

the WTO was being negotiated. We made some progress in protecting the integrity of American law, particularly with regard to dumping. There still remain a number of gray areas, some of which this amendment sheds light upon. But these issues cannot be resolved by simply waving banners or invoking slogans, whether "free trade" or any other. They require and deserve much more than a clash of polarized debate.

THE INTRODUCTION OF THE
NEOTROPICAL MIGRATORY BIRD
HABITAT ENHANCEMENT ACT

HON. DON YOUNG

OF ALASKA

IN THE HOUSE OF REPRESENTATIVES

Thursday, August 6, 1998

Mr. YOUNG of Alaska. Mr. Speaker, I am pleased to introduce today the Neotropical Migratory Bird Habitat Enhancement Act.

This important conservation measure is modeled after the highly successful programs that Congress created to assist African and Asian elephants, rhinoceroses, and tigers. In fact, I am hopeful that later this week the President will sign into law my bill, H.R. 39, to extend the African Elephant Conservation Act.

This legislation is very similar to the African Elephant Conservation Act, and I am confident that this small investment of Federal funds will provide the lifeline that neotropical migratory birds need to survive in the wild.

Neotropical birds, like bluebirds, robins, orioles, and goldfinches, travel across international borders and depend upon thousands of miles of suitable habitat. In fact, according to the U.S. Fish and Wildlife Service, neotropical migratory birds typically spend five months of the year at Caribbean/Latin American wintering sites, four months in North American breeding areas, and three months traveling to these sites during spring and autumn migrations.

Sadly, there are 90 North American bird species that are listed as either threatened or endangered under the Endangered Species Act and an additional 124 birds that the U.S. Fish and Wildlife Service has identified on its list of Migratory Nongame Birds of Management Concern.

In North America, an estimated 70 percent of prairie birds are declining. The Government of Mexico lists approximately 390 bird species as endangered, threatened, vulnerable, or rare. What is lacking, however, is a strategic plan for bird conservation, money for on-the-ground projects, public awareness, and any real coordination among the various nations where neotropical migratory birds reside.

While the full extent of the problems facing neotropical migratory birds is unclear, there is no debate over the fact that both bird populations and critical habitat declined significantly in the 1990's. We must act now before more of these species become endangered or extinct. This bill will contribute to the recovery and conservation of migratory birds, without violating private property rights.

There are 60 million adult Americans who enjoy watching and feeding birds at their homes. In fact, these activities generate some \$20 billion in economic activity each year. In addition, healthy bird populations are an invaluable asset for farmers and timber inter-

ests. By consuming detrimental insects, these birds prevent the loss of millions of dollars each year.

Under the terms of this legislation, an individual or an organization would be able to submit a project proposal to the Secretary of the Interior. While the bill does not limit the type of projects, I would expect that efforts to determine the condition of neotropical migratory bird habitat, implement new or improved conservation plans, undertake population studies, educate the public, and reduce the destruction of essential habitat would be forthcoming. Since these birds migrate between the Caribbean, Latin America, and North America, comprehensive plans must be developed. It does little good if we are successful in conserving suitable habitat in only a portion of their range.

I am confident that a Neotropical Migratory Bird Conservation Fund would provide much-needed support for projects designed to conserve critical habitat for declining migratory bird species in an innovative and cost-effective way.

I urge my colleagues to support the Neotropical Migratory Bird Habitat Enhancement Act.

THE ATLANTIC SWORDFISH
MANAGEMENT IMPROVEMENT ACT

HON. JIM SAXTON

OF NEW JERSEY

IN THE HOUSE OF REPRESENTATIVES

Thursday, August 6, 1998

Mr. SAXTON. Mr. Speaker, the effective management of Atlantic highly migratory species (HMS) and their fisheries is perhaps the most complex challenge facing the National Marine Fisheries Service (NMFS) today. These species range widely throughout international waters and the jurisdictions of many coastal nations with diverse policies and perspectives on resource utilization and management. The fishing practices and marketing priorities for these species are equally diverse. Seriously compounding these challenges is that the biology of these species is not well known and remains difficult to determine.

Congress has recognized the unique and difficult challenges associated with effective conservation and management of HMS and those who fish for them. Fundamental to this recognition is that effective management of these species and fisheries cannot be achieved on a unilateral basis, but instead must be pursued on a multilateral basis throughout their range. Unlike most other U.S. fisheries, effective multilateral management is the goal of U.S. HMS policy. A number of specific provisions in both the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act) and the Atlantic Tunas Convention Act (ATCA) are intended to express this policy.

For example, Congress deliberately placed Atlantic HMS management authority in the hands of the Secretary of Commerce instead of the regional Councils for the purpose of ensuring that the U.S. maintained a multilateral, Atlantic-wide perspective and vision. As U.S. policy and law dictate, the principal purpose and obligation of domestic Atlantic HMS management measures is to faithfully implement and enforce the multilateral ICCAT measures.

U.S. law requires such implementation to achieve but not exceed the conservation (fishing mortality) objectives of ICCAT measures and ensure that U.S. fishermen are provided a reasonable opportunity to harvest their allocation. U.S. law and common sense also dictate that domestic HMS management should avoid unnecessary regulatory burdens that serve to increase waste in the fisheries or disadvantage U.S. fishermen relative to their foreign competitors. These are some of the more important aspects of U.S. HMS policy.

As a matter of general fishery policy, section 303(b)(6) of the Magnuson-Stevens Act authorizes the Secretary to include a limited access system in any fishery management plan for any fishery, subject to certain considerations. The establishment of a limited access system is of critical importance in effectively managing fisheries for which U.S. harvesting capacity far exceeds the available resource—particularly if that resource requires rebuilding and is subject to quota reductions. Such is the case with our U.S. pelagic longline fisheries.

A limited access system also provides the opportunity to reduce harvesting capacity in such fisheries through attrition, a buy-back program, phase-out of latent permits, or other means. Such capacity reduction measures can facilitate the establishment of other important management tools designed to protect nursery and spawning areas and reduce bycatch while minimizing the economic consequences on the fishermen. Current Federal regulations provide that virtually any U.S. citizen who can pay a small administrative fee may enter the Atlantic swordfish fishery. This practice of allowing a continuous stream of new and inexperienced fishermen into this fishery has seriously hindered progress in achieving a number of key management objectives.

Although for many years the U.S. Atlantic pelagic longline community has petitioned NMFS to establish a limited access system, the agency has repeatedly failed to move beyond endless deliberation and still has not put such a system into place. This delay has served to exacerbate the problems associated with this overcapitalized industry and has precluded consideration of some of the more important conservation needs facing pelagic longline fisheries. Meanwhile, NMFS has established limited access systems in other overcapitalized fisheries leaving the pelagic longline fishery open to fishermen displaced from these other closed fisheries. There are a large number of unused, latent permits in these fisheries and many new vessels have entered in recent years. The pelagic longline community and fisheries are in a state of emergency and can no longer wait for the agency to respond.

There are two purposes of the legislation I am introducing today. The first is to prevent any new fishing vessels from entering the U.S. Atlantic swordfish pelagic longline fishery by placing a moratorium on the issuance of any new fishing permits for vessels that did not hold a valid permit to fish in the U.S. Atlantic swordfish pelagic longline fishery on August 1, 1998. I would note that although this permit moratorium provision relates specifically to the Atlantic swordfish pelagic longline fishery, it is not intended to preclude or prejudice any possible future consideration of a similar moratorium with respect to other Atlantic swordfish fisheries including the drift gillnet and handgear fisheries.