

PACIFIC BASIN DEVELOPMENT COUNCIL

BRIEFING PAPERS

FEBRUARY 1991 (WINTER MEETING)

PACIFIC BASIN DEVELOPMENT COUNCIL

W I N T E R M E E T I N G

FEBRUARY 06, 1991

A G E N D A

Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070

Telephone (808) 523-9325 Facsimile (808) 533-6336

FACSIMILE TRANSMITTAL FORM

1/24/91

Fax No. (671) 477-1812

Pages 3 (including this page)

Mr. Peter Leon Guerrero, OMT/Planning

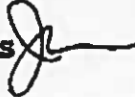
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FROM:

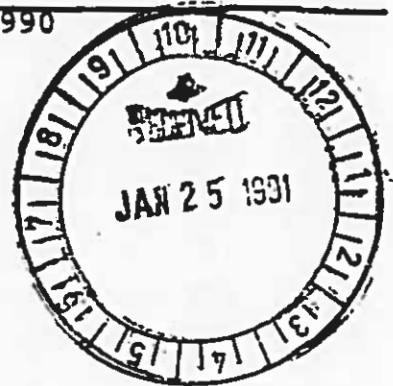
January 24, 1990

ACTION MEMORANDUM #4-91

To: The Honorable Lorenzo DeLeon Guerrero
The Honorable Joseph F. Ada
The Honorable John Waihee
The Honorable Peter Tali Coleman

From: Jerry B. Norris 

SUBJECT: DRAFT AGENDA



The Technical Advisory Committee (TAC) meeting is scheduled for Saturday, February 2 from Noon until 1:30 p.m. The meeting will be held at the JW Marriott Hotel [On Pennsylvania Avenue at National Place - 1331 Pennsylvania Avenue, NW (202) 393-2000] and will include lunch.

The following is the recommended DRAFT AGENDA for the upcoming Annual Meeting of the Board of Directors:

OCEAN RELATED ISSUES

Coastal Zone Management: The Need For Allocation of Funds for Regional Efforts

Ms. Jennifer J. Wilson, Assistant Secretary and Deputy Administrator, NOAA and/or Mr. Timothy R.E. Kenney, Director, Office of Coastal Resource Management, NOAA/DOC

EEZ and Territorial Sea Issues and Report of Workshop

Mr. Robert Knecht, University of Delaware and PBDC

ACTION MEMORANDUM 4-91

January 24, 1990

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Tuna Options for the Pacific

Mr. William Paty and Kitty Simonds, WESPAC

DRUG ISSUES - PACIFIC VISIT

Judge Reggie B. Walton, Associate Director for State and Local Government, Office of National Drug Control Policy

PACIFIC TRADE ISSUES - AN UPDATE

Roger Severance, PBDC

EXOTIC SPECIES IN THE UNITED STATES

TBA, Office of Technology Assessment

PBDC STAFF REPORTS

The above topics will be covered in the morning session which will run from 9:00 a.m. - Noon.

We will have a closed luncheon for Governors and one aide from Noon until 1:30 p.m.

The State Department will hold a briefing at State from 2:00 p.m. - 4:00 p.m. The following is a list of suggested topics:

- *Progress of Philippine Base Negotiations
- *Status of APEC AND PECC
- *Update on Elements of the Bush Summit
- *For Meshing Interior Policy Report With Bush Summit Initiatives
- *Implications of Tuna Inclusion Under Magnuson Act and Plans for Next Round of Tuna Treaty Negotiations
- *U.N. Update - Recap of Security Council Action on TTPI and Future U.S. Policy vis-a-vis C-24
- *Johnston Island Update
- *Current Status of U.S. Relations with N.Z. Under New Government
- *USIA Plans For Next 12-18 Months
- *USAID Policy on Fiji Constitution, Bougainville, SPREP
- *U.S. View on Political Development In Tonga, Vanuatu, Solomons and New Caledonia
- *Outlook For Palau
- *U.S. Position on SPC Headquarters regarding Construction *FRANK*

Please note that the Board will be hosting our annual Friends of the Pacific Reception which will be held on Wednesday, evening at 6:00 p.m, February 6 at the U.S. Botanic Garden (45 1st Street, SW) in Washington, D.C.

The logistical information will be forthcoming.



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Telephone (808) 523-9325 Facsimile (808) 533-6336

FACSIMILE TRANSMITTAL FORM

Re: _____ Fax No. (671) 477-4826
Pages 2 (including this page)
To: The Honorable Joseph F. Ada, GU PLS PASS COPY TO: P. Leon Guerrero and
L. Pangelinan. TY!!
From: _____
Subject: _____
January 8, 1991

ACTION MEMORANDUM #02-91

To: The Honorable Lorenzo DeLeon Guerrero
The Honorable Joseph F. Ada
The Honorable John Waihee
The Honorable Peter Tali Coleman

From: Jerry B. Norris

SUBJECT: PBDC WINTER BOARD OF DIRECTORS MEETING -
FEBRUARY 6, 1991, WASHINGTON, D.C.

We have reconfirmed the date of February 6, 1991, for the Winter Board of Directors Meeting of PBDC. We have tentatively scheduled a meeting of the Technical Advisory Committee for noon (luncheon) on Saturday, February 2. The TAC meeting should last no more than two hours.

The Board will convene it's Winter meeting at the Marriott Hotel (site of NGA) at 9:00 a.m. on Wednesday, February 6. The morning session will be followed by a closed luncheon at the Hotel. Governor Guerrero has requested a briefing on U.S. Foreign Policy in the Pacific which is scheduled for the afternoon from 2:00 p.m. - 4:00 p.m. Venue will be the State Department. We will follow the same plan as last year in that each Governor will be staffed by one or two of his key aides.

The Board will host the annual Friends of the Pacific reception which will commence at 5:30 p.m. Governors and spouses should plan on arriving at 6:00 p.m.

ACTIONS:

(1) Governor Guerrero has requested that we solicit your recommendation on two matters. The first recommendations is for topics of discussion at the morning session. The Board's guidelines for agenda items should include:

- *be sponsored by one or more Board members;
- *meet a test of regionality;
- *be "ripe" for either Board review and/or action; and
- *be related to development.

Recommended Topics For Morning Agenda Items:

(2) Governor Guerrero has requested that we solicit topic areas that we wish the State to cover in the Wednesday afternoon briefing. These could include issues that other Federal agencies (e.g. Defense, USIA, etc.) might be involved with but that come under the umbrella of an overview of U.S. policy in the Pacific.

Recommended Topics For State Department afternoon Briefing:

PLEASE COMPLETE AND RETURN THIS FORM AS SOON AS POSSIBLE BY FAX.
YOUR IMMEDIATE ATTENTION TO THIS MATTER IS GREATLY APPRECIATED.

JBN/ca
AGENDA.WM

cc: Mr. Eloy Inos, CNMI
Mr. Frank Rosario, CNMI
Mr. Tim Bruce, CNMI
Ms. Lourdes Pangelinan, GU
Mr. Peter Leon Guerrero, GU/BOP
Ms. Ilima Piianaia, HI/OIR
Mr. Charles Freedman, HI
Mr. Fred Radewagen, AS/DC
Mr. William "Dyke" Coleman, AS

BRIEFING PAPERS

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Governor Lorenzo I. DeLeon Guerrero
Commonwealth of the
Northern Mariana Islands
President

ATTACHMENT A.

Governor Joseph F. Ada
Sam
President

LIST OF ATTENDEES

Governor John Waihee
Guam
Secretary

THE HONORABLE PETER TALI COLEMAN

THE HONORABLE LORENZO I. DE LEON GUERRERO

Governor Peter Tali Coleman
American Samoa
Chairman

THE HONORABLE JOHN WAIHEE

Technical Advisory Committee

MR. FRED RADEWAGEN (American Samoa)
Territory of American Samoa, Washington Office

MR. WILLIAM COLEMAN (American Samoa)
Chief of Staff, Office of the Governor

MR. FRANK S. ROSARIO (N. Marianas)
Public Information Officer, Office of the Governor

MR. ELOY S. INOS (N. Marianas)
Director, Department of Finance

MR. PETER LEON GUERRERO (Guam)
Director, Bureau of Planning

MS. ILIMA A. PIIANAIA (Hawaii)
Director, Office of International Relations

Ms. Simeamativa M. Aga
Director, Amerika Samoa Hawaii Office
Office of the Governor
Territory of American Samoa

Mr. Tim Bruce
Legal Counsel, Office of the Governor
Commonwealth of the N. Mariana Islands

PAGO PAGO, AMERICAN SAMOA. November 15-17, 1990

Mr. B. Norris
Executive Director

Mr. Fred Castro

Director, Guam Environmental Protection Agency
Territory of Guam

Mr. Francis Lum

Office of the Governor, State of Hawaii

Mr. William Paty

Board of Land & Natural Resources, State of Hawaii;
President, Pacific Fisheries Development Foundation;
Chairman, Western Pacific Fishery Management Council

Mr. Francisco Taitano

Office of Juan Babauta, Office of the U.S. Representative
Commonwealth of the N. Mariana Islands

GUESTS:**The Honorable Stella G. Guerra**

Assistant Secretary for Territorial & International Affairs
U.S. Department of the Interior

Rear Adm. William C. Donnell

U.S. Coast Guard, U.S. Department of Transportation

Mr. David Heggstad

Office of Territorial & International Affairs
U.S. Department of the Interior

Mr. Michael Lee

Region IX, U.S. Environmental Protection Agency

Mr. Norman Lovelace

Region IX, U.S. Environmental Protection Agency

Mr. Robert Malson

Chief Operating Officer, Close Up Foundation

Ms. Karen Melick

Native American and Pacific Island Outreach Program, Close Up Foundation

Mr. Larry Morgan

Office of Territorial & International Affairs

Ms. Gail Mukaihata

Subcommittee on Interior & Insular Affairs, U.S. Congress

Lt. Peter Neffinger

U.S. Coast Guard, U.S. Department of Transportation

LIST OF ATTENDEES

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Ms. Patricia Rizzo
Close Up Foundation

Ms. Kitty Simonds
Executive Director, Western Pacific Regional Fishery Management Council

Ms. Debbie Subera
Office of Territorial & International Affairs
U.S. Department of the Interior

Dr. Jon Van Dyke
Richardson School of Law, University of Hawaii at Manoa

Ms. Deanna Wieman
Region IX, U.S. Environmental Protection Agency

Ms. Angela Williams
Executive Director, Pacific Business Center, University of Hawaii

Col. Donald T. Wynn
District Engineer, Army Corps of Engineers
U.S. Department of Defense

Ms. Pat Young
Region IX, U.S. Environmental Protection Agency

PBDC Staff: Jerry B. Norris
 Carolyn K. Imamura
 Michael P. Hamnett
 Roger Severance, Trade Project Consultant

PBDC/cki
Rev. 12/90



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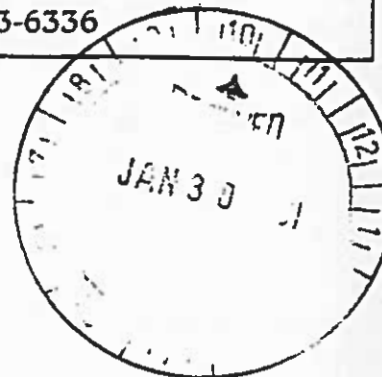
Governor Lorenzo I. DeLeon Guerrero
Commonwealth of the
Northern Mariana Islands
President

Governor Joseph F. Ada
Sam
President

Governor John Waihee
Hawaii
Secretary

Governor Peter Tali Coleman
American Samoa
Treasurer

December 10, 1990



MEMORANDUM

To: Distribution List

From: Jerry B. Norris

SUBJECT: DISTRIBUTION - BOARD OF DIRECTORS
ANNUAL MEETING MINUTES, PAGO PAGO,
AMERICAN SAMOA, NOVEMBER 15-17, 1990

I am pleased to provide a copy of the Minutes from the 1990 Annual meeting of the Board of Directors of the Pacific Basin Development Council. Also included are copies of the several policy positions approved by the Board as well as correspondence to the President of the United States.

If there are any questions or you require additional information concerning the meeting, please feel free to contact me directly.

Happy Holidays!!!

JBN5/ca
DISTRIBUTION.AM
ENCLOSURE



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Governor Lorenzo I. DeLeon Guerrero
Commonwealth of the
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President

Governor Joseph F. Ada
American Samoa
President

Governor John Waihee
Hawaii
Secretary

Governor Peter Tali Coleman
American Samoa
President

1990 ANNUAL MEETING
Board of Directors
Rainmaker Hotel
Pago Pago, American Samoa
November 15-17, 1990

THURSDAY, NOVEMBER 15

The Board of Directors of the Pacific Basin Development Council were honored at a traditional welcoming ceremony at the Fono Guest House on Thursday morning, November 15.

CALL TO ORDER

The meeting was called to order at 10:35 a.m. at the Fono Guest House by President Peter Tali Coleman, Governor of American Samoa.

APPROVAL OF THE PRELIMINARY AGENDA

Staff made suggestions for changes to the agenda.

ACTION: Governor Waihee moved (Governor Guerrero seconded) that the preliminary agenda, as amended, be approved (Approved).

APPROVAL OF 1990 WINTER MEETING MINUTES

Copies of the minutes of the 1990 Winter Meeting, held on February 27-28 in Washington, D.C., were previously circulated. Mr. Norris noted that on page two there was a recommended change which had been provided to the Board members.

ACTION: Governor Guerrero moved (Governor Waihee seconded) that the minutes be approved as amended (Approved).

WELCOME AND INTRODUCTION OF GUESTS

Governor Coleman introduced the Governors; each made short opening remarks followed by the introduction of their respective staff members and special guests (See ATTACHMENT A).

(Note: Governor Ada was unable to join his fellow Governors. Therefore, all formal substantive actions will require his approval before becoming official policy of the Board of Directors of PBDC.)

WELCOMING REMARKS BY CONGRESSMAN ENI F.H. FALEOMAVAEGA

Governor Coleman introduced Congressman Faleomavaega who stated that he was honored to address the Board of Directors and commended the Board for a number of successful efforts in reaching regional cooperation and agreements in many areas.

The Congressman then addressed the need to protect the Pacific environment to include the drift-gill netting issue. He noted his concern over the continued French nuclear testing situation. Regarding the Magnuson Act, the Congressman noted that while he and the Board did not totally agree on the tuna issue, he thought that the exchange of ideas had been healthy. He recommend that PBDC establish a regional organization and study group to assess and exchange fisheries related information outside of the auspices of the Federal Government and on a regional basis similar to the FFA.

Relating to U.S. foreign policy, the Congressman reported on his recent trip to the Pacific with Congressman Solarz of New York. He felt that many South Pacific leaders feel that the U.S. has practiced benign neglect in the region. He reviewed issues relating to the South Pacific Nuclear Free Zone, the lack of financial support for the developing countries in the region, what appears to be U.S. support for the French nuclear testing, and the belief that Washington has not been responsive to the environmental concerns of the region. The Congressman then reviewed the recommendations of Congressman Solarz's report to the Congress (A copy of the Congressman's remarks are on file with PBDC staff).

Governor Coleman thanked the Congressman for his comments and noted that Congressman Solarz's report was well written and presented a good history of development in the Pacific. He noted that PBDC would continue to work with the American Flag Pacific Islands Congressional delegations on issues of importance to the region.

OTIA WELCOME AND UPDATE

Governor Coleman welcomed Assistant Secretary Stella Guerra of the Office of Territorial and International Affairs, U.S. Department of the Interior. After introducing her staff, she reported on the status of the OTIA budget recently approved by Congress and provided information on projects funded for each of the islands.

She reported that OTIA had fared well under the budget cuts and reviewed the technical assistance program, the OTIA operations and maintenance (O&M) program, (noting the need for bringing educational staff into the program for educational and training purposes), the disaster training program, the regional drug effort which is funded at \$1 million dollars, the Brown Tree Snake effort, the need to establish voluntary programs and other self-help efforts, the funding of Close Up, a book drive for the libraries in Micronesia, the establishment of the Junior Statesman program, and funding for the College of Micronesia.

The Assistant Secretary emphasized a partnership approach to problem resolution in a number of areas to include law enforcement with the Coast Guard. She discussed the political status efforts of both CNMI and Guam and announced that she, as Assistant Secretary, had just been appointed by the President as his Special Representative for negotiations with the CNMI. Regarding the Pacific Policy effort, she reported that she hoped that the report would be released early next year. Regarding reorganization the Assistant Secretary reported that she plans to open an OTIA Honolulu office, as an extension of the technical assistance program. She also reported that the Secretarial Order on Palau has been signed and that an OTIA representative will be in place in Palau at the first of the year.

Assistant Secretary asked that the Board of Directors provide guidance as to what role they see PBDC staff should provide on the regional drug effort. She further noted that OTIA is planning a regional drug meeting in Honolulu in December or January.

In closing she noted that Congress was placing requirements on federal dollars and the need to emphasize management control was the responsibility of the island leaders and OTIA.

Governor Coleman responded to the issues of the O&M program, management and audit follow-up and the brown tree snake. Governor Guerrero congratulated Assistant Secretary on her appointment as the President's Special Representative. Mr. Peter Leon Guerrero noted Governor Ada was unable to attend the meeting because of previous commitments. He further commented on his hopes to obtain a draft copy of the Pacific Policy. Governor

Waihee offered his assistance in coordinating assistance with the new Honolulu OTIA office.

ENVIRONMENTAL RISK ASSESSMENT PROPOSAL

Governor Coleman called upon Ms. Deanne Wieman of the U.S. Environmental Protection Agency (EPA), Region IX (San Francisco) who introduced her staff and opened the discussion on the proposed environmental risk assessment proposal. She spoke of the priorities of Administrator Reily and introduced Mr. Norm Lovelace, Director of Native American and Pacific Islands programs.

Mr. Lovelace noted that oftentimes the insular needs have not been addressed in many areas. In a number of EPA programs, island needs are not only not being addressed, but there is a growing demand for requirements for new and already existing EPA programs to conform to U.S. mainland standards. He referred to conversations that he had with PBDC and suggested a pilot program that would recognize the special islands needs and establish an agenda for change in the islands. Changes could well include changes in both Federal and local programs. Mr. Peter Leon Guerrero spoke to the proposal and introduced Mr. Fred Castro of Guam EPA who also noted his support for the risk assessment proposal. Governor Waihee asked that EPA also work with Hawaii on this type of proposal.

Governor Coleman noted that in the islands we are torn between protecting our environment and economic development issues. He reviewed the issues relating to tuna in American Samoa and inquired if Federal funding could be made available for waste water pipes for the two canneries. Mr. Lovelace responded that no EPA funding was available.

ACTION: Governor Waihee moved (Governor Guerrero seconded) that the Board endorse the Environmental Risk Assessment Proposal as a pilot project to be conducted in Guam (Approved).

OIL MITIGATION PROPOSAL

Governor Coleman called upon Dr. Michael Hamnett of PBDC who described the history of PBDC's involvement in oil mitigation. He noted that funding was available at a level of \$6 million to be made available to Universities for research. He further noted that PBDC staff had discussions with both Governors Waihee and Ada and with the Presidents of the Universities of Guam and Hawaii regarding a joint venture between the two Universities and noted the need to have the Board of Directors give direction to the project. Dr. Hamnett drew attention to the correspondence between the President of the University of Hawaii and the

President of the University of Guam that was included in the agenda book.

Governor Waihee noted he really wanted to be sure this was a regional project and not a project that was taken on by only one institution.

ACTION: Governor Waihee moved (Governor Coleman seconded) that research be conducted on a regional basis with direction from the Board of Directors of PBDC (Approved).

CLOSE UP FOUNDATION

Governor Coleman called upon Mr. Robert Malson, Executive Vice President and Chief Operating Officer of the Close Up Foundation. Mr. Malson introduced his staff and thanked the Board for allowing him to appear before them. He reviewed the Close Up program and the involvement with both students and teachers. He reviewed the participation of those from American Samoa, Guam, the CNMI and Hawaii in the Close Up Pacific Island Program. Mr. Malson extended his appreciation to Ms. Laura Hudson of Senator J. Bennett Johnston's staff who has assisted in funding for this effort. He also thanked Assistant Secretary Guerra for her support of the Close Up Foundation and also thanked the Governors and their Congressional Delegates for their support when the AFPI students were in Washington, D.C.

Governor Coleman thanked Mr. Malson and the Board voiced their full support for a continuation of Pacific Island participation in Close Up efforts and programs.

The Board of Directors recessed for lunch with the American Samoan Close Up Foundation students.

Governor Coleman reconvened the meeting at 1:54 p.m. at the Rainmaker Hotel.

1990 WINTER MEETING UPDATE

Governor Coleman called upon Mr. Jerry B. Norris for an update of activities since the 1990 Winter Meeting which was held in Washington, D.C. on February 27-28.

Mr. Norris reported on issues involving the new Assistant Secretary of EDA, the awarding of an EPA grant to PBDC for municipal solid waste, the reauthorization of the Magnuson Act, reauthorization of the Coastal Zone Management Act, cancellation of the FDA rules on freezing of all fish prior to consumption, activities of the Nature Conservancy Pacific program, the regional fly eradication program, the awarding of a OCRM grant for increasing capacity in oil spill mitigation, the recent

Marine Congress on Tourism, the sea level rise program, and the regional drug interdiction efforts (A copy of the report is on file with PBDC staff).

Governor Coleman inquired about the \$1 million dollars made available for regional efforts. Governor Guerrero reported that he had been in communications with the Japanese regarding the fly issue and that by early 1991 Okinawa will announce that they will be fly free. He hoped that following that announcement, the Japanese would be able to offer assistance to the American Flag Pacific Islands. Governor Waihee stated that he wanted PBDC and his staff to look into what efforts are being carried on by the State of Hawaii and the University. Governor Guerrero concurred.

THE U.S. COAST GUARD ROLE IN THE PACIFIC

Governor Coleman called upon Admiral William C. Donnell, Commander of the 14th Coast Guard District based in Honolulu for a report on USCG activities in the AFPI.

Admiral Donnell noted his appreciation for being allowed to address the Board and introduced his staff. He spoke to the need for jointly addressing and solving issues in the AFPI. He reviewed the areas of environmental protection, drift net fishing and the Magnuson Act issues. The U.S. Coast Guards four major priority areas for the 1990's are maritime law enforcement, national security, maritime safety and marine environmental protection. He stated that budget limits require that we all work together on problem resolution. He noted that a marine enforcement had been established in American Samoa. He reported on the oil spill legislation recently approved by the Congress. USCG will be placing emphasis on local training in the AFPI, and the Pacific Strike Team will provide training at each of the islands. The Admiral noted his ex-officio membership on the Western Pacific Regional Fishery Management Council (WesPac) and the importance of that organization in fisheries development. He also reported that his enforcement authority covers over 1.5 million miles of AFPI EEZs and that USCG enforcement capability is limited by budget restraints.

Governor Coleman noted the need for oil containment and clean up equipment in American Samoa. The Admiral noted that the USCG was undergoing reviews of equipment needs and training in these areas. Mr. Norris advised that the USCG had printed the "worst scenario" possibilities in each of the AFPI and the PBDC had copies of each of the reports. Governor Guerrero asked about possible training and equipment supply for his local action group for oil spill cleanup. The Admiral and his staff noted that they would be making a risk assessment in each of the islands and would provide information to each of the Governors. Governor Coleman noted that once the needed equipment was identified that perhaps OTIA could supply funding. Governor Coleman referenced

the Admiral's plan to do an assessment for each of the islands and to provide each Governor with a list of needed equipment. Governor Coleman also asked the Admiral to continue to work with PBDC staff on these matters (A copy of the Admiral's comments are on file with PBDC staff).

OCEAN RESOURCES MANAGEMENT ISSUES

Governor Coleman called upon Mr. William Paty, Chairman of the Western Pacific Regional Fishery Management Council (WesPac). Mr. Paty introduced Ms. Kitty Simonds, Executive Director of WesPac and Mr. Henry Seseapasara, Director of American Samoa's Department of Marine & Wildlife Resources. Mr. Paty discussed the reauthorization of the Magnuson Act and its implications for the AFPI and advised that WesPac will start immediately to include tuna in their management plans. WesPac has also started to collect data needed for management decisions. Mr. Paty suggested that it was time to work with the AFPI Congressional delegations to amend the Magnuson Act to allow the AFPI to collect revenues derived from tuna fishing access fees in their respective 200-mile Exclusive Economic Zones (EEZs).

He expanded his February report on the continued growth of the Hawaii longline fleet and discussed the recent action taken by Hawaii and WesPac on the establishment of a June 21 control date which would restrict additional growth of the fleet in Hawaii. He warned of the possible movement of longliners to Guam, American Samoa and the CNMI and called for a cooperative effort in this area.

Mr. Paty reported on the WesPac Fishing Rights Of Indigenous People project and asked for support from the PBDC Board of Directors and the respective Governor's policy and fisheries staffs to find alternative funding for further development of preferential rights program. It was also suggested that a pilot program be undertaken with regards to Kahoolawe (A copy of his report may be found as ATTACHMENT B).

Governor Coleman asked where the longliners are coming from. Mr. Paty responded that there was no pattern but many were coming from the East Coast, the Gulf and some from the West Coast. He noted that the expanded longline fleet is certainly not indigenous to Hawaii or the Pacific. Governor Coleman noted that American Samoa has had an influx of seiners which has resulted in transshipment of tuna out of Samoa.

Mr. Paty and Mr. Seseapasara provided overhead view graphs of fishing activity in the Pacific areas and noted that current reports indicated that little or no tuna was being caught within the AFPI 200-miles EEZs. With tuna now being under the Magnuson Act, reports will now include tuna caught in our EEZs. They also

reported on the number of seiners and longliners operating in the area.

Governor Coleman asked about controls of local EEZs and Mr. Paty reported that in Hawaii the limitation of the longline fleet is an effort to control the State's EEZ by local authority. Fred Radewagen asked Admiral Donnell of the down side to having the AFPI non-State island Governors take control of their respective EEZs. The Admiral said that resources to enforce that control could be a problem.

Governor Waihee stated that some sort of joint management of the EEZ and the resources generated was important. Governor Guerrero stated that CNMI has not given up their rights to their EEZ and that the resources therein belong to the people of the CNMI. He would like the research to continue in this area. He also stated that he wished to discuss this issue further in some sort of executive sessions. Governor Waihee suggested a motion to have PBDC to continue work with WesPac in researching these areas. Staff was instructed to work with WesPac staff on this matter.

COASTAL ZONE MANAGEMENT ACT REAUTHORIZATION

Mr. Norris reported on the CZM reauthorization. He advised that with regards to Federal consistency the Congress has stated that all Federal activity to include the Corps of Engineers now falls under the consistency provision. Further there is a new Coastal Nonpoint Pollution Program which will require interagency cooperation with USDA and EPA. Mr. Norris reported that the effort to obtain local jurisdiction beyond the 3 mile area had been lost in the current reauthorization.

On the positive side, Mr. Norris noted that there was a special provision in the Conference Report which noted the special needs of "Pacific Island States" in the area of ocean resource planning. He suggested that the grants to be issued under this special provision might be used on EEZ management as well as the tuna revenue generating issues. He also noted that several resolutions had been approved by the Western Legislative Conference of CSG concerning EEZ management in the AFPI and provided copies to the Board members.

CLIMATE CHANGE AND SEA-LEVEL RISE: RMI PROJECT REPORT

Dr. Michael Hamnett provided background on the joint University of Hawaii/PBDC project on sea level rise, climate change and environmental management as funded by both EPA and OTIA. Dr. Hamnett showed a video of the RMI program (A copy of the video is on file with PBDC staff). Following the video, Dr.

Hamnett noted that the students in the local high schools were heavily involved in effort and contributed a great deal to the program.

Governor Coleman noted that the climate change issue was highly visible at the President's Summit and that he would be reporting on that issue and others tomorrow.

OCEAN POLICY AND COASTAL ZONE MANAGEMENT OPTIONS

Governor Coleman called on Mr. Norris to provide background on a policy options paper. Mr. Norris provided a history of PBDC's involvement with EEZ, CZM and ocean management activities. Dr. Michael Hamnett made a short presentation on each of the four policy options centered on the need to create an ocean related activity within PBDC. Discussion followed by members of the Board and their respective staffs. During the discussion, Mr. Peter Leon Guerrero, speaking in support of option number four, noted the importance of this area of activity, and suggested that members of the Technical Advisory Committee (TAC) serve as members of the Coordinating Committee. Mr. Norris agreed with the amendment and stated that he thought this would strengthen option number four. Dr. Hamnett stated that at some point in time he would also like to see the AFPI Attorneys General involved as well. Mr. Norris noted that at some future time, one might wish to consider the creation of a separate entity, especially if there was to be formal involvement with foreign countries.

ACTION: Governor Waihee moved (Governor Guerrero seconded) the establishment of a regional ocean, CZM, and EEZ management program within PBDC and formalize the involvement of the CZM, Ocean Management and Technical Advisory Committee (TAC) members (Approved).

Governor Coleman called for a recess until Friday morning.

FRIDAY, NOVEMBER 16

Governor Coleman called the session to order at 9:10 a.m. at the Rainmaker Hotel.

PRESIDENT'S REPORT ON THE UNITED STATES-PACIFIC ISLANDS SUMMIT

Governor Coleman, as President of PBDC, was a member of the Administration's advisory group to President Bush for the United States-Pacific Island Nations Summit recently held in Hawaii. Although some felt that there might have been some political overtones to the President's visit, Governor Coleman felt that the meeting with the Pacific Island leaders was not political and an opportunity that was important to all.

The meeting consisted of two parts with the first being the general discussion portion where all island leaders being given an opportunity to speak and a summary session following the luncheon session. Issues covered include the environment, global climate change, and rising sea level which was of major concern to all. On this issue President Bush stated that some felt that the sea-level rise issue was not as serious as many thought. The President agreed to share all information on the sea-level issue with the leaders.

Regarding Johnston Island, the President assured that the equipment was to be in good working order and would be safe. He also indicated that disposal will be restricted to those chemicals on-island, those being shipped from Germany and those chemicals being found on Pacific Islands and offered an opportunity to have the island leaders visit the facility. The President further noted that chemicals stored in the U.S. mainland will be disposed of on site. Regarding French nuclear testing, the President made no comment on the issue. There was also some discussion on the nuclear free zone in the Pacific. Regarding the Middle East situation, the President stated that he was doing everything possible to keep the peace and that he (the President) had been down the road of war and did not want to expose our young people to those conditions.

Governor Coleman reported on specific program elements as announced by President Bush:

- the establishment of a Joint Commercial Commission which would meet annually at senior government levels to identify and address commercial opportunities and trade concerns. The Commission would focus on ways in which the South Pacific Islands and the U.S. might cooperate in areas of (1) trade and investment; (2) tourism; (3) fisheries and the environment; and (4) human resources development.

- the establishment of an Overseas Private Investment Corporation (OPIC) Asian-Pacific Growth fund, similar to those of Eastern Europe and Africa, with \$200 million in venture capital, and an Environmental Investment Fund for developing economies in the amount of \$100 million for sustainable natural resource development;

- OPIC mission of American investors to Pacific Island countries in 1991;

- Four additional A.I.D. development assistance programs to enhance economic growth through private sector development, emphasizing agricultural and marine resources;

-three new USIA programs to facilitate travel of senior government leaders to the U.S., and American industry experts to speak in the Islands. The President also reported that the South Pacific Fisheries Treaty would soon be scheduled for renegotiation.

Governor Coleman reported that the written comments supplied by the AFPI Governors were provided to key White House staff and that he was in the process of determining when responses would be forth coming. He also summarized the proposed goals of the U.S.-Pacific Island Nations' Commercial Commission. He noted that the members of PBDC were part of the United States and therefore did not fit into the formal membership of the proposed Commission, but that PBDC could well serve as a resource. He noted that he did not expect PBDC to sit in formally, but could be a partner to assist the Administration. In that vain, Governor Coleman felt that the Commission might well physically be located in any one of the four AFPI, especially if PBDC was viewed as a resource agency for the Commission.

Governor Guerrero suggested that given Governor Coleman's involvement in the Summit, it would be a good idea to designate Governor Coleman as the liaison representing PBDC. Governor Waihee stated that he thought it was a good idea and Governor Coleman agreed.

Mr. Peter Leon Guerrero stated that he thought that Governor Ada would support this effort and that Guam has always wanted to have greater access to the markets of the South Pacific. He felt that the effort should benefit all of the AFPI.

Regarding the proposed trade commission, Governor Waihee inquired as to the possibility of using an existing organization (such as the Standing Committee of the Pacific Islands Conference) as a framework for staff the commission rather than establish a new body. Governor Coleman stated that the details had not been worked out, but that he would make the suggestion to the White House.

Governor Coleman reported that the Prime Minister of Fiji was given the honor of responding to President Bush's comments, but that the Prime Minister of the Cook Islands was asked to formally comment. Governor Coleman suggested that because of President Bush's experience in the Pacific, he was more sensitive and understanding to the issues in the Pacific.

ACTION: Governor Waihee moved (and Governor Guerrero second) that a letter be sent to the White House designating Governor Coleman as the PBDC liaison to the White House and other agencies involved with the Trade Commission.
(Approved).

Governor Guerrero suggested that given the importance of the Summit, it would be a good idea to make sure that all Federal policies relating to the Pacific be reviewed to make sure that they were consistent. He specifically requested that a draft copy of the Pacific Policy be made available for review before it become formal and is transmitted to the Congress.

Discussion followed between the several Governors and Assistant Secretary Guerra who stated that the policy document was the result of consultations between the leaders and the Administration at the Pacific Policy Conference held in Honolulu in September. She stated that many of the issues addressed on-going concerns that have been around for a number of years. She stated that the document is an internal working document for the administration but that there would be some discussion with the Governors at some point as to what the President would be forwarding to Congress.

Several Governors felt that Secretary Lujan had made a commitment to the Governors during the Honolulu insular policy conference, to allow for a review of a draft of the policy document before it was sent to Congress. Assistant Secretary Guerra stated that she couldn't remember such a commitment and that the Secretary had used the term consultation on several occasions. She did note that they had verbatim transcripts of the Conference proceedings, indicating that she could review them. She stated that there would be discussion Governors prior to sending the policy to Congress once the Administration has made some decisions on it. Governor Coleman stated that he had discussed a review with the Secretary when he met with him in Fargo during the Western Governors Conference earlier in the year.

Governor Waihee suggested that a letter be drafted to attempt to obtain a copy of the draft. Governor Coleman asked the Assistant Secretary if the Governors could obtain a copy of the draft and she replied that it was an administration report that she could not commit to the release of the document. However, she said that she would take up the concerns of the Governors with the appropriate officials. She restated that there would be consultation with the Governors (either collectively or individually) when the Administration has made decisions. Mr. Leon Guerrero felt that the review process was to allow the Governors to make written comments which would be attached to the report to the Congress. The Assistant Secretary stated that there was a thirty day comment period following the Conference and that those comments would be attached. She also stated that comments would always be welcomed from the Governors.

Governor Coleman cited some of the concerns he had over the authority of OTIA in American Samoa and, more recently, with the DOI Secretarial Order on Palau. He also cited concerns regarding

the power of the Congress based on a recent request by a Delegate to Congress to have GAO audit the ASG. Governor Coleman stated that what the Governors wants is to know where their rights are not only with regards to the Administration but also with regards to the Congress.

ACTION: After further discussion it was decided to have the Board communicate directly with the White House on the issue of access to the draft Pacific Policy document (Approved) (See ATTACHMENT C).

STATE OF HAWAII SCANNING PROJECT & AMERICAN SAMOA DEVELOPMENT POLICY INSTITUTE PILOT PROPOSAL

Governor Waihee described the Hawaii Scanning Project that he instituted to determine what future trends and issues are emerging before they became problems for the State. He described the workings of the project in some detail and several issues that had resulted in State initiatives which had benefited the State. He offered to share the information obtained with the other Governors and offered staff assistance in setting up similar projects in the other AFPI. The other Board Members asked to be put on the distribution list.

Mr. Norris presented a proposal to establish, as a pilot project, the American Samoa Development Policy Institute. Governor Coleman had suggested that with all the materials coming in from a number of sources, there was a problem in reviewing all the information and determining the importance of said materials to the ASG. The idea would be to run a one year project in American Samoa, tying in with the Hawaii Scanning Project. The information gathered would be shared with the other AFPI, and if successful, efforts to establish a similar program in Guam and the CNMI would be offered.

ACTION: Governor Coleman moved (Governor Waihee seconded) that the Board direct PBDC staff to seek funding for a pilot project in American Samoa and the Board members requested that Governor Waihee place them on distribution for his materials (Approved).

REGIONAL TRADE ASSESSMENT

Mr. Norris provided the history of the PBDC Trade Policy wherein the Board directed that a report be prepared on how trade policy was made in the U.S. government. The second phase was to review each of the AFPI trade and investment efforts and determine where those island efforts might complement the Federal effort or where, in fact, they may be in conflict.

Mr. Roger Severance noted that the timing of this effort was excellent and that he hoped to be able to identify current

problems. He also hoped to identify the issues that would be emerging in the next two, five and ten years. He felt that this effort was especially important because of the negotiations going on with GATT and other trade efforts.

Mr. Severance reported that he had already visited Hawaii and had just returned from Fiji and Western Samoa. He will be visiting with both the public and private sector in American Samoa this week and has plans to visit Guam and the CNMI early next year. He further noted that this effort was also timely because of the tuna issue and problems arising from the current round of GATT negotiations. Because of the problems with tuna, especially as they relate to American Samoa (both other places in the region as well), Governor Coleman has been in a position to write letters to appropriate members of the Federal government. Mr. Severance noted that Assistant Secretary Guerra had also written letters on behalf of American Samoa.

The final product of Mr. Severance's effort would be a Pacific agenda of trade and investment issues that we can all work on and attempt to make the necessary policy changes. This effort should also interface with the President's proposed Trade Commission. Mr. Severance stated that we must, over the next several years, assure that Washington, D.C. is aware of the importance of the AFPI in trade and investment efforts. Governor Waihee noted that both he and Governor Ada sit on a USTR Advisory Committee for the GATT and that the project's results should be fed into that effort on behalf of PBDC.

Mr. Norris noted that while the Department of Commerce had been unable to fund the Phase II of the PBDC Trade Study, OTIA had responded to a request from Governor Coleman to fund the effort. He further advised that Mr. Severance would be visiting Guam and the CNMI right after the first of the year and that his visit would be coordinated directly with the respective Governors and their TAC members. It was pointed out that the PIDP/PIC Standing Committee would be meeting in Honolulu on January 21-22 and perhaps Mr. Severance could make a presentation to that group.

Governor Coleman reviewed the problems that he has had with tuna over the last several years and hoped that Mr. Severance would continue to help with his tuna problems. He also asked Mr. Severance about what the restrictions were to selling American Samoa tuna in New Caledonia. Mr. Severance said that he didn't know, but would investigate such issues for the report.

PACIFIC BUSINESS CENTER PROGRAM

Ms. Angela Williams of the Pacific Business Center Program provided a written report on her efforts in American Samoa, Guam,

the CNMI, Hawaii, the Republic of the Marshall Islands, the Federated States of Micronesia and the Republic of Palau. She noted that the program's objective is to support the development of the private sector and outlined how the Center was established. She described the program's circuit rider approach and provided detailed summaries of her staff and their work in each of the islands. She also noted that EDA requires that a minimum of 20% of the Center's clients are women which she reports is not easy in some of the islands. She noted that there was a possibility of expanding services to Western Samoa and the Kingdom of Tonga. This would be done with funding from each of the two islands and with possible assistance from AID or ADB and would not impact on the current level of services provided to other islands. Funding for the Center is provided by EDA and donations from each of the islands. OTIA and the Interpacific Group have also provided funding. She noted that she will be requesting an increase of funding from each of the islands during the coming year (\$15,000 to \$17,000). She advised that the Center also does Conferences, noting that through the support of OTIA, a Conference on Foreign Investment will be held in January in Palau.

Governor Coleman asked if Ms. Williams feels that she is over extending herself, especially with the complexities of Micronesia. Ms. Williams said that she felt tremendously over extended but all that was necessary for expansion of services to Tonga and/or Western Samoa was another field representative and another graduate assistant. Governor Guerrero raised concerns over the fact that the Center reported that only 10% of clients serviced in the CNMI paid for services received. Ms. Williams stated that the report should show that only 10% were billed because the Field Representative who used to work the CNMI didn't bill clients. After further discussion Ms. Williams agreed that more clients would be billed in the future. It was pointed out that only a total of one-third of all Pacific Island Center clients had been billed. (A copy of her written report is on file with PBDC staff).

BUSINESS SESSION

Governor Coleman directed that the Business Session be addressed at this point.

Financial Report: Mr. Norris reported that the Council was on solid financial grounds and that several large grants had been awarded to the Board of Directors. Regarding dues it was noted that CNMI had recently paid their dues and Hawaii had paid their dues early.

Governor Guerrero inquired as to the policy of holding an audit with the change in officers which is contemplated. Mr. Norris stated that while the Council's By-Laws require an annual

audit by an independent company, the PBDC program year, financial year and the period when election of officers occurs, never fall during the same period. Mr. Norris stated that PBDC was under going an audit currently and that policy dictated that the final audit would be provided to the Board. He also agreed to send Governor Guerrero the most recent audit. (note: Copies of the 1988 - 1989 audit have been distributed to the four Governors in August 1989. Governor Guerrero had not been elected Governor and the copy went to his predecessor).

Annual Review of Policy Positions: Mr. Norris noted that staff had reviewed all current policy positions and recommended that they remain as current policies of the Board. The Board concurred.

Consideration of New Policy Positions: Mr. Norris reported that staff had received two proposed policy positions. The first was introduced by Governor Guerrero and requested that the CNMI College be provided with a land grant endowment, noting that the CNMI was the only land grant college without such funding. Staff noted that this position was consistent with the Board's previous support of granting land grant status to the CNMI. Governor Guerrero spoke to the position and asked for approval by the Board.

Action: Governor Waihee moved (Governor Guerrero seconded) approval of the position on the awarding of a land grant endowment to the CNMI College. (Approved) (See ATTACHMENT D).

The second policy position was requested by Governor Guerrero and dealt with the issue of EEZ management.

Action: Governor Waihee moved (Governor Guerrero seconded) approval of the position on EEZ management. (Approved) (See ATTACHMENT E).

Governor Waihee suggested that a position be taken on the issue of Johnston Island. After further discussion, the Board instructed staff as to the contents of the position and directed that the position be drafted for Board approval. It was further directed that the WGA be identified as one of the addresses of the position.

Action: Governor Waihee moved (Governor Coleman seconded) approval of the position on Johnston Island. (Approved) (See ATTACHMENT F).

It was noted that all significant actions, to include approval of policy positions, require the approval of all four Governors. Staff was instructed to work with Mr. Peter Leon

Guerrero to provide background to Governor Ada for his review and approval of Board positions and actions.

Time and Place of the 1991 Winter Meeting of the Board: The Board determined that it would hold the 1991 Winter Meeting on Wednesday, February 6th in Washington, D.C. with the Friends of the Pacific reception to be held on Tuesday evening, February 5.

THE EVOLVING LEGAL RELATIONSHIPS BETWEEN THE UNITED STATES AND ITS U.S. - AFFILIATED FLAG ISLANDS

Mr. Norris reported on the reasoning behind the study. The study had been requested by Governor Coleman who wanted to determine what the impact was of the Territories of American Samoa, Guam, the Virgin Islands and the Commonwealth of the Northern Marinas being outside the U.S. Customs district. This issue was raised in Washington, D.C. in February following the establishment of the Off-Shore Governors Conference. Mr. Norris noted that Dr. Van Dyke of Richardson Law School had been asked to address that issue and had done so. He noted that Dr. Van Dyke became intrigued with other aspects of the relationship between the U.S. and the Affiliated Islands. Mr. Norris asked the Board to consider this document as a research document and advised that the Board was not being asked to accept, or for that matter, to reject the report. Staff would be interested in any direction that the Board might feel appropriate following Dr. Van Dyke's presentation.

The Discussion Guide from which Dr. Van Duke made his presentation as well as the Executive Summary of the document may be found as ATTACHMENT G. A copy of the full report is available, at cost, from PBDC staff.

Following Dr. Van Dyke's presentation the Governors conducted a technical question and answer session. In summary, Governor Coleman commended Dr. Van Dyke for his effort and stated that the report covered many of the problems that all of the U.S. Affiliated Flag Islands have faced and continue to face. He also stated that American Samoa is planning to establish a political status commission to examine their future political status. Governor Waihee inquired as to the applicability of the report to the Hawaiian Native issues and claims. Dr. Van Dyke advised that there is a great deal of applicability. Mr. Leon Guerrero also commended Dr. Van Dyke for his efforts and stated that he would provide both Governor Ada and the Guam Political Status Commission with copies of the paper.

ELECTION OF OFFICERS

Governor Coleman reported that the following officers had been elected for the 1990-1991 Program Year:

- *President - Governor Guerrero
- *Vice President - Governor Ada
- *Secretary - Governor Waihee
- *Treasurer - Governor Coleman

Governor Guerrero in accepting the position of President of PBDC, thanked his fellow Governors for their vote of confidence and extended his thanks to Governor Coleman and his staff for their efforts during the past year. He extended his thanks to Governor Waihee for his leadership in PBDC and as a leader in the Pacific in a number of areas, and congratulated Governor Ada as being the first Guam Governor to be re-elected. He extended his congratulations to Delegate Faleomavaega on his re-election and thanked OTIA, the U.S. Coast Guard, DOD and the Congress for their efforts and assistance.

Regarding his plans for the coming year, Governor Guerrero stated that his priorities will include the establishment of management claims over the 200 mile EEZs; the need for an immediate discussion for contingencies for fuel related issues if the Middle East crisis continues; the need to continue to provide information to the Administration and the Congress and the need to look to one another for the mutual support of our efforts and activities which is the essence that keeps PBDC together.

Governor Waihee extended his thanks and the thanks of his staff to Governor Coleman for his hospitality and Aloha and his leadership as President of PBDC which has strengthened the Council's voice in the Pacific. Governor presented a resolution of thanks which was approved by the Board. Governor Waihee also fully endorsed Governor Guerrero's agenda and suggested that he might well become the NGA lead on EEZ issues.

Mr. Peter Leon Guerrero extended his thanks for the spirit of the meeting and thanked Governor and Mrs. Coleman and their staff for their spirit of Aloha. He gave special thanks to Close Up for the luncheon that allowed him to participate with the student of American Samoa.

Governor Guerrero, on behalf of the Board of Directors presented Governor Coleman with a plaque of appreciation. Governor Guerrero extended his invitation for the 1991 Annual Meeting in Saipan at a time appropriate.

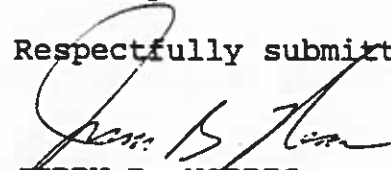
ADJOURNMENT

There being no further business, the 1990 Annual Meeting of the Board of Directors was adjourned at 12:47 p.m.

SATURDAY, NOVEMBER 17

The Board of Directors of PBDC and the members of the Pacific Islands News Association held a joint session on issues dealing with "The American Flag Pacific Experience".

Respectfully submitted,



JERRY B. NORRIS
Executive Director

JBNSpec/ca
MINUTES.90

ATTACHMENT A: List of Attendees
B: William W. Paty (WESPAC) Remarks
C: PBDC Board letter to President Bush, November 16
D: Lands Grant Appropriations For the N.M. College
E: Exclusive Economic Zone
F: Disposal of Chemical Weapons in the Pacific

Note: A video tape of "gavel to gavel" PBDC Board of Directors 1990 Annual Meeting is available through the offices of PBDC.

11/29



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3036

Telephone (808) 523-9325 Facsimile (808) 533-6336

November 16, 1990

Governor Peter Tali Coleman
American Samoa
President

Governor Lorenzo I. De Leon Guerrero
Commonwealth of the
Northern Mariana Islands

Governor Joseph F. Ada
Guam
Secretary

Governor John Waihee
Hawaii
Treasurer

The Honorable George H. W. Bush
President of the United States
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Dear Mr. President:

The Board of Directors of the Pacific Basin Development Council (PBDC) commends you on calling the United States--Pacific Island Nations Summit recently held in Honolulu. During our annual meeting in Pago Pago, American Samoa, Governor Peter Tali Coleman reported on the discussions at the summit and the "aloha" you showed for the Pacific Island leaders who were present. He also commented on the sense of trust and cooperation that resulted from your sensitivity about a number of the issues discussed.

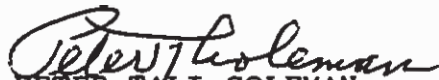
We are pleased to advise you that during the annual meeting of our Board of Directors, we designated Governor Coleman as the PBDC liaison to the White House and other Federal agencies involved in the implementation of your Pacific Initiatives. Governor Coleman would be pleased to participate in any of your Administration's deliberations as would be appropriate.

The PBDC Governors also discussed the need to insure that other Federal actions in the Pacific Islands region are consistent with your initiative. As I am sure you are aware, your administration is in the final stages of reviewing the insular policy developed by the Department of the Interior. We believe we can be of considerable assistance in insuring that the insular policy is consistent with the initiatives launched at the U.S.--Pacific Island Nations summit. Therefore, we

THE HONORABLE GEORGE H.W. BUSH
PAGE 2

respectfully request an opportunity to review and comment on the draft insular policy before it is finalized. It seems to us that a policy that has the backing of your Administration and the leaders of the people it is intended to affect will have a better chance for success in Congress.

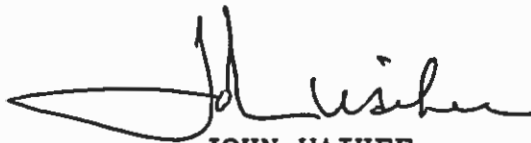
Respectfully,



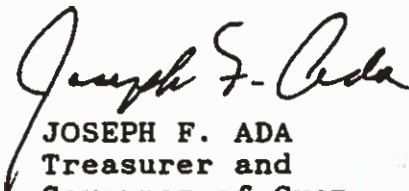
PETER TALÍ COLEMAN
President and
Governor of American Samoa



LORENZO I. DELEON GUERRERO
Vice President and
Governor of N. Mariana Islands



JOHN WAIHEE
Secretary and
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Hawaii
Treasurer

LAND GRANT APPROPRIATIONS FOR THE NORTHERN MARIANAS COLLEGE

WHEREAS, the Board of Directors by resolution supported the establishment of the Northern Marianas College as a Land Grant College; and

WHEREAS, Northern Marianas College is the only institution of higher education in the Commonwealth of the Northern Mariana Islands (CNMI); and

WHEREAS, the Federal government designated the Northern Marianas College as a Land Grant institution in 1987; and

WHEREAS, Northern Marianas College's Division of Land Grant was established and is presently administering programs in agricultural research as well as extensive serves for homemakers and youth; and

WHEREAS, Northern Marianas College is the only Land Grant institution in the Pacific that has not received its endowment; and

WHEREAS, the CNMI as a new and developing Commonwealth has special need for significantly expanded Land Grant services; and

WHEREAS, lack of an endowment is restricting the full implementation of Land Grant programs by Northern Marianas College;

NOW, THEREFORE BE IT RESOLVED by the Board of Directors of the Pacific Basin Development Council that the U.S. Congress and the President be petitioned and urged to appropriate, as soon as possible, the full \$3,000,000 Land Grant endowment for Northern Marianas College; and

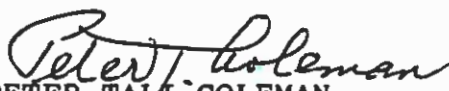
LAND GRANT APPROPRIATIONS

November 1990

BE IT FURTHER RESOLVED that copies of the position be transmitted to the Secretary of the U.S. Department of Agriculture, the appropriate Chairs of the Senate and House Committees and the Congressional Delegations of the American Flag Pacific Island.

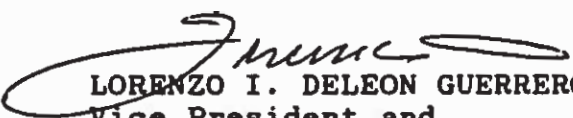
APPROVED BY:

November 16, 1990
Date of Approval

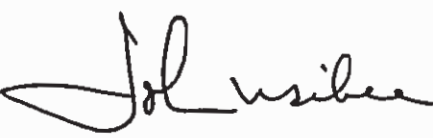

PETER TALI COLEMAN
President and
Governor of American Samoa

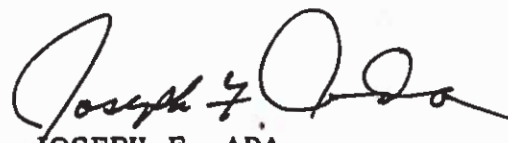
WITNESSETH BY:


Jerry B. Norris
Executive Director


LORENZO I. DELEON GUERRERO
Vice President and
Governor of N. Mariana Islands


Carolyn K. Imamura
Director of Planning
and Programs


JOHN WAIHEE
Secretary and
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JOSEPH F. ADA
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Governor John Waihee
Hawaii
Treasurer

EXCLUSIVE ECONOMIC ZONE

WHEREAS, the Pacific Basin Development Council (PBDC) was established by the Governors of the Territories of American Samoa and Guam, the Commonwealth of the Northern Mariana Islands and the State of Hawaii to pursue issues relating to the economic and social development of our islands; and

WHEREAS, the PBDC Board of Directors has made the management of ocean and coastal resources a major focus of the Council's program; and

WHEREAS, the 200 Mile Exclusive Economic Zones (EEZ) of our islands are of major importance to our economic development and environmental protection; and

WHEREAS, the traditional culture of all of our islands recognizes the ownership of the ocean and all living and non-living resources by our citizens; and

WHEREAS, we recognize the unique and special political status of each of our islands;

THEREFORE BE IT RESOLVED that the Board of Directors of PBDC, while meeting in annual session in Pago Pago, American Samoa on November 16, 1990, whereby affirm mutual support for the individual desires of each of the jurisdictions regarding their control over their respective 200 Mile EEZs; and

EXCLUSIVE ECONOMIC ZONE

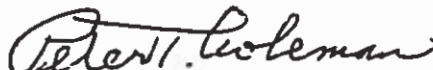
November 1990

BE IT FURTHER RESOLVED that we respectfully request that the Administration, the Congress and the Judiciary recognize the rights of our citizens to explore, exploit, control and manage our respective EEZs and the resources in keeping with sound management practices; and

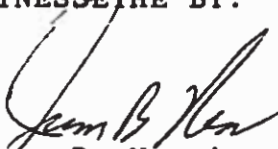
BE IT FURTHER RESOLVED that a copy of this position be forwarded to the President of the United States, the Secretary of the Department of Commerce, the Secretary of the Department of State, the Secretary of the Department of the Interior and the Chairs of the appropriate Senate and House Committees.

APPROVED BY:

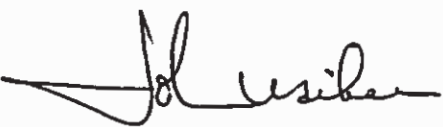
November 16, 1990
Date of Approval


PETER TALI COLEMAN
President and
Governor of American Samoa

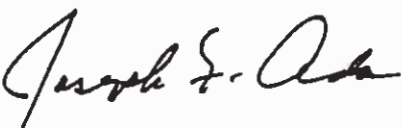
WITNESSETH BY:


Jerry B. Norris
Executive Director


LORENZO I. DELEON GUERRERO
Vice President and
Governor of N. Mariana Islands


JOHN WAIHEE
Secretary and
Governor of Hawaii


Carolyn K. Imamura
Director of Planning
and Programs


JOSEPH F. ADA
Treasurer and
Governor of Guam



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3036

Telephone (808) 523-9325 Facsimile (808) 533-6336

Governor Peter Tali Coleman
American Samoa
President

Governor Lorenzo I. De Leon Guerrero
Commonwealth of the
Northern Mariana Islands

Governor Joseph F. Ada
Guam
Secretary

Governor John Waihee
Hawaii
Treasurer

DISPOSAL OF CHEMICAL WEAPONS IN THE PACIFIC

WHEREAS, the purpose of the United States Army's Johnston Atoll Chemical Agent Disposal System (JACADS) was to destroy the chemical weapons moved from Okinawa in 1971 and presently stored on Johnston Atoll; and

WHEREAS, following destruction of this stockpile, JACADS was to be decommissioned and removed and the site restored as a wildlife sanctuary; and

WHEREAS, in 1990, the United States government deviated from the original purpose of JACADS by ordering the removal of some 100,000 U.S. chemical artillery rounds from West Germany for shipment to Johnston Atoll for storage and incineration; and

WHEREAS, this action to transport and incinerate additional munitions at Johnston Atoll resulted in the expression of numerous objections on the part of many Pacific islanders. These concerns ranged from perceived risks to life, health, and general welfare of the people of Hawaii and the Pacific to the creation of a dangerous precedent for shipping other toxic substances to the Pacific from other parts of the world; and

WHEREAS, the safety of the weapons in transit to Johnston Atoll and the precautions to be taken in the case of an accident were also major Pacific islander concerns; and

WHEREAS, there exists a critical need for the elimination of the existing stock of chemical weapons and for a worldwide ban on the production and use of such weapons, these objectives need to be accomplished in an equitable, safe, and environmentally acceptable manner;

DISPOSAL OF CHEMICAL WEAPONS IN THE PACIFIC

November 1990

NOW, THEREFORE BE IT RESOLVED by the Board of Directors of the Pacific Basin Development Council that JACADS should be decommissioned and removed and Johnston Atoll restored as a wildlife sanctuary immediately following the disposal of chemical munitions presently stockpiled on Johnston Atoll; and

BE IT FURTHER RESOLVED that the Department of Defense should expedite its search for alternative means of chemical and nerve agent disposal which make incineration unnecessary; and

BE IT FURTHER RESOLVED that in operating JACADS as well as the planning, construction, and operation of other disposal facilities at each of the eight chemical munitions storage sites in the continental United States, the U.S. Army should consult and work closely with appropriate State officials, especially in the critical areas of independent environmental monitoring and local incident notification; and

BE IT FURTHER RESOLVED that a copy of this policy position be provided to the President of the United States, the Secretary of Defense, the Pacific Islands Congressional delegations, the appropriate Senate and House Committee Chairs and the Western Governors Association.

APPROVED BY:

November 16, 1990
Date of Approval

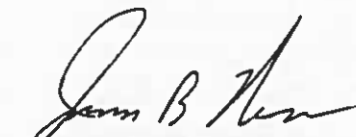

PETER TALI COLEMAN
President and
Governor of American Samoa


LORENZO I. DELEON GUERRERO
Vice President and
Governor of N. Mariana Islands

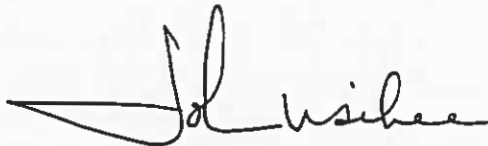
DISPOSAL OF CHEMICAL WEAPONS IN THE PACIFIC

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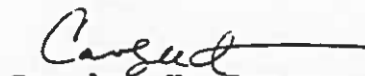
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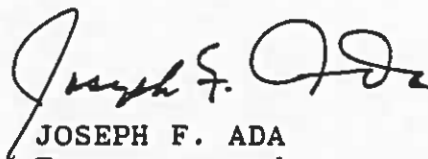
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JOSEPH F. ADA
Treasurer and
Governor of Guam

1991 Winter Meeting

POLICY POSITION PAPER

**Governor Joseph F. Ada
Guam**

Proposed Policy Position

State Exemption to New Immigration Act Policy

BACKGROUND INFORMATION

NGA

The Immigration Act of 1990 provides for a worldwide limitation on the number of visas to be made available for skilled workers, professionals, and other workers. Certain provisions in the law will place a country-wide cap on the number of H-1 and H-2 workers allowed to enter into the United States. Under those provisions, 66,000 H-2 (temporary nonimmigrant skilled workers) and 65,000 H-1 (temporary nonimmigrant workers in specialty occupations) will be allowed into the United States every year. The entry of "H" visa employees will be determined by a complicated formula that is supposed to take into account population and immigration levels. The proposed policy calls upon Congress and the Administration to exempt states subject to negative constraints from the ceiling imposed on "H" visa employees. The policy would enable states to implement immigration and foreign labor laws that reflect changing economic bases, unique demographic trends, and limitations on resource availability.

STATE EXEMPTION TO NEW IMMIGRATION ACT POLICY

NGA

Preface

The Nation's Governors recognize the importance of effective immigration and foreign labor policies to regulate large influxes of immigrant laborers into the United States. The Governors are also aware of the importance of coordination, consultation and communication by the federal government in directing national policy in the area of immigration and foreign labor. The implication of immigrant decisions under the Immigration Act of 1990 present challenges that cannot be ignored by the states. Those challenges include the ceiling imposed on "H" visa employees, labor shortages due to increased economic activities, and competitive employment laws.

While the Governors support the control of legal immigration at a level consistent with our national interest and resources, restrictive measures must reflect economic and labor market needs of the states since differing circumstances reflect changing economic bases, unique demographic trends, and limitations on resource availability. States subject to negative constraints imposed by the ceiling on "H" visa employees should be exempted from the provisions set forth in the law. Governors should be given the flexibility and authority to design and implement competitive yet responsible employment laws.

States must have some immediate relief from the more burdensome sections of the new immigration act. Therefore, Governors call on Congress and the Administration to work with us to immediately make the following changes to the Immigration Act of 1990.

- **CONGRESS SHOULD EXEMPT THOSE STATES ADVERSELY AFFECTED BY THE CEILING IMPOSED ON THE ENTRY OF H-2 AND H-1 VISA EMPLOYEES.** The ceiling set forth in the act will have drastic effects on states which are highly dependent on temporary nonimmigrant skilled workers for economic growth and development. Legislative exemption will provide safeguards against potential problems ensuing from changes in the economy and population.

- **THE IMMIGRATION AND NATURALIZATION SERVICES (INS) SHOULD INITIATE AND IMPLEMENT ADMINISTRATIVE EXEMPTIONS TO STATES ADVERSELY AFFECTED BY THE CEILING IMPOSED.** Administrative exemptions to the statute can be provided to states since regulations governing the implementation and operation of the law have not been formally written. States special needs for foreign labor could be handled administratively or through separate legislation addressing the needs of the state.
- **IMMIGRATION POLICIES SHALL BE DEVELOPED WITHIN THE CONTEXT OF OUR NATIONAL INTEREST, WHICH TAKES INTO CONSIDERATION FACTORS INFLUENCING ECONOMIC DEVELOPMENT, MARKET GROWTH, AND EMPLOYMENT RESOURCES.** Preferential treatment by the federal government on immigration and foreign labor must be given to states to ensure continued growth and development. The federal government must institute channels of communication to inform and consult with states on ensuing rules, regulations and policies affecting the economy.

COASTAL ZONE MANAGEMENT
The Need for Allocation of Funds for Regional Efforts

In reauthorizing the Coastal Zone Management Act, the provisions for funding of regional issues (Section 309) from a pot of money apart and separate from program funding, were dropped, and replaced by a new Section 309 which addresses utilization of a portion of base funding (section 306) for program enhancement.

PBDC, on behalf of the CZM programs of Guam, CNMI, American Samoa and Hawaii, had applied for and recieved the regional funding for several years, and had used the money to investigate EEZ issues that relate regionally, and to develop a program that will allow for a mechanism to continue regional cooperation, and coordination, in issues that relate to both the EEZ and coastal zone of each territory, commonwealth or state. That funding source is no longer available.

EXTENSION OF THE TERRITORIAL SEA (12 MILE CLAIM)

While Guam generally supports the language and arguments used by California and other coastal states, in claiming local (as opposed to Federal) jurisdiction over the entire 12 mile territorial sea, as proclaimed by President Reagan, the question becomes much more complicated from a territorial standpoint.

For Guam, the rights to claim the subsoil and resources within the three mile limit predates the same rights for the States. By virtue of the language of the Organic Act of 1950, the Congress of the United States directed the Federal Government to specifically retain those properties which it desired to retain, with all remaining properties to be placed under the jurisdiction of the Government of Guam, and such retention to be accomplished within 90 days of the date of the act (or October 30, 1950).

That official act of retention, accomplished within the mandated deadline, failed to retain or mention any submerged properties around Guam, and because submerged lands were recognized to belong to the U.S. via a 1948 Supreme Court ruling, the non-specification of those properties for compliance to the Organic Act should only be interpreted to show that, intentionally or not, the U.S. gave rights to all submerged lands around Guam to the Government of Guam. This predates State's ownership by three years.

To complicate matters, the Federal Government pretended, via

statute and Executive Order, to turn over some submerged lands to the Government of Guam in 1976. In Fact, because of the requirements of the Organic Act, the 1976 legislation actually amounted to a "taking without compensation", since it laid claim to the 3 mile state waters adjacent to Federally claimed fast lands. In this regard, it is our view that the Federal Government owes Guam compensation for the 1976 taking, (with interest for the 15 years of usage), or must acknowledge Guam's legitimate ownership rights to the area and should compensate Guam for the 15 years of usage. As this area includes some 35 miles of coastline extending seaward 3 miles, the unjust taking is substantial.

With that background, the extension of 3 to 12 only complicates matters more. There can be no doubt that, pronouncements of the Reagan Administration aside, the 12 mile claim has "domesticated" the issue. Perhaps the answer lies, not in the vagaries of conflicting policies and legislation, but in what the historic Union of the United States intended.

It is quite clear that the Federal Government was created to serve the interests of the States of the Union, and not the other way around, as post Civil War policies would lead you to assume. Jefferson's purchase of the Louisiana Territory was accomplished in order to allow for human movement and growth of the Union (via membership of States). In these Antebellum years, territoriality was directly linked to human habitation.

There is no doubt that there were other motives (particularly a coveting of resources and economic interests) behind the acquisition of Alaska, U.S. Virgin Islands, American Samoa, Hawaii, Puerto Rico, Cuba, the Philippines and Guam, but they all hold in common that they were territories which could be peopled. In other words, there does not seem to be any indication of intent, or precedence for believing that in the establishment of the Federal Government it was intended that it occupy or hold rights to territories apart and separated from the interests of human habitation. Therefore, federal claims for territorial ownership not intended for human expansion would appear to be contrary to the rights granted to the Federal Government by the States.

In summary of this question, Guam believes that a portion of our rightful waters and resources have been unjustly taken without rightful compensation or due process, and that any federal ownership claim within either the 3 or 12 mile limit, is contrary to the intent of the founders of the Government of the United States.



University of Guam

MARINE LABORATORY
UOG Station, Mangilao, Guam 96923

January 2, 1990



MEMORANDUM

To: Director, Bureau of Planning -

From: Director, Marine Laboratory *Robert Behrend*

Subject: Meeting on Guam's Coastal Waters - 12 mile limit

Regarding your upcoming meeting on the jurisdiction of Guam's coastal zone to the 12 mile limit, I offer the following.

Guam's coastal waters are important for both economic and cultural reasons. The value for tourism/recreation is evident, and numbers can be supplied by the Dept. of Commerce and GVB regarding diving, boating, jet ski, fishing etc. The value of our coastal marine fisheries resources has not been adequately recognized, and I'm attaching a price list from the November 15, 1990 issue of InfoFish which addresses market values of resources abundant in Guam's waters. Cultural value is harder to pin down, yet there are hundreds of "artisanal" fishermen on Guam who rely on fishing to either support their families, or at least augment their income. Ocean-related activities are an integral part of Chamorro and Micronesian culture. Further development of coastal fisheries/mariculture would be economically and culturally advantageous as an alternative to continued hotel and tourism development. OTEC may also be feasible in the future. Foreign fishing vessels, and even U.S. registered long-liners are having a real impact on Guam's coastal fisheries.

As far as a strategy, its certainly in Guam's best interest to keep jurisdiction over the 12 mile zone (even further out for that matter), but some consideration as to keeping federal guidelines in place is warranted. Our reefs are taking a real beating due to sedimentation, and dredging and filling projects, like those proposed for Achang Bay, Agana Bay, and the Piti Bomb Holes may be better controlled by keeping federal EPA and Army Corp. guidelines, or some parallel system.

If I can provide any more specific information, please give me a call at your convenience. We need to talk about PIN in the near future. There are arguments for and against dropping out which we should discuss among the appropriate agencies. Happy New Year.

Maldives	Exports of dried products, 1986-90 (in MT):				January-August
	1986	1987	1988	1989	1990
Beche-de-mer	2.6	33.4	553.1	410.3	505.2
Sharkfins	18.4	24.4	15.6	13.1	14.5
Salted/dried skipjack	1 321.0	2 836.6	428.1	1 229.0	1 508.2
Dried skipjack	1 318.1	1 214.6	1 209.7	1 987.4	1 531.6
Total	2 660.1	4 109.8	2 206.5	3 639.8	3 559.5
Main destinations of dried beche-de-mer and sharkfins are Hong Kong and Singapore, while Sri Lanka remains the major market for salted/dried and dried skipjack.					
Japan	Demand for <u>salted salmon</u> is usually up during summer. Despite depressed sales of frozen products the volume of salted salmon sold in Tokyo market in July was 2 218 MT, 6% higher than July last year. But the species composition has been significantly changed, pink and coho decreased 64% and 42% respectively and fall chum and sockeye increased 62% and 67% respectively, compared to the same month last year.				
USA	The demand for edible <u>seaweed</u> i.e. Nori (<i>Porphyra</i>), Wakame (<i>Undaria</i>) and Kombu (<i>Laminaria</i>) is growing rapidly. Presently, Japanese restaurants purchase 70% of the total sales and the rest goes to retail outlets such as supermarkets for home consumption. The major contributor to this growth for the past several years has been in restaurant sales. Home consumption is confined to Japanese, Koreans and other Asians only; thus the growth factor will continue to be from consumption at restaurants.				

FISH SPECIES TRADE NAMES	PRODUCT FORM & GRADING	INDICATIVE PRICE in USD/kg	PRICE REFERENCE & MARKET AREA	ORIGIN
SALMON	Smoked, 1-3 up kg/pc	20.00#	c&f Dammam, Saudi Arabia	United Kingdom
SKIPJACK	Semi-dried	+JPY1600-3000 USD12.30-23.10	Wholesale Tokyo, Japan	Japan
BORSE MACKEREL <i>Trachurus</i> spp	Dried, salted, fillet	Price per piece +JPY50-110 USD0.40-0.85		Taiwan
SHARK	Meat, dried, salted	2.80-3.00#	/lb, To wholesaler, Panama	Panama
SQUID <i>Illex</i> spp	Dried, butterfly cut 5-14 pc/kg (prime) 5-14 pc/kg	-JPY1300-1400 USD10.00-10.80 -JPY1050-1250 USD8.10-9.65	Wholesale Tokyo, Japan	Argentina
SQUID	Dried, butterfly cut 5/6 pc/kg 6/7 pc/kg 7/8 pc/kg 8/9 pc/kg 9/10pc/kg 10/12pc/kg	JPY1725 13.30 JPY1750 13.50 JPY1800 13.85 JPY1900 14.05 -JPY2050 15.80 -JPY2100 16.20		Japan
	Dried, "Prime" Over 30 cm 18 cm	-HKD77.55 9.95 -HKD66.14 8.50	Wholesale Hong Kong	Thailand
	Very dried over 30 cm	-HKD45.47 5.85		Vietnam
SHRIMP	Dried, peeled "Prime" 300/400 pc/kg 400/600 pc/kg	+HKD 92.93 11.95 HKD 76.06 9.75		Thailand China
	Dried, peeled "Low" 400/600 pc/kg 2000/up pc/kg	HKD 62.83 8.05 HKD 44.64 5.75		China Thailand
SHARKSKIN	Dried, salted	1.17 1.65	/ft, fob Wholesale Panama /ft, fob El Salvador	Panama El Salvador
SHARKFIN	Dried, Pectoral & set Super 15"/up 52.80+ Prima 9-15" 41.80+	2nd, 6-9" 30.80+ 3rd, 3-6" 16.00+	c&f Hong Kong	Guatemala/ Panama
	Dried, Pectoral, set	25.00-27.00+	Ex-tuna vessel	Panama
	White (Ranjo), Dorsal/Pectoral/Tails 40-up 30-40 20-30 10-20 un-10	#SGD115.00 66.10 #SGD 90.00 51.70 #SGD 75.00 43.10 #SGD 60.00 34.50 #SGD 48.00 27.60	cif Singapore	Madras, India
	White, Dorsal/Pectoral/Tails 40-up 30-40 20-30 10-20 un-10	#SGD75.00 43.10 #SGD65.00 37.35 #SGD55.00 31.60 #SGD35.00 20.10 #SGD21.00 12.05		

FISH SPECIES TRADE NAMES	SIZE & GRADING	In USD/kg		MARKET AREA	ORIGIN
SHARKFIN	Black, Dorsal/Pectoral 40-up 30-40 20-30 10-20 un-10	#SGD53.00 #SGD46.00 #SGD38.00 #SGD31.00 #SGD13.00	30.45 26.45 21.85 17.80 7.45	cif Singapore	Madras, India
	Yellow, Dorsal/Pectoral/Tails 30-up	#SGD53.00	30.45		
SHARKTAILS	Black, 40-up 30-40 20-30 10-20 un-10	#SGD165.00 #SGD150.00 #SGD115.00 #SGD105.00 #SGD 42.00	94.80 86.20 66.10 60.35 24.15		
ILLUPPA	Yellow, Dorsal/Pectoral/Tails 30-up	#SGD43.00	24.70		
FISHMAU	Eel, With/Without air un-15 pc/kg 16-30 pc/kg 31-45 pc/kg 45 & up pc/kg	#SGD68.00 #SGD62.00 #SGD40.00 #SGD25.00	39.10 35.65 23.00 14.35	c&f Singapore/ Hong Kong	India
	Jewfish, un/10 - Grade B un/15 - Grade B Bekti, Mixed - Grade B	#SGD56.00 #SGD38.00 #SGD 4.00	32.20 21.85 2.30		
	Vam, un/15 - Grade A Grade B 16/30 - Grade A Grade B 31/50 - Grade A Grade B 51/70 - Grade A Grade B 76/up - Grade A Grade B	#INR800 #INR765 #INR700 #INR665 #INR600 #INR565 #INR500 #INR465 #INR400 #INR365	46.00 44.15 40.25 38.35 34.60 32.60 28.85 26.85 23.10 21.05		
	Ghole, Male - Grade A Grade B Female - Grade A Grade B Kote, - Grade A Grade B Dhara - Grade A Grade B Singala - Grade A Grade B	#INR900 #INR865 #INR570 #INR540 #INR525 #INR490 #INR600 #INR565 #INR 70 #INR 55	51.95 49.90 32.90 31.15 30.30 28.25 34.60 32.60 4.05 3.15		
BECNE-DE-MER (Sea Cucumbers)	Black testfish, guttled-sand dried(80%) 22 pc/kg 22-35 pc/kg 40-55 pc/kg 60-80 pc/kg	SGD55.00 SGD40.00 SGD35.00 SGD20.00	29.70 21.60 18.90 10.80	c&f Singapore	Papua New Guinea Fiji Papua New Guinea Palau
	White testfish, guttled-sand dried(80%) 22 pc/kg 22-35 pc/kg 40-55 pc/kg 60-80 pc/kg	SGD67.00 SGD55.00 SGD48.00 SGD35.00	36.20 29.70 25.95 18.90		Papua New Guinea Fiji Papua New Guinea Palau
	Blackfish, whole-sun dried 25 pc/kg 26-40 pc/kg 45-60 pc/kg 65-90 pc/kg	SGD40.00 SGD30.00 SGD20.00 SGD15.00	21.60 16.20 10.80 8.10		Papua New Guinea Fiji Papua New Guinea Palau
JELLYFISH	Salted, dried,		3.00	fob Malaysia for Japan	Malaysia/ Indonesia
SEAWEEED Gracilaria	Dried		1.80#	fob Chile	Chile
AGAR-AGAR	Dried		21.70#		

TUNA OPTIONS FOR THE PACIFIC ISLANDS

The Magnuson Fishery Conservation and Management Act, Section 102, "Exclusion of Highly Migratory Species" (tuna) has been a matter of controversy since its passage in 1976. The push by the Regional Fishery Management Councils to include tuna under the purview of federal management and conservation laws received overwhelming support of both the House and the Senate.

On November 28, 1990, the President signed H.R. 2061 into law (PL 101-267), the "Fishery Conservation Amendment Act of 1990". The Act revised the longstanding U.S. policy with respect to the management of tuna by: (1) striking out the "exclusion of Highly Migratory Species" under Section 102, which will become effective January 1, 1992, thus, allowing the U.S. to exercise sovereign rights over tuna in its exclusive economic zone (EEZ); (2) calling for the strengthened international management of tuna species; and (3) establishing a system for management of domestic fishing for all highly migratory species (tuna, swordfish, billfish, and sharks).

In addition to protecting tuna, the Act also bans the use of driftnets longer than 1.5 miles in federal waters and by U.S. fishermen on high seas. Foreign nations which fail to comply to the ban could be subject to an embargo of fish products from that country. Also, tuna products from purse-seiners fishing in the eastern Pacific waters will require labeling to certify these

products as "Dolphin Safe" as a mean of reducing the number of dolphins killed by tuna purse-seiners.

Local and Regional tuna issues: The recent relocation of longline fishery from the West and East coasts and the Gulf of Mexico to Hawaii have created gave concerns among local fishermen that these fleets will run them out of business. Domestic long-line fishery in Hawaii has grown from 37 vessels in 1987 to between 100-120 vessels in 1990. There has also been speculation that some of them may relocate to Guam and the Northern Mariana Islands. Because of this concern, the Western Pacific Regional Fishery Management Council requested for and receive approval from the Secretary of the Department of Commerce for emergency federal regulations affecting U.S. long-line fishing vessels, U.S. long-line transshipping or landing of long-line caught fish, and U.S. bottom fishing vessels operating in the 200 mile-EEZ around American Samoa, Guam and Hawaii. Any vessel engaging in any of the above activities must have a federal long-line fishing vessel permit issued by the National Marine Fisheries Service. The emergency regulations will remain in effect for 90 days until February 24, 1991, and may be extended for another 90 days at the request of the Council and with approval of the Secretary of Commerce.

The purpose of this interim measure is to effectively monitor long-line fishery in the region. The Council proposes to develop an amendment to the Fishery Management Plan to continue data collection program.

OCEAN, CZM, AND EEZ MANAGEMENT PROGRAM

The Governors of American Samoa, Commonwealth of the Northern Mariana Islands, Guam and Hawaii formally established a Regional Ocean, CZM, and EEZ Management Program (ROCEMP) within the Pacific Basin Development Council at the Council's Annual Meeting on November 16, 1990. The Program will be staffed by PBDC. A management committee for the Program was also established. The committee consists of officials from the American Flag Pacific Islands (AFPI) responsible for Coastal Zone and Exclusive Economic Zone Management and the PBDC Technical Advisory Committee, which is comprised of each Governors' chief of staff or equivalent. The purpose of the management committee is to assist PBDC in developing projects and policy options for consideration by the Governors.

The Ocean, CZM, AND EEZ Management Program will monitor a range of ocean and coastal management issues as one of its basic functions. This monitoring activity will include reviewing proposed Federal legislation, scanning newsletters and periodicals for new coastal and ocean resource management initiatives on an island specific, State, regional, national, and international level.

The ROCEMP, under the direction of the Governors, will also develop and implement planning, research, and technical assistance projects for the AFPI. A number of projects have been discussed as possible ROCEMP initiatives. Among them is a Regional Oil Spill Management Planning project that has already been developed, funded, and initiated.

PBDC staff, in discussing the Regional Ocean, CZM, and EEZ Management Program with the Governors, made a commitment to the Governors to develop a list of potential projects for the ROCEMP for consideration at the winter 1991 meeting scheduled for February 6, 1991. The purpose of this prospectus is to solicit the view of the ROCEMP management committee on a number of additional projects that have been suggested for the program.

A number of ocean, coastal zone, and exclusive economic zone management needs have already been identified by the Governors and officials in the AFPI. These include: (1) increasing regional oil spill management capacity; (2) developing a university based research program that meets the oil spill management needs of the region; (3) developing a regional tuna management regime; (4) defining marine mineral potential in areas that have received little attention thus far; (5) refining methods for developing integrated ocean and coastal resource management plans for the American Flag Pacific Islands; and (6) establishing a mechanism for settling EEZ jurisdictional disputes between the American Flag Pacific Islands and the US Federal Government. The remainder of this prospectus is an attempt to sketch some potential projects to meet these needs.

1. REGIONAL OIL SPILL MANAGEMENT PLAN (already initiated)

PROBLEM:

Concern over the threat posed by a major oil spill in the American Flag Pacific Islands has increased as a result of the Exxon Valdez and other oil spills around the world. The Congress has recently enacted oil spill liability legislation that, among other things, provides additional resources for oil spill management and cleanup. The private sector has also initiated an effort to increase oil spill management capacity in the United States. While these new initiatives and the work of the Federal Regional Response Team could significantly reduce the threat of a major oil spill in the AFPI, there is a need for regional governments to assess the risks to their economies and environments and to take measures to reduce any shortfalls in oil spill management capacity.

RATIONALE:

The Federal and private sector efforts mentioned above place a heavy emphasis on regional approaches to oil spill management and cleanup capacity. Any initiatives at the national level are most likely to focus on the threats posed by large oil spills. American Samoa, Commonwealth of the Northern Marianas, Guam, and Hawaii each have unique oil spill mitigation and management problems that may not be given adequate attention at the national level. However, a regional effort by the AFPI governments could identify problems unique to the Islands and insure that the oil spill mitigation and management needs of the islands are met.

APPROACH:

The purpose of the PBDC Oil Spill Management Planning Project is to insure that the unique oil spill mitigation and problems are given adequate attention by local governments, the Federal government, and the private sector. A PBDC project team will work with the Regional Response Team (RRT), the US Coast Guard, US EPA, private sector groups and regional governments to: assess the risks posed by oil spills, evaluate existing oil spill management capacity in the AFPI, project changes in capacity that will result from recent Federal and private sector initiatives, identify future shortfalls in capacity, and develop a plan for regional cooperation in oil spill mitigation and management.

2. REGIONAL OIL SPILL RESEARCH PROGRAM

PROBLEM:

Much of the research on the interaction between oil spills and the environments in which they occur has been done in Alaska, the North Sea, and temperate climate areas. Therefore, there is relatively little known about how petroleum spills will react to or impact the marine environments in the American Flag Pacific Islands.

The Congress recognized the need for research on the specific environments in which oil and petroleum product spills may take place as a basis for developing effective oil spill mitigation, management, and clean-up plans. In 1990, Congress authorized and appropriated approximately \$6 million for university based research in the 14th Coast Guard District. There is a need, however, to insure that university based research funded under this program meets the oil spill management needs of the American Flag Pacific Islands.

RATIONALE

The Pacific Basin Development Council Governors instructed the Council's staff to work with the University of Hawaii and the University of Guam to insure that research funded under this program meets the oil spill management needs of the American Flag Pacific Islands.

The Regional Response Team, private sector organizations and AFPI governments have been working for some time to develop and improved oil spill management plans. Based on this experience and through participation in the PBDC Regional Oil Spill Management Planning Project government officials and petroleum industry specialists will have considerable knowledge about the oil spill management research needs for the Pacific Islands region.

PBDC staff will be actively involved with the RRT, Federal agencies, AFPI governments, and the private sector in identifying oil spill management needs for the American Flag Pacific Islands. Moreover, PBDC's close working relationship with government officials and industry specialists and with the two regional universities will allow the Council's staff to facilitate a dialogue between oil spill management specialists and researchers at the University of Guam and the University of Hawaii.

APPROACH

PBDC staff will work with faculty from the University of Hawaii and the University of Guam and oil spill management specialists to insure that the rules promulgated for the regional oil spill research program will allow the two universities to develop a research agenda that meets regional needs. PBDC staff will also work with faculty from the University of Hawaii and the University of Guam to develop a research project that meets the critical information needs of oil spill management specialists working in the American Flag Pacific Islands.

3. REGIONAL TUNA MANAGEMENT REGIME

PROBLEM:

Until 1990, the United States did not recognize the right of any nation to manage stocks of "highly migratory species" of tuna within their 200 nautical mile Exclusive Economic Zones (EEZs). This tuna exclusion policy caused serious strains in relations between the United States and other coastal nations, especially in the South Pacific. It also hampered efforts of US coastal states, territories, and commonwealths and regional fishery management councils to gather data on the status of tuna stocks or to institute any management measures for tuna within the 200 nautical mile EEZ of the United States.

In re-authorizing the Magnuson Fisheries Conservation and Management Act, the US Congress removed the tuna exclusion provisions of the Act and authorized the Western Pacific Regional Fishery Management Council (WESTPAC) to develop management plans that include tuna for the American Flag Pacific Islands region.

The Commonwealth of the Northern Mariana Islands, Guam and Hawaii have asserted their rights to manage resources within their EEZs, including tuna. The fourth, American Samoa, is considering legislation that would lay claim to the resources within the EEZ. While these jurisdictional claims are not currently recognized by the Federal Government, all five governments concerned (to include the US government) recognize the need to begin developing management regimes for tuna.

The rapid growth of the longline tuna and billfish fleet in Hawaii have heightened public and private concern over the need an effective management regime for pelagic fisheries in the American Flag Pacific Islands. In response to this concern, WESTPAC has taken steps to limit the size of Hawaii's longline fleet.

The number of boats fishing within the EEZs of American Samoa, Commonwealth for the Northern Marianas, and Guam have not increased as fast as Hawaii. There are indications, however, that longline boats currently operating out of Hawaii and other US ports may be planning to relocate to Guam or CNMI. This will increase the need to develop effective management regimes in those jurisdictions.

RATIONALE

Tuna stocks are the regions most valuable fisheries resource. Fishing fleets in Guam and Hawaii have grown significantly in recent years, and some observers claim this growth has already had a negative impact on stocks. Yet, until the re-authorization of FCMA, no legal mechanism existed to allow the local or Federal governments to assess the status of tuna stocks or to institute any sort of management regime.

Tuna are migratory species, and, therefore, some form of regional cooperation will be required to monitor and manage stocks. The independent and freely associated states of the Pacific Islands region

have developed tuna stock data gathering and analysis capacity through the South Pacific Commission and the Forum Fisheries Agency. Now that tuna data gathering and analysis authority in the EEZ of the AFPI has been given to the Western Pacific Regional Fishery Management Council (WESTPAC), a mechanism is needed to coordinate data gathering and analysis with the SPC and FFA.

Federal law gives the WESTPAC authority to develop management plans that include tuna. While the AFPI dispute complete Federal jurisdiction over the management of tuna, governments in the region recognize the need to develop some form of regional management regime for tuna.

APPROACH

A PBDC regional tuna management project could be developed to address:

- (a) the jurisdictional dispute between AFPI and the Federal Government;
- (b) the development of cooperative agreements on tuna catch and effort data involving the AFPI governments, the US Federal Government, the SPC, and FFA;
- (c) the development of a management regime that meets the needs of the US Federal Government and the governments of the AFPI.

4. SEABED MINERAL RESOURCE ASSESSMENT

PROBLEM

Manganese nodules and crusts and other seabed minerals could be economic significant resources for the American Flag Pacific Islands in the next fifteen to twenty-five years. Considerable effort has been made to define seabed mineral resources in Hawaii, Kiribati, the Republic of the Marshall Islands, Cook Islands, and other Pacific Island countries. While commercial exploitation of such resources may not be economically or technological feasible for many years, deposits that have been defined have attracted the attention of private investors.

There has been relatively little attention given to seabed mineral resources in American Samoa, Commonwealth of the Northern Mariana Islands, and Guam. If these jurisdictions are to benefit from seabed mineral development, the resources must first be identified and defined.

The Commonwealth of the Northern Mariana Islands, Guam and Hawaii have asserted their rights to manage the resources within their Exclusive Economic Zone, including marine minerals. The fourth, American Samoa, is considering legislation that would lay claim to the resources within the EEZ. While these jurisdictional claims are not currently recognized by the Federal Government, a mechanism needs to be developed to secure financial support for research on marine mineral resources in American Samoa, Commonwealth of the Northern Mariana Islands, and Guam.

RATIONALE

Increased economic development of the American Flag Pacific Islands is in the best interest of the US Federal Government. Economic growth in all four AFPI have reduced their dependence on the Federal Government for budgetary support and project grants. Future economic growth will be required to ensure the increasing financial self-sufficiency of AFPI governments.

The economies of the AFPI have been characterized as single industry economies. Tourism dominates the economies of Commonwealth of the Northern Marianas, Guam, and Hawaii. Tuna processing is the only major industry in American Samoa. Both tourism and tuna processing are highly volatile industries that can be seriously undermined by economic factors over which the governments have no control. Therefore, every effort should be made to diversify the economies of the AFPI to reduce this risk of major disruptions in their major industries. Marine minerals development may offer a long term opportunity for economic diversification if the resources are defined.

APPROACH

A PBDC regional seabed minerals project could be developed to address:

- (a) the jurisdictional dispute between AFPI and the Federal Government;**
- (b) the development of cooperative agreements between the US Federal government, AFPI governments and private sector interests for research on seabed minerals deposits in the American Flag Pacific Islands; and**
- (c) the development of a management regime that meets the needs of the US Federal Government and the governments of the AFPI.**

5. INTEGRATED OCEAN AND COASTAL RESOURCE MANAGEMENT

PROBLEM

There is a growing recognition that ocean and coastal resource require an integrated approach to management. Given the importance of ocean and coastal resources in the American Flag Pacific Islands (AFPI), it would be useful for the AFPI governments to examine their own attempts and those of other jurisdictions to develop integrated coastal and ocean resource management systems.

RATIONALE

The Coastal Zone Management Programs in the AFPI have developed considerable experience in developing and implementing systems for managing their coastal resources. The AFPI governments, individually and in concert, have begun examining options for managing the resources within their EEZs. However, only recently have any attempts been made to develop integrated ocean and coastal resource management plans and systems.

Several US mainland states, most notably Oregon, have developed integrated ocean management plans. The State of Hawaii has recently completed and ocean and coastal resources management plan. Legislation was recently introduced into the American Samoa's Fono to develop an integrated ocean resources management plan. There is also increased interest in the Commonwealth of the Northern Marianas and Guam in exploring ocean and coastal resource planning methods.

APPROACH

A workshop on integrated ocean and coastal resource management could be organized under the auspices of the PBDC Regional Ocean, CZM, and EEZ Management Program. This could perhaps be scheduled in conjunction with the annual CZM Conference. Each of the AFPI governments could make a presentation on their attempts to manage ocean and coastal resources and on their view about the potential value of taking an integrated approach. They could also discuss the constraints to developing integrated management systems. Sessions on integrated ocean and coastal resource planning process could be made by individuals involved in the development of the Hawaii Ocean Resources Management Plan. Speakers from Oregon and other mainland states could also be invited to talk about the planning process.

6. JURISDICTION OVER RESOURCES IN THE 200 NAUTICAL MILE EXCLUSIVE ECONOMIC ZONE OF THE AMERICAN FLAG PACIFIC ISLANDS

2 CM 1

PROBLEM

In 1980, the Commonwealth of the Northern Mariana Islands asserted jurisdiction over its 200 nautical mile Exclusive Economic Zones through the Marine Sovereignty Act. In the same year, Guam asserted territorial jurisdiction over its EEZ. The US Federal government claimed jurisdiction over the Exclusive Economic Zones of the American Flag Pacific Islands by a Presidential Proclamation on March 10, 1983. In 1988, the citizens of the State of Hawaii approved a constitutional amendment asserting the State's rights and jurisdiction within its EEZ. In 1990, legislation was introduced into American Samoa's Fono claiming the Territory's right to management the resources within its EEZ.

The jurisdiction disputes between the AFPI and the US government will hamper the development and management of resources with the EEZs of the American Flag Pacific Islands. There is a need, therefore, to develop a mechanism for resolving conflicting claims.

RATIONALE

The American Flag Pacific Islands have comparatively few natural resources compared to the 48 contiguous States and Alaska. Moreover, ocean resources are significantly more important in the AFPI than other jurisdictions under the US flag.

AFPI governments recognize the need to manage ocean resources for the benefit of their citizens and to protect their fragile ocean and coastal environments. Tourism industries in the Commonwealth of the Northern Mariana Islands, Guam, Hawaii have flourished because of the islands' pristine coastal environment and ocean resource opportunities. Fisheries and seafood marketing are of growing importance in all four AFPI, and marine minerals may be of significant economic importance in the future. Therefore, AFPI governments have an obligation to their citizens to insure the effective management of their limited resources, including those within their EEZs.

There have been disputes between the US Federal government and coastal states over resources on the continental shelf for many years. The primary focus of these disputes has been the management of and revenues from oil and gas leasing. This is not, however, an issue in the AFPI which have no oil and gas resources within their waters.

There is a growing recognition within the US Congress that the American Flag Pacific Islands have legitimate claims over the resources within their 200 mile EEZs. This was evidenced in the US Coastal Zone Management Act (1990) conference committee report. Therefore, it may be an opportune time for the American Flag Pacific Islands governments to begin a collective dialogue with the Federal government to resolve conflicting jurisdictional claims.

APPROACH

A PBDC project to begin a dialogue with the US Federal government could be developed under the Regional Ocean, CZM, and EEZ Management Program. While each of the AFPI has a unique relationship with the United States and their jurisdictional claims of their EEZs differ, a collective effort in support of each of those claims may prove more effective than if each island entity asserted its claims individually.

Mechanisms have been established for discussion of EEZ jurisdictional disputes with the Federal government. The Commonwealth of the Northern Marianas has used the Section 902 provision of its covenant to press its jurisdictional claim. Hawaii has negotiated an agreement with the Department of the Interior for joint management of marine minerals within its EEZ. Guam, as part of its quest for commonwealth status, has begun discussions (that include the EEZ jurisdictional question) with the Department of the Interior. It is also likely that control over EEZ resources will be a part of any negotiations with the Federal government over the future political status of American Samoa.

It is likely than any change in the jurisdiction over the EEZs of the American Flag Pacific Islands would have to be made by the Congress. Therefore, a PBDC project aimed at attempting to settle jurisdictional disputes over EEZ resources might begin with a dialogue with the Congress.

*Stagman -
Congress be willing
to take it up.*



DEPARTMENT OF COMMERCE
DEPARTAMENTON I KOMETSIO
GOVERNMENT OF GUAM
AG 42 GUAM 969 10

DC/CE 91-007-F

January 23, 1991

MEMORANDUM

To: Director, Bureau of Planning
From: Director, Department of Commerce
Subject: Briefing Paper re: Uruguay Round

Thank you for soliciting the input of the Department of Commerce on subjects of importance in the upcoming National Governors' Association (NGA) meeting⁸ and the concurrent meeting of the Interagency Policy Advisory Council (IGPAC) on Trade.

Although we have no comments to make with regard to the NGA topics that you circulated, we submit the attached briefing on the issues involved in the on-going Uruguay Round of GATT (General Agreement on Tariffs and Trade) negotiations. All attempts were made to make this "briefing" brief, but the document from which the information was extracted was itself a briefing; forty-two pages have been condensed to three (plus), highlighting only those issues which we feel are relevant to Guam. We trust that this document will be forwarded to the Governor after your review.

I hope that the information included in the briefing is useful to both you and the Governor during the meetings in Washington. Should you have any questions or require additional information, please do not hesitate to contact me at your earliest convenience.



Peter A. Hatchings

Attachment

DEPARTMENT OF COMMERCE
BRIEFING SERIES 1991
January 22, 1991

UBJECT: The Uruguay Round of Negotiations: General
 Agreement on Tariffs and Trade (GATT)

For Discussion in the Meetings of the Inter-
governmental Policy Advisory Council (IGPAC)

In Conjunction with the Annual Meetings of the
National Governors' Association (NGA)

BACKGROUND: The discussion of the subjects and prospective
 agreements in the Uruguay Round are related to the
 Governor's 1988 appointment to the IGPAC, a body of
 State and local leaders requested to act as an
 advisory group to the United States Trade Represen-
 tative in his capacity to exercise authority in the
 conduct of international trade relationships of the
 United States.

The Uruguay Round is the latest major round of
multilateral trade negotiations under the auspices
of the trading partners signatory to the GATT.

There is to be a meeting of the IGPAC in conjunction
with the annual meetings of the NGA in Washington,
D.C., in late January and early February of this
year. The Governor will be in attendance.

Market access: Guam is an "open port," not imposing tariffs or quotas on imports, while exporting only small quantities of manufactured items outside of the U.S. Because of this, the issue of market access is not of significant concern here. The only effects that we might experience from the tenor of the negotiations is a moderate reduction of some goods prices, should trade barriers be reduced and international competition improve. However, there are several topics that are closely related to tariffs and quotas in that they are considered "non-tariff" barriers to entry.

One of these has to do with subsidies (countervailing duties are not of concern here). One of the topics under discussion is regional development subsidies, which the Guam Economic Development Authority (GEDA) could be considered to grant, particularly under its Qualifying Certificate and loan programs; these programs tend not to be uniformly available, and their extension is specified in local law to, among other things, substitute for imports and provide for exports. The draft text of the new GATT agreement includes a provision, supported by the European Economic Community (EC), that would automatically make the type of subsidies extended through GEDA "actionable." This means that compensating barriers could legally be instituted by other nations unless and until GEDA's programs are halted, if those nations' industries could be shown to have been damaged and Guam is no longer considered an "economically distressed subregion." While this is not a pressing issue (or danger), it is a matter that should be followed closely as the negotiations proceed.

(The U.S. is promoting a new concept in categorizing subsidies, known as "red - yellow - green." "Red" refers to the proscribed practice of directly subsidizing exports. "Yellow" refers to the controlled practice of internally subsidizing industries that are engaged in export trade; if these subsidies can be proven to damage another country's industry, they may be "actionable," either through countervailing duties (which negate the effect on prices caused by the subsidy) or other forms of relief. "Green" subsidies relate to regional development, trade adjustment, pollution control, and research and development; these would not generally be actionable, but could be contested to a GATT fact-finding committee.)

Similarly, Trade-Related Investment Measures (TRIMs) have recently been unofficially implemented by the GEDA Board of Directors as a method of gaining more direct benefit for Guam from foreign investment. TRIMs include such practices as requiring a minimum specified proportion of local participation in foreign investment projects,

minimum specified proportions of local purchases in product production (in this case, tourism), requirements constraining the types of products a firm can produce, domestic sales requirements, and demands for exchange or remittance restrictions. GEDA has, at one time or another, applied each of these in its negotiations associated with the Qualifying Certificate program. The U.S. has indicated that it would favor the prohibition of at least some types of TRIMs, and (with the inclusion of services in the GATT negotiations) this might eventually impact upon GEDA's practices. (It might also affect the trade preference that Guam currently enjoys with the U.S.)

Another topic of discussion is government procurement. Both the U.S. and Guam have local preference laws that might be affected by opening free trade practices in this area. Although not a matter of immediate concern, the negotiations merit monitoring with reference to this, so that our laws could be modified (if necessary).

Agriculture is the most important issue to the U.S. in the Uruguay Round, but is of little relevance on the policy level in Guam. If the Round is successful in eliminating agricultural subsidies and other protective measures by governments, our food supply should become slightly less expensive; it may, however become somewhat less stable in specific food categories, if the world slips once more into the feast-or-famine mode that prevailed prior to the agricultural price stabilization policies implemented in the 1930s. This should not be a matter of concern.

At present, because Guam falls under the sovereignty of the U.S. in trade matters (even though we are outside of the Customs Territory of the U.S.), the issue of dispute settlement is not of immediate concern to us. Similarly, the topic of trade-related intellectual property rights is of no concern, other than to ensure that our patent, copyright and trademark laws and regulations are in line with international standards.

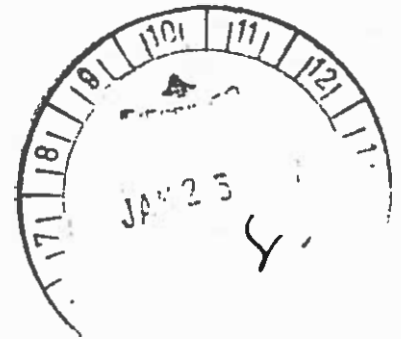
The Agreement on Technical Barriers to Trade (Standards Code) could have impacts in Guam, given the inclusion of services in this Round. These would center around environmental issues, building codes and other product safety concerns. However, since Guam's standards in this area are equal or superior to U.S. standards, it is unlikely that any impact at all will be felt in our tourism industry. On the other hand, Guam may benefit if some countries' technical barriers to our potential agricultural exports are lifted.

RECOMMENDATIONS:

The only recommendations to be made at this stage of the negotiations is that Guam monitor the progress on those several issues highlighted above (particularly as they relate to trade in tourism), and be prepared to voice its concerns and objections should events directly prejudicial to our concerns develop.



DEPARTMENT OF COMMERCE
DEPARTAMENTON I KOMETSIO
GOVERNMENT OF GUAM
AGANA, GUAM 96910



Millie

DC/CE 91-008-G

January 23, 1991

MEMORANDUM

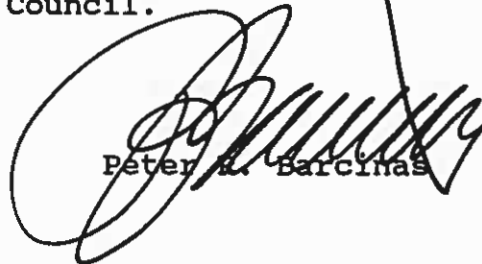
To: Director, Bureau of Planning
From: Director, Department of Commerce
Subject: Feasibility of Foreign Services Officer for the U.S.
Department of State Pearson Program

With reference to the above subject, foreign trade issues have never been a major economic concern of the government of Guam, for the simple reason that we export painfully little in the form of goods to anywhere other than the Customs Territory of the United States. As I am sure you are aware, Guam's principal foreign export is in tourism services, a product which the majority in Southeast Asia plainly cannot afford.

On the other hand, Guam (particularly its private business sector) is continually seeking new sources of imports, for quality products at reasonable prices. It is our good fortune that the private sector is quite adept in this, as it has accorded us a remarkably broad range of goods for a remote market of this size.

With these two points in mind, the Department of Commerce is rather neutral toward the idea of bringing someone with foreign trade advisory experience into the Pacific Basin Development Council. However, there are two additional considerations to be made: First, the salary of the gentleman in question would be paid entirely by the U.S. Department of State; Second, Guam's leaders (as well as others in the region) would finally have access to the State Department (albeit, distant), which could ultimately help us to settle matters completely unrelated to trade in official Washington.

Given these last two points, I believe that it would be advisable to take advantage of the offer to the PBDC, and recommend that we support this move by the Council.


Peter H. Barcinas



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

Lorenzo I. De Leon Guerrero
Governor of the
Commonwealth of the
Northern Mariana Islands

November 29, 1990

Joseph F. Ada

President

John Waihee

y

Peter Tali Coleman
Secretary

The Honorable Lorenzo I. DeLeon Guerrero
President
Pacific Basin Development Council
Office of the Governor
Saipan, MP 96950

Dear Governor Guerrero:

For several years, we have been exploring the possibility of bringing in a Foreign Services Officer under the U.S. Department State Pearson Program.

Last week, I received the enclosed letter from Mr. Paul Stephenson who has requested we give him consideration to being placed with PBDC and involving himself with international trade activities in the Far East. You will note from his enclosed resume' that he has had assignments in China, Hong Kong and Taiwan.

The purpose of this letter is to seek your approval for further exploration of Mr. Stephenson's placement with PBDC. The Board would have the final say, but as noted in his opening paragraph, the process of placement takes over a year and we need to set that process in place.

Both the State of Hawaii and the City and County of Honolulu have had Pearson placements and I have had the opportunity of working with those individuals on American Flag Pacific Island related projects. From a staff vantage I think Mr. Stephenson would add a realm of expertise of our operations and certainly could benefit our efforts in international trade.



CONSULATE GENERAL OF THE
UNITED STATES OF AMERICA

October 29, 1990

Jerry B. Norris, Executive Director
Pacific Basin Development Council
567 S. King Street, Suite 325
Honolulu, HI 96813

OCT 13 1990

U.S. DEPARTMENT OF STATE

Dear Mr. Norris:

The U.S. Department of State encourages Foreign Service Officers to serve in assignments outside of the Federal government at sometime during their careers. Officers who are detailed to such one or two year assignments are paid by State Department and so no expenses are incurred by the host organization. I am interested in offering my expertise in international trade promotion (with an emphasis on the Far East) to your organization beginning in the summer of 1992. While this date is some time away, the nature of the assignment process in the Foreign Service requires that the arrangements be made well in advance. If such an assignment can be made, I hope to learn more about how your organization works and how you promote goods produced in your state.

I have enclosed a brief summary of my work and educational experience to give you some idea of my qualifications. At the start of the proposed assignment I will have eight years experience living, working, and studying in Asia in addition to my graduate degree. I speak fluent Mandarin Chinese, passable French, and can manage in Cantonese. My current position as economic and commercial officer in Shenyang, China allows me to undertake the full range of activities associated with trade promotion. I have worked closely with state delegations from Illinois and North Carolina and with many U.S. businessmen here. Next month we will inaugurate the U.S.-China Business Information Service Center here, the first such program of its type in China. The Center will be a focus for bringing American exporters and investors together with potential Chinese partners.

I am hopeful that we can work out some type of an arrangement whereby both your organization and I can benefit from this type of exchange. I am very flexible on the nature of the work I would be doing for you. Please let me know what you have in mind, and whether or not I can provide any more information about the program or my own background.

Sincerely,

Paul Stephenson

Paul Stephenson
Amcongeng Shenyang
Box 45
FPO San Francisco, CA
96655-0002



GUAM ENVIRONMENTAL PROTECTION AGENCY

AHENSIAN PRUTEKSION LINA'LA GUAHAN

D-107 Harmon Plaza, 130 Rojas St., Harmon, Guam 96911 Tel. No 646-8863/5 FAX: 646-9402

JAN 30 1991

INTERAGENCY MEMORANDUM

To: Director, Bureau of Planning

From: Administrator

Subject: PBDC Risk Assessment Pilot Project for Guam

Subject project is still in the planning phase. As it stands, U.S.E.P.A. as grantor and PBDC as grantee will be negotiating on anticipated funding of \$25,000 per year for Fiscal Year 1991 and Fiscal Year 1992. PBDC is setting up for the project and tentatively has identified key players. A detailed Scope of Study is expected within ninety (90) days which, once agreed upon, will kick things off on Guam.

FRED M. CASTRO

"ALL LIVING THINGS OF THE EARTH ARE ONE"



Commonwealth Now

91-144



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

vernor Lorenzo I. DeLeon Guerrero
Honorary Governor of the
Territory of American Samoa
President

vernor Joseph F. Ada
Governor
President

vernor John Waihee
Governor
Secretary

vernor Peter Tali Coleman
Governor
President

January 8, 1990

The Honorable Joseph F. Ada
Governor
Territory of Guam
Office of the Governor
Agana, GU 96910

Dear Governor Ada:

I am pleased to enclose correspondence concerning the possible EPA funding of the Guam pilot project on risk assessment. Following this correspondence from Ms. Weiman, we were advised that \$25,000 per year for the next two years has been formally budgeted for the project. We would hope to be able to convince EPA to bring the other three American Flag Pacific islands into the project by year two without slowing down the project for Guam.

Many thanks for your support on this project.

Sincerely,

JERRY B. NORRIS
Executive Director

JBN1/ca
RISK.EPA
ENCLOSURE

cc: The Hon. Lorenzo I. DeLeon Guerrero, CNMI
The Hon. Peter Tali Coleman, AS
The Hon. John Waihee, HI
Dr. John Lewin, HI/DOH
Dr. Michael P. Hamnett, PBDC

Jerry B. Norris
Executive Director



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION IX

75 Hawthorne Street
San Francisco, Ca. 94105

RECEIVED

PACIFIC BASIN DEVELOPMENT COUNCIL

4 DEC 1990

Jerry B. Norris
Executive Director
Pacific Basin Development Council
567 South King Street, Suite 325
Honolulu, Hawaii 96813-3070

Dear Jerry:

I would like to extend my sincere appreciation for the opportunity to participate in the 1990 Annual Meeting of the Pacific Basin Development Council in Pago Pago, American Samoa. It was certainly a learning experience and a unique chance to meet some of the policy makers of the Pacific and observe the dynamics of their relationships.

With regards to the risk assessment pilot project proposed for Guam, I feel such a project is especially appropriate for an island environment and hope it will lead to similar projects in the Marianas and American Samoa. The EPA headquarters risk assessment team will be in San Francisco in mid-December and we will do our best to convince them to fund the Guam proposal. I have informed the appropriate Region 9 staff of Governor Waihee's request to explore the possibility of including Hawaii in a similar project and will keep you apprised on this.

Once again, it was a pleasure to participate in the council's annual meeting and our thanks to you and your staff for a successful conference. We look forward to working with you in the coming year and a 49er's victory over the Giants this weekend.

Sincerely,

Deanna M. Wieman
Director
Office of External Affairs

PORT AUTHORITY OF GUAM
ATURIDAT I PUETTON GUAHAN
GOVERNMENT OF GUAM
1026 Cabras Highway
Suite 201
Piti, Guam 96925

Telephone: (671) 477-5931 /35
(671) 477-2683 /85
Telex: (721) 6689 PAGGUM
Facsimile: (671) 477-2689

JAN 17 1991

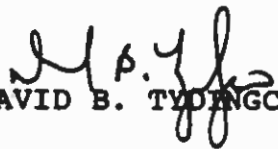


Memorandum GM91-026

To: Director, Bureau of Planning
From: General Manager, Port Authority of Guam
Subj: Comments on Oil Mitigation Project

The Port Authority of Guam concurs with the process suggested in the University of Hawaii letter. Please emphasize that Guam's efforts should not take a backseat to Hawaii's efforts with respect to the funding.

Please call for any question.


DAVID B. TYDINGCO

DBT/ec
1/15/91



Commonwealth Now!

Peter
Gump
Not all submissions are here to PAGE
GAPA



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

hon Lorenzo I. DeLeon Guerrero
President of the
Commonwealth of the
Northern Mariana Islands

December 11, 1990

hon Joseph F. Ada

BRIEFING MEMORANDUM #45-90

President

To: The Honorable Lorenzo I. DeLeon Guerrero
The Honorable Joseph F. Ada
The Honorable John Waihee
The Honorable Peter Tali Coleman

hon John Waihee
Vice President

From: Jerry B. Norris

hon Peter Tali Coleman
Honorable Secretary

SUBJECT: OIL MITIGATION PROJECT

During our Annual Meeting in Pago Pago, we discussed the interests that both Governors Waihee and Governor Ada had voiced to enter into a joint venture between the University of Guam and the University of Hawaii in the area of the newly federally funded Oil Mitigation Project.

I have enclosed a copy of the letter written by President Simone to President Leon Guerrero and a Memorandum that we received yesterday.

Based on the direction of the Board, we will continue to work in this area.

JBN5/ca
REGIONAL.OIL
ENCLOSURES

cc: Ms. Phyllis Minn, Sen/Inouye w/enc
Dr. Michael P. Hamnett, PBDC w/enc



OCT 31 1990

UNIVERSITY OF HAWAII

PRESIDENT

October 26, 1990

Dr. Wilfred Leon Guerrero
President
University of Guam
U.O.G. Station
Mangilao, GU 96923

Dear Dr. Leon Guerrero:

Recently, after many months of deliberations, the joint Senate-House Conference Committee on oil spill activities concluded their deliberations and reported out a final bill which was approved by President Bush.

As part of the agreement, some \$6 million was authorized and appropriated for a research program on regional aspects of oil pollution. The funds are allocated in accordance with boundaries of the traditional Coastal Guard Districts. We fall into District No. 14 which encompasses the State of Hawaii, the Territories of American Samoa and Guam, the Commonwealth of the Northern Mariana Islands and Palau. Funding for our region will amount to \$600,000 per year for five years.

I have enclosed both the actual legislation and the committee narrative, which you may wish to review for details. In summary, the research is intended to focus on spill prevention, removal, mitigation, and the effects of discharge on regional environments.

Governor Waihee and Governor Ada are aware of the regional oil spill research program and have discussed certain aspects with Mr. Jerry B. Norris and Dr. Michael Hamnett of the Pacific Basin Development Council (PBDC). The new project could interface with the current PBDC regional oil spill management plan which was directed by the four Governors who serve as the Board of Directors of PBDC.

The University of Hawaii's School of Ocean and Earth Science and Technology is interested in the research authorized by the new legislation and would welcome participation from the University of Guam in preparing a proposal and conducting appropriate research. I know members of your Marine Lab faculty and staff have worked together with faculty and staff from our School of Ocean and Earth Science and Technology

on a regular basis. The regional research funding provided under this program may well be an opportunity to build on existing collaborative efforts and contribute to the region's capacity to mitigate and manage oil spills and their impacts.

By copy of this letter, I am designating

Dr. C. Barry Raleigh, Dean
School of Earth Science and Technology
University of Hawaii at Manoa
1000 Pope Road
Marine Sciences Building 205
Honolulu, HI 96822

Telephone (808) 956-6182
Fax (808) 956-9152

to take the lead for the University of Hawaii. We would hope that you would also designate a point of contact from the University of Guam.

Since the Governors who serve as the Board of Directors of PBDC have designated the staff to work on both Island specific and regional aspects of these issues, we should involve PBDC staff in our early discussions.

I look forward to hearing from you on this matter and hope that a joint proposal can be developed to serve the American Flag Pacific Islands region.

Sincerely,



Albert J. Simone
President

DY:jkt

encl.

cc: Barry Raleigh

bc: Jerry Norris
Ilina Pilanaia



University of Guam

GRADUATE SCHOOL and RESEARCH

UOG Station, Mangilao, Guam 96813

Cable: "UnivGuam" Telex: 721 6275

Phone No. (671) 734-3676

December 11, 1990

MEMORANDUM

TO: Jerry B. Norris
Executive Director
Pacific Basin Development Council
Suite 125, 567 South King St.
Honolulu, HI 96813
FAX (808) 533-6336

FROM: David M. Gillespie
Dean, Graduate School and Research
University of Guam
FAX (671) 734-3118

SUBJECT: Regional Oil Spill Mitigation Project

President Leon Guerrero referred your FAX transmission of December 6, 1990 to me, as he had previously referred Dr. Simone's letter. I suggested that Dr. Robert Richmond, Director of the UOG Marine Laboratory, be designated as the UOG contact for this matter, and with Dr. Richmond's concurrence, this was done. Unfortunately, there was some delay in the process, since all three of us (the President, Richmond and myself) were off-island during various parts of November. Eventually, the letter notifying Dr. Simone of the arrangement was signed by Dr. Robert Underwood as Acting President, and sent on December 3.

This is a somewhat long-winded reply to your inquiry, but the bottom line is that we are definitely interested in the project, and Bob Richmond is our point of contact. I am also interested, due both to my present position and a background in environmental biology. I will be in Honolulu for a January 10th meeting, and would welcome an opportunity to meet with you either before or after if you're available. I will also contact Dr. Raleigh regarding this matter, and Bob Richmond will also be in touch.

cc: President Leon Guerrero
Dr. Robert Richmond
Dean Raleigh



University of Guam

MARINE LABORATORY
UOG Station, Mangilao, Guam 96923

January 28, 1991

MEMORANDUM

To: Director, Bureau of Planning

From: Director, Marine Laboratory *Robert Melman*

Subject: Oil Spill Planning Resources

Following up on our conversation regarding the oil spill research and management program for the region, I am providing information on our capabilities and personnel.

The Marine Laboratory has strength primarily in the area of tropical marine biology. We have faculty and staff who have performed numerous environmental surveys, as well as bioassays to determine the presence of toxic materials in seawater. We can provide expertise in species identification and biological effects of pollutants on the ecology of coral reefs, lagoons, mangrove communities, intertidal habitats and fisheries resources. We can also provide data on coastal water circulation patterns. Our main area of concentration is the biology and ecology of tropical coastal environments. We do not have capabilities for off-shore or "blue water" work. The University of Hawaii excels in oceanography.

In addition to the Marine Laboratory, the University of Guam has the Water and Energy Research Institute, with a broad range of analytical capabilities. They perform a variety of services in the field of environmental science. The UOG Biology Dept. also has skilled personnel, particularly in Mangrove ecology, as it relates to this particular area of concern. Both Guam EPA and the Dept. of Aquatic and Wildlife Resources have trained personnel with skills related to oil spill concerns. I would recommend Gary Stillberger at GEPA and Gerry Davis at DAWR. There are also skilled individuals in Belau, CNMI, FSM and the Marshalls who could participate in a regional oil spill mitigation program.

The Marine Laboratory has an extensive Pacific Islands database from previous studies, particularly in our technical report and environmental report series. Copies are available at our office.

If I can provide additional information for you, please contact me at your convenience.

*GCMP -
pls. provide copy
to Billie for P8DC
briefing paper.
2/*



OIL SPILL PREVENTION

GENERAL BACKGROUND INFORMATION AND EQUIPMENT ASSESSMENT

As requested, the following provides some general background information regarding Oil Spill Prevention and types of equipment used. Information provided was taken from the U.S. Coast Guard Risk Assessment on Oil Spill and Final Report of the States/British Columbia Oil Spill Task Force.

COAST GUARD RISK ASSESSMENT:

- **TERRITORY OF GUAM POLICY:** The Guam Environmental Protection Agency's (GEPA) responsibilities for oil pollution prevention are specified in a Memorandum of Understanding between the U.S. Environmental Protection Agency and GEPA. These responsibilities are related to Spill Prevention Control and Countermeasure Plans required on non-transportation related onshore and offshore facilities. GEPA is to conduct inspections for compliance with the Oil Pollution Prevention Regulations and SPCC Plan Compliance Inspections following an oil spill. The results of these inspections will be transmitted to U.S. EPA and to the Coast Guard. The Agency also acts as liaison between the owners/operators of facilities and U.S. EPA. A copy of the U.S. EPA/Guam EPA MOU is available at the MSO for review.

An agreement exists between the United States Coast Guard and the Territory of Guam, the Guam Environmental Protection Agency and the Port Authority of Guam concerning oil pollution prevention and mitigation. The U.S. Coast Guard will continue to provide training of GEPA and PAG personnel in oil spill prevention measures, cleanup, equipment use, investigation techniques and administrative requirements.

The Port Authority of Guam will receive reports of oil discharges 24 hours a day and report them to the Coast Guard. The PAG also routinely checks the port vicinity for potential discharges. Commercial vessels entering the Port of Guam will be provided with instructions concerning oil discharge prevention and reporting requirements.

The responsibility for dealing with oiled aquatic birds or marine mammals remains with local authorities. The U.S. Fish and Wildlife Office of Migratory Birds of the Department of the Interior is recognized as the primary agency to deal with birds. Locally the Guam Department of Agriculture, CNMI CRM, and Palau EQPB will normally take the lead in animal cleaning efforts.

• **OIL SPILL RESPONSE ANALYSIS:** Oil Spill response in Guam is considered as the primary concern as it is by far the busiest and most significant port in the zone. Response planning has been conducted primarily for Apra Harbor. Oil Spill response preparedness is sorely lacking in this area of the world. Prevention is all the more important and additional emphasis may be appropriate.

Risk Factors Include:

1. Product Type
2. Product Movement
3. Vessel Movement
4. Weather/Geography
5. Environmental Sensitivity

• **EQUIPMENT REQUIRED:** Guam has adequate equipment on hand (assumes high dependence on USN resources) to respond to minor spills and medium (the latter only if favorable wind conditions exist at a time of spill). Commercial equipment sufficient only to respond to minor spills.

• **CLEANUP METHODOLOGY AND EQUIPMENT:**

Mechanical Skimmers: Mechanical devices used to remove oil from the surface of the water. They should be used in conjunction with a boom and receiving tank as an integral system. The skimmers should be placed at an oil collection point and kept in thick oil.

Vacuum and Tank Trucks: Trucks are available through local sources.

Sorbents: These are generally used to pick up small quantities of oil from the surface of the water by absorption. They can be wrung out and used repeatedly until they physically break down. The following are different types of sorbents and their uses:

1. **Sorbent Boom:** Used as a calm water containment device which contains and absorbs oil.
2. **Sorbent Rolls:** Blankets used to absorb oil as the tide rises and falls.
3. **Sorbent Pads:** Used as collecting agents.
4. **Sorbent Pom-poms:** More effective than sorbent pads because they cover a greater surface area.
5. **Natural Sorbents:** Materials such as tangan-tangan (Lucaena sp.) are effective in mop-up operations.

Chemical Agents: Application in near coastal waters will be made upon the approval of GEPA, CNMI CRM, and Palau EQPB.

Firefighting Equipment: High pressure water is a useful tool in the cleanup of oil spills.

Heated High Pressure Water and Streams: Both heated high pressure water and steam are more effective in removing heavy oils from rocks and pilings than plain high pressure water.

Brush Cutter: Brush cutters are an effective means of cutting oil contaminated light vegetation.

- **EQUIPMENT SHORTFALLS:** On island resources are extremely limited. Coordination between the several companies/agencies owning the equipment to get it into use on a given incident will be a challenge. Development of the necessary coordination system is ongoing. Delays in deployment of equipment can be expected until the command and control system for large scale response is expected in actually getting the equipment committed and deployed, equipment shortfalls are outlined below.

1. **Vessel Lightering Equipment**
2. **Boom** - shortfall for Apra Harbor is 1500 feet.
3. **Skimmers**
4. **Sorbents** - adequate for initial response - additional supplies will be required for long term cleanup of major event.
5. **Boat/Vessel Resources** - adequate numbers of government and private boats.
6. **Heavy Equipment** - Beach Clean-up - adequate supplies of heavy equipment.
7. **Personnel** - To deploy the equipment and operate it are lacking, especially for a long term cleanup effort.
8. **Personnel Support** - availability is limited due to the high tourist traffic.
9. **Dispersants** - none available on Guam. Large stockpiles are kept by Mobil Oil at their Singapore refinery and would have to be air freighted to Guam in an emergency.
10. **Dispersant Application Equipment** - No dedicated equipment.

- **Definition and Classification of Oil:** The following classification has been developed specifically for use in oil spill response. It considers general toxicity, physical state, and changes with time and weathering.

Class A: Light, volatile oils

Materials are generally fresh and can be identified by high fluidity, clarity, rapid spreading rate, strong odor, and high evaporation rate. Can be removed by flushing. The tendency to penetrate porous surfaces is high. Highly toxic when fresh.

Class B: Non-sticky oils

Medium to heavy paraffin-base distinguished by a waxy, oily, or non-sticky feel. Can be removed by flushing, toxicity is variable.

Class C: Heavy, sticky oils

Includes residual fuel oils which are viscous, sticky or tarry, and brown or black in color, they cannot be removed. Toxicity is low.

Class D: Non-fluid oils

Includes residual oils, heavy crude oils and some paraffin crude oils. In solid form, they essentially nontoxic.

- **OPERATION RESPONSE ACTIVITY:** It is the policy of the Coast Guard to take action as soon as possible to prevent damage to the public welfare and the environment by controlling and removing actual and potential discharges of oil in coastal waters. The response phases are as follows:

- Phase I - Discovery and Notification
- Phase II - Preliminary Assessment and Initiation of Action
- Phase III - Containment, countermeasures, cleanup, and disposal.
- Phase IV - Documentation and cost recovery.

- **RESPONSE TO HAZARDOUS CHEMICAL RELEASES:** The Coast Guard does not have the personnel or protective equipment resources to respond to a hazardous chemical spill. Response is limited to notification, coordination, off-site monitoring or response, and logistical support. Response will be performed by local authorities or special response forces.

The Coast Guard has adopted a cautious approach for the chemical response mission area. The high training and staffing required severely limits the response capability of this unit and sources of support may not be available to fill the void. There will be occasions when this unit will be unable to mount a complete response to a serious incident. This is preferred to attempting a complex and potentially hazardous job without the necessary staffing, training, and equipment.

PERSONNEL PROTECTIVE EQUIPMENT:

1. **Level A Protection** - self contained breathing apparatus (SCBA) and fully-encapsulating suit - highest level of respiratory, eye, skin, and mucous membrane protection.
2. **Level B Protection** - SCBA and splash gear (boots, gloves, splash suit with hood, face protection, pressure demand

- SCBA.1) - provides highest level of respiratory protection.
3. **Level C Protection** - air-purifying respirator and splash gear (boots, gloves, disposable splash suit or coveralls, particular filter mask, face/eye protection).
 4. **Level D Protection** - work uniform - used when there is no indication of hazardous conditions and work function precludes contact with any hazardous substances.

There is one (1) on-hand Pressure-demand, self contained breathing apparatus, MSHA/NIOSH approved, 30 minute duration.

Attachments:

STATES/BRITISH COLUMBIA OIL SPILL TASK FORCE, FINAL REPORT:

MAJOR FINDINGS

Four Task Force subcommittees produced a detailed set of findings, many of which underlie joint and individual recommendations. These findings can be summarized by the following points:

1. Recent spills from the Nestucca, Arco Anchorage, Exxon Valdez, and American Trader have revealed significant problems in oil transportation management, including:
 - a. Inadequate personnel training and qualifications
 - b. Shortcomings in vessel design and integrity
 - c. Insufficient traffic management
 - d. Gaps in regulatory oversight
 - e. Incomplete cost recovery by states/provinces
2. Despite research in spill cleanup technology, it is unlikely that a large fraction of oil can be recovered from a catastrophic spill.
3. Since response efforts can not effectively reduce the impact of large oil spills, prevention of spills must be the prime strategy in developing solutions to this issue.
4. Readiness and response to smaller size spills of oil or refined petroleum products must still be emphasized, since much of the West Coast traffic is by barge and freighters carrying fuel.
5. Comprehensive oil spill prevention demands participation by industry, citizens, environmental organizations, and all governmental jurisdictions.
6. The States/B.C. Task Force on Oil Spills should continue to promote coordination of West Coast oil spill prevention and response efforts.

IDENTIFICATION OF WEAKNESSES

A result of the background research process was the identification of a number of weaknesses in the oil transportation system and in related government regulation and control over the system. These weaknesses result in potentially increased risks of an oil spill and were therefore identified as subject areas which Task Force recommendations needed to address. They are:

1. **Human Factors:** Human errors are the primary cause of many of the marine vessel collisions, groundings, fires and explosions. Personnel members and training, substance abuse, technology impacts and operating pressures are components of this issue.
2. **Vessel Structure:** Aging of the vessel fleet, the design and operation of vessels for economy versus spill safety, loadings and other factors are important topics of attention.
3. **Vessel Inspection:** At issue is the quality and frequency of inspections made by the Coast Guards and by the charter companies. The discrepancy between standards established by flag states and desired environmental standards of local jurisdictions are also an issue.
4. **Vessel Movement:** The level of participation in Vessel Traffic Services Systems, gaps in coverage, and quality of on-board navigational aids are important risk factors. Areas which need to be addressed include: over-reliance on technology; standards for escort vessels, local pilotage requirements, tanker size and speed limits, lack of near miss close encounter reporting systems and limited maneuverability of large vessels.
5. **Regulatory Systems:** At issue is the vast array of regulations applicable to the maritime industry and the need for consistency and equity among carriers and shipping states.
6. **Legislative Authority:** The varied authorities of federal, provincial and state governments over oil spill matters create potential for legislation overlap and gaps in regulations. Clarification of responsibility, and cooperation among legislative bodies must be addressed.
7. **Consumption:** North American consumers have the world's highest per capita energy consumption, and the supply of petroleum products and oil will continue to be an issue unless alternative energy sources are found and/or consumption is reduced.

First Priority: Recommendations which are prevention focused with highest potential for spill risk reduction:

<u>Number</u>	<u>Recommendation</u>
1	Petroleum Conservation
2	Alternative Transportation
5	Vessel Traffic Service Systems
8	Vessel Safety Measures
10	Double Hulls
11	Onboard Navigation Improvements
12	Petroleum Facility Worker Training
13	Mariner Qualifications
15	Crew Requirements
17	Strong Sanctions
18	Proof of Financial Responsibility
21	Liability Limits
22	Coast Guard Enforcement
24	Prevention Plans
26	Local Participation
28	Vessel Inspections
29	Prevention Education
35	Transfer Containment

Second Priority: Recommendations which are response focused with highest expected return in improving and enhancing spill response capabilities:

<u>Number</u>	<u>Recommendations</u>
4	Tug Crew Training
19	Natural Resource Valuation
20	Cost Recovery
25	Response Plans
27	Clean Up requirements
31	Response Training
32	Wildlife Rescue Training and equipment
34	Response Drills
36	Contingency Plans
37	Public Involvement
38	Mutual Aid
39	Incident Command System

Third Priority: All other joint recommendations:

<u>Number</u>	<u>Recommendations</u>
3	Tug Escorts - Single Propulsion
4	Tug Escorts - Tonnage Requirements
6	Near Miss Report System
7	Tow Cables
9	Tow Systems
16	Dedicated Tug Crews
23	Enforcement Staff
30	Transfer Operations Review
33	Onboard Response Equipment
40	Research Coordination

Recommendations for Future Task Force Activities

41	Annual Meeting
42	Interstate Compact
43	Petroleum Industry Response Cooperatives
44	Information Sharing
45	Coordination of Studies
46	Spill Equipment Update

The main objective of this Task Force, as reflected in the following recommendations, is to continue to work towards coordinated prevention and response to oil spills for the Pacific coast. Two aspects of this effort are particularly important: mutual assistance among the members for catastrophic spills, and interjurisdictional protocols for transboundary spills. To achieve these objectives, the Task Force will continue to work together to implement similar response procedures to ensure consistency among the separate jurisdictions. To minimize the need for any response, recommendations to prevent spills occurring along the coast have been developed and given high priority.

Vessel Traffic Reduction

RECOMMENDATION 1: Petroleum Conservation

Implement programs designed to reduce petroleum consumption, such as conservation measures (including appliance and automobile efficiency standards, recycling, and effective mass transit), alternative energy source research, and economic incentives.

RECOMMENDATION 2: Alternative Oil Transportation

Review proposals for alternative transportation modes which would reduce petroleum transportation by tanker in high risk and environmentally sensitive areas. In reviewing any proposals, Task Force members are committed to insuring compliance with all applicable state/provincial/federal laws, including their processes to involve the public.

Vessel Traffic Management

RECOMMENDATION 3: Tug Escorts - Single Propulsion

Require tug escorts for all single boiler or single engine, and single screw tank vessels carrying oil or other petroleum products in waterways designated as high risk by an individual state or province.

RECOMMENDATION 4: Tug Escorts - Tonnage Requirements

Review and, if appropriate, reduce dead weight tonnage specifications for tug escort requirements.

RECOMMENDATION 5: Vessel Traffic Service Systems

Upgrade vessel traffic service systems by replacing outdated equipment, eliminating gaps in coverage, increasing operator training and assignment length, and establishing mandatory participation in vessel traffic service systems in high-risk or congested areas.

RECOMMENDATION 6: Near Miss Reporting System

Establish, on a trial basis with a subsequent assessment of usefulness, a near miss reporting system which links directly with vessel inspection information, vessel traffic, and vessel casualty database systems.

RECOMMENDATION 7: Tow Cables

Develop and implement a mandatory set of guidelines for rules on tow cable size and material specifications, cable maintenance practices, cable handling equipment design, and barge recovery plan preparation.

RECOMMENDATION 8: Vessel Safety Measures

Establish regional safety measures, including speed limits, based on escort vehicle or other limitations, for all laden tank vessels in inland waters and their critical approaches.

RECOMMENDATION 9: Tow Systems

Require towing systems and plans on all tankers carrying oil and other petroleum products.

Vessel Design

RECOMMENDATION 10: Double Hulls

Require double hulls for all new tank vessels designed to carry oil or other petroleum products as cargo.

RECOMMENDATION 11: Onboard Navigation Improvements

Require all tankers carrying oil or other petroleum products in coastal and inland waterways to possess and operate an onboard navigation system, such as an Electronic Chart Display Information System (ECDIS).

Personnel

RECOMMENDATION 12: Petroleum Facility Worker Training

Require state/province certification of training programs for managers, workers, and safety officers at terminals which handle oil or other petroleum products. Program certification requirements should include spill prevention and response training.

RECOMMENDATION 13: Mariner Qualifications

Require more stringent mariner qualifications, including spill prevention and response training, simulator training, vessel class and size restrictions on deck officer certification, and alcohol and drug testing.

RECOMMENDATION 14: Tug Crew Training

Mandate oil spill response training for all tug crews involved in tank vessel operations.

RECOMMENDATION 15: Crew Requirements

Require two licensed officers (including pilot where appropriate) to be present on the bridge of all tankers carrying oil or other petroleum products while in inland waterways. Require adequate crew levels, sufficient to meet normal and emergency operation needs, for tank vessels carrying oil or other petroleum products.

RECOMMENDATION 16: Dedicated Tug Crews

Assign dedicated tug crews to specific classes of tugs and tank barges carrying oil or other petroleum products to assure familiarity with tug and tank barge operating characteristics.

Enforcement, Penalties, and Liability

RECOMMENDATION 17: Strong Sanctions

Legislate strong levels of civil and criminal sanctions for noncompliance with oil spill regulations.

RECOMMENDATION 18: Proof of Financial Responsibility

Raise state/Canadian federal proof of financial responsibility requirements to ensure spillers can finance oil spill related cleanup and damage costs.

RECOMMENDATION 19: Natural Resource Valuation

Develop and require use of methods of natural resource valuation which fully incorporate non-market and market values in assessment of damages resulting from spills.

RECOMMENDATION 20: Cost Recovery

Develop responsible party contracts to aid in the recovery of all natural resource damage and cleanup costs.

RECOMMENDATION 21: Liability Limits

Remove any ambiguity in federal law and guarantee a state's right to fully exercise its own liability standard. Increase the maximum limit of liability for oil pollution damage under Canadian law.

RECOMMENDATION 22: Coast Guard Enforcement

Increase the Coast Guard's ability to conduct routine on-water surveillance patrols by increasing funding to U. S. Marine Safety Offices and Canadian Coast Guard Regional Offices.

RECOMMENDATION 23: Enforcement Staff

Establish adequate environmental resource agency staffing level devoted to enforce compliance with spill planning requirements, and aggressively pursue legal action against violators.

Regulatory Oversight

RECOMMENDATION 24: Prevention Plans

Require all facilities (and tank vessels larger than 10,000 dwt) which handle oil or other petroleum products to develop and implement spill prevention plans, which would at a minimum include risk-reducing transfer methods and personnel training specifications.

RECOMMENDATION 25: Response Plans

Require all facilities (and tank vessels larger than 10,000 dwt) which handle oil or other petroleum products to develop and implement spill response plans, which would at a minimum include response time, equipment, and staff support specifications.

RECOMMENDATION 26: Local Participation

Each state/province shall recognize and utilize local citizen expertise and knowledge in spill prevention and response efforts. This may include a volunteer training and coordination plan to enhance preparedness.

RECOMMENDATION 27: Clean Up Requirements

Ensure that all state, provincial, and federal agencies act in full cooperation to require the spiller or other responsible party to meet all applicable state, provincial, and federal performance requirements.

RECOMMENDATION 28: Vessel Inspections

Require periodic (but not less than every two years) structural and mechanical integrity inspections of vessel equipment and hull structures on all tank vessels carrying oil or other petroleum products. Develop a priority inspection system for more frequent inspections of particular tanker features essential to safety, and for certain tankers, equipment, and companies with a history of stress fracture incidents and other safety problems.

Education

RECOMMENDATION 29: Prevention Education

Develop a joint spill prevention education strategy for industry and the public, including a program aimed at preventing small chronic oil spills by operators of fishing vessels, ferries, ports, cruise ships and marinas.

Transfer Operations

RECOMMENDATION 30: Transfer Operations Review

Review the adequacy of and make appropriate improvements in equipment, operating procedures, and the appropriateness of existing West Coast locations used for transfer of oil and other petroleum products (with particular emphasis on non-dockside locations).

Spill Response Enhancement

RECOMMENDATION 31: Response Training

Develop, in cooperation with the Coast Guards, industry, and local communities, local programs to provide spill response training to fishing boat operators, ports and harbor districts, marinas, and local communities.

RECOMMENDATION 32: Wildlife Rescue Training and Equipment

Develop and oversee joint programs which provide wildlife rescue volunteer training. Work with industry and others to acquire wildlife rescue equipment, including mobile equipment.

RECOMMENDATION 33: Onboard Response Equipment

Require all tank vessels carrying oil or petroleum products to have onboard response equipment for commencement of spill response efforts as soon as practicable, in amounts and types appropriate to the vessel's class and size.

RECOMMENDATION 34: Response Drills

Conduct a major spill response drill in each of the Western coastal states/provinces at least annually, with joint Coast Guard cooperation when the drill area crosses international boundaries. The drills should emphasize interjurisdictional simulations and all Task Force members should be invited to participate in the other member's drills.

RECOMMENDATION 35: Transfer Containment

Require placement of booms and other appropriate equipment, such as in-water oil sensors, around tank vessels during transfers of oil or other petroleum products in areas designated by individual states/province.

RECOMMENDATION 36: Contingency Plans

Revise state/provincial contingency plans to include the Emergency Response Subcommittee's Mutual Aid Plan, including continual updates of the "call down" lists.

RECOMMENDATION 37: Public Involvement

Ensure that all appropriate governmental agencies, industry, and interested citizens have the opportunity to become involved in development of major spill response policies and plans.

RECOMMENDATION 38: Mutual Aid

In the event of a major spill affecting the waters and coastline of a Task Force member, other Task Force members will cooperate to the fullest extent possible to provide back-up equipment and personnel to respond to the emergency.

RECOMMENDATION 39: Incident Command System (ICS)

The Task Force members should adopt a form of an Incident Command System (ICS) to enhance their ability to manage responses to major spills of oil and other petroleum products.

Research

RECOMMENDATION 40: Research Coordination

Encourage, fund where feasible, and coordinate oil spill research, with emphasis on west coast issues, through university systems and other means, and develop a framework for information sharing and combined funding projects.

Structure and Process of the Task Force

RECOMMENDATION 41: Annual Meeting

Meet annually, with responsibility for the meeting location rotated uniformly among the Task Force members; meetings will include reports by each member on progress in implementing recommendations. Each Task Force member will independently ensure the involvement of interested parties and the public in their respective jurisdiction. Task Force members will review and where appropriate, modify recommendations during annual meetings.

Multi-state/province compact

RECOMMENDATION 42: Interstate Compact

Work cooperatively with the Western Legislative Conference in their evaluation of the advantages and disadvantages of developing an interstate compact to make binding agreements concerning spill prevention and cleanup measures on the West Coast.

Studies and Other Recommendations

RECOMMENDATION 43: Petroleum Industry Response Cooperatives

Conduct a review of Marine Spill Response Corp's (MSRC), Burrell Clean's, and other spill clean-up cooperatives' proposals and schedules for west coast spill response centers.

RECOMMENDATION 44: Information Sharing

Share reports and other information regarding oil spill prevention and response among Task Force members (e.g. information on spill response worker training and liability issues). Following major spill events in Task Force jurisdictions, the Task Force members will participate in a debrief and take appropriate action, including changes to recommendations. These activities should not jeopardize litigation efforts by Task Force members.

RECOMMENDATION 45: Coordination of Studies

In the event of a major trans-boundary spill affecting the waters and coastline of two or more Task Force members, those affected members will coordinate their subsequent studies and activities designed to identify damage, restore the natural environment, and pursue damage claims.

RECOMMENDATION 46: Spill Equipment Updates

Review annually, and update if necessary, response equipment lists and mutual aid provisions for response to catastrophic spills. Continue to work towards consistency among the members in individual contingency plans and response criteria.

Table 5

**Summary of Risk Reduction Values
for Tanker and Barge Improvements**

<u>Selected Improvement</u>	<u>Estimated Risk Reduction</u>
Double hulls *	36% - 50%
Vacuum systems on tankers *	17% - 29%
Onboard spill control systems with specialized spill response training *	10% - 21%
Pressure vacuum valves on barges *	2% - 6%
ECDIS, PINS	14% - 19%
Improved training and qualifications	12% - 17%
Designated tug crews for specific barges	9% - 13%
Double pilots on tankers	9% - 11%
Tug escorts for tankers	8% - 11%
Twin screws and twin engines	8% - 10%
Selective chartering	5% - 8%
Improved certification and inspection requirements	4% - 6%
Mandatory towing equipment for tankers/pick-up lines for barges	3% - 4%
Remote-controlled anchor system for barges	2% - 3%

* Percentage figure for first four improvements is an estimate of the reduction of volume of oil spilled once an incident has occurred.

Some of these improvements are already in place on certain route segments.

Source: DF Dickins Associates Ltd. (1990)



DEPARTMENT OF COMMERCE
DIPATTAMENTON I KUMETSIO
Suite 801, 8th Floor GTC Bldg.
Tamuning, Guam 96911
Tel.: (671) 646-5841 Fax: (671) 646-7242

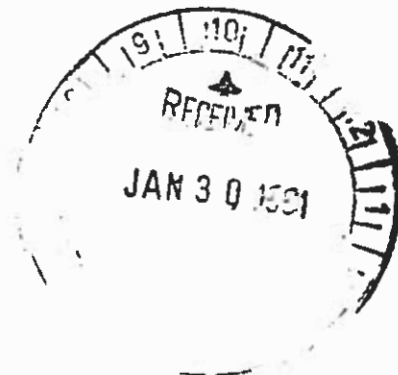
GOVERNMENT OF GUAM
AGANA GUAM 96910

hello
with
briefing book met?

JAN 25 1991

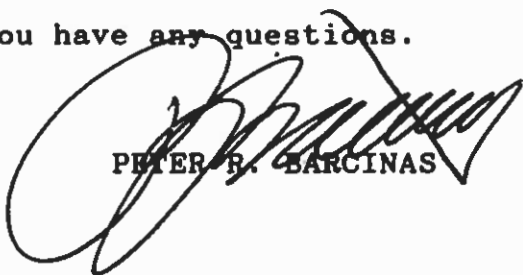
MEMORANDUM

To: Director, Bureau of Planning
From: Director, Department of Commerce
Subject: 1990 Magnuson Act Re-authorization



Further to your request for information on the above subject for PBDC, please see the attached summary.

Please let me know if you have any questions.


PETER R. BARCINAS

attachment

STATUS OF THE REVISED MAGNUSON ACT January 1991

On February 6, 1990, the push by the Regional Fishery Management Councils to include tuna as a species falling under the purview of federal management and conservation laws received overwhelming support in the House when a measure to amend the Magnuson Fishery Conservation and Management Act (MFCMA) passed with a vote of 396 to 21. The action was seen as a major achievement to empower U.S. agencies to manage tuna fisheries in waters throughout the Pacific and U.S. The exclusion of tuna, however, will not become effective until January 1, 1992.

On October 12, 1990, H.R. 2061, the bill to re-authorize the MFCMA was passed by the U.S. Senate with a vote of 98 to 0, thereby revising the longstanding U.S. policy with respect to the management of tuna by: (1) allowing the U.S. to exercise sovereign rights over tuna in the exclusive economic zone (EEZ); (2) calling for strengthened international management of tuna species; and (3) establishing a system for management of domestic fishing for all highly migratory species (tuna, swordfish, billfish, and sharks). In the Pacific, the Western Pacific Regional Fishery Management Council retains management authority for the EEZs of its members.

President George Bush signed the measure into Public Law 101-627 on November 28, 1990. In a press release from his office, Bush expressed his concern that, "... the Act's provisions regarding highly migratory species not be construed to create a gap in the authority of the United States to manage those species. Current law defines 'highly migratory species' to mean only species of tuna and excludes such species from the exclusive fishery management authority asserted by the United States in our EEZ. H.R. 2061 would eliminate this exclusion effective January 1, 1992."

The President additionally stated that the revised Act take effect immediately, and announced that as a matter of international law, the United States will immediately recognize similar assertions by coastal nations regarding their exclusive economic zones.

The Magnuson Fishery Conservation and Management Act, Section 102, "Exclusion of Highly Migratory Species", has been a matter of controversy since its debate and passage in 1976.

The MFCMA created eight regional councils which are tasked with conserving and managing fisheries resources such as marlin, swordfish, and sharks within the U.S. 200-mile Exclusive Economic Zone (EEZ). These species are harvested as a bycatch in the course of harvesting tuna, a highly migratory species. As a consequence of the exclusion of tuna from the MFCMA, it has been extremely difficult, if not impossible, to adequately satisfy the mandate to manage the fishery resources in the EEZ. Of the eight regional councils, seven have tuna within their jurisdiction. Guam is a member of the Western Pacific Regional

Fisheries Management Council which includes Hawaii, American Samoa, and the Commonwealth of the Northern Marianas.

To address this management problem, the councils proposed that the "highly migratory" exclusion be stricken from Section 102 of the act, and that these species be included in the jurisdiction of the U.S., thus making tuna subject to the conservation and management responsibility of the Councils. During a meeting of the Regional Fisheries Management Councils in January 28-29, 1989, discussions on amendments to the MFCMA resulted in an Inter-Council Congressional Position Paper and Proposed Amendments to Section 102 of the MFCMA. Of these seven councils with tuna within their jurisdiction, five fully supported the amendment to Section 102 to allow for the inclusion of tuna under management programs and plans.

Prior to the Senate's approval of the amendment, the U.S. was the only country that did not recognize rights to conserve and manage tuna within its own 200-mile Exclusive Economic Zone. Data compiled by the Guam Department of Commerce estimates the volume of tuna air transhipped through Guam annually at 12,000 to 15,000 metric tons. Longline fishing vessels operating out of Guam number from 120 to 160.

In addition to protecting tuna, the action also bans the use of driftnets longer than 1.5 miles in federal waters and by U.S. fishermen on high seas. Foreign nations which fail to comply to the ban could be subject to an embargo of fish products from that country.

Other key areas addressed by the MFCMA re-authorization include the modification of procedures for selecting new members of councils whereby qualification criteria would be developed by the Secretary of Commerce in conjunction with various State Governors.

Also, tuna products from purse-seiners fishing in eastern Pacific waters will require labeling to certify these products as "Dolphin Safe" as a means of reducing the number of dolphins killed by tuna purse-seine nets.

The MFCMA re-authorization regulates foreign fishing in U.S. waters, strengthens habitat protection and enforcement of fishery conservation laws, and provides a sound balance between the development of U.S. fisheries for economic benefit and long-range conservation and management of marine resources.



**Department of Agriculture
Division of Aquatic and Wildlife Resources**

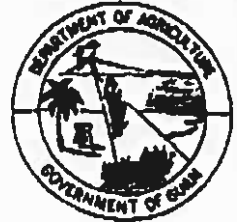
P.O. Box 2950

Agana, Guam 96910

Telephone Numbers (671)734-3493/3944/3945/5283

Fax Number (671)734-6570

E-mail: SUNIPORTALICUP.PORTAL.COMIGUAM-DAWR



January 30, 1991

Memorandum

To: Director of Planning
Via: Director of Agriculture *95.0*
From: Chief, Aquatic & Wildlife Resources
Subject: Reauthorization of the Magnuson Act

On November 7, 1990, I submitted background information to you on subject matters included in the PBDC agenda for its November 15, 1990 meeting in American Samoa. One of the briefs that I prepared was on the Reauthorization of the Magnuson Act (copy attached for ready referral).

The only information that I can add to that background information is that the Western Pacific Regional Fishery management Council, hereinafter Council, will be requesting for \$1.5 million for CY 1991 which is almost double its present budget allocation. The Council is requesting for the hefty increase to undertake some programmatic projects which should have been done by the National Marine Fisheries Service but is not being done. The Council also expects to start laying the groundwork for the inclusion of tuna under the Magnuson Act which becomes effective January 1992.

If you have any other question or need clarification, please call or FAX.


RUFIO J. LUJAN

Attachment



REAUTHORIZATION OF THE MAGNUSON ACT

The Magnuson Fishery Conservation and Management Act (hereinafter Magnuson Act) was signed into law in 1976. The Magnuson Act claimed all fishery resources within the exclusive economic zone (EEZ) with the exception of tuna which was excluded because of strong opposition and successful lobbying efforts by the domestic tuna industry (canners and boat owners).

The Magnuson Act provided for the conduct of foreign fishing in the U.S. EEZ. All foreign fishing in the EEZ must be done under a "governing international fishery agreement" (GIFA). The GIFA, among other things, shall: acknowledge the exclusive management authority of the U.S.; provide for boarding by authorized personnel for inspection; contain a provision for observer when required; set permit fees which must be paid in advance; establish allocation or level of taking; etc.

The Magnuson Act's primary purpose was for the conservation and management of the nations fishery resources. The Act identified seven (7) national standards as guidance toward that purpose. The Act provided for the establishment of eight (8) Regional Fishery Management Councils who were charged with the responsibility of developing fishery management plans with respect to the fishery within their respective regions.

The Western Pacific Regional Fishery Management Council (WPRFMC) has been lending the "fight" for the inclusion of tuna under the Magnuson Act since 1977. This was a logical decision by WPRFMC as tuna happened to be the greatest living marine resource in the WPRFMC's area of responsibility. This was true then and it is true even today.

The Reauthorization of the Magnuson Act covers FY '90-'95 with authorized appropriations (I have not been successful in my attempts to find out the funding levels). A key provision in the Reauthorization is the inclusion of tuna under the Magnuson Act. What is unique about the tuna inclusion is that WPRFMC will be the only Council to manage tuna; in the Atlantic, tuna will be managed by the Secretary of Commerce.

Drift net longer than 1.5 miles would be banned from use in the U.S. EEZ, and by any U.S. vessel anywhere in the world. State Department is authorized to negotiate treaties to restrict the use of drift nets anywhere. Violations by any foreign country with any

international agreement on drift nets would trigger Presidential authority to ban imports of fish products from that country.

Another key provision in the Reauthorization is the authority granted to the Secretary of Commerce to establish a temporary moratorium on "new entrants" into a fishery if the Secretary determines that overfishing is occurring or likely to occur. A moratorium could run 36 months until conservation and management measure are in place to prevent overfishing.

Tuna purse seiners would be prohibited from intentionally deploying purse seines to encircle dolphins. This will stop the practice of setting seines around dolphins to catch large sized yellowfin tuna which associate with the dolphins.

With the inclusion of tuna under the Magnuson Act, the entire fishery under the jurisdiction of WPRFMC can now be managed and conserved. This is a victory for our region. We fought long and hard for tuna inclusion. I would say that the turning point to this victory was when Governor Coleman of American Samoa agreed in March 1989 that American Samoa, too, wanted tuna included under the Magnuson Act. Governor Coleman's action made the WPRFMC tuna inclusion position unanimous for our region.



**WESTERN
PACIFIC
REGIONAL
FISHERY
MANAGEMENT
COUNCIL**

**REMARKS BY WILLIAM W. PATY, JR .
for the
PACIFIC BASIN DEVELOPMENT COUNCIL
November 15, 1990
Pago Pago, American Samoa**

Reauthorization of the Magnuson Act

The sustained efforts of the PBDC and others in the Western Pacific to include tuna under the Magnuson Fishery Conservation and Management Act paid off on October 27, 1990 at 9:20 pm when the Senate and the House agreed on the Act's reauthorization legislation, sending it forward for the President's signature.

With the enactment of this legislation tuna has the same legal status as all other fish species over which the United States claims exclusive management authority. This change brings the U. S. in line with the rest of the Pacific nations in recognizing the rights of coastal states to manage tuna within their EEZs. It also makes the U.S. position conform to the Law of the Sea Treaty.

Although there is a one year delay in implementation of the tuna inclusion provisions, the Council intends to move forward immediately to include tuna species as a management unit and to collect data required to implement regulatory regimes as necessary after January 1, 1992. With the implementation of the pelagic longline federal permit and logbook program on November 27, 1990 we are beginning to collect important information of catch and effort in the tuna fisheries.

Other amendments of interest which were made to the Magnuson Act include requiring a review of all international fishery agreements, a new section describing a process to be followed for achieving an international ban on drift gillnet fishing, and increased civil penalties for fishery regulation violations. The legislation also reauthorizes other fisheries related acts such as the Central, Western and South Pacific Fisheries Development Act.

With respect to highly migratory fish such as tuna, swordfish, marlin, and sharks, the Secretary of State, in conjunction with the Secretary of Commerce, is required to evaluate existing international agreements to determine whether they adequately provide for: (1) effective fishery management, including collection of necessary information and an enforcement system; (2) access to fishing grounds for U.S. vessels; and (3) sufficient funding. This evaluation is to be submitted to Congress within one year

and the Secretary of State is instructed to begin international negotiations to address any inadequacies identified.

Section 107 regarding driftnet fishing requires the Secretary of State to continue negotiations with other nations for monitoring and restricting use of drift nets and working toward an international ban on drift gillnet fishing. Any violations of international agreements on driftnet fishing by foreign nations would be subject to a discretionary embargo of fishery products by the President as provided for by the Fishermen's Protective Act of 1967, as amended.

One other new provision may have implications for U.S. flag islands interested in obtaining fees from foreign vessels wishing to fish for tuna within their EEZs. The newly mandated North Pacific Observer Fund allows fees paid by fishery participants to be deposited into a *directed fund* to pay for observer coverage and data collection necessary for fishery management. This is the first such dedicated fund established under the Magnuson Act. This precedent may pave the way for similar funds to be established to be used for managing tuna fisheries within the EEZs of the Western Pacific. Now that tuna is included under the Magnuson Act, we must begin to work together to convince Congress to amend the Act to allow U.S. flag islands to obtain the revenues derived from tuna fishing access fees in their respective EEZs.

It is also time now to begin to work with our Pacific neighbors to provide management of trans-Pacific tuna stocks. There is no mechanism exactly suited for international tuna management in the central and western Pacific. It is doubtful that such a mechanism can be structured without considerable trial and error. A logical first step toward structuring such a mechanism could be a pilot project, involving at least one U.S.-flag island group with its non-U.S. neighbors, in cooperatively monitoring and even managing some aspects of tuna fisheries that are interjurisdictional. We have suggested to National Marine Fisheries Service that such a project be made a regional priority for the 1991 S/K Grant Program. We urge you to express your support for this type of project.

Continued Growth of the Hawaii Longline Fleet

Rapidly increased fishing pressure on pelagic fisheries, including tuna, within the EEZ surrounding Hawaii has clearly brought out the need for regulatory control over all pelagic fisheries. Since PBDC met last February, the Hawaii longline fleet has grown from about 80 vessels to 140 vessels, with an expectation of over 150 vessels operating out of Hawaii by the end of the year.

There is much concern over the rate of growth of the fleet, particularly in the face of inadequate information on the status of the stocks and optimal harvest levels. Fishermen, both longliners and local small boat fishermen, and scientists alike have questioned the wisdom of allowing this growth to go unchecked at the risk of overcapitalization in the fleet, increased catch competition among different user groups and potential overfishing of the stocks. Experience has shown that once a fleet becomes

established, it is extremely difficult to reduce the fishing effort. For these reasons, the Council established a June 21, 1990 control date which states the following:

" A person entering the Hawaii longline fishery who cannot document either:

- (1) landing fish in Hawaii taken by longline gear, or
- (2) a substantial financial commitment or investment in gear for participation in the longline fishery by his/her vessel located in Hawaii or the EEZ surrounding Hawaii

prior to June 21, 1990 may be determined to be ineligible for continued participation in the Hawaii longline fishery should the Council decide in the future to limit effort in the fishery."

Since that time, the Council's Pelagic Plan Monitoring Team (PMT) has recommended that a three year moratorium on new entry into the longline fishery be imposed as soon as possible. During the moratorium period, data on the fishery can be collected and a limited entry program developed.

The Council will be holding a special meeting in December to address this recommendation along with input from its Advisory Panel and other fishermen. Whatever action the Council takes concerning the Hawaii longline fishery must be coordinated with American Samoa, Guam and the CNMI. This is necessary to avoid shifts in fishing effort in Hawaii from negatively impacting fisheries in the other areas. One such action could be to establish control dates for American Samoa, Guam and the Northern Marianas which could be used when developing limited entry programs for these areas in the future. We will need to work closely with you and your policy and fishery staffs on this matter.

Many of the limited entry programs currently in existence are state programs. State laws and regulations for monitoring the activity of vessels requiring accurate records of catches and participation in the fishery, have been essential in determining eligibility and in monitoring and enforcing limited entry programs. We urge you to continue your efforts to strengthen your landing laws and upgrade your fish catch reporting programs to provide for the necessary information for monitoring the performance of the fisheries, for designing limited entry programs and other management tools which may be desired in the near future. &

In addition to limiting the number of longline operations, the Council is considering other restrictions on longline fishing operations. In June, the Council agreed to and is preparing an amendment to the FMP evaluating alternative measures to manage domestic pelagic fisheries in EEZ waters surrounding the Hawaiian Islands, Guam and American Samoa. For Guam, one of the management measures under consideration is prohibiting longline fishing within 30 miles or more of the territory of Guam and all submerged banks within Guam's EEZ, defined from the 100-fathom bottom contour. For the Hawaii area, the Council has held scoping meetings on each island to determine the extent of the conflict and the range of possible management

options. Our fishermen advisers are currently assisting the Council with a series of meetings to develop a compromise closure area which will address the concerns of both small boat fishermen and longliners.

Fishing Rights of Indigenous People

Over the past year the Council has produced reports for Hawaii, American Samoa, Guam and the CNMI, examining the evidence supporting development of preferential fishing rights for indigenous people in each area.

Under the Magnuson Act, a system of preferential access rights may be developed based upon historical fishing practices in, and dependence on, the fishery in question and the cultural and social framework relevant to that fishery. For American Samoa, Guam, Hawaii and the Northern Marianas evidence was presented to answer the following questions with regard to the fisheries for tuna and other pelagic species, bottomfish and lobsters:

- (1) Was there and is there a set of historical fishing practices within the Exclusive Economic Zone (EEZ)?
- (2) Was there and is there a dependence by indigenous people on such fish species?
- (3) Was there and is there a cultural and social framework relevant of such fishery?
- (4) Is there present participation by indigenous fishermen in such fishery?

The Council has gone on record that further development of limited access programs with preferential rights provisions is of high priority for all areas within the Council's jurisdiction. For American Samoa and Guam the next steps identified by the Council are to assess for which fisheries (such as the pelagic fisheries) preferential rights programs should be developed first and proceed in developing the specifics of the program for consideration either as a coastal state/territory or federal program or both. Proceeding in this manner is estimated to cost between \$8,000 and \$20,000 per area, depending on whether Council staff is responsible in-house or whether an outside contractor is utilized.

In past years, such projects were funded with Council programmatic funds. However, programmatic funds are no longer available and, with a 1991 Council administrative budget of \$836,000, progress in this important area could be stymied. We need the assistance of FBDC and the Governor's policy and fishery staffs to find alternative funding to further development of preferential rights programs which would benefit the indigenous peoples in the U.S. flag islands. Some possible sources of funds which were identified by the Council's standing committee on Fishery Rights of Indigenous People are Interjurisdictional Fisheries Act (IFA) monies, the Wallop-Breaux conservation fund, and the Historic Preservation Office fund. Particularly with the rapid changes occurring in the Western Pacific fisheries, indigenous fishing rights should not be put on the back burner. The matter of

indigenous fishing rights needs to be a primary consideration in developing fishery management regimes.

Another approach could be to begin some pilot programs which will set a precedent for developing more extensive preferential rights regimes. One opportunity for such a pilot program could present itself with the return of Kahoolawe to the State of Hawaii. Securing fishery rights for the native Hawaiians in the waters surrounding Kahoolawe (which has a rich history of traditional fishing) could be an important item to pursue for the Kaho'olawe Island Conveyance Study Commission which has been mandated to recommend the terms and conditions for the return of Kaho'olawe to the State of Hawaii. The Governor has charged the Hawaii Office of State Planning to establish a committee to determine the ultimate uses of the island. We are requesting that the planning committee discuss making the waters surrounding Kaho'olawe an indigenous fishing zone where preferential access would be provided to indigenous fishermen. We will work closely with the State and the fishermen in designing such a preferential access zone or system.

Summary

With the inclusion of tuna under the Magnuson Act we have finally gained the authority with which to work effectively toward responsible management of our valuable fishery resources. Now the challenge lies in working together to establish the mechanisms to gather the information needed for management decisions, control fishing effort within our EEZs, obtain revenues from both domestic and foreign utilization of pelagic resources within the EEZ, protect the fishing rights of indigenous people, and help manage trans-Pacific stocks throughout their range. Moving forward in these areas will require cooperation and coordination of both personnel and financial resources.

The Congress has given us a mandate to be stewards of all our fishery resources. We now have to convince Congress to give us the money to meet our obligations. Stewardship means developing the resources which are underutilized as well as managing the resources which are overfished. The Magnuson Act is an umbrella for other legislation which could provide funding for fishery programs in our region. However, we have to be aggressive in seeking this funding.

You were instrumental in getting tuna included in the Magnuson Act, in getting the U.S. to seriously address the drift gillnetting problem, and in getting more resources for fisheries enforcement and data collection in the Western Pacific. Much more can be accomplished with your continued support.

BRIEFING PAPER

U.S. Position on SPC Headquarters Regarding Construction

The position of the United States regarding SPC (South Pacific Commission) headquarters was whatever the consensus was of the SPC members. However, the U.S. did inquire into the economic benefit that the Territory of New Caledonia was receiving for having SPC in New Caledonia and suggested that maybe the economic benefit might be contributed to SPC for its operating costs. Furthermore, the U.S. requested a clarification on the total funding offered by France on the reconstruction/relocation of SPC in New Caledonia.



University of Guam
COLLEGE OF AGRICULTURE AND LIFE SCIENCES

UOG Station, Mangi ab, Guam U.S.A: 96913
Cable "UnivGuam" Telex: 721 8275

AGRICULTURAL EXPERIMENT STATION

January 10, 1991

MEMORANDUM

To: Director, Bureau of Planning
From: R. Muniappan, Agricultural Experiment Station
University of Guam
Subject: Comments on USDA, APHIS, Melonfly Eradication Program Status

From the information provided by the Executive Director, PBDC, it is clear that South Pacific Commission has been successful in convincing UNDP to start the fruit fly eradication program in Western Samoa, Tonga, Fiji and Cook Islands.

As far as the melonfly eradication program in the Marianas, USDA has not shown active interest. It seems to be dragging its feet.

Japan has been quite successful in programming, implementing and eradicating melonfly in the Okinawa and Yaeyama Islands. Either PBDC or USDA should get a positive response for supply of sterile melon flies from Okinawa facility otherwise should consider starting such a facility in the Marianas.

This will lead to eradication of melonfly in the Marianas and also for future supply of sterile flies to Hawaii and California, if needed.


R. MUNIAPPAN

RM:ambg

January 2, 1991

Memorandum

To: Director, Bureau of Planning

From: Director of Agriculture

Subject: Comments on USDA Status Report
on Melon Fly Project

It appears that there are several constraints that must be addressed before a program to eradicate the Melon Fly from Guam and the Commonwealth of the Northern Mariana Islands can be implemented.

These constraints are:

1. Recent USDA experiments on Rota using only the male annihilation technique did not succeed in eradicating the melon fly. An attempt to eradicate the melon fly from Guam in the late 1960's using only the sterile insect technique was unsuccessful. In order to successfully eradicate the melon fly, the male annihilation technique must be augmented with the sterile insect technique. (The Japanese government is currently using both techniques and it seems the melon fly will be eradicated from Okinawa within 2 or 3 years).
2. The male annihilation technique utilizes cue-lure, Min-U-Gel, and Malathion. This chemical formulation must be registered for general use purposes with the U.S. Environmental Protection Agency. It could take up to 5 years and cost millions of dollars to generate the necessary data to register the chemicals for general use.
3. After the chemical formulations have been registered, documents must be prepared to comply with environmental regulations and the eradication plan must be developed. Preparation of the necessary documentation may require a year and a half and cost 1.5 million dollars.

4. The United States currently does not have the capability to produce enough sterile melon flies for an eradication campaign. (Sterile melon flies cannot be provided by the Japanese government for at least 2 years since the sterile flies are needed for their own eradication effort).

We would also like to comment on Mr. Jerry B. Morris' letter to the Governor of the Commonwealth of the Northern Mariana Islands dated December 3, 1990. In his letter, Mr. Morris stated, "I am also enclosing a recent news clipping that indicates that the South Pacific Commission (SPC) and the United Nations Development Program (UNDP) are starting a fly eradication project in Western Samoa, Fiji, Tonga and the Cook Islands." This is incorrect since SPC and UNDP are only helping to find an effective treatment procedure to kill fruit fly eggs and larvae which may be present in harvested fruits and vegetables destined for export markets. There are no plans that we know of to eradicate fruit flies from Western Samoa, Fiji, Tonga or the Cook Islands.

JOSE A. E. MANIBUSAN

ANTONIO S. QUITUGUA

Attachments

GFUNASAKI:asc

cc: PPQ File ✓

Chrono File

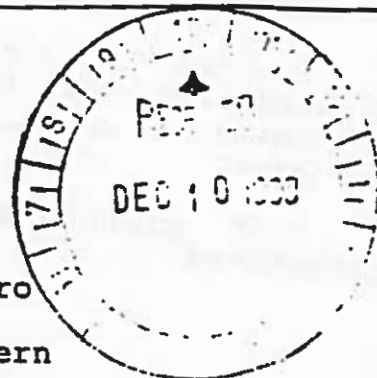


Pacific Basin Development Council

Suite 325 - 567 South King Street - Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

Lorenzo I. DeLeon Guerrero
Governor of the
Northern Mariana Islands

December 3, 1990



Joseph F. Ada
President
John Waihee
Secretary

The Honorable Lorenzo I. DeLeon Guerrero
President, PBDC and
Governor, Commonwealth of the Northern
Mariana Islands
Office of the Governor
Saipan, MP 96950

Peter Tali Coleman
Secretary
Samoa

Dear Governor Guerrero:

During our recent Annual Meeting of the Board of Directors of the Pacific Basin Development Council I reported on activities surrounding the eradication of the melon fly. The enclosed packet of information was put together by Mr. Norman C. Leppla of the USDA Animal and Plant Health Inspection Service based on a query as to the status of the fly project which I had sent to D. Scot Campbell.

I am also enclosing a recent news clip that indicates that the South Pacific Commission (SPC) and the United Nations Development Program (UNDP) are starting a fly eradication project in Western Samoa, Fiji, Tonga and the Cook Islands. You might recall at the Pacific Islands Conference on the Big Island Mr. Nigel Ringrose of UNDP mentioned that they were planning a project to include FSM, RMI and Palau. I put Mr. Ringrose and Mr. Macfarlane, Plant Protection Officer of UNDP in touch with OTIA, but apparently nothing clicked.

As I noted during my report in Pago Pago, until we find someone in Washington, D.C. to bird dog this effort, I am afraid that we will continue making little bits of effort that result in high expectations but little else. First and foremost, a cost/benefit analysis must be completed and we must find someone to make this project go.

In your response to my report, you advised the Board of Directors that you had recently had conversations with officials in Oahu. Would you please provide me with the names, titles and addresses of the individuals so that we might follow up?

I am sending a copy of this letter to Governor Waihee since he directed that his staff follow-up to determine what the University of Hawaii and the East-West Center might be doing in this area.

Your guidance and support of this project will be greatly appreciated.

Sincerely,

Jerry B. Norris

JERRY B. NORRIS
Executive Director

JBN1/ca
CNMI.FLY
ENCLOSURES

cc: The Honorable John Waihee, HI
The Honorable Joseph F. Ada, GU
(Attn: Peter Leon Guerrero, GU/OBP)
The Honorable Peter Tali Coleman, AS
The Honorable Stella Guerra, DOI/OTIA
Mr. Norman C. Leppla, APHIS, Maryland
Mr. Raymond Lett, DC

E N C L O S U R E S

- A. PBDC letter to D. Scot Campbell regarding status of fly project dated September 28, 1990
- B. D. Scot Campbell letter of October 4 referring PBDC letter
- C. Norman C. Leppla letter of November 5 with technical review of fly efforts and answers to our questions to the Japanese Ministry of Agriculture, Forestry and Fisheries
- D. PBDC letter of April 24 regarding UNDP Project
- E. SPC letter of 7 May regarding proposed project in RMI, Palau and FSM
- F. Newsclip of November 30 announcing joint SPC/UNDP Project



Pacific Basin Development Council

Suite 125 507 South King Street Honolulu, Hawaii 96813

Telephone (808) 523-9325 : Facsimile (808) 533-6336

FACSIMILE TRANSMITTAL FORM

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Pages _____ (including this page)

Subject: _____

September 28, 1990

Mr. D. Scot Campbell
Director, International Services -
Operational Support
U.S. Department of Agriculture
Federal Building #1
6505 Belcrest Road
Hyattsville, MD 20782

[Fax: (301) 436-8318]

Dear Mr. Campbell:

My purpose in attempting to contact you over the last several weeks has been to inquire as to the status of the issue of fly eradication efforts in the American Flag Pacific Islands.

Our last contact was at the Winter Meeting of the Board of Directors of PBDC at which time both you and Mr. Backus discussed possible alternatives to the eradication efforts which included initial and continued contacts with the Japanese.

We understand that a month or so ago there was some discussion between USDA staff and some Japanese officials, but have not been able to find out anything up to this point. I tried to contact Milton Ouya only to be advised that he had retired and that Mr. Backus was out of town until early October.

Governor Ada of Guam, Governor Guerrero of the CNMI and Governor Waihee of Hawaii continued to be most interested in this effort and we would hope that you could supply us with an update.

I normally am in the office at 5:00 a.m. Honolulu time which translates to 11:00 a.m. D.C. time. If you wish to contact me any earlier than 5:00 a.m., my home telephone is (808) 623-3236 and I usually respond on the second ring regardless of the time of day/night.

DR. D. SCOT CAMPBELL

September 28 ,1990

Page 2

Hope to hear from you in the not too distant future.

Sincerely,

JERRY B. NORRIS
Executive Director

JBNS/ca
CAMPBELL.USDA

cc: The Honorable Peter Tali Coleman, AS

OCT 4 1990

Mr. Jerry B. Norris
Executive Director
Pacific Basin Development Council
567 South King Street, Suite 125
Honolulu, Hawaii 96813

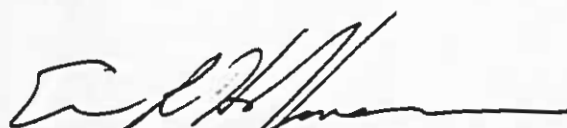
OCT 2 1990

Dear Mr. Norris:

This is in response to your request dated September 28, 1990, for information concerning fruit fly eradication in the American Flag Pacific Islands.

We have forwarded your inquiry to Mr. Michael Shannon, Chief Staff Officer, Program Design, Plant Protection and Quarantine, Animal and Plant Health Inspection Service, U.S. Department of Agriculture, Hyattsville, Maryland, 20782. His telephone number is Area Code (301) 436-8716.

Sincerely,


D. Scot Campbell
Director
Operational Support
International Services



NOV 5 1990

erry B. Norris
xecutive Director
acific Basin Development Council
67 South King Street, Suite 425
Honolulu, Hawaii 96813

Dear Mr. Norris:

It appears to be technically possible to eradicate the Melon fly from Guam and the Commonwealth of the Northern Mariana Islands. However, significant operational constraints would have to be overcome. A cost/benefit analysis and governmental policies would also have to be considered. As we discussed during our telephone conversation last Thursday, I handle only the technical aspects of insect control.

The enclosed technical information will help you decide the feasibility of an eradication project. You should also contact Dr. Derrell Chambers on my staff (Guatemala 5022-318543 or 5022-311541 ext. 357), Mr. Robert Spaide our Animal and Plant Health Inspection Service (APHIS) fruit fly coordinator (301-436-8892), and Drs. James Coppedge (301-344-1541), Wendell Snow (808-988-2158) and Roy Cunningham (808-959-9138) of ARS. Dr. Chambers recommended that you talk with Tadashi Teruya of the Laboratory Okinawa Prefectural Agricultural Experiment Station about the possibility of negotiating a contract for them to conduct the eradication project. Tadashi will be at the Kaunai meetings on December 11.

Please let me know if I can be of further assistance.

Sincerely,



Norman C. Leppa
Director of Methods Development
Science and Technology

Enclosure

cc:

D. Chambers, S&T, Guatemala City, Guatemala
J. Coppedge ARS, Beltsville, MD
R. Cunningham, ARS, Hilo, HI
C. Nigro, PPQ, Hyattsville, MD
W. Snow, S&T, Honolulu, HI
R. Spaide, IS, Hyattsville, MD
A. Strating, S&T, Washington, DC
T. Teruya, Okuzawa, Japan



Melon Fly Eradication from Guam and the Commonwealth
of the Northern Mariana Islands

BACKGROUND

In December, a meeting was held in the office of the Deputy Administrator for PPQ, to discuss the possibility of melon fly eradication from Guam and the Commonwealth of the Northern Mariana Islands (CNMI). The meeting was attended by representatives from PPQ, USDA-ARS, and Mr. Ray Lett, a private consultant for the Pacific Basin Development Council (PBDC).

Mr. Lett indicated that the PBDC would like answers to the following questions:

Is it currently feasible to eradicate the melon fly, Dacus cucurbitae, from Guam and the Northern Mariana Islands?

If so, is there a timetable for this project and what are the projected costs of eradication?

To answer these questions, an APHIS issue management team was formed with representatives from S&T; BBEP; PPQ Domestic and Emergency Operations; IS; and PPD. Several meetings took place during January and February.

The team conducted a review of existing suppression technologies and identified the various constraints to be addressed during program design and implementation. PPQ has recently added steps toward implementation in a document dated June 20, 1990.

An APHIS-ARS Interagency Work Group was convened to discuss various topics including constraints to program implementation and options for addressing those issues. The preferred option was developing the program as an APHIS Methods eradication trail proposal.

Dr. Milton Ouye, USDA-ARS, recommended that APHIS "use the sterile insect technique (SIT). Further, to lower the native population to manageable levels, a prerelease program of the male annihilation technique utilizing cue-lure + Min-U-Gel + malathion is recommended".

Inherent in this recommendation were several constraints that precluded immediate program implementation.

First, there is a need for general use registration of the pesticide and formulation that will be used to suppress the melon fly. Any chemical approach will require EPA approval. Time required to generate necessary data could take up to 5 years and cost several million dollars.

There is currently no source of sterile melon flies within the U.S. for methods development or use in an eradication program.

Work cannot be initiated to comply with environmental regulations nor can a timetable for program implementation be developed until the essential chemical formulations are registered. Preparation of necessary documentation could take as long as 18 months and cost 1.5 million dollars.

For the above reasons, the APHIS team proposed proceeding with the design of an APHIS methods eradication trial, limited in scope, to the island of Rota. This allows for demonstrating the technology; refining the necessary eradication tools prior to program start-up; and building on existing efficacy, environmental effects, and toxicological data; while providing a foundation for required environmental documentation.

Melon fly has been detected in the continental United States a total of seven times. All detections have occurred in California. Six of these detections occurred during the last five years. The only eradication tools at our disposal are malathion bait spray, cue-lure baited traps at a high density, or fiberboards impregnated with a cue-lure/naled formulation. The use of these technologies has been authorized under EPA exemption. Further development of the use of the ARS cue-lure + Minu-U-Gel + malathion formulation in combination with the use of sterile insects would provide APHIS and others with an additional eradication tool that will reduce the amount of pesticide required per program in addition to reducing the cost of operation.

CURRENT STATUS

1. Contacts with the Japanese

- o APHIS received a letter from the Japanese Ministry of Agriculture, Forestry and Fisheries (JMAFF) dated January 11, 1990, declaring the eradication of melon fly from the Amami Islands and projecting the complete eradication from the Okinawa Prefecture during 1992. On February 23, 1990, APHIS sent acknowledgement of this accomplishment and requested a more in-depth technical exchange with JMAFF officials regarding melon fly eradication efforts.
- o A list of technical questions pertaining to eradication efforts in Japan was transmitted to the APHIS IS representative in Japan on March 1, 1990. A detailed response from JMAFF was received recently by PPQ. This response contains useful information regarding program tactics, resources and costs that could possibly be of use in designing both a trial eradication proposal and an overall program for CNMI and Guam.
- o PPQ Western Region inquired as to the possibility of purchasing sterile flies from Japan. JMAFF responded that flies will not be available to any country for the next two years. No commitment of any kind was made to provide flies in the future.

2. Quarantine and pest surveillance support for the Governments of Guam and the CNMI.

- o Hilda Montoya, the new PPQ Officer-in-Charge for Guam and the CNMI, reported for duty during February. She will provide technical assistance to Guam and CNMI in evaluating their current regulatory and pest surveillance program.

3. Development of an APHIS S&T eradication trial proposal.

- o The technical requirements and cost estimates for conducting an APHIS eradication trial on Rota have been compiled. A spreadsheet program was developed using LOTUS for calculating cost estimates. Two scenarios regarding sources of sterile flies were developed.
- o Sterile melon flies cannot be provided by the Japanese at the present time. There is no other source of sterile melon flies for experimental or program use.

4. Pesticide registration requirements for Min-U-Gel 400 Attapulgitic Cue-lure/Malathion formulation.

- o Dr. R. Parry, ARS Deputy Assistant Administrator, has submitted a report of their research findings to Mr. W. H. Miller, EPA Registration Division in Washington, D.C., on February 14, 1990. ARS intends to discuss requirements needed to register this formulation with EPA.
- o Malathion is now undergoing reregistration and the outcome will influence its future uses.

5. Work to develop non-chemical alternatives of suppression.

- o During February, Dr. Milton Ouye announced ARS intentions to conduct a research pilot test on the Hawaiian island of Kauai to demonstrate the use and effectiveness of melon fly parasitoids.

RECOMMENDED ACTION

Before additional effort is placed on designing an eradication trial on Rota, it would be advantageous to hold a formal technical meeting with the Japanese. This would serve to establish lines of communication that would be mutually beneficial for both countries. For example, Japan could benefit from ARS research on the Min-U-Gel formulation. Furthermore, joint efforts to refine use of this formulation in combination with sterile flies could be explored.

4

This could enhance the use of this technology for an eradication trial on Rota while providing a more timely assessment of the potential use of this technology for melon fly eradication in the United States.

Reviewed by: _____

LIST OF QUESTIONS FOR THE JAPANESE MINISTRY
OF AGRICULTURE, FORESTRY AND FISHERIES (MAFF)
CONCERNING MELON FLY ERADICATION
FROM JAPAN

Overall Program

1. What is the current timetable for the complete eradication of the melon fly from the Okinawa and Yaeyama islands?
2. What future plans are being made for the use of the sterile insects when eradication is completed in the Okinawa region?
3. What is the total projected cost of the eradication program?
4. What was the total area infested (in square kilometers) when the program began and how much remains to be eradicated?
5. How are costs distributed, by percentage, for the various program functions, i.e., sterile fly production, sterile fly release, chemical control, public information, etc?
6. What is the overall organizational structure and present staffing?
7. Who is the current Program Director?

Program Approach

1. Are sterile flies alone being used to eradicate the melon fly?
 2. If not, what suppression measures are used and how are they integrated with the release of sterile melon flies?
 3. If chemical measures are used, what formulation is utilized, what is the interval of treatment, and how is it applied (aerial or ground treatment)?
 4. How significant is timing of control measures with respect to seasonal fluctuations of the pest.
 5. Are any types of cultural control being used?
 6. If chemical and/or cultural control methods are used, what percentage of total program costs are attributed to these items?
 7. Is there a time interval between ending of chemical suppression and beginning of sterile release? If so, what is it?
 8. Have biological control agents been utilized to suppress populations prior to sterile insect release?
- Sterile Fly Production

1. What is the production capacity of the rearing facility?
2. Are they operating the facility at maximum production levels? If not, what is the current production level?
3. What is the approximate production cost (personnel, utilities, maintenance, diet & supplies, etc.) for 1 million pupae?
4. What are the diet ingredients and what is the approximate cost of each diet ingredient?
5. What is the source of each product?
6. What is the current diet formula (proportions)?
7. What is the pupal yield per kilogram of diet mixed?
8. What is the staffing of the rearing facility?
9. Are the flies irradiated in normal atmosphere or do they induce hypoxia (anoxia) prior to irradiation?

Sterile Releases

1. How are the sterile insects transported from the rearing lab to the emergence centers?
2. What are the space dimensions of the fly emergence facilities?
3. What size facility would be needed to pack 50 million flies per week?
4. What is the density or rate of release of sterile flies per square kilometer by air? by ground?
5. Are the number of sterile flies released based on calculations of the fertile fly population? If so, how is this derived?
6. Are aerial releases conducted by fixed-wing aircraft?
7. What quality control tests are carried out at the emergence centers or release sites?
8. What is the staffing at the emergence facilities?

Monitoring/Survey

1. What types of survey traps are used to monitor sterile fly distribution?

2. How many traps are deployed per square kilometer and what percent of the sterile flies are recaptured?
3. What is their source and cost of cue lure?

Public Information

1. Are they conducting an intensive information campaign to obtain public support of the program?
2. What percentage of total costs is expended toward public education?

Environmental

1. Does Japan have a law that is similar to the National Environmental Policy Act (NEPA) and the Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA)?
2. Are they required to conduct environmental assessments? If so, has one been prepared for the current program?
3. Are the chemical formulations registered for use in Japan?
4. Are they required to conduct environmental monitoring of chemical treatments?

LIST OF ANSWERS TO QUESTIONS FROM USDA

OVERALL PROGRAM

Q.1: The current schedule of the melon fly eradication project is as follows,

1986-1990 Eradication in Okinawa Islands.

1989-1992 Eradication in Yaeyama Islands.

Q.2: Sterile fly production will be continued in preparation for the accidental reinvasion from South East Asia.

Q.3: The total project cost is estimated about 15,500 million yen during 1979-1993. (not include the personnel expenditures)

Q.4: Total infested area is 2,254 square kilometers.
Remaining area is 584 square kilometers.(Yaeyama Islands)

Q.5: The distribution of costs in 1988 budget year is as follows,

Sterile fly production	26.1%
Sterile fly release	58.84%
Chemical control(suppression)	4.69%
Public information	2.55%

Q.6: The organization and staffs of the Okinawa prefectural fruit fly eradication project office are as follows,

Fruit fly eradication project office(21 prefectural officers)

Director(1) Assistant director(1)

Planning & management section(10)

Chief(1), General affairs(2), Planning(2), Control(2),
Maintenance(3)

Mass-rearing & sterilization section(8)

Chief(1), Mass-rearing(1), Quality control(1),
Sterilization(2),

Sterile fly release(Middle & southern release center)(1),
Trap survey(1), Host fruits survey(1)
(Sterile fly release center)

Middle & southern release center in Okinawa Islands

Northern release center in Okinawa Islands(1)

Miyako Islands release center(1)*

Yaeyama Islands release center(1)*

*: The staffs of Miyako and Yaeyama release center belong to
Miyako or Yaeyama branch of Okinawa prefectural government
respectively.

Furthermore, we have been entrusted many tasks to a private
company and agricultural cooperative.

Mass-production(25), Quality control(12),

Wild fly detection from trapped flies & host fruit(15),

Maintenance(15)

(Sterile fly release center)

Middle & southern release center include release staffs of

Kume Island(20), Northern release center(9),

Miyako release center(5), Yaeyama release center(9)

TOTAL ENTRUSTED STAFFS:110 PERSONS

Q.7: Mr.Yosio Yogi(Directer of FRUIT FLY ERADICATION PROJECT
OFFICE)

PROGRAM APPROACH

Q.1: No.

Q.2: We adopted male annihilation method as a population
suppression prior to SIT. Suppression was carried out with
aerial and ground treatment.

Q.3: (Aerial treatment) We have distributed cotton ropes(0.6cm
diameter and 5-6cm length) impregnated with 0.83g of cue-lure
and BRP (naled) in the fields and mountainous region.

The treatment was carried out 32 pieces/ha and 2 weeks interval for 5-6 months.

(Ground treatment) We have distributed fiber blocks(0.9×4.5 ×4.5cm) impregnated with 10g of cue-lure and BRP in the residential area. The treatment was carried out 6 blocks/ha and 3weeks interval for 5-6 months.

Q.4: In Okinawa prefecture, population of the melon fly fluctuates in a year. When population decreases(ie.reproductive rate is very low or minus) from fall to winter, we start sterile flies release.

Q.5: No cultivated control methods were done.

Q.6: If the question asks about the cost of suppression, see OVERALL PROGRAM ,Q.5.

Q.7: No. We overlapped chemical suppression and sterile fly release for a month, because Maximum No. of mature sterile flies in the field is achieved for 1-2 months.

Q.8: No.

STERILE FLY PRODUCTION

Q.1: Two hundred and thirty million pupae per week.

Q.2: Yes.

Q.3: The production cost for 1 million pupae is as follows,
Personnel: 15,400 yen, Utilities: 7,900 yen,
Maintenance: 6,300 yen, Diet & Supplies: 4,700 yen

Q.4,5 and 6:

Composition of the adult diet		cost	source
1, autolized yeast	1	46,000yen/20kg	on the market
2, raw suger	4	5,600yen/30kg	on the market

Composition of the larval diet		cost	source
1, wheat bran	75kg	900yen/25kg	
2, raw sugar	32.5kg	5,600yen/30kg	
3, brewer's yeast	16.25kg	3,000yen/20kg	
4, de-fatted soybean meal	16.25kg	1,400yen/20kg	
5, corse tissue paper	12.75kg	2,860yen/kg	on the market
6, sodium benzonate	270g	400yen/kg	
7, HCL(3.3%)	10.9 l	1,500yen/20l (33%HCL)	
8, water	370 l	0.25yen/l	
TOTAL	490 l		

Q.7: 9,000 pupae/kg

Q.8: Management: 1, Adult rearing: 17,
Larval and pupal rearing: 7
TOTAL: 25 persons

Q.9: Nomal atmosphere

STERILE RELEASE

Q.1: Hypoxia shipment

Q.2: The case of Yaeyama Islands sterile fly release center is as follows,

No. of flies release: 84 million flies

Total area(included heliport): 10,320m²

Area of the building: 200m²

No. of the emergence & anesthetize container: 10

(container size: 8×8 ×40 feet)

Q.3: See Q.2

Q.4: 500-2,000/ha/week

We changed No. flies released depending on distribution of wild flies.

Q.5: Yes. See reference 1

Q.6: No. We have conducted aerial release by helicopter.

Q.7: Emergence rate, Survival rate of adult, Flight ability of adult.

Q.8: See OVERALL PROGRAM, Q.6.

MONITORING/SURVEY

Q.1: Steiner type trap.

Q.2: 1 trap/5 km²

We recaptured ca. 0.06% sterile males with trap in Miyako Islands(Apr.1986-Mar.1987)

Q.3: The cue-lure is bought from chemical company. The cost of cue-lure is ca.6,000yen/500cc.

PUBLIC INFORMATION

Q.1: We use pamphlets, posters, movies and VTR.

Q.2: See OVERALL PROGRAM, Q.5.

ENVIRONMENTAL

Q.1: AGRICULTURAL CHEMICALS REGULATION LAW corresponds to FIFRA.
But about NEPA, it is in charge of the Environment Agency.
Please ask the Environment Agency.

Q.2: Please ask the Environment Agency.

Q.3: About agricultural chemicals, they are registered for use
at AGRICULTURAL CHEMICALS REGULATION LAW in Japan.

Q.4: About agricultural chemicals, they are required to conduct
environmental monitoring chemical treatment by AGRICULTURAL
CHEMICALS REGULATION LAW.

Eradication program of MF



The melon fly

Host plants of MF

cucumber, pumpkin, watermelon
tomato, eggplant, sweetpepper
papaya, mango etc.
16 Families more than 55 species

1978 Eradication
confirmed

kume-jima
(1974-78)

1987 Eradication
confirmed

Miyako Islands
(1984-87)

Yaeyama Islands
(1990-92)

1987 Eradication
confirmed

Anami-Oshima
(1985-87)

Tokunoshima

Okierabu-jima

Yoron-jima

Okinawa Island
(1986-90)

1985 Eradication
confirmed

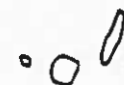
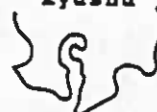
Kikai-jima
(1981-85)

1989 Eradication
confirmed

(1987-89)

Daito Islands

Kyushu



P sted: Tue, Jun 19, 1990 10 17 PM EDT

Msg: DGJA-2995-4308

From: IS.JAPAN

To: wr.ro

CC: ppq.da, isda, is.hyattsville, is.pacific, is.kualalumpur

Subj: Sterile Melon Flies fr @ MAFF

TO: Glen Lee

CC: Richard Backus, Ed Ayers, D. S. Campbell, Al Chock, Claude Nelson

FROM: J. Yajima

DATE: June 20, 1990

SUBJ: Sterile Melon Flies fr @ MAFF

#IS/TYO/130

This is in response to you inquiry about the possibility of purchasing sterilized melon flies from MAFF.

We were advised by MAFF that they will not be able to sell sterile flies to any country for the next two years, since they will be required to operate their rearing facility at its full capacity during that period just to eradicate their own melon flies in the southern islands. They declined to make any kind of commitment as to later years for the reason that they cannot accurately predict the future situation. However, they indicated that they will be happy to cooperate with the US in what way they can in its attempt to eradicate the melon fly.

Melon Fly Eradication from Guam
and the Commonwealth of the Northern Mariana Islands

Issues to be Addressed:

1. Determination of acceptable eradication technologies
2. Reinforcement of regulatory and surveillance activities
3. Registration of essential chemical formulations
4. Identification of a dependable source of sterile Melon flies
5. Design of the program
6. Compliance with National Environmental Policy Act (NEPA), Endangered Species Act (ESA), and other Federal and local regulations
7. Completion of an Economic analysis (cost/benefit)
8. Stakeholder support and project funding

Steps Toward Implementation:

- o Convene technical exchange discussions with Japan
- o Design of an eradication trial on Rota
- o Obtain experimental use permit
- o Develop detailed operational plan for trial
- o Obtain resources
- o Conduct Rota trial
- o Implement quarantine and surveillance enhancements
- o Evaluate trial
- o Design program
- o Obtain required chemical registrations 1/
- o Comply with environmental laws (NEPA, ESA, etc.) 2/

1/ Registration of chemicals generally requires work to generate data owed from 3-5 years.

2/ If an Environmental Impact Statement is needed, 18 months is generally needed.

Male Annihilation of the Melon Fly

Male annihilation will not work as a stand-alone eradication system as was recently demonstrated in our 1988-89 pilot test on the land of Rota, CNMI. (A final report on the two EUP's is being prepared for submission to EPA and our cooperators.) We had many years work and several large-scale field tests which demonstrated our ability to produce very large reductions in the male population exceeding 98% below the pretreatment population level but in none of these tests were we able to demonstrate large fruit infestation reductions (Cunningham & Steiner, 1972; Cunningham et al., 1975; Cunningham et al., 1969). Rota having been re-invaded by the melon fly after a 12-year fly-free period provided a logical pilot test area.

The applications on the Island of Rota produced the large male population reductions we had observed in our work in Hawaii but, again, unfortunately the treatments failed to produce meaningful reductions in the fruit infestation rate. Approximately 13% of all of the Momordica charantia fruits on Rota had one or more larvae after 8 months of treatment. Further, they failed to stop the regrowth of the Dacus ochrosiae population (which also responds to cue-lure) after its post-typhoon decline.

The probable cause of this failure is because cue-lure, unlike methyleugenol (and trimedlure), does not attract virgin females. Thus, when the population of mature males is greatly reduced the virgin females do not begin to ^{be} killed by the lure-toxicant applications.

Cue-lure applications as a pre-release suppression for a sterile male release program would probably not be an economical system

because the relatively untouched males-to-be in the larval population and in the immature imago population would cause a rapid rebound in mature males once the treatments were discontinued. There was approximately a ten-fold increase in the mature male population on Rota within one month of termination of the treatments in 1989.

However, a novel and untried approach would be to maintain male annihilation treatments during an SIT Program to produce the obverse of a male overflooding. This system would produce a sterile female overflooding ratio which might be as effective or more effective than the usual SIT situation. This vast pool of virgin females would act as a sperm sink (melon flies mate only once/day at sunset) for the wild males. This combination of male elimination and female overflooding might enable eradication to be achieved with much lower sterile fly release rates than in the normal SIT situation. (A further savings could be effected if males could be eliminated very early in the fly rearing process such as with a sexually linked susceptibility or resistance to a toxin.)

The logical place to conduct this sort of pilot test is on Rota where we have a great deal of background data and, where there is a keen interest upon the part of the Commonwealth Government and the Territory of Guam to get rid of the melon fly. APHIS would be our natural partners in such an endeavor. The melon flies could be reared in the Tanaka's California-APHIS rearing plant once we are out of the current medfly program and the APHIS Waimanalo facility comes on-stream.

Cue-lure, 4-(p-Acetoxy phenyl)-2-butanone, is a food flavoring on the GRAS list (FEMA No. 3652) as is its principal breakdown product, raspberry ketone (FEMA No. 2588) which is also attractive for the

4/8/65

STERILE-INSECT TECHNIQUE FOR ERADICATION OR CONTROL OF THE MELON FLY AND ORIENTAL FRUIT FLY*

Review of current status '4

D.L. CHAMBERS, N.R. SPENCER,† N. TANAKA,
R.T. CUNNINGHAM, " "

Entomology Research Division,
Agricultural Research Service,
United States Department of Agriculture,
Honolulu, Hawaii, United States of America

Abstract

STERILE-INSECT TECHNIQUE FOR ERADICATION OR CONTROL OF THE MELON FLY AND ORIENTAL FRUIT FLY.

A summary is presented of the programs conducted in the Mariana Islands to develop the method of insect control by releasing sterile insects by the Hawaiian Fruit Flies Investigations, Agricultural Research Service. Control and eradication of the melon fly and oriental fruit fly has been achieved, and successful completion of a current program of eradication of the melon fly from Guam will free the Mariana Islands of pest tephritids.

The use of the method of sterile-insect release to eradicate and control the oriental fruit fly, *Dacus dorsalis* Hendel, and the melon fly, *D. cucurbitae* Coquillett, was described in a series of publications by L. F. Steiner and associates. These programs were conducted on the island of Guam, Rota, Saipan, Tinian, and Agiguan, in the Southern Marianas. The first attempt, against the oriental fruit fly on Rota (1960-62), was unsuccessful because adequate overflooding could not be achieved (Steiner et al. (1962)). However, the method was used subsequently (1962-63) to eradicate the melon fly from Rota (Steiner et al. (1965a)) at the same time that the oriental fruit fly was eradicated from that island by the method of male annihilation (Steiner et al. (1965b)). The pupae used in the melon-fly releases were produced at the Hawaiian Fruit Flies Investigations Laboratory in Honolulu, irradiated there with 9.5 kR in a cobalt-60 irradiator, and shipped by air for release on Rota. A total of about 257 million flies was distributed from air and on the ground in weekly releases.

The second attempt to eradicate the oriental fruit fly by the sterile-insect release method was begun on Guam in September 1963 (Steiner et al. (1970)); by February 1964, about 16 million flies had been released, and the native population was considered eradicated. However, the following spring and summer, single wild flies were captured on four occasions;

* Published in co-operation with Guam Department of Agriculture.

† Project Director, Melon Fly Eradication Program, Guam Department of Agriculture.

... of about 200,000 flies were released. The following year, the outbreak was again first controlled without the use of insecticides, and the program was continued by making weekly releases of 1.5 million sterile flies.

On Saipan, Tinian, and Agiguan, releases of sterile oriental fruit flies were begun in February 1964. On Saipan, the flies were distributed as pupae, which were placed in emergence cages; but aerial distribution was necessary on Tinian and Agiguan. About 2.5 - 4 million pupae that had been reared and irradiated at the Honolulu laboratory were released each week on Saipan for nearly 1 year. During the same period, about 1 million flies were released weekly on Tinian and Agiguan. The program did not succeed. Steiner et al. (1970) attribute the failure of this program to several factors, but principally to the difficulty of maintaining adequate overflooding ratios because of low longevity of released flies. Mortality was ascribed to thermal damage incurred by pupae during transport; to inadequate food sources available to emergent adults; to predation by lizards, poultry, ants, and lizards; and to the failure of emerging adults to move from release sites into breeding areas. The oriental fruit fly was subsequently eradicated from these islands by using the method of male annihilation (Steiner et al. (1970)).

The eradication of the oriental fruit fly from the Mariana Islands freed this area of fruit flies except on Guam, where the melon fly remained. From this source, the insect was reintroduced to the nearby island of Rota on 7 occasions up to January 1969. Each time the development of extensive populations was curtailed by prompt release of sterile flies shipped from Honolulu. Usually, releases of one-half to 1 million flies/week for periods of 9 weeks to 6 months were required to eradicate these small populations.

Continuous melon fly trap surveys have been conducted on Guam since July of 1963. The melon fly population dropped to very low levels in the spring of 1965 and has not yet returned to the high levels observed in the previous years. The presence of only small numbers of native flies made possible the implementation of a sterile-release program on Guam. Accordingly the Department of Agriculture undertook such a program in 1967 with an appropriation of \$350,000 to be provided over a 3-year period by the Legislature of the Government of Guam. Neal Spencer is Project Director. The technical assistance of the Hawaiian Fruit Flies Investigations, Honolulu, Hawaii, was enlisted, where the design for the original program and the rearing facility were undertaken by Drs. L. F. Steiner and R. A. Hart, and the equipment and mass-production methods were developed by N. Tanaka and T. Kozuma.

For the program, a building of about 400 m² located on the grounds of the Department of Agriculture at Mangilao was completely reconstructed to provide adequate facilities for rearing and irradiating about 15 million melon flies/week. It contains rooms equipped with proper lighting, temperature, and humidity control for the various operations, namely: egg, larval holding, pupal holding, irradiation, sifting and drying, steam-cleaning of equipment, and offices.

In the egg room, the adult flies are held in 30 x 60 x 120-cm cages of the type described in the review of rearing methods by Nadel (1970). The cages are stocked with about 25,000 flies each, and the room

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of 10 kR ± 0%
them with dye

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adults were trapped
The system use
paper bags and
pupae were placed
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lion fly and related species. Raspberry ketone occurs in a number of ants.

A battery of acute toxicology tests were done in 1988-89 at the request of EPA in support of our work under the EUP's granted to us on Rota. In addition, we conducted residue studies (using the alathion toxicant as a tag because of much greater sensitivity to it in the chemical analyses). The analyses were done by the APHIS residue lab in Gulfport. Dr. John Enbring, U.S. Fish & Wildlife Service, Honolulu, also did bird count surveys in connection with our program. We are, therefore, in a good position as far as the toxicology and environmental impact are concerned.

If we were to prove out such a combined system of MA + SIT simultaneously for female overflooding on Rota, we still would not have registration for its use in Hawaii. The same question arise as with methyleugenol - who would pursue the Registration? What additional data would EPA require?

s 64 cages in stacks of 4. The flies are egged 3 times per week and 8000 fine eggs/tray are seeded onto medium in stackable trays covered to a depth of 1 inch (2.5 cm) with 7 litres of medium. During the first 3 days of development, the larvae are held at 27°C in total darkness to ensure uniform utilization of the diet (with light they tend to concentrate in areas of low intensity). During the final 3 days of the larval period they are held at 21°C to prevent overheating of the medium. Larvae emerge from the medium ad libitum and drop into water in a pan placed at the base of each stack of trays. The immersion in water causes them to become quiescent. Then every 6 - 7 hours they are drawn off into cloth bags and placed in moist (about 5% water) vermiculite. 1 litre of larvae/6 litres of vermiculite. After the mixture of larvae and vermiculite has been tumbled in a concrete mixer to ensure proper distribution, it is apportioned into holding boxes. When puparium formation is complete, the pupae are separated from the vermiculite in a rotating sifter, placed in thin layers in screen-bottomed trays, and held at 20 or 27°C. The holding temperature is manipulated to synchronize adult emergence, as described by Tanaka, Okamoto and Chambers (1969). Forty-eight hours before completion of pupation the insects are placed in canisters (1000 each) and irradiated in a Gammacell 220^R cobalt source, where they receive a dose of 10 kR $\pm 10\%$ at a rate of 5250 rad/min. Then they are dyed by tumbling them with dye.

The dyed, irradiated pupae which were to be airdropped as bagged adults were transported to another building and prepared for distribution. The system used, described by Holbrook et al. (1970), utilized #12 paper bags and a cardboard insert. On an assembly line basis, 3000 pupae were placed in each bag with sugar cubes, which sustained the adults after they emerged within the bags. The paper bags were sewn closed and stacked within large cloth bags, in which they were transported to the aircraft when 80-90% of the adults had emerged.

The aircraft utilized to distribute the flies was a DC-3 under contract to the Government of Guam, fitted with a chute designed by the United States Air Force in Panama which extended out of the rear cargo hatchway. The bags were manually dropped into the chute at a rate established by an adjustable flashing light signaller and were drawn down the chute by a Venturi effect, where they were slit by four adjustable knives fitted into the sides of the chute near the bottom exit, allowing the flies to escape when the bag dropped to the ground. Three flights were made each week, each covering a different third of the island in a decreasing spiral pattern.

The first releases of sterile melon flies (a total of 1.7 million) were made the second week of March 1969. Distributions by airplane continued through July 1969, and averaged about 10 million flies per week.

In the middle of August it was necessary to terminate the aerial drops and all the subsequent production was distributed in about 200 ground-release cages. Pupae are released at least once each week in every cage and the number released in a given area is adjusted for differences in recovery rates, native fly population and breeding host abundance. Pupae are distributed at less frequent intervals in remote areas which, in general, are not good breeding host areas and where native fly populations are very low or absent.

- why?

We are confident that the melon fly will be eradicated from Guam with the advent of the dry season of winter and spring, when hosts and food sources are scarce and the wild fly population normally is greatly reduced.

Note

Mention of a proprietary product in this paper does not constitute an endorsement of the product by the U.S. Department of Agriculture.

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NEW
FOR

R. J. PRC
Eidgenöss.
für Obst-
Wädensw

Abstract

NEW ARTIFICIAL OVIUMS
A new and highly effective
fruit fly, *Rhagoletis ceras*

Lack of an effective development of the E. important pest of small gelatin spheres large numbers of better device was the device had been also true (1968).

Small paraffin covered wire hem oviposition device tried. However, of either device possible a large scale. Has technique in which soapy water and the devices for the old technique to form oviposition device Wiesmann (19 fruit (shape, size, to be important : So our first experiment device. We found effective than any convex surface up effective as similitude, however, when attached to the side the conditions of overhead light from tendency to spread :



Pacific Basin Development Council

Suite 325 - 567 South King Street Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

Dr Peter Tali Coleman
Governor of the
Territory of Hawaii

April 24, 1990

Mr Lorenzo I. De Leon Guerrero
Governor of the
Commonwealth of the
Northern Mariana Islands
Saipan

Mr Joseph F. Ada
Mayor

Mr John Waihee
Mayor

Mr. Nigel Ringrose
Resident Representative
United Nations Development Programme
Private Mail Bag
Suva, FIJI

Dear Mr. Ringrose:

The purpose of this letter is to follow-up on our brief conversation at the recent Pacific Islands Conference. At that time you stated that there was some interest with UNDP, SPC and others in examining a possible region wide fly eradication program.

A number of U.S. agencies, to include EPA, USDA, OTIA (U.S. Department of the Interior's Office of Territorial and International Affairs) in concert with the Pacific Basin Development Council (PBDC), have been involved with an experimental program on the island of Rota, CNMI for the last several years. An experimental program was allowed, using culex plus malathion. The program was a success in the sense that somewhere between 80% and 96% (reports differ) of eradication was reached. It is also significant to note that there were no adverse environmental problems. Many feel that the use of culex plus malathion and the accepted sterile insect technique (SIT) would be worth a try.

Currently, OTIA is funding through PBDC, the services of Mr. Ray Lett, former Chief of Staff to

MR. NIGEL RINGROSE
April 24, 1990
Page 2

USDA Secretary Block. Mr. Lett may be contacted as follows:

Mr. Ray Lett
201 James Thurber Court
Falls Church, VA 22046
Telephone: (703) 534-2901
Facsimile: (703) 534-2909

You also mentioned that you had made contact with Mr. David Heggstad, Budget Officer for OTIA on other matters of interest to include a training facility in the RMI. You also noted that Mr. Bob McFarland of SPC was interested in this effort.

In part, the purpose of this letter is to advise all mentioned of our several interests. I would appreciate any information that you or SPC may have on this matter and would hope that when you are in Washington, D.C., an effort is made to meet with both Ray and David on this most important matter.

Many thanks for sharing information with us.

Sincerely,

JERRY B. NORRIS
Executive Director

JBN2/ca
FLY.SPC

cc: Mr. David Heggstad, DOI/OTIA/DC
Mr. Raymond D. Lett, PBDC/DC
Mr. Robert McFarland, SPC/Fiji

PRO 117/1/12

Mr Jerry B. Norris
Executive Director
Pacific Basin Development Council
Suite 325, 567 South King Street
Honolulu
Hawaii 96813-3070
USA

7 May, 1990

Dear Mr Norris,

Thank you for sending me a copy of your letter to Mr Ringrose of UNDP Suva, dated 24 April.

Fruit flies are the major quarantine constraint to the export of fruits and vegetables from Pacific island countries. In an attempt to minimize this constraint we shall shortly begin a regional project on non-chemical quarantine treatments for Pacific fruits. This project, intends to take the High Temperature Forced Air technology, developed by USDA ARS laboratories in Hilo, Hawaii, and prove that it is effective against the many fruit fly species of the island countries. A component of the project is to study the biology, ecology and host range of the different species. This knowledge is essential to determining the chances of success of eradication schemes.

Eradication is a very attractive option to the small islands of the region and we have watched with interest the USDA trials on Rota. We were particularly attracted by the low pesticide use and the relatively low cost of the technique. It is disappointing that the method will have to be augmented by the expensive sterile male release method for it to be effective.

I understand that the main reason for the failure of the aerial treatment is the nature of the response of the melon fruit fly *Bactrocera cucurbitae* to the lure "cue-lure", which allowed a small number of mated females to remain unaffected. It may be that a lure which does not allow this to happen can be found for the fruit flies of the Pacific, making the technique attractive to the region once again. The regional project will be working with the Hilo scientists to test all available lures.

HEADQUARTERS

SOUTH PACIFIC COMMISSION POST BOX 03 NOUMEA CEDEX NEW CALEDONIA
CABLE ADDRESS: "SOUTH PACOM" NOUMEA TELEPHONE: 26.20.00 TELEX: SOPACOM 139 NM

The sterile male technique is currently only an option for those fruit flies found in Hawaii as the other species found elsewhere in the region are unlikely to be bred in the laboratories there. In the region the melon fly *B. cucurbitae* is only found in Hawaii, Mariana Islands, Papua New Guinea and Solomon Islands.

Thus while eradication remains an exiting option for island countries a great deal of basic research work is needed before schemes can be devised which have a good chance of success.

We would be interested to hear more detail of the work being proposed for your member countries and in particular to hear how the two programmes might work more closely together.

The other topic you mentioned in your letter was plant protection training in RMI.

We have been concerned for some time about the low standard plant protection, particularly plant quarantine, in RMI, FSM, and Palau. We have difficulty in assisting these countries primarily because of the high cost of travel from the South Pacific to the North, and are presently trying to develop a project to address this problem (a copy of the draft project is enclosed).

The project aims at improving plant protection through on-the-job training and the provision of some equipment. The training will be carried out by the Project Coordinator, based in Pohnpei, and up to five volunteers.

We have received positive informal responses from all countries on the concept of the project. Next month my colleague, Dr Grahame Jackson, will be touring the three countries to discuss the project and obtain more detailed feed-back on its content.

We believe the project would operate best with a significant degree of cost-sharing from a number of donors. To this end we would be interested to hear whether the US Office of Territorial and International Affairs, to whom this letter is copied, is interested in this type of project, and if so how we might make more formal representation.

Yours sincerely


R. Macfarlane
Plant Protection Officer
UNDP/SPC Crop Protection in the South Pacific

cc: Mr Nigel Ringrose, Rep. UNDP, Suva
Mr David Heggstad, DOI/OTIA/DC
Mr Raymond D. Lett, PBDC/DC

PROJECT FORMULATION FRAMEWORK

Countries: Federated States of Micronesia, Marshall Islands
and Palau

Date: 1 January 1991

Proposed title: Crop protection in Micronesia

Estimated duration: Three years

Tentative costs: US\$ 735,000

Estimated counterpart costs: To be decided

a. background and Justification

The Federate States of Micronesia (FSM), and the Republics of Marshall Islands and Palau are spread over some 6 million sq. km of ocean of the Western Pacific, north of the equator, and make up the archipelagoes of the Caroline Islands and the Marshall Islands, with a combined land area of 1300 sq. km. Small islands and atolls are a characteristic feature of the region; Marshall Islands is composed solely of atolls, whereas in FSM and Palau much larger, high islands, of volcanic soils, and dense jungle growth with a greater diversity of plant life, are also present. Rainfall is generally high and evenly distributed throughout the year, but periods of drought do occur.

Because of their remote and highly dispersed nature, the islands of the region have a fauna and flora that is poor in comparison to the nearby, and much larger, islands of the Philippines and Indonesia. The geographic isolation has meant that until recently many important pests were absent. Of those present today, it has been estimated that more than 80 % are not native. Many have arrived without their natural enemies and, because of this, organisms which are of little importance in their countries of origin, have assumed pest status in Micronesian islands. Once the quarantine barrier has been breached and the pest introduced, it is often rapidly transferred from one island to another on plant produce and propagating material, the exchange of which is a feature of Pacific island cultures.

Previously, the countries were provided with specialist advice on quarantine and pest control when part of the Trust Territory of the Pacific Islands. With the recent change of political status and the development of separate independent territories, the countries no longer have the means to provide the services needed to protect agriculture from the ravishes of insects pests, weeds and diseases. This is all the more of concern when viewed against the background of agricultural activity in these countries which is mostly of a subsistence nature, based on the edible aroids, sweet potato, yam, cassava, breadfruit, coconuts, a variety of vegetables and tropical fruits, and therefore without the capacity to support costly pest control strategies. There is an urgent need for assistance.

A number of agencies are at work in the area: some pest surveys have been done in each of the countries under a UNDP/FAO-SPC regional plant protection project; the College of Micronesia is now established and an entomologist is at post; an Agricultural Development in the American Pacific programme has begun to support Land Grant Institutions of the area; and the UNDP/SPC Crop Protection in the South Pacific has organised some quarantine training and attended to legislative needs. However; the problem is of such extent that the results from interventions by these organisations have yet to make a noticeable impact.

Results from recent pest surveys, in Marshall Islands, for instance, underline the lack of quarantine functions in preventing the introduction of new pests. Laws, regulations and procedural operations are inadequately defined, staff are insufficiently trained, equipment non-existent and hence treatments inadequate. And the situation in Federated States of Micronesia and Palau is no better. Pests are entering at an alarming rate. Cassava bacterial blight, *Xanthomonas campestri* pv. *manihoti*; black leaf streak, *Mycosphaerella fijiensis*; sweet potato scab, *Elsinoe batatas*; taro leaf blight, *Phytophthora colocasiae*; bacterial wilt, *Pseudomonas solanacearum*; sweet potato mycoplasma-like organism; melon thrip, *Thrips palmi*; spiralling whitefly, *Aleurodicus dispersus*; orange spiny whitefly, *Aleurocanthus spiniferus*; sweet potato weevil, *Cylas formicarius*; and serpentine leafminer, *Liriomyza trifolii*, are but a few of the serious insect pests and diseases recently introduced. Not only are these of concern to existing agriculture, but also they are likely to become factors limiting future developments, as the countries strive to improve the sector.

Quarantine is only one aspect of plant protection that needs to be addressed in the three countries. Control of pests already present is another. Biocontrol programmes need to be enhanced to adequately cover all three countries. More attention needs to be paid to the introduction of germplasm of important crops, both as a method of pest control and to improve the yield of present varieties. And extension staff throughout the region need comprehensive training in order to present farmers with better pest management strategies. At present, there are no such schemes to improve staff capabilities.

In order to bring about the desired changes in the near future, the SPC considers it essential that a team of experts be stationed in the region for a number of years, to concentrate on training and to better coordinate the technical support and the activities organised through the SPC Plant Protection Service. A project to do this is described.

B. Concerned parties/target beneficiaries

1. Parties identifying the problem?

The South Pacific Commission together with senior staff of the Departments of Resources and Development have identified the development problem

2. Target beneficiaries

Commercial and subsistence farmers and home gardeners in urban areas; importers and exporters of agricultural produce.

C. Pre-project and end of project status

Pre-project situation	Post-project situation
Poorly trained quarantine staff	Quarantine staff aware of duties and proficient in their execution
No quarantine procedural manual	Quarantine manual developed setting out operational procedures
Inadequate quarantine regulations or new drafts yet to be promulgated	Revised quarantine regulations drafted (Marshall Islands) and new regulations for all three countries promulgated
Lack of quarantine equipment	Equipment provided to upgrade quarantine facilities
Agriculture extension staff inadequately informed of pest management techniques and consequently farmers' knowledge poor	Pest management training programmes carried out for extension staff and farmers
Insufficient attention to biological control of insect pests	Major plant insect and disease problems identified and control strategies formulated, and implemented, emphasizing biological control
High mortality of <i>in vitro</i> plant germplasm imports	National capability to handle <i>in vitro</i> plant germplasm.

D. Special considerations

The organizations involved in agriculture and family nutrition are detailed in E below. Where appropriate, the project will support their efforts by giving staff instruction in plant protection, so that they in turn can better teach farmers. It will also work closely with the College of Tropical Agriculture and Science (CTAS) where some instruction is presently arranged and where biological control and tissue culture programmes are beginning.

The project will emphasize the control of plant diseases and pests through the safe introduction of pest resistant germplasm and biological control agents and in association with the Environmental Protection Agency (EPA), advocate the judicious use of environmentally safe pesticides in keeping with the establishment of introduced predators and parasites.

Improvements in quarantine operations will indirectly benefit trade. Imports will not be restricted by inadequate, and sometimes inaccurate, pest survey data, or the imposition of out-dated quarantine regulations. Correct pest risk assessments will be possible and imported commodities correctly treated to remove the hazard to quarantine. The capability will exist to apply commodity treatments to comply with the wishes of importing countries.

The concept of technical cooperation amongst developing countries (TCDC) will be promoted amongst those countries that lack staff who can be trained as plant protection trainers. In this case, courses will be conducted by staff trained under the project from the other countries of the region.

Subsistence agriculture, especially the cultivation of root crops, is traditionally done by women in Micronesia. In each country some of the agriculture extension trainers will be women to address this situation.

2. Negative impact

None envisaged

B. Other donors, programmes active in the same subsector

A variety of organizations are present in the region working on improvement of crop production and family nutrition. Many are concerned with training youth groups and womens' organizations, for instance: UNICEF Family Food Production and Nutrition; Pohnpei Agriculture Training School (Jans Foundation and the Catholic Church); 4H groups (USDA); Community Action Agency [US Department of Health and Human Services and in Palau the UN Development Fund for Women (UNIFEM)]; OISCA Palau Training Center (Japan). Others give assistance to the Departments of Resources and Development: Agriculture Technical Mission of the Republic of China (Marshall Islands and Palau); UNDP/FAO Root Crop Systems Development (RAS/86/034); UNDP/OPS Integrated Atoll Development Project (RAS/88/014). Each country has an office of the EPA.

In addition, the College of Micronesia has two departments concerned with agriculture: firstly, the Micronesia Occupational College, which, in Palau, runs an agriculture school and secondly, the College of Tropical Agriculture and Science based in Pohnpei, FSM; this institute belongs to the US Land Grant system. It has an agronomist and an entomologist at the Agricultural Experiment Station concerned with crops research and pest control. In addition to support through Land Grant programmes, it receives support from the project for Agricultural Development in the American Pacific (USDA funded). The Universities of Guam and Hawaii are also involved in the programme which has some plant protection components.

The lines of communication between the organizations must be informal and sometimes blurred. There is obviously scope for duplication and careful coordination is required. Notable weaknesses in the system are the absence of mechanisms for strengthening the capability of staff within Government departments and the fact that none of the organizations deal with quarantine.

The project will receive technical back-stopping from the UNDP/SPC project for Crop Protection in the South Pacific (RAS/86/037). This is one of the components of the South Pacific Commission Plant Protection Service (SPC-PPS). A quarantine/plant protection training officer with the SPC-PPS will provide training under programmes developed for other SPC member countries.

F. Development objective and its relation to the country programmes

The development objective is to reduce crops losses by improving quarantine standards and pest management capabilities within the Departments of Resources and Development and associated institutes.

The development plans of all three countries: the Federated States of Micronesia, First National Development Plan, 1985-1989, the Marshall Islands First National Development Plan, 1985-1989 and the Republic of Palau First National Development Plan, 1987-1991, all mention the need for strong plant protection services, attention to quarantine regulations (FSM and Palau), training and the need to introduce new, pest resistant, varieties of staple and other food crops. The plan for FSM may be taken to express the wishes of all three countries:

quarantine regulations need strengthening (p. 145) and new food and feed crops will include improved varieties of yam, cassava, sweet potato etc. (p. 144). Plant Protection programs will be improved by visits of experts to investigate pest attacks (p. 146).

The plan also acknowledges the lack of agriculture research and a lack of effective communication channels to convey information to farmers (pp. 142 & 143).

G. Major elements

Immediate objective 1.

To improve the quarantine regulations and procedures of the Departments of Resources and Development

1.1 Success criteria

- New plant quarantine regulations and procedures developed
- Quarantine training policy formulated
- X number of staff from junior, middle level, and senior levels capable of carrying out quarantine duties according to job specifications
- Plant Protection database established and one person in each country (and/or CTAS staff) capable of handling requests for information from quarantine and plant protection personnel

1.2 Outputs

- Approved new quarantine regulations and procedural manual
- Consultant's report on quarantine training produced
- One, in-country, on-the-job, training course for x quarantine staff completed in each country by APHIS-PPQ staff from Guam
- X number staff at three levels, junior, middle and senior, completed training in a proposed SPC Plant Quarantine Training Programme: 6 week courses with progressively increased standards; one course/staff member/year
- In association with CTAS, the SPC-Plant Protection database installed, tested and training in its use completed for one staff member in each country

1.3 Activities

- Arrange consultancy to revise quarantine regulations and organise workshop to discuss new version
- Prepare new procedural manual
- Arrange consultancy to formulate training policy
- Organize in-country and overseas quarantine training
- Procure, install and test computer equipment and SPC plant protection database and train staff in its use.

2. Relationship between the direct recipients and target beneficiaries

The public rely on effective quarantine procedures to prevent the introduction of pests which would otherwise damage plants and increase the costs of crop production. Breaches in the quarantine barrier lead to the need for pest control measures and growers usually seek advice from the agricultural extension service. Where solutions to pest problems are not readily available, extension staff would usually rely on assistance from research personnel.

In Micronesian countries, these linkages are poorly developed.

The project is designed to progressively up-grade the competence of quarantine staff, at different levels, over a three year period. This will lead to an improved capability in the Departments of Resources and Development to reduce the risk of importing pests associated with agricultural produce and so safeguard the efforts of growers. The ability to apply commodity treatments in accordance with the requirements of importing countries will facilitate trade.

Institutional support given to the Departments of Resources and Development (and NGOs) will improve the capability of the agriculture extension staff to provide information on pest management strategies to growers.

Collaboration with CTAS will improve adaptive research skills in biological control and germplasm introductions. Extension staff will be closely involved in the monitoring aspects of both these programmes. A computerized database on plant protection provided to the information unit at CTAS will further strengthen the links between the College, quarantine, agriculture extension and growers.

3. Implementation arrangements

The project will work through the Departments of Resources and Development in the three countries to up-grade the skills at junior, middle and senior levels of quarantine and in agriculture extension training.

The UNDP/SPC project for Crop Protection in the South Pacific and other components of the South Pacific Commission Plant Protection Service will administer, technically support and backstop a resident Project Coordinator who will be responsible for the implementation of the project which will also have three United Nations Volunteers in FSM, and one each in Marshall Islands and Palau; consultants will also be used to provide technical advice and assist in training.

Immediate objective 3

To improve the capacity in the Departments of Resources and Development to provide information and training to extension staff and farmers on pest management practices

3.1 Success criteria

- At least x number trainers available in each country to train agricultural extension staff and farmers in pest management strategies

- At least one person in each country trained in agriculture broadcasting and video production and capable of independent production of programmes on quarantine and pest control

3.2 Outputs

- At least x number of trainers completed a "training-for-trainers" plant protection course

- X number of in-country courses successfully carried out in which agricultural trainers train extension staff

- Training for at least one person in each country in agriculture broadcasting and video production completed

3.3 Activities

- Select and train agriculture extension staff as trainers in the SPC-PPS Plant Protection Training Programme

- Arrange in-country courses for extension staff and farmers, under supervision of the SPC-PPS

- Select and train staff in agriculture broadcasting and video production at the SPC Regional Media Centre, Suva, Fiji.

Immediate Objective 4

To upgrade quarantine facilities of the Departments of Resources and Development so that staff may better carry out inspection duties and apply commodity treatments for exports [following recommendations of the Ikin (1986) consultancy report]

2.1 Success criteria

-All middle and senior level quarantine staff capable of carrying out inspections and applying commodity treatments using the equipment provided (see Appendix 1, which will be provided later)

-All staff capable of completing record sheets and report forms for monitoring quarantine operations

2.2 Outputs

-Basic equipment for quarantine inspections provided and forms and documents for controlling imports and exports of agriculture commodities (hold order, disposition of plants, notice of arrivals, monthly report of activities, mail interception notice, notice of arrival, etc.) designed, printed and in use

-Passenger declaration forms designed, printed and in use

-Reference literature provided

-Fumigation equipment (see Appendix 2, which will be provided later) installed (FSM and Marshall Islands) and operated by quarantine staff

2.3 Activities

-Procure, install and test equipment (and reference literature) and give instruction in their use

-Design and print passenger declaration, inspection and other types of forms and documents and train staff in their completion.

Immediate objective 4

To upgrade the capability of the CTAS to identify options for biological control and disseminate biocontrol agents; introduce *in vitro* plant germplasm and manage plant protection information (see Immediate Objective 1).

4.1 Success criteria

-A policy on biological control formulated

-Based on the policy x number of biological control programmes completed and another x number initiated

-A tissue culture facility established, able to produce x number of *in vitro* plants for each of x species for distribution per year

4.2 Outputs

-Biological control strategies for Micronesia reviewed, analyzed and a policy formulated

-A biological control facility established, x number biological control agents imported, multiplied and released and x other biological control programmes begun.

-Tissue culture laboratory operational and x number of varieties introduced, multiplied and distributed

4.3 Activities

-Review pests identified in recent surveys and decide those most appropriate for biological control; assess costs and potential economic gain

-Collaborate with CTAS to establish a biocontrol facility and procure equipment. Obtain biocontrol agents for multiplication and distribution, and monitor their effects

-Collaborate with CTAS to establish a tissue culture laboratory to introduce pathogen-tested germplasm of selected crops and organise training attachments to SPC laboratory.

II. Project strategy

1. Direct recipients

Quarantine officers and agriculture extension staff in the Departments of Resources and Development

3

The project will give support to CTAS: the present situation of one entomologist trying to cover the plant protection problems of all three countries is insufficient to the region's needs. Assistance will be given in the procurement, breeding and monitoring after release of biological control agents. Staff will be trained in the operation of a tissue culture laboratory now under discussion. Computers and a plant protection database will be provided by the SPC and instruction given in its use to CTAS, quarantine and agriculture extension staff.

4. Alternative strategies/implementation considered

A stand-alone, sub-regional project was considered as well as separate national projects, these alternatives were rejected as they would not be cost-effective in view of the similarities of the three countries. In addition, technical support from a UNDP-assisted project is needed; this can be given by the UNDP/SPC, RAS/86/037.

I. Host country commitment

All countries have shown their commitment to improving plant protection services by participating in all UNDP/SPC plant protection activities and by frequently seeking technical assistance. There is a general realization that the influx of pests and the inability to control those already established is causing serious problems; this concern was stated in a recommendation made at the UNDP/FAO/GTZ/IRETA Regional Crop Protection Workshop in Apia, Western Samoa, 8-12 September 1986:

The Workshop recognized the need for assistance to the islands in Micronesia (Palau, Federated States of Micronesia and Marshall Islands) to improve their quarantine services through training, pest and disease surveys and through updating their quarantine legislation.

The recommendations of the meeting were endorsed on 11 September 1986 by a meeting of the Regional Advisory Board to the University of the South Pacific at which the Chiefs of Agriculture of Marshall Islands, Palau and Federated States of Micronesia were present.

The Departments of Resources and Development have agreed to identify national counterparts to work with the volunteers attached to the project in the three countries and to supply persons for training.

J. Risks

1. Factors which may at the outset cause major delays or prevent achievement of the project's outputs and objectives:

a) Inability of the project to identify sufficient agriculture extension staff in each country to act as staff trainers.

Likelihood: Moderately high

b) Unavailability of suitably qualified volunteers experienced in plant protection, especially biological control.

Likelihood: Moderately low

c) SPC-PPS Training Officer not recruited; Quarantine and Plant Protection training programmes not prepared and plant protection database not developed

Likelihood: Low

2. Factors which could over time cause delays or prevent achievement of the project's outputs and objectives.

None envisaged

K. Inputs

1. Skeleton budget

	1991	1992	1993	Total
Project Personnel:				
a) Coordinator	95,000	95,000	95,000	285,000
b) UNVs	75,000	75,000	75,000	225,000
Consultants:	10,000	10,000	10,000	30,000
Travel:	15,000	15,000	15,000	45,000
Training:	30,000	30,000	30,000	90,000
Equipment:	15,000	15,000	15,000	45,000
Miscellaneous:	5,000	5,000	5,000	<u>15,000</u>
Total:	-----			<u>735,000</u>

* PACNEWS

17.4.80 from previous page

PACIFIC ISLAND FRUITFLY BATTLE

Four Pacific island countries are included in a project to find ways of controlling fruitflies which destroy crops and vegetables.

The exercise will include the gathering of information on the biology of the pest, and effective methods of destroying them.

Once the information is gathered, the project will develop a treatment procedure for fruit and vegetables awaiting exports.

The project is being organized by the South Pacific Commission and is being funded by the food and agriculture organization and the U.N. Development Program at a cost of \$700,000.

It will be conducted in Fiji, Tonga, Cook Islands and Western Samoa, countries which depend heavily on the export of crops. [Radio Fiji]

Overview of the Problem

Since the accidental introduction of the Brown Tree Snake (*Boiga irregularis*) to Guam in the late 1940's, enormous changes in the fauna of Guam have occurred. Predation by this snake has been responsible for the demise of virtually the entire native forest-dwelling avifauna. Seven species of native birds (Bridled White-eye, Marianas Fruit-Dove, White-throated Ground-Dove, Guam Broadbill, Cardinal Honeyeater, Rufous-fronted Fantail, Micronesian Kingfisher, and Guam Rail) have been extirpated from Guam, although two species (Guam Rail and Micronesian Kingfisher) remain in captive breeding populations in zoos. Current population estimates for the remaining native bird species indicate that they have also been severely impacted (Marianas Crow, 100; Island Swiftlet, 500; Micronesian Starling, 200; and Marianas Moorhen, 100). Additionally, at least three species of free-living introduced birds have also been severely impacted (Eurasian Tree Sparrow, Philippine Turtle-Dove, and Black Drongo).

This biological havoc extends beyond the avifauna. Guam has five species of introduced small mammals (three rats, a mouse, and a shrew) and all are now experiencing low population levels due to predation by the Brown Tree Snake. The only remaining native mammal (Marianas Fruit Bat) has a population estimate of 400 due to a combination of Brown Tree Snake predation and poaching. The extirpation of at least two species of native lizards (Speckled-belly Gecko and Ocean Gecko) is also attributable to predation by the Brown Tree Snake. Despite the fact that Brown Tree Snakes have decimated the avifauna and small mammal fauna of Guam, they remain abundant in all habitats on Guam. Snakes can be encountered in all areas of Guam and are persisting by consuming primarily lizards. The majority of this lizard prey consists of three introduced species (Four-toed Skink, American Anole, and House Gecko).

The ecological ramifications of the loss of significant portions of the native vertebrate fauna may be far-reaching. Plant species dependent upon birds for pollination or seed dispersal may be affected. At least one species of plant dependent on seed-dispersing doves has shown a drastic reduction in range on Guam since extirpation of these birds. Although as yet not demonstrated,

significant changes in insect abundances should also be expected as insectivorous bird species are virtually absent. These increased abundances may negatively affect agricultural production and have positive impacts in diseases that utilize insect vectors.

Besides the overt biological and potential secondary ecological damages, the economic impacts have also been substantial. Power outages due to nocturnal climbing of Brown Tree Snakes on power lines and transformers have numbered in the hundreds and occurred at a cost of millions dollars. Other costs associated with power outages (e.g. damaged electronic equipment) have not been estimated but are presumed to have also been substantial. Individuals and private companies involved in the production of domesticated fowl have reported the loss of large quantities of livestock due to predation by Brown Tree Snakes. Monetary equivalents have not been calculated for these agricultural damages but can be assumed to be significant.

In addition to the above, Brown Tree Snakes pose a health threat to the human inhabitants of Guam. Recent information indicates that bites from Brown Tree Snakes pose a serious, potentially fatal risk to children and infants. Brown Tree Snakes are very abundant on Guam and routinely enter human habitations.

Brown Tree Snakes are a real threat to other islands in the Pacific Basin. There are documented cases of snakes moving via surface cargo or air cargo from Guam to Oahu, Saipan, Diego Garcia, Kwajalein, and Pohnpei.

Research Organizations

The Government of Guam's Division of Aquatic and Wildlife Resources (Department of Agriculture) has been actively researching both the biology of the introduced Brown Tree Snake on Guam and possible control technologies. Since 1984, cooperative efforts between DAWR and the U. S. Fish and Wildlife Service have made inroads into solving the Brown Tree Snake puzzle on Guam. These efforts have resulted in a number of published studies dealing primarily with documentation of the ecological damage wrought by the Brown Tree Snake on Guam, but also with economic, agricultural, and human health impacts. Since 1988, accelerated research

programs by DAWR and the U. S. Fish and Wildlife Service have produced a body of data on numerous aspects of the biology of the snake, control procedures, and human health risks. Additionally, researchers at the University of Colorado, University of Arizona, and Washington State University have conducted studies on behavior, venom characteristics, and population biology of the Brown Tree Snake on Guam.

The body of knowledge on the Brown Tree Snake is now substantial and implementation of certain control and containment procedures are now feasible. However, many aspects of the biology of the snake, both on Guam and in the native range, and biological/chemical control technologies remain unexplored. Continued research into these and other areas remains highly warranted.

Justification for Inclusion

The introduction of the Brown Tree Snake has negatively impacted essentially all facets of life and has irrevocably reshaped the faunal face of Guam. Inclusion of this snake in the OTA research program will provide extremely valuable information on both the long-term and short-term effects that an introduced predator can have on island ecosystems. Considerable information can also be garnered on unforeseen interactions such as economic damages and human health risks. Control and eradication procedures that are being enacted or under development will serve as a model for other island nations to be able to combat the further spread of this predator or serve as a template for interdicting other unwanted introduced species.

Should the Brown Tree Snake be included in the OTA research on 'Exotic Species in the United States', the data compilers are encouraged to directly contact the above institutions conducting the research and control procedures and not rely solely upon the published literature for a review of the problems associated with Brown Tree Snake infestation on Guam. The reason for this is that the bulk of the information accumulated on the snake has yet to be published; DAWR is aware of at least 23 manuscripts in various stages of preparation or that are in press. Additionally, researchers at the above institutions are presently involved in a number of Brown Tree Snake related projects and would be a good source of current information.

EXOTIC SPECIES IN THE UNITED STATES
Office of Technology Assessment

Although there have been useful planned introductions (as wheat and potatoes), several exotics, including the zebra mussel in the Great Lakes, Africanized bees, and fire ants, illustrate the substantial damage that can be caused and the degree of difficulty and expense of control or eradication efforts. This OTA study is: examining the environmental, economic, and social risks and benefits of intentional and inadvertent introduction of exotic species (plants, animals, and their diseases); reviewing policies and programs that will exclude, minimize, eradicate, or control unwanted species; identifying how advance notification and prior approval systems may reduce risks; and studying approaches various authorities might use.

Among the exotics that may be included in this research is the brown tree snake (*Boiga irregularis*); it is an especially instructive species because of the data availability from Guam and U.S. Fish & Wildlife research on the snake's ecological, economic, and health impacts. Additionally, the project may include a special case study on Hawaii's exotics, because of its extensive history of exotics, its gateway function, its natural laboratory and model for the rest of the country, and as more readily confined areas. These two specific investigations could be particularly useful to the region.

Requestor: Congressman John Dingell as TAB member and
 House Merchant Marine and Fisheries Committee

Schedule: November 1990-September 1992 (2 years)

Staff Contact: Dr. Phyllis Windle, Food & Renewable Resources
 ph. (202) 228-6533

JSC, OAO

Status Report January 1991

Brown Tree Snake Control

Biological investigations of Brown Tree Snakes continue. Topics of particular focus involve sex-ratio discrepancies, areal length changes, areal feeding phenomena, and prey base changes. These areas of investigation may substantially influence localized control and eradication procedures.

A section of forest in Northwest Field (Andersen Air Force Base) has been tentatively selected for eradication and procedures have been initiated. Considerable headway has been made in doing faunal surveys on Cocos Island (the last snake-free bastion on Guam). These surveys are preparatory to suggesting exclusion techniques for use by several private companies that control the movement of the majority of materials to the island. The situation involving Cocos Island could be viewed as a 'test case' for the prevention of the spread of the Brown Tree Snake.

Lists of job applicants for three additional Aquatic and Wildlife personnel to conduct Brown Tree Snake control on Guam are currently being compiled. It is anticipated that these positions will be filled relatively soon.

Preliminary testing of a commercially available snake repellent has been completed. Initial results indicate that the product is ineffective against Brown Tree Snakes. However, more conclusive tests have been devised and testing will continue in the near future.

Responses to questions from FAX dated 25 January 1991

a. Should there be \$1M in the budget, a realistic figure for monies that should be controlled by GovGuam to support our own research and control activities is \$300,000. This amount will allow a sustained effort in terms of control procedures already initiated or anticipated.

b. The dog program is a viable method to locate and intercept snakes in high risk situations. It is conceivable that GovGuam might employ

one or more trained canines to interdict snakes in departing cargo and materials at the civilian airport.

c. The DOI Principal Investigator is Thomas Fritts and the GovGuam PI is Rufo Lujan. Who the DOD PI is remains unknown by us.

d. DAWR is fully supportive of the venom research being conducted at Washington State University. The PI of this research works closely with DAWR personnel.



GOVERNMENT OF GUAM
AGANA GUAM 96910

**ROLE OF PACIFIC BASIN DEVELOPMENT COUNCIL (PBDC)
IN REGIONAL DRUG INTERDICTION EFFORT**

The creation of the Pacific Basin Development Council (PBDC) in February 17, 1980, through a coalition of the Governors of the Territory of American Samoa, Territory of Guam, Commonwealth of the Northern Mariana Islands, and the State of Hawaii, was supported by the U.S. Departments of Commerce, Energy and Interior. Over the operational life of PBDC, the support of the Federal agencies and the active participation of the private sector continue to be sources of major strength for PBDC and its programs.

The focus of PBDC in the American Pacific were in the areas of energy, regional and intra-regional transportation, communications, water, and municipal infrastructure development. Consequently, the PBDC's direction of effort was toward economic issues and their impact upon the territories.

Given that PBDC's staff expertise lies in the area of economic related issues, it is believed that the administration of funds under the Department of Interior's (DOI) allocation of \$1,000,000 for the territories Regional Drug Interdiction Effort may be better handled by each territory's respective Governor, Chief of Police, or task force designated with the responsibility of addressing respective territorial needs. However, this should not exclude PBDC's staff given that certain projects funded through this effort may benefit from their assistance and complement each entity's regional drug interdiction effort.



Commonwealth Now!



DEPARTMENT OF COMMERCE
DIPATTAMENTON I KUMETSIO
Suite 601, 8th Floor GTC Bldg.
Tamuning, Guam 96911
Tel.: (671) 646-5841 Fax: (671) 646-7242
GOVERNMENT OF GUAM
AGANA GUAM 96910

JAN 30

Nika -
This should be
in the briefing book.
Pls. also make sure
this goes to staff ASAP.
Marty

DC-EDP-022-91a

Memorandum

To: Chief, Division of Aquatic and Wildlife Resources
Attn: Rufo Lujan
Director, Marine Laboratory
Attn: Dr. Robert Meyers
General Manager, Port Authority of Guam
Sea Grant Marine Advisory Program
✓ Director, Bureau of Planning
Fisheries Office, WESPAC
President, Fishermen's Coop
Attn: Mr. Ha

From: Director, Department of Commerce

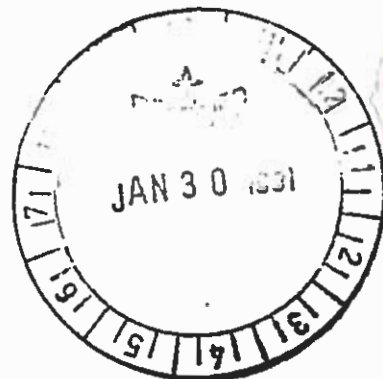
Subject: Ad Hoc Fisheries Meeting

The next Ad Hoc Meeting on Guam's Fisheries Programs and Activities has been scheduled for Friday, February 8, 1991, at 10:00 a.m., Department of Commerce.

The agenda for the meeting is attached. Also provided are the minutes of the meeting of November 16, 1990.

PETER R. CAROLINAS

Attachments





DEPARTMENT OF
COMMERCE
DIPATTAMENTON I KUMETSIO



AD HOC MEETING ON
GUAM'S FISHERY PROGRAMS AND ACTIVITIES

DEPARTMENT OF COMMERCE
GITC BUILDING, 6TH FLOOR
February 8, 1990
10:00 a.m.

I. THE NEW MASTER PLAN FOR THE COMMERICAL PORT OF GUAM:
FISHERIES-RELATED CONCERNS

- A. Fishing Industry Expenditure Estimates
- B. Fishing Vessel Wharf/Pier Facilities
 - 1. Current Level of Demand
 - 2. Anticipated Level of Demand
 - 3. Alternative Locations
 - a. Cost effectiveness
 - b. Safety/maneuverability considerations
- C. Fisheries Support Services/Facilities
 - 1. Infrastructure
 - 2. Warehousing
- D. Other Fisheries-related Concerns

II. FORMULATION OF POLICY REGARDING U.S. LONGLINE VESSELS
RELOCATING IN GUAM

III. UPDATE ON AGENCIES' FISHERY RELATED ACTIVITIES

- A. AWRD
- B. Marine Lab
- C. Fishermen's Coop
- D. BOP
- E. Pacific Network
- F. UATE
- G. Commerce

VI. ANNOUNCEMENTS

- A. Interjurisdictional Fisheries Act, FY1991 Funds Available
- B. WesPac Advisory Panel Recruitment Schedule (AWRD)
- C. Magnuson Fishery Conservation and Management Act Re-Authorization

V. OPEN DISCUSSION



Commonwealth Now!



DEPARTMENT OF COMMERCE
DIPATTAMENTON I KUMETSIO
Suite 601, 6th Floor GTC Bldg.
Tamuning, Guam 96911
Tel.: (671) 646-5841 Fax: (671) 646-7242
GOVERNMENT OF GUAM
AGANA, GUAM 96910

AD HOC MEETING ON GUAM'S FISHERIES PROGRAMS AND ACTIVITIES

November 16, 1990

MINUTES

IN ATTENDANCE:

<u>NAME</u>	<u>ORGANIZATION</u>
Rufo Lujan	DAWR
Gerald Davis	DAWR
Oliver Seth	Pacific Network
Sebastion Ongesii	Bureau of Planning
Peter Barcinas	Commerce
Peter Mayer	Commerce
Rick Blas	Commerce - C&Q
Bill FitzGerald	Commerce
Dot Harris	Commerce

WesPac Request for Legal Opinion on Transshipment Issues

Mr. Barcinas noted that the Department of Commerce has been conducting some dialogue on transshipment issues, and that there have been queries from commercial entities on various transshipment guidelines. Precedence has been reviewed on how to make a ruling in areas such as licensing of agents, and representation of agent handling other vessels.

Mr. Barcinas asked for input from the committee on developing a proposal for transshipment rules and regulations, based on the types of controls and concerns that have come up in the past, that would serve the best interests of the industry and government for submission to WesPac. While the development of transshipment policies is of great interest to Guam's neighboring islands, the Ad Hoc Fisheries Committee would take care of the local industry needs first and then try to tap the regional needs (FSM, Belau).

With regard to WesPac's request from the Coast Guard for a ruling on the definition of the activity for transferring fish from one vessel to another within the EEZ, Mr. Lujan said it has been over a year since comments were due on the ruling request. He asked if the industry was satisfied with the interim ruling provided. If there were no objections, should the committee attempt to ask for a final ruling?

Mr. Seth expressed concern that the Coast Guard's final ruling in this case may be based on Hawaii's situation



rather than Guam's, and that Guam would be subject to regulations that are not suited to the local industry. He said he was satisfied with the interim ruling.

Mr. Lujan noted that WesPac does not have a uniform fisheries management plan throughout the entire region. Fisheries policies can be tailored for different islands. He said Guam should inform WesPac that the interim ruling is acceptable for us, even though Hawaii may want additional consideration. He said contact should be made with the Coast Guard to find out if there has been any final decision made in this regard.

Mr. Ongesii will follow-up with Bureau of Planning to find out whether the letter from the Governor was signed.

On another matter, Mr. Barcinas informed the committee that the Territorial Planning Commission (TPC) is getting ready to select a consultant to develop a comprehensive master plan for Guam which will consolidate various existing master plans. He said although there is a broad component of the master plan on marine resources, fisheries is not specifically addressed. Now is the time to put fisheries on the TPC agenda so that it doesn't fall to the bottom of the list of priorities. If Guam is going to pursue an agenda, we should look at domestic fisheries. GEDA is looking at longline fisheries as a viable area to tap for revenues.

Subcommittee Report on Limiting Longline Activity within Guam's Waters

Mr. Barcinas said the Council is acting on the request by local fishermen to prohibit fishing by longliners and purse seiners within 30 miles of Guam's banks and mounts. There are now many questions from the enforcement standpoint on who is going to monitor the banks.

Mr. Lujan noted three ways to handle enforcement, these being the Coast Guard, Government of Guam, or a cooperative agreement wherein the bulk of the enforcement would be handled by local personnel.

Mr. Seth said an effective monitoring technique requires vessels, by law, to call in by radio immediately upon entering the country's waters. Should a vessel that has failed to call in be discovered in the area, it is treated the same as if the vessel were caught fishing. This system could also be used to correlate data on the location and activity of vessels.

Mr. Lujan said that such a program could work on Guam since all that is required to report suspect activity in the EEZ is an affidavit from those who made the sighting. In the

FSM, boats that have licenses are reporting on boats without fishing licenses.

Mr. Lujan also reported that at the last WesPac quarterly meeting, Guam's Fisheries Advisory Panel members made a recommendation to increase the 30-mile limit to 50 miles. As a result of efforts from WesPac, the National Marine Fisheries Service is already working on regulations for the 30-mile limit. This distance was confirmed during WesPac's fishermen's forum held in April earlier this year. Mr. Lujan pointed out the risk in changing a request that is already being processed.

Dr. Mayer said if we pull the request back, it may take another 6 months to get action on the issue, or Guam may lose its request entirely.

Mr. Lujan said that, realistically, there is a total of 60 miles surrounding the banks being requested. He also questioned whether there were boats that have the capacity to go out 30 miles. The regulations, which are not meant so much for preservation of species as they are for preventing gear conflicts, are already being worked on and may be proposed by December and in place by April 1991.

Mr. Ongesii said the request to increase the area around the mounts came as a surprise to him, since there was no objection to the 30 miles at the fishermen's forum. He said he will be meeting with the advisory panel before the end of this month and will be talking to as many fishermen as possible on the issue.

Mr. Barcinas recommended that the Governor be advised of this development.

Update on Agencies' Fishery Related Activities

Division of Aquatic and Wildlife Resources - Mr. Davis reported that DAWR will hold a fishing derby for children ages 8-10 on December 1, at Cabras Island. DAWR will provide bait, hooks and floaters.

The FAD project is successful particularly for those deployed at Haputo and Ritidian points.

Mr. Lujan said the Air Force has indicated opening up more of Tarague Beach for local fishermen. Navy officials are receptive to fishing and hunting at the Naval Magazine area. Areas which are not critical habitat will be considered. Aquatic and Wildlife will be conducting surveys to see how far back towards the streams these activities can be conducted.

Mr. Davis said these activities can be held around the lower third portion of the Fena lake area.

Marine Lab- not present

Department of Commerce - Mr. FitzGerald reported that the Charter Boat Feasibility Study draft that was submitted has been rejected and the consultant's contract terminated. Mr. Rick Gaffney of Honolulu will be completing the study starting in December.

The next phase of the Tuna Transshipment Study which looks at the economic impact of the industry will also start in December.

The South Pacific Commission is assisting Commerce in compiling individual fish weights of transshipped species. NMFS is interested in providing long term support for the project.

The Drydock feasibility study was awarded to a Hawaii firm in July.

Two IFA projects were awarded - one for Marine Lab and one for a data base.

Port Authority - not present

Discussion ensued on the Port Authority's master plan and the proposed plans for purse seine and longline activities.

Mr. Barcinas said the plans indicate that Guam has made no long term commitment to fisheries.

Mr. Seth said the plans provide for very little space for maneuvering, and are not sufficient for long range development.

Mr. FitzGerald said the committee should submit a letter to PAG stating that the Master Plan address fisheries.

Mr. Barcinas requested that this issue be discussed in further detail during the next Ad Hoc Meeting.

Fishermen's Cooperative - Not present

Mr. Ongesii said the deadline for an SPC fisheries training program was November 15. SPC, however, will continue to accept applications after the deadline.

United Association of Tuna Exporters - not present

Pacific Network - Mr. Seth provided an update of regional longline activity. He noted that because the FSM is raising the licensing fee to \$40,000 per year, the Taiwanese

operators are having problems negotiating with the government. Presently, FSM has six purse seiners operating on a regular basis - three in Pohnpei, and three in Yap. There are about three to six longline vessels operating out of Pohnpei. These include Taiwanese, Japanese and Okinawan vessels. Mr. Seth also noted that some small longline commercial groups have decided to base their operations in Pohnpei, but they are experiencing air shipment and supply problems.

Other longline companies are looking at Saipan. The air service is excellent and because demand is low, the cost for cargo space is one-half the price of Guam. Mr. Seth said he expects that as demand increases, price will rise.

Mr. Lujan made note of a new joint venture between Hawaii and the Marshall Islands to access the mainland markets.

Mr. Seth said there is skepticism over this operation because of the U.S.'s sluggish economy, and the consumers are not buying tuna. He added that it is important that Guam note Hawaii's limitations for new tuna vessels entering their industry, since this could affect the number of vessels in Guam's area. Secondary boats could get sent out, and on a 10 ton trip, these vessels could do quite well since U.S. longline monofilament can catch 50% more tuna than the Asian vessels. Mr. Seth also said that a good reason to have U.S. vessels in the area would be to protect the domestic fisheries.

Old Business

Mr. Barcinas announced that the Department of Commerce has revised its fisheries report into a newsletter format. He said fisheries information needs a wide distribution channel to educate people that there is a great deal of activity affecting Guam's fisheries, as well as a centralized location for input.

Mr. FitzGerald said the CALS is supposed to be issuing a fisheries newsletter soon.

Adjournment

There being no further business to discuss, meeting adjourned at 4:50 p.m.