess of that. I believe the corps has revised its figure up to in excess of 11,000 square miles, which is larger than Lake Erie.

Senator BARTLETT. Would that inundate any important spawning streams?

Mr. WATSON. That, sir, I don't know. Our studies have not taken us that far. But my own personal opinion and observation leads me to believe that the area of impoundment would be below our area of important spawning on the various tributaries. In other words, the spawning area lies above the impoundment site.

Senator BARTLETT. Where is Fort Yukon in relation to the proposed dam?

Mr. WATSON. It is about half way upstream from the dam to the upper end of the impoundment.

Senator BARTLETT. Have you any way to estimate yet what percentage of the salmon run would be affected by the dam; that is, what percentage of the salmon run on the entire Yukon River?

Mr. WATSON. No, sir, not yet. However, this year, in conjunction with the State department of fish and game, we are hopeful of obtaining that information. The State was tagging near the mouth. And in their recovery program, of course, we will pick up some tags above Rampart, some tags below Rampart, and the relationship of untagged to tagged fish from other areas may give us an indication of what percentage is going above the damsite itself.

Senator BARTLETT. This is an extremely important matter, of course, because it might be that if the dam is erected, the losses above it would be relatively inconsequential. On the other hand, it might be just the reverse. This information needs to be obtained.

Mr. WATSON. I would like to point out again, from our tagging returns, that a 25-percent return of tags indicates a very high degree of utilization of these resources, and, therefore, a very important facet of the survival of these people above the Rampart Canyon Dam. And I believe the State also, in their tag recoveries, received a percentage approximating this, or perhaps higher, from the other segments of the Yukon River.

Senator BARTLETT. Without seeking in any way, naturally, to minimize the importance of salmon to the people living above the proposed damsite, it is true, is it not, that most of the villages, most of the people dependent in some way or other upon fish for a livelihood, live below the dam?

Mr. WATSON. I don't kow the percentage of above and below. I would guess that more people live below the damsite than above. There are several large villages.

Senator BARTLETT. I would guess that a heavy preponderance of people live below the dam in respect to actual number and actual numbers of villages. Of course, this will be determined exactly.

In many other lakes created by other hydroelectric dams it has been discovered that a wonderful sport fishery can be built up that didn't exist before. In your opinion could this be achieved at Rampart?

Mr. WATSON. I don't have an opinion at this point. Ordinarily, what we can call warm water lakes develop into an extremely valuable sport and commercial fishery. However, general experience indicates that cold water lakes, dealing with the cold water species, do not develop with that same potential.

Senator BARTLETT. What kind of fish could you have in such a lake?

Mr. WATSON. Again this will have to be determined by the biological conditions that prevail after the impoundment is built. We can foresee shee fish, pike, perhaps kokange salmon, Dolly Varden, grayling. We don't know about the introduction of other species into the reservoir at this time.

Senator BARTLETT. Do shee fish have to have a spawning stream?

Mr. WATSON. We don't know, sir. At least I don't know.

Senator BARTLETT. From the numbers of different species of fish that you have mentioned, it would seem that if this effort were at all successful that it would constitute a replacement for the people living above the dam of the fish they would lose by construction of the dam.

Mr. WATSON. That is true. I don't want to imply in any sense of the word that the Fish and Wildlife Service is looking at this as a detrimental project to the fish and wildlife resources at this time. We are merely inventorying at this time the resources that will be involved, and at a later date, as the engineering information becomes available we will be able to more precisely evaluate the effects of this project on such resources.

Senator BARTLETT. Certainly your testimony has been directly on that point. You haven't sought to blast the dam at all in your testimony.

Let me ask you this, though, if it is a fair question—and I know it isn't: A man told me in Washington a little while ago that he had heard some Fish and Wildlife Service people who were going over there to make studies, saying that "our job is done already, we are just going over there to confirm it because we are going to come out with an adverse report."

Have you ever heard any Fish and Wildlife people make that statement?

Mr. WATSON. Not the individuals who are directly working on this particular project. If I might go off the record for a moment?

Senator BARTLETT. Surely.

(Discussion off the record.)

Senator BARTLETT. How about the wildlife? The Fort Yukon fur bearers would be affected, of course?

Mr. WATSON. That is right.

Senator BARTLETT. How important in terms of dollar value are those fur producers over there now?

Mr. WATSON. I do not have that information with me at this time. In the past it has been significant. At the present time, of course, with the relatively low price of fur, and other sources of economy for the people, trapping is being somewhat reduced in nature.

Senator BARTLETT. Thirty years and more ago, of course, all of us who were around here then remember that this was one of the great fur-producing regions of North America, and the taking of fur animals brought in a lot of money. We know, likewise, that with the depressed state of the market in the last many years, this hasn't been the case.

Mr. WATSON. That is true.

Senator BARTLETT. What do you have up there by way of fur bearers?

Mr. WATSON. We have muskrat, mink, beaver, lynx, wolf, coyote, marten, hare, weasel. We have quite a diverse number of species up there.

Senator BARTLETT. When the lake is formed by such a project, what happens to these animals? It isn't in Alaska that they will be without land to go to. Will they go?

Mr. WATSON. Probably not, although again this is sheer speculation. A percentage of them will. Just what this percentage is, we don't know.

Aquatic animals such as muskrat, mink, and beaver depend on an interspersion of aquatic vegetation, aquatic habitat, and terrestrial or land habitat. Within the reservoir itself, of course, it is primarily a deep water pool which just does not permit this type of aquatic-terrestrial relationship.

So it is most likely that some of these animals will be lost as a result of project construction. On the other hand, the shore land and islands that are formed will provide some habitat, and there are perhaps methods wherein we can create additional habitat for these fur bearers within the project development and operation.

Senator BARTLETT. How about caribou and moose?

Mr. WATSON. Moose, again, seem to require with their life history a limited aquatic or damp habitat, with some uplands or mountainous area. Again the inundation of extensive areas of moose range may be detrimental to these animals. Caribou, I believe, will be less affected since the area is not one of what is considered to be their main residential areas. They apparently migrate, the Steese herd, along the perimeter or through a limited portion of the proposed pool area.

We do not look for caribou problems with the particular project.

Senator BARTLETT. Did you say 2½ million ducks come from here?

Mr. WATSON. This year, we compute our population or contribution to the waterfowl population of the continent at in excess of 2½ million ducks.

Senator BARTLETT. Right from this particular piece of land that would be found to be under water if the dam is constructed?

Mr. WATSON. That is true.

Senator BARTLETT. Then do you describe this as a very important breeding ground?

Mr. WATSON. We feel that this would then be an important breeding ground since this may well be somewhere between 3 and 10 percent of the Nation's total waterfowl population.

Senator BARTLETT. How does it compare in importance with the lower Kuskokwim?

Mr. WATSON. I believe population are perhaps not as numerous from the Fort Yukon area as from the lower Kuskokwim, and of course, the lower Kuskokwim has other importance to waterfowl which is not true of the Fort Yukon flats area.

We receive a very limited number of migratory waterfowl through the Fort Yukon Flats. It is simply frozen up. Whereas in the lower Kuskokwim, of course, it is important as resting grounds on the migration runs of the birds.

Senator BARTLETT. I will not ask you the number of Eskimo citizens surrounding that area, as contrasted with Indians, because that might lead to another subject which we will not discuss today.

Mr. WATSON. I am particularly unqualified to discuss it.

Senator BARTLETT. Mr. Watson, this question ought to be put to an expert in international law, but since he isn't available I am going to assume that you are.

What right, if any, under existing treaty or otherwise, will Canada have to approve or disapprove construction of the dam?

Mr. WATSON. That is something I cannot answer. I know the Corps of Engineers has discussed this with Canadian representatives. From the fishery standpoint we know that people above Eagle in the Yukon territory do depend on these resources also for a portion of their livelihood. The native villages there also take the salmon for their personal use and for their dogs.

Senator BARTLETT. Thank you. I want the record to show that I have not sought in any manner during Mr. Watson's statement, or the interrogation which followed, to seek even to point up any of the advantages which would be conferred by the Rampart Dam. This was simply an effort in soliciting Mr. Watson's views and knowledge of the present situation regarding wildlife and waterfowl, and I think you made a very excellent statement, Mr. Watson.

By the way, when do you expect your studies will be completed?

Mr. WATSON. They must be completed by July of 1964, and will be attached to the feasibility report that the Corps submits to Congress for authorization of the project.

Senator BARTLETT. Thank you, sir.

Mr. WATSON. You are welcome.

Senator BARTLETT. Mr. Rausch, do you care to testify?

Mr. RAUSCH. No, I do not. My main purpose was to be available in case there were questions and I could supply the information.

Senator BARTLETT. Our next witness is Arthur J. Sexauer.

STATEMENT OF ARTHUR J. SEXAUER, FAIRBANKS, ALASKA, MEMBER OF THE ALASKA STATE CHAMBER OF COMMERCE

Mr. SEXAUER. I am Arthur J. Sexauer, Fairbanks, Alaska, outgoing president of the Fairbanks Chamber of Commerce, and new member of the Alaska State Chamber of Commerce.

Senator BARTLETT. What do you mean by new member?

Mr. SEXAUER. Newly elected.

Senator BARTLETT. Newly elected——

Mr. SEXAUER. To the board of directors.

The only reason I speak on this subject at all is that I was asked to do so by a gentleman who is interested.

I am not sure that this falls within the purview of the committee. I will bring it up and mention a few statements or things which happened at the recent State convention in Ketchikan relative to this matter.

The exporting of round logs—there are those in the interior and western Alaska who are quite interested in this subject and in the relaxing of the Federal regulations on the export of round logs.

I find in southeastern Alaska that many of the loggers I spoke to at the convention are also interested in the export of round logs and would like to see this come to pass.

In discussing some of the pros and cons of the dangers as well as the assets or benefits from the exporting of round logs, it was determined by the State chamber board that they would take no action at their convention, but rather would attempt to avail themselves of all factual matter relative to this subject and bring it up in January at the executive board meeting in Juneau. This is about the extent of what I have to say on it.

Senator BARTLETT. You interested me when you spoke about representatives being at the State chamber of commerce meeting at Ketchikan from southeastern Alaska who favored a change in existing policy, Mr. Sexauer.

Mr. SEXAUER. Apparently, from what I was told from several loggers in the area, there would be a financial advantage directly to them.

Senator BARTLETT. Loggers?

Mr. SEXAUER. Loggers. By exporting logs directly. However, this is not the attitude of the pulp industry or other people in southeastern Alaska.

Senator BARTLETT. I might report to you that we started our Alaska hearings a week ago this very day in Petersburg, and our first witness was Senator James Noland, who had come over especially from Wrangell to appear before the subcommittee and to urge that there be no relaxation whatsoever in existing relations which prohibit the export of logs in the round.

It is my recollection that heretofore the Fairbanks Chamber of Commerce has gone on record as favoring a change in the regulations. Is that right?

Mr. SEXAUER. I believe that is true. Without checking our minutes I couldn't say for certain.

Senator BARTLETT. And it is true likewise, is it not, that for many years the Forest Service did not permit exportation from the national forests of Alaska of logs in any shape, but now they permit such export if primary processing has been accomplished, and that is being done at Wrangell?

Mr. SEXAUER. That is right.

Senator BARTLETT. The situation to which you refer has nothing whatsoever to do with national forests but concentrates instead upon public domain under the jurisdiction of the Bureau of Land Management of the Department of the Interior.

Mr. SEXAUER. That is right, sir.

Senator BARTLETT. Thank you, Mr. Sexauer.

Mr. SEXAUER. You are welcome.

Senator BARTLETT. Are there further witnesses?

If not, and quite unexpectedly, as far as the chairman is concerned, because some of us are leaving for Anchorage at 7:30 p.m. today, we find ourselves in a situation where we are going to recess, and I say quite unexpectedly because I thought the testimony would continue until about 7:13 p.m., and we would have to dash for the plane.

We have had a good record made here and we have been privileged to meet with you and to hear your views on transportation problems and related matters.

78443—62—pt. 2——15

Mr. Huse has been good enough to remind me to say something I always forget to say and should say, and that is that the record will be kept open for 30 days. During that time anyone who has testified may file supplementary testimony with the committee in the form of a written statement, or anyone who has not testified may do so in written form on matters within the jurisdiction of the committee by writing Mr. Harry Huse, Committee on Commerce, U.S. Senate, Washington, D.C.

The committee will now stand in recess until 10 a.m., Saturday, October 21, when it will reconvene at the Loussac Library, in Anchorage.

Thank you all.

(Whereupon, at 12:20 p.m., the hearing was recessed to reconvene at 10 a.m., Saturday, October 21, 1961, at the Loussac Library, in Anchorage, Alaska.)

NORTH PACIFIC FISHERIES PROBLEMS

SATURDAY, OCTOBER 21, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Anchorage, Alaska.

The subcommittee met at 10:30 a.m., pursuant to notice, Senator E. L. (Bob) Bartlett, presiding.

Senator BARTLETT. The committee will be in order.

This is the 9th in a series of hearings being conducted on the Pacific coast by the Merchant Marine and Fisheries Subcommittee of the U.S. Committee on Commerce.

The first hearing was held October 4 at San Rafael; the second, October 12 at Seattle, Wash.; and subsequent hearings have been conducted at Dillingham, Naknek, Homer, Kodiak, Fairbanks. From here, following the conclusion of the hearings on Monday, the committee will go to Cordova, thence to Juneau, and conclude at Ketchikan.

We shall first hear testimony relating to the Alaska fishery and then testimony on the bill, S. 1230.

Most of the hearings of the committee, starting in California, and even in Alaska, to date have concentrated upon the subject of Pacific fisheries.

There has been much discussion of research, considerable discussion of the impact of the North Pacific Fisheries Treaty, and what ought to be done. The committee will be glad to entertain testimony on those subjects, or any other relating to the fishery except the committee is not in a position to hear testimony, favorable or unfavorable, to State regulations of the fishery. Thank goodness the Federal Government no longer has any voice or any authority on this subject. This is entirely a matter for the State itself and the people of the State.

Obviously the situation is much improved as a result of that, because it is not necessary to go to a far distant bureau in Washington to make representations.

Do we have anyone here desiring to be heard on the subject of fisheries?

I am delighted to have you arise. Please come forward. I was about to remark that this is the first time I had ever known of a congressional hearing in Alaska where there wasn't at least one witness on this important subject.

We are glad to have you start it out.

Please identify yourself and give your mailing address.

STATEMENT OF FRANK GRANT, SPENARD, ALASKA

Mr. GRANT. I am Frank Grant, 3307 Woodland Drive, Spenard, Alaska.

Senator Bartlett, I would like to have a little information if I could regarding the bill, S. 1230, and the companion House bill, H.R. 5301.

Senator BARTLETT. These are bills introduced in the Senate by Senator Gruening, with something more than 20 cosponsors, and in the House by Representative Rivers. Their intent is to amend the Saltonstall-Kennedy Act providing for further transfer of money collected from the import duties levied on fish brought in from a boat so that this money may be made available to the several States concerned in fisheries matters for additional research and rehabilitation. A very complex formula is incorporated in the bills as to allocation of about $5 million annually, which would be transferred by the Secretary of Agriculture to the Secretary of the Interior for these purposes.

The coastal States, of course, would receive the largest amounts of money annually. California, according to the formula, would lead all the rest with, as I recall, over $600,000.

Alaska would receive over $300,000.

The plan is that this money would be turned over to the States to be used as they desired in accordance with the provisions of the law. Some States wouldn't have too much trouble in working out their programs and in spending the money because, as I recall, three States would receive, each, $320,000. It would be a supplement to money already received under Saltonstall-Kennedy. The Department of the Interior has reported on these bills and has approved them, but has suggested a long series of amendments. A hearing was held by the Senate Committee on Commerce earlier this year and no further disposition was taken pending additional hearings in the field this fall.

The Department of Agriculture has reported adversely. Senator Saltonstall and Senator Smith, both of Massachusetts, have written letters to Senator Magnuson, the chairman of the committee, expressing opposition to the bill.

The fishing industry, labor groups, State officials in the coastal States on the Pacific coast, are very favorable to the legislation. In summation, I guess it could be said that the purpose of the bill for the Nation, and particularly for Alaska—because that is what you are concerned about—is to speed up and perhaps even more importantly to keep on a constant basis the research that is so vitally necessary if our fisheries are going to be restored.

This year the Congress appropriated for fiscal 1962 more money for salmon research than was ever made available before by the Federal Government, something like $7,200,000. And something like $2,500,000 of that sum is for the so-called crash program in the North Pacific in contemplation of the fact that the treaty entered into by Japan, Canada, and the United States in 1952 will expire insofar as its first 10-year period is concerned in 1963, and there is an urgent and imperative desire to learn more about the habits and life of salmon at sea. This money is appropriated on a sort of a one-shot basis and State officials who have testified before this committee in Alaska have impressed upon us the desirability of a program whereby they could count on X dollars every year into the distant future. Then they could make sensible, realistic plans.

That is about it, sir.

Mr. GRANT. I know that each year I have gone to the Department here and asked whether there was going to be any money appropriated for research in our particular area on the inlet, which is badly in need of research. And the answer has always been that we are short of funds.

It is my understanding for the whole State of Alaska that the research moneys probably amount to around something over $200,000, just for research alone. That comes out of a fund from the State, about nine-hundred-some-thousand dollars.

As you stated, if we are going to get our fisheries back to normal again, we are going to have to have more research and a great deal more than we have at the present time.

I think that the State fisheries have done a good job as far as they have gone, but certainly it must be frustrating to these people who have dedicated themselves to do a job such as this and always running out of funds and being told that they can't have this and can't have that.

I know that before we got statehood Andy Anderson, head of the Territory's fisheries department, always stated that the funds from Pribilof sale of seals would go toward the financing of the commercial fisheries. But instead that money has gone into a general fund, and I don't think any of it has gone toward fisheries. I understand, instead, that it has gone to finance the court system of Alaska. That in itself will certainly help the State.

I do know that this new program, new bill that you have, will certainly help the fisheries if they were to get the money to be derived from this bill which you sponsor.

I believe that is all that I have on that.

Senator BARTLETT. Are you a fisherman?

Mr. GRANT. I have been a fisherman since 1940.

Senator BARTLETT. Where do you fish?

Mr. GRANT. I fish on Cook Inlet.

Senator BARTLETT. What kind of gear do you use?

Mr. GRANT. Set nets.

Senator BARTLETT. What kind of a season did you have this year?

Mr. GRANT. The set net fishery was poor. Of course, the other type of gear, drift fishing, was good this year.

Senator BARTLETT. Have any forecasts been made for next year?

Mr. GRANT. On the even years we always bank on the pink run to supplement our fishery. It should be a pretty fair year.

Senator BARTLETT. How far is your location from Anchorage?

Mr. GRANT. About 45 miles. It is what they call Three Mile Beach, just north of Tyonek.

Senator BARTLETT. I certainly agree with you, sir, when you say that we need more money for research. It is an imperative need, of course. A principal reason for this is that so little was done in all the years. For example, this was exemplified only yesterday in testimony given at Fairbanks by Mr. Watson, of the Federal Fish and Wildlife Service, and very good testimony it was, too, on what is being done to investigate the salmon in the Yukon River in connection with the proposed construction of the Rampart Dam.

Here we discover that after all of these years, practically nothing is known about the different kinds of species of salmon found in the Yukon, how far the run goes upstream, and all the rest of it. They are working intensively now under allocation of funds made by the Corps of Engineers from congressional appropriations for Rampart investigations. But we are woefully behind and as you say we need plenty more money. Research won't be a cure-all. But sound regulatory practices cannot be followed through, as I see it, without a basic knowledge which is derived from scientific research.

I thank you very much for your testimony.

Are there any other witnesses who desire to testify? Will you come forward please.

I am glad to have you. Will you identify yourself and give your mailing address.

STATEMENT OF SAM THISTLE, ANCHORAGE ALASKA

Mr. THISTLE. I am Sam Thistle. I live at 1030 Denali Street, Anchorage.

Mr. Chairman, I am glad to meet you. Ladies and gentlemen, I have locally been a fisherman for about 8 years. I used to make pretty good money at it. One point I want to bring out is the fact that last summer I picked up a tag through the tagging program by the Canadians, somewhere in the Pacific or Gulf of Alaska, I understand about 250 miles west of British Columbia and perhaps 500 miles south of Kodiak.

To my knowledge among my fishermen friends there has never been a tag in our immediate vicinity picked up that was tagged that far away from this upper area. That was a Canadian tag. Of course their research funds I have no idea of how much they are. It can show the intensity of the tagging program and what they can learn by scientific research in fisheries.

On that, I might add also that the fishery has been dropping steadily since I have been a commercial fisherman; and since then has been supplemented by local employment.

I can only encourage any funds that can be derived from any source for scientific research which certainly would be of great value, particularly in this upper area where research has been a kind of a remote thing.

To my knowledge the research funds for this particular area are extremely low. I will make probably the understatement of the year, that anything that we can come up with at any time, even if it was contributions, would be of a great aid.

Senator BARTLETT. How long have you been fishing?

Mr. THISTLE. I have fished for 8 years now.

Senator BARTLETT. Where do you fish?

Mr. THISTLE. I fish right off the mouth of the large Susitna River, which is upper Cook Inlet.

Senator BARTLETT. What kind of gear do you use?

Mr. THISTLE. I use set net gear.

Senator BARTLETT. What kind of salmon do you catch principally?

Mr. THISTLE. We catch all five species—kings, red salmon or sockeye, chum salmon, pinks, and the cohoe or silver salmon. We catch all five species in the upper inlet.

Senator BARTLETT. Do you have any reason to believe that the taking of salmon by the Japanese on the high seas is detrimental to the Cook Inlet run?

Mr. THISTLE. There again the lack of research wouldn't indicate whether they did or whether they didn't. The suspicions are that there is some influence on the red salmon fishery in the Cook Inlet; because years—for years the complaints are the greatest about the Japanese fisheries, and the catch is low in Bristol Bay, we seem to have the same result.

It may not be quite as intense, but we do have either a good year or a bad year, depending on how the Bristol Bay fishery comes out. That seems to be the general feeling in our area. That may not be a fact.

Senator BARTLETT. You have no scientific evidence to base that statement upon?

Mr. THISTLE. No concrete evidence. I think my own personal records will show that there is a fluctuation there equal to Bristol Bay.

Senator BARTLETT. Do you get many reds up here?

Mr. THISTLE. On our side of the inlet, which is the west side, we don't catch a major catch of reds; but on the east side of the inlet, particularly in years past, the major catch has been red salmon. I think the research figures and the appropriation figures and other research figures connected with the fishery are based on the red salmon catch.

Senator BARTLETT. What, principally, do you take?

Mr. THISTLE. In our location we catch principally cohoes or silvers, humpies, which are pinks, and dogs, which are chum salmon. King salmon to some extent. King salmon fluctuate considerably.

Every other year, what we call an even year, the pink salmon run more intense than they do on the odd years. Research in that respect would be of the greatest value to help in building up a pink run on the odd years. As I say, we don't have a pink run on the odd years but we do have on the even years.

In contrast to that, in the lower inlet, they have a good solid pink run on both the odds and the even years.

Senator BARTLETT. How is the price of fish this year?

Mr. THISTLE. That hasn't changed in 3 years.

Senator BARTLETT. What do you get for reds?

Mr. THISTLE. Reds are $1.45, as we call it, on the scow.

Senator BARTLETT. We were told in Bristol Bay that they get a dollar there.

Mr. THISTLE. You are getting into something I don't know much about. In the past, when canneries furnished all of the fishing gear, the price was considerably less. We have to stand all of our own gear—boats, gasoline, everything that is required.

Senator BARTLETT. We were told many things in Bristol Bay. One of them was that the Japanese fishermen on the high seas receive an amount of yen for red salmon which, converted into dollars, gives him a lower price for a red than the American fisherman is paid in Bristol Bay. Of course you wouldn't know about that. I recite that merely as an incident of the testimony that was supplied to the committee.

Mr. THISTLE. That is real interesting. I didn't know that.

Senator BARTLETT. It was to me, too. I have been dwelling upon that ever since.

Do you have any further testimony, Mr. Thistle?

Mr. THISTLE. No, I believe that covers everything that I have on the spur of the moment. If I were equipped to go on, I could probably come up with some good ones. This is just a kind of the spur of the moment deal.

Senator BARTLETT. You have come up with plenty of good ones. More importantly, we hope you will come up with plenty of fish next year.

Mr. THISTLE. Thank you, I hope I do, too.

Senator BARTLETT. Are there any other fishery witnesses?

STATEMENT OF KEITH PAULK, ANCHORAGE, ALASKA

Mr. PAULK. My name is Keith Paulk. I live at 325 L Street, Anchorage.

I have lived here in Anchorage, or in Alaska, since 1944. We go back to fishing where Heine Berger used to run the *Discoverer* up Cook Inlet, where there used to be a lot of fish. This is my first year over in the Bristol Bay area. What I saw over there pertaining to fishing, and what those fishermen go through in catching the red, what few do escape from the Japanese fleet, is supposed to be off about 71° parallel.

There are quite a few fish that do escape out of their nets because the fishermen in the Bristol Bay area catch those fish that have gill net marks on them. I have seen the fish. The mesh of the net pertaining to your drift net is quite smaller; and those marks are very well to be seen by the naked eye.

As we know, they have first chance at the fish coming into the Bristol Bay area. I say those, which is the Japanese fleet. I know the Japanese fleet is out because I went to the State fish department in Dillingham and they stated that they have found them about 100-some-odd miles out, where these reds come into that particular area.

Naturally going back to their spawning ground they have the elements and other fish to fight, which at the mouth of the Wood River out of Dillingham, the Beluga in there, they were having a field day, naturally the weir being quite away up the Wood River, and the escapement going over the weir before they would open it up to the fishermen in that particular area.

A lot of us know what the catch was in the Dillingham area, which was practically nothing. And the escapement which they predicted for the area was very good. And then what they came up with was the Japanese fleet was catching them all, because they have to go through a certain parallel to come in that area. Naturally the weather conditions in that area keep a lot of people from going out fishing because it gets pretty rough at times.

With one below there, within a given area, there were 27 boats ashore. If there weren't so many boats in that given area, there would have been quite a few fishermen drowned.

The question is whether these fishermen have to go out and fight this element of weather, risking their lives to catch these fish, while the Japanese fleet stands out there at a distance and has first chance at them.

This treaty coming up in 1963, which this new treaty is, if they could keep these things in mind in this area of where the red salmon, most of them which are caught there and canned, there is your main fishing ground for that specie of fish.

I will leave it up to you, Mr. Bartlett.

Senator BARTLETT. What would your recommendation be in connection with the treaty?

Mr. PAULK. My recommendation would be that if it is possible, to have an agreement with each and every one, just to keep them back a little bit farther and let a few more escape and come in.

Senator BARTLETT. You would like to see an arrangement reached whereby the Japanese would consent to have that line moved farther west?

Mr. PAULK. That is right.

Senator BARTLETT. When you mentioned the Japanese fleet off our coast, did you intend to imply that it had come east of the fictitious line?

Mr. PAULK. As quoted from Mr. Dean at a particular time, he said they stayed within their own jurisdiction. Otherwise, where these fish come in on this parallel, the Japanese fleet is a little bit too close to where these fish come into the Bristol Bay area, but their catch is quite larger than ours in comparison.

Senator BARTLETT. We were told that the Japanese had started to use a new type of gear, a so-called transparent net, which is a much more efficient device than heretofore employed, but somewhat weaker than the old style net, and that the fish occasionally break through this net and bruise themselves very badly. Did you see any evidence of that?

Mr. PAULK. Yes, I did.

Senator BARTLETT. Of course they have been found, since 1952, with net markings; but apparently more get through now than they did under the old style nets.

We were told that although definite figures are not yet available—and of course they may never be available—it seems apparently that during this last fishing season the Japanese took almost as many red salmon which had originated from Bristol Bay streams as did the U.S. fishermen in Bristol Bay, or perhaps just as many, or perhaps a few more.

Does that coincide with what you heard during the season as you fished over there?

Mr. PAULK. That is right; because as you say, the markings on them, with their netting, I have heard from different fishermen, this is the worst year they have ever seen where the escapment is, where the fish are no good because part of them were half rotted away on account of these cuts and bruises on them.

Senator BARTLETT. Did you use a company boat in fishing this summer?

Mr. PAULK. No, sir.

Senator BARTLETT. Do you have your own boat?

Mr. PAULK. No, sir, it was an individual from outside which I was fortunate enough to get out on a couple of tides with.

Senator BARTLETT. A powerboat of course?

Mr. PAULK. Powerboat, right.

Senator BARTLETT. There are no sailing boats left over there at all, are there?

Mr. PAULK. No, sir.

Senator BARTLETT. We had a witness at Naknek who told us that 2 years he had a fair to middling season and made $25,000. I hope you did as well.

Mr. PAULK. On two tides it was pretty hard in that rough water.

Senator BARTLETT. This isn't your first experience in testifying before a congressional committee, is it?

Mr. PAULK. This is my first experience, sir.

Senator BARTLETT. Weren't you in Washington on another endeavor a few years ago?

Mr. PAULK. I was referring to Alaska. In Washington, D.C., that I was.

Senator BARTLETT. I recall that you were down there to testify for statehood.

Mr. PAULK. That is right.

Senator BARTLETT. And the whole group from here got caught in a May heat wave?

Mr. PAULK. That is true. And how was I dressed?

Senator BARTLETT. Thank you very, very much.

Mr. PAULK. Thank you, sir.

Senator BARTLETT. Does anyone else want to declare on the subject of fisheries? Will you come forward please?

Let the record note that there stands in the rear of the hall one of the great old timers of Alaska, George Grigsby, who started out as an assistant U.S. attorney in Nome, as I recall, around the turn of the century, and has had a prominent place in Alaska life ever since, and before.

Will you identify yourself?

STATEMENT OF WILLIAM MARKLEY, ANCHORAGE, ALASKA

Mr. MARKLEY. I am William Markley, and I live at 1442 H Street, Anchorage.

I don't know too much about what I am up here to say. A couple of fishermen friends came along this morning and told me about these bills, trying to raise money for research for the State of Alaska.

It seems to me as though Alaska's fishing industry is just as essential to Alaska as agriculture in any other State, that is, on the economic end of it.

I thought I would come along and say that.

Senator BARTLETT. We are glad you did. As a matter of fact, fishing has been practically the No. 1 industry of Alaska forever in our economic history.

Mr. MARKLEY. It is just as essential here as anything else. Certainly we are way short on research, that is, the conservation and showing us that they can come up with a lot of things that none of us ever thought about, and they have done a wonderful job. But when it comes to the field, and what is actually going on with these fish, they don't seem to know. And if you ask them, well, before I moved here 3 years ago I asked about certain things, and they asked me if I wouldn't go find out for myself because they didn't have adequate

funds, which they would certainly like to know, too, and certainly they need transportation and everything else.

So I believe that we are way behind in funds.

Senator BARTLETT. You support, in principle, Mr. Markley, the Gruening-Rivers bills designed to provide to Alaska and to other fishing States further funds for research?

Mr. MARKLEY. Yes.

And another thing enters into it: As the State grows, there are so many things that change. They have so many more people on the fish, that sport fisheries enter into it. And they have no money to follow through to find out what effect this will have on the fish.

Senator BARTLETT. We have some proof, do we not, that adequate research, soundly and scientifically conducted, accompanied by adequate regulation, will do the job, because the halibut fishery was depleted when the International Halibut Commission took over. Now it is on a sound and continuing basis, and the same could be said of the salmon run in the Fraser River.

Mr. PAULK. That is right. We also have adequate proof that if you don't have enough research it can deplete fish in given areas, whereas if they would have had research it wouldn't have been necessary at all. We had that proof, too.

Senator BARTLETT. And if we handle this resource wisely and well, it will be renewed forever. It will be a source of income and food for the people of Alaska, for the people of the Nation, and indeed for the people of the world year after year without end.

Mr. PAULK. That is certainly true that if you have something it is easier to keep than it is to regain it after you have lost it. That is one of the biggest things.

You can find that in conservation of any kind that you look at.

Senator BARTLETT. And we find ourselves in a situation now where, in certain ways, our fisheries are depleted.

Your suggestion is that to restore it we have to have as an essential element of that rehabilitation adequate and sound research.

Mr. PAULK. Yes; and there are so many things.

Mr. Thistle brought out here, I noticed, something which I hadn't thought of before. He mentioned that it would be a wonderful thing to have this pink run built up here in Cook Inlet on the uneven years, like it is on the even years. On the other hand, it has been my observation that on the even years the pink run has gradually been building up and building up until as far as the pinks are concerned it is a tremendous run right now on the even years. Consequently the good fish, like the reds and silvers, they can't exist very well if a bunch of pinks come along. The water can only stand so much. As far as the research, that is what we have; that is what we pay our conservation for and our research for. If we have them there with no money to work, how are they going to do anything?

Senator BARTLETT. Where do you fish, Mr. Markley?

Mr. MARKLEY. I didn't fish for the last 2 years. I have fished on the inlet since 1942, up until the last 2 years.

Senator BARTLETT. What kind of fishing did you engage in?

Mr. MARKLEY. I engaged in set net fishing. A couple of years ago drifting, then set net fishing, and the last 6 years I operated hand traps.

Senator BARTLETT. Do you ever intend to go back to it?

Mr. MARKLEY. Well, yes, maybe; off and on.

Senator BARTLETT. You like it?

Mr. MARKLEY. Yes, I like it. But I can't make a living at it.

Senator BARTLETT. This reminds me of an occurrence in Washington a good many years ago when an effort was being made to put through a regulation empowering the Forest Service to lease timber in Tongass National Forest to a company that wanted to build a pulp mill. There seemed to be legal doubt as to whether this could be done because of so-called aboriginal claims. The resolution was before the House Committee on Agriculture. Several fine citizens of Alaska, Indians, came down to oppose it. When one of them was on the stand and the committee member from Texas said to him, wouldn't you prefer to have this resolution adopted so a mill could be built, so logging camps could be established, so the Indian people as well as others would have year-round employment as contrasted with the seasonable employment the fishery offers, with very low incomes, and then they would have more money for housing, for food, for clothing, for the education of their children. Don't you think that this would be preferable in every way? The witness thought that over for a few seconds and his reply was, in these words, and I have never forgotten them. He said, my people have always fished, and I think they want to fish in the future.

Mr. PAULK. That is about it.

Senator BARTLETT. Thank you, Mr. Markley.

Do we have any more witnesses on the subject of fishery?

Alex, come forward please. Will you identify yourself and give your mailing address.

STATEMENT OF ALEXANDER SHADURA, ANCHORAGE, ALASKA

Mr. SHADURA. I am Alexander Shadura, Box 4657, Anchorage. I was born in Kenai, Alaska, and my permanent address is Box 95, Kasilof, Alaska.

I have been associated with fishing in Alaska since my early childhood—1921—when my father first took me on the fishing grounds. I have been a student of ichthyology and technology. I have been a fisherman, a packer of salmon and of shellfish; and I have an intense interest in the problems concerning the fisheries of Alaska. I have followed it both in the local levels, the State and National levels, and international levels.

There are a number of things I would like to say, and I would like to answer questions of the good Senator Bob Bartlett, if you will ask me.

Senator BARTLETT. You will have some, Alex.

Mr. SHADURA. First I would like to read from an excerpt, a letter addressed to Senator Bob Bartlett, copies of which went to the State Department and other Senators, including Senators Magnuson, Jackson, Gruening, Representative Rivers:

> I think that common rules for the rights and welfare of all nations involved in the North Pacific can be established. These rules cannot be based on the offshore limits as are now recognized by international law.
>
> The position of the United States cannot be jeopardized by extending the offshore limit. The U.S. Navy must have a right of innocent passage as guaranteed by present international law. However, by separation, limits can be established for a determination as to control of natural resources which are con-

tiguous or within what has been called territorial waters. Recognition would have to be given to these nations which propagate and perpetuate the resource. The rich fisheries resources on the Continental Shelf of Alaska, and especially within the Bristol Bay area, are surely resources that belong to the United States.

I have a strong feeling that the Geneva Conference would not have been stalemated had they separated these two ideas.

The conflict over the situation seaward of Vancouver Island caused Canada to cast the vote which created a stalemate.

In the problem of the North Pacific Fisheries Commission we have the alternative to persuade the Russians to become participants in our Conference so that we can establish by treaty the fishing rights of each nation or we prepare for the almost complete extinction of our fisheries resources.

I realize the need for the containment of communism and that Japan is our westward bulwark against the Soviet Union.

However, I would suggest, since it is the Russian and American salmon intermingling in the area where the Japanese are fishing, that the Russians be invited to participate as a full member of the North Pacific Commission. Reports now indicate that the Russians are intensifying their salmon and crab activities. We already know that their fishery for bottom fish is quite intensive. In some areas the intense fishery of both the Russians and Japanese are within sight of our State.

Are we to stand by and let this resource be depleted by either Japan or the Soviet Union without any guarantee to protect that which we always considered to be ours?

That is the end of the excerpt.

Senator BARTLETT. Alex, to the best of our knowledge the Russians are not now fishing for salmon on the high seas; is that your understanding?

Mr. SHADURA. My understanding is that there has been some fishing in the salmon fishery by the Russians.

Senator BARTLETT. In the high seas?

Mr. SHADURA. In the high seas.

Senator BARTLETT. This is the first testimony we have received to that effect.

Mr. SHADURA. I understood that this summer. I might have the wrong information, but this is the information I had earlier this summer.

Senator BARTLETT. If that is true, this poses a very serious threat; does it not?

Mr. SHADURA. Yes. The thing to be considered, as you know, is that both the Japanese and Russians are now moving with their experimental vessels southeastward into the Gulf of Alaska; trying to determine the type of fishery and including salmon. What they will do after this determination is made is questionable. But we do know now, from new observations, especially made by the Canadian Government, that some of the fish that are coming into the southwestern part of Alaska are fish that are maturing in the Gulf of Alaska area.

Senator BARTLETT. Do you think that there is a prospective danger that the Russians will catch salmon south of the Peninsula, on the chain?

Mr. SHADURA. Being nonparticipants of any treaty conference, and no restrictions, no understanding, there is nothing to exclude them or keep them in any regulated way from fishing within sight of our land.

Senator BARTLETT. That is true. On the contrary, were they to do that we could do likewise off the Siberian coast where they have many

important salmon streams. It ought not to be, but whether it is or not, their conservation principle is pretty closely akin to our own.

Mr. SHADURA. This is true. I believe that the Russians and the United States are both conservation minded. This is a new concept for the Japanese people. As you well know, to increase their take it was a matter of extending their fleet in numbers and going farther out to sea. But I feel that the Russian people have a feeling that it is necessary for conservation.

Senator BARTLETT. The Japanese are voluntarily refraining from engaging in the halibut industry on this side.

Mr. SHADURA. That is right.

Senator BARTLETT. If the Russians were to come down, that would pose a great threat; would it not?

Mr. SHADURA. It would.

Senator BARTLETT. There is a very delicate balance with reference to the halibut fishing.

Mr. SHADURA. Yes; there is.

Senator BARTLETT. You had the opportunity, did you not, sometime ago, to go out and inspect one of these Russian vessels?

Mr. SHADURA. I think it has been about a year and a half ago.

Senator BARTLETT. Tell us something about that; won't you?

Mr. SHADURA. A year and a half ago I made a trip to the Bering Sea at the invitation of one of the members of our industry, to go with a group here, including the editor of the Anchorage Times, an author, and an ex-Senator from Alaska. We went out with the idea of possibly making a contact with the Russian fleet. The understanding was that this particular fleet was taking crab and we were particularly interested to what extent they were taking crab. When we came out there, we didn't find too much of a crab fishery, although they did say they had an incidental crab fishery, incidental to their total fishing. Their mass fishery was bottom fish, mostly flounder. At least from what we observed.

They gave us pretty well the freedom of the factory vessel, which was a 10,000-ton class ex-passenger vessel from England, and this fleet was quite massive.

Senator BARTLETT. How many ships, would you judge?

Mr. SHADURA. Pardon?

Senator BARTLETT. How many ships in the fleet?

Mr. SHADURA. I don't remember the exact number. I think there were about 65 vessels. I have some pictures here, if you would like to see them. I think you probably have seen some of these pictures.

Senator BARTLETT. I have seen them. I would like to see them again.

Mr. SHADURA. I will show you one of the pictures here which indicates to you some of the fleet.

Senator BARTLETT. Did you have an opportunity to observe the sanitary conditions used in packing?

Mr. SHADURA. The sanitary conditions that were used in this particular method of preserving the product were equal to our standards. They were using a brine method. We didn't observe any canning operations, but this was a freezing operation.

Senator BARTLETT. They had 60 ships out there at that time, give or take a few?

Mr. SHADURA. That is correct.

Senator BARTLETT. How many ships did the United States have in that ocean at that time, to your knowledge?

Mr. SHADURA. I think not more than possibly seven or eight small vessels. I would say of the purse seine type no longer than a hundred feet, most of them about 55 to 65 feet long.

Senator BARTLETT. Nothing to compare remotely with this 10,000 tonner.

Mr. SHADURA. With the exception of the halibut fleet, which we observed, and that was a Canadian and American halibut fleet out there. There were a number of those vessels in the Unimak Pass area.

Senator BARTLETT. But none of them to compare in size with those shown in the photograph you just handed to me.

Mr. SHADURA. No. The biggest fishing vessel we had was smaller than the smallest trawling vessel they had.

Senator BARTLETT. We were greatly outnumbered, outclassed, and clobbered at that time.

Mr. SHADURA. That is true.

Senator BARTLETT. You observed the taking of no fish except the bottom fish, principally flounder?

Mr. SHADURA. That is correct.

Senator BARTLETT. Did you learn anything from the Russians when you were aboard about future plans and intentions?

Mr. SHADURA. They did indicate to us that they wanted to preserve this resource for the future generations. In fact, if I can recall a statement that was made, something about we not only want this resource to be preserved for our grandsons but our grandsons' grandsons; something to that effect.

Senator BARTLETT. These 60 ships were fairly close together?

Mr. SHADURA. Yes, they were. The factory operation, or the freezing and handling of the product and shipping, was all handled in the ice flow. The actual fishing operation was on the outskirts of the ice flow, farther to the south and to the west.

Senator BARTLETT. Given your knowledge of fishing—and you say you have been intimately concerned with it for many years—would you say that there were enough bottomfish in that sea to give the grandchildren of the Russian fishermen any comfort that the resources was going to be preserved for them?

Mr. SHADURA. I don't think any type of a natural resource can be preserved without some type of management for its future.

Senator BARTLETT. Do you think that fishery, specifically, could possibly withstand the massive fishing effort they were exerting?

Mr. SHADURA. Not a continuous and planned fishing. I think eventually we will get into the same problem as we are in salmon.

Senator BARTLETT. Thank you very much. Do you have anything else to offer?

Mr. SHADURA. I would like to mention here that the bill proposed, or I believe now passed by the Senate, Senator Magnuson's bill, and I don't recall the number, regarding oceanographic studies, is one of the best bills, I feel, for the fishing resources. This will give the United States and Alaska and all participants an opportunity to really have the background necessary to manage the resource and to better cope politically and diplomatically with those nations with

which we are now concerned. This is the kind of a thing which I think should have been done a number of years ago. It is in the right direction.

Senator BARTLETT. I could not agree with you more wholeheartedly. I know that Chairman Magnuson will read attentively these hearings when they are printed. I judge that he will not read with more satisfaction any provision of the hearings than that to which you have just testified as to your belief in the value of his bill on this subject.

Mr. Shadura, on a personal basis, if you don't mind, would you trace your family's history in Alaska?

Mr. SHADURA. My family's history, my father came to this country in 1899. He came and did missionary work. He came as a schoolmaster and did missionary work for the Russian Orthodox Church in the Aleutian Islands where he met my mother. My mother was the daughter of one of the first citizens of Alaska, Capt. Isaac Hubley, who was considered the first pioneer, one of the first pioneers, a veteran of the Civil War, who had participated in the war in Alaskan waters and then returned here after the war and settled.

Senator BARTLETT. The last shot in the War Between the States was fired in Alaska waters, was it not?

Mr. SHADURA. It is possible.

Senator BARTLETT. I will testify to it.

Mr. SHADURA. He also was one of the three participants. I remember there was a Capt. Adam Block, Captain Hubley, and I don't remember the third participant, in Kodiak at the flag raising, three American participants at the changing of the flag in Kodiak from the Russian to the American flag.

Senator BARTLETT. So your family has a long history in Alaska.

Mr. SHADURA. Yes.

Senator BARTLETT. Thank you very much, Mr. Shadura, unless you have something more to offer.

Mr. SHADURA. There is a lot to offer, and this is a very complex and critical situation. I would rather not take your time right now and will write more in a brief if you would so desire, and present it to you.

Senator BARTLETT. We would be very happy to receive it. As I said earlier, it should go to Mr. Huse, in Washington.

Mr. SHADURA. Thank you very much.

Senator BARTLETT. Thank you for your testimony.

Does anyone else have anything to say on the fishery? Mr. Meacham? I am glad to have you before us again.

STATEMENT OF CHARLES MEACHAM, REGIONAL SUPERVISOR, COMMERCIAL FISHERIES DIVISION, ALASKA DEPARTMENT OF FISH AND GAME, ANCHORAGE, ALASKA

Mr. MEACHAM. I am Charles Meacham, regional supervisor, Commercial Fisheries Division, Alaska Department of Fish and Game, 1006 International Airport Road, Anchorage.

Senator, I have just two items to offer. One, I would like for the record to introduce Steve Pennoyer, the area manager biologist for the Arctic-Yukon-Kuskokwin, and Kenneth Middleton, his assistant, in attendance today.

Senator BARTLETT. We are very glad to have both of them in attendance today, and thank them for coming.

Mr. MEACHAM. I have one other item to correct for the record. I am going to read from the forecast of Bristol Bay red salmon run in 1961, Alaska Department of Fish and Game, Commercial Fisheries Division, memorandum 1, dated Juneau, Alaska, February 1, 1961.

I shall read from the summary:

A very poor return of about 1.3 million is indicated for the Nushagak district.

That is, of course, referring to red salmon.

In March of this year the International North Pacific Fisheries Commission requested from the Alaska Department of Fish and Game their desired escapement goals for Bristol Bay. If that letter were available it would show the Alaska Department of Fish and Game put down as its goal for the Nushagak system, based on 1.3 million fish, 850,000 to 1,150,000 as the desired escapement.

I hold in my hand information prepared for International North Pacific Fisheries Commission meeting to be held in Tokyo the remainder of this month, preliminary summary, "1961 Bristol Bay Red Salmon Catch and Escapement." I will take the Nushagak district.

The escapement in the Nushagak district was 859,833; which fell within the 850,000 to 1,150,000 desired.

The catch, true, was low. It was 507,000 fish, making a total run for the Nushagak system of 1,367,000 fish, with a prediction of 1,300,000 fish, falling within the desired escapement. That I would like to offer as testimony for the reason that there was a small catch in the Nushagak district.

Senator BARTLETT. We are very glad to hear that.

Alex, would you come back for a question or two, please?

Mr. GRINSTEIN. Do the Russians use a factory ship. You said one of 10,000 tons. Do they keep that ship permanently in station and then process the fish, freeze them and run them back to Russia with high-speed couriers?

Mr. SHADURA. I know a little about the Russian operation. After the war, after I left the service, I was assistant port engineer under the Soviet Purchasing Commission, which was a lend-lease organization. They have never, to my knowledge, completed the product out at sea. In other words they have a freezing operation and then they take it to a land station and put it into its final form on the shore. This is their method of operation.

All the operation in the Bering Sea is a freezing operation and it is a continuing operation. This ship is more or less like an administrative ship. There is a continuous process of supplies coming from the shore station, with personnel and supplies, and the finished product goes back on these empty vessels. It is a continuous go-round.

Mr. GRINSTEIN. Has it ever been tried commercially in this country, that system?

Mr. SHADURA. It would be a very unique idea. There have been suggestions that possibly we could utilize a lot of the native help in the Bristol Bay area, and we have a natural port and a natural place in Dutch Harbor, with buildings and docks. Maybe some investi-

gation and thinking could be done toward establishing some type of cooperative out there.

We have the raw product available. The manufacturing place. And you have the help available, crying for work. So this might be a consideration for Members of the Senate to think about.

I don't know within our free enterprise system how far we can go in doing this. This is just a thought I would like to mention.

Mr. GRINSTEIN. Would you need specific legislation to authorize a cooperative?

Mr. SHADURA. No, but I think this would have to be more or less guided. It may have to be guided through BIA, or I think there are a lot of white people who are not natives who are interested in such a project. I think that is the only way that you can meet this competition. You can't meet it on small ships unless there is a subsidy helping these fishing vessels to go out and meet this competition.

Senator BARTLETT. Thank you very much, Alex.

Mr. SHADURA. I would like to make one other statement.

I realize we are fighting an ideological war. This is a very difficult situation. But I think that the more positive actions we take together and meet the challenge, where there are avenues that we can meet with these people, the better we can establish some pilot plant or something, anything which may bring the possibility of understanding that peace in the world, which is worthy of investigating.

Senator BARTLETT. Thank you.

The committee will stand in recess. On reconvening we will have further testimony on S. 2593, the so-called Alaska railroad collective bargaining bill. And the first witness will be the witness representing the veterans organizations.

(Thereupon the committee proceeded to the consideration of other business.)

Senator BARTLETT. We have with us Senator Gruening. Would you care to discuss S. 1230?

Senator GRUENING. I would be happy to do so.

As you well know, one of the hopeful, promising aspects of statehood, was the fact that after long last the State of Alaska would secure the management and control of its greatest natural resources, the fisheries.

During your many years as a voteless delegate, but nonetheless a very effective delegate in Congress, you repeatedly introduced bills which aimed at the abolition of fish traps, and which aimed at the transfer of the management of the fisheries from a distant Federal agency to State control. Your efforts reflected the virtually unanimous sentiment of the people of Alaska that they of Alaska could manage this resource far better than a Federal agency. And the evidence, of course, was visible from year to year in the steady decline of this fishery resource, which from a high of some 8½ million cases in the midthirties went down, down, down until 1959, the last year of Federal control, it reached the lowest point in 60 years with a pack of only 1½ million cases.

Fortunately, with statehood our State department of fish and game, the successor to a department which had been established by the Territory legislature in 1949, department of fisheries in anticipation of statehood and as evidence of the keen interest and concern of the people of Alaska in their own great resource, was able to take over.

It is gratifying to note that in the 2 years of its control the fish pack has doubled.

We may look forward in time to a complete restoration of this once great resource—Alaska's greatest resource and the greatest fishery resource of the Nation.

However, rehabilitating this resource is going to be costly. It would have been far better if during the years when you and the legislature of the Territory were seeking to return it to State control that that had taken place. The great depletion which followed would not have happened. Now, we have to start from the bottom.

The question was how can we get the Federal Government to contribute to this. I think that those of us who sponsored this legislation believed in it and felt that there were two very justifiable reasons for asking the Federal Government to join in this effort; the first being that the Federal Government was clearly not without responsibility for the depletion of the fisheries. It had exclusive control and management of it ever since the organic act of 1912 when, despite the vigorous protests of our then delegate, James Wickersham, the control of the fisheries was not given to the newly created Territory, but was left in Federal control.

It is a matter of record that in the ensuing 40 years our legislatures repeatedly memorialized the Congress urging the transfer of the fisheries to the Territory, urging the abolition of fish traps, all of which fell on deaf ears.

So the Federal Government has a definite responsibility for the depletion which took place, and therefore, I think it is wholly proper that it be asked to contribute to this rehabilitation.

There is a further fact, that in the last 15 years we have noticed the great generosity on the part of Uncle Sam in rehabilitating the fisheries of some 20 foreign countries. We find that countries as far apart as Taiwan, Formosa, Chile, Ethiopia, Israel, Peru, some 20-odd countries, are receiving very substantial aid for research, for the creation of fishing fleets, for small boat harbors, and for all sorts of things to rehabilitate their fisheries. It seems logical to some of us, certainly to me—and I have no doubt to the chairman also—that if that could be done for 20 foreign countries there is every reason why it should also be done for our own.

There was some question of how this was to be approached. After considerable discussion, in which the offices of the two Senators and of our Representative, Mr. Rivers, took part, we came up with this formula by which an additional 30 percent of the funds from the Saltonstall-Kennedy bill would be set aside and turned over to the States for whatever use they saw fit to make.

In other words, this was not a case of where the Federal Government was being invited to come in and share in the program, but each State was to use these funds just as they saw fit. Those uses would be different in different States.

In the case of Maine, for example, the Senator from Maine, Mr. Muskie, explained that their chief concern was not with the rehabilitation of their principal resource, their Maine lobster, but in marketing. And there was no reason why these funds shouldn't be used for marketing.

Whatever way they would be used here would, I suppose, depend upon the wishes of the department of fish and game. Whether they would be used for research, whether they would be used for the clearing of streams, for the creation of spawning grounds, for whatever purposes, it would be the agency to decide.

Under this bill, and under the formula which it proposes, based on the total amount of fisheries landed in each State, the State of Alaska would receive about half a million dollars, which is not nearly the amount that the State could use. The State could properly use 10 times that amount rehabilitating the fisheries. But at least it is a start. This bill has very considerable support. In addition to the Alaska Senators, the two Senators from Washington, Oregon, and California are cosponsors, and we have Senators from the Atlantic and the Gulf States, I think a total of 28. I am hopeful that this bill will be enacted and that a beginning will be made of Federal aid in the rehabilitation of our fisheries.

I would be hopeful that in time the amount of that aid would be increased. I think this is one case where we are wholly within our rights for reasons previously stated in asking for Federal support.

This is resource conservation; it is resource development. It is not merely an expenditure; it is an improvement. It is an improvement that will repay itself manyfold.

Those of us who have observed through the years the disastrous effects of the salmon depletion on our fishing communities all along the coast, all dependent in varying degrees on the fishery resources, and have seen the plight of these communities as a result of the steady diminuition of their livelihood. We know how close this comes to the needs of our people, how important this is, and how definitely beneficial it will be to use any and every approach to the rehabilitation of this once great resource. I am confident that with the necessary aid and with the kind of wisdom which I believe our State department of fish and game is bringing to hear on the subject, it can in time be brought back to its former dimensions.

Senator BARTLETT. Thank you very much, Senator, for a factual and eloquent statement on this vexing problem.

Senator GRUENING. I thank you.

Senator BARTLETT. Are there any other witnesses?

If not, the committee will stand in recess until an hour unfixed tomorrow morning in Cordova.

Thank you all for attending, especially those of you who testified.

(Whereupon, at 3 p.m., the hearing was recessed to reconvene Tuesday, October 24, 1961, in Cordova, Alaska.)

NORTH PACIFIC FISHERIES PROBLEMS

TUESDAY, OCTOBER 24, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Cordova, Alaska.

The subcommittee met at 10 a.m., pursuant to notice, Senator E. L. (Bob) Bartlett presiding.

Senator BARTLETT. The committee will be in order.

This is the Merchant Marine and Fisheries Subcommittee of the U.S. Senate Committee on Commerce. The subcommittee has been conducting a series of hearings ranging from San Rafael, Calif., to Dillingham, Alaska.

After the San Rafael hearing on October 4, the committee recessed to meet on October 12 in Seattle, Wash. Thus there were two hearings for the more southerly Pacific Coast States. In Alaska to date we have met at Petersburg, Dillingham, and Naknek, at Homer, Kodiak, Fairbanks, and Anchorage. From Cordova we shall go to Juneau and conclude the hearings at Ketchikan.

These hearings are being held at the direction of Chairman Magnuson of the Commerce Committee.

The committee is covering specific legislation but only to a limited extent. More basically its concern is to build up a record relating to the North Pacific and other Pacific fisheries so that the committee and the Congress will be better advised as to the present state of that fishery and its prospects for the future.

It is true that testimony has been taken and will be taken on specific legislation. Principally, I should say, on Senator Gruening's bill, cosponsored by more than 20 other Senators, with a companion bill in the House of Representatives offered by Alaska's own Congressman, Ralph J. Rivers, to amend the Saltonstall-Kennedy Act to provide additional funds for research.

This Congress, the 1st session of the 87th Congress, appropriated for the fiscal year 1962 more money for research into the salmon than has ever been made available before. This is in the amount of approximately $7,200,000.

The Gruening-Rivers legislation, if accepted by the Congress and if signed into law by the President, would make several hundred thousand dollars annually available to Alaska on a continuing basis. So the committee will be glad to hear this morning testimony relating to the fishery, to the problems and aspirations of the people who fish in this district, and it will be glad to hear testimony relating to transportation, which likewise comes within the legislative jurisdiction of the Commerce Committee.

Since Senate committees do not come to Alaska too frequently, we have also decided that if testimony is to be presented on subjects that are not within the jurisdiction of the committee, we shall gladly transmit it to the appropriate committee or commitees.

We have had a splendid trip as we have gone around Alaska. We have moved rapidly. We have heard a lot of testimony. We have had some good hearings on the fishery and on transportation, and a solid record is being built for later reference.

The first witness this morning will be Bob Logan, of this district—State Senator Bob Logan, who did us the honor of attending the hearings in Anchorage, but he has not testified to date.

We have had the pleasure of having had with us at several of the hearings Chuck Meacham, of the State department of fish and game, and Dr. George Harry is with us from Auke Bay, U.S. Fish and Wildlife Service, having come up for the hearing. We are glad to have both of you and your associates with you.

Chuck, you might introduce those who accompany you today.

Mr. MEACHAM. Ralph Pirtle, area manager biologist; Wally Noerenberg, research biologist; Dave Savoie, research biologist; Howard Metsker, research biologist; George Van Wyhe, manager biologist, sports fisheries; Ron Walters, protection officer; Bertha Allen, secretary; Elnora Campbell, secretary; and Janice Shaw, secretary.

Senator BARTLETT. Is the Federal Government so completely outnumbered or are you accompained by anyone?

Dr. HARRY. I am alone.

Senator BARTLETT. And Mr. Shaw and George Anderson from the protection department.

We are glad to have all of you here. I understand that you have no written statement, Mr. Meacham, but will testify if the need arises?

Mr. MEACHAM. I will, sir.

Senator BARTLETT. And you, Dr. Harry?

Dr. HARRY. I have no written testimony, but anyone I can help, I will be pleased to.

Senator BARTLETT. Senator Logan, we will be very glad to hear from you.

STATEMENT OF HON. R. J. LOGAN, STATE SENATOR, CORDOVA, ALASKA

Mr. LOGAN. Senator Bartlett, gentlemen, I would like to talk on the proposed Senate bill 1230, and House bill 5301 that will provide additional funds to be used for the propagation, investigation, and research of our fisheries. These will be funds for assistance, as I understand it.

I have heard several figures mentioned as to the amount that Alaska can expect. One of the figures given to me was $300,000, and the other figure $562,000. Could I have, Senator Bartlett, the decided figure?

Senator BARTLETT. You can ask, but you shall receive no adequate reply. As a matter of fact I have been using a table which reflects that the annual allocation to Alaska would be $296,000, this from a total of $5,321,000 estimated to be available for collection if there is

transferred to the Secretary of the Interior by the Secretary of Agriculture 30 percent additionally of the proceeds from the taxes levied on the importation of fish.

I should not have used this table at all because it was only a day or two ago that I looked at the heading and discovered that this is based upon recommendations made in a report submitted by the Interior Department, which would quite definitely limit the apportionments to the States because, (*a*) 8 percent would be deducted at the outset for administrative purposes, and one-third of the remainder would go for grants and/or fellowships, and two-thirds would remain for allocations to the States.

We should not be using this table at all because this represents only a recommendation by the Department of the Interior, and one which may or may not be followed.

Personally, I rather doubt that it will be, because for one thing I don't think that it will be necessary to give the Secretary of the Interior 8 percent of all the collections for administrative purposes when his only duty will be to apportion that money to the States. That is going to be whacked way down.

A very interesting question is whether one-third ought to go for training more people to become fishery technicians and biologists and the like. Although there is, of course, a demonstrable and urgent need for more experts in this field, I, for one, am not confident that this is the source from which the moneys should come for that purpose.

So this table—and you obviously have seen it—is not to be taken as the law of the Medes and Persians.

Mr. LOGAN. So we can expect closer to a half million dollars.

Senator BARTLETT. I would be inclined to think so.

Mr. LOGAN. Recently I returned from 3 weeks in the westward, starting at Chignik going far west of Alaska, stopping at Sand Point, King Cove, Cold Bay, Ikatan and Akatan, False Pass, Fort Heiden, Port Moller, and Bristol Bay and Naknek.

During this time I had an opportunity to talk to a great number of fishermen and seeing the area that may be described as the heart of the Alaskan fisheries.

One of the falacies about these funds is that if we get the fund, if we get this $500,000, and the money is to be expended in a crash program. Any crash program—I don't care whether in fisheries, in State business, or in ordinary business, never is a well-organized or well-administered program. I am not speaking against the $500,000 which we should get. I am extending the hope that our Senators in Congress and our Representatives in Congress will make every attempt to continue this aid to the Alaskan fisheries which desperately need it.

By that I mean a year-to-year program extended over sufficient time so that stability will be build into the program and it will become of use to Alaska. Not a crash program where you spend a half million dollars for a year with a great deal of confusion and useless wasting of money, but a program set over at least 10 years, which will give us 3 full cycles. That is the type of program we need in Alaska, and we have to have it.

We are in danger in Alaska today of losing some of our principal runs. When I speak of runs I am speaking of races of fish. Take the two most obvious ones: Ugashik River and Bristol Bay, and the Kar-

luk River on Kodiak Island. Why I am taking these two is very obvious.

At one time these two runs were the most valuable from the viewpoint of quality and color in Alaska. They brought premium prices. The Ugashik run had a very high oil content and good color, and the Karluk run had an excellent color with a sufficient oil content. The result was that these two packs were in high demand.

Later on in my testimony I will get to the point where we will discuss fresh fish prices in Alaska; that is, fish by the pound, not by the piece.

To institute any crash program on these two spawning areas will be pretty useless. They need a long and detailed study—a study of the return of the Alaskan fisheries and return of the Alaskan markets for a high-value fish. And when I say "a high-value fish" I am not looking down on the fish throughout the rest of Alaska because we have some other very valuable runs—Copper River, for instance. But these two are extremely well known to the fish markets in the United States. I would like to point out to the committee that I do not consider the allocation of funds fair under this act for this reason:

The State of California bases their average value of all fish landed principally on the tuna market. I don't think any Californian would stand up and tell them that that tuna is raised in California, in any of the base in California, where the Californians have a hand in it. Undoubtedly they do a great deal of research.

In Massachusetts, the next high State commanding equal funds, the fisheries there are nearly all ocean fisheries conducted as much as 300 miles from the coast of Massachusetts, but landed in Massachusetts. I am not saying that the tuna landed in California does not improve the labor market and produce a high revenue for the State, and I am not saying that Massachusetts doesn't enjoy the same thing. But I will bring out this point: That in Alaska we raise the fish in our own backyard. The men who are employed by the State to oversee the care of the spawning beds, the research of the salmon, are dealing with a problem that is wholly Alaskan. It does not mean that we have fishing beds off the coast, nor does it mean that our vessels have to go 3,000 miles to bring tuna in. These fish are in our own backyard.

That point I believe has been badly overlooked by the Congress of the United States. Undoubtedly the bill S. 1230 would be a life saver for the fishing industry. But I do want to bring that point out, that in Alaska we raise the fish in our streams, we have a control of our fish, a fishery that has gone downhill to the point of last year when we had a pack of 1,750,000 cases. This year the pack is exceeding 3 million cases.

The history of Alaska fisheries from 1900 to this date shows an extended catch with a mean minimum catch of 3½ million cases, an average of 5½ million cases, and a peak catch of 8½ million cases.

It is a very obvious point that Alaska has not lost but is on the edge of losing her greatest resource.

I do urge the committee to make every effort to extend the benefits that are offered to us in this bill, S. 1230, over a period of 10 years, where some concrete good will be done to the Alaska fishery.

I would like to mention here that we have this year in Alaska started a program of artificial spawning beds. This was done with

the assistance of the agricultural department, the department of forestry. Mr. P. D. Hanson provided some $29,000 in his budget for the reconditioning of the spawning beds in the Harris River on Prince of Wales Island. Apparently this experiment is paying off. The spawning has been excellent in the two beds prepared. The proof of the matter will be this spring when the eggs are hatched and we have the fingerlings returning to sea. They are expected at least 80 percent of hatch which will be a tremendous improvement over the normal hatch in the streams under normal conditions of one from 1 to 6 percent.

That is the type of work we need in Alaska, the improving of the spawning bed backed by the biological work that is necessary.

We cannot go out with a pick and shovel and rebuild the Alaskan fishery. We have to have the technicians to go with it.

We have to have the technicians to bring back these valuable runs, highly tested runs to Alaska, that will mean money to our fishermen.

The economy of Alaska is geared to our fishery. At one time in the territory 60 percent of the taxes were paid for by the fishery. Mind you, this was in the day when the individual fisherman had very little to do with the fishing. It was the day of the companies and the traps. I see no reason why the Alaskan fisheries shall not return to that condition. But we are going to have to have an aid program such as offered here, extended for at least 10 years.

I would like to come back and reiterate that one point, that the State of California and the State of Massachusetts will be getting a high percentage of assistance based on the fishery that does not exist in their waters.

To illustrate the danger that the Alaskan fisheries are in today, I will cite the case of a Canadian experiment carried on in the Gulf of Alaska this summer, and I had the opportunity to board this vessel three times. The vessel's name was *Fort Ross*, and it was under the Canadian Federal fisheries research program.

This was a 150-foot wooden vessel, manned by Canadians, but carrying a Japanese fishing captain and a Japanese biologist.

The Japanese fishing captain was aboard to show Canadians how to handle the Japanese long-line gear. This long-line gear is a fish-hook gear. I would say they are fishhooks, 1,200 on a line, set up very much like a halibut skate, but instead of being allowed to drop straight down in the water, 36 inches out from the main line, a block of wood supports the gut hook.

This hook is baited with salt anchovies flown in special from Japan. In one set 50 miles south of Cherikof Island a long line with 1,200 hooks took 500 salmon, and in the 500 salmon there were three species of salmon hooked—pinks, reds, and dogs. The sets continued for this position off Cherikof Island to immediately off the southeast side of Middleton Island where more salmon were taken on hook and line. The average catch for the 1,200-hook line was 78 salmon. Seventy-eight salmon—you can imagine, this is cheap gear—78 salmon per set would amount to thousands of salmon if we had the Japanese fishing in our water down here. This we easily can have, or the Russians, and then where would our fisheries be?

The Japanese fishery this year undoubtedly took a great deal more than they have come up with to date. When I say "come up with" I mean that they have declared to date. The Alaskan run in Bristol Bay

were heavily net marked. The Japanese are being scrupulously careful about staying on their own side of the line 174, but apparently they are extending their fishing effort out there, more nets and more gear.

They were granted permission this year, the Japanese were, to run a biological survey or fishery survey along the south side of the Aleutian Islands and in the vicinity of the Schumagan Island and Kodiak Island. That is something I don't understand. Our State Department issued this permit. If the Japanese are going to make available scientific data, I think we would like to have it. But if this is eventually going to be turned against us, in fisheries that are going to be absolutely deadly to the Alaskan fishery, I think our State Department should be severely criticized.

Russians so far have not shown any inclination to fish salmon, but they are playing hob with the Bering Sea fishery in bottom fish. In Cold Bay I talked to the captain of the *Mohawk*, who was bringing it down from Southeast Cape, St. Lawrence Island, and he told me for 20 hours, steaming at 6 knots an hour, he passed through a Russian trawling fleet.

When are we ever going to stand up to the Russians and tell them where to end up? I can't use strong enough language on this subject. The chances are that the biological balance in Bristol Bay, the Bering Sea, will be badly disrupted. We know that the salmon runs depend entirely on plankton in their growing days. If the Bristol Bay and Bering Sea areas are fished out, what effect will there be on the plankton? Where are the salmon going to feed?

These are all questions that have got to be answered and apparently the only thing is a strong hand by the State Department. Whether they can do anything with the Russians after giving way to them so long I don't know.

Another quite vital attrition on Alaskan fisheries is the increasing, tremendously increasing amount of sea lions. A very good job is being done here on the Copper River flats in the destruction of seal. It is an excellent job and Mr. Hanson has a lot to do with it. To the westward the sea lions are increasing to the point now where it is not uncommon to see an acre of sea lions. The reason for this is that they are not killed by your native population any more for food.

Unimak Pass, False Pass, are actually blocked by these sea lions. I saw pictures of them, shown to me this year. There should be steps taken to control the sea lion population.

One of the other predators, and I use this term advisedly, on Alaskan fisheries is the outside fishermen, the nonresident fishermen. We do not condemn the nonresident fisherman as a man. They are friends of ours. They are people we have liked and have known for years. But if the economics of the Alaskan fishermen are to be kept at this point we have got to have some control and some say in who fishes our waters.

Our population is growing. Today it is fair to say that we have sufficient fishermen in Alaska to take care of any runs that can be expected to be produced.

Bristol Bay this year, 70 percent of the fishermen there—I am not sure of this figure but it is a figure that has been quoted to me, and we will have the true figure sometime in January—apparently 60 percent of the fishermen this year in Alaska were nonresident fishermen.

I believe I am very fair in saying that the resident fishermen were discriminated against in this area. The boats and equipment they got, the nets they got, were not the good gear that were given to the outside fishermen by the canneries.

The best example of what an Alaskan fishery can do for Alaskans themselves is the fishery we had this year, unfortunately a short one, on Prince William Sound, where the number of nonresident licenses was limited. The return to the people of Prince William Sound, taken on an average of the number of licenses we had—nonresident—in Prince William Sound, was almost 80 percent of the fishermen.

I do not say that we should cut out the nonresident fishermen entirely. We cannot, because it is a constitutional matter. But I say they should be limited, and we are going to need congressional help in this matter. It is a life and death matter for the Alaskan fisherman. There are not enough fish in Alaska if the nonresident fisherman is going to be allowed to come in and harvest our best runs. Our population is increasing. We have sufficient local fishermen to take care of any run in Alaska.

And when, as in Bristol Bay, nonresident fishermen left Bristol Bay with $12,000, not on the average but there were many of them that had checks amounting to $12,000 for what you would say was 30 days fishing, did they spend any of that in Alaska? No. They paid their share of the Alaska income tax. But the amazing thing is, and I am sure of this, one-third of the nonresident fishermen have not paid their income tax for last year.

We are going to need congressional assistance in this matter. We cannot fight this battle as a State alone.

That is about all I can say about fisheries. I would like to talk about transportation in relation to fisheries.

Senator BARTLETT. Surely. We will be very glad to hear you, Senator.

Mr. LOGAN. I mentioned previously the fresh fish market, or fish by the pound for the fisherman, the Alaska fisherman. Let me illustrate two experiences I had not too long ago.

I was in Portland, Oreg., about 6 weeks ago and I went down to a fish market with a friend of mine, and I still have the receipt, unfortunately I didn't bring it with me but I have it if you wish it. We bought king salmon, spring salmon, for $1 a pound. Early that summer I was in Canada in my line of business and after they discharged the ships I came to the final area where the material was going, and one of my stops was Fort St. John. Fort St. John is in British Columbia, just off the edge of the Yukon Territory.

It is roughly 800 miles from the Alaskan border. I met with the chamber of commerce, or board of trade as they call it there. They were kind enough to take me around and show me their small slaughterhouse. In this slaughterhouse coldroom, on the shelves, were a number of what I recognized as silver salmon, frozen silver salmon. I asked where these fish came from. I was taken out to the bookkeeping office. These fish came from Seattle, delivered, wholesale price in Fort St. John, at 87 cents a pound. The Whiz Fish Co. shipped them. This is approaching the ridiculous. Eight hundred miles from the Alaskan fishery, undoubtedly Alaskan silver salmon, taken to Seattle and then shipped back into Canada.

I found out later, and I cannot prove this point, but it was well illustrated to me, that the Seattle fish market controls the Canadian fisheries on the coast as far as marketing goes. I am talking overall.

But here are our Alaskan fishermen getting $1, $1.15, up to $1.50 for fish that will go from 6 to 9 pounds in the case of the silvers. I don't know what the average is this year—I have been advised it is about 12 pounds—for which they received $1.25 this year, a 12-pound fish, being sold within 800 miles of Prince William Sound. That is where the economy of Alaska is going as far as the fishery.

If we are going to live as a State, we have got to be able to present our products on the market and get a just return for them not only for our own fish buyers but for the fishermen. You can see what it will mean to the fishermen if they could sell their silver salmon, a 12-pound salmon, if they would even get 20 cents a pound. They would be doing pretty well. And 20 cents would be a minimum price.

At the present time the great market for Seattle salt water fish—including shellfish—is the area around Chicago. The Middle West is beginning to develop a taste for salt water fish, including crabs, clams, salmon, and bottom fish.

Central Alaska has a natural outlet to this area. The only thing we lack is the market. The market is there, but we have to break into it. This market is well protected by Seattle interests and we are going to have a fight on our hands to break into it. But until we do, we will never get fish by the pound for our fishermen.

This fish can be transported out of Valdez, which is the terminus of the Richardson Highway, and for an estimated cost of 6 cents per ton-mile to Chicago, the average length of the trip is 6 days.

Last year nine freezer ships were operating off the Alaskan coast. I have no figures on how much they took out of Alaska. But they took Alaskan salmon from Alaskan waters and canned it in Puget Sound. There is another loss to our Alaskan colony. We do not get the labor, we do not get the tax, as far as I know.

This is growing. I understand that that number of freezer ships will be nearly doubled this year. They can can so much cheaper in Puget Sound.

I would like to suggest to Senator Bartlett that the matter of fish and the matter of assisting in the establishing of an Alaskan market by Alaskans in the Middle West be taken under consideration in this next session of Congress.

I believe that once we can establish our own fish we can produce a much better product and we will be over the hump on the Alaskan fishery economy.

Thank you very much.

Senator BARTLETT. Senator, if you will bear with us for a few minutes.

What specific action do you believe the Congress should take to develop the fish market to which you referred?

Mr. LOGAN. What we need in Alaska—I don't know whether the Saltonstall-Kennedy funds would provide it—is a marketing survey. I had a talk with a Canadian economist, Mr. Glover, who is Mr. Bennett's economist for the Province of British Columbia, and he said why don't you do it the way we did, set up a unit in the University of Alaska and have your surveys conducted by the university, by a trained

economist? You will not only be developing a market but you will be training economists for Alaska, Alaskan boys and girls who can be salesmen, and can sell the products of Alaska later on.

I thought this was a very good idea, and I was going to speak to you about it afterward. It would mean a grant, and I do understand—I have been trying to find out something about it—I understand the Ford Foundation provides money for grants in setting up a department of economics in universities.

Hire an organization, and the State has hired so many of these experts to tell us what to do, and we have poured so many thousands of dollars down the drain on so many of these surveys, which have proven to be absolutely useless, and I can mention a few, close to us, like the celebrated dock in Anchorage. They were told, by survey, that they would get at least 120,000 tons of cargo over the dock, and it would be paid for in a comparatively short time, and we find out that the actual incoming cargo in Alaska amounted, in the Anchorage tonnage this year, to a little less than 5,100 tons. They have to have 120,000 tons to break even. That is how much our high-cost-of-survey people get for us.

A department of economics, directed toward marketing, in the University of Alaska would be a godsend to Alaska.

Senator BARTLETT. You wouldn't recommend Federal intervention here. You would have the people of the State do it, possibly with the assistance of Federal grants?

Mr. LOGAN. That is right, for a marketing organization.

Senator BARTLETT. Senator Logan, to the best of your knowledge has any effort ever been made to supply the Canadian market in the manner that you recommended be done, through Valdez, for example?

Mr. LOGAN. No. Mind you, I did not take an interest in this until the year before last. That was the first time that I was able to get into Canada and spend any length of time there. I was in Canada 2 months this time, and in going around talking to these people I found out that they were so tied into the Seattle market. The Seattle market you see controls the fisheries in Prince Rupert, British Columbia. The Canadians do not catch enough fish. Actually the production of fish on the Canadian coast is not sufficient for the Canadians themselves. That is how the Seattle fish merchants have gone in there. They back up a great deal of the Canadian market, especially the middle parts of Canada and the extreme east. We do not see it or realize it on this coast but the eastern fisheries are dropping off at an alarming rate. They are going farther and farther to sea and they are feeling more and more competition from the Russians and Portuguese fleets, Norwegian fleets, and from the Spanish fleets.

We hear a great deal about the explosion, the population explosion in the newspapers, and it is true. The cheapest food that you can get is fish. And so those European countries are fishing our banks. When I say our banks, the Grand Banks, 150 miles off the coast of eastern United States. But nevertheless at one time those banks provided fish for the American market, which they do not today.

Senator BARTLETT. Senator, you mentioned the depredations of sea lions. Are you familiar with the study undertaken a while back by the U.S. Fish and Wildlife?

Mr. LOGAN. Last year?

Senator BARTLETT. To determine whether they could be utilized commercially?

Mr. LOGAN. Yes. I have never read the report. The only thing I have is hearsay on it. I did hear quite a bit on it when I was out to the westward this year.

They took a lot of the sea lions, I think that vessel was the *Arctic Maid.* They took a lot of the sea lions they got in the Krentzen Islands and Akatan vicinity.

Senator BARTLETT. Do you know what the results were?

Mr. LOGAN. I understand they tried to use them as dog food.

Senator BARTLETT. Sea lions tend to congregate in rookeries?

Mr. LOGAN. Yes, sir.

Senator BARTLETT. If the State of Alaska decided their numbers ought to be reduced would it be an expensive matter to send hunters out to kill them off?

Mr. LOGAN. No, I think very likely it could be done by hunters alone by following the principle that they laid down here in the Copper River Flats of scaring them off the rookeries. It would be quite cheap if it works out as it does on the Copper River Flats.

Senator BARTLETT. When you mentioned discrimination against resident fishermen by canneries, were you referring only to Bristol Bay?

Mr. LOGAN. At one time I would have said, "Yes." Now, after being to the westward, I would include the westward fishery.

Senator BARTLETT. Why, in your opinion, would the canneries desire to do this?

Mr. LOGAN. In the human race you always have a first time somewhere. You have topmen, top fishermen. Men who by inclination, by physique, and having a desire to make money in a hurry, will hit the ball 25 hours a day. The canneries have a number of such men from California, Oregon, and Washington. They are the "highliners." The cannery likes to have them up here because in bad seasons they know that these men are going to go out and get as much as they can. They are people that the cannery sees for possibly 40 days a year. They don't tend to live in the area where the fish is caught and may cause a certain amount of trouble with the canneries by entering, say, into local politics and saying that the fisheries are handled to the benefit of the Alaskans.

We unfortunately do have people, and if any of you have seen the last issue of the Pacific Fisherman there is a picture in there that I would like to ram down the throat of the editor because it is nothing more than pure propaganda. A picture of a stake net, a beach with a stake net, full of fish, and I have forgotten the caption under it. But it is directed entirely at the resident fishermen.

Here is what the resident fishermen does with the fisheries. Absolutely unfair and untrue. Unfortunately there are men who will go off and get drunk and not pick the weather. But those men are not the general rule.

It is bound to follow that whereas the salmon fishing interests have been in control of Alaskan fisheries since the beginning of the century they are going to control it as long as they possibly can. Some of the companies are beginning to play ball with us, move the men up here, the Alaska packers for one, well established off Kodiak and Anchorage.

They are moving their people in and making residents of their people. But there are a number of them that are not.

As I said before, the outside fishermen are usually picked as the first-team men. If we are going to have our fisheries operated, or fished, by "highliners" from the States, how are we ever going to develop "highliners" in Alaska—especially when these people get the best boats and the best gear?

Senator BARTLETT. Senator, what legislative action was taken by the last session of the State legislature intended to protect resident fishermen?

Mr. LOGAN. Senator Bartlett, we introduced two bills. The first bill was introduced in the senate by myself, and it was introduced with the idea that it was a trial balloon. We came out and requested in the senate bill that in areas that were designated as marginal fishing or failure areas in fishing, that the only fishing to be allowed in those areas was to be by the resident fishermen. We put a point in that bill that stated although there were nonresident fishermen in the area at the time, until the resident fishermen had caught 5,000 fish——

Senator BARTLETT. Each?

Mr. LOGAN. Each. There could be no fishing by the nonresident fishermen. As I say, it was used as a trial balloon.

We have a young attorney who sat in on the arguments, listened to them. We had two of our fisheries people from the house who came over and listened to the arguments. The bill was unfavorably received by the senate. We discussed it for a considerable length of time and I finally withdrew it to prevent it from being defeated—withdrew it from the committee.

Senator BARTLETT. What was the nature of the opposition?

Mr. LOGAN. A peculiar thing. The majority of the opposition to this was fear of what would happen to us. I remember a great President making a statement one time. He said, "We have nothing to fear but fear itself," if I am right in quoting President Roosevelt.

Senator BARTLETT. Your quotation is literally correct. What do they fear?

Mr. LOGAN. Reprisals. That was actually the basis. So we went on another tack. We introduced a bill in the house, house bill 143, and we eliminated as well as possible the arguments being presented against the senate bill. Senate bill 143 just closed an area to nonresident fishermen when it could be shown that it would only support a limited economic effort by the local fishermen.

That bill passed the house with a good margin and we got it through the senate on an 8-to-12 vote.

Senator BARTLETT. Was it signed into law?

Mr. LOGAN. It was signed into law. It is being contested. It was heard by three judges.

Senator BARTLETT. May I interrupt you? Closure was made then under the new law?

Mr. LOGAN. No. We did not use it. But they contested on constitutional grounds.

Senator BARTLETT. Who are they?

Mr. LOGAN. A Seattle fisherman. I have his name. I can't remember it. He has the backing of cannery interests.

Senator BARTLETT. What court was it heard before?

Mr. LOGAN. It was heard before Judge Lodge. The other two judges I cannot remember.

Senator BARTLETT. Federal judges?

Mr. LOGAN. Federal judges.

Senator BARTLETT. Has there been any decision?

Mr. LOGAN. Not to my knowledge, no.

Senator BARTLETT. Senator, you suggested that congressional intervention in this area is desirable. What form do you believe that ought to take?

Mr. LOGAN. I believe that we should have a definition of States rights—in other words the right of a State to protect its residents. I have been told that our States where vegetables can be raised and fruit can be raised are protected. They have ways and means of giving preference to the resident of the State in the harvest of these crops. But we apparently, unless the judgment is in our favor, have no such benefit for the fisherman.

Senator BARTLETT. If that were true, would the situation in Alaska differ from that elsewhere, that is, in any one of the other States?

Mr. LOGAN. Not to the best of my knowledge, no.

Senator BARTLETT. Senator, you told the committee that one-third of the nonresident fishermen have not paid income tax for the last year.

Mr. LOGAN. That is right. That is to the best of my knowledge.

Senator BARTLETT. Is that income tax payable to the State or Federal Government?

Mr. LOGAN. State.

Senator BARTLETT. Is it possible for the State to effectuate a withholding arrangement?

Mr. LOGAN. I think the State should not issue a fishing license to a man who has not paid his taxes based on fishing.

Unfortunately if such a thing were done, it would backfire in some of our areas where we have limited fishing and it would create a hardship on Alaskan fishermen, no question about it.

If we could apply it only to outside fishermen it would be a wonderful law. But I am afraid we can't do that. We would have to be the same for all.

Senator BARTLETT. Would it be possible to make the withholding provision applicable only to nonresident fishermen?

Mr. LOGAN. I don't know. That is something I would have to explore.

Senator BARTLETT. There is room then, an opportunity for the State to explore the methods it might use to control this very bad situation.

Mr. LOGAN. Mr. Batch is making a study of this now; our tax man.

Senator BARTLETT. Good.

S. 1230, the bill to amend the Saltonstall-Kennedy Act, has no termination date, so it would accomplish, if passed, the objective that you properly said is so desirable, that is, continuity. The money would continue to come to the several States every year into the indefinite future. The formula which is not entirely pleasing to you is not entirely pleasing to any of us, I guess. It was arranged with great difficulties. It is awfully hard to establish something like this. I will not ask you, on the spur of the moment, to give us a different one. But if in the next month, say—the record will be kept open for

a month—you are able to arrive at a different set of standards which you think would be more desirable, more useful, and more generally helpful, the committee will be glad to receive any suggestions you care to make.

Mr. LOGAN. Thank you. You can see that we have an entirely different situation in the propagation of fish in Alaska than in any other State.

Senator BARTLETT. I should say for the benefit of those in the audience, I remarked about this at a previous hearing or two: The Department of the Interior approves this bill with some rather massive amendments. The Department of Agriculture recommends against its enactment. They are opposed to it.

Senators Saltonstall and Smith, of Massachusetts, have joined in a letter opposing it.

Mr. Grinstein, do you have any questions?

Mr. GRINSTEIN. If I could ask you about the transportation marketing problem you mentioned, Senator, has any attempt been made to your knowledge to use fishermen cooperatives in the same way as agricultural cooperatives are used?

Mr. LOGAN. No. I don't thnk so. Not in Alaska. I know of one or two cooperatives that were started but have not been successful. The secret of cooperatives is a manager. A manager to start a cooperative has to be a paragon of tact and financial ability, and beside that have a lot of good luck.

There is only one fisherman's cooperative that I know of and that is in Anacortes, Wash., that is really successful, although I do understand that they had fairly good luck with the one in Petersburg. But I don't know too much about the history of it.

If we could have fishery cooperatives in this country and we could put them on a good basis, it would be the absolute salvation of Alaskan fishing, because there we would have the fishing in our own hands, the control of the fish.

Mr. GRINSTEIN. Do they offer advantages?

Mr. LOGAN. Taxwise and everything else—tremendous savings taxwise.

The participant in a cooperative, a successful cooperative, is an extremely lucky man, if such a thing can be done with it. If you have any thoughts on providing us with the background and some intentions of getting these cooperatives started in Alaska, we would be delighted to do it.

Mr. GRINSTEIN. It seems to me that the Department of Agriculture could be helpful in providing material on cooperatives.

Mr. LOGAN. Could you open that avenue to us? We would be delighted.

Mr. GRINSTEIN. The other item that you mentioned, that of an economic training program in the University of Alaska, there are funds in addition to the Ford Foundation, such as the Rockefeller and others, that are regularly and continually providing moneys to set up schools in particular universities.

Mr. LOGAN. We have investigated that point the trip before last session, and we came up with the advice, what advice we could get from the people in Juneau, with the need of the State advancing $60,000 to set up this department of economics based on Alaskan sales, sales of

Alaskan products. That would be not only fish but timber and everything else.

We would need the $60,000. We couldn't get the $60,000, unfortunately. We made a try at it but we had some other things in there that apparently were needed more than that $60,000 to set up this department with the industry and Federal funds coming behind it to back it up. But you can see that what we do desperately need in this country with the results that we have—a unit that is going to show us how to sell, where our markets are, what we should charge, the whole thing. And at the same time train young Alaskans in that matter because we don't have today any Alaskans that I know of in that particular type of work. It is vitally needed.

Natural resources are not worth anything to the residents of a State unless they can be sold at a profit. They might as well stay on the ground, on the hillside, or in the water.

But any assistance you can give us in finding the necessary Federal funds, we can take care of the State side of the matter, as long as it doesn't cost to much to set up a department of economics in the University of Alaska, would be highly appreciated, I assure you.

Senator BARTLETT. Do you have any further questions?

Mr. GRINSTEIN. No, sir.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. Just one.

Does Alaska differentiate in the amount of license fee between resident and nonresident?

Mr. LOGAN. It does.

Mr. MCELROY. What is the difference?

Mr. LOGAN. About three to one.

Mr. MCELROY. That is all.

Mr. LOGAN. By the way, may I say on that, the difference is almost on a balance with what the State of Washington charges the nonresident fishermen coming to the State of Washington. In other words it pairs off. We could not be accused of discrimination.

Mr. MCELROY. This applies to commercial as well as to sports fishermen, is that right?

Mr. LOGAN. I believe it does. I am not clear on the sports fishing side of it.

I am advised there is a higher fee for nonresidents. That fee is based on a parity with the State of Washington.

Senator BARTLETT. The committee has the privilege of having Representative Harold Z. Hansen, of the State legislature, participate in the hearing. He is here at the head table. We are going to be a bit informal now, as is appropriate, and permit Representative Hansen to secure some further enlightenment from Mr. Logan on the matter of taxes.

Mr. HANSEN. There was a very interesting avenue opened up here that was again opened up, and that was the matter of nonresident fishermen not paying income tax on the moneys derived from fisheries in Alaska. I am sure that we are in perfect accord, Senator Logan and I, on that particular matter.

You pointed up the fact that if payment of State income tax were to be a qualification for securing a commercial fishing license, it might well work a hardship on our own fishermen, which I certainly agree

with you it will, because I know that our own fishermen in this particular town, generally speaking, are on amicable terms with the tax department once every 5 or 10 years. However the mere filing of an income tax return does not necessarily mean that the tax is paid.

Would you be in favor of legislation stating that one of the qualifications for securing a commercial fishing license would be a document such as you have actually filed indicating that you yourself actually filed your previous year's Alaska income tax statement? It does not necessarily mean it has been paid. I believe under the law, regardless of whether you pay your income tax or not, you have to make a filing each year.

Mr. LOGAN. That is correct.

Mr. HANSEN. I think we could do that without working any hardship on anyone. It might complicate the matter somewhat for the licensing department of the fish and game but it would still accomplish the purpose. Do you think that would possibly take care of this particular problem?

Mr. LOGAN. It appears that it would. What is to prevent the nonresident fisherman from continuing over a period of time? He is under a different economic setup. I can give you a very good description of one fellow that I met in California. My wife had been nursing him for quite some time. We got a nurse in for a few days and took a couple of days' vacation and went up to Valley Forge, not too far above where my dad lived. There was a very nice ice cream parlor. We went in there and this Italian fellow wasn't too many years out of the old country because he talked like a vaudeville Italian. He happened to see the tattoo on my hand and said, "Are you a sailor?" I said, "Yes." From there on I found out he was a Bristol Bay fisherman. With a great deal of pride he said, "Look, all from Alaska." He thought I should be happy to know that he had a very nice ice cream parlor in California. It all came from Alaska. Alaska had been so good to him, and I should be happy about it. I was anything but happy. That is a good illustration of what is happening.

I think that we can certainly work something out along that line. We have to be very careful that it doesn't backfire.

Mr. HANSEN. Do you really believe it is a Federal problem as far as the nonpayment of taxes?

Mr. LOGAN. I would love to see the Federal people do something about it. Could we ask for an investigation along that line, Senator?

Senator BARTLETT. This of course is a matter upon which I am not qualified to make an answer. I would be inclined, as a layman, to have doubts. I would think that above everything else they would say now you are a State, now you take care of your own problems of this kind no matter how serious they may be. I don't know.

Thank you very much, Senator, for your testimony.

Mr. LONG. May I have 1 minute?

Senator BARTLETT. Surely.

Mr. LOGAN. Something I forgot here.

When I was in California this summer I had the opportunity to meet a man who headed up the California Oyster Growers Association. I had lunch with him and saw him once after that. He told me, because of pollution in California waters, the oyster industry in

California was losing out every year. The same holds true in Puget Sound.

He had a Japanese with him, and the Jap said that to the best of his knowledge Japanese oysters are raised in almost the same waters as we find along the Alaskan coast.

There is no reason we shouldn't add another string to our bow in this country. If we can bring in an oyster culture here and grow them, for canning and freezing, that is something else for our people to fish. Possibly a little of that fund from S. 1230 could be directed toward investigating this matter. There are so many things that can be done. If we can keep away from a crash program, as you say there is no time limit to the funds as they will be on a continuing basis.

Senator BARTLETT. I agree with you heartily.

We need a rehabilitated fishery and diversified fish reservation and the possibilities are great.

Mr. LOGAN. To the westward they have much more of a diversified fishery so far as crab is concerned. I have a note here that King Cove has 150 male residents who fish. The payoff on crab of this year, which amounted to 32 million pounds in this area, that is the area comprised of Shumigan Island, King Cove, and Kodiak, the payoff alone in King Cove was $300,000, 75 percent of which stayed in King Cove. The other 25 percent was taken by nonresident boats.

Senator BARTLETT. And that is a relatively new fishery.

Mr. LOGAN. That is right, sir.

You go to the King Cove houses and you see very nice furniture, as the fellows buy nice furniture for their homes. King Cove was having its troubles but it is a city now with its own light plant, city Caterpillars, city police, and council. They are learning as they go along. I will say they are having the usual troubles, nothing out of the ordinary.

Those communities begin to look up out there. And the men are buying boats, good boats, $30,000 and $40,000 boats, which the Alaska fishermen never had before. If they had a skiff they were lucky.

Senator BARTLETT. This is cheering news. Not all that the committee has received has been of that order.

Mr. LOGAN. There is not enough of it. That is the trouble.

Senator BARTLETT. Thank you, Senator, very much indeed, for a most helpful presentation.

The next witness will be Richard Janson, Jr., executive secretary of the Cordova Fisheries Union, and who is also a member of the State board of fish and game.

I am glad to have you here today, Mr. Janson.

STATEMENT OF RICHARD JANSON, SECRETARY, CORDOVA AQUATIC MARKETING ASSOCIATION, INC., CORDOVA, ALASKA

Mr. JANSON. I would like to start by saying that as secretary of the Cordova Fisheries Union we are appreciative of the efforts made for the U.S. fishermen by our Alaska delegation, and proud to note that some of our leading trade publications have also noted the same, that our delegation in Congress is doing a good job for our U.S. fishermen.

I have a short brief here I would like to read into the minutes.

Senator BARTLETT. Yes, indeed.

Mr. JANSON (reading):

> We favor the enactment of S. 1230 which amends the Saltonstall-Kennedy Act making moneys for fisheries research and rehabilitation available to the various States according to the value of the landings of raw fish. Alaska especially should have this type of Federal assistance as its fisheries were under Federal management when we experienced a severe decline of these resources.
>
> As of now we are supplying adequate spawning grounds and seed for the exploitation of international high seas fisheries. Under these conditions we need expanded research and rehabilitation programs to the extent that Alaska cannot be expected to carry out the entire costs of these programs.

Alaska has large coastlines and a small population. So you can readily see that we are abundant in land and short of money to carry out these programs. As we have a foreign fisheries off our shores that are intercepting our fisheries, it puts an added burden on our department to adequately supply the necessary fish for our own people.

We believe that we should embark on a much greater research program and rehabilitation program.

Also along those lines, I would like to suggest that the United States expand their oceanographic studies as we feel that the information from these studies may prove and give us some of the answers needed in our fisheries management.

By asking for Federal assistance I do not mean to imply that Alaska is not doing an adequate job in managing its fisheries. Exactly the reverse. I feel that Alaska is doing a very fine job in managing its fisheries. But I do believe that added assistance will guarantee the early rehabilitation of these declining resources.

That is all that I have.

Senator BARTLETT. Dick, what is the State spending a year now on the fishery?

Mr. JANSON. The fish and game budget is a little over $3¼ million a year.

Senator BARTLETT. My impression is that that is a lot of money for a State with a small population and having had to take over this responsibility for the first time. Does it not in your opinion prove that the people of Alaska are willing to be taxed pretty heavily to protect fish and game and to rehabilitate the fishery?

Mr. JANSON. It certainly does. We have, on the taking over of our resources, increased the license fees to the resident fishermen, all fishermen, incidentally, and our normal taxes have also been increased due to the added cost of State government. Our fishery management problems are part of our government problem.

Senator BARTLETT. How many members are there on the State board?

Mr. JANSON. Ten.

Senator BARTLETT. Are they selected on a geographic basis?

Mr. JANSON. The present board is.

Senator BARTLETT. What is the function of the board? Does the board formulate broad policies and then the admistrative people carry them out?

Mr. JANSON. Yes. This is essentially correct.

They also issue—make up the regulations, after holding public hearings.

Senator BARTLETT. The board says when the season will open in Prince William Sound, and when it will close—or in any other area of Alaska?

Mr. JANSON. Yes; this is correct.

Senator BARTLETT. You do confer, however, do you not, administrative authority for changes in the regulations as necessity may arise?

Mr. JANSON. Yes.

Senator BARTLETT. Are you aware, Mr. Janson, that a very comprehensive, broad, far-reaching bill on oceanography introduced by the chairman of the Commerce Committee, Senator Warren G. Magnuson, of Washington, was passed by the Senate at this last session and is now before the House of Representatives?

Mr. JANSON. Yes.

Senator BARTLETT. When that becomes law I am sure it will do all the things that you mentioned, and many more.

What was the experience in the Prince William Sound fishery this year? What was the expectation of what happened?

Mr. JANSON. This year, from the escapement figures available to us from the brood year, the returning cycle year, we felt we had a very poor season. So the board closed the season. Nevertheless when the board gives elastic powers to the department of fish and game to open and close seasons by field announcements, and rather than our expected small run of salmon we got about an average run, which with our forecasts we would call a large run because we forecast a small one, so that the department of fish and game opened the season this year and everybody had a pretty nice harvest of fish.

Senator BARTLETT. How many cases were packed in salmon?

Mr. JANSON. About 100,000 cases.

Senator BARTLETT. Were the canneries prepared for this?

Mr. JANSON. No.

Senator BARTLETT. Did that limit the amount that was put up?

Mr. JANSON. Yes; it could have.

Senator BARTLETT. What kind of salmon do you take here, principally?

Mr. JANSON. We take all five species. But this particular run was pink salmon that we were talking about.

Senator BARTLETT. Are red salmon important commercially here?

Mr. JANSON. Yes; very important. We also had a fair or average season of red salmon again this year.

Senator BARTLETT. How many members in you union?

Mr. JANSON. Three hundred.

Senator BARTLETT. What type of gear do they use chiefly?

Mr. JANSON. Gill nets and seine.

Senator BARTLETT. Which predominates?

Mr. JANSON. On the Copper River delta we use all gill nets. On the Prince William Sound we use practically all seine.

Senator BARTLETT. Mr. Janson, is there any proof yet by way of research which has been performed that the Prince William Sound fishery has been harmed by the taking of salmon on the high seas by the Japanese?

Mr. JANSON. We do not have the proof, scientifically.

Senator BARTLETT. The proof is established beyond any measure of doubt so far as Bristol Bay is concerned?

Mr. JANSON. Yes; that's right.

Senator BARTLETT. Do you suspect that this fishing may be harmful to Prince William Sound fish, but you don't know yet?

Mr. JANSON. Yes.

Senator BARTLETT. Mr. Grinstein, do you have any questions?

Mr. GRINSTEIN. No questions.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. Would you hazard an estimate as to what the range of annual income is for people engaged in fishing in Prince William Sound?

Mr. JANSON. Anywhere from minus so many dollars to $20,000.

Mr. MCELROY. That is a real good range.

How long each year are the men able to engage in fishing? You have the salmon run, but do you have something else that you fish for here, too?

Mr. JANSON. We have an increasing Dungeness crab fishery which the fishermen engaging in this will fish 9 to 10 months a year, and the salmon fishermen usually get around 5 months in this area.

We have probably one of the longest fishing—salmon fishing seasons in the State.

Mr. MCELROY. And with the crab additionally, that extends it. So that you have a pretty lengthy season in all.

Mr. JANSON. Yes. Although the number participating in the crab fishing is fairly limited.

Mr. MCELROY. Is it growing?

Mr. JANSON. Yes; it is growing.

Senator BARTLETT. How about clams?

Mr. JANSON. We have a very severe decline in our clam population. At one time we were packing as high as 40,000 cases of half-pound flats—48 to a case. This year we only produced about 6,000.

Senator BARTLETT. Is the reason for this decline known?

Mr. JANSON. No. The State has inaugurated a biological study of this phenomenon this year, which we hope to be able to continue in the future years.

Senator BARTLETT. Have there been similar variations in the size of the pack in years gone by?

Mr. JANSON. Well, the oldtimers tell me there was back in the early 1920's.

Senator BARTLETT. There was a decline some years ago. My understanding is that the Fish and Wildlife Service assigned a reason or reasons for that. Are you familiar with what they said then?

Mr. JANSON. Yes. They publicized the reasons, that the clam diggers were just getting lazy.

Senator BARTLETT. What is your reaction to that?

Mr. JANSON. Being a clam digger, it was kind of violent.

Senator BARTLETT. You have been out there and you couldn't find any?

Mr. JANSON. Yes.

Senator BARTLETT. How far out from town are the clams found?

Mr. JANSON. They range from about a mile out here to about over a range of about 10 miles.

Senator BARTLETT. For the benefit of Mr. McElroy and Mr Monick, and Mr. Grinstein, I shall state that the Cordova clams and the Cordova clams are the *finest*—that word is underscored—in the world.

Mr. McELROY. You want that on the record?

Senator BARTLETT. I want that on the record.

What is the retail price for a case of clams?

Mr. JANSON. $16 for 48.

Senator BARTLETT. In a normal year, when the clam fishermen are energetic and willing to work hard, and when the pack runs maybe around 25,000 cases, is this an important contribution to the town's economy?

Mr. JANSON. Yes, it certainly is.

Under normal working conditions the clam operator employs about 60 cannery workers, and there is normally about 125 to 150 regular local clam diggers participating in this fishery. In the month and a half operation the cannery workers generally earn about $600, and in a normal operation a clam digger will average about $1,500. So it would be a good healthy contribution to our small town economy.

Senator BARTLETT. How long does the clam season last?

Mr. JANSON. About 6 weeks.

Senator BARTLETT. And going back to crabs—this is always a good thing to go back to—do you take Dungeness crab entirely, or are some kings found here?

Mr. JANSON. Last year one operator here started in taking king crabs. So far we haven't found any real abundance of king crab, although they have succeeded in getting, so far, close to 200,000 pounds. This is quite a far cry from Kodiak's 20 million pounds.

Senator BARTLETT. How many canneries here put up clams?

Mr. JANSON. One.

Senator BARTLETT. Crabs?

Mr. JANSON. Three.

Senator BARTLETT. Will you name them?

Mr. JANSON. Point Chehalis Packers, Western Fisheries, and Washington Fish & Oyster Co.

Senator BARTLETT. How about clams?

Mr. JANSON. Alaska Packers are the only major clam operator in the area.

Senator BARTLETT. Since the conversation has sort of concentrated on clams and crabs, Mr. Grinstein wants to ask some questions.

Mr. GRINSTEIN. How many salmon canneries do you have?

Mr. JANSON. In the Prince William Sound area we have about seven large salmon operators.

Senator BARTLETT. Concentrated around Cordova?

Mr. JANSON. There are four around Cordova and three in the outlying areas.

Senator BARTLETT. Where are the outlying areas?

Mr. JANSON. Across the sound. In Sawmill Bay we have San Juan Fish Co. and the Pacific-American Fisheries; and then we have a small operation in Valdez.

Senator BARTLETT. Which companies are here?

Mr. JANSON. Noonan Fish Co., Alaska Packers, Western Fisheries Co., Copper River Co-Op. Then we have several smaller canneries that are participating also in the fisheries operation.

Senator BARTLETT. Is the Cordova District Fisheries Union affiliated with any other labor organization?

Mr. JANSON. No.

Senator BARTLETT. Independent?

Mr. JANSON. Yes.

Senator BARTLETT. On your own?

Mr. JANSON. Yes.

Mr. GRINSTEIN. You said Copper River Co-Op. Is that a fishermen's co-op?

Mr. JANSON. I believe it a family cooperative.

Senator BARTLETT. Family operated?

Mr. JANSON. Yes.

Mr. GRINSTEIN. Do the fishermen in your association bargain as an association or do they sell their fish individually to the canneries?

Mr. JANSON. We bargain—some fishermen bargain through our association as an association. Others sell individually. It is against the law to force any fisherman to belong to our association.

Mr. GRINSTEIN. Do you have a continuous scale of prices over a season? In other words, do you vary them over a season or to the extent that you bargain as an association do you determine the price at the beginning of the season?

Mr. JANSON. At the beginning of the season.

Mr. GRINSTEIN. And that price holds firm throughout the season?

Mr. JANSON. Yes; for members.

Mr. GRINSTEIN. And your members are all resident Alaskans?

Mr. JANSON. No. We have both resident and nonresident members in our association.

Mr. GRINSTEIN. Has it been your experience that—this may be unfair—in those fishermen who take independent action, selling apart from the association's bargaining price, has that been more resident or nonresident?

Mr. JANSON. Nonresident.

Mr. GRINSTEIN. In other words, the nonresident will take independent action more frequently?

Mr. JANSON. Yes.

Senator BARTLETT. What does a Cordova fisherman get for red salmon?

Mr. JANSON. $1.50.

Senator BARTLETT. Thank you, Dick.

It is now almost high noon. The committee is about to stand in recess until 2 p.m., when we will hear further witnesses.

The committee is in recess.

(Whereupon, at 11:57, the subcommittee was recessed, to reconvene at 2 p.m. the same day.)

AFTERNOON SESSION

Senator BARTLETT. The committee will be in order. The first witness this afternoon is Mr. Rollin.

STATEMENT OF JOE ROLLIN, CORDOVA, ALASKA

Mr. ROLLIN. I have a brief prepared for presentation to the U.S. Legislature. To lay the groundwork for that brief I am going to ask if Senator Bartlett will read a letter that was mailed to his office some time ago. And I am also going to ask Mr. Hansen if he will read this letter.

I don't seem to be able to bring the words out as they are on the paper. This is Thermofax. And Harold will have the same trouble that you or I would with one word here.

Mr. Hansen, would you read that first?

Mr. HANSEN. This is to Mr. Robert D. Stevenson, tax commissioner, Juneau, Alaska, re section 2, chapter 66, SLA 1949, as amended by section 1, chapter 67, SLA 1953, as amended by section 1, chapter 98, SLA 1955 (sec. 39–4–18, ACLA 1949 Cum. Supp.).

DEAR Mr. STEVENSON: This will acknowledge receipt of your letter dated May 21, 1959. The question presented is whether an alien who does not possess a valid declaration of intention to become a citizen of the United States is entitled to buy a commercial fishing license in Alaska.

It is my opinion, based on the Supreme Court's decision in *Takahashi* v. *Fish and Game Commission* (334 U.S. 410, 92 L. Ed. 1478, 68 S. Ct. 1138) that no State law which discriminates against an alien on the ground that he possesses no valid declaration of intention to become a U.S. citizen is valid, where the effect of such discrimination is to prohibit such alien from earning a living in an innocent profession such as commercial fishing. The Alaska law above cited is identical in effect with the provision which existed in the California Code at the time the *Takahashi* case was tried. In that case, a provision of California law effectively prohibited Japanese from fishing commercially. The Court held that a State prohibition against the issuance of commercial fishing licenses to persons ineligible for citizenship makes an unreasonable classification in violation of the equal protection clauses of the Federal Constitution.

Certainly a person who cannot have a bona fide petition for naturalization (e.g., a Japanese national) pending before any U.S. district court, would by virtue of the provisions of the above-cited statute, be denied the right to earn a living through commercial fishing in Alaska.

For the foregoing reasons, you are advised to administer the subject laws in conformity with the latest pronouncement of the Supreme Court in the *Takahashi* case, supra. This simply means that the only pertinent question facing your licensing agents will be: Is the applicant a resident or a nonresident? The question of whether or not he is an alien does not concern the State; that is a matter for Federal regulation.

In summation, it is only necessary to point out that a nonresident alien is entitled to a nonresident license.

Very truly yours,

JOHN L. RADER, *Attorney General.*

Senator BARTLETT. I am going to ask Mr. McElroy to read this letter addressed to me by Mr. Janson, dated February 28, 1961.

Mr. MCELROY. This is headed:

CORDOVA AQUATIC MARKETING ASSOCIATION, INC.,
Cordova, Alaska, February 28, 1961.

Re alien fishing rights in U.S. waters.

Senator E. L. BARTLETT,
U.S. Senate, Washington, D.C.

DEAR SENATOR: The question of whether ar alien, who does not possess a valid declaration of intention to become a U.S. citizen, is entitled to buy a commercial fishing license sems to be answered by the U.S. Supreme Court decision in the case of *Takahashi* v. *California Fish and Game.* The Court held that a State prohibition against the issuance of commercial fishing licenses to persons ineligible for citizenship makes an unreasonable classification in violation of the equal protection clauses of the Federal Constitution.

The Alaska Department of Law cited the above case to the division of licenses in regards to the above question and instructed the license division in the sale of a license not to be concerned with whether the applicant is an alien (this is a Federal duty), only whether he is a resident or nonresident alien.

In view of the above the following questions were raised by our membership:

1. How can our Constitution apply to noncitizens?

2. Can aliens enter the United States with a visa, visitors permit, or work permit, and be entitled to fish and return to their own country?

3. If aliens entering this country enjoy the same fishing privileges as citizens regardless of method of entry or desire to become a U.S. citizen, is there a possibility of introducing corrective legislation?

We are asking you to clarify these questions for us as we feel they are of vital interest to all fishermen of the United States and appreciate your cooperation.

Sincerely,

RICHARD JANSON, *Secretary.*

Mr. ROLLIN. While neither one of those letters directly pertain to this Saltonstall-Kennedy question of research moneys, I believe that they do have a direct bearing on the thing in that we are, so to speak, planting the crop for a foreign nation to reap the benefit of.

In other words, we are pouring money down a rathole.

If this Saltonstall-Kennedy research program is going to work, it is my contention that it should work for the people that it is meant for, not somebody else.

I also believe that a more equitable distribution of the research funds would be reached if the ratio of fish taken were not the only consideration in this matter but also the ratio of the resident to the nonresident fishermen taking the fish.

In this area alone the ratio is about 2 to 1. We have two residents to one nonresident fishing, or it was in this last year.

That means that about a third of the revenue from the catch is not going to stay here. There is going to be a third of those fishermen that are registered, a third of the total are going to leave this area after the season is over. They will contribute nothing material except their tax moneys, whatever tax moneys they might pay, toward the development of this or any other area of the State of Alaska.

With that in mind, I think that we can probably come to a little better or maybe a little greater portion of money for research under that research program that is proposed.

This is the brief that I have to introduce for those two letters that were read:

Legislation should be introduced in the effect that one and only one permit or license be issued or granted to an alien engaged in and or employed in any trade or industry or profession requiring such permit be it Federal or State. On expiration of this permit or license such alien will have declared his intent to become a naturalized citizen of the United States and must do so in the shortest time permitted by law. Persons not eligible to become citizens will be excluded from obtaining the above rights and privileges.

I submit this brief and I ask for Federal recognition of that.

(Brief follows:)

AT THE U.S. SENATE FISHERIES AND COMMERCE HEARING,
October 24, 1961, Cordova, Alaska.

In brief:

Legislation should be introduced in the effect that one and only one permit or license be issued or granted to an alien engaged in and or employed in any trade or industry or profession requiring such permit be it Federal or State. On expiration of this permit or license such alien will have declared his intent to become a naturalized citizen of the United States and must do so in the shortest time permitted by law. Persons not eligible to become citizens will be excluded from obtaining the above rights and privileges.

Federal recognition is requested in this matter.

Submitted by:

J. A. ROLLIN, *Cordova, Alaska.*

Senator BARTLETT. Mr. Rollin, your views will be given careful consideration. We shall inquire actively into your proposal upon our return to Washington, first from the standpoint of precedent regarding this type of situation—and I am sure there is precedent for it—to determine if similar efforts in this direction had been made in the past to round up all court decisions relating to it, and then to determine what, if anything, can be done.

Do you regard research as being pretty basic, pretty fundamental if our fishery is going to be saved and then rehabilitated?

Mr. ROLLIN. I do if the research is going to be used by the people that it is meant for. But I do not believe in throwing money down a rathole, so to speak, planting potatoes and letting somebody else harvest.

Senator BARTLETT. Are you referring——

Mr. ROLLIN. I am referring to the salmon situation there.

Senator BARTLETT. Are you referring to those who come from outside, whether they are American citizens or aliens; or are you referring in part to the Japanese?

Mr. ROLLIN. I am only referring to the fact that we should clean up our own shores, what is going on on our own shores, before we start trying to do anything about the high seas. We should have some corrective legislation in there to prohibit the year-after-year obtaining of a license by an alien with no intent to become a citizen of the United States. I am not aiming any barbs at the nonresident fishermen.

Senator BARTLETT. Do you have any estimate, accurate or rough, as to the number of such aliens who might be employed in the fishing industry in these parts?

Mr. ROLLIN. I only state the case of the *Takahashi* v. *The California Game Commission* because that is one case that is on record. When you have one case on record there will probably be a thousand cases that never get that far.

Senator BARTLETT. Did you have any questions, Mr. McElroy?

Mr. MCELROY. I am curious as to the scope of the problem here. Who are these aliens? Are they residents of Alaska?

Mr. ROLLIN. At the present time our licensing departments have no power to question whether they are an alien or a citizen.

Mr. MCELROY. Do they make any differentiation; that is, any difference at all, between the license issued to a citizen resident or to an alien resident? Or are they exactly the same?

Mr. ROLLIN. If they are a resident they buy a resident license. There is a fee set for the resident license. There is a fee set for the nonresident license.

Mr. MCELROY. It makes no difference whether citizen or alien?

Mr. ROLLIN. It makes no difference at present. The letter quotes the assistant attorney general.

Mr. MCELROY. Are there many alien residents of Alaska who are engaged in fishing?

Mr. ROLLIN. Have you talked to many of the fishermen?

Mr. MCELROY. No, I haven't.

Mr. ROLLIN. I hesitate to make any estimate, but I would say that there is a percentage of alien fishermen.

Mr. MCELROY. Resident in Alaska?

Mr. ROLLIN. Both resident in Alaska and not resident. In fact, I believe there is a percentage that is nonresident to the United States as a whole.

Mr. MCELROY. Who still fish in the Territorial waters?

Mr. ROLLIN. That's correct.

Mr. MCELROY. Is this a high percentage or a low percentage? How many out of 10, for example, might it be?

Mr. ROLLIN. It is a fairly low percentage. I hesitate to even give a figure on that. But it is more or less a suspected thing that exists.

Mr. MCELROY. Is this a problem of recent development, or has this been going on for a long time?

Mr. ROLLIN. It has been going on for years.

Mr. MCELROY. Back during the Territorial days as well?

Mr. ROLLIN. It has been going on for years; yes. During the time that the U.S. Government controlled the fishery here, they had a provision in their book of regulations for a nonresident, resident, and an alien fishing license.

Mr. MCELROY. This provision——

Mr. ROLLIN. There is no longer a provision made for an alien license. This court decision knocks out the provisions for an alien license for any State. The licensing agency is in most cases the State. In practically all the fisheries the licensing agent is the State.

Mr. MCELROY. As Senator Bartlett has said, this is the kind of problem that will need checking out on legal precedents. I suspect, just on the basis of what you yourself produced here, that the Supreme Court has spoken on the matter.

Mr. ROLLIN. The Supreme Court handed down the decision in the *Takahashi* case. It will take legislative action to change it.

Mr. MCELROY. It will take a constitutional amendment to change it.

Mr. ROLLIN. That's right. That is more or less what I am asking for. That is one of the things that is going to help plug up this, what we call the loophole, the leak of money out of the United States to foreign nations.

Mr. MCELROY. We do considerable leaking on our own.

Mr. ROLLIN. That is right; there is enough of that without having more.

If we plug up enough of the small holes, maybe the big ones won't be so bad.

Mr. MCELROY. On the basic question, this will take some digging into the lawbooks when we get back.

Senator BARTLETT. Mr. McElroy is suggesting that it is more than a proposition of a simple—if there is any such thing as a "simple"—congessional action, but instead an amendment to the Constitution itself, which is a much more considerable undertaking.

Mr. ROLLIN. I didn't expect it to be a simple deal.

Mr. MCELROY. I think the problem fundamentally—and this is very vague, so I have to be careful of what I say—as I recall some of these cases, the Supreme Court recognizes that the United States was born of people who were foreign and seeking a better life for themselves. So it has always been governmental policy to keep our doors open for aliens who want to come seeking a better life.

Mr. ROLLIN. In my proposal, in my brief, I didn't close any doors, except to people who are ineligible to become a citizen of the United States. I left the door open in the respect that they would be able

to purchase one, and only one, alien license. After that they would have to have applied for citizenship or don't apply for a fishing license, and to get that in the shortest time permitted by law.

It is a pretty well known fact that in the past it required more than one set of papers to become a naturalized citizen of the United States. There have been an awful lot of cases whereby people have come and applied for their first papers and in many instances they had to have at least their first papers of intent to become a citizen, and forgot about it, and didn't become citizens. But still they enjoy all the rights and privileges.

Mr. McElroy. That is right. But usually their children are citizens, so that rectifies itself after a while.

Mr. Rollin. That's right.

Senator Bartlett. Thank you. We will look into this.

I will ask Mr. Meacham to come forward.

Repetitive as it may be, will you give your full name, title, and mailing address?

STATEMENT OF CHARLES MEACHAM, REGIONAL SUPERVISOR, COMMERCIAL FISHERIES DIVISION, ALASKA DEPARTMENT OF FISH AND GAME, ANCHORAGE, ALASKA

Mr. Meacham. Charles Meacham, regional supervisor, commercial fisheries division, Alaska Department of Fish and Game, 1006 International Airport Road, Anchorage, Alaska.

Senator Bartlett. Mr. Meacham, I wouldn't expect you to be an expert or necessarily to have any knowledge on this subject at all—the subject being the testimony presented by Mr. Rollin—but I will ask you if you do know anything of this.

Mr. Meacham. Yes, we do.

Senator Bartlett. What, in the judgment of the department, is the seriousness of the problem?

Mr. Meacham. The *Takahashi* case was brought to our attention after we obtained statehood and started commercial fishing licenses. The subject of aliens purchasing licenses was brought to our attention and we, of course, contacted the Commissioner, who in turn contacted the Attorney General, and this is the information he brought to our attention.

As to the magnitude of it, I cannot give you in numbers of individuals engaging in Alaska fisheries that are alien, but there are some. It only takes a few to aggravate the real unsavory situation that has come about which Mr. Rollins has brought to your attention.

Senator Bartlett. I am going to make this request of you; would you be good enough during the day to get in touch with your people at Juneau, and in turn ask them to confer with the Attorney General's office with the hope and expectation that we might have testimony on this subject from both offices tomorrow or Thursday in Juneau?

I think we should get as much on the record here as we can as to the magnitude of the problem.

Mr. Meacham. I shall do that. That is no problem.

Senator Bartlett. Thank you very much.

Mr. Allen.

STATEMENT OF GALE ALLEN, CORDOVA, ALASKA

Mr. ALLEN. I am Gale Allen, Box 55, Cordova, Alaska.

Senator, I am a fisherman. I have fished the biggest part of my life, since I was a young man out of high school. I was born and raised in Alaska.

Senator BARTLETT. Where were you born?

Mr. ALLEN. I was born in Petersburg, raised in Cordova. My father was an Alaskan fisherman, and my grandfather was an Alaskan fisherman. I have the best interests of the State at heart. I would like to give my testimony in regard to bill S. 1230 and make statements regarding fisheries to go into the record. I do not have a written brief.

Senator BARTLETT. That is not necessary at all.

Mr. ALLEN. I would like to make this sort of a question and answer proposition, because I am not too familiar with the bill.

Senator BARTLETT. All right.

Mr. ALLEN. Thanks to Wally Noerenberg, of the local Alaska department of fish and game office, I think most of what I wanted to know has been clarified. But I would like you to interpret section 3 for me.

Senator BARTLETT. At the outset I should disqualify myself, perhaps, by saying that the best witness as to clarification ought to be Senator Gruening, as it is his bill, but who unfortunately can't be with us today.

Mr. ALLEN. I might add that I am mainly interested in exactly where these funds are coming from, this $5\frac{1}{3}$ million.

Senator BARTLETT. That narrows the field and makes it easier for me.

We levy a tariff, we being the U.S. Government—you, you, you and I—through the appropriate agency, on fish which are imported into the United States. The funds thus collected are used for a variety of purposes, including the Saltonstall-Kennedy Act.

But actually their uses are much more far reaching than that and originated in a method to supply money to the Federal Surplus Commodities Corporation, and likewise for a wide variety of purposes, including even school lunch programs.

This fund builds up to a very considerable amount, up to several hundreds of millions of dollars, and is used, as I understand it, occasionally by the Secretary of Agriculture for such purposes as purchasing large amounts of chickens when the poultry market is in distress.

This constitutes one of our difficulties in connection with the effort to have this bill enacted, because all of those who have come to rely upon this fund for special purposes are fearful that this bill, S. 1230, would diminish the importance and effectiveness of the particular program in which they are interested.

To answer more specifically your question, the money for the purposes sought to be accomplished by the bill would be derived from diversion to it of 30 percent annually of the import levies made upon fish.

Mr. ALLEN. Then in effect the moneys that would be paid to the several States would be Saltonstall-Kennedy funds?

Senator BARTLETT. No; they would not. Saltonstall-Kennedy has its being on account of conversion of money from these importations.

This bill would merely mean that additional money would come

from that same fund for fishery purposes. So there would be no diminishment whatsoever, if that is what you had in mind, in the Saltonstall-Kennedy program.

Mr. ALLEN. I would like to know what branch of the Department of Agriculture would determine where that money would come from? What department? It must be the Department of Agriculture money.

Senator BARTLETT. It starts out by being Treasury Department money. They collect it. Then they turn it over to the Secretary of Agriculture to be placed in this general kitty, this common pot. Then if this bill becomes law, without any right to say nay, the Secretary of Agriculture would be obliged to pay over for the account of the Secretary of the Interior 30 percent of the gross receipts as set forth in the bill. He wouldn't have any option at all. He couldn't say this year I will give you 25, or 28, or 5 percent. He would pay the 30 percent.

As I indicated this morning, he has reported adversely on the bill. He doesn't like this notion at all and prefers to leave things as they are.

Mr. ALLEN. Thank you, Senator. I think in my own feeble way I finally understand just where the money is coming from. It is 30 percent of the tariffs that are collected.

Senator BARTLETT. Correct.

Mr. ALLEN. On fisheries.

Senator BARTLETT. Correct.

Mr. ALLEN. Then I am not quite as opposed to the bill as I started out to be.

Senator BARTLETT. Why?

Mr. ALLEN. Because if I thought for any minute it was a part of the farm surplus program, farm support, soil banks, or anything like that, whereby we might become subsidized as fishermen, I wouldn't have anything to do with it. I would be strictly against it.

Senator BARTLETT. I don't think you would have to entertain any fears on that ground. I suppose any Federal grant, for whatever purpose, might be termed a subsidy. I don't know. It has become a way of life. We all seek more Federal money, I suppose, for activities within our local area or State or Nation which we deem essential. But this is no subsidy program as that program is generally conceived.

Mr. ALLEN. I realize fully that Federal money always has strings attached, subsidy or not.

Senator BARTLETT. Yes; I know that to be true because he who gives must have an accounting made to him. However, the strings attached would be few and very weak in connection with this kind of a program because the money would go to the State to be used by their fishery departments for essential activities. Not only in research, but in rehabilitation.

I think that that latter part ought to be stressed, because all of us have known of the desperate need for money to clear salmon streams, for example, where you had a condition where $50,000 might be required to clear a pathway for the salmon in a potentially good stream, and that wouldn't be done year after year because no money was available. So I think that rehabilitation fits in very appropriately here, and might in many instances be as important or more important than pure scientific research.

Mr. ALLEN. Senator, could you tell me the form of the opposition that Saltonstall and the other gentlemen took?

Senator BARTLETT. No, I can't, and I regret it very much. I spent a few minutes this morning looking through my file, and I must have mailed that letter, written to Chairman Magnuson by those Senators; namely, Mr. Saltonstall and Mr. Smith of Massachusetts, to Juneau. I shall be glad to get a copy of it and send it to you, and have other copies made and send them to others who might be interested.

We were rather amazed.

Mr. ALLEN. In summing up my testimony concerning S. 1230, I am reluctant to make a statement pro or con at this time. I will endeavor to submit a brief after I have investigated it a little more.

Being a good conservative Republican, I am a little bit opposed, but at this point I would say that the bill had merit.

On the other matters that I was going to remark on, mention has been made in previous testimony today regarding nonresident fishermen. In other words, fellow citizens of the United States. For the record, I would like to say that the fishing industry is a competitive industry, like most of the rest of the industries in the United States. Generally speaking, it has been my experience that resident fishermen that are producers work hard 24 hours a day trying to earn a dollar, are well treated by canneries, both here and in southeastern Alaska, westward, or Bering Sea, and that I believe that the Federal Government should not be concerned in the least with our problems concerning resident and nonresident fishermen.

As far as rehabilitating the fisheries is concerned, what the State needs most in my opinion—this is in relation to S. 1230 also—is good field management and strong protection.

Mention has been made of income taxes owed to the State of Alaska. I cannot see where the Federal Government has any necessity—there is no necessity that exists in my mind for the Federal Government to intervene. It is strictly a State matter. If the people involved are liable for their taxes, they can probably be pursued in court and made to pay.

I don't want to call any names before I leave, but I heard reference to an ice cream stand here in Cordova for a good many years. I feel that if a person earns some money, regardless of where it is at in this country, and if they are a citizen in this country, they have a perfect right to take that mony and buy anything they want any place they want to, period.

Senator BARTLETT. Mr. Allen, I have no questions, but I shall say to you and to all others—perhaps this is repetitive—that the record will be kept open for 30 days for the filing of supplementary statements or, on the part of those who haven't testified, brand new ones.

It would be my recommendation that such statements should be mailed to Mr. Harry Huse, Senate Commerce Committee, Washington 25.

Do you have any questions?

Mr. MCELROY. No. I have an extra copy of the comments of the Secretary of Agriculture on the bill Mr. Allen mentioned.

Senator BARTLETT. Good. Why don't you read it.

78443—62—pt. 2——18

Mr. McElroy. This is dated June 16, 1961, addressed to the Honorable 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.

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.

Senator Bartlett. I don't think it is necessary to point out that there are a lot more people in the Congress concerned with agricultural products than there are with fishery products. So that adverse report is going to have an important bearing on this proposed legislation.

Thank you Mr. Allen.

The next witness is Mr. Robbins.

We are delighted to have you here, Mr. Robbins, and we invite you to give your full name, your mailing address, and to proceed in your own style and manner.

STATEMENT OF ALFRED ROBBINS, CORDOVA, ALASKA

Mr. ROBBINS. Alfred Robbins, general delivery, Cordova.

You don't care if I start with clams do you?

Senator BARTLETT. It is a good place to start from, and a good place to wind up with.

Mr. ROBBINS. Senator Logan is here.

In 1960 regulations the Senator got into the regulations, that there can be no clams used for crab bait. In 1961 that disappeared. They had a meeting of their board. That disappeared from the book. In 1961 it is not in it.

Last fall, when the meeting was held, the fish and wildlife, that is the Alaska Fish and Wildlife, took 1-, 2-, and 3-inch clams. There is no crab catching, because that is going back into the bait sack. They have no control over it, like when you are digging clams commercially they have control. There is a man on the scow.

They said it was too hard to pull up the crab traps. Uncle Sam just turned them over a nice big scow that has plenty of winches on it. I guess they went on to grab some of those crab traps, or they just stole some of them.

Years ago I was digging clams, from 1924.

Pioneer is now the Alaska packers, and still operating. Tom Scott and Hillary, that is down here on the dock. E. A. Hawkness at Whiteshed. Otto Ellstrom at Mummy Land. Henderson, on Strawberry Point. Charlie Cochran.

We dug them 12 months a year in those years. That was up through 1936–40. Then it dropped to the Pioneer. Hawkness is still working, so is Ellstrom, and still 12 months a year. All of them worked 12 months but the Pioneer.

Then they came down after 1940 and put a limit on it—the Government did. Pioneer had 40,000 cases was the limit. This year they got 14,000 cases. And Kodiak beat them. There aren't any clams for crab bait. They filled the 40,000 cases but they only got 14,000 of them here, the clam diggers out here. They made nothing.

Looking back, it was just in the paper, in the Cordova Times, looking back 45 years ago, Clark and Graham were operating. They unloaded 6,000 cases of red salmon. They had 6,000 more cases in the cannery to fetch in the next day. I will tell you where I was. I was in the cannery, 52 miles up the river fishing. You know Mr. Hanley? 60,000 cases of fish he was putting up. Dick Jensen did the writing. There are very few of them left who were up there.

I believe it is in the Alaska Fisherman. That is the first installment of it. I was there. I know I shouldn't have been there. You were up there, weren't you?

Senator BARTLETT. Oh, yes.

Mr. ROBBINS. I know I should have been there. Hanley was putting up 60,000 cases of fish up there. The rest of them around here, including Sig Lee had a fishery where he was running commercial. He had to catch the fish or it didn't work. This Alaska Fish Commission put a fishery in. I think they call it Fort Fisher or something like that. If they had talked to Sig Lee he would have told them where to put that fishery.

I took this book. It always was 40,000 cases. Now these are fish and wildlife figures. You got that book where they want to put that dam up there?

Senator BARTLETT. I think so.

Mr. ROBBINS. I took that back to the middlewest. You know the Honorable Robert Chiperfield?

Senator BARTLETT. I know him quite well.

Mr. ROBBINS. I handed it to him as a Christmas present. He said, "Are you related to Arnold Stay?" and I said, "No."

Is he still there? I am going back——

Senator BARTLETT. He is still there.

Mr. ROBBINS. He wanted to know what it looks like up here. I said, weren't you up here? He was up here to find out what became of all those bulldozers that disappeared from the Alcan highway.

The average pack in those days has always been 40,000 cases, and it is still that. That is the average pack from 1918. That is when Alaska started to take the figures.

Now an editorial. These are all editorials. This is out of the Alaska Fishermen, "Politics and the Fish and Game Department." Did Mr. Arnold say when he turned it over to the State of Alaska that there should be no politics? I read it in the PI and four or five papers. You can read that editorial. It is June 12. Forty thousand Frenchmen can't be wrong, neither can 12 editors. This is all editorials.

Pacific Fisherman for June. Tony shot that through, made parks take those boats.

Now you come to aliens. You have a hole here. You can plug that fast right here. There were seven Norwegian boats fished in the Bering Sea this summer, 1961. Tony got that law through Congress that you must build two-thirds of that boat in the United States. I just wonder if those seven boats that were used by two brothers, who own the whole works, if they were built here. It is against the law for a foreign-built boat—a Federal law—to fishing commercially.

Here is the Fisherman's news editorial: Area license is not the answer. It isn't. I am behind the iron curtain. I have been there quite a while.

I don't know what date this is. It is very late.

Now we come on down. The Alaska Advisory Board, there is one of them fishing up the river. I looked at them in the hall and said you are up against a stacked deck. Later Jensen came out and said it is slightly stacked. It is stacked. It is still stacked.

Now we come to the Pacific Fisherman's News for August, page 23, "British Columbia Fisherman." This is a Canadian report, by the Canadian Commission. There is no 40,000 boats there. They are making I think $800 or $900. Just a very few of them. Up the creek, I guess again.

Now we come down some more. Stake nets loaded with fish. In 1923 there was a big run on the flats. They were sure loaded. Thousands and thousands of fathoms of gear across that flat. And they didn't take the fish out. That is when the fish were meshed and they rotted. There has never been another like that since.

Mr. Logan said about shipping that fish to Chicago. If you see Robert you ask him. Unless you take the FBI and the Secret Service,

that market is controlled by Chicago gangsters, the same as the Fulton Fish Market in New York is controlled. They won't shoot you or anything, but it will be coal oiled or stopped.

Mr. Clemmens, I was talking to him about these men making money. I was riding uptown to the cannery with him and he was talking about some of these families. He said they have $200 and that is not enough to feed a family. That goes to show that nobody is getting rich. This is a bad place to come to get rich. Bristol Bay is where you go to get rich, where they have those apartment houses.

That is it.

Senator BARTLETT. How long have you lived in Alaska?

Mr. ROBBINS. Did you come out over the railroad? I looked just like this: I took the wire ahead of that railroad that you rode out on, over Broad Pass, 100 pounds over my shoulder. Deadhorse was the end of the line. I walked to Fairbanks and rode out. I worked for Uncle Sam and I didn't get no pay from then on until I ran into the railroad. I hooked on to the first train. That is 1917. I hit Ketchikan first. From there I had to wire mother for money to come home.

Then the next year I come up and got to Juneau. Then she sent me $5 to get me through.

Then I come up in 1920 and went to Anchorage, the latter part of 1920. I went to Coldwasher and helped Charlie Miller build the Coldwasher where there is the Alpine Inn. I staked my homestead.

Senator BARTLETT. A good many years.

Mr. ROBBINS. I guess I will go to Bristol Bay or some place.

Senator BARTLETT. You have qualified for the Pioneers. Thank you very much.

Mr. ROBBINS. I have been in and out of the Pioneers. I am not now. Davis come out and said what is the racket in the alley? I told him that someone kicked me out. My picture is hanging on the wall, just about the same as I am now.

Senator BARTLETT. Thank you very much.

Representative Hansen will be the next witness.

STATEMENT OF HAROLD Z. HANSEN, CORDOVA, ALASKA

Mr. HANSEN. I am Harold Z. Hansen, Box 939, Cordova, Alaska.

I have already sent my approval of S. 1230 as printed in the booklet on the hearings as far as it has gone.

Senator BARTLETT. There are four or five copies of the Washington hearings on this bill on the table and I will leave them for whoever wants them.

Mr. HANSEN. It is a very interesting book. I managed to read it through. Sometimes it is not easy to get through them, but this one was.

I probably don't take as antiseptic an approach as to where money comes from as some of the others who have testified previously if the ends justify the means.

I believe this money could be well used in Alaska.

We had this year stepped up research in the field of tagging on the high seas by both the U.S. Fish and Wildlife Service and the Fisheries Research Institute of the University of Washington. We have

had some inshore tagging by our own Alaska Department of Fish and Game. This tagging program has produced some dramatic and interesting and instructive information which I feel in the future may well serve as a tool of management of salmon fisheries.

The tagging program is yet incomplete. I believe it should be carried on from year to year until we finally get the necessary information on salmon travel, salmon routes, salmon habits that show how and where these fish travel, and maybe the question of why they travel might be answered one of these days.

I believe this money, if some of it could be given to our own research department, the Alaska Department of Fish and Game, would be very well used in inshore tagging. At present, if I am not incorrect, I believe we have the two Federal agencies, the U.S. Fish and Wildlife Service and the universal tagging on the high seas.

Am I correct? Are we doing any?

Mr. MEACHAM. The State of Alaska is not doing high seas tagging.

Mr. HANSEN. Are we doing inshore tagging?

Mr. MEACHAM. Canada is doing some, also.

Mr. HANSEN. I believe this aspect of the bill, that we might receive money for that particular purpose, makes it worthwhile.

To get into other matters that concern fishermen, I know that you, sir, and Senator Magnuson, introduced legislation to include the boatowner to be covered under the U.S. Health and Welfare Service benefits as existed previous to 8 or 10 years ago when the owner of a boat was at that time denied benefits. I see that bill did not pass. Speaking for my fishermen constituents, I request at this time that similar legislation be introduced at your next session.

To get over to the House side of the Congress, Representative Ralph Rivers introduced legislation that the veterans of Alaska and Hawaii might be taken care of in emergencies at local hospitals. The reason given being that the Veterans' Administration did not maintain sufficient hospital facilities at either one of these new States to take care of the veterans. I see that that particular legislation didn't get off the ground and I am sure that in the future it will be reintroduced and we believe that you will give your wholehearted support as will Senator Gruening.

Senator BARTLETT. It seems to me that I have a companion bill in the Senate on the same subject.

Mr. HANSEN. I think you have.

About 1954 and 1955 the fishermen, the resident fishermen as well as nonresident fishermen in Alaska, suffered a severe blow through the agency of the Federal Trade Commission, the independent fishermen, and the company fishermen as well, except that the Bristol Bay Co. fishermen were declared entrepreneurs and independent agents by the Federal Trade Commission and therefore denied the right of collective bargaining. True, most of the unions, fishermen, converted themselves into marketing associations which were set up ostensibly at that particular time to take care of the Matanuska situation, and there is a similar Federal law I believe throughout the entire United States that agricultural people who have aquatic harvests may enter into a cooperative marketing association and arrive at some sort of, I would call it quasi-contractual relation with the people who buy their products.

This was not satisfactory. This was in the past regime in Washton, D.C., and we hope under the new and more enlightened administration that something might be done to alleviate this condition so that the fishermen of Alaska may have the right in the future to again enjoy the privileges of collective bargaining with the people to whom they sell their fish.

This was, I believe, my interpretation of it. I did not testify. It appears from the benefits that accrued that this was instigated by the Alaska Salmon Industry, Inc., and I believe that you had some correspondence years previously from William Paul, Sr., who was well connected with that particular outfit at that particular time and I am sure that you are familiar with the whole sorry mess. I believe at this time that an attempt should be made to seek corrective legislation, so that we could be placed under the same category with the company fishermen of Bristol Bay.

The company fishermen of Bristol Bay, due to an odd circumstance, and a condition which exists, namely, that the Federal Government refuses to ever admit mistakes, allows those people the privilege of collective bargaining. This is the particular condition under which that matter developed.

A number of years ago the Alaska Fishermen's Union—when I use the name, Alaska Fishermen's Union, I use the word "Alaska" very loosely—was in such a condition that the resident fishermen were quite dissatisfied with it and another organzation came into being called the Bearing Sea Fishermen's Union. There was a jurisdictional dispute between who had the jurisdiction in that particular area, and the National Labor Relations Board, which is one of the less savory operations of the Federal Government, did allow an election there so these people might determine which union they cared to belong to. By so doing they put the stamp of approval upon these particular people up there and said: "You are employees, and the National Labor Relations Board only deals with employees and employers." After they had this choice beef blue stamp on them, the Government could not reverse themselves and say we made a mistake and you people are the same categorically as the people at Cooks Inlet or Kodiak Island or at that time the Copper River Flats. Those people remained employees and other fishermen in Alaska are independent agents.

I believe that something could be and should be done along those lines, and I hope that you will give it your consideration when you return to Washington.

Senator BARTLETT. I should say that there is legislation on this subject in both the House and the Senate. There has been considerable testimony on this trip to Alaska, mostly generated, I should say, by Representative Rivers who introduced such a bill. It has been a matter which has provoked rather fierce controversy. Some of those who have opposed it vigorously and even violently have done so in the contention that it is inspired by the Alaska Fishermen's Union and is only intended to assist that union.

Mr. HANSEN. I can't see where it is going to help them any more than they need to be helped.

Senator BARTLETT. When the hearings are printed you will discover quite a little on this matter, which I know you will read with close attention.

Mr. HANSEN. I am sure that if you wish to elicit the aid of the people who are somewhat disturbed by the action of the Federal Trade Commission you wouldn't have to look very far in Washington or on the east coast, Senator.

That is all that I have.

Senator BARTLETT. Thank you very much.

Did you have any questions?

Mr. MCELROY. No; except to say that it was a very clear statement.

Senator BARTLETT. Yes, there is no doubt at all as to what you had in mind.

Mr. Myers.

STATEMENT OF LESLIE MYERS, CORDOVA, ALASKA

Mr. MYERS. My name is Leslie Myers, Box 360, Cordova, Alaska.

Senator, I would like to touch briefly on Senate bill 1230. I believe that the effects of this bill will be beneficial to the people of Alaska in the rehabilitation of our depleted salmon industry, and it will be beneficial to the Nation. Historically, our canned salmon have been in the past an earner of foreign exchange. In former years the salmon of Alaska, a good percentage of it, was exported to such countries as England and some other European countries. Therefore it is of concern to the National Government that this industry should be resurrected from the deleterious results of mismanagement by former Federal fisheries administrations.

I think that former witnesses have adequately outlined the various aspects and uses that this money may be put to. Largely I agree with those other witnesses, if there are any areas where the small population of Alaska will be very hard pressed to adequately protect and develop and utilize this resource which we have and which at the present is in a declining state.

I would like to open another subject, if it is OK with the Senator.

Senator BARTLETT. It is OK, Les.

Mr. MYERS. This concerns a department of our Federal Government which has the administration of a large area of Alaska's coastline, namely, the National Forest Service. I see we have with us this afternoon our hopeful forester, Mr. John Grove, and I would like to inquire of the Senator if it would be proper for me to ask Mr. Grove a few questions, providing he will consent to give some answers.

Senator BARTLETT. With Mr. Grove's permission—although again, as I always do on these occasions, I must say that the National Forest Service is not within the legislative jurisdiction of the Senate Commerce Committee. Anything that is stated before this subcommittee on this issue will be properly transmitted to the appropriate committee. It will be entirely up to Mr. Grove whether he desires to participate in the meeting or not.

Mr. GROVE. It is fine by me.

Senator BARTLETT. Do you want to come up, Mr. Grove, and give your full name and mailing address?

STATEMENT OF JOHN GROVE, NATIONAL FOREST SERVICE, CORDOVA, ALASKA

Mr. GROVE. My name is John Grove. I am with the Forest Service here in Cordova.

Senator BARTLETT. Your title?

Mr. GROVE. District ranger.

Mr. MYERS. I would like to preface my remarks by saying that I have had dealings, relationships, with the National Forest Service, with the various forestry foresters, and have been at Cordova ever since I arrived in Alaska in 1935. I will say that those relations have always been most amicable. That is, I found them to be dedicated individuals. Without exception they have been doing their best to do a good job, to provide for the utilization of all the various aspects of the national forests.

So last spring, I believe it was about March, I was very much shocked when Mr. Grove came to me and said that he had to inform me that it was necessary for me to dispose of my special use permit since under new policy adopted by the National Forest—the forestry administration—a permit such as I had could only be allowed to continue if it was used for the purposes of operating a commercial fishery, that is, living in it to pursue commercial fisheries, and could not be utilized as a recreational permit.

Is that correct, Mr. Grove?

Mr. GROVE. That is right. We have a policy outlined in our camp books which is national, and is applicable to all the national forests in the national forest system, whereby outlined recreational cabins are prohibited. In other words, we cannot issue permits for outlined—I should say outlined recreational cabins.

Mr. MYERS. I would like to clarify it a little further. If I remember correctly you told me that the Forest Service intended to designate particular areas, that is, restricted spaces, such as a bay or an island or something that would be available for recreational sites.

Mr. GROVE. We can do that. That would be called a summer residence, or a recreational residence. In other words, we could survey out a tract and subdivide it into lots in outlined areas, and issue permits on that. But we can't; we are prohibited now from issuing permits to someone who might want a cabin, say, over in Zycoff Bay for purposes of deer hunting, fishing or something.

Mr. MYERS. Mr. Grove, perhaps you could state briefly here the dilemma that the forestry administration found itself in that led to the adoption of this particular policy.

Mr. GROVE. In the past we have had areas—and I might give examples—in, say, California or Washington—that were isolated, and the Forest Service issued special permits in certain desirable locations, for instance, perhaps Lake Tahoe. Naturally the people who wanted these permits wanted them in the more desirable areas, better beaches and so forth.

In the last, say, 10 or 20 years we have had a heavy population increase, particularly along the western part of the United States. These areas that have been taken up by special use permits are no longer available to the public. We find ourselves—the Forest Service—with a shortage of more desirable locations for public use.

So this is one of the reasons why this particular policy was initiated.

Mr. MYERS. Mr. Grove, could you tell the Senator approximately the areas, the land area, enclosed by the Chugach and Tongass National Forests?

Mr. GROVE. It includes all of the coast of southeastern Alaska and Prince William Sound.

Mr. MYERS. How many acres would you say?

Mr. GROVE. It is 16 million, I believe— or 20 million.

Senator BARTLETT. The two forests?

Mr. GROVE. Three. Tongass, North Tongass, South Tongass in southeastern Alaksa, 16 million acreas; and Chugach, 4 million.

I would add one more thing. I might say that the regional forester has asked relief on this particular policy for the national forests of Alaska. In other words, we would be allowed to issue permits for cabins in isolated areas for recreational purposes. We asked for this relief about a year ago. I guess that is when I contacted you.

Mr. MYERS. That is right.

Mr. GROVE. So far I haven't received anything that would lead me to believe that there has been a change of policy.

Mr. MYERS. In other words, the Forest Service in Washington has, so far, neither granted nor refused that?

Mr. GROVE. That is right. They haven't said, so far, either way, what they will do.

Mr. MYERS. Mr. Grove, would you care to make an estimate of what the population of this 20 million acres might be at the present time?

Mr. GROVE. I don't really know. I would imagine that could be determined through the Bureau of Census.

Mr. MYERS. Would you say that 100,000 people would be too large or too small?

Mr. GROVE. I wouldn't say that would be too large.

Mr. MYERS. Would you say it is very thinly populated?

Mr. GROVE. It probably is.

Mr. MYERS. What I am leading up to here is the gross unfairness of this policy when it is applied to Alaska without any qualifications or amendments. In other words, we are placed in the same category of State such as California, which has suffered the results of population explosion and which find the boundaries of its national forests heavily populated with tens of millions of people who seek the national forests for recreational purposes.

The application of this policy in Alaska, as Mr. Grove has outlined it here, simply means that my cabin site out here on Mummy Island, which I have held since 1940—20 years—I must dispose of, and I am not allowed to keep it for recreational purposes. Yet, when I offer it for sale at one-tenth of its value—the replacement cost of that cabin is probably $2,000, if someone would build one similar to it—I offered it for sale for $200 and I don't have any buyers. Still the Forest Service says I must dispose of it.

Mr. GROVE. Could I interject?

Mr. MYERS. Go ahead.

Mr. GROVE. We haven't forced you to sell it, though, have we?

Mr. MYERS. No; but that is the next step.

Mr. GROVE. I have said that you might make plans, if you are not using it. But you haven't been forced to sell it. And it has been

what? a year or better? Maybe a year and a half. In other words, we are not really pushing it hard.

Mr. MYERS. That's right. That is correct.

As I said in my opening statement, the Forest Service people in Alaska have always been extremely fair and always do their best to do the right thing with the people of Alaska, in my experience. But I believe that this policy has been saddled onto the forests of Alaska. Consider the vast extent of these national forests. They enclose more coastline, by several times, than all the rest of the United States put together within the boundaries of the national forest. And these coastlines have literally tens of thousands of good recreational sites. I think a more realistic policy would be that the National Forest Service should go into their national forests and should choose sites, pick out the best and reserve them for the expected population increase so that they will not find themselves in the position that they are in Lake Tahoe, where all the good sites have been preempted. When they have so chosen and have made adequate reserves so that the public shall have access to good recreational sites, then the people of Alaska and the people that will come to Alaska would have the opportunity to develop other sites which, although less desirable, would still be very desirable to our citizens who we hope will live and develop this land.

And I might say here that the citizens of Alaska who have sought their recreation out of doors have proven to be some of our most valuable citizens.

It is one of the largest tracts of Alaska that there is outdoor recreation available, and that you can go out and enjoy nature right the way she was born.

I think that is about all, Senator. I hope I have pointed up a problem. I think that you might be able to assist in probably modifying this policy so that Alaska may enjoy its out of doors.

Senator BARTLETT. I don't know, Mr. Myers. It seems to me always that we were caught more or less in the web of history. These forests were created here during the muckraking days of the early part of this century when the Nation figuratively aroused to find that its priceless natural resources, some of them irreplaceable, were being wasted, and forests were being slashed down, minerals were being extracted without any regard for the future at all, and public sentiment was aroused to stop this sort of thing.

I think it was well that it was so. It was then that these forests were established.

I think, Mr. Myers, I would have to agree with you that there are certain essential differences. No State has that which Alaska has, for example, a national forest synonymous, or practically so, with an entire geographic area, as Tongass is with southeastern Alaska. In the other States you have a little patch of national forest here or there.

Chugach, I don't know, I am not qualified to say, whether that was ever really a kind of an area that should have been placed in a national forest. This does create some special problems that are peculiar to Alaska, and I think that your point is well taken that since that is the case, perhaps there are variations indicated now and then to differ from the policy that might be perfectly appropriate for a State when a national forest occupies such a small segment of the total area.

I appreciate your testimony, and I am grateful to you, Mr. Grove.

Mr. GROVE. I would like to interject another thing, if I could.

We have taken positive steps to inventory potential recreation areas that might be needed up to the year 2000, even beyond, in all the national forests, and in particular on the Chugach National Forest. We finished the field inventory last summer, and inventory crews did just what Mr. Myers was speaking about; they visited these different areas and picked out the best, and they are cataloged and marked on a map.

We have taken steps—the Forest Service in Alaska—to ask for special relief from this policy.

Senator BARTLETT. How many acres of timberland, merchantable timberland, would you say there were in Tongass out of the 20 million total?

Mr. GROVE. There is an inventory, forest inventory, that has been completed for 2 or 3 years. I don't have the figures on the tip of my tongue just how many acres of commercial forest land there are. The figures are available, however.

Senator BARTLETT. I have heard in the past, and I don't know whether this is hearsay or whether the figures may have been revised since I heard, that about 5 million out of the 16 million acres of land contained merchantable timber.

Have you any idea what the situation is in Chugach?

Mr. GROVE. We completed the fieldwork on the inventory last year, and the figures are supposed to be in this coming spring, 1962.

Senator BARTLETT. Do you have good timber in this forest?

Mr. GROVE. We have timber that is comparable to southeastern Alaska—hemlock.

Senator BARTLETT. What kind, in addition to hemlock?

Mr. GROVE. Sitka spruce and western hemlock.

Senator BARTLETT. The same type?

Mr. GROVE. Yes.

Senator BARTLETT. Cedar?

Mr. GROVE. A little bit of yellow cedar; nothing of commercial value.

Senator BARTLETT. What commercial operations are there in the forests at this time?

Mr. GROVE. We have about five or six rather large timber sales, and we have a sawmill operating here, on national forest timber at Seward, one at Whittier, one at Valdez, and a treating plant at Whittier.

Senator BARTLETT. Any pulp possibilities?

Mr. GROVE. I would say there are, yes. I think that the Forest Service recognizes that there are.

Senator BARTLETT. Thank you, Mr. Grove. And thank you, Mr. Myers.

The last witness listed here is none other than the postmaster of Cordova.

STATEMENT OF HOLLIS HENRICHS, CORDOVA, ALASKA

Mr. HENRICHS. Hollis Henrichs, Cordova, Alaska.

Senator, a great deal of what I have to say perhaps should be addressed to a Post Office Committee, rather than a Commerce Committee.

Senator BARTLETT. We will readdress it, then.

Mr. HENRICHS. First of all, I would like to encourage you in your own thinking and to any other Senators with whom you might discuss the matter, that a postal rate increase is something that should be granted. I can't speak too strongly on that.

In reviewing the cost of operation and the comparable raises in postage rates, it is quite evident that the Post Office Department under the last several administrations, including the present one, is behind the eight ball on revenue.

I would particularly point out the impact in Alaska on improvements in service that have been made through, I believe congressional action, possibly through Executive order. I point out the airlift of first-class mail, which I am not sure I believe Senator Gruening and yourself were both instrumental in.

Senator BARTLETT. Will you explain what this airlift is?

Mr. HENRICHS. Briefly, the airlift is the transport of all first-class mail by air between Seattle and Alaskan points. The terminals I believe are Juneau, Fairbanks, and Anchorage. And it is further distributed of course by air, dog team, or whatever means is available.

Senator BARTLETT. That is if you were mailing a letter in Anchorage to Cordova, to have it reach here by air you would have to only affix a 4-cent stamp.

Mr. HENRICHS. That is correct, throughout all of intra-Alaska, because we have no other means of transportation in many instances, or the frequency is such that it might take months for it to reach its destination. But what I am particularly pointing out is the airlift between Seattle and Alaska.

Mr. MCELROY. Is that on a space available basis?

Mr. HENRICHS. On Seattle-Alaska, no. All first-class mail goes by air.

Senator BARTLETT. Let me ask you: Seattle to Alaska is 7 cents or 4 cents?

Mr. HENRICHS. Four. And return, also. That is only a limited deal. That is not on every airplane that flies or carries mail. In Cordova we have different days a week that we get that service.

That has reduced the revenues appreciably. I don't know whether that was ever pointed out or not. It is a wonderful service. I am not critical of the service. But I do point out that the volume of business which prior to that time reflected itself in airmail revenues has been reduced that amount. The post offices and the Department as a whole probably are judged by the revenues as reflected by stamps sales and other minor incidentals.

That I believe is all that I have on that particular subject.

Senator BARTLETT. Let's go off the record for a moment.

(Discussion off the record.)

Senator BARTLETT. On the record.

How long have you been in the postal service, Mr. Henrichs?

Mr. HENRICHS. Since October 1, 1938.

Senator BARTLETT. And how long have you been postmaster at Cordova?

Mr. HENRICHS. Since October 1942.

Senator BARTLETT. Do you want to testify on another subject?

Mr. HENRICHS. If I may, as a private citizen.

Senator BARTLETT. Surely.

Mr. HENRICHS. There are two or three things which perhaps the Postmaster General might not agree with, and he rightly reserves the right to establish Department policy. I wouldn't wish to usurp that right.

One is transportation. In my experience, not only postoffice-wise but in reviewing the general economy of Alaska, I have observed peaks and lulls. It seems that our transportation system to Alaska is too erratic in the larger aspects. The flow of personnel by air, the flow of airmail, the first-class mail, is very well leveled off. You can travel now by air from any point in Alaska to Seattle cheaper than you could by boat at the time the boats ceased passenger service.

The first-class and airmail service has leveled off very well. But in our parcel post and freight items we have to be prepared to handle the greatest volume that we may receive at any one time, resulting in a terrific peak. Our facility must be such that we can handle this peakload. Whereas if this system of transportation were established where this could be leveled off and we could have a steady flow of commodities, parcel post mail, or whatever it may be that it would effect a great deal of economy for all of Alaska.

Let me point out as a citizen again. We will possibly have in our local office 1½ or 2 tons of mail twice weekly. If we had that same mail scattered out over a 6-day period we could distribute it much more efficiently, much more economically. We wouldn't need as large a plant. I wouldn't need the auxiliary personnel standing by to help take care of this peakload.

I would offer a suggestion. Trucking of mail in the mail item has been introduced on a trial basis.

On our commodity transports it appears to me that perhaps somewhere, somehow, a smoother type of operation could be established—smaller ships that operate more swiftly, something to cut down on the peak handlings that we must have in all of our activities relative to transportation.

As I pointed out earlier, in package and first-class airmail and small commodity transport, the plane solved that very nicely. We have seasonal peaks but not peaks throughout the year, each week or each month. I believe that is something that your committee, should it ever have the opportunity to see some way of throwing something into the mill, might level this transport out.

It might be of a great deal of value to the economy of Alaska.

Senator BARTLETT. This very Subcommittee on Merchant Marine and Fisheries, Mr. Henrichs, has been quite actively engaged this year in that very endeavor. We have made a very considerable study of the joys and woes and agonies of the so-called offshore areas, namely, Alaska, Hawaii, and Puerto Rico, in an effort to devise some means of assisting. The need seems to be obvious. The problem, however, is terrible complex. The solution has not yet been suggested, much less adopted.

How is your mail, other than first class, now delivered?

Mr. HENRICHS. Each Alaska Steamship vessel leaves Seattle hauling in westward Alaska or central Alaska carrying mail for cargo, perhaps one out of four of those vessels hauling cargo; the other three call at Seward. The mail is offloaded there and transported by rail or van to Anchorage and then is airlifted from Anchorage to Cordova.

Senator BARTLETT. That adds very considerably to the expense, does it not?

Mr. HENRICHS. Yes, it must. However, it gives a wonderful service to the residents of the area. I am speaking of their peak business that I spoke of earlier, not specifically Cordova, but the overall picture.

I am thinking, for example, of the postal setup at Anchorage where they also must be prepared to take care of this peakload, this massive volume that comes in when the boat comes in. That occurs roughly twice weekly.

Senator BARTLETT. Of course, in the old days this wasn't true. The ship put into Cordova while bound for Seward, every ship, and every ship put in southbound. Now I suppose there simply is not enough tonnage generated to make that economically possible.

Mr. HENRICHS. As I said earlier, I am not speaking specifically for Cordova, although Cordova is affected.

In the old days, if you recall, we did nothing except read the local postcards and so on between ships. When a ship would come in we would pitch in and work maybe around the clock, get rid of the mail and go through a slack period again. However, nowadays we can't do that. We can't work that long ourselves, nor can we expect the personnel to.

Senator BARTLETT. How many employees do you have?

Mr. HENRICHS. Roughly two and a half.

Senator BARTLETT. I recall coming down here from Fairbanks via Chitina, the Copper River Northwestern Railway once a day after the boat had gone, and staying here for 9 days waiting for the next. But it wasn't a burden.

Mr. HENRICHS. Those are perhaps the good old days. I don't know whether I would want them back or not.

Senator BARTLETT. At least they were the old days.

Do you have any other testimony?

Mr. HENRICHS. I have one very brief communication that I received today that you might carry along. It is brief; if I may read it.

Senator BARTLETT. Read it.

Mr. HENRICHS (reading):

DEAR POSTMASTER: Would you please be kind enough to write us a few lines and let us know the truth about Alaska? Is there plenty of work and big wages like we heard about, or is it all a lot of malarkey? I would appreciate very much if you would let us know. I am a cashier and he is a truckdriver or carpenter. Enclosed is some stamps. Please let us hear from you. Thank you so much.

Mr. and Mrs. JOHN COMPTON.

GALLOWAY, OHIO.

Senator BARTLETT. Mr. McElroy, that ought to be of interest to you.

Mr. HENRICHS. On the back:

Please write us at once if possible. If not, please let us know where we can get information on Alaska. Thank you very much.

Senator BARTLETT. I have one comment on that, and one question. The comment is that John didn't write it. The question is, Can you respond to that in a few lines?

Mr. HENRICHS. I did respond. I responded this morning.

Senator BARTLETT. Did you give a favorable or unfavorable report in general?

Mr. HENRICHS. I told the people that perhaps it wasn't quite as they had heard; perhaps it may have been exaggerated. I referred them to the commissioner of labor, State of Alaska, at Juneau, for the full and complete answer.

Senator BARTLETT. I made a mental note of the address, and I am going to, by my intelligence system, discover what political party these people belong to, and I may be required to write them a letter urging them to come; or, on the other hand, casting cold water on the whole project.

Mr. HENRICHS. This communication is not unusual.

Senator BARTLETT. You get a lot of them?

Mr. HENRICHS. I receive many of them.

Senator BARTLETT. Letters such as these do impose an additional burden on you and they are dreadfully hard to answer.

Mr. HENRICHS. The burden I have no objection to at all; but it is the fact that so many people have been misled about Alaska. And the answering of a letter brings them a disappointment. That part I very much——

Senator BARTLETT. Of course, you really have to know a person and talk to a person, and even then you are not going to be sure whether that person likes Alaska. It all depends on the individual.

Mr. HENRICHS. That is true. I believe Governor Egan is trying to do something to dispel the illusions that are cast about wages and work and so on.

Senator BARTLETT. I have been noticing the papers lately, that there has been considerable excitement about this. Some of the papers outside contain ads from fly-by-night outfits promising that if you pay them so much they will promise you jobs in Alaska at fantastic salaries, $1,200 or more a month. I think Governor Egan has been trying to do something about that, has he not?

Mr. HENRICHS. That's right. Perhaps at your level you might have the opportunity to do some small something.

Senator BARTLETT. They are hard people to control.

Mr. McElroy, do you have any questions, since Ohio entered directly into the subject matter?

Mr. MCELROY. No. I think I should mention that I am not from Galloway directly. It is a tiny place.

Senator BARTLETT. Thank you, Mr. Henricks.

Mr. Meacham, do you have any figures to offer for the record?

FURTHER STATEMENT OF CHARLES MECHAM, REGIONAL SUPERVISOR, COMMERCIAL FISHERIES DIVISION, ALASKA DEPARTMENT OF FISH AND GAME, ANCHORAGE, ALASKA

Mr. MEACHAM. I can give you a general rundown of the fisheries, if you wish.

Senator BARTLETT. Fine.

Mr. MEACHAM. I would like to make one comment to begin with if I may, Senator, regarding the hearings that I have had the pleasure of attending with you. In all hearings there has been brought forth the matter of the great number of non-Alaskans fishing in Alaska. The thought has come to me in this regard that the Federal Govern-

ment perhaps should not be hesitant about spending money in Alaska, in developing Alaskan fisheries because perhaps the Alaskan fisheries could be better called the "50 States fisheries."

Senator BARTLETT. I think that is a very sage comment.

Mr. MEACHAM. All one has to do is look at the license applications, and this is brought to light. I think we have a Cordovan now who is fishing from the 50th State, if I am not mistaken.

Another remark that rather irritates me is the fact that continually Alaskan fishermen are brought up as perhaps not being as good fishermen or as good competitors as outside fishermen. I would like to draw an analogy here of what we are doing.

When we are talking about outside fishermen we are talking about an all-American team versus the Alaska fishermen. This is no more fair than if you took the University of Alaska football team and put them out against the Chaicago Bears.

The nonresident fishermen that are brought up here by the industry are professionals. They fish 12 months out of the year, and they are not brought here unless they are professional fishermen.

I shall confine my remarks now to the Cordova management area of commercial fisheries.

This area comprises all drainages in Alaska from Cape Suckling to Cape Fairfield. This area encompasses the waters of Controller Bay, Prince William Sound, Copper River, and several small rivers entering into the Copper River Delta and adjacent areas. In land area this district includes approximately 38,000 square miles, and as a matter of interest that is about the size of the State of Alabama.

Most of this area drains into the Copper River and enters the Gulf of Alaska east of Prince William Sound.

The Cordova Commercial Fisheries division office is charged with the management of one of the most extensive and varied fisheries in Alaska. To utilize to the fullest the salmon resources alone the fisheries is active from May through the end of September on a coastline of over 1,000 miles, from Cape Suckling to Cape Fairfield.

A year-round fishery is active in the Dungeness crab and king crab through the same area, and razor clam production on the Copper River and Bering River Deltas and adjacent Prince William Sound is in progress from April until September.

Several other minor fisheries, including shrimp and oyster, are in progress.

To properly manage these resources the Cordova office must engage in the following types of work: They must keep a constant surveillance on each of the stocks being fished, including extensive examination of spawning sanctuaries and catch information; research programs to determine the migratory and qualitative and quantitative information for improving management techniques and providing assistance and facilities for the Federal-sponsored emergency research programs, of which we have two in Prince William Sound, one on the tagging and racial division and the other on stream catalog.

It is necessary to list all the commercial fishermen, gears, and vessels, keep up public relations, providing daily information to the fishermen, answering numerous letters relative to how good fishing is in Alaska, prepare project reports and statistical information for this department, and also for the Federal Government. In addition to these major activities, a large number of other duties must be per-

78443—62—pt. 2——19

formed annually by the commercial fisheries division, such as inspection and recommendations of highways design, culvert design, inspection of seismographic work relative to the oil exploration that is going on; close cooperation with the U.S. Forest Service on fisheries problems related to logging, recreation facilities, and construction of environmental improvement projects.

In summing up, the 1960 value of Cordova's fisheries which came from the canned salmon, razor clam, frozen salmon, Dungeness and king crab, amounted to over $5.5 million the first wholesale value.

These values do not show the potential of salmon and shellfish which is much higher than the harvest and value shown here. For example, the case pack, first wholesale value, in the past seasons when the catch was approximately 500,000 cases, with present day value would be in excess of $11 million.

The 1960 wholesale value of the fishery products listed above yielded a direct tax to the State general fund of about $166,000. With more management and increasing these fisheries' pack to the time when 500,000 case packs in Prince William Sound were not uncommon, would yield approximately a half million dollars to the State treasury.

If additional funds become available for work in Cordova, and Prince William Sound area, we have a few projects in mind that would keep people busy for a long time. The major ones we figure are the study of pink and chum salmon, reproduction and survival; cataloguing of Prince William Sound salmon spawning streams; racial studies of Prince William Sound pink and chum salmon; and a pilot study to determine the feasibility of artificial spawning channels and, if worked out, carried into the development stage. And in the Copper River-Bering River area we have considered racial studies to determine the timing and distribution in the fishery of the Copper River systems; adult population studies; reproduction and survival of red salmon; and the stream cataloguing of the Copper River-Bering River areas.

Turning to the shellfish research needs in Prince William Sound and Copper River delta area, it would be a population study inshore and offshore for razor clams; environment requirements for razor clams; reproduction, survival, and age and growth studies on razor clams.

The Dungeness and king crab: population studies; reproduction and survival; age and growth. Those to us now appear to be the major gaps in research that we need filled up to properly manage our fisheries of Prince William Sound and Copper River.

Senator BARTLETT. Those are quite major gaps and will require a lot of money, personnel, and time to accomplish.

Mr. MEACHAM. They certainly would.

Senator BARTLETT. How many employees does the State have in this district now?

Mr. MEACHAM. We now have in the management section Ralph Pirtle, the area management biologist; then following under our emergency salmon research programs we have Wally Noerenberg and two assistants. In the protection division we have one protection officer and an assistant.

That fills our group here in Cordova with assistance in the support fish and game coming from Glenn Allen in Anchorage.

Senator BARTLETT. Is the protection officer the equivalent of an enforcement officer?

Mr. MEACHAM. That is correct.

Senator BARTLETT. Are two people enough for this job?

Mr. MEACHAM. We have about 3,000 miles of coastline in Prince William Sound.

Senator BARTLETT. You have answered the question.

Mr. MEACHAM. Right; 277 streams, which we keep data on.

Senator BARTLETT. It is simply impossible to enforce the law with a staff that size.

Mr. MEACHAM. The Alaska fishermen have demonstrated that they would like to obey the fishing regulations much more so than they have in the past. When the time arrives that fishermen themselves want to obey the laws, this problem will cease.

As far as Alaska in its massive size, its tremendous area of commercial fisheries, I think I can definitely state it is virtually impossible to ever police it adequately.

Senator BARTLETT. We have heard repeatedly that the fishermen have demonstrated an entirely different attitude now than they themselves, in effect, operate the fishery. But nevertheless there will always be some violators. The question arises in one's mind of course considering the large nonresident fishing population, whether they would have the same desire to police themselves as the fellow who lived here on a year-round basis and who intended to do just that might have. In other words, when more money is available, you can usefully employ more people.

Mr. MEACHAM. We certainly can in all phases of fish and game work in the State.

Senator BARTLETT. Thank you, Mr. Meacham.

Mr. McElroy?

Mr. MCELROY. We had testimony earlier that the harvest of razor clams is less now than it used to be, with some suggestions that the Alaska Department of Fish and Game thought that maybe this was because clam diggers didn't dig fast enough or hard enough.

Do you have any comment?

Mr. MEACHAM. If I may correct your statement—if I can—Mr. McElroy, the reference was to the U.S. Fish and Wildlife Service of several years ago, which had made this statement. The statement has not been made by us.

Senator BARTLETT. It is one which I am sure Mr. Meacham wouldn't make.

Mr. MCELROY. Do you have any comment to make on the problem?

Mr. MEACHAM. Would it be of any value to the committee to furnish you the pack of razor clams from the beginning of the statistics we have, for about 40 years, showing the decline in it? What caused this decline is the question that you are asking, basically.

Razor clam fisheries have always shown a very definite fluctuation. In areas of high population, where you have a lot of razor clams dug commercially and from the sport fishermen, that combination, a lot of pressure on readily accessible beaches, these populations have been dug down. I will continue on this same thought. And they are readily brought back by closing certain areas. They are such a prolific animal that when the environmental conditions are proper, they will make large sets, as they are called. Then you will have an upswing in the razor clam population.

Let us come up to Cordova, or areas where we don't have a large concentration of digging, intense digging, and we have large populations of razor clams off the digging areas in the waters that are not being dug. So there is always a sufficient amount of potential spawn available. But you have to get a right set of environmental conditions to make this spawn set.

That in itself will cause tremendous fluctuations.

This year—I mentioned it at the chamber of commerce—we hired a consultant who spent just 1 month up here, Mr. Tegelberg, from the State of Washington, an outstanding shellfish man. He submitted a report—in further amplifying your question: his thought was that the fluctuations caused in Prince William Sound-Copper River area have probably been caused by this lack of proper seeding, rather than overexploitation.

He has outlined a very good method of research for us to follow, which gets right down to the basic fact of screening the sand to determine if you have a small set of clam, and follow them through. That will tell us several years in advance when you can expect a marketable or usable amount of clams available. This is all ancient history without research work done on it. All we have is the catch statistics to show.

The exact cause, of course, is very difficult to ascertain.

Mr. McElroy. I think that is a good addition to the record.

Senator Bartlett. Will you please furnish those figures?

Mr. Meacham. I will do that.

(The information requested is as follows:)

State of Alaska,
Department of Fish and Game,
Division of Commercial Fisheries,
Anchorage, Alaska, November 6. 1961.

To: Harry C. Huse, professional staff, U.S. Senate Committee on Commerce, New Senate Office Building, Washington, D.C.

From: C. H. Meacham, regional supervisor, division of commercial fisheries, A.D. & G., 1006 International Airport Road, Anchorage, Alaska.

Subject: Razor clam brief requested by Senator Bartlett at Cordova, Alaska, October 23, 1961.

Razor Clams—History of the Fishery and Regulations[1]

Razor clams are one of the major fisheries of the Cordova area. Records dating back to 1931 show that from 183 to 370 clam diggers participate in the fishery each year (table 3).

Clam canning as an independent industry in Alaska began at Cordova in 1916, when commercial use of the vast undeveloped razor clam beds was first attempted. The Lighthouse Canning & Packing Co. built a two-line cannery at Cordova, and began operations in September 1916. The total pack prepared in 1916 at these plants was 11,176 standard cases of 48 10-ounce cans.

In 1917, these plants prepared for more extensive operations which resulted in a pack of 93,343 standard cases. In 1918, there were three canneries packing razor clams but the total pack was 44 percent less than in 1917. After 1918, the number of plants in the vicinity of Cordova engaged in canning razor clams, the intensity of their operations, and the resulting pack of clams have varied considerably.

In 1925, a regulation was promulgated prohibiting the taking of razor clams less than 4½ inches in total length. This regulation was based upon the investigations and recommendations of Weymouth, McMillin, and Holmes (1925), who determined the growth rate and age at maturity of razor clams in several localities.

[1] Several excerpts verbatim from Thompson and Weymouth, 1935.

Another regulation imposed on the industry was a 6-week closed period extending from July 15 to August 31 in the years 1925 to 1931, inclusive, and from July 1 to August 15 in the years since 1932. In 1932, this closed season was extended to include the period from June 25 to August 31 because of the intensity of operations that year.

In the years since 1932, the 6-week closed period has been in effect which provides protection during the spawning period and for a time thereafter while the clams are thin and economically least valuable.

The decline of razor clams in the late 1920's caused considerable concern in the depletion of the stocks. This resulted in a quota being imposed in 1932 which limited the spring dig to 1,100,000 pounds (27,500 cases) and the fall dig to 100,000 pounds (2,500 cases) including shell. The regulation was amended on March 2, 1933, which further reduced the spring quota to 800,000 pounds including shells or 20,000 cases upon the basis of 48 one-half pound cans per case.

Both the spring and fall quotas were varied almost annually through the remainder of the 1930's.

Between the years 1939 and 1945, the spring quota remained at 1,600,000 pounds and in 1946, it was reduced to 1,400,000 pounds where it remained through 1949.

In 1939, a quota of 800,000 (20,000 cases) was placed on certain digging bars during the spring season which required that a portion of the total quota be taken from less-dug areas. The purpose of the regulation being to prevent the depletion of certain accessible bars.

In 1950, the quota of razor clams in the Prince William Sound-Copper River areas was readjusted. During the period January 1 to June 30, the quota was 1,470,000 pounds, including shells or 42,000 cases upon the basis of 48 one-half pound cans per case. Prior to April 15, the dig was not to exceed 175,000 pounds, including shells or 5,000 cases. During the fall period from August 16 to December 31, the quota was 35,000 pounds or 1,000 cases.

In 1959, an 11-day extension was allowed on the spring season which allowed digging through July 11. The extended season was apparently based on the small dig during the regular season and an apparent abundance of razor clams.

The 1950 quota was in effect until 1960 at which time it was reduced in the Prince William Sound and Copper River area to 985,000 pounds, including shell or 29,000 cases during the spring season. The quota was reduced because of the apparent decline in the razor clam population and because the quota had not been dug during the past 8 years.

The 1960 fall season quota and other quotas on Prince William Sound and Copper River remained the same as in 1950.

The 1960 quota in the Bering River area was increased to 320,000 pounds including shells, or 8,000 cases upon the basis of 48 one-half pound cans per case. The reason for this action was the Bering River beaches had not been dug commercially since the early 1950's and the apparent abundance of razor clams on the Kanak Island beach.

Tables 1 and 2 show the weekly dig and case pack from the Copper River and Bering River areas and Prince William Sound area, respectively.

TABLE 1.—*Razor clams, weekly dig and case pack, Bering-Copper Rivers, 1960*

Bering River			Copper River		
Week	Total dig, beach weight	Cases (48 ½-pound cans)	Week	Total dig, beach weight	Cases (48 ½-pound cans)
17	8,822	217.2	17	1,249	30.8
18	18,359	452.2	18	21,107	519.9
19	37,222	916.8	19	26,482	652.3
20	2,970	73.1	20	17,980	443.9
21	5,715	140.8	21	6,617	162.9
22	16,624	409.5	22	10,546	259.7
23	6,940	170.9	23	1,837	45.2
24	10.771	265.3	24	27,762	683.8
25	4,626	113.9	25	13,760	338.9
			26	6,580	162.0
Total	112,049	2,759.7	Total	133,920	3,299.4

TABLE 2.—*Razor clams, weekly dig and case pack, Prince William Sound, 1960*

Week	Total dig, beach weight	Crab bait, pounds	Case pack (48 ½-pound cans per case)
16	12,750		314.0
17	27,108		667.6
18	39,250		966.7
19	37,141		914.8
20	70,221		1,729.5
21	19,494		480.1
22	13,736		338.3
23	16,664	4,856	290.8
24	33,989		837.1
25	12,211	2,727	233.5
26	13,495	1,502	295.3
27	3,951	3,951	
Total	300,010	13,036	7,067.7

TABLE 3.—*Razor clam statistics, Prince William Sound and Copper River areas, 1931–60* [1]

Year	Spring				Fall	
	Live weight	Cases	Number of diggers	Tides dug	Live weight	Cases
1931	1,357,114		214	7,522	[2]	
1932	1,833,358	46,666			[2]	
1933	845,746	18,668			[2]	
1934	938,612	24,279		3,810	295,224	7,122
1935	826,421	22,308		4,024	[2]	
1936	957,549	21,465		3,737	[2]	
1937	1,111,594	26,566	223	3,989	312,339	7,154
1938	1,270,566	31,553	269	4,881	45,065	799
1939	1,322,447	29,920	253	4,534	218,160	4,965
1940	1,449,299	41,075	305	6,703	[2]	
1941	792,165	20,246	145	2,943	[3] 114,296	
1942	1,327,390	40,912	202	2,624	[2]	
1943	1,583,989	45,916	184	3,721	87,613	2,482
1944	1,638,994	46,752	162	3,967	8,739	194
1945	1,611,328	41,998	188	4,099	46,394	1,142
1946	1,626,226	47,430	190	4,922	119,977	3,194
1947	579,482	17,605	160	1,772	27,058	588
1948	1,121,074	31,941	220	3,927	33,829	784
1949	1,449,778	40,735	350	5,262	28,477	670
1950	1,464,532	38,482	370	5,524	55,884	1,294
1951	1,501,074	38,310	347	5,344	34,045	645
1952	1,256,287	31,879	[4] 204	[4] 3,925	9,143	220
1953	1,485,937	39,184	[4] 306	[4] 5,286	None	
1954	1,216,758	31,478	[4] 189	[4] 5,165	[5]	
1955	1,372,829	36,071	[4] 333	[4] 6,377	4,280	70
1956	703,659	21,477	[4] 201	[4] 3,053	3,690	
1957	1,017,418	27,774	[4] 268	[4] 5,743	[5]	
1958	32,395	831	Strike		None	
1959	507,731	13,017	183	3,196	[5]	
1960	433,930	10,367	284		[6]	

[1] Case pack on basis of 48 ½-pound cans per case.
[2] No record.
[3] 2,623 plus 27 No. 10 cans.
[4] Major canner only.
[5] Almost none.
[6] None reported.

Senator BARTLETT. How long does it take a clam to grow from the time he is a tiny baby until he is ready for the market?

Mr. MEACHAM. About 6 years.

Senator BARTLETT. Thank you, Mr. Meacham.

The witness list is exhausted. The hearing is about to conclude.

Before recessing I want to express my appreciation to those who have testified for giving the committee very helpful information. We are grateful for the time and effort that you have put into this.

We thank those who have attended in a spectator-audience capacity, and most especially the chairman wants to express his appreciation to Harold Hansen for having arranged the meeting place and for having lined up the witnesses and for having done everything else that made this what I believe it to have been, a most successful meeting.

We officially thank the Elks Club for making the hall available.

Although we haven't at the moment shovels to go out on the beach, we are ready to repair to the Elks Club again in about an hour and a half for Dungeness crab.

The committee will stand in recess until an early hour tomorrow afternoon in Juneau, Alaska.

(Whereupon, at 4:31 p.m., the subcommittee was recessed to reconvene in Juneau, Alaska, October 25, 1961.)

NORTH PACIFIC FISHERIES PROBLEMS

WEDNESDAY, OCTOBER 25, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE, SUBCOMMITTEE ON
MERCHANT MARINE AND FISHERIES,
Juneau, Alaska.

The subcommittee met, pursuant to notice, at 3:30 p.m., Hon. E. L. (Bob) Bartlett presiding.

Also present, Congressman Ralph Rivers.

Senator BARTLETT. The committee will be in order.

This is the 11th in a series of hearings being conducted on the Pacific coast by the Merchant Marine and Fisheries Subcommittee of the U.S. Senate Commerce Committee. Hearings heretofore have been held at San Raphael, Calif., and Seattle, Wash.; and that disposed of the three more southerly Pacific Coast States. Then the subcommittee moved to Petersburg, Dillingham, Naknek, Homer, Kodiak, Fairbanks, Anchorage, Cordova, and now somewhat belatedly we are at Juneau.

The committee has been hearing testimony principally on the Pacific coast fisheries, but likewise on transportation problems, and this has been the case in Alaska, where there was considerable testimony offered at both Fairbanks and Anchorage relating to transportation matters. Today and tomorrow, if there is need for a hearing tomorrow, we shall be glad to hear anyone who wants to testify on those subjects within the legislative jurisdiction of this committee.

On an occasion or two we have had witnesses appear on matters not within the jurisdiction of the Commerce Committee, with the idea that the testimony would be excerpted later and transmitted to the proper committee or committees.

We are ready to go now. The first witness is Mr. A. W. Boddy, former mayor of Juneau, representing, it says here, the Alaska Sportsmen.

Mr. Boddy, the committee will be very glad to hear from you.

STATEMENT OF A. W. BODDY, FORMER MAYOR OF JUNEAU, REPRESENTING THE ALASKA SPORTSMEN

Mr. BODDY. Senator, it has been a pleasure to be here today and to appear before the committee. I am looking forward to your invitation.

What I have to say today I think will not take too long. I do not have a prepared statement, as I told Mr. Huse earlier. I just haven't had time to prepare a statement.

I am prepared to make a statement in regard to what I consider one of our real serious problems in connection with fisheries in Alaska. It is a North Pacific fisheries problem which is nothing new.

We have had, certainly, reason to believe that we have been in jeopardy in the North Pacific for a number of years. But it appears now more so than ever that with the increased number of boats from other countries which are visiting our North Pacific areas, who are taking large amounts of fish, I think that we have reason to have real concern and certainly action is necessary to bring this into some order and to insist that conservation measures similar to what are being observed by ourselves and by the Canadian fishermen visiting the area are observed.

I am very much concerned about some of the methods that are being used and the effect that it will have, particularly on our halibut fishery.

I am inclined to agree with our neighbors to the south. I don't recall the exact testimony, but one man in Seattle testified to the effect that unless something was done our halibut fisheries are certainly going to be greatly reduced and greatly jeopardized. I agree with him. I think that there is a real need for concern.

I think that the Federal Government has certainly an obligation to assist in this field, in this area, to try to bring some understanding between the Japanese and the Russian fishermen who are primarily involved, besides ourselves and the Canadians, to see if we can't get some readjustment in their methods and thinking with regard to taking of fish, particularly now that they are entering into an area where our halibut fishery, you might say, perhaps not originates but certainly develops, and it will have a real detrimental effect.

Also, I would like to again remind you, Senator, that I mentioned a number of years ago that the need for establishing fishing rights there in regard to bottom fish, other than halibut—we have been thinking mainly of halibut and salmon in these waters for so many years—that now we perhaps should be establishing some rights as far as other fish are concerned, other species, because they are of real importance and they are going to be increasingly important to us.

I think perhaps one other area of vital concern to Alaska is the Columbia River Basin system. I was very much encouraged to see that there have been some steps taken to help bring back, protect the runs in the Columbia River Basin. I realize that this is not in Alaska, but certainly it has a bearing and effect on Alaska. I am very much in favor of legislation which was introduced by one of your colleagues from the State of Oregon to do something about further protecting and maintaining those runs in the Columbia River Basin system.

Also, I believe that we have made very definite steps forward and they should be continued to encourage active participation of the States of Alaska, Oregon, Washington, and California in this cooperative effort that they have been working on successfully in the past few years. I am sure that this is going to be of tremendous value to all of us if we can have a continuance of it, and particularly if we can have an active participation on the part of the Federal Government, not only from the standpoint of dollars and cents but par-

ticipation in the field of research and transmission of the findings to the various State departments. This seems to me to be of real vital importance and certainly as far as it has progressed to date has certainly, I think, proven itself to be a really good program.

Here, of course, in Alaska, we have our problem of restoration. I think perhaps you are as well aware of that as most of us here in Alaska are.

This year's pack is perhaps better than last year, but we have still reason for concern and reason to pursue ways and means of restoring our fisheries. This is certainly something that I think all of us realize, that we are still, although on the increase, far below what we might call a normal level of production.

I don't know what your procedures are here, Senator. There is one other area I would like to get into that is not directly in fisheries, but it does come under your committee.

Senator BARTLETT. Our proceedings, Mr. Boddy, are highly informal, as you have noticed.

Mr. BODDY. We have had some correspondence, you will recall, last year, in regard to the bill that was introduced with regard to the protection of marine mammals on the high seas.

Prior to making any formal statement on behalf of the council, I talked with Mr. Brooks regarding the feelings of the Alaskan Department of Fish and Game. At that time I think we both had similar feelings in regard to the original bill. However, I learned that amendments had been proposed by the Department of the Interior which, in my opinion, took away the objections that I had to it originally. In other words, it assured us that the State of Alaska would have complete jurisdiction within the territorial waters of the State.

Since that time I have had a copy of the report, and also a notification of passage in the House. I have been led to believe that this will have further consideration on the part of the Senate in the next session of Congress. We still hope that there will be favorable consideration given to this legislation by the Congress at the next session.

I believe that it is necessary. It is desirable. In my opinion, the State of Alaska is not being jeopardized in any way so far as invasions of States rights are concerned, and I am hopeful that if this legislation does pass that the Federal Government, Fish and Wildlife Service, Department of Interior, and the State of Alaska will recognize their responsibilities to work out some program which will be in the public interest and will do their best to solve some of the problems and to work toward a very close working relationship with Russia so far as it is possible to determine populations and population trends and matters of that nature on polar bear and walrus and those mammals which we know visit both sides of the line and have no particular interest in that line.

Perhaps I am not up to date insofar as the standings of this, but I believe it is before the Senate committee now for consideration.

Senator BARTLETT. You are correct.

What organization do you represent, Mr. Boddy, in your appearance here?

Mr. BODDY. The Alaska Sportsmen's Council.

Senator BARTLETT. Tell us something about it.

Mr. BODDY. It is a statewide organization, similar to what you find in other States, to band together in an endeavor to represent the people of the State of Alaska, not only in an instance such as this at hearings but also to band together with other similar organizations and States. Now we are affiliated with the National Wildlife Association and have affiliations with other organizations which I am sure you are familiar with, the National Wildlife Institute, and working relations with the Izaak Walton League and people of that nature.

Senator BARTLETT. Yes, I am.

Mr. BODDY. We have at the present time, I believe, practically all of the organized clubs, sportsmen's organizations, conservation organizations in the State of Alaska in our membership.

Senator BARTLETT. How many members?

Mr. BODDY. About 2,500 members at the present time.

Senator BARTLETT. Do you occupy an official position with the Council?

Mr. BODDY. Executive director, on a free basis. Let's add that, because there is no one in our organization who gets any compensation.

Senator BARTLETT. This is unthinkable.

Mr. BODDY. Well, it is a fact.

Senator BARTLETT. Mr. Boddy, it so happens that you are the first witness in Alaska, or elsewhere, to testify before this committee on H.R. 7490, which is a bill entitled "Protection of marine mammals on the high seas." I am glad you brought that subject up. I think we should go into it a bit further, but not right now. I say not right now because I have some material in my briefcase which I left in my hotel room. I wonder if you could be with us tomorrow morning; would that be possible?

Mr. BODDY. It is possible. I am scheduled, Senator, to go to Anchorage tomorrow to attend the League of Alaska Cities meetings.

Senator BARTLETT. Suppose you would be the first witness tomorrow morning, and we can start reasonably early. Let's go into that, if you can spare the time.

Mr. BODDY. I will certainly make an effort to be here.

Senator BARTLETT. It will be useful to have testimony from you, from the State people, and the Federal people, if they desire to be heard.

Mr. BODDY. I agree.

Senator BARTLETT. That is good.

Your fears relating to halibut don't arise because the Japanese are doing any fishing of halibut east of this famous line, because our understanding is that they agreed under the 1952 treaty to abstain from taking of halibut east of that line.

Mr. BODDY. That is right.

Senator BARTLETT. And they have faithfully agreed to that agreement.

Mr. BODDY. Right.

Senator BARTLETT. Does your fear arise, then, on account of the announcement made by a Russian observer at the meeting in Vancouver, I think a year ago this very month, that quite likely the Russian fishing fleet or segments of it would move south of the Aleutians?

Mr. BODDY. That is correct, Senator. I think that has a very definite bearing on it. Of course, the impression that I have, and the information I have, leads me to believe that although the Japanese are not taking halibut, but their methods in taking other fish in the area, their operations, would be and could be very detrimental to the halibut fishery although there is actually not a taking of halibut in the area.

Senator BARTLETT. It is incidental.

Mr. BODDY. Right. But it occurs in a possible area where they could damage the rearing ponds or rearing stages in which these halibut grow.

Senator BARTLETT. As far as you know, there is no fishing for halibut as such by the Japanese?

Mr. BODDY. That is right.

Senator BARTLETT. We were told in Cordova that the captain of a Canadian research vessel observed the Japanese taking halibut in an area forbidden to them, and he saw it loaded on the vessel, and he estimated the amount at 30,000 pounds. We were further told that this had been reported to the State Department, with results unknown as far as our informant is concerned.

We intend to check into that. We hadn't heard that before. Certainly it is worthy of inquiry.

Do you see the halibut fishery as being in delicate yet good balance on account of the work performed by the international commission which restored the fishery from the point to which it had descended, until now it is a fairly prosperous fishery, and you would fear that if the Russians were to come in, or the Japanese were to take halibut, that it would be perhaps wiped out?

Mr. BODDY. I am fearful, Senator, that something of that nature could happen. It would be probably going to an extreme to say that it could be wiped out. It certainly could be damaged. We certainly made great strides under the International Halibut Fisheries Commission to restore and maintain the fishery on a good, sound basis. Certainly this intrusion or addition to what without their cooperation and understanding and knowing exactly what is going on is certainly going to jeopardize it. I think that is the only assumption that we can take at this time.

Senator BARTLETT. Have you heard any demand from Alaskans that the treaty, existing treaty, be ended insofar as halibut and herring are concerned?

Mr. BODDY. Not to my knowledge, Senator. I haven't heard that.

Senator BARTLETT. Mr. Boddy, you stated a need, in your opinion, for establishing rights to the bottom fishery. I suppose you did that mindful of the fact that Japanese and the Russians, particularly the Russians, in the last couple of years, have been very aggressive in that particular fishery. How would you recommend that we go about this? What do you think ought to be done?

Mr. BODDY. To be honest with you, I don't know all of the answers to how this can be accomplished.

I have felt, and thoughts have been expressed by others, that we need some large vessels in the area, perhaps larger than any of the vessels that the State has at the present time, or larger than what you would normally find operating in the area, that is, on an individual basis. It would seem to me that here is an area where we needed assistance

from the Federal Government in providing some vessels, suitable vessels, for this exploratory work and investigations, to assist us in establishing our rights in this particular area with regard to these particular fisheries.

It seems that if we were rather limited in time, I would assume, if we don't move rather quickly, there won't be anything left for us to establish; everyone else will have their hooks into it and we will be left on the outside. That is about the way it appears.

Maybe that is being a little overanxious, but I feel that we are in danger there.

Senator BARTLETT. Do you see the need as a Federal one in this connection?

Mr. BODDY. I think perhaps, right at the moment, that is about the only recourse that we do have.

Senator BARTLETT. You would have the Federal Government go beyond the point of research, then?

Mr. BODDY. Well, to the extent if possible to assist us in establishing—that is, the United States—rights insofar as we can by actually determining what we have in the area in the way of fisheries and the value. I am sure, once we have determined that we do have an important fishery there, that there will be vessels that will be capable of moving in and fishing the area and maintaining our rights in the area. But at the present time, as I understand it, we have been pretty much absent in this whole picture and everyone else seems to be staying far ahead of us.

Senator BARTLETT. We were told that an American skipper reported having steamed at 6 knots for 24 hours before he had passed through a Russian fleet up there, which, if that is the case, would indicate a fairly sizable Russian fishing fleet in those waters.

Mr. BODDY. That is certainly true. I know we have heard similar reports. I hadn't heard that one, Senator, to the effect that there were large numbers of large vessels and that they were well equipped and that they were using methods of fishing which are very effective but probably not particularly designed in any way to conserve or to follow any of the normal lines of conservation so far as fisheries are concerned. It seems to be one of exploiting rather than any thought of conservation or continuance.

Senator BARTLETT. Mr. Boddy, do you have any opinion, any advice to offer the committee, as to what ought to be done concerning the bill introduced in the House of Representatives by none other than Congressman Rivers, and the companion bill before this committee, S. 1230, to amend the Saltonstall-Kennedy Act to provide additional funds to the fishing States for research and rehabilitation of the fisheries?

Mr. BODDY. I think we are on record, as I recall, supporting that legislation. I am quite sure that we are. I think it is good legislation, something that will certainly help us in our efforts, not only the State of Alaska but all of the States that are involved in the fisheries on the Pacific coast.

Senator BARTLETT. It goes all over the Nation, of course.

Mr. BODDY. That is right. I am speaking primarily from the standpoint of the Pacific coast now, because I am not prepared to speak particularly in regard to what the needs are on the Atlantic coast.

Senator BARTLETT. We haven't had too much support, as I recall, they have evinced no great interest in it.

Mr. Boddy, are you satisfied with the manner in which the State is administering fish and game?

Mr. BODDY. Yes. At the moment I think we still have some areas in which I believe we have got to have some adjustments. But, generally speaking, I think that the State is moving forward to a good management program.

We have, I think, as could be expected, some mistakes which I think the boys in the Department will recognize as well as admit—there is no reflection on the Department as a whole or on the individuals—but generally we are getting ourselves in the position where we can do a good job of management. We still have some areas which need building up, particularly I believe that everyone here in the State—and I am sure that you will concur—we need more money for information and education. It is again a matter, though, for the legislature having to decide when they have budget hearings as to how much money can be allocated to one department and how much to another.

Finances are a problem within the Department, particularly in some areas. We are hopeful that this will improve and that there will be adequate funds available for all phases of the management program.

The I. & E. program, I feel, is one phase which we definitely need to expand here in Alaska. It is of vital importance to every other department or segment of the management. It certainly hasn't been getting the attention that it should have.

I think that the personnel—I want to go on record as saying this—the personnel that they do have in the I. & E. Department is doing a magnificent job. They are doing a wonderful job. I hope that they can get some more people as capable and as dedicated as they are, if the funds are available.

Senator BARTLETT. I shall repeat here what I have said at other hearings, and that is that the Federal Government for the current fiscal year has appropriated something like $7,200,000, all of this money to flow into salmon research in the Pacific. Of course, this sum is greatly in excess of any previous appropriation, and a good share of this, something over $2 million as I recall, has been made available for research in Alaska waters and on the high seas adjacent to Alaska in connection with the need to acquire all possible scientific information prior to 1963, which will be the expiration date for the first 10 years of the Northern Pacific Fishery Treaty.

Many witnesses have told us that although they approve of this that the need is for a surety of funds from year to year so research programs can be projected reasonably far into the future.

What is your opinion of that?

Mr. BODDY. I think that is speaking in terms of good management. You certainly cannot have a good management program if you have a lapse of program, a breakdown of program. It has to be on a continuing basis. I certainly agree that if we are going to be effective it is something that we must have a continuing effort on the part of all of us.

MAR 20 1962
MANHATTAN, KANSAS

I am very much encouraged by the spirit of cooperation and the effort on the part of the coastal States and also on the part of Canada to work with us on this in this field. I think this is a very healthy situation and it should be encouraged. It certainly is something that we all need and can benefit from.

Senator BARTLETT. What do you think of this treaty? Do you think it ought to be renewed as is, or should we make endeavors, even mighty endeavors, to have alterations?

Mr. BODDY. I think perhaps there should be alterations in this, Senator. I am not at all sure in my own mind that the lines which have been established and drawn in the previous treaty are in the best interests of the State of Alaska and the United States.

I know that some of our friends, Japanese, will disagree. They propably are going to point to numerous instances of where we have raised objections and then we have had, for instance, good shows of salmon in Bristol Bay, for instance, and they are probably going to insist that this is an equitable and just line. I am not sure of that myself.

I am hoping that our scientists and biologists will be able to direct us in the right direction in that particular area because I think it is of vital importance to us.

Senator BARTLETT. This year it appears sure that the Japanese took substantially as many salmon originating in Alaskan streams as Bristol Bay fishermen did. The figures aren't all added up, but we were told that it is just a little less than 50 percent, or maybe 50 percent, or maybe a little more than 50 percent. And, of course, this causes us great distress in Bristol Bay.

Mr. Boddy, in your judgment, if it came to a test as to whether we should proceed with the treaty in its present provisions or end it, what would you do?

Mr. BODDY. I think that it is better to have a treaty than to have nothing at all. But I certainly am hopeful that we can convince the Japanese that there is need for adjustments of it, and I would hate to see the treaty dropped entirely because I think that then we would find ourselves in perhaps even a more difficult, a more precarious position than where we presently are.

I know there have been some pretty hot words and exchanges on both sides with reference to the present boundary lines that exist. I know that there are complications there from the standpoint of overall national events and things of that nature. But I am still hopeful that our people will be able to convince the Japanese that there is some need for adjustment.

Senator BARTLETT. One witness testified that he felt all would be well if the Japanese would agree to move the line 5° W. Have you made close enough study to be able to evaluate the benefit of that?

Mr. BODDY. No, I haven't. I don't know how much it would benefit us. I have looked into this; in the past we have discussed it many times.

I am reasonably sure in my own mind that there is need for adjustment. Just where these lines should be drawn, I think, will have to be and should be determined by someone who is more capable than I am and more experienced than perhaps most of us are in this. I do think we need some adjustment.

Senator BARTLETT. Has the Alaska Sportsmen's Council taken any position relating to the proposed hydroelectric development at Rampart Dam?

Mr. BODDY. No, we have not. There have been no discussions on this to this time.

It was mentioned at the last meeting of the council and there was no action taken at all. At that time we had no information, data, as to how this would affect the resources in the area. We, of course, now realize that there are investigations on the part of the river basin people and on the part of the State officials to determine and to prepare information and prepare reports on this. We are looking forward to being able to review those reports. I think that at least our local chamber of commerce is in about the same position because up until now we have, as of now, no factual information to guide us in any way.

Senator BARTLETT. I recommend for your reading and study, when these hearings are printed, the very excellent testimony presented to us in Fairbanks the other day by Mr. Watson of the U.S. Fish and Wildlife Service. He made a splendid and very helpful statement.

Mr. BODDY. The only information that I have had made available to me, and it has been made available to the council and others, is just fragmentary reports as to the apparent importance of waterfowl production in the area.

Senator BARTLETT. I have taken too much of your time, Mr. Boddy, but you are not free yet because here are three more questioners.

Congressman Rivers?

Mr. RIVERS. Mr. Chairman.

Mr. Boddy, you are aware of course that the Japanese high seas salmon fishery also has an impact on the Russian-spawned salmon?

Mr. BODDY. Right.

Mr. RIVERS. And that the Russians are not very happy about the Japanese high seas fishery, either. I suppose you recognize that?

Mr. BODDY. I am aware of that.

Mr. RIVERS. And that the Russians are inclined to lay down the law, so to speak, each year, and more or less circumscribe the Japanese area in the Russian direction, and that keeps forcing the Japanese closer and closer to the abstention line, 175°, which is 5° east of Greenwich, and that of course tends to put more of the impact upon the area where we think our salmon are feeding in this area of intermingling?

Mr. BODDY. Right.

Mr. RIVERS. In that case, of course, I believe the time would be coming when the Russians are going to have to be included in some discussions in connection with this North Pacific fishery, not only with salmon but with regard to halibut, about which you expressed concern, and of course if the treaty, the first 10 years of the treaty expires in 1963, at which time either party can discontinue it or ask for changes or negotiate modifications such as you suggest, will it be your idea that it might be of worth to have the Russians invited to sit around that table and see if the whole thing could be revised on a four-nation basis—United States, Canada, Japan, and Russia—instead of just the three present signatories?

78443—62—pt. 2——20

Mr. BODDY. If Russia would enter into this with the same spirit that the others have entered into it in the past, it would certainly be an advantage, and we would all benefit by it. I am sure that we all appreciate oftentimes the difficulties of getting the Russians to sit down and negotiate these matters or to discuss these matters, but certainly if they were inclined to want to enter into this agreement I think it would be to our advantage.

Mr. RIVERS. It seems to me that we are leading in that direction. If we don't invite them, I think they will be forcing their way, one way or another, to the point where we will be asking.

Mr. Chairman, that is the only question that I have to ask. It seems to me that you have exhausted the field very well.

Senator BARTLETT. I went too far, I know. I took to much of Mr. Boddy's time.

Mr. McElroy?

Mr. MCELROY. Mr. Boddy has been testifying on behalf of a statewide group. He has also been identified as the former mayor of Juneau. I wonder, for the sake of the record, if we could have something as to the specific economic relationship between the halibut fishery and the city of Juneau, the salmon fishery and the city of Juneau.

Mr. BODDY. Even though we have noted in the past, over the years, a decline in the numbers of halibut boats which are basing in Juneau, we have a number of boats basing here on a permanent basis. We still have considerable amounts of halibut delivered into the local cold storage here in Juneau. The exact number of pounds I am not prepared at the moment to say, but it does amount to a considerable amount, even though, as I say, we have lost some of these people who have moved on to other areas and are basing out of other areas. It does contribute considerably to the economy and the welfare of the city of Juneau.

In the field of salmon, it certainly does contribute also to the welfare of the city.

We have a cold storage plant and more recently we have operating there a small cannery which employs quite a number of people and which packs quite a considerable amount of salmon. We have had at various times the shellfish being with the division of highways before I came here.

Mr. MCELROY. Thank you.

Senator BARTLETT. Merle Rhodes, representing the vessel owners is our next witness.

STATEMENT OF MERLE RHODES, JUNEAU, ALASKA, REPRESENTING THE HALIBUT FISHERMEN'S ASSOCIATION

Mr. RHODES. I am representing the Halibut Fishermen's Association.

Senator BARTLETT. Will you give your full name and mailing address so that we may be sure to send you a copy of these hearings when they are printed.

Mr. RHODES. Merle Rhodes, 336 Third Street, Juneau, Alaska.

Senator BARTLETT. And you are representing whom?

Mr. RHODES. The Halibut Fishermen's Association.

I believe Bud Boddy covered the field pretty well, other than we are much concerned with the dragging of the halibut in the North Pacific by other countries, Japan and Russia, not so much what they are taking, the larger fish, but that is more or less not a spawning ground but where the spawn comes down eventually. It is more or less of a hatchery where all the spawn comes down.

We have had some research, I believe, lately on dragging out there, and I believe you will find that the further out you go the more small baby, immature halibut that you will be catching. Our concern is that they are killing off all that young spawn fish by dragging. Not so much by taking the larger fish for human consumption, but the small fish that would be killed in the drags.

Senator BARTLETT. Do you have any questions, Congressman Rivers?

Mr. RIVERS. Are you speaking of the fishing that the Japanese are doing on the other side of the abstention line? I mean, on their own side of the abstention line?

Mr. RHODES. According to the treaty, they were not supposed to take any fish there. But I read in the papers several times—I have never heard it denied—that Japan itself was planning to take 80 million pounds of halibut this year. I have never heard that denied. If they are taking that much fish, besides what else they are killing—we were actually taking 70 million pounds in the last few years, and previously it was only about 60 million pounds from the entire coast, Canada and the United States.

Mr. RIVERS. The reason I asked that, it was my impression that the Japanese are doing all this behind the abstention line. That, of course, is not the major portion of the North Pacific. I am just trying to clear up the point, that is all.

Mr. RHODES. My belief is that, according to the treaty we have with them, that they were not supposed to take halibut.

Mr. RIVERS. I thought they could take them on their own side of the line.

Mr. RHODES. I don't know about the line. In the Aleutian Islands part, I don't really know. It is actually fish that we have conserved for so many years that it would be a shame for somebody to come in there and drag that fish up and eliminate it, actually, as far as commercial fishing is concerned.

Mr. RIVERS. I might say that I am very much in accord with what you say. There is no doubt about that.

That is all, Mr. Chairman.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. I have a curiosity as to whether these immature fish are taken for human consumption.

Mr. RHODES. Whether they are taken for human consumption or not, if they are dumped back overboard they are still dead, if they drag them up. They may use it for fertilizer or something like that. It is fish that are just dead.

Mr. MCELROY. And can't grow any bigger.

Mr. RHODES. No. I do know that we have some recent research in dragging operations out there. I believe that you will find the further out they get, the more of that immature fish that will come

up in the drag almost anywhere you put it, whether it is on their side of the line or our side of the line. It is a shame to kill that fish off.

Senator BARTLETT. Mr. Grinstein?

Mr. GRINSTEIN. No questions.

Senator BARTLETT. Mr. Rhodes, what limitations are placed upon U.S. fishermen as to size of halibut taken?

Mr. RHODES. Five pounds. Under 5 pounds it is against the law to take.

Senator BARTLETT. What if he comes up on the line and weighs 4 pounds Is he alive then?

Mr. RHODES. Fifty percent of them will be dead because of the hooks, the large hooks we use. They catch in the gills and bleed the fish. Fifty percent of the fish we turn over will live.

Senator BARTLETT. And the other 50 percent you are required to throw back, notwithstanding the fact they are dead?

Mr. RHODES. Yes.

Senator BARTLETT. Why is it that the Halibut Commission won't allow you to bring those fish in and utilize them for human consumption or whatever?

Mr. RHODES. Well, there are fishermen who prefer to have that 7-pound limit, that we don't kill off our stocks. But, as I say, there is a certain amount that will be killed.

By having that law in there, there are places where there are a lot of small fish. If you get too much small fish, it is too much work to handle, so we move away from that ground and don't fish on the grounds where we get the small fish.

Senator BARTLETT. Is the Commission possibly afraid that if they allow these little fish to be landed that there might actually be some cheating?

Mr. RHODES. Well, I don't quite understand that, or their reasoning for it. It is in their regulations that the limit is 5 pounds. It has been for a long time.

Senator BARTLETT. When did the season open this year?

Mr. RHODES. The 1st of May.

Senator BARTLETT. What area was that?

Mr. RHODES. That was both area 2–A and 2–B. I gather area 1, whatever it is, down south, was opened at the same time.

Senator BARTLETT. Where is area 2–A?

Mr. RHODES. Cape Spencer and on south. I believe that ends about off of Washington coast, the cape there.

Senator BARTLETT. And area 2–B?

Mr. RHODES. That is from Cape Spencer west, up to the Shumigan Islands, in that neighborhood.

Senator BARTLETT. How about the Bering Sea; is that open for halibut fishing?

Mr. RHODES. This is opened 1 month earlier, usually.

Senator BARTLETT. Are the fishing periods for areas 2–A and 2–B synonymous? Do you start at the same time or close at the same time?

Mr. RHODES. Yes. Area 2 closes on a separate date. They have a quota in each area, something about 26 million in area 2–A and 32 million in the other.

Senator BARTLETT. The quota doesn't apply to the individual fishermen but to the overall catch?

Mr. RHODES. Yes.

Senator BARTLETT. What kind of a year did you have this year?

Mr. RHODES. I had a very good year.

Senator BARTLETT. I think you are right about your interpretation of the treaty. I don't believe the Japanese are supposed to do any halibut fishing in this area at all. Obviously, they didn't take 70 million pounds from the eastern side of the line.

Are the halibut fishermen actually concerned at the suggestion that the Russians might move in?

Mr. RHODES. Yes, they are, very much.

Senator BARTLETT. This would disturb the fisheries to a very great extent if they were to come in and fish aggressively?

Mr. RHODES. Yes, it would.

Senator BARTLETT. In case they did, do you think it would be necessary for us to try to conclude a treaty with the Russians with respect to halibut? I refer only to halibut now.

Mr. RHODES. Yes, it would be. We have been just the two countries, Canada and the United States, for many years conserving on that fish. If we hadn't conserved so much as we had, we would have probably had boats out there. We would have had to have boats out there and fishing those grounds. We have had a big fleet of ships, more than likely.

Senator BARTLETT. Are you permitted to take halibut by dragging?

Mr. RHODES. No.

Senator BARTLETT. You are limited to what method of fishing?

Mr. RHODES. Just hook and line.

Senator BARTLETT. How many lines will a typical halibut vessel use?

Mr. RHODES. It is according to size. Say, about a 5-man boat, they would run fairly close to 50 skates of gear a day. A skate of gear is usually 250 fathoms.

Senator BARTLETT. You can't fish from the opening of the season to the close; is it that you are permitted to go out for a certain number of days and when you return you lay up for X days?

Mr. RHODES. According to the Government, we are allowed to go ahead and fish as long as we want. But there is an agreement amongst our fishermen that we take a rest period of 8 days between each trip.

Senator BARTLETT. You mean there is a voluntary conservation effort initiated by the fishermen themselves without compulsion by the Government?

Mr. RHODES. That is correct.

Senator BARTLETT. I think that ought to be quite instrumental in case we are ever obliged to negotiate with foreign nations, the fact that you were so willing to conserve fish that you lay up as long as 8 days between trips, between voyages, to make sure that there won't be an overfishing. I think that reflects great credit upon all of you.

Mr. RIVERS. Mr. Chairman, a relating question: Does each vessel have a quota that they must observe?

Mr. RHODES. No. You are allowed to bring in as much fish on the trip as you can.

Mr. RIVERS. I mean a quota for the season.

Mr. RHODES. Not each fisherman, no.

Mr. RIVERS. Each vessel?

Mr. RHODES. No.

Senator BARTLETT. Total overall quota?

Mr. RHODES. Total overall.

Mr. RIVERS. I join in complimenting you on this voluntary conservation plan.

Senator BARTLETT. You stay out until you have a load?

Mr. RHODES. A full load.

Senator BARTLETT. Thank you very much, Mr. Rhodes. You have given good testimony here on a segment of the fishery about which we have not heard too much until now.

Mr. RHODES. Thank you very much.

Senator BARTLETT. Mr. Kohlhase?

STATEMENT OF E. A. KOHLHASE, JUNEAU, ALASKA, VESSEL OWNERS ASSOCIATION

Senator BARTLETT. Will you give four full name and your mailing address to the reporter.

Mr. KOHLHASE. I am E. A. Kohlhase, Box 981, Juneau, Alaska.

May I say quickly that I thank you for having my address. I get your field letters.

Senator BARTLETT. He covers the whole Alaskan field.

Mr. KOHLHASE. They are helpful in eliminating some of the bad things we had in the fishing rigging, if you recall the rumpus we had with the Coast Guard people on baskets. At least half the fleet need not carry them any more——

Mr. RIVERS. Carry baskets any more?

Mr. KOHLHASE. Yes.

We are but a little cog in this large wheel, and I almost feel presumptious in taking up your time.

Senator BARTLETT. Don't. We are very glad to have you here.

Mr. KOHLHASE. Perhaps I have something of general interest to all of us.

May I say that I appreciate this opportunity to say a few words on fishery problems as I see them. We of the Vessel Owners Association are practically all active fishermen. The views we exchange and the problems we tackle at our meetings benefit us all, and besides being quite educational seem to further the tendency of wanting to help in rebuilding instead of being a mere harvester of this resource.

We feel the commercial fisherman should be more called upon to take an active part in the rehabilitation of the salmon runs. This reservoir of good will, know-how, and man-power has been neglected in the past.

I recall only too well the last public hearing of the fish and wildlife people when one question only was doled out to each fisherman who wanted to be heard and, of course, no backtalk and no arguments please. Considerable changes, all to the good, in this respect have taken place since our State department of fish and game has taken over the management.

Now, I do not think I am exaggerating when I say that very few fishermen are enthusiastic about endless inconclusive research. I remember quite well when Senator Magnuson said to Mr. McKernan at a hearing similar to this one a few years ago, "Now, don't you fellows research 'til the last salmon is gone. We like to see practical and visible results."

I would like to read at this time a short report by a management agent of the fish and game department, Fritz Creek pink salmon transplant, by Bud Weberg:

It has been our aim in Cook Inlet, as it is with the commercial fisheries division throughout the State, to attempt to put unproductive waters into salmon production. Accordingly, we have been on the lookout for an experimental situation and have found one; namely, Fritz Creek.

Fritz Creek is located about 5 miles south of Homer. The creek is approximately 11 miles long and drains into Kachemak Bay. Surveys indicate that it has adequate flows and spawning gravel (although some of the gravel is compacted). Reports from old timers indicate the creek once supported a run of pink salmon.

A 7-foot falls, which is located approximately 100 yards from the stream terminus, represents a total block to pink salmon.

Pink salmon were seined at China Point, placed in an 8- by 12- by 4-foot plywood live tank, and transplanted by barge to Fritz Creek. Two salt water pumps, capacity 8,000 gallons per hour, were used to provide continuous flows to the tanks.

This is a summary of successive days where more than 2,000 live pinks were transported and planted in this new hatching ground:

Aug. 26:	
Total into tank	478
Losses	6
Into creek	472
Aug. 27:	
Total into tank	560
Losses	0
Into creek	560
Aug. 28:	
Total into tank	750
Died in tank	238
Aug. 28—Continued	
Died behind fence	100
Escaped from fence	60
Total into creek	352
Aug. 29:	
Total into tank	725
Died in tank	70
Died behind fence	62
Total into creek	588
Accumulated into creek	1,972

Losses on the 28th and 29th can be attributed to two main factors: (1) Fish taken on these days were extremely "ripe," and (2) mechanical failure of the pumps for a short period of time.

On the first day of the operation an attempt was made to carry the fish from the creek mouth to above the falls, a distance of about 100 yards (a total of 253: 152 females, 101 males). Salmon were carried in wet burlap bags and released above the falls. A wire fence prevented the return of these fish downstream. On this total, only two mortalities were noted.

The remainder of the plants were released below the falls in a fenced area.

Fish immediately started swimming upstream to the pool below the falls. On August 30 a 30-foot section of a Deneil fish ladder was installed. An estimated 100 salmon ascended the ladder the first 2 days.

It is felt that the ladder should have been installed prior to the initial plant. Had this occurred, the salmon would have been fresher and would have probably used the ladder in greater numbers.

An additional 250 fish were netted and taken above the falls on September 3 and 4, giving a total number of fish above the falls at about 600 to 650.

All in all, we consider the Fritz Creek transplant very successful for the following reasons:

(1) Relatively large numbers of adult salmon can be moved from one point to another.

(2) Pink salmon taken during this stage of maturity show little inclination to return to their original stream (China Point) even if not held by a fence.

(3) The Deneil-type fish ladder is successful.

(4) Fish transplants of this type make for excellent public relations.

This No. 4 is quite important.

We also have too many streams that are now either too depleted or that have never had runs of salmon in them due to impassable barriers, but we expect to continue with this work every year from now on. A part of the work this year was done by volunteer labor of commercial fishermen. We have offers of many other fishermen who want to help. We certainly intend to take advantage of this.

That is the end of the transplant matter.

We have, of course, many hundreds of streams up and down the coast where, with the participation of fishermen, this transplant can be duplicated. Whether right or wrong, we have a strong hunch that a lot more fish will be raised in creeks than in offices. In describing this simple experiment, I primarily wanted to indicate that we are quite confident in the ability of the people of Alaska to handle their fisheries.

We are confident we can raise the funds necessary to manage this resource ourselves. Now, when I say "manage," I mean exactly that; it does not include research and tagging operations undoubtedly very necessary to successfully deal with foreign governments and their fishing fleets. We certainly need help in that field. Our work, even sacrifices in order to conserve, could as we all know easily be in vain if unrestricted salmon fishing on the high seas is permitted. I believe it is agreed that with modern gear and methods the salmon runs could be wiped out in a very short time.

When in 1963 the treaty with Japan comes up for renewal, would it perhaps not be best to offer the Japanese a certain reasonable percentage of the catch, as determined by forecasts, and they in turn be obliged to pay a certain sum of money to help defray the cost of management. If, for example, we have a forecast of some 30 million fish for Bristol Bay and the Japanese fishermen agreed to take no more than 10, 20, 25 percent, whatever figure can be arrived at, would we not prefer this sort of agreement to an uncontrolled and perhaps indiscriminate catch of our salmon runs by the Japanese?

In this very involved and complex problem we surely need all the help and understanding of our Federal Government.

I can't quite agree with Secretary Johannson and others who advocate to curtail the taking of salmon by Japanese through threats of boycotts and retaliations. I like to believe the Japanese would welcome a reasonable agreement, and such agreement could well be in the long run a benefit to both parties.

And now, in conclusion, may I say that I am very optimistic about the future of our fisheries. True, we have many problems, but we will solve them. Perhaps we should work a little harder at them and not expect to make a luxurious living with a minimum of effort. But, all in all, I think we will muddle through.

I was taken by surprise at my good friend, Ed Marvich, who put my name in the paper that I was to appear here, and it was on rather short notice. I will not speak to him for the next 2 years. I would much rather take a beating than testify.

Senator BARTLETT. You should testify every day. You do a good job.

We are going to speak to him. He brought us rolls for lunch.

Congressman Rivers, do you have any questions to put to Mr. Kohlhase?

Mr. RIVERS. I want to compliment Mr. Kohlhase on what he has said, and upon the approach that the people in fishing are taking to this problem.

No questions.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. Along one line.

The forecasting of the size of the salmon run is apparently a very difficult business.

Mr. KOHLHASE. Yes; it is difficult.

Mr. MCELROY. Under your proposal, the Japanese would be allowed to take a certain percentage?

Mr. KOHLHASE. Yes.

Mr. MCELROY. Of the forecasted run?

Mr. KOHLHASE. Yes.

Mr. MCELROY. They get first crack at it, from where they fish?

Mr. KOHLHASE. Yes, they do today.

Mr. MCELROY. In your experience, how accurate are the forecasts?

Mr. KOHLHASE. They have, like weather forecasts, become more accurate, and there is good reason to believe that they will be more accurate in later years. However, if a mistake has been made, it could be regulated and could be straightened out the following season.

Mr. MCELROY. This will be a part of the proposal, if the Japanese get too much——

Mr. KOHLHASE. This is one of the tremendous problems. I realize that.

Mr. RIVERS. Mr. Kohlhase, one more question. The very fact that the Japanese are catching the salmon in the feeding grounds out there would make it almost impossible to tell what the run will be in a particular year. They may pick up a whole run from a particular stream, if that is where they are fishing at that particular time.

Mr. KOHLHASE. If it is uncontrolled; yes.

Mr. RIVERS. If this were worked out so that they were either not fishing on the high seas at all or in a limited manner, then over a period of years it would be a predictable thing within reasonable bounds.

Mr. KOHLHASE. Yes; the uncontrolled Japanese fishing, to some extent, does influence the forecast tremendously. They allow, I think, as much as 30 and 40 percent, one way or the other, because of the unpredictable Japanese fishery.

What is more, as you mentioned, they take now many immature salmon. Perhaps then they could be prevailed upon to take gear of proper size that will not take these immature salmon.

Mr. MCELROY. Would it be better to invite them to fish closer inshore?

Mr. KOHLHASE. Perhaps. That would not make any difference. If they are only allowed so many fish, it wouldn't change the picture, whether on the other side of the 175° mark or otherwise.

Mr. RIVERS. Except the farther they get this way, the more they have grown by the time they get here.

Mr. KOHLHASE. Yes, you have a point there. Between little fishes and big fishes. Perhaps we should go by so many tons or something like that.

Senator BARTLETT. Mr. Grinstein?

Mr. GRINSTEIN. No questions.

Senator BARTLETT. I think you are right. If consideration were to be given to this, it wouldn't necessarily be related to the number of fish taken. It could be on a poundage basis.

Do you know if the U.S. section of the North Pacific Treaty Commission has considered the suggestion you now make?

Mr. KOHLHASE. No, I do not know. I know Russia has a similar agreement, simply assigning the Japanese to so many metric tons and so much area to fish in. Isn't that correct?

Senator BARTLETT. I think that is the way of it.

You are a salmon fisherman?

Mr. KOHLHASE. Yes.

Senator BARTLETT. Where do you fish?

Mr. KOHLHASE. In this vicinity.

Senator BARTLETT. How long have you been fishing here?

Mr. KOHLHASE. Nearly 20 years.

Senator BARTLETT. Last year wasn't too good, was it?

Mr. KOHLHASE. Quite an improvement over the previous season; yes.

Senator BARTLETT. This year?

Mr. KOHLHASE. This year.

Senator BARTLETT. Last year was horrible?

Mr. KOHLHASE. Yes. That was scratching the bottom of the barrel.

Senator BARTLETT. In fact, it was hard to see any bottom at all.

Thank you, Mr. Kohlhase, for a very useful contribution.

Mr. KOHLHASE. Thank you.

Senator BARTLETT. The final witness is Ed Marvich, of the Alaska Department of Fish and Game.

STATEMENT OF E. S. MARVICH, DEPUTY COMMISSIONER, ALASKA DEPARTMENT OF FISH AND GAME

Mr. MARVICH. Thank you, Senator.

The commercial fisheries of the North Pacific are in need of expanded and continuing research if the United States and Alaska are to realize maximum benefits from these bountiful renewable living resources. The rising population of the United States and the world dictates the need for greater utilization of the sea as a source for food. This has been dramatically brought to our attention here in Alaska since we have seen, in the short span of the past several years, a tremendous buildup of foreign fleets which are operating on the bottom fish stocks just outside our front yard. We must bear in mind that the products of these foreign fleets are in direct competition with those produced by our own fishermen.

The lower wages and operating costs for foreign fleets gives them a tremendous economic advantage over our people. This, in spite of the fact that American technology and labor-saving devices are well known to be without parallel.

It appears that the U.S. position would be weak in any future negotiations considering management and utilization of the North Pacific fishery resources other than shrimp, crab, halibut, and salmon if the

U.S. nationals do not enter this rapidly expanding fishery. We would find ourselves in the position of having a vital interest in their conservation and harvest; yet, when questioned, we would be obliged to admit that we were not participants in this fishery.

How can our American fishermen compete successfully with the foreign fleets in harvesting the bottom fish stocks? This appears to be the big question.

It seems to me that the U.S. position would be enhanced in any future deliberations on an international level if our fishermen were actively engaged in this fishery at this time. Aside from considerations of international negotiation, these North Pacific fisheries resources represent a vast new source of fisheries products for the markets of the world. They similarly represent a source of new employment for American fishermen. Along the Bering Sea coast the present salmon fishery is limited to a matter of weeks out of each year. A year-round fishery is necessary to sustain the growing populations of that area. A development of the bottom fishery would go a long way toward fulfilling the economic vacuum.

It may be that a program of partial subsidy by the Federal Government might go a long way toward creating an advantageous situation. The subsidy need not be in the nature of a continuing one. Rather, it might only be paid until such time as the industry has gained its footing. Through the use of subsidies, the Government might well be able to orient the industry in directions it would not otherwise go.

Nor is a subsidy program for the development of fisheries a unique one. I need only refer to a report prepared by the Legislative Reference Service at the request of Senator Magnuson, chairman of the Committee on Commerce, entitled "The Fishing Industry: A Report on Foreign Governmental Protection of Fishing Industries Against Competition From Imports." While the title is somewhat restrictive, the report actually analyzes carefully the subsidy programs of foreign countries as related to their fisheries. Subsidies have varied from government loans in Belgium, direct subsidies in France, to enormous tax reductions in Chile.

In light of this governmental aid to the fishing industry in other countries, I do not feel that we can afford to wait any longer. If our industry is to take advantage of the vast new sources of fish products, they must have Government assistance. And they must have it soon.

Alaska's specific problems in connection with the orderly conservation and harvest of the commercial fisheries resources are manifold. The salmon must be rehabilitated to the point where maximum sustained harvest can be achieved. The salmon resources have declined drastically during the past five decades. Salmon production figures have been reviewed on numerous occasions by this committee; hence, I will be brief and merely enter a synopsis of the salmon picture for the record at this point.

The salmon fisheries have been the lifeblood of Alaska's commercial fisheries; about 85 percent of the entire commercial fisheries harvest has been contributed by the five species of salmon. Alaska's salmon harvest was at its highest level in 1936, when 8,455,000 cases were packed. The average pack between 1922 and 1946 was 5,490,000 cases. From 1950 to the present there has been a drastic decline in

the salmon pack; the average pack during the past 5 years has been about 2.5 million cases, with an alltime low pack of 1.6 million cases in 1959. From these figures one can readily see that the State is faced with the responsibility of rehabilitating its once flourishing salmon populations to their former level of abundance.

Alaskans did not become suddenly concerned with the status of decline of their salmon resources when faced with the management of these resources on January 1, 1960, at which time control over fish and game was transferred from the jurisdiction of the Federal Government to the new State. Alaskans have long been apprehensive concerning the decline in salmon abundance and have appropriated millions of dollars, under territorial status, to supplement and complement the programs of the Federal Government.

In 1952, for example, the Territory, through the Alaska Department of Fisheries, provided one-half of the total number of stream guards for the protection of the salmon in all of Alaska. These men were paid out of territorial funds but were instructed and supervised in their duties by the Fish and Wildlife Service. The Federal agency was provided with the men; the Territory paid the bill.

I could cite many additional examples of assistance rendered by the Territory to the Federal Government. The point I am trying to make here is that Alaskans have, by their past action, demonstrated their willingness to support a program of progressive commercial fisheries management, rehabilitation, and conservation. One must also bear in mind that under territorial status Alaska had no regulatory authority whatsoever over its fish and game resources.

Many reasons could be proposed for the decline in salmon abundance. In any case, basic biological information is of paramount importance if the salmon of Alaska are to be managed properly. Problems which must be answered include predictions of the magnitude of the various runs, optimum escapements for reproductive purposes, the separation of races in the commercial fishery, and factors influencing fresh water and ocean survival, among others.

Fish are a living resource completely dependent on their habitat. Habitat conditions change from day to day, month to month, and year to year. The fish, being responsive to their habitat, may fluctuate in abundance from year to year because of unpredictable changes occurring in their environment. In order to obtain the answers necessary for proper management, research on the salmon and other commercial fish is imperative on a continuing basis.

Alaska, under territorial status, recognized the need for continuing research, rehabilitation, and development of the commercial fisheries. The State of Alaska, charged with the authority for the harvest and conservation of these resources, has assumed its responsibilites. During the current fiscal year $3,467,697 was appropriated to the department of fish and game; the majority of these funds are expended for commercial fisheries work. This amounts to 8 percent of the total budget of the State. I doubt if any other State sets aside a like proportion of their overall budget for fish and game administration.

The $3.5 million appropriated to the department of fish and game provides for a staff of 24 commercial fisheries biologists who are involved in applied research and management problems, 6 scientists doing research mainly on salmon with a modest effort in king crab, and a staff of 27 protection officers. During the salmon season an

additional several hundred men are retained to assist in the management and enforcement efforts. From the program of the department as outlined one can see that only a small amount of research, rehabilitation, and development of the commercial fisheries is in progress, in spite of the fact that Alasaka is dong the best is can to finance this work.

At this time I should like to discuss Federal legislation pertinent to commercial fisheries. An outstanding bill is currently being considered by the U.S. Congress—S. 1230, introduced by Senator Gruening and 22 cosponsors. S. 1230 would amend the Saltonstall-Kennedy Act to provide an additional fund for apportionment to the State having a commercial fishery. The bill would have a tremondous impact. It would provide funds to the various States for desperately needed factfinding, development, and rehabilitation efforts in connection with their commercial fisheries.

Alaska is currently supporting a program in commercial fisheries to the best of its ability. S. 1230 would give the State's program a huge boost, thus accelerating commercial fisheries rehabilitation, development, and management, with a maximum sustained harvest for the benefit of all the people as the ultimate objective. We wholeheartedly support S. 1230 and urge the Congress to press for early enactment of this vital legislation.

For purposes of the record, at this point I should like to include a copy of Resolution 10, which was adopted at the annual convention of the International Association of Game, Fish, & Conservation Commissioners at Memphis, Tenn., on September 12, 1961. I would like to read that, if I may, Senator.

Senator BARTLETT. You may, Mr. Marvich.

Mr. MARVICH. This is Resolution 10, "Federal Aid to States for Commercial Fisheries Programs:"

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 International Association of Game, Fish, and Conservation 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; 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.

I should like to comment on another bill, H.R. 7595, which has been introduced to establish an advisory committee on king and silver salmon. The bill provides that the committee be composed of a representative of each of the Pacific Coast States and, in addition, Montana, Idaho, and the Federal Government. The Secretary of the

Interior would appoint the chairman and vice chairman and the committee would select a staff director and other necessary personnel. The State of Alaska opposes H.R. 7595, since machinery already exists to carry out this basic cooperative policy.

The Pacific Marine Fisheries Commission, established in 1947, was created to bring about close coordination in the management of the commercial fisheries, including king and silver salmon, which are known to migrate beyond the boundaries of the various States and do contribute to the sport and commercial fisheries. California, Washington, and Oregon are charter members of the Pacific Marine Fisheries Commission.

Legislation recently passed by these States provides for the admittance of Alaska and Idaho into the compact. House bill 273 has been introduced in the Alaska Legislature for joining the Pacific Marine Fisheries Commission. For many years Alaska, Canada, and Idaho have participated at Commission meetings as invited guests.

The Pacific Marine Fisheries Commission is composed of members from the States which are charged by statute with the responsibility for management of the king and silver salmon. H.R. 7595 presumably would be composed of the same people except for a Federal appointee, and much greater influence by the Federal Government. Alaska has statutory responsibility for the management of the salmon resources and is opposed to passage of H.R. 7595, since we are apprehensive that the creation of a new committee, as outlined, will further complicate rather than simplify solution of problems relative to the king and silver salmon. The Pacific Marine Fisheries Commission is capable of providing the liaison and cooperative efforts vital to the conservation and management of these species.

Senator BARTLETT. Right.

Mr. MARVICH. The State of Alaska opposes the enactment of this legislation, in its present form at least, for the reasons that:

1. It is premised on the false precept that the populations of polar bear, walrus, and sea otter are in a decimated condition and in eminent peril of complete destruction;

2. It assumes that Federal intervention is essential to turning this tide of disaster; and

3. Imposition of Federal control over these resources would force the abandonment of the wholly adequate conservation program which the State is pursuing with respect to these animals while replacing it with a Federal program of questionable appropriateness and effectiveness.

The cause for our reservations in this latter matter will be understood by considering the feeble and apathetic polar bear and walrus conservation efforts by the Federal Government during the years of territorial status.

The most recent and reliable information concerning the present population levels of these animals indicates that Alaska's sea otter population probably exceeds 40,000 individuals; there are conservatively 90,000 to 100,000 Pacific walrus, and sufficient numbers of polar bear to withstand current harvest demands by American nationals in perpetuity. There is much indirect evidence that populations of all three species of animals are at least sustaining themselves and there is no evidence of a reliable sort, that is based on actual field observations, that would support views to the contrary.

It is important that legal restrictions limit harvests to levels that these populations can sustain indefinitely. Alaska has the inclination and legal means to provide proper management of these resources and has already demonstrated its ability to do so. Because the entire harvest of these animals by American nationals involves either resident Alaskans or nonresidents who base in Alaska and are subject to Alaskan laws, we can see no reason for Federal intervention. If the national interest and resource welfare are paramount considerations, then the State conservation and management program should indeed be preserved.

We do recognize that the Federal Government might serve a useful role in conducting high sea research and that it should be in a position to carry on international negotiations relating to these animals should the need and a favorable climate for such action develop. Thus, with proper amendments, it is possible that H.R. 7490 could be useful and would at least not be harmful.

In its present form, however, it would bestow management authority in the Federal Government and so jeopardize the first sound and successful conservation program that has been directed toward the polar bear, walrus, and sea otter.

Senator BARTLETT. Mr. Marvich, on the first page of your statement you refer to bottom fish. Will you name them?

Mr. MARVICH. They are the soles and flounders, largely, that are found in the North Pacific. I believe these comprise a large proportion of the catch in that area that are being worked on by foreign fleets.

Senator BARTLETT. That is what the Russians are principally taking now?

Mr. MARVICH. I believe that is the case; yes, sir.

Senator BARTLETT. Do you have any notion of the proportion of soles to flounders?

Mr. MARVICH. No, I do not. I do not have those figures. I would be happy to try to get them for you, Senator.

Senator BARTLETT. It is not important.

On the second page, you recommended a Federal subsidy so that American fishermen could go into this part of the ocean and establish some American rights. What direction do you think that subsidy should take?

Mr. MARVICH. I wouldn't pretend to be an expert in the field of incentive programs, Senator. I suggested several avenues of approach here, which I think should be given thoughtful consideration. Whether the approach should be by outright subsidy, loans, or grants, I am not prepared to say at this time.

Senator BARTLETT. Or ship construction subsidies, I suppose, would enter into your recommendation?

Mr. MARVICH. It would, sir. To my line of thinking, that might be either a loan or grant or a part of both.

Senator BARTLETT. In any case, that fishery is not now sufficiently profitable at all to American fishermen to enable them to go in and compete against the Russians?

Mr. MARVICH. That is correct.

Senator BARTLETT. What if they were able to, with or without a subsidy from the Government; is there a ready market for that type of fish—bottom fish?

Mr. MARVICH. The market for bottom fish is rather limited, Senator. I think, in this connection, that an approach that might very well be made to this problem would be to have a technological program and marketing program in connection with the disposition of any fish that might be taken by American nationals. It is well known that the consumption of fisheries products in the United States is much lower than that from other, foreign countries. I believe that a marketing program could be developed which would develop greater utilization of fisheries products throughout the United States.

Senator BARTLETT. Do you forsee an increasing need of the protein which is supplied by fish in view of the rapidly growing population of the world?

Mr. MARVICH. I do, sir. If what I read is correct, this population explosion is a reality. We are faced with it and I think we must accept it and we must prepare for it.

Senator BARTLETT. The president of the Cordova Chamber of Commerce, William Ekemo, at lunch yesterday, told me he read an article stating that in 65 years there wouldn't be moving room on the earth for the people, and a Russian engineer—or at least a Russian, had suggested that we would have to build cities on stilts. Whether or not he described how the people were to be fed once they were up there, I don't know.

On page 3 you made a statement very interesting to me, and I shall quote the sentence:

> The salmon resources have declined drastically during the past 5 decades.

Are we to infer that the decline has been steady during that time?

Mr. MARVICH. No, sir; you are not. That statement bears amplification. The decline has not been steady. We have had peaks and low levels, but the overall picture has been a decline. The drastic decline has occurred since 1950, as I pointed out in my brief.

Senator BARTLETT. Forty years ago did we pack as many as the average pack between 1922 and 1946, described by you as just under 5½ million cases?

Mr. MARVICH. I don't have those figures in my mind right now, Senator, but I will furnish them. The pack was not low during that time.

Senator BARTLETT. I suggest, for purposes of clarification, that you might want to submit an additional written statement on this particular statement.

Mr. MARVICH. I would be happy to do so.

Senator BARTLETT. That leads me to say now which I should have said at the outset: The record will be kept open for a period of 30 days so that those who have testified and who will testify may submit additional statements in writing or, alternatively, those who did not testify but who desire to do so may submit written statements. Those statements should be mailed to Mr. Harry Huse, Senate Committee on Commerce, Washington, D.C.

You endorsed, on behalf of the State of Alaska, S. 1230, and read the resolution adopted by the International Association of Game, Fish & Conservation Commissioners favoring the bill. You are aware, of course, that a similar bill is before the House of Representatives, having been offered by Congressman Rivers, and I take it that your endorsement likewise goes to that proposed legislation?

Mr. MARVICH. It does, sir.

Senator BARTLETT. Are you aware of the fact that this bill has received an adverse report from the Secretary of Agriculture?

Mr. MARVICH. I am, yes, sir.

Senator BARTLETT. We are all aware of the fact that, given the opposition of any department of Government, the task of passing a bill becomes more complicated than otherwise would be the case.

You are aware, also, I am sure, since you are familiar with that unfavorable report, that the reason for it is primarily that he, the Secretary of Agriculture, does not want further funds taken from the Farm Credit Corporation and particularly because he uses those funds to buy up surplus farming products. We have had some opposition manifested in a preliminary way already from those interested in those programs.

The Saltonstall-Kennedy law made the first inroads on this particular fund by requiring that a certain portion of the tariffs collected on importation of fish be diverted to the Saltonstall-Kennedy fund.

The Rivers-Gruening bills would place another 30 percent of those import levies in fisheries research, and the Secretary of Agriculture doesn't like it.

We may have to search around for a little variation in formula here. Do you have any ideas on that?

Mr. MARVICH. Frankly, I like the formula that has been proposed by S. 1230, which provides that 30 percent of the duties collected be set aside in the special fund and apportioned out to the States. The impact to Alaska would be roughly in the neighborhood of $550,000—I believe it is $564,000, if my memory serves me correctly, per year.

Senator BARTLETT. Under the terms of the legislation as introduced, but not under the provisions recommended by the Secretary of the Interior in his report. He wants to drain some of this money off for other purposes.

Mr. MARVICH. Thirty-eight percent would be the total drain, I believe, if I recall, Senator.

Senator BARTLETT. He wants, for example, 8 percent for administration, which seems to me to be an abnormally high figure when his only duty will be to take the money from the Secretary of Agriculture and turn it over to the States. That is one portion of his recommendation which I doubt very seriously would be followed.

But, returning to the fact that you prefer the formula now stated in the bill, and I do, too, we have to recognize the fact, because it is a fact, that there are a lot more farmers in this land with a lot more voting representatives in the Congress than there are fishermen with voting representatives.

In this connection, should the going get rough and tough, and granted the fact that the Congress won't be in session again until January of 1962, I should urge that all the brains of the people here interested in this important subject should be addressed to the possibility of finding another approach should the need arise. It won't be easy, Mr. Rivers will testify to that, because we have gone clear around the mulberry bush in searching for ways and means.

Mr. Marvich, I want to thank you for an excellent statement. It is very useful to us. I look forward to having you return in the morning for a further discussion of the marine mammals bill.

78443—62—pt. 2——21

Congressman Rivers?

Mr. RIVERS. Mr. Chairman, I join in your expression that the obtaining of more money for research through the proposed legislation to amend the Saltonstall-Kennedy Act is of real importance, Ed. I think that, as cut down under the Secretary of Interior proposal, the amount Alaska would get would only be about $300,000 a year; is that about right?

Mr. MARVICH. That is my understanding of the bill.

Mr. RIVERS. Even though that is not a very impressive amount, it would still be very useful; would it not?

Mr. MARVICH. Any help would be useful, but you would be watering down the bill to the point where the rehabilitation, development, and accumulation of factual knowledge would be greatly slowed down.

I believe the other States would join Alaska in their statement that we need help and we need help now, and we need as much help as we can get.

When one considers the magnitude of the commercial fisheries throughout the United States, and in Alaska specifically, $564,000 a year for factfinding, research and development seems like a very modest amount of money to me.

Mr. RIVERS. It does to me, too.

One of the troubles with the formula is that it results with California, with the biggest fishery getting about 20 percent of the whole fund. It has been suggested that perhaps a 15-percent maximum might be imposed. Whether we would alienate California's support by such a limitation, I don't know, but I would like to see more of it go to the other States and not quite so much to the State of California.

That might be the fault of the formula. But when you work a formula, you know it has got to be made a general application, unless you start putting on ceilings or floors. That is part of the problem, that so much of the money goes to one State that there isn't so much left for these other important fisheries as there should be.

I would like to ask you a question along this line. In the course of previous testimony the question came up as to whether the North Pacific Fisheries Convention prohibits the Japanese from fishing for halibut. I think you, as an authority, would probably be able to give us the correct answer.

Mr. MARVICH. It does prohibit them from fishing for halibut east of 175° W. longitude.

Mr. RIVERS. That answers it.

I asked that for the record, recognizing that Ed would know and would be able to give us an authoritative answer.

The other questions, Mr. Chairman, bear upon the bill which has been put over until tomorrow morning.

Senator BARTLETT. Thank you.

Mr. MCELROY. I have one question which doesn't pertain to Alaska, but I won't have a better opportunity of getting a good answer.

Mr. Marvich has referred to the report prepared by the Library of Congress for our committee on subsidies for fisheries by other governments, and also other prospective devices for the fishing industry. He mentioned particularly one item in there which caused some won-

derment on my part, and that is the program in Chile which includes an abatement of up to 90 percent in taxes on many items affecting the fishing industry.

What I wonder about, and maybe you can answer, is whether they are trying to start a wholly new commercial fishing industry in Chile with an elaborate governmental program.

Mr. MARVICH. I am not acquainted with the specifics with regard to Chile.

Mr. MCELROY. It seems to do so much beyond what other governments do, although other governments, according to this report, do subsidize every phase from the acquisition of gear even up to the point in Holland, I believe, of helping merchants buy freezers for storing frozen fish. It is just an unusually elaborate program.

Senator BARTLETT. We should find out something about that before we are through.

Mr. Grinstein?

Mr. GRINSTEIN. Does the study reveal any countries directly competitive with us, such as Japan, that subsidize their fisheries?

Mr. MARVICH. I am sorry, I can't answer these specific questions in this regard. I simply glanced over this publication and used it in submission of this brief. I was mainly interested in the fact that the other countries do provide incentive programs for the development of their commercial fisheries. At this time I am not prepared to answer any specific question with regard to any one country.

Mr. GRINSTEIN. The suggestion was made in the hearing in Cordova that some revision should be considered on the formula for allocation of funds in S. 1230 because in California, which gets a very large share based on the tonnage landed, there is a limited amount that can be done for their fishery. The fish do not originate in California waters. It is not known where they terminate, whereas in Alaska the fisheries originate and terminate here. Except for a certain period at sea, there is a lot more that could probably be done in rehabilitation and development of the particular fishery here in Alaska. Has any thought been given to that aspect of it?

Mr. MARVICH. I believe considerable thought has been given to what we could do insofar as manipulation of fresh water habitat. Research in fresh water, of course, is of paramount interest to both the State and the Fish and Wildlife Service simply because we have more controls there.

As far as comparison between the apportionments between the States of California and Alaska, on this basis, though, I have not given it any thought. I have not heard it discussed.

Senator BARTLETT. It might be helpful, Mr. Marvich, if overnight, since you presumably will be the witness again tomorrow, you would reflect upon that particular point made by Mr. Grinstein; namely, is the formula based properly in that it allocates funds on the basis of fish landed, whether they are American-caught or not. Obviously, the case in California is that much of the tonnage comes by way of Japanese tuna.

Mr. GRINSTEIN. In the case of the fishery in Massachusetts, I believe the fish are caught 300 miles offshore, and there is very little that you can do with that.

Senator BARTLETT. In any event, Senators Smith and Saltonstall of Massachusetts are opposed to the bill.

Does that conclude your statement?

Mr. MARVICH. That concludes my statement.

Senator BARTLETT. Before you leave the stand, Mr. Marvich, the committee desires to express its thanks to the State department of fish and game for making the facilities of this room available. It has been a wonderful place in which to meet. Are we going to have it again in the morning?

Mr. MARVICH. You certainly will.

Mr. MCELROY. Mr. Chairman, inasmuch as the report of the Library of Congress to our committee relative to subsidies was issued after this series of hearings started, I suggest that we include in the record of these hearings a table showing the general nature of subsidies paid by various nations in which commercial fisheries are important.

Senator BARTLETT. It is so ordered.

(The information requested is as follows:)

Purposes for which government credits and subsidies were extended to the fishing industry in Western Europe and North America on Mar. 31, 1960 [1]

Country	Support of landing prices or operational costs	Acquisition of—		Processing industry	Distributive trade
		Fishing vessels and engines	Gear and equipment		
Belgium	X	X			
Denmark		X			
France		X	X	X	
Germany (Federal Republic)		X	X [2]	X	X.
Iceland		X			
Ireland		X	X	X	
Italy		X	X	X	X.
Netherlands		X		X	X. [3]
Norway	X	X	X	X	X.
Portugal		X			
Spain		X	X		X.
Sweden		X	X	X	X.
Turkey		X	X		
United Kingdom	X	X	X	X	
Yugoslavia	X	X	X	X	
Canada		X	X		
United States		X [4]	X [4]		

[1] OEEC: "Fishery Policies in Western Europe and North America." Paris, September 1960, p. 73.

[2] Includes a subsidy on diesel fuel to the large herring fishery and cutter fishery.

[3] Loans for the installation of freezing cabinets by retailers.

[4] Loans for financing and refinancing of operations, maintenance, replacement, repair and equipment of fishering gear and vessels.

NOTE.—It should be observed that the table merely indicates the types of government credits or subsidies to the fisheries without, however, assessing their magnitude which varies greatly between countries.

Senator BARTLETT. The committee will stand in recess until 9:15 tomorrow morning.

(Whereupon, at 5:45 p.m., the subcommittee was adjourned.)

NORTH PACIFIC FISHERIES PROBLEMS

THURSDAY, OCTOBER 26, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Juneau, Alaska.

The subcommittee met at 9:15 a.m., pursuant to notice, Senator E. L. (Bob) Bartlett, presiding.

Also present, Congressman Ralph Rivers.

Senator BARTLETT. The committee will be in order.

In the first instance there will be placed in the record an article which appeared in Time magazine for October 20, 1961, entitled "Supersalmon."

(The article follows:)

SUPERSALMON

The broad-beamed Chinook salmon were coming home from the sea. Seattle's Lake Union swarmed with the far-ranging voyagers, and when the advance guard struggled up a fish ladder on the campus of the University of Washington, they got an unusually warm reception. Waiting to greet them was Prof. (of fisheries) Lauren R. Donaldson, their breeder, nurse, and public relations man. For these were no ordinary salmon. Conceived on the campus, they were the third generation of college-bred Chinooks, selected for vigor, meatiness, and quick maturing. Dr. Donaldson hopes to develop them into a race of supersalmon that will forage in the northeast Pacific like high-bred beef cattle on the Nebraska sand hills.

REAL MESS

Dr. Donaldson has been improving fish for 31 years. Starting with rainbow trout, a salmon relative, he bred ponderous super-rainbows that weighed 6 pounds when only 1 year old, 500 times the weight of ordinary yearling rainbows. He still raises some of these juvenile giants and gives them to the State department of fisheries for secret release in lakes near Seattle. Then he drives out in the early morning to watch the fun. "All of a sudden," he says, "someone will yell like hell when he ties into one of these monsters. Fishing rods get broken, and as the word spreads, residents complain about the cars parked all over. It's a real mess."

Salmon are harder to breed than Donaldson's trout. Instead of spending all their lives in fresh water, where they can be fattened like hogs, ocean salmon come to fresh-water streams only to lay their eggs. When the fingerlings are 3 inches long, they take off for the sea, where they get most of their growth. They come home to deposit their eggs and sperm with unerring accuracy in the stream where they were hatched.

Donaldson began his salmon improvement program in 1948 with fertilized eggs from Chinook salmon that run up Soos Creek, well south of Seattle. He hatched the eggs in tanks on the campus and nursed the infant salmon until they grew into fingerlings. Then he washed them down a sluice into Lake Union, and they swam out into the Pacific. After four years, the college-bred salmon returned to the campus full grown, like old grads gathering for a class reunion.

HEREDITARY VIGOR

Each succeeding year Donaldson has graduated groups of fingerling salmon, identifying their class by clipping their belly fins. In 1955 came a startling break; 48 of the fingerlings released in 1952 came back from the ocean full grown. This was revolutionary; Chinook salmon normally take 4 years to reach maturity. Donaldson selected spawn from the best of the 48, nursed the hatchlings into fingerlings and launched them into the sea. The fast-growing trait proved permanent; in 1958 a startling proportion of the class of 1955 returned full grown to the hatchery. They were as big or bigger than ordinary Chinooks, and their quick growth had saved them from a full year of ocean hazards. Only about 0.1 percent of ordinary Chinook fingerlings survive to return to their birthplace. In Donaldson's class of 1953, 3.25 percent eventually came home.

Donaldson selected the best fish that returned in 1958, and raised 260,000 fingerlings from their eggs. It is these fish that are now beginning to come home. When they splash up the concrete ladder into a big, new holding tank, Donaldson and assistants will treat them unsentimentally. The best of the females will be split open and their eggs mixed with sperm milked from the best males. The fertilized eggs will be incubated, and when the pedigreed fishlings hatch, they will be fed on the ground-up bodies of their parents.

Dr. Donaldson expects to release 250,000 superfingerlings early next spring when Puget Sound is rich in natural fish food. When the class of 1962 comes back to the campus in 3 years, they should be better salmon than their parents. But Donaldson hopes to improve them even more. "Give us another 10 or 20 years," says he, "and you'll see salmon like you never saw before."

Senator BARTLETT. Mr. Boddy, would you care to return to the stand for further discussion of H.R. 7490, the so-called marine mammal bill?

After you testified yesterday Mr. Marvich, on behalf of the State government, interposed objection to the bill. This is in continuation of opposition previously expressed in writing to the Congress by the State.

There seems to be a decided difference of opinion between the Federal people on the one hand and the State people on the other as to the need for legislation of this kind in consideration of the existing stocks of marine mammals, such as sea otter, polar bear, and walrus.

I should like you to give the committee, if you will, the benefit of your views as to those population levels, and to tell us whether you think they are being depleted, and if there is an imperative need for dual management of this resource, because if this bill were to become law, naturally the State government would continue to exercise regulatory and other authority within the territorial waters of Alaska.

A view of the testimony before the House committee reflects the fact that all witnesses were a little shy, shall I say, of the concept of dual management. What do you think the Federal Government could do that needs to be done and is not being done now.

I now place in the record H.R. 7490 a bill for the protection of marine mammals on the high seas and for other purposes:

[H.R. 7490, 87th Cong., 1st sess.]

AN ACT For the protection of marine mammals on the high seas, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in recognition of the desirability of the conservation of the polar bear, sea otter, and walrus within or upon the high seas outside of territorial waters of the United States, the Secretary of the Interior is authorized in his discretion to take action, consistent with the purposes and provisions of this Act, to protect, conserve, and manage the aforesaid species, hereafter referred to as "marine mammals": *Provided*, That the application of the regulatory powers and the provisions of this Act shall be limited to the

citizens, nationals, and other persons subject to the jurisdiction of the United States on or over the high seas outside of territorial waters of the United States and the property of such persons. The provisions of this Act shall govern hereafter the taking, possession, and transportation of marine mammals on the high seas by such persons.

SEC. 2. (a) Unless and except as permitted by this Act, or in accordance with regulations issued by the Secretary as hereafter authorized, it shall be unlawful to take, attempt to take, possess, transport, sell, offer to sell, purchase, or offer to purchase, any of the aforesaid marine mammals, or any part thereof;

(b) It shall be unlawful for any person, in violation of this Act, needlessly to destroy any marine mammal or needlessly to abandon or waste the usable portions of any such marine mammal, or to waste or to abandon the hide, fur, or skin of such mammal where such hide, fur, skin, or other part thereof has commercial value and its sale is permitted;

(c) The possession of any marine mammal or part thereof in circumstances prohibiting such possession shall, in any action constitute prima facie evidence that it was taken, possessed, bought, sold, or transported, as the case may be, in violation of the provisions of this Act or the regulations relating thereto.

(d) Any guns, traps, nets, aircraft, vessel, vehicles, paraphernalia, or other personal property used in or in aid of a violation of this Act or the regulations relating thereto may be seized; and all marine mammals, or parts thereof, taken, possessed, transported, imported, or exported contrary to the provisions of this Act or the regulations relating thereto may be seized by any officer or person authorized to enforce this Act or regulations thereunder. Upon conviction of the offender, or upon judgment that the same were being used or were taken, possessed, or transported in violation of this Act, such properties may be forfeited to the United States and disposed of as directed by the court; and, if sold, the proceeds of sale shall be disposed of as miscellaneous receipts; and

(e) In addition to the foregoing provisions and other requirements of this Act, the Secretary is authorized in his discretion to issue such regulations and to take such regulatory or conservation measures as he may deem advisable to carry out the purposes and provisions of this Act; and a violation of the regulations of the Secretary shall constitute a violation of this Act.

SEC. 3. (a) Any district court of the United States shall have trial jurisdiction with respect to all offenses and actions regardless of the place of origin of the particular offense or violation;

(b) The judges of the United States district courts and United States Commissioners may, upon proper oath, or affirmation showing probable cause, issue such warrants or other process as may be required for enforcement of this Act and the regulations issued pursuant thereto;

(c) It shall be the duty of the United States attorneys, as required in the particular circumstances and regardless of the place of origin of the particular offense, to prosecute or to assist in the prosecution of actions and proceedings that are called for in the enforcement of this Act and the regulations issued pursuant thereto;

(d) Any authorized employee of the Department of the Interior, any United States marshal or deputy United States marshal, any enforcement officer of the Treasury Department, and any other person authorized by the Secretary to enforce this Act, shall have the power, without a warrant or other process, to arrest any person to which this Act is applicable committing in his presence or view a violation of this Act or of the regulations issued thereunder, and to take such person for examination or other appropriate action before a justice or judge or other official in accordance with section 3041, title 18, United States Code; and

(e) Such authorized employee of the Department of the Interior, United States marshal, deputy United States marshal, enforcement officer of the Treasury Department, or any other person authorized by the Secretary to carry out enforcement activities hereunder shall have the power, without a warrant or other process, to search any vessel subject to the jurisdiction of the United States, and if as a result of such a search he has reasonable cause to believe that such vessel or any person on board is engaging in operations in violation of the provisions of this Act, or the regulations issued pursuant thereto, to arrest such person.

(f) The Secretary is authorized to cooperate with and utilize such voluntary and other assistance by Federal, State, or other public agencies and the personnel thereof in order to carry out any of the purposes of this Act as he may

deem appropriate. Any Federal agency that is in a position to render assistance hereunder, and can render such assistance without unduly restricting its activities, is hereby directed to provide such assistance to the Secretary in carrying out the purpose of this Act.

SEC. 4. Any person who violates any provisions of this Act or any order or regulation issued pursuant thereto, is guilty of a misdemeanor and upon conviction thereof shall be fined not more than $1,000, or a year in jail, or both.

SEC. 5. This Act shall be known as the "Marine Mammals Act."

Passed the House of Representatives August 21, 1961.

Attest: RALPH R. ROBERTS, *Clerk.*

FURTHER STATEMENT OF A. W. BODDY, FORMER MAYOR OF JUNEAU, REPRESENTING THE ALASKA SPORTSMEN'S COUNCIL

Mr. BODDY. To go back just a little, to yesterday's discussion and discussions over many years in regards to fisheries generally, I believe it has been recognized that there is a need for Federal participation in the area of fisheries management which would certainly get into this area of marine mammals management when we are dealing with matters on the high seas.

I believe all of us are in agreement that there is a need for Federal Government assistance and management of the fisheries of the North Pacific.

We have the one treaty. We were discussing yesterday the need for additional participation on the part of the Federal Government to help establish fishing rights to enable us to be in a better position to bargain possibly not only with the Japanese but with the Russians.

It would seem that the same participation in dealing with marine mammals would be desirable.

I don't believe that there is any need for participation on the part of the Federal Government so far as management is concerned as we generally think of management, that is, rules and regulations and controls. I believe that the State perhaps can take care of the situation within the jurisdiction of the State. But what we are concerned with, what we have been concerned with, and what a great many people are concerned with over the entire United States—and I say this in all sincerity because there has been publicity about what they have termed "indiscriminate slaughter in hunting, particularly of the walrus," they have felt that someone should be in a position to make an effort and to put the United States in a position to deal with Russia, perhaps more so even than with Japan in regard to marine mammals because of the intermingling of the polar bear and the walrus, which I think everyone will recognize. Of course at the present time we find ourselves in the same position when we attempt to talk to Russia on marine mammals as we do on fisheries matters.

It has been the thought that perhaps there should be definitely some attempt made to improve on this situation; because, as I recall, a number of years ago the U.S. Government made an attempt, a very definite attempt, to get a plan placed in Russia to work with Russian biologists and scientists in order to exchange information on polar bears particularly. It appeared that everything was going to be in order. But at the last moment, as I recall, the visa was refused and that is where the whole thing broke down. We still haven't been able to get an exchange of information on the polar bear movements, populations, and other information that would be valuable.

I believe that that, Senator, is the important thing in this. In order to enable the State to do a better job and to continue to manage, I think that we need to have some additional contacts, we need additional information, and it would seem to me that this would not be an infringement as I interpret the bill.

As I mentioned yesterday I did oppose the original bill because it was not clear in its language as to what was the intent and what the area of authority was going to be. But I believe this bill does make it clear that the Federal Government is not intending to intercede in any way within the jurisdiction of the State.

I would hope that if this bill is passed—and I hope that it is passed by the Congress—that there would be a joint effort on the part of the Federal Government and the State to work on these problems in the broad public interest, because I think there is an area here where we need all of the information and all of the effort that we can get in order to assure the continuance of the resource and the proper management of them.

Senator BARTLETT. To the best of your knowledge, Mr. Boddy, has there been any change in the situation relating to hunting of walruses and polar bears and sea otters under statehood?

Mr. BODDY. As you know, Senator, there has been no taking of sea otter at all, and there is I think a need for some experimental work on the part of the State. This would not open the door to a general harvest.

Polar bear, of course, the regulations that have been established by the State in regard to entry and reentry, that is, they have to have their license and their tags and so forth to bring a polar bear back in, I think that that program is good, it is sound it is working; and they are getting information as to the sex and various other matters which tend to make for better management because of their checking these animals when they are brought back in and checked in by the hunters and guides who are flying them in. Most of them are flying them in or aircraft hunting as you know.

The walrus situation has changed somewhat. I believe this occurred about the time that we entered into statehood. There was a change to allow white hunters to take walrus, but they must be accompanied by an Eskimo guide, that is, a native guide.

This is also on a tag basis where you have control, where you keep records and you know exactly what the harvest is.

But there was, as I think perhaps most everyone here in Alaska recalls, quite a heavy harvest and an indiscriminate harvest of walrus on the part of the native hunters prior to this action of allowing white hunters to take walrus. This perhaps was encouraged on the part of some unscrupulous people who were desirous of getting ivory in order to further their own means and to benefit them personally.

I am hoping again that through a good program of information and education, particularly education, that we can avoid this indiscriminate hunting on the part of anyone. Certainly, it would include the native people.

I am sure that you have seen some of the pictures which were taken and which were shown quite widely and which generally showed a lot of concern in the United States over the harvest of walrus a few years back.

I believe Dr. Buckley had one, I believe Mr. Brooks, with the department of fish and game, also showed this picture. It certainly wasn't a very desirable thing.

Senator BARTLETT. The record must indeed show that your statement about the bill which became law to permit the taking of walruses by white hunters is a factual one. This is, of course, a Bartlett bill. I thought the record would be pleased to record that fact.

What concerns me to a certain extent, Mr. Boddy, is the sudden interest of the Federal Government in this whole matter. Not an interest to be deplored, indeed, but rather to be encouraged. But I remember writing to the Department of the Interior 3 or 4 years ago for information about the polar bear, because I was gravely concerned about the same concerns that actuate you, concern about the polar bears and concern about the walruses. I asked for information as to the intermingling and the population stocks. I had a letter back from the Assistant Secretary of the Interior which said substantially, "we don't know a blessed thing about this. We haven't ever made any adequate inquiry."

I thought that was mighty discouraging after all of the years the Federal Government has been presumably in charge of this.

I take it that the bill under consideration will not be a vehicle primarily designed to allow us to gain more information to engage in more research, but is a regulatory mechanism so that the Federal Government will share in jurisdiction with the State government to an extent that can't be precisely defined now under the terms of the proposed legislation.

I think we don't need legislation for research. That is present abundantly.

Mr. BODDY. My comment to that would be that I believe that research and management go pretty much hand in hand up to a certain point. Certainly as I mentioned the need for some entity to be in a position to deal with Russia, particularly Russia on these matters, how are we going to deal with them? The State certainly cannot deal with another government. I think that the Federal Government is the only one that can. They should at least make an attempt to reach an agreement with them for some joint research at least to determine the migration habits and the overall populations and things of that nature. I believe that is of paramount importance at the present time.

Senator BARTLETT. I think you are absolutely right, but I don't think that this bill is required for that to be done.

Mr. BODDY. At the present time there is no authority for the Government to proceed along those lines as I determine it. Maybe I am mistaken or mixed up in this. It would seem to me that a treaty or something, at least some authority, should be given to the Federal Government to work from and toward an objective in this thing.

Senator BARTLETT. Yes, but this is regulatory, essentially. The other authority exists in law already, I am sure. But notwithstanding that, are you fearful that the supply of walrus is being endangered?

Mr. BODDY. All the information we have had, Senator, in recent years, has been leading us to believe that there is a need for taking a new look at this thing so far as the harvest is concerned; that there has been a decline in the walrus population.

I think that we have to go on what we have in the way of information and reports that we have had from the Federal Government on this, as fragmentary as they may be.

I, too, have wondered oftentimes why there wasn't more of an effort made to gather information. But in my inquiries that I have made on this score along this line, they have led me to believe that there has been a realization on the part of the Fish and Wildlife Service in Alaska for the need for further investigation in regard to polar bear, walrus, and the sea otter, and the whole marine mammal family. But apparently this has not been recognized in Washington. That seems to be the breaking point.

Certainly, I think the people here in Alaska, all of them, down through the years, at least recent years, have recognized the need and have recommended and asked for appropriations in order to expand and to extend their operations in this field, and that they have been denied.

Senator BARTLETT. I agree with you. That is exactly what has happened.

Mr. BODDY. I think that, nevertheless, it still points up the fact that the people here recognized the need for it and made an effort to do something about it. Apparently they are limited in how far they can go as far as requests are concerned. Perhaps the public, perhaps we ourselves, should have been more aggressive in trying to get their requests recognized.

Senator BARTLETT. It wasn't easy under territorial status. The request would go from the regional office here, and sometimes it would fail of approval in the budget office of the Interior Department and sometimes it would get through that office and get to the Bureau of the Budget and be chopped.

My recollection is that by and large the Congress approved without reductions the budgetary requests made for Fish and Wildlife Service work here. That may not be an entirely accurate statement, but substantially so.

I note in the record issued by the House Committee on Merchant Marine and Fisheries on H.R. 7490 that the cost of the legislation the first year is estimated at $75,000, and this will rise to $275,000 in the fourth year, and remain at that figure.

Mr. Boddy, I suppose I wrote you in the past about this; I know I did Mr. Brooks. I always recall a meeting in the House Merchant and Marine Fisheries Committee room, and having had a discussion with a commodore in the Canadian Navy there. I think his name was Robertson. He had been up here often. He was an arctic specialist, an expert. He had said that the supply of walrus on the Canadian east coast was threatened with extinction, and the Canadian Government had moved in there, recognizing the fact that the Eskimos had to have some means to make a living, and had taught them to carve not in ivory but in a type of soapstone; and that those products were already on the market, and that as a matter of fact the Canadian Eskimos were making more money from this than they had from the ivory.

Only the next summer I saw these on sale at Nome, of all places. You see them all over now.

In any case, his contention was that if hunting in Alaska continued as it had, in 25 years we would have no walrus.

I think Mr. Brooks disagrees with that conclusion. I think Mr. Brooks, who certainly has given more biologic study to this than anyone else probably in the world, believes the take isn't excessive. He will be his own best witness on that.

In any case, it seemed to me so wise for the Canadian Government to substitute one thing for another. If we are faced with the similar situation, don't you think that we must offer to the native people an alternate means of making a living or contributing to the means of making a living?

Mr. BODDY. I wouldn't argue that point. I think also that we have a responsibility, a very definite one, to make every effort, to exert every effort to protect a resource which has been so valuable to them and which is still valuable to them, not only from the standpoint of the ivory which they are working up into various things which bring them revenue, but also from the standpoint of skins and other things which they use and help to sustain them in a somewhat normal manner. We all realize, of course, that there are changing conditions, and that they are changing their methods of livelihood quite rapidly, particularly in some areas. I think that we certainly should make every effort to sustain the walrus populations on a good sound basis.

I feel that if this bill will do that, that it should have favorable consideration. And I think that it will. I can't see where there will be any need for any real conflict between the Federal and State in this matter. I am quite sure—I feel confident that the State people are sincere in their efforts to manage this resource on a continuing basis, and I am sure that the Federal Government is also sincere in their efforts.

So it would appear to me that it is a matter of the two entities of government working together and driving for the same purposes.

I particularly don't have any strong feelings about who manages these things except that we are a State now and I think that the State's rights should be recognized. But, after all, what we are striving for here is proper management and a continuance of a resource.

Senator BARTLETT. Congressman Rivers, do you have any questions?

Mr. RIVERS. Mr. Chairman, no question particularly, except that I would like to amplify that this bill, H.R. 7490, is the successor of another bill which was introduced at the outset of the 87th Congress, H.R. 777. That bill spoke of the Federal Government entering into this field "upon and along the coast of Alaska," and it didn't specify the difference between territorial waters and where the high seas began, and "upon and along the coast of Alaska" sounds to me like a conflict with State jurisdiction. As a result I appeared before the committee in the House and made the point that I have just stated, and opposed the bill on that basis, and pointed out that the bill wouldn't be valid unless certain language changes were made.

To my surprise the committee adopted my idea and Mr. Saylor introduced a clean bill, which is the bill under consideration now, adopting every change I had suggested. I then had no alternative but to stand aside and let the bill go through the House on the Consent Calendar.

I want to make it clear that I have the same objective in mind as you have. But I was a little touchier about an infringement upon State jurisdiction than the advocates of this bill were. That is why Senator Bartlett and his colleagues in the Senate now have the burden of taking this clean bill and evaluating it.

I wish to say that I think that these would be a basis for cooperative action between the Federal Government and the State authority. In fact, I would wish that the Federal Government, outside of maybe doing more research on the high seas or working with the Russians to a certain extent, would virtually delegate the enforcement part of the picture so that the State could proceed approximately the way it is now in the enforcement end of it.

That is all, Mr. Chairman.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. Just some of the legal aspects of this bill.

To begin with, it applies only to such people as the U.S. Government can exercise jurisdiction over. So regardless of what others should do on the high seas with respect to these sea mammals, there would still be prohibitions against American citizens, which raises some question of unfairness if there should be depredations by other nationals and we try to apply the law only to Americans.

It seems to me also a little extreme as a criminal statute unless the depredations are very serious.

It provides, for example, on page 2, line 19, that—

> The possession of any marine mammal or part thereof in circumstances prohibiting such possession shall, in any action, constitute prima facie evidence that it was taken, possessed, bought, sold or transported, as the case may be, in violation of this Act.

Senator BARTLETT. For forfeiture?

Mr. MCELROY. No; this is even for invoking the penalty.

Possession is prima facie evidence, so that the burden of going forward to the evidence would be on the accused.

Then further, the Secretary of Interior is given very broad authority in his own discretion to issue additional regulations and a violation of the regulations is deemed a violation of the act.

Senator BARTLETT. May I interrupt you Mr. McElroy.

I haven't had a chance to compare all the recommendations made in the several reports with the language of the bill. But on page 6 of the report there is a letter addressed to Chairman Bonner of the Merchant Marine and Fisheries Committee by Byron R. White, Deputy Attorney General, in which he suggests that the forfeiture provisions are too stringent; and he urges amendment.

As I say, I haven't had an opportunity yet to make comparisons to discover whether his recommendations were followed. We might look into that later.

Mr. MCELROY. It is a thing which should be checked in the Senate in dealing with the bill to see that we are not rougher on people than we are on marine mammals.

Senator BARTLETT. Let me read that paragraph in the letter dated May 8, 1961, from Mr. White:

> The foreiture provisions in section 2 appear to be mandatory once it has been judicially determined that the vessel's guns, et cetera, were involved in the violation of the proposed act. Forfeitable items of great monetary value such as aircraft or vessels might be involved only in a very minor way. Involvement may have taken place without the consent, expressed or implied, or against the

wishes or will of innocent persons having a reasonable or equitable ownership of the property, but the bill provides no relief in such cases. Moreover, the forfeiture provisions as drawn give little if any guidance as to the matter of adjudicating a forfeiture.

Maybe those changes are incorporated now. I don't know. We will investigate that.

I think it is a valid point, if a man had his airplane out there hunting polar bears and there was a violation and he had only loaned the plane and knew nothing about it, it would be a pretty severe penalty to him if the aircraft were seized.

Mr. McElroy. On forfeiture it looks now as if it is discretionary rather than mandatory.

Senator Bartlett. They did make that change? That is good.

Mr. Grinstein?

Mr. Grinstein. No questions.

Senator Bartlett. Thank you very much, Mr. Boddy. We wish you a pleasant and useful journey.

Mr. Boddy. I appreciate the opportunity of appearing here, Senator. I hope this can be resolved in a satisfactory manner.

I appreciate your comments and I would like to add that I have a great deal of respect for Mr. Brooks and his knowledge of this matter. I know that he has worked on these problems for a number of years even before he was, I believe, with the department of fish and game, and he does have some real background knowledge of these things. Much of the information which is available to us no doubt down through years has been gathered by Mr. Brooks and some of his associates working with him on these problems.

Senator Bartlett. I think no man in the world has done as much work on the subject as Mr. Brooks, as far as I am aware, and I have made some inquiries.

Mr. Boddy. Thank you very much, Senator.

Senator Bartlett. Who is going to testify for the State on this bill?

Will you give your name, title, and mailing address to the reporter, please.

STATEMENT OF JAMES W. BROOKS, DIRECTOR, DIVISION OF GAME, DEPARTMENT OF FISH AND GAME, JUNEAU, ALASKA

Mr. Brooks. I am James W. Brooks, director, division of game, department of fish and game, Juneau.

Mr. Chairman, as I pointed out, Deputy Commissioner Marvich was going to present this testimony. I am sure he could do a better job than I. But since my name has been mentioned prominently here, he has requested me to carry on.

With respect to the Marine Mammal Act, the State has already, in writing, advised the Alaska congressional delegation that it opposes it in its present form.

We do not feel that there is urgent need for this type of legislation. We do not believe, on the basis of all evidence and information available to us, that the marine mammals are in the perilous state, the depleted condition, that proponents of this legislation would have us think.

We likewise feel that the international implications of resource management have been overstated. It is highly unlikely at this time that we would be able to get active cooperation from the Russians in the matter of research or management. To date we have met a brick wall situation when attempting to establish some liaison with them in connection with this subject.

A further reason for thinking that no emergency exists is the relatively good condition of these populations of animals in relation to the harvest demands currently placed on them. We know that over much of its present range in Alaska, the sea otter is quite abundant. It is not faced with extinction. It may number now in excess of 40,000 individuals. Locally it is too abundant for the habitat to support further increases, and the annual increment to the population through reproduction is lost through natural factors. So we might even consider that a harvestable resource is being wasted through lack of proper management. It is in a sense being overprotected.

The State and the Federal Government are both aware of this. It would be of interest to note here that we are presently conducting an experimental sea otter harvest on Adak Island. It is a joint State-Federal undertaking, with the object of gathering additional biological information on the sea otter, and learning something about the economic potential of the sea otter in the fur trade at the present time.

Our work on walrus indicates ninety to a hundred thousand walrus which is a population of such size to sustain the present harvest demand. Research on polar bear indicates that the present harvests are not excessive.

On the whole Arctic basis, examining all the literature available to us from scientists in all countries which have polar bear, leads us to believe that the present harvest level does not exceed 5 percent of the polar bear population. We believe that this could be raised to 10 or even 12 percent without reducing the breeding population of the animals. This is premised on the plan that females with cubs, or cubs, not be taken. That is the case in Alaska now. Regulations prohibit the taking of such animals.

I hope that I have provided you now with a summary of the status of these populations, with the view to pointing out that an emergency situation does not exist.

The question arises as to whether or not the State or the Federal Government should manage these resources in Alaska. A very important point that I would like to make and that has motivated us right along in connection with this legislation is that it is a State responsibility, traditionally, legally, constitutionally, to manage game resources. As long as a State fulfills its responsibilities and obligations, we do not see reason for the Federal Government to intervene. We feel now that we are fulfilling our responsibility. In the short interval since statehood we have promulgated a number of advances in the management of these resources and we have accelerated research on these people.

I could point out—I have already in connection with sea otter—that we are examining the possibility of controlled harvest.

With respect to the polar bear I can say that the State has for the first time imposed a closed season on polar bear during the time of the year when they are not prime, that is, when the hides are not in optimum conditions. The open season then extends from November 1 through May 7.

The State has required that any nonresident hunters hire a native or registered guide before hunting polar bear. The State has adopted regulations and has enforced them, and they have held up in court, which state that Alaskans or American nationals based in Alaska who take a polar bear on the high seas must conform with Alaska's licensing and other regulations respecting polar bear hunting.

There is a legal basis for this action. It has thus far held up in court.

With regard to walrus, we have greatly accelerated our research effort directed toward the species. Since statehood there have been two northward walrus migrations through the Bering Strait. We have placed men on St. Lawrence Island, King Island, and Diomede Island during this period of walrus migration in both years. We contemplate continuing this activity.

We are gathering much valuable information that will serve to indicate population trends and general condition of the walrus population.

One of the big problems connected with walrus is the excessive killing of animals for ivory alone. When I use the word "excessive" I mean the taking of more animals than can be utilized except for the ivory.

The State has acted to remove the incentive for such excessive killing by prohibiting the sale, purchase, or exportations of raw ivory. We feel that this more or less indirect method of controlling the kill will be far more effective and enforcible than will the placing of definite limits on the numbers of bull walrus that may be taken, although we have placed limits on the number of females and some adults that may be taken.

In order to keep the raw ivory within the established ivory carving industry in Alaska, we do, therefore, prohibit the sale, purchase, barter or export of raw ivory without a permit issuable at the discretion of the commissioner of fish and game. We have issued numerous permits. We recognize that some natives take walrus but do not carve the ivory. Some natives carve ivory but do not take walrus. So it is necessary to allow a free flow of ivory within the carving industry. To our knowledge, however, no raw ivory has been exported for monetary gains since the promulgation of this regulation.

Raw ivory taken legally by sportsmen may be carried out by them. We issue permits for this purpose on request.

Since statehood, for the first time we now have limitations on the number of females and subadults that may be taken. In 1960 that limit was seven females or subadults per person per year. This year, in the spring of 1961, we reduced the limit to five. We feel that this provides an adequate amount of meat and skins for the natives. And if any walrus are taken in excess of their very real needs for meat and skin, then these ought to be bulls. Because the walrus is a polygamous breeder, we feel that a greater percentage of bulls can be taken from the population than cows without in any way influencing the reproductive performance of the population.

These regulations have been accepted by the people. They were promulgated by representatives of the people of Alaska, and we have had no difficulty enforcing them.

I would like to make the point here—perhaps I shouldn't, but I will—that Alaskans have willingly accepted these restrictions, whereas regulations and restrictions imposed by the Federal Government relating to waterfowl were accepted generally, yes. We recognize that in some cases they weren't popular, and in some few instances they weren't even accepted.

I fear that if the Federal Government should move into this area of marine mammal management where it is essential at this time that some regulations be imposed, such that will limit the harvest to what the population can stand, that the same sort of difficulties that we experienced this past year in waterfowl enforcement will again occur, this time with respect to marine mammals.

I think the people in the Fish and Wildlife Service probably recognize this.

I do not believe that they would want to undertake management of these species at this time.

They do feel—and I have talked to some of them about this—that the Federal Government should be in a position to negotiate with foreign powers on the management and on research relating to these marine mammals; and it might be possible for this legislation to be amended so that the intent of the Congress is clear and that it might therefore serve a justification for the expenditures of money on high seas research relating to these animals. I think you appreciate that if the Federal Government is going to negotiate with foreign powers, they need a solid foundation of facts to work from.

I think you will also appreciate that the State of Alaska cannot extend its research programs to the shores of Siberia. Here is an area where the Federal Government can provide a valuable service.

We recommend that the Federal Government do research on the high seas on these animals. They are sometimes beyond our reach. We have to use very indirect means for determining population sizes and trends, whereas the Federal Government can conduct actual surveys and counts of the animals across the Bering Sea and in the Arctic Ocean.

So they could perform a useful role. Until, however, there is need and a favorable climate for international negotiations on this subject, I do not believe that the State's management program should be abandoned. If things go wrong and the need does arise, then perhaps it will be essential that the Federal Government exercise management control over these species of mammals to fulfill treaty obligations.

I would point out that the States were allowed to manage their own waterfowl, waterfowl passing over their areas of jurisdiction, until the waterfowl treaties were consummated and the Migratory Bird Treaty Act was passed. After all of this then the Federal Government did of course move into the area of management.

So there is a precedent. There is no need, before all of this happens, to displace the State in this area of jurisdiction.

I think I have made the essential points that have been important in motivating our active opposition to this bill. That is all that I have to say on this, unless there are questions.

78443—62—pt. 2——22

Senator BARTLETT. Thank you, Mr. Brooks.

Congressman Rivers?

Mr. RIVERS. I wish to say that you have clarified the reasons for the position which the State has taken very well. I was a little bit hazy as to just what the basis of the opposition was, Mr. Brooks, because I recognized that your department recognizes that the Federal Government does have a proper jurisdiction outside of 3-mile limit, and that it is just a question of whether it should exercise that jurisdiction or not. Now I understand that you are basing your opposition on the fact that you don't think there is any need for the Federal Government to get into the regulatory end of this deal because the State is handling it already.

I would like to note that in a letter I have in my file, which comes from your office and is actually signed by you, you say:

> There has been legal sanction of the exercise by a State of jurisdiction outside of the 3-mile limit—

and I do this for the record, you cite the case of *Skiriotes* v. *the State of Florida*, 313 U.S. 619. That is a decision of the Supreme Court of the United States.

It is to the effect that since the United States may control the conduct of its citizens upon the high seas, the court sees no reason why the State of Florida, in this case, may not likewise govern the conduct of its citizens upon the high seas with respect to matters in which the State has a legitimate interest and where there is no conflict with the acts of Congress

You spoke of displacing the actions and program of the State in this field. Do you think that this legislation would necessarily cause such displacement or could there be a cooperative program?

Mr. BROOKS. Initially it would of course completely displace the State's program since the legislation provides that no walrus, polar bear, or sea otter may be taken on the high seas except in accordance with regulations promulgated by the Secretary of the Department of the Interior; or similar wording, meaning the same thing.

Nearly 100 percent of the walrus and polar bear harvest is taken outside of the 3-mile limit. I note in previous hearings that Assistant Secretary of the Interior Ross Leffler estimated that 80 percent of the harvest of these animals was on the high seas. I think actually it would be well over 95 percent.

If the animals had not been taken on the high seas, except in accordance with the regulations of the Secretary of the Interior, then of course the State is dealt out.

I would like to reemphasize that all of the hunting for these animals done by American nationals involves either Alaskans or people based in Alaska, subject to Alaska jurisdiction.

I would also like to point out that this legislation has no influence at all on people other than American nationals. The talk about need for international negotiations and controlling the activities of others might lead one to think that this bill would directly influence in some way what foreigners do. It would not do that.

Mr. RIVERS. Thank you. You have made very clear the point that I wanted brought out.

In other words, if this bill said that these animals may be taken only in conformance with regulations of the Secretary of the Interior, or in conformance with the regulations of the State of Alaska, then you

would have a basis for a cooperative action. But if you are going to deal out Alaska completely by disallowing any taking of these mammals unless it be upon the regulations of the Secretary of the Interior, then there is nothing left except the regulations of the Secretary of the Interior.

Mr. BROOKS. That is true.

Senator Bartlett mentioned legislation was not needed as authorization for doing research. I of course can't question that from a legal viewpoint.

Senator BARTLETT. If I said that, I didn't mean that. I meant for negotiations.

Mr. BROOKS. I see.

Mr. RIVERS. That is all, Mr. Chairman.

Senator BARTLETT. Mr. Grinstein?

Mr. GRINSTEIN. I have no questions.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. You made a passing reference to some efforts to establish liaison with the Russians on conservation.

Mr. BROOKS. Yes, sir.

Mr. MCELROY. How was that approach made?

Mr. BROOKS. The first effort of this type I made myself while doing research on the walrus about 9 or 10 years ago. It was a letter addressed to the Russian Academy of Sciences, forwarded through the Washington office of the Fish and Wildlife Service, approved by the State Department and transmitted on to Moscow. No acknowledgment was ever received from the Russians.

The next effort was made by the Fish and Wildlife Service about 1957 or 1958 when they expressed a desire to send Dr. John L. Buckley, of their staff, to Moscow in an effort to exchange information.

As previously mentioned in testimony before this committee, the Russians failed to authorize that.

There is a good deal of information concerning the walrus in Russian waters in scientific publications which we receive. Much of the work has been done by a Russian biologist named Nikulin. I happened to meet him on the Pribilof Islands last summer.

Senator BARTLETT. How did he get there?

Mr. BROOKS. He was visiting the Pribilof Islands in connection with the fur seal research program.

Senator BARTLETT. We gave him permission to come there that they wouldn't give Buckley to go to Russia?

Mr. BROOKS. That is right. However, they authorized some American biologists to visit Siberia. And in this exchange last year that was approved, the meeting of the Fur Seal Commission, several Russian biologists were permitted to visit the Pribilof Islands, and two or three Americans were permitted to visit the Kurile Islands. However this was worked out within the International Fur Seal Commission. I am not positive that I have the correct name of that body. It involves representatives of each country which is a party to the International Fur Seal Convention.

It might be possible within the framework of some formal body or convention to deal with the Russians. But independent efforts have thus far failed.

Mr. McElroy. Just as a matter of information, and maybe everybody already knows this: Do polar bears live within a fixed or limited area, or do they just roam freely all their lives?

Mr. Brooks. They roam freely. You might say they are pelagic in the Arctic Basin, although there is some evidence that certain groups of polar bears or populations of polar bears are relatively fixed as to area. For example, the current movement of ice through the Arctic Islands of Canada are so slow that the bears move only under their own power and may not cover much distance in a year, whereas in other areas where there is a good deal of ice movement, the bears are carried by the ice. A single bear undoubtedly moves thousands of miles on the ice pack during the course of its lifetime.

Mr. McElroy. He may not know much about it, but he moves.

Mr. Brooks. That is right.

Mr. McElroy. You have used the term "native." Does this appear in the law upon which your game regulations are based? If it does, how is it defined?

Mr. Brooks. The State of Alaska does not recognize any difference between native Indians and Eskimos and other residents of the State. The Federal Government does recognize a legal difference between people. According to our State constitution, we have no special categories of people. I use this term in the sense that the Federal people have used it and still do use it.

Mr. McElroy. Then under your State regulation which would prohibit the hunting without a native guide, or a registered guide, is it settled down to just a registered guide?

Mr. Brooks. In our hunting regulations we say that a nonresident hunter who is seeking polar bear or walrus, must be guided by a registered guide or a resident of the game management unit in which he will hunt.

Mr. McElroy. This gets at it very well.

Mr. Brooks. Yes.

Mr. McElroy. Do your State laws on conservation of marine mammals contain any provision similar to those of the bill, that is, for forfeiture or declaring that simply possession of the animal is prima facie evidence of violation of the law?

Mr. Brooks. No. I do not believe that we invoke or that we have presumed to impose this prima facie evidence provision.

Mr. McElroy. What about forfeiture of gear or equipment?

Mr. Brooks. I would have to check our code. I know that in matters of fishery violations, forfeiture of gear and equipment is possible. I do not believe that the code specifically spells this out in connection with game violations, but I might be wrong. I would like to check on this point.

I think there are other witnesses here who could clarify that.

Mr. McElroy. As an administrative matter, do you do it?

Mr. Brooks. No.

Mr. McElroy. That is all, Senator.

Senator Bartlett. Jim, what is your background in this work?

Mr. Brooks. I received my formal academic training at the University of Alaska and some graduate training at the University of British Columbia. For some years I specialized in research on marine mammals.

I joined the territorial department of fishery in 1954 and carried on research relating to Beluga whales, seals, sea lions, particularly from the standpoint of their food habits and influence on commercial species of fish, although the reseach did extend to all other areas of interest, such as population size, breeding biology, and so on.

I continued with this work until 1957 when the territorial legislature established a department of fish and game which supplanted the former department of fishery. Upon that action by the legislature I was placed in charge of the game part of the department's program. for the next year or two I was the only man in this game end of the department of fish and game. But upon statehood of course we expanded the game part of it and I remained in charge during the expansion, the organization, of the game division staff, the formulation of our programs, and currently still enjoy this position of head of the game work in Alaska for the State.

Senator BARTLETT. Are there other marine mammal biologists in Alaska with the State government, the Federal Government organization, otherwise?

Mr. BROOKS. Yes. There is one, a very outstanding authority on marine mammals, who is employed by the Public Health Service at Anchorage, Dr. Francis H. Fay. However, Dr. Fay's duties with the Public Health Service as a parasitologist in the Arctic Health Research Center at Anchorage limit the amount of time that he is able to devote to marine mammal research at this time.

We have other men, other biologists now on our staff who are becoming familiar with this special field of marine mammal research and who are very competent to pursue this line of work.

The Fish and Wildlife Service has a very able marine mammal biologist, although most of them are now devoting their efforts to the fur seal work.

Mr. Carl Kenyon, however, is no longer associated with the fur seal work and the Fish and Wildlife Service has permitted him to do research on sea otter, walrus, and other marine mammals. Mr. Kenyon spent a good deal of time in Alaska, although his headquarters happen to be in Seattle.

Senator BARTLETT. We have heard a lot of testimony as we have gone along, Mr. Brooks, about the depredations of sea lions upon salmon. Would you comment on that?

Mr. BROOKS. Yes, sir.

The sea lion is an extremely abundant animal in Alaska now. Our population estimates run in the vicinity of 150,000 to 200,000 animals.

They are a factor to contend with in our commercial fisheries, not only with respect to salmon but also in connection with our halibut and black cod long-line fishery.

At certain times in certain places they do significant damage to the fisheries, not in taking free-swimming fish but in taking fish off the fisherman's lines.

They will follow a halibut boat at times and strip off quite a large number of fish as they are being raised on the line. Likewise they will follow salmon-trolling boats and take salmon off the line.

However, in the overall fishery their depredations are slight and you might even consider them insignificant in that the fisheries seem to persist in the face of sea lions and have developed and existed in the presence of sea lions.

To the fisherman who is losing fish, however, it is very significant. The individual fishermen have for a long time appealed to us for help.

We have considered ways and means of extending help. Certainly the last thing we want to do is undertake large-scale control of sea lions. We feel that the sea lions have much value in their own right, and certain experimental harvests of sea lions have indicated the strong possibility of commercial utilization. The lean meat of sea lions will bring 10 to 12 cents a pound in Seattle. It could be used locally for fur farm application.

We can see some reason to hope that the development of a commercial sea lion fishery will go far toward mitigating the damages sea lions do in our present commercial fisheries.

I have personally felt that a subsidy on processed sea lion meat would be sufficient stimulus or inventive for people to engage in the harvesting of these animals. There are people now doing it in British Columbia, and they are perhaps managing their sea lions on a sustained-controlled basis. We have contacted some of the British Columbia people in hopes of encouraging them to operate in Alaska; since Alaskans have not seemed willing to enter this field.

The harvesting, processing, and selling of sea lion meat at this time is a very marginal undertaking. If all goes well, the weather is good, it is possible for people to make a little money at it. I think that a very small incentive subsidy, on the order of 2, 3, or 4 cents a pound on processed meat, would be enough to encourage the development of a new industry here.

Senator BARTLETT. To be paid by whom?

Mr. BROOKS. I would like to see the State take it upon itself to do this. I have mentioned this to some of our legislators who, unfortunately, were not very familiar with the problem. The response was negative. It was held a subsidy on sea lions—I would much rather subsidize the halibut fishermen. So nothing has yet come to pass. But I sincerely think that there are possibilities here, and with the proper presentation of facts that there is some hope that the State can encourage a new industry here based on the utilization of sea lions.

Senator BARTLETT. You make a point, Mr. Brooks, which had not previously come to the attention of the committee; namely, that the damage wrought by sea lions is upon fish already on hooks. We had understood that the capture of salmon and other commercial fish by the sea lions was a sort of a universal thing.

We were told by other witnesses, however, that the sea lions congregate in rookeries, they are readily accessible, and that it would be a comparatively simple matter for the State to reduce their numbers by sending out hunters to these rookeries and killing off the desired number of sea lions. Do you have any comment on that?

Mr. BROOKS. It would be possible to kill large numbers of sea lions. The technical problems presented are not great. If the decision were made to kill sea lions and money provided, we could certainly dessimate the sea lion population. I don't think, however, that I could ever subscribe to such a program, and certainly at this time I would be strongly opposed to such a program.

As I pointed out, the fisheries have developed and sustained themselves in the presence of these sea lions. For the most part, the year-round diet of the sea lion is so varied that it does not make inroads on any one species of fish, inroads that could be considered harmful.

The sea lion eats rockfish, hake, squid, herring, smelt, flounders, halibut, salmon. Anything that is good protein food is accessible to sea lions. We do not think that their food habits are such that it would warrant extreme measures such as drastic reductions in their number.

Senator BARTLETT. Is there any law prohibiting fishermen now from killing sea lions?

Mr. BROOKS. No; we have no closed season and no bag limit on sea lions. Actually the fishermen do kill quite a few in areas where sea lions are troublesome, such as the fairweather salmon trawling grounds. The fishermen do protect themselves by shooting at the sea lions.

In recent years they have found that the cherry bomb, a type of firecracker, is an effective way of scaring the sea lions away from their vicinity.

Senator BARTLETT. You spoke about a sea otter harvest, a joint Federal-State undertaking. Why is the Federal Government involved in this?

Mr. BROOKS. The Federal Government is involved for a number of reasons. One, they have done the bulk of the research on sea lions in former years.

Senator BARTLETT. This is sea otter?

Mr. BROOKS. Sea otter, I should say. And certain of their biologists have extremely valuable information relating to them, which I think we should avail ourselves of.

Another reason is that most of the sea otters now exist on Federal refuges. While the refuges extend only to the high tide mark and the inner tidal zone and tidelands, or our State property, the sea otters occurring there are the property of the State. Still it is difficult to do anything in the Aleutian Islands without having recourse to the shore. Since it is a Federal refuge and the Federal people have people out there now, we felt that it would certainly facilitate such an operation if we had a cooperative arrangement with them.

Senator BARTLETT. This hasn't been done ever before, has it?

Mr. BROOKS. No. This is the first time.

Senator BARTLETT. The population has built up to the point for the first time where you can do this?

Mr. BROOKS. It could have been done years ago in certain areas; such as Amchitka Island. However it was not done and we are now doing it for the first time.

Senator BARTLETT. My memory is that 4,000 or 5,000 sea otters died on one of those islands, maybe it was Amchitka, a few years ago, and at that time it wasn't known why this mortality occurred. Did you ever discover the reason?

Mr. BROOKS. Yes. I can't say that I discovered it, but the Fish and Wildlife Service biologists devoted a good deal of effort to studying the situation there. Their conclusion, which I concur with, is that there was an overpopulation of otters. They had reduced the supply of food to such an extent that they weren't able to sustain

themselves during critical periods of weather—storms and cold—which made unusual demands on their physiology and caused them to occupy fringe areas.

Around Amchitka now, I am told, you can hardly find a sea urchin as big as a quarter, and even those are scarce, whereas in similar places that do not have high sea otter populations the sea urchins are extremely abundant.

A very good example of this is seen right at Amchitka where the Fish and Wildlife Service has a dock. The sea otters do not come in under the dock. And there there is an abundance of large sea urchins, which is a favorite food of the otters. But as soon as you get away from the dock, and go around the entire island, you can't find any similar concentration of sea urchins. It is very clear cut. There is no question about it, the sea otters there have made demands on their food supply, are making demands on their food supply such that further increases in the otter numbers are impossible.

Senator BARTLETT. How many sea otters are there? Is there any way to estimate?

Mr. BROOKS. Yes. Aerial surveys flown by the Fish and Wildlife Service, and partly over the northern part of the range by the State department of fish and game, suggest that there are something between—to hit a median figure I would say there would be 40,000. Although when statistics are applied to these observations, the methods employed involve placing confidence limits on the estimate. If we want to say that at the 95-percent confidence level there are so many otters, then the range of otters would be something between 30,000 and 50,000.

If we want to say that at a 90-percent confidence level we will be satisfied with the estimate, then we will narrow the bracket down to, say, 35,000 to 48,000, or something in that range. I am just drawing figures out of the air now.

There is good reason to believe that we have 40,000 sea otters and perhaps many more than that. There is a small chance, one chance in 20, perhaps, that our observations have not been representative and that there could be as few as 30,000. But by the same token, our observations might not have been representative and there could be as many as 60,000.

Mr. RIVERS. Let's settle for 40,000.

Senator BARTLETT. Is my impression that the sea otter pelt is an extremely valuable one correct?

Mr. BROOKS. We don't know. That is one of the reasons for looking into this matter of an experimental harvest. It formerly was extremely valuable, but it has not been in the fur trade for so long that no one knows whether it is worth anything or not.

They were never used for women's garments. They always went into men's garments. As you know at the present time it is not stylish for men to wear fur. It might develop that it is stylish for them to wear sea otter fur. The fur industry people think that they would have to create a new use for sea otter involving women's garments. There is some question as to just how much demand there would be for it since it is a heavy fur. It is dense, the hair is fairly long, and the leather is quite heavy.

They do feel that there is good possibility that there would be a demand for trim on women's apparel.

Senator BARTLETT. However that may be, I would wager that if the State of Alaska were to offer enough sea otter furs to a selected list of ladies to make coats, that they would be readily accepted.

Jim, you shouldn't feel too discouraged about your efforts to get in touch with the Russians and your failure to receive a reply. I remember a few years ago going up to Ottawa at the invitation of Aubrey Simmons, I then being a delegate from the great territory of Alaska and the Congress of the United States, and Mr. Simmons being a Member of the Canadian Parliament from the Yukon Territory. We had a big luncheon. It is different there from Washington. The Cabinet officers are all Members of the Parliament and readily accessible, and instead of waiting 4 or 5 months to meet four or five of them, four or five of them came to luncheon. And I made the suggestion that a cooperative purpose might be achieved if we were to give the Canadians corridors through southeastern Alaska from upper British Columbia to the Yukon Territory to the sea and in return they would give us access to the water from the Yukon which we needed for the proposed Taiya power project at Skagway.

I felt pretty proud of myself for having done this.

The next day the Parliament Member asked Lester Pearson, Minister for External Affairs, if he intended to negotiate with Bartlett about this and he said, no, Bartlett isn't the Secretary of State of the United States, nor does he represent the Department of State. I will do my negotiating with the Department of State.

Perhaps you are in the same fix. As a matter of fact it isn't easy to get a reply from these Russians.

At the request of the Greater Anchorage Chamber of Commerce I extended a most eloquent invitation to the Russian Ambassador in Washington to go up to Anchorage to attend the showing of the Cry of the Wild program. About 4 days before the date I had to call up the Embassy to see whether he was going or not. He hadn't replied to my letter, after many weeks, and finally he learned with great difficulty that he wasn't going. They don't answer their mail very promptly. If they had to be elected to office on the basis of the failure to reply, I think they would be defeated at the next election.

Mr. Brooks, I have a whole series of questions here. I have a fear that if I indulged in that which I desire to indulge in, you would be on the stand all day, but this is a subject of extraordinary interest to me.

I am going to restrain myself with exceeding difficulty and ask you only two more questions.

Where do polar bears have their cubs?

Mr. BROOKS. Geographically they are apt to have them any place from the Arctic slope of Alaska to the North Pole. But the particular site usually is such that the female bear can take shelter. An overhanging block of ice that creates a small cave that will then drift over with snow is perhaps the most common site they select, as far as we know. They hibernate for a short time in January and the cubs are born during this period of hibernation.

There is very little place for the bear to hibernate, to get out of sight, out of the wind and out of the weather, except to get into a snow bank or to get under a block of ice, a natural cave in a pressure ridge. That is the type of location that is sought out and utilized.

Senator BARTLETT. In order that I won't make myself out a fibber in respect to the asking of only two questions, I am going to make the assumption, from what you have said, that very few of these polar bear mothers come to land to have their offspring, if you want to comment on that without my having to ask you a question.

Mr. BROOKS. That is true, because it would be easier for the polar bear to find a suitable shelter among the pressure ridges on sea ice than it would be on the flat tundra of the land that adjoins the Arctic Sea.

Senator BARTLETT. I have no more questions.

Mr. McElroy.

Mr. MCELROY. How much per pound would sea lion meat have to bring to make its taking commercially profitable, without subsidy?

Mr. BROOKS. I think if we could get the lean meat up to about 15-cents a pound, landed in Seattle, that a lot of people would become quickly and actively interested.

Mr. MCELROY. I was wondering, somebody mentioned the use of sea lion meat for dog food.

Mr. BROOKS. It is excellent dog food and food for fur animals such as mink.

Mr. MCELROY. I know horses are now being imported from the Argentine to make processed dog food. This might be a possibility.

Mr. BROOKS. We have provided sea lion meat to our experimental fur farm at Petersburg. They find it to be a highly satisfactory food.

Senator BARTLETT. To my horror, I discovered I didn't ask that second question.

Will you furnish for the record, and send to Mr. Harry Huse, Senate Commerce Committee, Washington 25, D.C., the more detailed statistics relating to marine mammal populations which you have previously supplied the members of the Alaska congressional delegation and doubtless others, in the form of letters?

Mr. BROOKS. On present population?

Senator BARTLETT. Yes.

One final question and I will excuse you. When and if—and I suppose the "if" should not be placed there—the committee has hearings on this bill in Washington, will you be available to come down, to submit yourself to 4 or 5 days questioning? Because I think we have just barely started.

Mr. BROOKS. If that request is made to my superiors, Senator, I probably would be available.

Senator BARTLETT. For the long pull?

Mr. BROOKS. Yes, sir.

Senator BARTLETT. We have barely started to explore the outskirts and perimeters of this subject. Thank you very much.

Mr. RIVERS. Before you leave, in connection with those statistics on the population of these mammals, could you also attach a little evaluation as to the so-called decline that Mr. Lefler speaks about, covering a period of the last 20 years or something like that.

I believe that would be pertinent.

Senator BARTLETT. Right.

Mr. RIVERS. That is all that I have, Mr. Chairman.

Senator BARTLETT. Thank you, Mr. Brooks.

The committee will stand in recess for a few minutes.
(Recess.)
Senator BARTLETT. The committee will be in order.
The next witness is W. A. Young.

STATEMENT OF W. A. YOUNG, JUNEAU, ALASKA

Mr. YOUNG. I am W. A. Young, General Delivery, Juneau, Alaska. I live aboard my boat.

I am here partly on my own behalf as a commercial fisherman and partly as a representative of the Alaska Native Brotherhood and a member of the resolution committee, whose duties are to instruct our delegates to the Grand Camp at Klukwan.

Most of this matter would eventually reach the Senator in his capacity as a Senator from Alaska, rather than a member of this committee.

Senator BARTLETT. That is debatable, because I never did receive the resolutions from last year's convention.

Mr. YOUNG. You will this year.

On the matter of international waters, more than one treaty has been consummated by the U.S. State Department without adequate briefing of our diplomats on all important data. Our present fisheries treaty is one such. The 1912 treaty on migratory water fowl is another which made no provision for the Eskimo.

I have personal knowledge of several other big booboos that are not pertinent here.

I was chief pilot for Syrian National Airlines flying out of Damascus. Our State Department contributed greatly in pushing the Syrians into Nasser's arms and hence into the Russian sphere of influence.

We go on to the matter of products used by foreign fishermen. The Japanese tangle net I observed in 1941 when a part of one drifted ashore on the Aleutians. It is a vicious killer. It destroys the immature fish and shellfish, both male and female.

The bottom drag being used by the Russians at the present time is perfectly safe to use on certain mud bottoms, but on sand and gravel bottoms where an abundance of marine growth, such as grass and kelp provide shelter for immature fish, shellfish, and the food for those fish, the bottom drag tears up this marine garden to such an extent that eventually it is destroyed and the fish sought as game or food are no longer available.

One example of this is the loss of the sardine industry at Monterey, Calif. The sardine fishermen there believe that the extensive dragging operations off the coast of California destroyed their habitat.

On our marine mammals, I can only point out that such mammals are not cognizant of political maneuvers of men and they do migrate across international borders without regard thereto, and a treaty might be well in order to protect them. We feel that where the State has adequate programs, no Federal action is needed.

I would like to talk about some of the matters pertinent to the fishermen in southeastern Alaska.

Herring, which so far I do not believe have been mentioned at this meeting, are becoming nearly extinct in this part of Alaska. This statement meets with some denial by our department biologists who

say that we have adequate supplies of herring. However I was not the only one who could not locate these adequate herring. The salmon couldn't find them, either.

From the many hundreds of salmon I dressed this summer, less than 1 percent had one herring in them, and most of these had been ingested earlier.

In this area there was not enough herring for bait. This can be borne out by checking the herring pot men.

Despite this, vast quantities of herring are being used as fertilizer.

The section indicated as 115.54 of the Alaska Fish and Game regulations shows the quotas. This I understand is up for revision this coming season.

At the same time many times this tonnage of fine fertilizer material is allowed to be wasted. All the salmon heads, entrails, and trimmings are dumped in the bays and harbors of the cannery sites. This pollution may be a factor in herring deterioration and is causing the Department of Public Health to take steps as there was a serious outbreak of infectious hepatitis in two of the villages in this area this year.

In times past, the salmon came early into these waters and fed until they had built body fat to power their rush to the headwaters of our brawling rivers and thereafter fight off the Dolly Varden and the other predatory fish that prey upon this spawn.

This year's fish entered the streams poor and half starved. When salmon encounter large bodies of food, they often indulge in an orgy of gluttony and will continue to strike even after their bellies are so full that they cannot swallow the last fish caught.

Fishermen fortunate enough to be present at these times rejoice as the big bite is on. And big bites are becoming rare.

On the 4th of August 1960, one such bite looked imminent. Herring in large schools appeared at Point Adolfus. Salmon were beginning to show. About noon on the 5th of August, nine huge seiners appeared and cruised all afternoon. On each of these boats a man equipped with very modern fish-detection gear charted the position of every school in the area, covering an area of possibly 8 miles of coast. The following morning at daybreak they began operations. From the standpoint of efficiency it was a beautiful thing to see. By noon they had completely wiped out the herring, scattered the remaining few survivors to the point where they had diminished below any possible level of survival, and in a few hours the natural predators and even most of the herring had completely destroyed the remainder, and with no herring to hold the salmon, they went elsewhere and left the fishermen sitting there very unhappy.

When these schools of herring had been destroyed, naturally the salmon fishermen in the area were perturbed. However, their angry cries of protest were met with a rather fatherly and patronizing remark by the department biologist that not being biologically trained, the Alaska fisherman was not qualified to assess the overall situation.

That may be true within the area of his own operations, and I won't argue that point. However, results count where we are concerned, and we aren't getting them. This herring fishery was fished in a manner to fish to destruction the very fish upon which they make their living. They do not leave sufficient fish to carry on.

While there may be great quantities of fish in a particular area we need them scattered throughout southeastern Alaska to provide food and bait for our salmon.

We feel that some backbreaking work is in order, rather than too much laboratory work at the present time. We feel that the laboratory work is necessary and should be done, but in its own time. Immediate measures should be taken.

During the last two decades there has been a large geological change in this area. Many of our once active glaciers have made sudden retreats and millions of cubic yards of silt have been swept toward the sea. As an example, there is the Taku River mouth. Twenty years ago oceangoing liners cruised right up to the glacier to the delight of their tourists. Today fairly large trees are growing right where those vessels once sailed. And a vessel of that size could not approach to within 8 miles of the old channel.

It stands to reason that the silt has raised the water table at the mouths of these streams. And in doing so, with the same volume of water traveling over the surface, the rivers rapidly change course. They undercut timber adjacent to it and tumble big rocks in, and natural dams and obstructions occur.

This is true of innumerable streams in this area. I happen to have a homestead in Berners Bay. The stream is fed by a glacier. The same thing has happened there. The water table has raised, the stream has changed channel numerous times.

In doing so, natural traps, or cul de sacs are formed. An example of one such is at Pack Seqmour Canal. A small lagoon, not much larger than the area of this room, has been formed. At low tide it is only a matter of 3 or 4 inches in depth. The salmon in there attempts to climb the stream and often gets trapped in this. When the tide goes out, their backs are exposed to the air, to the bears, eagles, and sea gulls. Hundreds of them die on each tide during the salmon run.

Mr. Stan Price and his wife live right at the stream mouth and they have observed it for a number of years. They tell me that the stream, although it is a small one, once supported upward of 5,000 fish. It now only supports about 200 spawners.

So it may be that not all of our loss of salmon is due entirely to the depredations of man, but some of it is due to these geological changes. We feel that more effort should be spent in an intelligent and vigorous program to clean up some of these stream mouths and provide adequate spawning beds, and in conjunction with a program that will restore the food so that we would automatically have a great increase. After that comes some of the important laboratory work.

I observed one other thing here this summer. On the 1st of August this year fishing wasn't very good so I wandered up into Excursion Inlet hoping I could find a big king salmon lurking there. The fathometer showed a miraculous amount of feed. There were multiple layers, from 3 to 5 fathoms thick, lying along below the water. I couldn't see anything; no activity resembling herring. I was puzzled and didn't get any king salmon. So I anchored up there that night. Late in the evening when the waters quieted down these feed fish surfaced. They were tiny migratory fry. The diving ducks drove them to the surface; and the sea gulls gorged themselves on the surface. Both of these birds are protected, I don't know why.

On the 4th of August I encountered one of the best days of fishing I had, a big bite, as we refer to it. Late in the afternoon of the 4th they started biting. I became extremely busy. Every fish that I landed on deck disgorged from one to two cupfulls of these small fry. These were silver salmon or cohoes. I saved some of these fry, hoping to find one of the biologists out there. I did not do so, so I took them to some of the oldtime fishermen who identified them as dog salmon fry.

With no herring to eat, the silver was hungry so he went to a great deal of labor to gather up several thousand of these tiny salmon fry of another species for food. That isn't good.

H.R. 7595, is that a bill to protect or to increase the runs of king salmon and silver salmon?

Mr. McElroy. Is that the Advisory Commission?

Mr. Young. I believe it was discussed yesterday.

Senator Bartlett. Yes, the bill introduced by Representative Miller of California.

Mr. Young. A representative of the fish and game commission stated yesterday that the State of Alaska is opposed. If by State of Alaska he means his department, he may be right. However, if the State of Alaska means the resident voters, the vast segment of us may not agree. The Alaska Department of Fish and Game has devoted the greatest part of its energy to the development of a specie of salmon used by the canneries; namely, the reds, pinks, and chums. This is a great endeavor and should be continued. We don't advocate that they cease this activity because it is a great natural resource and of benefit to Alaska, too. However, it is nothing to make a lot of us rejoice. There are hundreds of trawlers and thousands of sports fishermen who could angle a lifetime and not catch a sockeye or a red. Dog salmon bite rarely—that is your chums. And the humpies or pinks are just a bother. They are not worth the few cents a pound commercially to us, and they are not highly prized by sportsmen. Whereas on the other hand the king salmon and the silver are among the most prized of game fish by the sportsmen, and are the principal source of income for the trawler.

We feel that a vigorous and immediate program is in order to restore these fish to us.

If the Alaska Fish and Game Department does have a realistic and immediate program that they are going to initiate, fine. If not, some Federal aid is indicated. We have a new crab industry forming here in southeastern Alaska. It is becoming quite a going concern.

But it is growing like Topsy. There are no regulations, no preservations indicated so far.

The king crab—I am not a biologist but I can observe—in mid-April to mid-May runs into shallow water. It migrates in vast numbers. Whether this is a spawning activity or a mating activity I don't know just how to word it. However, a large male taken in early April in shallow water—by shallow I mean only a few feet deep—will be quite heavy and meaty. Catch him in mid-May and he is nothing but a shell. Maybe he lost all that weight just dancing. I don't know.

But at this time they are very easily taken in Taku Harbor, where this occurs. Crab fishermen went in there. When it was reported to the fish and game people, I believe they did go in there and talked

them into leaving. But there is nothing printed in the regulations that says that they have to that I can find.

Mr. RIVERS. What time are you talking about? The time when they had the good meaty condition?

Mr. YOUNG. During the migration when they come into the shallow water, I assume for the purpose of mating or spawning.

Senator BARTLETT. You are talking about the time when they are fat or lean?

Mr. RIVERS. When they are meaty or not meaty?

Mr. YOUNG. In this condition they grow gradually less meaty during the time they are in there, so I assume it would not be practical to take them during the latter part of this time. It wouldn't be profitable.

Mr. RIVERS. Do you object to taking them when they first come in, when they are meaty?

Mr. YOUNG. I object intensely. I think at this time they are too vulnerable.

Mr. RIVERS. I am only trying to make it clear.

Mr. YOUNG. I get this information by talking to some of the old-time residents who have observed cycles of this before, notably Tiger Olson, who may be a friend of yours, Senator. He lives in Taku Harbor and has for some years now.

He tells me that a few years back there was a flurry of king crab fishing in this area that for some reason dwindled away. During that time the pots were so thick that an anchorage was almost impossible to find. It was 5 years before the king crab returned in sufficient numbers for him to even notice them.

I do believe that some research and some regulatory action should be taken to protect these fish; crustaceans.

There are no regulations on the number of pots that an operator can run. This summer I observed a string of pots up Lynn Canal that were untended for nearly 2 weeks. One of the pots, being lifted, was observed to contain dead crabs, starved in the trap.

There are a number of reasons why a man might neglect a string of pots—a breakdown of his vessel, or illness. But I firmly believe, in observing the operation, that the man was only attempting to stake out or hold an area that he was unable to service. Some regulation should be made to cover that.

I have just one other item.

On a seine net there is a lead, additional piece of net can be attached. Its purpose is when the seine is used adjacent to a shallow or rocky shore, the lead can be draped into the water and used to connect the net to the shallow water or to the shore in such a fashion as to give the fishermen a few additional fish. This lead can be 75 fathoms long when stretched. In deep water this lead serves no purpose other than to add an additional 75 fathoms to a net that is already amply long, big enough to handle. A good many of our resident Alaska seine fishermen have expressed the opinion that they would rather not use the lead in deep water. It has to be pulled by hand, since it does not close with the purse or purse line and is not a permanent part of the main purse seine. However there is no regulation preventing the use of it in deep water, since it does give additional 75 fathoms to grab more fish, many of the fishermen are using it, and those who do not approve of it are more or less forced to continue the use of it.

That isn't the main objection to it. The main objection to it is that it is a highly portable piece of equipment and serves admirably as a creek-robbing device for those who are unscrupulous enough to do such things. This summer I once observed such an operation. In conjunction with the fishermen who have contacted me, I think this should be brought up.

I thank you very kindly.

Senator BARTLETT. Thank you, Mr. Young, for your highly informative statement.

Congressman Rivers, do you have any questions?

Mr. RIVERS. No questions. I join in thanking you Mr. Young.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. I want to know what the term native means in the Alaska Native Brotherhood.

Mr. YOUNG. It means a person of native blood, an Indian. I am one such.

Senator BARTLETT. In reference to your comments about herring fish, and regulations pertinent to other fish, I have noted, and the record will show, that Mr. Marvich has been busily engaged in taking notes; and doubtless what you have to say will be considered by the State authorities, who, happily, have exclusive charge of this now instead of the Federal Government.

Tell us a little about yourself. Where were you born?

Mr. YOUNG. I was born in Prince Rupert, Canada. My father was a construction engineer from West Virginia. My mother was a native girl from Haines, Alaska.

Senator BARTLETT. What Indian group was she from?

Mr. YOUNG. She is a Thlingit.

Senator BARTLETT. How in the world did you happen to become an airplane pilot?

Mr. YOUNG. I had a natural bent——

Senator BARTLETT. In Syria?

Mr. YOUNG. I had a natural bent in that direction. I obtained military training when I was quite young. Then I became a professional pilot.

Senator BARTLETT. When?

Mr. YOUNG. When I learned to fly, sir, there were no licenses, so in 1926, at the age of 16, I soloed a JN–4–D, and 4 hours later I was giving instructions to another man.

I flew for the United States Overseas Airlines, who operate largely in oversea operations, as their name implies. I quit them because I was unable to spend enough time at home. I was building the present boat I have in Seattle.

I joined forces with West Air, a little freighting company that flew coastwise from Seattle to Anchorage and Fairbanks, and so forth, thinking I would get to stay more in Seattle and accomplish my boatbuilding. Six months later I was chief pilot for Syrian Airlines. It didn't work.

Senator BARTLETT. Have you quit flying now?

Mr. YOUNG. I have not flown now for 2 years. I am not grounded or incapacitated. I simply am attempting to realize a lifelong dream of coming back to my home here in Alaska and doing as I wish.

Senator BARTLETT. You prefer to fish?

Mr. YOUNG. I am enjoying it. It has not been too profitable yet. My friends wrote to me and asked me how I did. I could only reply that I had been a brilliant failure.

Senator BARTLETT. You live in Juneau now?

Mr. YOUNG. Yes, sir.

Senator BARTLETT. And you represent not only yourself but the general camp of the Alaska Native Brotherhood in your appearance here, or the Juneau group?

Mr. YOUNG. It is the camp 2 of the Juneau group; regional group.

Senator BARTLETT. Are you an officer in that camp?

Mr. YOUNG. No, sir, I am only a member of the policymaking committee.

Senator BARTLETT. You are ahead of me. I am a member of the Alaska Native Brotherhood, too, but I am not a member of any committee or policyforming group.

Mr. YOUNG. If you had come to me, we would have elected you.

Senator BARTLETT. I will see you later. Thank you, Mr. Young.

The committee will stand in recess until 2 o'clock. The first witness then will be Dr. Harry of the U.S. Fish and Wildlife Service.

(Whereupon, at 11:50 a.m., the subcommittee recessed, to reconvene at 2 p.m., this day.)

AFTERNOON SESSION

Senator BARTLETT. The committee will be in order.

Dr. Harry, will you come forward?

STATEMENT OF GEORGE HARRY, LABORATORY DIRECTOR FOR THE AUKE BAY BIOLOGICAL LABORATORY OF THE U.S. BUREAU OF COMMERCIAL FISHERIES, AUKE BAY, ALASKA

Dr. HARRY. My name is George Harry, laboratory director for the Auke Bay Biological Laboratory of the U.S. Bureau of Commercial Fisheries, Box 1155, Auke Bay.

I have some summary information, regarding the Russian and Japanese activities in the Bering Sea area which I summarized here. I might read it for you very shortly.

Senator BARTLETT. This we would be very glad to have.

Dr. HARRY. The Japanese in postwar years have been operating trawling activities in the Bering Sea since about 1955. These operations have expanded rapidly during the past 3 years as indicated by the following number of fleets and estimated catches from the Bering Sea: 1955, six fleets, not all of which were in the eastern Bering Sea, however. The estimated catch in pounds for the eastern Bering Sea only for that year was 200 million pounds of fish.

In 1960 there were 13 fleets with an estimated catch of 985 million pounds; 1961, 28 fleets with an estimated catch of 1,300 million pounds.

Japanese operations have been conducted principally from Danish seine vessels and two-boat bull trawlers.

Some standard east coast types side-set trawlers and stern trawlers have been used by the Japanese in the eastern Bering.

Probably the most important change in 1961 has been the development by the Japanese of shrimp fishing. This operation was generally

78443—62—pt. 2——23

conducted north of the Pribilof Islands. Shrimp production in 1961 by the Japanese is estimated at about 56,000 cases. These are 48 8-ounce cans to the case.

Reports indicate 1 month there were shrimp with 16 catchers involved in this operation.

Soviet operations have continued in the same general areas with perhaps some greater activity in deeper water north and west of the Pribilofs. The size of the fleet is estimated in the vicinity of 100 vessels. However, the composition and exact size is difficult to evaluate because of the large area in which the fleet operates and the shuttling of refrigerator and support vessels in and out of the region. Catching operations are conducted from approximately 120-foot side-set medium trawlers. Refrigerators of several classes are used to take fish to Soviet ports.

The catch of the Soviet fleet is more difficult to determine as no published figures are available. It is conservatively estimated that the 1961 production was about 300 million pounds.

The Soviets, incidentally, have in addition to the species of flat fish, have been taking ocean perch in this area, and in fairly large numbers this past year.

As a matter of fact in 1960 about 22 million pounds of ocean perch were taken by the Russians, an estimated amount.

The magnitude of the Bering Sea international trawl operations is demonstrated by an aggregate catch for both fleets which probably exceeds 1.5 billion pounds, making it the largest fishery adjacent to the western coat of North America with respect to weight. The eastern Bering Sea trawl production is in the vicinity of 10 times that produced by the United States and Canada along the west coast of North America.

The Japanese were reported to have operated five factory crabbing vessels in the eastern Bering Sea during 1961 while two and perhaps three Soviet crab mother ships were operated. Soviet crab mother ships ranged between 9,000 and 18,000 tons displacement.

In addition to the ground fish and crab operations, both the Japanese and Soviets were active in whaling.

The Japanese were reported to have 2 mother ships with 15 catchers and the Soviets 1 mother ship with 9 catchers.

Exploratory operations south of the chain have continued by the Soviets, but do not appear as intense as in previous years.

The U.S. Bureau of Commercial Fisheries has an active program of keeping these foreign fishing fleets under observation. This is done through our own Bureau of Commercial Fisheries vessels, through the active assistance of the Coast Guard. We have had people on the Coast Guard cutters and have boarded Japanese vessels in these fleets. And also through the various research vessels which are in the area, and also from the commercial fishing industry itself.

So that the Bureau of Commercial Fishers is doing its very best to keep under observations the fleets that are operating in this area.

This is just a very brief summary of what the condition was during this past season, Senator.

Senator BARTLETT. May I take a look at that, Doctor? Doctor, we note here that the Japanese alone in a 2-year period increased their catch of trawl-caught fish from 200 million to 1,300 million pounds, and the Russians are taking a tonnage of fish that can't even be estimated.

Does anyone know, the Russians, Japanese, Canadians, or the Americans, how much of a fishing effort the Bering Sea can sustain?

Dr. HARRY. No. Nobody knows that. There is no way to determine it now. Because, for one thing, we don't know what the Russians are taking out of that area. These are just estimates. To do what you ask, we would have to have real good catch statistics from all nations. It would take a very active program to do that. Right now it is not known.

Senator BARTLETT. You have to have knowledge of the fishery, that isn't possessed by any nation, as to its abundance.

Dr. HARRY. No one nation has that knowledge, no.

Senator BARTLETT. It might be that with this enormous expansion the fishery will be utterly depleted in a very short time.

Dr. HARRY. That is certainly a possibility, that the fishery could become depleted with this amount of fish. Again we don't know. That certainly is a possibility.

Senator BARTLETT. The Japanese are taking 1,300 million pounds of trawl-caught fish. What species of fish?

Dr. HARRY. They take mostly flat fish. There is some cod. But mostly these various species of the flat fish, the flounders.

Senator BARTLETT. What do they do with the flounders?

Dr. HARRY. Some they freeze and take back. A good portion of them however is reduced for meal and for oil.

The Soviets freeze theirs also, probably freeze a greater percentage than the Japanese do, from the reports that we have.

Senator BARTLETT. Do you have any idea of what the American catch in pounds was during the years mentioned here; namely, 1959–61 inclusive?

Dr. HARRY. The estimate we made there was that these catches were 10 times more than the entire catch along the Pacific coast.

Senator BARTLETT. You are talking about from California on up?

Dr. HARRY. Yes, sir; the entire catch.

Senator BARTLETT. Is there any way of determining what the American catch is in Bristol Bay itself, or is it nonexistent?

Dr. HARRY. It is nonexistent. There is no bottom fishery at all in the Bristol Bay.

Senator BARTLETT. Do you see any prospect that it would be commercially profitable for Americans to go in and engage in that fishing effort?

Dr. HARRY. The bottom fish industry as you probably know is hard hit right now. Without some sort of assistance, it is not profitable now for the American fleet to get into this area.

Senator BARTLETT. Are we going to lose any rights we might otherwise possess by reason of our failure to exploit this fishery?

Dr. HARRY. This question of international rights is something that I am not an expert on at all. There aren't many people who are I guess.

Whether we would lose any rights under international law I don't know. At least in an arguing capacity it would be well, it seems to me, to have some activity in that area as long as the Soviets and the Japanese are in there.

Senator BARTLETT. By the time we get around to it there may be no fish left there at all.

Dr. HARRY. There may be much less than there is now.

Senator BARTLETT. Is there too much intensity in the fishing in the crab areas?

Dr. HARRY. There was a good deal of discussion about this very point at the last meeting of the North Pacific Commission which was held just a month ago or so in Seattle. Our biologists who are working on this problem feel that we are approaching or perhaps at the point where any more fishing on the crab stocks could cause trouble.

Senator BARTLETT. It takes the king crab a number of years to mature, does it not?

Dr. HARRY. Yes, it does.

Senator BARTLETT. Six years?

Dr. HARRY. Six or seven years. They are rather slow maturing and they could become depleted.

Senator BARTLETT. How about the Japanese and Russians, if you happen to know. Do they insist that their fishermen observe minimum sizes of crab take?

Dr. HARRY. I don't know. I have no idea about the Russians. And I don't know about the Japanese, either. I don't know whether anybody knows.

The information is probably available for the Japanese but not for the Russians. I do not know.

Senator BARTLETT. How long have the Russians been engaging in the crab fishery and bottom fishery?

Dr. HARRY. This is fairly recent for the Russians. I think the Russians have been in the crab fishery only about two seasons, and in the bottom fishery since about 1959, I think, or 1958. Japanese began postwar operations about 1954, and have rapidly expanded. The Russians of course have expanded tremendously just in the past 2 years.

Senator BARTLETT. They are pushing this in a very aggressive manner and attitude, are they not?

Dr. HARRY. They are. They are really going out in all parts of the world for fish.

Senator BARTLETT. Bigger vessels?

Dr. HARRY. Tremendous vessels. Big self-contained units. They will trawl and process the fish in one vessel, the Pushkin-type vessels, 240-foot vessels I believe, and self-contained units. They catch and process the fish as they go.

Senator BARTLETT. Do you happen to know if the Russian fleets, if the vessels of those fleets, move up toward the coast of Japan? Are they trying to interfere with the local Japanese fishery?

Dr. HARRY. I don't know. I am not sure just how far they get over there on the coast of Japan. I don't know.

Senator BARTLETT. In any case, this injects an entirely new factor into the North Pacific situation, troubled as it was before, without the Russians coming in. It is complicated and made even more serious

by reason of the Russian intentions which, as you related, are being carried out, to do some prospecting south of the chain, which may be followed by a very real fishing effort there.

Dr. HARRY. That is usually their practice. They will go in and explore an area for a year or a couple of years, and then the next thing their fleets move in.

Senator BARTLETT. If they came into our halibut fishery, so nicely adjusted between the Canadians and Americans by reason of this International Commission, there would be total disruption, would there not?

Dr. HARRY. This would be a very serious effect I am sure if they came into the halibut fishery, no question about that.

Senator BARTLETT. And under international law there would be no prohibition against their doing so.

Dr. HARRY. No. The Russians of course are not in any treaties now and under international law, as I understand it, they could fish halibut freely outside the 3-mile limit.

Senator BARTLETT. Will you tell us something, Dr. Harry, about the Auke Bay research laboratory, how long has it been in operation, what does it do, what does it hope to do?

Dr. HARRY. The research activities of the Bureau of Commercial Fisheries were transferred from Seattle to Juneau about 1956 or 1957. At first we were scattered around in various buildings in Juneau. Then Congress was good enough to appropriate a sum for our new laboratory at Auke Bay and we moved into the laboratory last December into a beautiful new building which serves as the center of all research activity for the Bureau of Commercial Fisheries in Alaska.

We work on all species of salmon, marine fisheries, and also shellfish.

We have field stations wherever there are commercial fisheries of importance in Alaska, from Ketchikan into the Bristol Bay area, and also now we have a special study at the Rampart site where we are enumerating the upstream migration of fish past the Rampart site.

Senator BARTLETT. Mr. Watson in Fairbanks gave us some very good testimony as to that activity.

What is the size of your staff at and associated with the laboratory?

Dr. HARRY. We have 30 scientists on our staff now, and about another 12 supporting people of various kinds. During the summer, however, we hire students from the various fisheries colleges and universities. This past season we had 105 temporary people in Alaska working on our projects. Our fieldwork of course is concentrated during the fishing season, and then we hire many more temporary people.

Senator BARTLETT. Is the operation entirely by way of direct appropriation, or do you get allocations from special funds?

Dr. HARRY. Our operation is actually predominantly by Saltonstall-Kennedy funds, probably 80 percent financed by Saltonstall-Kennedy funds, perhaps something like 20 percent, I would have to check, appropriated funds. This Rampart study is Corps of Engineers funds which are transferred to the river basin, which in turn transfer them to the laboratory.

Those are the three funds that we are operating under now.

There is one other which is really appropriated funds, it is the emergency salmon program which we have discussed before at the hearing.

Senator BARTLETT. How much was allocated to Alaska under that emergency appropriation?

Dr. HARRY. The State got approximately, for the 2 years, $650,000, and the Auke Bay Biological Laboratory got approximately $405,000 for the 2-year period. Then there was of course considerable off highseas work which was carried out from Seattle by the Bureau of Commercial Fisheries and by the Fishery Research Institute.

Senator BARTLETT. I gave a figure here of approximately $2½ million set aside for this special work. Was that excessive? My memory wasn't too clear.

Dr. HARRY. That is the exact figure, $2½ million for the total.

Senator BARTLETT. In other words, the research activities of the Bureau of Commercial Fisheries have just fairly begun in Alaska by way of a central location, by way of more adequate staff, and you would be hopeful, I suppose, that information which we should have gained long since but did not on account of an insufficiency of funds will become available during the years.

Dr. HARRY. Yes, sir. There has been research of course in Alaska for many years by the Fish and Wildlife Service. But funds, as you pointed out, have not been sufficient and research has never been concentrated in Alaska. The headquarters have not been in Alaska, as they are now.

Senator BARTLETT. It was on a very limited scale, was it not?

Dr. HARRY. Yes, sir.

Senator BARTLETT. I won't ask you to comment on the Gruening-Rivers bills now before the Congress because the Department has done that officially back there in Washington. But I will ask you if you see a usefulness in the employment of even more research funds so the fishery can be restored and rehabilitated?

Dr. HARRY. There is no question about that, Senator. When you think about the tremendous lake systems in the Bristol Bay area alone, where on any one of these systems really most of the funds of the State and the Federal Government could really be put into a real concentrated study on any one of these systems. Yet we have all of these tremendous systems in Bristol Bay, those in Cook Inlet and southeastern.

Alaska is such a tremendously large area, and the fisheries, the amount of information that is needed to adequately manage the fisheries, is so great that it is going to take a long time, using all the efforts of all the people working up here, to get the answers that we really need.

Senator BARTLETT. There are thousands of streams, thousands of lakes, thousands of miles of ocean coastline of interest and concern to you.

Dr. HARRY. Yes, sir; that is right. Most people think there is a lot of money going into research in Alaska, and there is. But when you think about the areas that are needed to be studied, for example, in the Prince William Sound area alone, near Cordova, there may be 400 or 500 spawning tributaries in that one area alone. Of course in southeastern and the other areas the problems are tremendous.

Senator BARTLETT. In relation to the comparative abundance of research money now, we might describe that by saying that there is, but there wasn't. The fact that there wasn't is the reason for the need now. I was impressed with Mr. Watson's testimony in Fairbanks, demonstrating as it did that after all this time we haven't known anything really scientifically about the Yukon River fishery until these investigations began, because there wasn't any money available to look into that, no manpower could be diverted to that, and for my own part I think that while research is far from being the answer to everything, people may expect too such from it, yet sensible and logical and desirable management decisions cannot be made without it.

Dr. HARRY. Yes, I think that is right.

Senator BARTLETT. The committee wants to thank you for your statement, Dr. Harry. You have helped us in a way, although you frighten us in another by producing those figures about the Bristol Bay catch by other nations. However that too will be good because it will point out the need for our doing something as a country to protect our legitimate interests there.

Mr. McElroy, do you have any questions?

Mr. MCELROY. What is the effect on the Auke Bay Laboratory of the fact that the Federal fiscal year ends on June 30 of every year?

Dr. HARRY. It makes operations of a laboratory, any laboratory, difficult because the fiscal year ends right at the height of the field season, and we do not get our appropriations until some time in August, so there is a period of indecision in here when we may be spending more money that we have or we should be spending more money that we don't really know about, and it is right in the middle of our field season and makes planning very difficult. Sometimes as a result we overspend, and there is a possibility we underspend. It is a difficult situation for us for planning purposes because of the end of the fiscal year coming at a very awkward time. I am sure this applies to any agency that does fieldwork.

Mr. MCELROY. If you continue spending at the same rate in anticipation of appropriations finally coming through to you, as sometimes happens under these special authorizations, then you don't get them, what happens?

Dr. HARRY. Then we just don't do something that we had planned to do. Usually we get our funds in July. I am not sure just how this works back in Washington.

Mr. MCELROY. With respect to the Japanese and Russian effort in bottom fisheries, what would be the minimum type of research effort necessary to determine whether the harvest is too heavy?

Dr. HARRY. Do you mean dollars or manpower?

Mr. MCELROY. Just the kind of program.

Dr. HARRY. I see.

Basically what we would have to have is such information—first we would have to have very adequate catch statistics by area. This is basic to any such program.

Mr. MCELROY. Over how long a period?

Dr. HARRY. They would have to be continuing, starting now to infinity, practically.

Senator BARTLETT. Thank you very much, Dr. Harry.
Dr. HARRY. Thank you.
Senator BARTLETT. Are there further witnesses?

STATEMENT OF URBAN PETE NELSON, REGIONAL DIRECTOR, BUREAU OF SPORTS FISHERIES AND WILDLIFE, JUNEAU, ALASKA

Mr. NELSON. I am Urban Pete Nelson, regional director for the Bureau of Sports Fisheries and Wildlife here in Juneau.

I would like to call the attention of the committee with respect to the marine mammals bill, the report which you have, the Pacific walrus, Wildlife Special Scientific Report No. 41, which is available in quantity in Washington. It was a report of 1958 on which Secretary Leffler made his testimony in connection with the marine mammals bill previously. Since that time there have been two subsequent surveys, and I think that the committee in review of this bill should get the results of those two surveys for their conference. One of the reports is by Carl Kenyon, as a result of the 1960 aerial surveys in the North Pacific and the Bering Sea. The second report which I have not seen as yet will be out shortly. I understand a brief will appear in a future issue of the National Geographic.

Reference was made this morning with regard to differences in population estimates. I think that is a point on which they will always be some controversy.

Frankly I don't personally feel that it is anything to be particularly concerned about, because if there is not controversy there probably isn't very good research.

The numbers that were given by Mr. Brooks this morning are essentially those which will occur in the subsequent report of last spring's aerial survey, which are essentially in the field of 90,000 to 100,000 walrus.

I would like to clarify one other point, Senator Bartlett. You mentioned this morning the matter of the recent interest in the walrus, and also the polar bear. I think the committee should understand that until about 1947 or 1948 there was virtually no hunting of polar bear by aircraft. At that time I think perhaps one of the first guides, Gene Joiner, at the Kotzebue, started hunting, taking nonresidents out. Then it became quite an important thing and more and more guides moved into the field. By 1953–54 we had quite a large number of people going polar bear hunting.

It was at that time that the furor arose particularly in the conservationist field over the killing, the method primarily of hunting with aircraft and taking them on the open ice, sighting them first, landing alongside and killing them in what some people called cold blood that provoked the interest in the polar bear.

I think, Senator Bartlett, you will remember the complaints we received from conservationists from all over.

Senator BARTLETT. I certainly do.

Mr. NELSON. We at that time had no control beyond the 3-mile limit. So it was out of the jurisdiction of the Bureau of Sport Fisheries and Wildlife. In essence then we have had a new field of hunting here which has occurred since, basically, 1947. So there hasn't been any real true need for concern prior to that date, and I think the committee should understand that point.

A second instance is the case of walrus ivory. Those of us who live in Alaska have seen the increase in people coming to Alaska and desiring walrus ivory. The demand, of course, has increased since the war years.

The need for control has been more apparent.

Just why the Fish and Wildlife Service has not been interested in this heretofore, say, before 1947, I can't answer except to say that it was essentially the same story, a matter of funds made available for the conduct of these studies.

It is true there has been a recent interest in both the polar bear and the walrus. But there also have been reasons for that.

I had one other point I wanted to make. In connection with the walrus, so far as the harvest is concerned, as Mr. Brooks said this morning, I think that we can assume that the walrus at this particular moment are not threatened by overexploitation.

But one point to me which is very important is that in the killing of walruses we know from observations that the waste is quite terrific, and from the conservationist's standpoint it is a point which ought to be exploited to the very end. If it is necessary to kill two walruses to recover one, I think we must admit that that is bad, that we must find a way of more efficiently taking walrus without losing that high percentage.

We can argue as to whether it is a 25-percent loss or a 70-percent loss. Undoubtedly it will vary by area, location, and by the individuals taking the walrus. But it is conceivable that if we could correct this crippling loss, which is a complete loss, and try to recover more animals, we could easily increase the harvest by 25 or 50 percent, simply by recovery. I think it is a field which some agency of the Government, either State or Federal, should look into seriously.

In my own personal viewpoint, since this involves to a large extent native peoples, it perhaps is a field in which the Alaska Native Service might well devote some attention to.

I think with a little experience we can find a way to take walrus without that loss.

Those are the only comments I have to make, Senator Bartlett. I would be happy to give you my personal viewpoint on some of these matters, with the understanding, of course, that I don't represent the Secretary of the Interior, or the Director of the Bureau.

Senator BARTLETT. Pete, when I referred to the lack of knowledge concerning these two mammals, the polar bear and the walrus, I was in reality referring to the great difficulty we always experience, and that "we" is quite inclusive in the way I use it, in securing these funds for the big job that is to be done.

When you spoke about the walrus loss did you have reference to the fact that so often a walrus shot will sink?

Mr. NELSON. Correct.

Senator BARTLETT. And he goes down and is never recovered.

Mr. NELSON. There are a few that occasionally wash up on the beach and are recovered there; yes.

Senator BARTLETT. But he doesn't pop up from the ocean depths?

Mr. NELSON. No, sir.

Senator BARTLETT. Of course it is well understood that the loss is very considerable. I should have asked Mr. Brooks this morning, and I shall now make this comment with the hope that Mr. Marvich will

make a note and submit a written statement as to the action of the State in creating a sanctuary for walruses. If I am correct in my memory, that was done. We might have a little postscript on that.

Pete, what will the ivory weigh from an average size bull?

Mr. NELSON. I think I would prefer that Jim answer that question. I would suspect an average sized bull, both tusks would weigh in the vicinity of 13 to 15 pounds.

Would that be a good guess? Say a 16-inch tusk.

Mr. BROOKS. Many will weigh more than that although I believe the average of all bulls taken would be somewhat less than that. Perhaps more like 10 or 12. Twenty pounds per pair is not really rare.

Senator BARTLETT. What will the average bull walrus weigh, Pete?

Mr. NELSON. Again I would have to refer to the reports. That is all available, will be made available to the committee at any time you wish to request them.

Senator BARTLETT. That is all right. We will find out. We are looking for information ourselves. This subject is fascinating.

Mr. NELSON. I would guess 1,600 pounds would be a good bull.

Senator BARTLETT. Jim Brooks, do you want to enter a word there?

Mr. BROOKS. Yes. I think Pete's estimate is a little conservative for a bull walrus. We weighed some out in the Walrus Islands that weighed between 3,000 and 3,500 pounds.

I think the average adult bull would weigh around 3,000 pounds.

Senator BARTLETT. After having said I wouldn't, I am going ahead. Do they travel in herds?

Mr. NELSON. Pretty much so. From our spring surveys this past year we found—I said we, but I wasn't along—the Department of Fish and Game personnel, one of them, our own people, found quite a large number of individual walruses scattered here and there all the way across the north of the Bering Sea, which confounded our estimates of course in attempting to arrive at a total number. It is very difficult when you get a sporadic pattern of distribution with one mammal here and three there and four or five there. I would say they generally move northward in groups.

Senator BARTLETT. And they don't know what the international line is. They cross freely back and forth between areas that are closer to the United States of America, and Siberia.

Mr. NELSON. Right.

Senator BARTLETT. Is there any concern that some of these deplorable, uncivilized, monstrous Russian nuclear tests now being conducted may be so closely situated to the coast that the fallout will endanger marine life in the Bering Sea?

Mr. NELSON. I think there can be no doubt that the fallout, if it is expressed in terms of something as serious as a 50-megaton bomb, could have a tremendous effect on all of the aquatic life. Of course the walrus are dependent upon the smaller forms of bottom life that would be affected. Most of those waters are shallow in the North Bering Sea. They might be more affected than animals dependent on food at lower depths. Again the currents, the matter of currents and the accumulation of materials would have an effect.

They have attempted to work out something in connection with the Cape Thompson studies. I frankly can't tell you what the final conclusions have been with respect to effects of tidal currents and move-

ments. Of course that would be related to time and every other factor. Most certainly it would have an effect on all of the aquatic as well as the terrestrial life.

Senator BARTLETT. You refer to this project under Operation Plowshare which has been under investigation for several years up the Arctic Coast to Cape Thompson which has for its purpose a demonstration of the peaceful use of the atom. And there is no intention of performing that experiment which in any case wouldn't be permitted without the express authorization of the President of the United States until there is substantial agreement that no harm would be done to human or animal life.

Mr. NELSON. That is my understanding of it. It will be an underground thing.

Senator BARTLETT. That is important at the outset. This is underground.

Mr. NELSON. Correct.

Senator BARTLETT. It is in direct contrast with the Russian blasts in the atmosphere, and couldn't conceivably do the amount of damage that they are now producing.

So you would say, then, that our fears, our apprehensions regarding the Russian tests, should relate not only to human beings from the excessive amount of fallout that is being created, but also to the animal life and fish life.

Mr. NELSON. Correct.

Senator BARTLETT. Pete, what is the function of your Bureau now that statehood has come?

Mr. NELSON. Our functions in Alaska are essentially the same as they are in the other 49 States. And I would say first of all our first function is the responsibility for the migratory waterfowl rules and regulations, the national wildlife refuge programs, the programs associated with predatory and rodent control in cooperation with the various State agencies that are concerned, either for the health and welfare standpoint or the livestock or the game standpoint; our responsibilities for research, as indicated in the programs and plans which are approved by the Congress, which in Alaska have been quite restricted thus far at least. In the case of the marine mammals we have a very limited amount of money. I think our appropriation last year was something in the sense of about $18,000 through the work of Mr. Kenyon in Alaska. This does not include the fur seal.

And also our work in cooperation with the wildlife research unit at the university, where we contribute the services of personnel and equipment to operate that in cooperation with the State of Alaska and the university.

Senator BARTLETT. In part is that activity designed to train young men or older men in wildlife management?

Mr. NELSON. Correct. As a matter of fact quite a large percentage of the personnel employed both by our Bureau in Alaska and by the Alaska Department of Fish and Game have been trained at that unit.

Senator BARTLETT. That program has been in operation for some years now—10 or more years?

Mr. NELSON. I think it was about 1951, if I remember.

Senator BARTLETT. Would you describe it as having been successful to date?

Mr. NELSON. Yes, I would say so.

Senator BARTLETT. It has done the job for which it was created?

Mr. NELSON. I think it has. There have been questions raised throughout the country with respect to the Federal Government's responsibility for training, and having been familiar with this since it started about 1953, and knowing the enthusiasm at that time, I wonder today whether or not there is equal enthusiasm for the reason that there is a reasonably good supply of biological personnel coming out of the universities today without the help of these units and some have questioned the necessity for it. But that is beyond my field. I would say here in Alaska certainly it is helpful to the State and to the university to get people trained locally, familiar with local affairs and local knowledge, and have them available for the needs of the State and Federal work.

Senator BARTLETT. I will agree with you wholeheartedly when you say that is outside your field. And it is outside my knowledge. But I would make a guess and say that those who were reaching this work through other means may have done so by way of Federal grants of one kind or another, too.

Mr. NELSON. That is correct.

Senator BARTLETT. Mr. McElroy.

Mr. MCELROY. Does your service have any cooperative projects with the Atomic Energy Commission in monitoring fallout?

Mr. NELSON. Yes. You say in connection with monitoring the fallout? Negative.

Mr. MCELROY. Just on the effects of it?

Mr. NELSON. We have had a very small part of that. Last year in connection with the walrus surveys we did make a special survey in the Cape Thompson area at that time in order to determine then what we could in the way of population estimates for the area that might be affected in that immediate area. We have served directly and indirectly on councils and panels on preparation of studies to be undertaken by the Commission.

Those studies have largely been conducted by the university and we have offered our assistance and help. Actually our part is very minor.

Senator BARTLETT. Pete, there was considerable hush-hush conversation that was released about the fallout of a few years ago, after it was reported that the carcasses of about 200 walruses were washed up on St. Lawrence Island. Has there been any further information about that, or release of any information that might have been collected?

Mr. NELSON. So far as I know the situation, those particular reports had their foundation from killing locally, perhaps not right at St. Lawrence, but either eastwardly or at St. Lawrence. It was a delay. As I recall, these reports showed the animals coming up on the beach about in July. Actually that is about the length of time it took for the animal to float again and come ashore. That is all I know about it. I haven't any other information.

This occurs every year at certain places. In fact just last week it was up at Point Barrow.

Senator BARTLETT. I am almost convinced that the Russians had let off one then and killed all these walruses.

Mr. NELSON. I don't recall having read a statement that that was involved. But I don't know. I haven't had the report.

Senator BARTLETT. In any case, I wish they would not keep blasting up there.

Mr. NELSON. You and I both.

Senator BARTLETT. Thank you, Mr. Nelson.

Are there any other witnesses? If not, this 11th hearing of the Senate Merchant Marine and Fisheries Subcommittee of the Committee on Commerce will stand in recess until an hour unspecified tomorrow in Ketchikan.

(Whereupon, at 2:48 p.m., the subcommittee recessed, to reconvene on Friday, October 27, 1961, at Ketchikan, Alaska.)

NORTH PACIFIC FISHERIES PROBLEMS

FRIDAY, OCTOBER 27, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
KETCHIKAN, ALASKA.

The subcommittee met at Ketchikan, Alaska, at 1:30 p.m., pursuant to notice, Senator E. L. (Bob) Bartlett presiding.

Senator BARTLETT. The committee will be in order.

Two weeks ago today this subcommittee, which is the Merchant Marine and Fisheries Subcommittee of the Senate Commerce Committee, opened hearings in Alaska at Petersburg. Since then we have been here and there receiving testimony relating to the fishery and transportation principally. This is the 12th hearing conducted along the Pacific coast on these subjects. However, at San Rafael, Calif., beginning on October 4, and at Seattle a few days later, the only subject under discussion was that of the fishery.

I do not know whether it was coincidental or not, but this is the 12th such hearing held, and 10 of them have been in Alaska. We opened, as I said, at Petersburg, and went from there to Dillingham, then to Naknek and Homer. The next hearing after that was at Kodiak, then we went to Fairbanks and Anchorage and Cordova, and concluded the Juneau hearings yesterday.

We will be very glad to hear from anyone who wants to testify here on the fishery, on transportation, or any other subject within the legislative jurisdiction of this committee.

We cannot well receive information in praise or condemnation of the State's fish regulations, for example, because that is an internal matter with the advent of statehood, with which the Congress nor any other segment of the Federal Government has any connection.

The first witness is Mr. Harold Newman, Box 277, Ketchikan, fisherman.

We will be very glad to hear from you.

STATEMENT OF HAROLD NEWMAN, KETCHIKAN, ALASKA

Mr. NEWMAN. First of all I would like to compliment you on the work you have done in behalf of the Alaskans.

Senator BARTLETT. Thank you very much.

Mr. NEWMAN. We in the fishing industry really appreciate it. We know that you are sincere and dedicated to helping the fishermen of Alaska.

With regard to the importation of foreign fisheries products, I would like to refer specifically to that Senate bill 502 of yours, which was hearings on fisheries of the high seas.

I am particularly cognizant of the fishing aspect of that bill and the hearings conducted.

In some of the testimony presented, it developed that the standard of health and sanitation of your Japanese crabmeat, for instance, was much lower, in fact they had no standards. It was developed that on samples that were tested for filth, that every sample tested had traces of human excrement by those who tested it.

The fact that American industry is allowed to import such products without regard to such measures of sanitation and health regulations, it appears to me that it is an unfair imposition to place upon the American industry which has to adhere strictly to health and sanitation regulations imposed by the United States.

I would like to ask if anything has been done to rectify this from the standpoint of the U.S. Government placing regulations or restrictions on importing foreign fisheries products which do not meet our standards of sanitation and health.

Senator BARTLETT. I think the answer to that, Mr. Newman, is that not nearly enough is being done. The regulations are enforced, but elsewhere during this series of hearings a witness described in some detail and it was his conclusion that even from States which have strict sanitary codes, as Massachusetts and New York, a product imported from abroad had a much better chance of entering the State market, despite unsanitary conditions, than did an American product which is much more closely scrutinized.

The whole proposition doesn't make very much sense obviously. We were told by that same witness, as I recall, that to the best of his belief and knowledge there has been no noticeable, nor any, improvement in the sanitary conditions under which the crabmeat to which you referred is packed by the Japanese.

I recall a couple of years ago having seen a series of pictures showing the processing of the crabmeat on a Japanese vessel. It was being done under circumstances that simply wouldn't be permitted aboard an American ship. The man who called this to my attention then made a remark which stayed with me. He said:

> If the American housewife could herself see the lack of sanitation, she would insist upon the American product every time for her own home because she knows that very rigid standards are applied, both by a desire on the part of the packer and by appropriate laws.

So I guess the answer to your question is that codes and regulations are there, but they are directed much more strictly toward the American producer than the foreign producer.

Mr. NEWMAN. Part of my concern of course is that the importation of such products at the present time is only the beginning with the increased fishing effort in the Bering Sea by foreign countries. They are taking out tons and tons of fish and much of that fish is bound to find its way back into the American market. Aside from the fact that a lot of this fish will be taken from American waters, and in effect it is our own fish being sold back to us under unsanitary conditions, aside from the fact that that isn't what you would call fair play. Many of these foreign nations such as Japan can eat foods which would kill us because of the centuries of building up a resistance, for instance, to body poisoning through fertilizing their own crops with human excrement. It won't bother them but it will bother us and make us good and sick.

If there is going to be a lax control over this sort of thing, it could have serious repercussions on the American market. Not too many people are too interested in where a product comes from in a can. When a woman goes into a store to buy a can of processed fish she looks at the label. She doesn't necessarily look to see who packed it.

I hate to mention any particular company, but if some American company imported Japanese processed fish, put their own label on it, and in very, very fine print on the bottom put "A product of Japan," that escapes the average housewife.

Senator BARTLETT. Do you suggest that this is being done?

Mr. NEWMAN. It wouldn't surprise me that it is being done.

Senator BARTLETT. It is just barely possible.

Mr. NEWMAN. It is just barely possible.

That is about the main thing that I have to say on importation of foreign fish.

Mr. MCELROY. May I say something, Senator? For the completeness of this particular record, I think it might be well to mention what kind of fishery products are likely to be packaged under unsanitary conditions.

Mr. NEWMAN. King crabmeat, for one. Your fillet of sole, frozen fillet of sole, bottom fish of all descriptions, through their extensive trawling fisheries that they have established up there. The tonnage that they produce is terrific. I don't need to tell you fellows. You are both aware of it.

Mr. MCELROY. We have been hearing about it.

Mr. NEWMAN. It is bound to find its way back into the American market and I am concerned about it.

Senator BARTLETT. I needed to be told about it, Mr. Newman. I almost fell out of my seat yesterday at the hearing at Juneau when Dr. George Harry of the Fish and Wildlife Service, director of the Auke Bay Research Laboratory, who by the way did the committee the honor of accompanying us down from Juneau and who is in the hearing room now, informed us that the Japanese catch of bottom fish in the Bering increased from 200 million pounds in 1959 to 1,300 million pounds this year. And that isn't all; because a very considerable, in fact a massive fishing effort on the bottom fishery, has been mounted by the Russians in the same general area. We have no notion of how much fish they were taking. They don't tell. Those figures can't be obtained. But in any case, a terrific amount of bottom fish is being taken from there, compared with the very recent past, and as Dr. Harry explained to us, no one—Russia, Japan, Canada, or the United States—has any notion of the extent of that fishery and don't know whether it will stand this intensity of fishing. It may be all done quickly. In the meantime the United States has not established any rights in that fishery and is making no plan to do so as far as we know.

It is a very dangerous situation for us.

Mr. NEWMAN. It is, yes. With the present administration's view toward creating harmonious relations between Russia and the United States by allowing importation, for instance, of Russian crabmeat—I just want to register an objection on that. I know that you have millions of objections.

Senator BARTLETT. I want to register some myself.

Mr. NEWMAN. I want to go on record as objecting to that. You can see the implication. If they will allow it on crabmeat, and the extensive effort is going on up there on your bottom fish, then it follows that it would improve relations even further if they allowed importation of the bottom fish.

Senator BARTLETT. Let the record show that Mr. Newman's reference to the importation of Russian crabmeat has to do with the situation whereby some years ago its importation into the United States was prohibited on the grounds that the crab was being put up by slave labor. Early this winter the U.S. market was opened to that product on the grounds that it could no longer be proved that slave labor was employed.

How the intelligence reached us, I do not know.

Do you have anything further?

Mr. NEWMAN. One further remark, if I may.

Senator BARTLETT. Surely. Don't hurry.

Mr. NEWMAN. In regard to obtaining Federal subsidies or Federal aid in Alaska, it came to my attention, in reading the Constitution of the United States, that the Federal Government is specifically prohibited from owning land in any State in excess of 10 square miles, except through the permission of that particular State's legislature, and by purchasing it from that State. This being the case, why doesn't Alaska own more of the land area than it presently owns? And if the United States has given us statehood without giving us title to our land, it occurs to me it is much like giving your son a car without giving him title to it.

Senator BARTLETT. The reference you make is one I never heard of before, Mr. Newman.

Mr. NEWMAN. I fully intended to bring a copy of the Constitution to read that particular portion of it specifically to you. But it clearly states that as the seat of government the United States may own, without permission from any State, 10 square miles of land in that State to use as the seat of the government, but other than that, for military and defense purposes, they must secure the—I am not absolutely certain whether they have to actually obtain permission for military and defense purposes or whether they can go ahead and confiscate the land for military and defense purposes—but for all other purposes they must secure or purchase the land from that particular State through its legislature.

Senator BARTLETT. We will take a peek at that.

Mr. NEWMAN. If we, for instance, had control of our own natural resources in Alaska, we wouldn't have to crawl to Washington for handouts.

Senator BARTLETT. Of course this is true in all of the Western States. All are substantially owned by the Federal Government in that their land is to a considerable extent public domain. Nevada has something of the order of 84 percent, I believe. Perhaps during the afternoon you can get this more precise reference and make it available to us.

Mr. NEWMAN. I shall do that.

Senator BARTLETT. I shall request the assistant chief counsel of the committee to cast his eagle legal eye upon this.

Mr. NEWMAN. Thank you very much.

(The information referred to is as follows:)

KETCHIKAN, ALASKA, *November 15, 1961.*

Hon. E. L. BARTLETT,
Senate Commerce Committee, Washington D.C.

DEAR SENATOR BARTLETT: In reference to the recent hearings you conducted in Alaska on fisheries and commerce, and with particular reference to my testimony, that part of the U.S. Constitution to which I referred is as follows:

Article I, section 8, paragraph 17 to wit—"To exercise Exclusive legislation in all Cases whatsoever, over such Districts (not exceeding ten Miles square) as may, by Cession of particular States, and the Acceptance of Congress, become the Seat of the Goverment of the United States, *and to exercise like Authority over all Places purchased by the Consent of the Legislature of the State of which the Same shall be, for the Erection of Forts, Magazines, Arsenals, Dock-Yards, and other needful Buildings;*"

To sum up I would like to add the following statement for the record:

Alaska was granted statehood but without transfer of title of her lands from Federal to State jurisdiction. The U.S. Constitution in article 1, section 8, paragraph 17 clearly indicates that Federal ownership of land in any State can be obtained only through the permission of such State's legislature. It is most obvious that if the title to all public land rested in the State of Alaska, and land in the State of Alaska were sold, the proceeds would add to State rather than Federal revenue. If Alaska is to grow she must be free to sell her lands and administer her own resources as she sees fit; she must be free from Federal controls through Federal aid; and if the Federal Government will abide by article 1, section 8, paragraph 17 of the U.S. Constitution this will come to pass.

Sincerely yours,

HAROLD E. NEWMAN.

Senator BARTLETT. Mr. Joseph Williams, Post Office Box 2363, Ketchikan, Alaska; a fisherman.

Joe, you are also mayor of Saxman?

STATEMENT OF JOSEPH WILLIAMS, KETCHIKAN, ALASKA

Mr. WILLIAMS. They call me everything down there.

Senator, I came up here on behalf of myself mostly, and also to get some ideas. I have heard the news where in the legislature there is some way a fisherman could get help in the line of getting equipment, such as boats and fishing gear. I believe that would be a big help. Why I came up this time is that at present most of us are working for different companies, like New England, and so on. We are tied up to these canneries. We can't sell our fish for a better price even though, say, the cold storage has offered so much more for the fish that we have. But we have to deliver to the particular canners that we were fishing for.

Another thing, too. In my case I fish halibut. When the seining season comes around I have to be pulled off of that halibut fishing in order that I can go out and fish for this cannery for salmon.

This past spring, with the halibut season, my crew and I were making a very good income from the halibut, but we had to drop that in order to go out and do the salmon fishing.

During this time the company, another company, was paying a little bit more than what our cannery that we were fishing for was paying. But we have to bypass them and go on and sell our fish to this particular cannery because we are under a heavy mortgage.

So I thought making this testimony before you, Senator, might help some of the fishermen. In my case, right now, I am out there looking for a boat. About 2 weeks ago I lost my boat, and have nothing left. It went up on the beach in a storm.

Senator BARTLETT. Did you have insurance?

Mr. WILLIAMS. Insurance, yes. But that isn't bringing everything back.

Senator BARTLETT. No, it never does.

Mr. WILLIAMS. Anyway that is beside the point. If I do go and get another boat, I will be in the same position as I was last summer. I wouldn't be independent.

Senator BARTLETT. Did you have title to that boat?

Mr. WILLIAMS. No, the company has.

Senator BARTLETT. There is a Federal program, is there not, for boat loans?

Mr. WILLIAMS. The only boat loans that I am acquainted with is the IRA. I think it is under the Indian Reorganization Act.

Senator BARTLETT. There is another law of general application, too, which was enacted some time in the last 10 years.

Mr. HUSE. For the replacement of gear, and the reconditioning and modernization of boats.

Mr. WILLIAMS. But no new boats.

Senator BARTLETT. Have you applied through the IRA?

Mr. WILLIAMS. Several times. The little group we have in Saxman applied for a loan through Juneau Bureau of Indian Affairs office, and the reply we get from them is that we have no money.

Senator BARTLETT. That may have been the case and doubtless was. But this year the Congress increased the total authorization under the Wheeler-Howard Act, and while I can't say that that action will make more money available to the program in Alaska, it may.

So I would suggest that in the light of that you might reapply.

Mr. WILLIAMS. That we are going to do. But again we are going to be tied up to another cannery. This is what I thought now: At times the Ketchikan cold storage pay a lot more for fish than what we deliver to the cannery, which we can't do because we are tied up to another cannery. And these boats that are coming up from the outside, they are not tied up with any cannery and they have all the cream.

Senator BARTLETT. If you were to obtain money for a boat under the Indian Reorganization Act, that wouldn't bind you to deliver to any given cannery, would it?

Mr. WILLIAMS. They do.

Senator BARTLETT. How could they?

Mr. WILLIAMS. This cannery, located in Klawock and Hydaburg——

Senator BARTLETT. I don't care where they have a cannery located, or whether they have them located every half mile, I don't think they could legally enforce any such arrangements as that; do you Mr. McElroy?

Mr. MCELROY. I don't know enough about it. I would like to go on and explore this a little bit, to see what the nature of the contracts are that tie the fisherman up with the cannery.

Senator BARTLETT. If this is a Government program designed to give the Indian people money with which to secure boats, certainly there ought to be complete divorcement from the ancient arrangement to which you refer, whereby the fellow who gives you the money gets first claim on your fish. These are public funds concerned. I think any such device as that would be unsupportable.

Mr. WILLIAMS. The only time that I am free, that I was free—now I have no boat—is during the halibut season. When we come in with our fish, when we put our fish on board so that the fish buyers can bid on it, which they do, the highest bidder gets the fish. That way we get the full benefit of the price for the day. But the way it is for the summer fish, the salmon, when the salmon season is on, we just are tied up. Our hands are tied up.

Senator BARTLETT. I will tell you what we will do, Joe. We will make an official inquiry of the Bureau of Indian Affairs with reference to this, and find out what the facts are.

Mr. MCELROY. May I ask something?

Senator BARTLETT. Surely.

Mr. MCELROY. At the time you lost your boat, was it still under mortgage to a cannery?

Mr. WILLIAMS. It was.

Mr. MCELROY. Was the insurance of such nature to pay off that mortgage?

Mr. WILLIAMS. The boat is claimed by the company that I was fishing for. I was just the master of it. That was the contract. So now when I lost the boat, the company will collect the insurance.

Mr. MCELROY. But you are not left without a boat and still owing a debt, are you?

Mr. WILLIAMS. No, when I took the insurance out I was free.

Mr. MCELROY. I am glad to learn that.

Senator BARTLETT. When you fish for halibut, whose boat are you on?

Mr. WILLIAMS. My boat then.

Senator BARTLETT. The same one?

Mr. WILLIAMS. Yes.

Mr. MCELROY. The cannery which holds the mortgage on the boat has first claim on your fish. Do they also have the right to tell you when to start fishing for salmon?

Mr. WILLIAMS, I talked with this vice president of this firm that I was fishing for. He told me that he can't see where their boats would be out halibut fishing when they are in business and the season is open for salmon. They would rather have me out there. Whether there is any fish there or not they would rather have me stand by.

Mr. MCELROY. Was he persuading you or enforcing a right?

Mr. WILLIAMS. I think he was enforcing the right of the company.

Senator BARTLETT. Do you have anything else, Joe?

Mr. WILLIAMS. No.

Senator BARTLETT. Thank you very much. We will look into that.

Mr. WILLIAMS. Thank you.

Senator BARTLETT. Walter Pihlman, Ward Cove, fisherman.

STATEMENT OF WALTER PIHLMAN, WARD COVE, ALASKA

Mr. PIHLMAN. Thank you, Senator Bartlett.

Senator BARTLETT. I am glad to have you here.

Mr. PIHLMAN. First of all that I would like to get a little clarification from you.

I understand there is a collective bargaining bill aimed at benefiting the fisherman, introduced in the Senate and tabled. Is that correct? You are the author of such a bill?

Senator BARTLETT. Partly correct. Identical bills were introduced in the House and Senate by Congressman Rivers and by me. No hearings have been held, either in the House of Senate. It wouldn't be technically correct to say that they have been tabled. No action has been taken on either.

The only thing that has been heard about those bills, in all truth, has been during this present trip when the proposed legislation has been strongly supported by some witnesses and strongly condemned by others. It appears to be highly controversial.

Mr. PIHLMAN. I would like to make a statement on behalf of the bill. Is that proper at this time?

Senator BARTLETT. Of course it is. The bill is right before this committee.

Mr. PIHLMAN. Being a fisherman I have been engaged in the fishing industry for almost 30 years. In fact the first time I came to Alaska was on a whaler in the early thirties, out to the Aleutians. I signed a yellow-dog contract at that time. I think both of us are aware of what a yellow-dog contract is. Where you promise to not better your conditions, to accept what is given to you. Since that time I don't think that my status has changed very much as a fisherman; due to the fact that I am unable to negotiate for fish prices.

Under present conditions the fisherman absolutely has no right to demand what he shall receive for his catch. That is the law.

We have had a little experience with the antitrust laws not too many years ago when the seine fishermen in this area had a prolonged strike, and through court order we were forced to cease our activities on behalf of higher fish prices.

I think it is a rank injustice that the fisherman is unable legally to negotiate what he feels is just for his work. Every other segment of the American industry is able to negotiate wages and other benefits. And that goes for part of industry also. The fisherman is the only one who is forced to accept what is given to him.

Senator BARTLETT. Is that because he is held to be an independent contractor?

Mr. PIHLMAN. That is right. I personally can't see the justice of such a law. That is the interpretation of the law, the Sherman Antitrust Act, right?

Senator BARTLETT. Right.

Mr. PIHLMAN. I am very happy that legislation has been introduced, and I certainly urge that it be pushed.

Senator BARTLETT. Walter, some witnesses have informed the committee that they believe that legislation of this kind would place all Alaska fishermen under control of Seattle unions, and instead of having more freedom, they would have less and would be only pawns of the Seattle people. Have you heard that viewpoint expressed?

Mr. PIHLMAN. I have heard it expressed, but I don't know how that statement can be justified.

I personally wouldn't feel that I am a pawn of any outside union.

I think that those—let me ask you this: Were those people members of the fishing industry? Were they fishermen?

Senator BARTLETT. They were fishermen. The controversy seems to arise as between and among fishermen themselves. We didn't have, as I recall it, anyone from industry testifying on this bill.

Mr. PIHLMAN. I don't hold such views. I don't hold qualms about seeing a bill such as this passed. I don't believe that I would be a pawn of outside unions or outside interests.

Senator BARTLETT. You are for the legislation?

Mr. PIHLMAN. I am absolutely for the legislation.

Senator BARTLETT. I made a serious error. I said this legislation is before the Commerce Committee. It is before the Committee on Labor and Public Welfare of the Senate.

Actually this type of legislation has been before the Congress for several years in identical or similar form. It has created a lot of controversy in the executive department of the Government. My understanding is that some of them have opposed it pretty strongly, and others are unconcerned, don't care one way or another, and I believe one department has acquiesced and given a favorable report. But that is one reason why hearings have not yet been held, because all the reports aren't in.

Mr. PIHLMAN. Have you any idea at this time when hearings will be held, and when they will be held on the State level? Will there be hearings held in Alaska?

Senator BARTLETT. I would doubt it. It is very unusual for the Congress to go out in the field on legislation. It occasionally happens. It is happening now, although we are not considering specific legislation so much as we are attempting to build up a solid record relating to the state of the Pacific fishery. We are hearing views on particular bills as they are given. But the principal purpose is otherwise.

Generally bills such as this are considered only in Washington. I think we have had a fortunate opportunity in Alaska this fall in that so many who were interested have had a chance to express themselves. When the Committee on Labor and Public Welfare considers this bill, we are going to see to it that that which was said before this other committee is made known to the Labor Committee.

Mr. PIHLMAN. I have nothing further to say, Senator Bartlett.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. It doesn't show on the face of the bill, but one attorney, in whom I have confidence, has said that the effect of the language of this bill is to give the canneries an exemption from the antitrust laws. Would you recommend any such conditions?

Mr. PIHLMAN. Just in this field?

Mr. MCELROY. Just with respect to bargaining with the fishermen for the catch.

Mr. PIHLMAN. I wouldn't know whether to say yes or no to that, because there is——

Mr. MCELROY. Then there are two of us puzzled.

Mr. PIHLMAN. The implications are too big. That hits me right now, without thinking about it, that the implications are too great.

Mr. MCELROY. I can't tell, until I look at the code.

Senator BARTLETT. If that were actually so, you would want to brood about that for a while.

Mr. PIHLMAN. That is right.

Senator BARTLETT. We will know more about it when the lawyers begin to interpret these technical words.

Thank you.

Mr. PIHLMAN. Thank you.

Senator BARTLETT. Senator W. O. "Bo" Smith, 3104 Tongass, Ketchikan, is our next witness.

"Bo," who are you representing?

STATEMENT OF W. O. SMITH, KETCHIKAN, ALASKA

Senator SMITH. I am representing myself, you might say, and in effect those constituents who would want me to represent them.

Senator BARTLETT. I saw something about Aurora Communications.

Senator SMITH. I think my good friend put down my business address. It is a good plug.

Senator BARTLETT. Aurora Communications, 2601 Tongass.

Senator SMITH. Bob, I am very happy that you and the members of your party can be here.

I would like to say from the start that I am not going to attempt to go into transportation problems. As you know, I have been a fisherman all my life. I have a very great reluctance to speak on a subject with which I am not thoroughly familiar, and the transportation problem does get into some intricate fields and there are other witnesses who I am sure will be competent to cover that field.

I think in connection with the fisheries, the thing that struck me, in reading the reports of the hearings throughout the State, is that you have been told time and again of the problems that exist. In very few instances have I seen an attempt to reach an ultimate solution to the problems, especially in the international field.

I would certainly agree with every statement that has been made that we must have research, we must have a knowledge of actually what is being done to both our salmon fisheries, our halibut fisheries, our bottom fisheries. But if we actually had that knowledge at this particular moment, we would still have a major problem before us.

In speaking of the Japanese, the problem could be, would the Japanese accept the results of our research if we were able to present facts showing that they were taking a large part of American salmon in the Bering Sea area; that is, in the north Pacific area.

We do have a method of negotiating with the Japanese on this question through the International North Pacific Fisheries Commission. But when it comes to the Russians it is another thing.

Here is where I bring out the point. If we had all of the information necessary, if we had established what we call rights to the bottom fisheries off of our coast, how could we persuade or bring the Russians to recognize those rights?

When you get right down to basic facts, there are only two methods that are open to us. One is for the U.S. Government simply to seize any Russian vessels so engaged. The second is through negotiation.

As an Alaskan I would join those who say the Federal Government should go out and simply seize these vessels. But when I look at the problem as an American citizen with the world situation today, I can see how realistically impossible it is. Therefore, after thinking of this problem for a good many years I have come to the conclusion in my own mind that there is only one hope, and that is to bring the Russians into the International North Pacific Treaty.

I think that it is the only hope that we have for solving this vexing problem.

I am going to digress here for a minute and go back to the problem of Russian crabmeat that was brought up here a while ago, for this does have a bearing on the subject on which I am talking.

When the U.S. Government moved to allow the importation of Russian crabmeat, the prime reason behind that move was the position that the Russians had served notice that until this ban was removed, removing the stigma in the eyes of the world that Russian crabmeat was being packed with slave labor, they would not even meet to discuss any fisheries problems.

When you are faced with a situation of that kind you simply have to weigh the advantages against the disadvantages and you have to come up with what you hope is a proper solution. As much as I am opposed to a lifting of this ban, I can see the necessity of it.

While I am on that subject the Alaska State Senate Resources Committee this last spring had occasion to have before us members of the Alaska State Department of Health and representatives of the Federal Pure Food and Drug Administration, and we were discussing the problem of the sanitation of foreign imports. The people from the Federal Pure Food and Drug Administration informed us that they inspected foreign imports in the same manner that they inspect domestic products, and they do inspect them all by sampling.

They also informed us that at any time any foreign product contained any contamination above the standards set by this Administration, that they were condemned just like domestic products.

So we are not completely protectionless in that particular field. And that, when you come down to it again, is the only protection that we do have, because certainly we have no control over the processes that they use.

And it would be extremely difficult to even attempt to prove other than in isolated instances just exactly what those conditions were.

Now specifically I would like to talk about Senate bill 1230, the bill introduced by Senator Gruening, to increase the percentage of funds under the Saltonstall-Kennedy Act to be used in fishery research, rebuilding the fisheries and so forth, through allocation to the States.

I think it is highly proper and fitting that moneys from this particular source should be used for this purpose because certainly the greatest problem that faces the American fishing industry is competition from imports from foreign countries.

I particularly like that feature in the bill which would allocate funds to the States without restriction attached other than the fact that it shall be used in connection with fisheries problems; because every State that has a commercial fishery has difficult problems. Problems in connection with marketing, problems in rebuilding of runs, and in research fields.

We have one particular problem here in Alaska in connection with attempting to find a process that would enable us to utilize and to market our bottom fishery. This could be tied into the national interest if we go back to the fact that the United States is not at present actually utilizing this fishery along the Alaskan coast and the Bering Sea.

It has been said that certainly something should be done along this line to establish a right at least in our own thinking and anywhere else that we can make that thinking prevail, that we do have a right

and that we are utilizing that fishery. It is completely necessary that we be in a position to show this during negotiations with any foreign country.

I am of the opinion that the impact of the passage of this bill on our fisheries problems actually could be very great, and I would strongly urge its passage.

Going back to what approach can be taken to meeting the problems on the international level, this thought has occurred to me a good many times. What I wonder, would happen if the United States equipped an exploratory fishing vessel, say comparable in size to those used by the Russians, and sent it into what we would term Russian waters. In other words not within their territorial waters but as close as possible along their shores. One of the prime purposes would be to determine just what the reaction from the Russian Government would be. We know what it has been in the case of other nations. But, if any action were taken, certainly it would put the United States in a position where they could take like action against Russian ships.

It appears to me that we are at a complete disadvantage in having the Russian ships perfectly free to move along our shores as long as they stay outside the 3-mile limit, and we don't know what their reaction would be if we took the same course.

I think that this would perhaps deserve some thought and some exploration.

I think generally speaking that just about covers what I have to say.

Senator BARTLETT. Thank you, Bo. I am very impressed by your suggestion that we ought to do a little fishing on the outside of the international date line. I only wish we could generate more interest in the fishery on the part of the highest Federal authorities. We well seek to. But I think this would perhaps do more to recoup our position than anything else.

I don't know why we lifted the ban on Russian crabmeat. You recall, Senator Smith, that not long after this was done a column was written by Bob Allen and Paul Scott, and this is the story they related. They said that our Ambassador to the Soviet Union, Mr. Thompson, after having been in Washington for consultation returned to Russia and went to Siberia to confer with Mr. Khrushchev; and that Mr. Khrushchev became very indignant and said to Mr. Thompson that so long as the United States insisted on lying about the Soviet Union's use of slave labor in the taking and processing of crabmeat, so long would the Soviet Union denounce and seek to impede the United States in the United Nations.

This seemed to be coupling a pretty small thing with a pretty big thing, but in any case that was represented to be the reason for Russian denouncements of us in the U.N. So, according to this, Mr. Thompson urgently represented to Washington that the ban ought to be lifted to test Russian good faith. It was lifted and the test they made was not successful; quite obviously.

But I presented that column to the Department of State and, in a long letter to me, in which they did not state why they lifted the ban, they said this was not the reason for it, and this episode never did occur. It is a matter of curiosity to me to this day.

Senator SMITH. I would say that I probably had reduced it to a narrower view in connection with fisheries. As I recall it, the statement that was made to us in Juneau was that information had come from the Russians that they would not enter into any fisheries negotiations as long as this ban was in effect. However, it is understandable how these things get twisted around from so many different tellings. But that was the statement that was made to us.

Senator BARTLETT. That sounds much more logical of course. But did the man who told you this say whether we had ever sought to negotiate with the Russians on fisheries matters?

Senator SMITH. The suggestion had been made, and according to—I believe it was Mr. Barr, if I remember correctly—discussions were underway with the Russians which led to them sitting in as observers at the meetings of the North Pacific Fisheries Commission. He even expressed the hope or the thought that perhaps through those observations the Russians might be eventually drawn into this treaty.

Senator BARTLETT. It was one such observer at Vancouver last year who said we are going to come south of the Aleutians, and they have been down there is an exploratory way.

Senator SMITH. That is right. And again the only way that we can stop them is to bring them into this treaty, because I don't see any other method under world conditions where or how it can be done.

Senator BARTLETT. It is not an easy situation vis-a-vis either Japan or Russia.

Senator SMITH. No, it is not.

Senator BARTLETT. Mr. Huse, do you have any questions?

Mr. HUSE. No, I have none, Senator.

Senator BARTLETT. Mr. McElroy?

Mr. MCELROY. It seems to me that I recall the Russians have shot at Japanese fishing vessels which ventured close to their territorial waters.

Senator SMITH. Certainly they have seized a number of them.

Mr. MCELROY. So we ought to be prepared for all eventualities.

Senator SMITH. Bob, I had overlooked one thing, if I might bring it out very briefly.

I note the recommendation came out of Seattle that salmon sanctuaries be established. I presume that that came up before the committee down there. I have only read the news releases concerning it. But the sanctuaries were to be patterned after the whale life sanctuaries. I don't know whether the committee has actually had a presentation on this matter or whether it was merely a report that came out after.

Senator BARTLETT. Not in Alaska in any case.

Senator SMITH. I would like to voice some very grave doubt concerning the advisability of this procedure. To me, I am, as a fisherman, strongly in favor of any measure to protect and preserve the fisheries. I don't believe in simply locking up areas and excluding any possibility of multiple use of those areas.

Senator BARTLETT. I can think of some who will, though.

Senator SMITH. I can think of quite a number.

Senator BARTLETT. Thank you, Bo, very much.

Senator SMITH. Thank you.

Mr. NEWMAN. May I ask Senator Smith a question concerning allowing Russia to enter into the North Pacific Treaty? What makes the Senator feel that Russia will respect the wishes of the rest of the nations under the North Pacific Treaty any more than they have the rest of the nations on any of the issues that have been brought before the United Nations, for instance, or any disagreement of other nations with Russian policy which have been completely discounted and ignored by the Russians? I fail to see how bringing them into the treaty will hold them in line any more than they have held in line with any of our other wishes.

Maybe he could inform me on that one.

Senator SMITH. Frankly, Bob, I am hesitant to enter into a debate before the committee. But I would say this: I am not convinced that the Russians would live up to the treaty. But I say that we have no method of meeting the problem otherwise. If there is any hope, this is it.

Senator BARTLETT. Thank you.

Is there any representative here from the State department of fish and game?

Will you identify yourself for the record.

Mr. SMEDLEY. I am Smedley, district biologist with the department of fish and game and commercial fisheries division.

Senator BARTLETT. And your initials?

Mr. SMEDLEY. S. C.

Senator BARTLETT. Your mailing address?

Mr. SMEDLEY. 1829 Thomas.

Senator BARTLETT. Do you propose to testify, Mr. Smedley?

Mr. SMEDLEY. No, I am only here on the odd chance that I might be useful.

Senator BARTLETT. You will be a lucky man if we don't call you before the day is over.

Mr. George Anderson, please.

STATEMENT OF GEORGE ANDERSON, REPRESENTING THE INTERNATIONAL LONGSHOREMEN & WAREHOUSEMEN'S UNION, KETCHIKAN, ALASKA

Mr. ANDERSON. I am George Anderson, 1622 Water Street.

Senator BARTLETT. And you are representing whom?

Mr. ANDERSON. International Longshoremen & Warehousemen's Union.

Senator BARTLETT. Proceed in your own manner, George.

Mr. ANDERSON. I want to testify in regard to this bill on organizing the fishermen; to some extent, and other matters, too.

However on this bill that you introduced, I fail to see the fear that some people have voiced that outside unions would control Alaska fisheries because of the fact that most unions within Alaska that are represented by outside international unions have local autonomy. At the present time, from my knowledge of dealing with fishermen and trying to help them, most of them are signed up under "yellow dog" contracts within their mortgage.

Senator BARTLETT. Within their mortgage? You mean on their boats?

Mr. ANDERSON. That they cannot enter into any agreements with any unions or help any union movement whatsoever in protecting their rights.

Senator BARTLETT. Let me be more specific, because it is in the record and it will appear by and by.

Some of those who oppose the legislation said that it was wanted chiefly by George Johannsen, of the Alaska Fishermen's Union, and its enactment would give this union a greater measure of control than it now has.

Mr. ANDERSON. I don't believe that. I believe that the fishing industry is covered by more unions in Alaska, different unions, than any other place in the United States.

Senator BARTLETT. Is the industry pretty thoroughly unionized?

Mr. ANDERSON. No, I wouldn't say that. I would say that the shoreside facilities are pretty well unionized. However they are independent groups of fishermen that are organized in their own local areas. Of course the gill netters up in Bristol Bay area are organized under the Alaska Fishermen's Union, I believe.

Then we have the Petersburg group, which is an independent union within itself, that is organized just in that particular area.

You have groups that are organized in the Kodik area that are independent. And you have the Cordova fishermen that are independent group, that are organized. However, they are not able to negotiate fish prices.

Senator BARTLETT. Cordova nor Petersburg is affiliated with any international union organization?

Mr. ANDERSON. No, not to my knowledge.

We at one time had quite a group of the seiners organized in the Longshoremen's Warehousemen's Union. Of course under the antitrust suits we were unable to do them any good any longer so we had to cease and desist from the court order. We had trawlers and seiners. When we first organized them I think the price of fish was around 15 cents and we increased it up to some 49 cents for pinks.

And the price is still 49 cents for pinks. Yet the fuel costs and everything else to the fisherman is going way up.

On that type of legislation I am entirely in favor of it, and I think that you would have a great number of more fishermen here if they had been able to come and testify in favor of the bill. Some of them are working in other industries. At the present time they are unable to get here. And some of them are out of town.

Another thing I wanted to bring up is under this Saltonstall-Kennedy bill where I think the money is fine and the projects are fine. However, I fail to see anything in the bill that will actually help to educate the common ordinary fishermen as we know them in Alaska to use the modern, scientific devices that the Russian and Japanese fleets and other fleets have over the world. It has high sounding ideals insofar as research is concerned, but I think before you can do much good for the fisherman you are going to have to teach them something, too. There is only one school that I know of in the United States, and that is in Washington, as far as an actual fisherman's school and teaching them how to go out and use the modern instruments in use today.

Senator BARTLETT. Where is that school?

Mr. ANDERSON. The University of Washington.

Senator BARTLETT. It goes into vocational matters?

Mr. ANDERSON. It is scientific vocational. They take young people out on these trips and teach them how to use the instruments in waters and the devices.

Senator BARTLETT. Can the fisherman go from Ketchigan to the University of Washington on fisheries and take a short course?

Mr. ANDERSON. I don't know. Maybe he could. However, most of them couldn't afford it. I think we need something like that right here, where we can teach our native people so that they can participate in a lot of the fisheries that they are not participating in now, instead of just the one fishery that they do participate in, and it is the salmon fishery.

Senator BARTLETT. We had a witness at Naknek who 2 years ago could have afforded it. He said he made $25,000.

Mr. ANDERSON. Those are the higher bracket fishermen in that country. We are not so lucky down here in southeastern Alaska.

Senator BARTLETT. He didn't claim he made that every year. That was just 2 years ago.

Mr. ANDERSON. I think some money should be made available for this particular type of education.

Senator BARTLETT. The Interior Department has recommended it in its report on this bill, that a substantial percentage of the allocations to the individual States should go for educational purposes, not for the one you mention but for training scientists.

Mr. ANDERSON. What good if we train all the scientists and we don't have any fishermen trailing along to follow what they recommend?

Senator BARTLETT. We will get this message of yours to Senator Gruening, author of the bill. It might be that he will want to amend it.

Mr. ANDERSON. I am going to ask that it be amended. I want it on the record.

Senator BARTLETT. It might be that the language is sufficiently broad now. It may be used for institutions of higher learning on fisheries research programs and fisheries rehabilitation and development projects approved by the Secretary of the Interior. I don't pretend to say maybe that language is broad enough and elastic enough.

(Discussion off the record.)

Senator BARTLETT. The committee will be in order.

Mr. ANDERSON. Senator, I want to congratulate you on your action in the last session of Congress in regard to steamship conference rates. You were able to do some good for the State of Alaska. However, I still feel we have some discriminatory measures that are being imposed upon Alaska, not especially by the steamship companies but by insurance companies, wherein they lay off insurance with Lloyds of London, and there is a very high, excessive rate being charged against any line that is in the offshore trade, as we call it, and imposing a high insurance rate for their entrance into southeastern waters.

I think it is something that the Government should look into, and possibly come up with the idea of even having their own insurance company. It is something which could come under the Maritime Commission.

We had some 36 to 40 vessels that were in the foreign trade in southeastern Alaska during the last year, and it has contributed highly to the economy of southeastern Alaska. However, because of these discriminatory insurance rates, I believe it is retarding the commerce and we would have more of it if it weren't for these rates.

Senator BARTLETT. Our troubles aren't over in respect to the additional tariffs on cargo from the Far East to Alaska. It is true that the so-called arbitrary, the 30-percent surcharge, was eliminated at the very strong insistence of Governor Gruening and myself. It is likewise true that individual companies on individual voyages may hereafter set surcharges on the basis of each voyage. But it is additionally true that Senator Gruening and I were successful in having an amendment placed in the so-called dual rate shipping conference bill permitting a Governor to file a protest with the Federal Maritime Commission when he believes that his State is being unjustly discriminated against in this respect.

And if such discriminations do appear in the future, I hope the Governor will fill the mails with protests, because this is something we have to end as promptly as possible.

Mr. ANDERSON. I think an excessive insurance rate is retarding the export of iron ore out of the State of Alaska. It is also retarding the possibility of exporting copper ores along with other raw resources that are available here, such as coal and other things.

Senator BARTLETT. We have enough handicaps otherwise created without having man add his.

Mr. ANDERSON. I hope that you as an able member are able to convince the rest of the Congress that something should be done about this insurance matter.

Senator BARTLETT. We will take that under consideration and see what we can do.

Thank you, George.

Mrs. Hanbury?

STATEMENT OF MRS. SARA HANBURY, KETCHIKAN, ALASKA

Mrs. HANBURY. My name is Sara Hanbury.

Senator BARTLETT. And your husband's name?

Mrs. HANBURY. Wilford Hanbury, post office box 1494, Ketchikan.

Senator BARTLETT. We will be glad to hear from you, Mrs. Hanbury.

Mrs. HANBURY. I represent my husband, Wilford Hanbury. That may not seem right to you because I am presenting his case.

Senator BARTLETT. Oh, yes.

Mrs. HANBURY. I have had quite a time for 3 months. My husband was hurt on a fishing boat.

During the time that he was hurt, the accident was never reported to the company. Then he was turned loose on the dock to go home to shift for himself. The results of making a seat on a fishing boat, his ribs were torn off the spine. He was hospitalized for 3 weeks, and then released, and had an internal hemorrhage. He was quite ill. He is now in Seattle at the Virginia Mason Hospital.

My main interest is to find out why masters of boats do not have more responsibility where they will be called for help, especially in this case where he was unconscious on the boat for 4 or 5 hours and

released on the dock. I guess it isn't possible to have it so that men would have more responsibility on running their boats so that fishermen would be protected more in case of accidents.

Senator BARTLETT. Has he received any compensation, Mrs. Hanbury?

Mrs. HANBURY. The boat was not covered by liability. The superintendent of the cannery would not speak to me about the boat. In the process of his illness we have lost everything and he is now in Virginia Mason undergoing medical care.

Senator BARTLETT. Have you taken this up with the State department of labor?

Mrs. HANBURY. Yes, I have talked to Mr. Gil Johnson about this accident.

Senator BARTLETT. What has he said to you?

Mrs. HANBURY. He sent him to Virginia Mason Hospital. There is nothing that no one is able to do.

Senator BARTLETT. You say he sent him. Who?

Mrs. HANBURY. The commissioner of labor.

Senator BARTLETT. Who is paying for this?

Mrs. HANBURY. The fishermen's fund.

Senator BARTLETT. State fund?

Mrs. HANBURY. Yes.

Senator BARTLETT. But what did he say about compensation for the injury?

Mrs. HANBURY. He said that there would be no compensation because the boat did not carry liability.

Could you tell me if it is necessary for a man that owns a boat to carry liability?

Senator BARTLETT. That would be strictly a State matter, Mrs. Hanbury. This committee, I am very sorry to say, because I feel deeply sympathetic, wouldn't have any jurisdiction at all. But on an individual basis, as a Senator from the State of Alaska, I certainly propose to inquire into this further. I don't say that that is going to help your husband now, but it makes me feel very sad that you should have been subjected to such hardships.

Mr. Johnson said nothing could be done?

Mrs. HANBURY. No.

Senator BARTLETT. It is a State matter, of course. There is nothing that we can do.

Mrs. HANBURY. My main interest, I thought that masters of ships should have more responsibility on accidents, like calling for help or putting a man in a hospital. That was my interest about this.

Senator BARTLETT. Senator Smith, do you know if there is any provision in State law relating to this?

Mr. SMITH. Not unless the man was covered under workmen's compensation, and I am inclined to think that he might be. Mr. Kirkbride here would be better able to answer that.

Mr. KIRKBRIDE. I am Joe Kirkbride, with the department of labor, Senator, box 2141, Juneau, Department of Labor.

The fishermen's fund only pays for the medical expenses, drugs, and transportation to a hospital. The fishermen are not covered under the workemen's compensation law. As far as I know, the recourse I think would be civil action, or a suit.

Mr. McElroy. I would think there would be at least a common law liability there, arising out of the failure of the masters to provide a safe place to work, something of that sort.

Have you talked to a lawyer at all?

Mrs. Hanbury. Yes.

Senator Bartlett. What did he say, Mrs. Hanbury?

Mrs. Hanbury. He said our only course was to sue.

Senator Bartlett. Have you decided to sue?

Mrs. Hanbury. Yes, I think we will. Our finances prevent us from starting the suit. That was the only thing. The injury may be permanent. He is quite crippled.

Senator Bartlett. All we can do is to express great sympathy to you, Mrs. Hanbury, and that I do. I wish we could be in a position to help. But it is not a matter within our legislative scrutiny.

Mrs. Hanbury. I didn't expect it. The only thing I thought was a master on a boat should have more responsibility.

Senator Bartlett. I think it is well that you came before us in any case, because what you have said here may possibly, I hope, result in a change in the law that would make a repetition of this impossible. Thank you very much.

STATEMENT OF PAUL J. WINGREN, KETCHIKAN, ALASKA

Senator Bartlett. Our next witness is Mr. Paul J. Wingren, box 377, Ketchikan, Alaska.

Mr. Wingren. I really haven't had time to study this. This just came in the mail today. It has to do with licensing of dealers in agricultural commodities. It is something new in recent years. To correct that statement a little bit, it is something that Alaska merchants came under after statehood. Another one of the benefits now; we have to buy another license.

Now the Department of Agriculture is proposing to change and increase the license. I don't have the number of the bill. I might read in part from this covering letter that I received today as to PACA license, Perishable Agricultural Commodities Act:

> Proposed amendments to the Perishable Agricultural Commodities Act were submitted to Congress in the 1961 session. One of the proposed amendments dealt with the license fees which are the sole source of revenue to pay for the cost of administration of the act. In recent years the current fee has not produced sufficient revenue to meet these expenses and it has been necessary to draw on the limited reserve funds built up in previous years. The bill, therefore, proposes to authorize an increase in the license fee to a maximum of $50. However, the Department proposes—

and this refers to the Department of Agriculture—

> to increase the fee to only approximately $35 at this time to cover current administration expenses.
>
> Representatives of the retailers and the frozen food brokers have objected to increasing the fee and question the equity of requiring payment of the same annual fee by each licensee regardless of the size of the business or the number of branches operated.
>
> The Secretary of Agriculture was requested by the Senate Committee on Agriculture and Forestry and the House Committee on Agriculture to investigate the feasibility of using the variable fees, depending on the volume of business conducted, or the number of branches or stores operated. The Department does not oppose the principle of variable fees if the industry favors such a plan. However, we would not like to have a plan adopted that would be costly to administer. Of course it should be recognized that if the variable

fee is adopted, licensees will be called upon to submit reports to the Department showing the volume of business conducted or number of branches or stores operated. Also the records of licensees would be subject to review by the Department to verify the accuracy of the reports.

In the first place I object to any license at all. I don't see why in thunder I should have to have a license to sell merchandise that keeps some farmer down in Iowa prosperous. I am working for him; selling his merchandise, and putting it on the market. We have apple weed, we have friar weed, we have every other weed to push this distressed product and that distressed product and some others. And still we have to have a $25 license, as it is now.

I haven't filled out this questionnaire but I am going to, and I am going to write you a letter and send you and Senator Gruening and Ralph Rivers copies of it. Anything you can do in Washington to throw that thing out completely, or at least leave it where it is, I certainly ask your support.

Senator BARTLETT. One thing we will do is to transmit the text of your remarks to the Senate Committee on Agriculture and Forestry and there will be no doubt at all as to how you stand on this.

Mr. WINGREN. That is all that I have. Thank you.

Senator BARTLETT. Mr. Soloy.

STATEMENT OF JOE SOLOY, REPRESENTING TEMSCO HELICOPTERS, KETCHIKAN, ALASKA

Mr. SOLOY. I am Joe Soloy, representing Temsco Helicopters, box 57, Ketchikan. I want to thank you and Representative Rivers for your intervention in the contract, bid No. APC 961, which had reference to U.S. Geographical Survey; if you remember we discussed it last January.

Senator BARTLETT. When the snows were falling.

Mr. SOLOY. It sure was.

Mr. Hawkins and I visited you at that time to discuss this problem which we consider a problem, of the way these contracts are written. I have more or less a prepared statement. I am going to try to follow through with that.

Senator BARTLEY. Surely.

Mr. SOLOY. We visited you last January mainly to attempt to get some help in modifying the terms and provisions of Federal contracts in relation to performance bond requirements and the stipulation that has been asserted the past 2 years requiring helicopters that compete in bidding must be less than 5 years old, age figured from the date of manufacture.

With the opportunity presented me today, I wish to give priority to the 5-year clause and the performance and bid bonds secondary.

As you well know, there are very few aircraft in Alaska operating that are less than 5 years old. The age factor in aircraft has very little to do with the conditions of the craft. It is the maintenance program that is enforced by the FAA and is performed by the individual operators that is the factor to be considered.

I found it rather interesting last spring to compare actual conditions of 2 particular helicopters—and these 2 helicopters were from the original 48—that were operating here in southeastern on a USGS contract, and compare the condition of these aircraft with the stipulation set forth in the invitation to bid.

Safety and airworthiness are clearly spelled out, and these two helicopters were far from the airworthiness conditions that I point out.

I point out this in defense of my argument against the 5-year clause as these helicopters were approximately 2 years old. They were quite new aircraft.

I might add that I observed these two machines on several occasions and that no attempt had been made to remedy the unairworthy conditions that existed.

We have a helicopter in our hangar right now. This machine is over 5 years old and is in perfect airworthy condition. It is as good as the day it was manufactured.

Mr. D. Otis Beasley, Assistant Secretary of the Interior, in his letter to you, Senator Bartlett, on July 7, 1961, he refers back to the USGS as experienced people regarding helicopter operations. I want to refer back to the thing I just mentioned about the condition of these two particular aircraft that were from down south. This is the type of thing we are trying to compete against.

What I observed last season certainly doesn't bear this out; doesn't bear out the fact that they consider themselves quite experienced in the helicopter business. They have used a lot of helicopters and have done a lot of flying.

The Secretary of Interior's Office also appears to consider the matter of my protest of last year closed, and I ask, in fairness to the helicopter industry as a whole, and especially to Alaskan helicopter operators, that you do not permit the investigation of my protest of Alaskan-Federal contracts to be considered closed without close scrutiny of two things: The importance of the opportunity for Alaskan operators to get their fair share of Federal contracts.

I want to go a little further on that. We are here on a year-round basis to offer service on a charter basis. You know as well as I that conditions in the wintertime are such that we do very little flying. Right now, at this moment, we have a helicopter pulling out of one of our last camps. In other words, our season is just about over. This is on exploration. The operators down south have utilization for their machines on a year-round basis. Why don't we put them down south? That might be a good question.

We have an air taxi certificate to uphold, and we also feel that possibly with the development in the future of Alaskan resources, in which we play a great part as year-round operators, we can develop a winter business to at least maybe defer some of our expenses.

Also, No. 2, to consider and investigate what helicopters have and are doing for the development of Alaskan resources, which I more or less touched on. I have gotten away from my prepared statement a little bit. Helicopters are particularly adapted to Alaskan exploration problems and I dare say that many of the natural resource developments are years ahead due to year-round Alaskan operators.

In closing, I want to touch on the bonding, the secondary thing, but I should like to point out that the majority of helicopters are owned and operated by small one- to five-ship operators. These machines average approximately $50,000 each; plus, here in Alaska, we are required to have in the neighborhood of from $8,000 to $10,000 in supporting equipment and spare parts per machine.

Rigid bond requirements are hard to meet for our high gross and small net income operations. From a business point of view, and I think this refers back to the 5-year clause, it is not always feasible to dispose of an aircraft at the end of 5 years. It is oftentimes advantageous to purchase older aircraft that will meet the performance specifications of these specific contracts.

Consider what this will do to the already poor used-helicopter market. The used-helicopter market is well down. It is making a manufacturer's market.

Today there are only two manufacturers producing nearly all the small helicopters.

The general cry today is the high cost of helicopter transportation, but with hurdles like these, it is hard for the industry to bring down helicopter cost.

I have spoken to Mr. Smedley—I think he is still here—he has seen opportunities to use helicopters in the fisheries. But at $80, $90, $100 an hour, on a charter basis, we will do better on a contract; they can't justify it. Yet it will do them a superior job.

The Wein boys in Fairbanks took a real beating last year. They sold their helicopter. They are out. We don't like to see this. We like to see those fellows. The operators can come from down south.

It is stated in this letter—I won't take the time to try to find it, I think I can get the essence of it—Mr. Beasley states that he doesn't understand what my cry is about when we are sitting right here in Alaska ready to jump on the job and the operators down south have the tremendous transportation costs. Their transportation cost amounts to about $200 to $250 to get a machine up here, even $500, which is a minor factor compared to our high costs of maintaining mechanics on a year-round basis, our heating problems, our hangarage. and our short operating season.

I want to point out again—this has been pointed out before in a whole file full of correspondence—with reference to the bonding, which I still contend is an unfair situation. I will use one particular contract, and I can supply that bid if necessary. A bid was set up for 240 hours of guaranteed time. The total or the guaranteed amount of this bid was set at 240 hours. But the Government reserved the right to operate that machine 480 hours. This would be wonderful if they would. It is very, very seldom, in fact I have yet to see it in any of the contracts that I have been on, and I have been in the business for about 11 years. But we are required to put up a 50-percent performance bond on the 480 hours instead of the 240. That is 100 percent performance bond to my way of thinking. And I think it is completely unreasonable.

Some of them even require as much as a 25-percent bid bond. But the bid bond is no problem because if you can raise a performance bond you can always get the bid bond.

I am very serious, I think that we really need some investigation on this thing. I have written letters, and I imagine you are sick of getting them——

Senator BARTLETT. Not at all.

Mr. SOLOY. I think we need some action on it. USGS I imagine are rather cool toward me right now. I haven't been down to see them this year. I intend to before too long. Secretary Udall sort of stomped on them last year when he split the contract. That

was one of the things we contested. Thanks to your effort it was supplied. That helped a little bit. We didn't get the contract because we were still too high. These bonding requirements and so forth I think are clear out of line for the small operator. And this 5-year age stipulation I think is a very poor thing to ever get started. I know Alaska Coastal is operating a blanket that was built in 1932. How old are your Grummans?

Mr. McElroy. There are none less than 5 years old.

Mr. Ellis. Over 5 years.

Senator Bartlett. Since the merger, he won't say anything.

Mr. Soloy. The Wein boys just left town this morning, and I discussed this with them last night for some time. They were at dinner.

Senator Bartlett. What are they doing here?

Mr. Soloy. They came to see me.

Senator Bartlett. "Sig," too?

Mr. Soloy. No.

It is a real problem. I think the helicopters have a tremendous role to play here in Alaska. They have played a big role. I would venture to say that the total annual business of the helicopter industry in Alaska—mind you this is a guess—is somewhere in the neighborhood of $3 million. And it could be considerably more.

Senator Bartlett. How many helicopters do you have?

Mr. Soloy. I don't have any. Temsco Helicopters as such, we have four.

Senator Bartlett. How many helicopters would you judge there to be in Alaska?

Mr. Soloy. I would judge there to be in the neighborhood of—Alaska? During the season, about 80. But a great number of these come from—this will vary greatly—it could be from 60 to 80.

But a great number of these come from down south. Of course now with statehood and air taxi regulations under the Air Commerce Act a lot of this will be restricted except for Government work.

Senator Bartlett. Other benefits of statehood?

Mr. Soloy. One of the benefits of statehood.

Senator Bartlett. I think we should look into this further, and I think it would be appropriate if Mr. McElroy and Mr. Huse agree with me that the committee might make inquiry.

Mr. McElroy. May I ask a question on this?

Senator Bartlett. Surely.

Mr. McElroy. In your judgment is this age requirement on helicopters intended to insure that good equipment is offered or promised on the contracts?

Mr. Soloy. Yes, I think it is.

Mr. McElroy. What do you think would be a better approach to the problem?

Mr. Soloy. That they meet the FAA required regulations according to Manual 18.

Mr. McElroy. Simply airworthiness for that type equipment?

Mr. Soloy. Right. I would also suggest on Government contracts that they be required to have inspections. I know good and well that if those two machines that I observed up there last year—this particular operator, I won't mention his name, has a poor record, he has had a poor record, it was brought out, not by me but by others.

Mr. McElroy. He did bring them back alive anyhow?

Mr. SOLOY. He brought them back alive. But I wouldn't have operated—I wouldn't have flown it.

Mr. MCELROY. One other question. On these performance bonds, how much of a fee does it take to get a bond of that sort?

Mr. SOLOY. The fee isn't the problem. It is your quick cash that you have to have to get performance bonds. That is the problem. The fee is another thing which Mr. Beasley points out in here. I think he misinterprets the thing, that that was my complaint. It wasn't the fee. I think the fee is something like 1 percent.

The performance bond fee isn't the problem. It is getting the thing. We are required to have so much cash. You could have a going concern and be in a good financial state, yet have everything tied up in physical assets and not cash in the bank.

Mr. MCELROY. Whose requirement is that? The bonding company?

Mr. SOLOY. Yes. I spoke to three different bonding companies. It is rough. We sign our lives away to get it, individually. Not corporationwise. That is quite a bit to ask your stockholders.

Senator BARTLETT. All right, Joe, we will take a committee look at this.

Mr. SOLOY. Thank you very much.

Senator BARTLETT. Mr. Campbell.

STATEMENT OF FERRALL CAMPBELL, REPRESENTING OPERATING ENGINEERS UNION, KETCHIKAN, JUNEAU, SOUTHEASTERN ALASKA

Mr. CAMPBELL. I am Ferrall Campbell, with Operating Engineers Union, Ketchikan, Juneau, southeastern Alaska.

Bob, I have to confess that I am not too conversant with your bill on collective bargaining for fishermen. We did read it, skim through it and we hadn't taken it up because I didn't think it would be a matter of action of this committee meeting. Since others have spoken on it, there are a few things that came to my attention that I think you ought to know about. I would speak very strongly in support of collective bargaining for fishermen.

"Fishermen" implies the crewmen, too.

As far as your objections from parties in probably southeastern Alaska to outside domination, I think that unionism for fishermen would generate itself. I am sure that it would generate from a local level as well as from other sources.

I don't think that there would be any danger of outside domination.

There is a point where these people are not getting proper wages, they are not getting proper prices for their fish.

We had a real glaring example come up here in the last month. I inadvertently got involved in it. I think that it should be brought to your attention. It gives evidence in support of this type of collective bargaining for fishermen.

We had a crab fishing boat come through here. It was operated by an individual supposedly from Alaska with no organization representing the fishermen or crewmen involved. Apparently three complete crews went through this particular boat before the marshal stopped it at Petersburg with a libel. The marshal ordered the crewmen off the boat, locked the boat, and appointed a watchman. Here is a crewman with no protection whatsoever. If they had had a

chance to have some sort of a union organization with collective bargaining provisions in it for wage collections and so on and so forth, these people would have had a chance to get their wages.

I ran into these people in Petersburg, a fellow by the name of Don Dyer, mate; Don Dobson, engineer; Dave Chance, deckhand.

Fortunately the deckhand had been retained by the marshal as a watchman on the boat. The other two people were without any funds to return home. No protection whatsoever.

They were able finally to bum a ride home on a fishing boat.

I started with these men, tried to find out if there was some way to collect their money. We went to the magistrate in Petersburg. We called the Department of Labor. We went to the employment office, State employment office. We got absolutely nowhere. We called the marshal. We called in Juneau. There was no way that these men had any recourse to get any wages to get back home.

I eventually got back down here to Ketchikan and looked up these two men again. We went further with it.

There apparently is an acting shipping commissioner in Ketchikan. But he has no power to institute action. I don't know what his position exactly is.

The Coast Guard inspection office took no jurisdiction. The men were not documented.

We went to the magistrate. We went to the U.S. Commissioner. We went to the different lawyers here in town. The only way it could be handled was on a 30-percent commission, payable in advance to collect these wages. To see if we could collect these wages. Eventually I did get a hold of the U.S. district attorney, Mr. Shortell, and I want to say in behalf of Mr. Shortell he gave me all the answers in 5 minutes. We did proceed from there.

Why should people be subjected to this sort of treatment where, if there were a manner and means of organizing, and getting union conditions on these vessels, they could eliminate it.

This is just one example that I can quote you because it is real recent with me. I have been operating here in southeastern Alaska for 10 years. I know these fishermen pretty well. I have done a certain amount of fishing myself, commercially, over a period of years.

If you are going to eliminate a class of workmen from the rights of organization, certainly you are disenfranchising them.

Senator BARTLETT. That does it?

Mr. CAMPBELL. I can give you a few more thousand words if you want.

Senator BARTLETT. That is a strong statement. It will make considerable addition to the record on this bill. I for one need education on it.

Mr. CAMPBELL. Senator Bartlett, I would like to have you know that the Alaska Fishermen's Union representative is not in town. That is Harold Goodwinson. I am sure that he would be here. I tried to reach him. I don't know that we would be able to give any testimony on this thing today. But we should.

Senator BARTLETT. Thank you, Mr. Campbell.

Are there any other witnesses?

STATEMENT OF WILLIAM L. BAKER, KETCHIKAN, ALASKA

Mr. BAKER. I am William L. Baker, Box 428, Ketchikan. My testimony is relative to transportation.

You probably remember from the efforts we had here 12 or 15 years ago to help get the pulp industry established in southeastern Alaska, we had the Indian aboriginal rights and land claims hanging over our heads. As a result of that we had to persuade Congress to pass the Tongass Timber Sales Act which impounded the funds from the sale of Forest Service timber. Now you have some legislation, Senate joint resolution having to do with the Department of Commerce surveys for road developments in southeastern Alaska; and in support of what George Anderson has said, and Bob Sharp, our city manager, I would like to just give you a little bit of the possibilities in this area for development of a new industry in the mining field which we feel Senate joint resolution might have a bearing on. You heard a witness at Juneau, I understand, from the department of minerals who said that he felt more of the Federal money should be used for access roads.

We have the possibility up the Unik River of a large copper development, and it is a joint venture at the present time between both American and Canadian companies. The American company is the Newmont Mining Co. Four of their principals were here this week. They just left yesterday. We tried to get them to stay over for this hearing but they had urgent business. The western manager, Dave Cannon, is here. The Canadian's company is Granduc, which used to operate in copper and gold here 40 or 50 years ago on this side of the border. They have a series of claims across the border on the Canadian side, about 4 miles on the Canadian side. However, there are a number of Americans, Alaskans, chiefly, who have claims on this side of the border or along the border so that any highway development access roads would help both Americans and Canadians.

The Newmont Co. is a New York concern, which is now a coventure, you might call it, in the development of the claims.

Some of the information they gave us was off the record and some of it of course was speculative. I think Senator Bartlett would probably like to present some of the information in support of his Senate joint resolution. I understand that has already passed one House, is that correct?

Senator BARTLETT. Not yet.

Mr. BAKER. It hasn't passed either House?

Senator BARTLETT. No.

Mr. BAKER. Here are some of the possibilities which they are holding forth.

They hope to have a payroll there of about a thousand men producing copper, which would make it the largest single industry in this area. They are studying now means of getting their ore, their copper ore, out to tidewater. They have about 40 million tons of ore blocked out. They have been drilling and drifting up there for 5 or 6 years.

They are competent operators. They think they have a quality of copper there to support a long-term operation.

They have this choice: Of bringing the ore out on the American side with a road down the Unik River into Alaskan waters, or taking it back inland and bringing it out on the Canadian side, a little town called Stewart, roughly a hundred miles from here. It is on the Canadian side, also in deep water.

If they go into Stewart it will probably be a combination tunnel and highway proposition, trucking road. If they come out on the American side, which would benefit us considerably, we would have to build a trucking road down the Unik River.

Our thought was this: If Uncle Sam is to be persuaded to help on the development of Alaska through this highway program, here is a project which would be tangible and concrete results in a matter of a few years.

They told us this week that it looks about 60–40 in favor of using the Canadian route into Stewart. And that chief reason being that if they came down the American side they would pay the American wages for construction of roads and the costs would be considerably higher than hiring Canadian labor and doing the work on the Canadian side.

So what we would want to know, of course, is whether the Federal Government or the State government, or the two in combination, through this proposed highway development program would be able to help on the access road or the development of the river valley there, the Unik River Valley, which would be of great benefit to our country as well as to the Canadians.

Of course as far as we are concerned they would offer some payroll, some development on our side of the border, and probably give us access also to interior lakes, or to the new Cassiar Highway, going north from Stewart up the old telegraph trial, I should say.

So that when we get our ferry system operating here, those ferries might want to serve the Unik Valley, too. This has wealthy minerals and has great recreational possibilities, possibly timber and other resources there. It might be a small empire in itself.

Senator BARTLETT. If this resolution is passed and the money called for is appropriated, this, together with other roads, could be studied; right?

Mr. BAKER. We thought it might be good as supporting evidence. We tried to get the bill passed. You are going to make a presentation, I understand, to try to get the two Houses of Congress to adopt it. You are going to try to present the potentialities, the wealth to be tapped and the other resources to be harvested.

Senator BARTLETT. Thank you, Bill.

Mr. MCELROY. How many miles of road would have to be built?

Mr. BAKER. To bring the copper ore from the present mine, Granduc, to the mouth of the Unik, they estimate about 52 miles of road.

Mr. MCELROY. That would be to deep water?

Mr. BAKER. Yes. At the present time they were getting bids this week on a little airstrip at the mouth of the Unik that they could use to fly the materials into the mine, fuel, and what-not that they use. They fly it in in the wintertime. And they do the work in the summertime. They have three camps up there now.

They have already built two small airstrips along the Unik River.

Mr. MCELROY. They are taking the supplies up on the American side?

Mr. BAKER. They haven't been. As a matter of fact the bids, the offers from the local contractors were a little bit shocking. Whether they are even going to put in the airstrip I don't know.

There is a continuing cost factor between the Canadian side with the lower wage scale and the American side with the higher wage scale.

Senator BARTLETT. Thank you.

Mr. BAKER. Thank you.

Senator BARTLETT. The record will be held open for the introduction of additional testimony if anyone so desires, until November 30. Statements submitted in writing should be mailed to Mr. Harry Huse, U.S. Senate Committee on Commerce, 5202 New Senate Office Building, Washington 25, D.C.

The record is rather voluminous, after 10 hearings in Alaska. It could have been added to by several thousand words had Ferrall Campbell delivered what he held in reserve. We appreciate the opportunity of having been in Ketchikan, of having heard all of those who desire to testify. I personally regard the Alaska hearings as having been most successful. In addition to everything else, I want to thank those who have made physical facilities available for us, who have made us so comfortable in our hearing rooms as we have gone about—I almost said, the territory—the new State. Certainly we are winding up here in Ketchikan in excellent quarters.

The committee, having been in recess at the conclusion of other meetings, will now stand in adjournment.

(Whereupon, at 5:15 p.m., the committee adjourned.)

○

KANSAS STATE UNIVERSITY LIBRARY
MAY 20 1962
MANHATTAN, KANSAS