

MEMORANDUM

TO: Council and AP Members

FROM: Chris Oliver *Chris*  
Executive Director

DATE: September 23, 2002

SUBJECT: GOA Groundfish Rationalization

ESTIMATED TIME  
2 HOURS

**ACTION REQUIRED**

- (a) Review scoping paper and scoping meeting summaries
- (b) Review committee report and provide direction as necessary

**BACKGROUND**

Public scoping

The Council is considering management measures that are intended to rationalize the Gulf of Alaska groundfish fisheries at the request of the GOA groundfish industry. The Council has adopted a problem statement and objectives in April 2002; these are listed on page 3 of the scoping report (Item C-6(a)). The Council has not yet adopted a suite of alternatives for analysis, pending completion of the scoping process.

NMFS has been holding a series of public scoping meetings to gather information (notice of Scoping attached as Item C-6(b)). Public comment will help determine the issues of concern and the appropriate range of alternatives for the Supplemental Environmental Impact Statement (SEIS). Glenn Merrill, NMFS staff, will present the GOA groundfish rationalization scoping report and summaries of the first three scoping meetings (Item C-6(c)). NMFS is accepting written comment on

**SCOPING MEETINGS**

Sand Point	August 17	9 AM - 12 NOON
King Cove	August 18	9 AM - 12 NOON
Kodiak	August 23	1 - 4 PM
Cordova	September 16	5 - 8 PM
Homer	September 24	2 - 5 PM
Petersburg	September 26	3 - 6 PM
Seattle	October 1	6 - 9 PM

this proposed action for the SEIS through November 15, 2002. A final scoping report is scheduled to be presented to the Council at its December meeting. If numerous comments are received close to the November 15 deadline, a preliminary report may be provided in December, with a final report in February 2003. The Council may wait to receive the final report before adopting the final suite of alternatives, elements, and options and initiating the formal analysis.

## Committee report

The Gulf of Alaska Work Group convened its third action-oriented meeting in September. The workgroup's task is to provide recommendations on the suite of alternatives to revise management of the GOA groundfish fisheries. While the recommendations have not been finalized, the workgroup has identified initial alternatives for analysis (see below) and has narrowed its accompanying suite of elements and options. The workgroup has scheduled two additional meetings and will forward its final recommendations at the December 2002 Council meeting.

<b>GOA WORK GROUP MEETINGS</b>	
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October 1	Seattle
October 16-17	teleconference
November 25-26	Anchorage

### **DRAFT ALTERNATIVES FOR GOA GROUND FISH RATIONALIZATION ANALYSIS**

- ALTERNATIVE 1. No action
- ALTERNATIVE 2. Revise the License Limitation Program
- ALTERNATIVE 3. Harvester only allocation ("1-pie")
- Option 1. Quota share program
  - Option 2. Cooperative program
- ALTERNATIVE 4. Harvester allocation with closed class of processors ("1-pie," with a closed class of processors)
- Option 1. Quota share program
  - Option 2. Cooperative program
- ALTERNATIVE 5. Harvester and processor allocations ("2-pie")
- Option 1. Quota share program
  - Option 2. Cooperative program

The GOA Work Group will provide the minutes from its September 19-21 meeting in Kodiak during this meeting (a brief committee meeting to review draft September minutes is scheduled for Tuesday afternoon, October 1).

## GULF OF ALASKA RATIONALIZATION

### *Proposed Amendment to the Fishery Management Plan for the Groundfish of the Gulf of Alaska*

#### Scoping Guide to the Gulf of Alaska Rationalization Supplemental Environmental Impact Statement (SEIS) (Short Version)

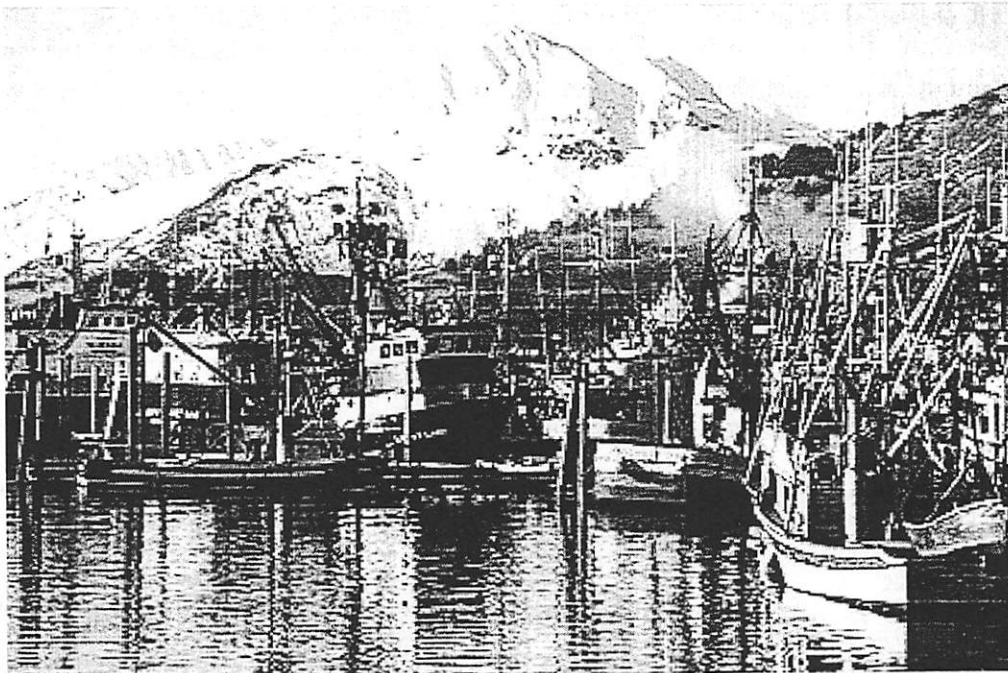


Photo: Kodiak Harbor, NMFS

Prepared by:  
NMFS Alaska Region Staff  
July 19, 2002

## Introduction

The North Pacific Fishery Management Council (Council) is considering recommending new management measures to “rationalize” the Gulf of Alaska (GOA) groundfish fisheries. Rationalization may be defined as the process of improving the economic stability to the various participants in the fishery. These participants may include harvesters, processors, and residents of fishing communities. The Council is considering these new management policies at the request of the GOA groundfish industry to address its increasing concerns about the economic stability of GOA groundfish fisheries. Some of these concerns include changing market opportunities and stock abundance, increasing concern about the long-term economic health of fishing dependent communities, and the limited ability of the fishing industry to respond to environmental concerns (e.g., Steller’s sea lion) under the existing management regime.

The Council may consider significantly changing the current management structure by allocating fishing or processing privileges such as: individual fishing quotas (IFQs); individual processing quotas (IPQs); allocations to communities; and fishing cooperatives. These tools may allow fishery participants to change their fishing and processing operations to make it more profitable and responsive to current problems in the GOA groundfish fishery. Alternatively, the Council may choose to modify the existing License Limitation Program (LLP), or maintain the existing management structure. A variety of management approaches have been discussed by the Council and its committees in during the past three years.

## Public Participation

To help the Council in their decisionmaking, the Council and NMFS will conduct an SEIS to examine the potential scope, alternatives, and effects of this proposed action. NMFS will hold a series of public scoping meetings to gather additional information from the public (Box 1).

### BOX 1: Public Scoping Meetings for GOA Rationalization SEIS

In addition to regularly scheduled Council and GOA Working Group meetings, and written comments, the public can also attend public scoping meetings at the following locations and times to provide comments.

<u>Day</u>	<u>Time</u>	<u>City</u>	<u>Location</u>
August 17	9:00 a.m. - 12:00 noon	Sand Point, AK	Aleutians East Borough Office, 100 Mossberry Lane
August 18	9:00 a.m. - 12:00 noon	King Cove, AK	King Cove Harbor House, 100 Harbor Road
August 23	1:00 p.m. - 4:00 p.m.	Kodiak, AK	Fishery Industrial Technology Ctr., 118 Trident Way
September 16	5:00 p.m. - 8:00 p.m.	Cordova, AK	Cordova City Library Meeting Room, 622 First Street
September 24	2:00 p.m. - 5:00 p.m.	Homer, AK	Best Western Bidarka Inn, 575 Sterling Hwy
September 26	3:00 p.m. - 6:00 p.m.	Petersburg, AK	City Council Chambers, 12 Nordic Drive
October 1	6:00 p.m. - 9:00 p.m.	Seattle, WA	Doubletree Hotel–Seattle Airport, 18740 Pacific Hwy.

NMFS is accepting written comment on this proposed action through **November 15, 2002**. Public comment, either at the public scoping meetings, regular Council meetings, Council

committee meetings, or in writing will help determine the issues of concern and the appropriate range of alternatives in the SEIS. The SEIS will assist the Council in its decisionmaking process. The Council formed the GOA Work Group to assist it in exploring the key issues and it developed a Problem Statement—why something needs to be done, and Objectives—what rationalization should do. The Council adopted these statements during its April 2002 meeting (Box 2).

**BOX 2: Problem Statement and Objectives**

**Proposed Problem Statement for Gulf of Alaska Groundfish Rationalization  
(Adopted by Council – April 2002)**

Increasing participation in the Gulf of Alaska fisheries, as well as increasing catching and processing capacity, have intensified the race for fish with the attendant problems of:

1. reduced economic viability of the harvesters, processors, and GOA communities
2. high bycatch,
3. decreased safety,
4. reduced product value and utilization,
5. jeopardy to community stability and their historic reliance on groundfish fishing and processing,
6. limited the ability of the fishery harvesters and processors to respond to changes in the ecosystem
7. limited the ability to adapt to Magnuson-Stevens Act (MSA) requirements to minimize bycatch and protect habitat,
8. limited the ability to adapt to changes to other applicable law (i.e., Endangered Species Act).

All of these factors have made achieving Magnuson-Stevens Act goals difficult and force reevaluation of the status quo.

**Objectives for Gulf of Alaska Groundfish Rationalization  
(Adopted by Council – April 2002)**

1. Maintain the character of an independent harvester fleet while allowing for meaningful reduction of excess capacity.
2. Foster a healthy, competitive processing and harvesting environment.
3. Protect the harvesting, processing, and community sectors from losing the relative value of their existing investments.
4. Maintain the relative market balance between the harvesting and processing sectors.
5. Provide opportunities for Gulf of Alaska coastal communities to benefit from rationalization programs.
6. Consider historic and recent participation for allocating the benefits of rationalization to all three sectors.
7. Maintain and encourage participation in rationalized fisheries by active holders of quota shares, catch histories, or licenses.
8. Effectively control excessive consolidation and vertical integration by all sectors.
9. Consider the status of skippers and crew.
10. Provide entry level opportunities for individuals.
11. Meet Magnuson-Stevens Act requirements, including conservation requirements.
12. End the race for fish and improve the economic viability of harvesters and processors.

**Question ? *Does the problem statement describe the need for rationalization? Are the objectives the right ones?* Let NMFS and the Council know at the public scoping meetings or in writing – November 15, 2002 deadline.**

## Scope, Alternative, and Issues

The Council will be looking at the Scope – what fisheries and what areas should be considered; Alternatives – what types of approaches’ and important issues – things that should be considered, as it makes its decision on GOA rationalization. Public comment on all of these issues is helpful.

Scope: The initial recommendations from the Council’s GOA Working Group is:

- Rationalization of all GOA groundfish species excluding the sablefish IFQ fishery

There have also been discussions about exempting groundfish fisheries in Southeast Alaska Outside waters—that is, those fisheries in the EEZ that are East of 140 degrees W. long. There is not yet consensus on whether all species of groundfish should be included or whether certain groups such as sharks, skates, octopus, or “other” species including a range of groundfish not commercially harvested should be included or exempted. Box 3 provides some suggestions for comments you may want to make on the scope of the SEIS.

### BOX 3: Topics for Public Comment – Scope of Action

The public may wish to comment on the scope of the proposed action. Some ideas for consideration:

- Should all species of groundfish be included or just some? If so why, or why not?
- Should all gear types be included?
- Should both target and bycatch species be included?
- Should fisheries harvested within State waters during the Federal fishery be included?
- Should certain regions of the GOA be excluded from rationalization, or other management alternatives (e.g., Southeast Alaska), if so, why or why not?

Alternatives: The GOA Working Group has not yet developed specific alternatives. The main possibilities discussed so far include: (1) no action – keeping the same management system in place now; (2) modifying the LLP to make it more restrictive; or (3) adopting a rationalization program. The specific options for a rationalization program identified thus far include the use of IFQs, quotas held by communities, fishing cooperatives, and IPQs. Here are some general and specific questions (Box 4) where public comment is needed :

### Topics for Public Comment: General Questions on the Alternatives

- Do the alternatives already discussed address the problem facing GOA groundfish fisheries?
- Are there additional alternatives that should be considered—if so, what are they ?  
(e.g., days-at-sea restrictions, trip limits)
- Will the alternatives have “spillover” effects on other fisheries—if so, how might those be addressed ?
- How should the alternatives address harvests of federally managed groundfish in State waters ?
- How will a specific alternative address changes that may occur in the future ?  
(e.g., changing market conditions, conservation measures for protected species, stock dynamics,...)

#### BOX 4: Topics for Public Comment – Range of Alternatives Specific Issues

The public may wish to comment on specific topics of the rationalization alternative and the specific options under that broad alternative. Some ideas for consideration and possible options are provided in parentheses. This list is to help provide examples and is not exhaustive. Many of the topics addressed under IFQ's could also apply to the other options.

##### Rights-based Management Alternative and Options

###### Individual Fishing Quotas

- Who should receive an initial allocation of quota? (Vessel owners, crew; skippers; corporations;...)
- How should that quota be distributed? (Catch history; auction; years of participation;...)
- Should the quota be transferable? (Eligibility criteria to receive quota by transfer;...)
- Should there be limits on consolidation? (Caps--maximum percentage by quota holder;...)
- Would quota be allocated for bycatch species (quota for all catch; quota for target catch;...)
- How would the quota share limits be monitored? (Observers; Electronic monitoring; shorebased;...)
- Should conservation concerns be addressed? (Gear conversion requirements; spatial and temporal distribution requirements;...)
- Would there be provisions for new entrants? (Auction of portion of quota annually; loans;...)

###### Quotas for Communities

- Which communities should be eligible? (Participation; proximity to resource;...)
- Would allocation be fixed or transferable? (CDQ model; current IFQ Program;...)
- How would the community manage the quota? (Lease to residents; lease to others;...)
- Would there be oversight of management decisions? (CDQ model; current IFQ Program;...)

###### Cooperatives

- Would cooperatives incorporate processors? (Pacific whiting model; AFA "offshore" catcher vessel model; "inshore" catcher vessel model;...)

###### Processor Quota Shares

- Would processor quota share be allocated proportional to IFQ? (A one-to-one direct matching of shares; some ratio less than one-to-one;...)

###### Hybrid Programs

- Which rights-based options would be blended? (IFQ's and IPQ's "two-pie"; IFQ's, IPQ's, and Community Quotas "three-pie"; ...)

###### License Limitation Program (LLP) Modification Alternative

- How should the LLP be modified? (Additional recency requirements; gear restrictions; landing requirements; area restrictions;...)
- Which years should be used for modifying the LLP?
- Would other measures be incorporated in the LLP? (Vessel size restrictions; horsepower limits;...)

*When commenting, it would be particularly helpful for the public to identify their preferred alternatives, the structure of that alternative, and why that alternative was chosen. Are there additional rationalization alternatives other than those considered here?*

## Contact Information

The SEIS process is still in its early stages, but now is the time to provide your comments so that the Council can consider your views in its decisionmaking. Box 5 has all the contact information you will need to express your views and participate in the SEIS process.

### BOX 5: Contact Information for Public Process in GOA Rationalization SEIS

#### SEIS Public Scoping

- **Public Hearings:** The public hearings schedule is described in Box 1
- **Written Comments:** Send written comments on the scope, alternatives, and other issues to:  
Sue Salveson, Assistant Regional Administrator  
Sustainable Fisheries, Alaska Region, NMFS  
P.O. Box 21668  
Juneau, Alaska 99802
- **Fax Number:** Comments are accepted via facsimile at:  
(907) 587-7557
- **Hand Delivered:** Written Comments can be hand delivered at the Alaska Region office at:  
Federal Building  
709 West 9<sup>th</sup> Street  
Juneau, Alaska

All written comments are due by November 15, 2002. Comments sent by email not accepted.

#### General Information

- **NMFS Website:** Information on the SEIS is available through the NMFS website at:  
<http://www.fakr.noaa.gov> (Follow the "NEPA Analysis" Link)
- **NMFS Staff:** Specific questions on the SEIS process can be addressed to:  
Glenn Merrill, Fishery Regulatory Specialist  
Tel: (907) 586-7228  
Email: [Glenn.Merrill@noaa.gov](mailto:Glenn.Merrill@noaa.gov)
- **Council Website:** Information on the Council GOA Work Group Committee, meeting schedules, agendas, and future SEIS drafts are at the Council website at:  
<http://www.fakr.noaa.gov/npfmc/default.htm>  
(Follow the "Groundfish Rationalization" Link)
- **Council Staff:** Specific questions on the Council process can be addressed to:  
Jane DiCosimo, Senior Plan Coordinator  
Tel: (907) 271-2809  
Email: [Jane.DiCosimo@noaa.gov](mailto:Jane.DiCosimo@noaa.gov)



Endangered Species Act (ESA) that it adopted for the 14 threatened salmon and steelhead Evolutionarily Significant Units (ESUs) identified in the SUPPLEMENTARY INFORMATION section.

The action provides for limits on ESA prohibitions (Limits) for the various activities set out in the document. The draft EA is a programmatic EA that analyzes the impacts of implementing the Limit for routine road maintenance activities (RRM) of any state, city, county or port (Limit 10). This EA will form the basis for subsequent analyses of activities or programs that may be submitted pursuant to Limit 10. NMFS is furnishing this notification to allow other agencies and the public an opportunity to review and comment on the draft EA. All comments received will become part of the public record and will be available for review.

**DATES:** Written comments on the draft EA must be received at the appropriate address or fax number (see ADDRESSES) no later than 5 p.m. Pacific Standard Time on June 28, 2002.

**ADDRESSES:** Written comments should be sent to Rosemary Furfey, Protected Resources Division, National Marine Fisheries Service, 525 N.E. Oregon Street, Suite 500, Portland, OR 97232-2737. Comments may also be sent via fax to 503-230-5441. Copies of the draft EA are available on the Internet at <http://www.nwr.noaa.gov/salmon/salmesa/final4d.htm> or <http://swr.nmfs.noaa.gov/salmon.htm>. Comments from NMFS, Protected Resources Division, 525 N.E. Oregon Street, Suite 500, Portland, OR 97232-2737. Comments will not be accepted if submitted via email or the Internet.

**FOR FURTHER INFORMATION CONTACT:** Rosemary Furfey at phone number: 503-231-2149, facsimile: 503-230-5441, or e-mail: [Rosemary.Furfey@noaa.gov](mailto:Rosemary.Furfey@noaa.gov).

**SUPPLEMENTARY INFORMATION:**

**Species Covered in This Notice**

The following species are covered in this Notice:

- Chinook salmon (*Oncorhynchus tshawytscha*); threatened Puget Sound (PS), Lower Columbia River (LCR), and Upper Willamette River (UWR).
- Coho salmon (*Oncorhynchus kisutch*); threatened Oregon Coast (OC).
- Sockeye salmon (*Oncorhynchus nerka*); threatened Ozette Lake (OL).
- Chum salmon (*Oncorhynchus keta*); threatened Hood Canal Summer-run (HCS) and Columbia River (CR).
- Steelhead (*Oncorhynchus mykiss*); threatened Snake River Basin (SRB), Central California Coast (CCC), South/Central California Coast (SCCC), Lower Columbia River (LCR), Central Valley,

California (CVC), Middle Columbia River (MCR), and Upper Willamette River (UWR).

**Background**

National Environmental Policy Act (NEPA) requires that Federal agencies conduct an environmental analysis of their actions to determine if the actions may affect the human environment. Accordingly, before NMFS issued the ESA 4(d) rule for the 14 ESUs identified above it prepared a set of EAs in connection with this regulation and made a Finding of No Significant Impact (FONSI). Since the 4(d) rule came into effect on July 10, 2000, various governmental entities and the public have demonstrated interest in having their individual programs reviewed under Limit 10. With this increasing interest in using Limit 10, there is the possibility of increased effects as defined by NEPA. Thus, NMFS is conducting this subsequent NEPA analysis to determine the impacts of implementing Limit 10. States, counties, cities and ports conducting RRM activities would not be subject to ESA section 9 prohibitions provided that they perform the RRM activities using an RRM program that has been approved by NMFS as meeting the requirements of Limit 10.

NMFS is using a staged or sequential approach in its NEPA review of the implementation of Limit 10, and of any RRM that may be submitted under it. The first stage is this programmatic EA, which assesses the environmental impacts associated with just the implementation of Limit 10. It will form the basis for the second stage or subsequent NEPA analyses of NMFS' actions regarding individual RRM programs submitted under Limit 10.

This draft EA analyzes three alternatives: (1) The no action alternative; the 4(d) rule with Limits is not implemented; no ESA section 9 prohibitions are in effect; (2) the proposed action alternative; the 4(d) Rule with section 9 prohibitions and Limit 10 is implemented; and (3) alternative 3; the 4(d) rule without Limit 10 is implemented.

Because the proposed action creates an optional ESA process, its effects are necessarily programmatic in nature. In other words, the only effects that the proposed action may generate are those associated with putting take prohibitions into place and establishing the Limit 10 option for NMFS' approval of RRM programs. The proposed action does not address the possible effects of individual RRM programs because the actual effects, particularly the physical effects, associated with such programs

cannot be measured at this point. Also it is impossible to anticipate what programs will be submitted to NMFS or approved by NMFS. During the second stage of NEPA review, NMFS will conduct further NEPA analyses when an RRM program is submitted to NMFS. These subsequent NEPA documents will present a summary of the issues addressed in this draft programmatic Limit 10 EA; as appropriate, incorporate by reference the analyses presented in this programmatic EA; and address any environmental effects of NMFS' action regarding a specific RRM program.

This notice is provided pursuant to the NEPA regulations (40 CFR 1506.6). The final NEPA determinations will not be completed until after the end of the 30-day comment period and NMFS will fully consider all public comments during the comment period.

Dated: May 22, 2002.

Wanda Cain,

Acting Director, Office of Protected Resources, National Marine Fisheries Service.

[FR Doc. 02-13408 Filed 5-28-02; 8:45 am]

BILLING CODE 3510-22-S

**DEPARTMENT OF COMMERCE**

**National Oceanic and Atmospheric Administration**

[I.D. 051302A]

**Fisheries of the Exclusive Economic Zone Off Alaska; Groundfish Fisheries in the Gulf of Alaska**

**AGENCY:** National Marine Fisheries Service (NMFS), National Oceanic and Atmospheric Administration (NOAA), Commerce.

**ACTION:** Notice of intent to prepare a supplemental environmental impact statement (SEIS); notice of scoping meetings; request for comments.

**SUMMARY:** NMFS announces its intent to prepare an SEIS in accordance with the National Environmental Policy Act of 1969 (NEPA) for the Fishery Management Plan for Groundfish of the Gulf of Alaska (FMP). The North Pacific Fishery Management Council (Council) proposes management measures to improve the economic efficiency of the Gulf of Alaska (GOA) groundfish fisheries and to address conservation, safety, and social concerns. The Council is considering one or more methods of allocating fishing privileges, such as: individual fishing quotas (IFQs); individual processing quotas (IPQs); allocations to communities; fishing cooperatives program; or other measures. The scope of the SEIS will include a review of the GOA groundfish

fisheries that may be affected by management measures that improve the economic efficiency of the GOA groundfish fisheries, the components of these programs, and potential changes to the management of the fisheries under these programs.

NMFS will hold public scoping meetings and accept written comments to determine the issues of concern and the appropriate range of management alternatives to be addressed in the SEIS.

**DATES:** Written comments will be accepted through November 15, 2002 (see ADDRESSES). Public scoping meetings will be held in August, September, and October. For dates and times see SUPPLEMENTARY INFORMATION.

**ADDRESSES:** Written comments on issues and alternatives for the SEIS should be sent to Sue Salvesson, Assistant Regional Administrator for Sustainable Fisheries, Alaska Region, NMFS, P.O. Box 21668, Juneau, AK., 99802, Attn: Lori Gravel-Durall, or delivered to the Federal Building, 709 West 9th Street, Juneau, AK. Comments may be sent via facsimile (fax) to 907-586-7557. NMFS will not accept comments by e-mail or internet.

An analysis of the issues and alternatives will be available through the North Pacific Fishery Management Council, 605 West 4th, Suite 306, Anchorage, AK., 99501-2252.

Public scoping meetings will be held in Alaska's Sand Point, King Cove, Kodiak, Cordova, Homer, and Petersburg, and in Seattle, Washington. For specific locations, see SUPPLEMENTARY INFORMATION.

**FOR FURTHER INFORMATION CONTACT:** Glenn Merrill, (907) 586-7228 or email: [glenn.merrill@noaa.gov](mailto:glenn.merrill@noaa.gov).

**SUPPLEMENTARY INFORMATION:** Under the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act), the United States has exclusive fishery management authority over all living marine resources found within the exclusive economic zone (EEZ). The management of these marine resources, with the exception of marine mammals and birds, is vested in the Secretary of Commerce (Secretary). Eight Regional Fishery Management Councils prepare fishery management plans for approval and implementation by the Secretary. The Council has the responsibility to prepare fishery management plans for the fishery resources that require conservation and management in the EEZ off Alaska.

NEPA requires preparation of an EIS for major Federal actions significantly impacting the quality of the human

environment. Regulations implementing NEPA at 40 CFR 1502.4(b) state:

Environmental impact statements may be prepared, and are sometimes required, for broad Federal actions such as adoption of new agency programs or regulations. Agencies shall prepare statements on broad actions so that they are relevant to policy and are timed to coincide with meaningful points in agency planning and decision making.

The FMP was approved by the Secretary on April 12, 1978. The Secretary has approved numerous amendments to the FMP since that time. Section 304 of the Magnuson-Stevens Act specifies a process for amending FMPs.

The proposed action to be addressed in the SEIS is amendment of the FMP to include policies and management measures that would increase the economic efficiency of the GOA groundfish fisheries. Additional information on EISs pertaining to Gulf of Alaska groundfish fisheries may be obtained through NMFS (see ADDRESSES). Fisheries conducted under such policies and management measures generally are considered more "rational" than other fisheries because capital investment in "rationalized" fisheries tends to be in balance with the amount of fish that can be conservatively harvested. Hence, to "rationalize" the management of the GOA groundfish fisheries implies that the management required will incorporate economic incentives that prevent or reduce excessive capital investment. This is commonly accomplished through the establishment of transferable harvesting privileges or other market-based systems for allocating access to the fishery resources.

Rationalization programs may provide additional opportunities to use fishing methods that reduce the bycatch of non-target species and reduce gear conflicts thereby addressing larger conservation goals. Rationalization programs also may reduce the incentive to fish during unsafe conditions. Rationalization programs frequently result in substantial changes to the existing management regime and these changes may have a significant effect on the human environment.

The SEIS will examine the GOA groundfish fisheries authorized under the FMP, which may be affected by any proposed rationalization program and the potential changes to the management of the fisheries under these programs. The scope of the alternatives analyzed is intended to be broad enough for the Council and NMFS to make informed decisions on whether a rationalization program should be

developed and, if so, how it should be designed, and to assess other changes to the FMP as necessary with the implementation of these programs.

NMFS is seeking information from the public through the scoping process on the range of alternatives to be analyzed and on the environmental, social, and economic issues to be considered in the analysis.

#### Alternatives

The analysis will evaluate a range of alternative regimes for managing GOA groundfish fisheries. Alternatives analyzed in the SEIS may include those identified here, plus additional alternatives developed through the public scoping process and the Council.

The potential alternatives already identified for the SEIS include: (1) the existing management measures (status quo); (2) a rationalization program; and (3) a modified Licence Limitation Program. The specific options for a rationalization program identified thus far include the use of IFQs, IPQs, fishing cooperatives, and quotas held by communities, either separately or in combination. The particular combination of these options would effectively provide multiple "alternative" rationalization programs. Public scoping meetings will provide the opportunity for comment on the range of alternatives and the specific options within the rationalization alternative.

Specific options for rationalization are derived from preliminary discussions by three separate Council GOA rationalization committees tasked to address this issue, recommendations from the Council's Advisory Panel, and the Council. In addition, the Consolidated Appropriations Act of 2001 (Public Law 106-554) requires the Council to examine the fisheries under its jurisdiction, particularly the Gulf of Alaska groundfish fisheries, to determine whether rationalization is needed and describes management measures that should be analyzed. Additional information on the specific options for rationalization may be obtained through the Council (see ADDRESSES), or via the Council website at <http://www.fakr.noaa.gov/npfmc/>.

The Council may recommend specific options for analysis in late 2002. The rationalization alternative, options for consideration, and other alternatives and options, will be developed through this scoping process in coordination with the Council's rationalization committee and the Council. Depending on the rationalization program options selected, Congressional action may be required to provide statutory authority

to implement a specific rationalization alternative preferred by the Council. Lack of statutory authority for any particular alternative or option does not prevent consideration of that alternative or option in the SEIS.

#### Public Involvement

Scoping is an early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to the proposed action. A principal objective of the scoping and public involvement process is to identify a reasonable range of management alternatives that, with adequate analysis, will identify critical issues and provide a clear basis for distinguishing between those alternatives and selecting a preferred alternative.

NMFS is seeking written public comments on the scope of issues that should be addressed in the SEIS and on alternatives and options that should be considered for management of the GOA groundfish fisheries.

Public comments on specific aspects of the rationalization programs should be submitted to NMFS (see ADDRESSES). The public also will be able to provide oral and written comments at the meetings listed below. The Council will make a draft analysis of these alternative programs available for public review and comment. Copies of the analysis can be requested from the Council (see ADDRESSES).

#### Dates, Times, and Locations for Public Scoping Meetings

1. Saturday, August 17, 2002, from 9 a.m. to noon—Aleutians East Borough Office, 100 Mossberry Lane, Sand Point, AK.
2. Sunday, August 18, 2002, from 9 a.m. to noon—King Cove Harbor House, 100 Harbor House Road, King Cove, AK.
3. Friday, August 23, 2002, from 1 p.m. to 4:00 p.m.—Fishery Industrial Technology Center, 118 Trident Way, Kodiak, AK.
4. Monday, September 16, 2002, from 5 p.m. to 8 p.m.—Cordova City Library Meeting Room, 622 First Street, Cordova, AK.
5. Tuesday, September 24, 2002, from 2 p.m. to 5 p.m.—Best Western Bidarka Inn, 575 Sterling Highway, Homer, AK.
6. Thursday, September 26, 2002, from 3 p.m. to 6 p.m.—City Council Chambers, 12 Nordic Drive, Petersburg, AK.
7. Tuesday, October 1, 2002, from 6 p.m. to 9 p.m.—Doubletree Hotel, Seattle Airport, 18740 Pacific Highway South, Seattle, WA, in conjunction with the Council's October meeting.

The public is invited to assist NMFS in developing the scope of alternatives and issues to be analyzed for the SEIS. Comments will be accepted in writing at the meetings and at the NMFS address above (see ADDRESSES). Meeting schedules may be delayed due to weather conditions and flight availability in some locations. Meetings may be rescheduled if necessary.

#### Special Accommodations

These meetings are physically accessible to people with disabilities. Requests for sign language interpretation or other auxiliary aids should be directed to Glenn Merrill, NMFS, (see ADDRESSES), (907) 586-7228, at least 5 days prior to the meeting date.

Authority: 16 U.S.C. 1801 *et. seq.*

Dated: May 21, 2002.

Virginia M. Fay,

Acting Director, Office of Sustainable Fisheries, National Marine Fisheries Service.

[FR Doc. 02-13256 Filed 5-28-02; 8:45 am]

BILLING CODE 3510-22-S

## DEPARTMENT OF COMMERCE

### National Oceanic and Atmospheric Administration

[I.D. 052102F]

#### Gulf of Mexico Fishery Management Council; Public Meetings

AGENCY: National Marine Fisheries Service (NMFS), National Oceanic and Atmospheric Administration (NOAA), Commerce.

ACTION: Notice of public meeting.

SUMMARY: The Gulf of Mexico Fishery Management Council (Council) will convene a public meeting of the Socioeconomic Panel (SEP).

DATES: A meeting of the SEP will be held beginning at 8:30 a.m. on Wednesday, June 12, 2002, and will conclude at 4 p.m. on Friday, June 14, 2002.

ADDRESSES: The meeting will be held at the Wyndham Riverfront Hotel, 701 Convention Center Boulevard, New Orleans, LA; telephone: 504-524-8200.

Council address: Gulf of Mexico Fishery Management Council, 3018 U.S. Highway 901 North, Suite 1000, Tampa, FL 33619.

FOR FURTHER INFORMATION CONTACT:

Antonio B. Lamberte, Economist; telephone: 813-228-2815.

SUPPLEMENTARY INFORMATION: The SEP will meet to review available social and economic information on Gulf king and Spanish mackerel and to determine the

social and economic implications of the levels of acceptable biological catch (ABC) recommended by the Council's Mackerel Stock Assessment Panel (MSAP). The SEP may recommend to the Council total allowable catch (TAC) levels for the 2003 fishing year and certain management measures associated with achieving the TACs. In addition, the SEP will review the results of a bioeconomic modeling evaluation of the measures proposed in the Secretarial amendment for rebuilding the red grouper stock.

A report will be prepared by the SEP containing their conclusions and recommendations. The red grouper part of the report will be presented for review to the Council's Reef Fish Advisory Panel and Standing and Special Reef Fish Scientific and Statistical Committee at meetings to be held on the week of June 24, 2002 in Tampa, FL and to the Council at its meeting on the week of July 8, 2002 in Sarasota, FL. The mackerel portion of the report will be presented for review to the Council's Mackerel Advisory Panel and Standing and Special Mackerel Scientific and Statistical Committee at meetings to be held on the week of July 29, 2002 in New Orleans, LA and to the Council at its meeting on the week of September 9, 2002 in Metairie, LA.

Composing the SEP membership are economists, sociologists, and anthropologists from various universities and state fishery agencies throughout the Gulf. They advise the Council on the social and economic implications of certain fishery management measures.

A copy of the agenda can be obtained by calling 813-228-2815.

Although other non-emergency issues not on the agenda may come before the SEP for discussion, in accordance with the Magnuson-Stevens Fishery Conservation and Management Act, those issues may not be the subject of formal action during this meeting. Action of the SEP will be restricted to those issues specifically identified in the agendas and any issues arising after publication of this notice that require emergency action under Section 305(c) of the Magnuson-Stevens Act, provided the public has been notified of the Council's intent to take action to address the emergency.

#### Special Accommodations

The meeting is open to the public and is physically accessible to people with disabilities. Requests for sign language interpretation or other auxiliary aids should be directed to the Council office (see ADDRESSES) by June 5, 2002.

**Sand Point Public Scoping Meeting  
August 17, 2002  
Aleutians East Borough Office**

**General Notes:** The public scoping meetings were scheduled in times and locations to accommodate fishing schedules and provide additional access to community residents. The specific locations of the meetings were based on several factors including: (1) suggestions by members of the Council's Gulf of Alaska (GOA) Work Group; (2) the level of groundfish harvesting and processing activity among GOA communities; (3) the past involvement by representatives of these communities and their representatives in previous GOA rationalization committees and discussions; and (4) to provide additional access opportunities for public comment to those community residents who are not able to attend Council meeting. Prior to the scheduling of these meetings, we received suggestions from members of the GOA Work Group.

Many of the comments elicited from the public were in response to questions offered by staff regarding the current suite of alternatives and proposals for bycatch, community allocations, and other management issues under consideration by the the Council's GOA Work Group.

**Public Attendance:** 10 members of the public

**Meeting Representation:** The public attending the meeting represented a variety of gear groups, with the largest representation coming from vessel owners and operators using trawl gear in the cod and pollock fisheries. An individual representing Trident Seafoods, the main processing facility in Sand Point also attended.

**Major Themes:** While the public scoping addressed a wide range of topics, the main topics of interest included the following:

Proposed Action:

Sand Point residents held several views on the need to modify the existing management of GOA groundfish fisheries and the appropriateness of the various approaches to modify the existing management structure. Many members of the public expressed a desire to establish a "fair start" provision for all size classes of vessels in the Pacific cod fishery in the Western GOA management area. This was seen as a more immediate concern than rationalizing the fisheries. In fact, some identified an interest in creating additional opportunities in the state water Pacific cod fishery for new participants.

Scope:

After noting that there was no need to rationalize the fisheries, most individuals recommended that *if* GOA groundfish management is modified from the status quo, then whatever management approach taken should address all species in all areas. No one commented on whether to include or exclude groundfish fisheries East of 140 degrees W. long. in a rationalization program. Several suggested incorporating species that were characterized as underutilized in the Western Gulf (e.g., flatfish and rockfish) in the alternatives under consideration. The major concern expressed about exempting these underutilized species is that doing so would essentially create a "race for fish" or increased pressure on those species by any individuals excluded from any rationalization program. Additionally, several individuals said that "rationalized" fishing operations would be able to target these underutilized species better than other non-rationalized, or open access fishing operations. There was not a specific suggestion on how those species should be incorporated in a

rationalization program.

#### Alternatives:

NMFS and Council staff reviewed some of the potential alternatives that have been suggested, including: rights-based management programs such as individual fishing quotas (IFQs); cooperatives similar to those established under the AFA; "two-pie" management with linked IFQ and processor quota shares (IPQs), so-called "three pie" management that would link landings to communities similar to recent action recommended by the Council to rationalize the Bering Sea crab fisheries; modifications of the license limitation program (LLP); and the status quo. Staff invited the public to suggest other alternatives, or hybrid alternatives that should be considered as well.

#### *General Comments*

While no one indicated a preference for the status quo, there were a variety of opinions on the other potential alternatives. There were several different opinions about the specific problem facing GOA groundfish fisheries. Several individuals identified the lack of a "fair start" provision in the Pacific cod fishery among the various gear groups as the greatest problem facing the local fisheries. These individuals also suggested that rationalization or other management measures could proceed on a separate and longer track so that a fair start measure could be enacted in the Western Gulf federal Pacific cod fishery quickly to address immediate needs. Several individuals seemed most concerned about the potential reduction in catch by the smaller trawl vessels relative to fixed gear vessels. While there was not agreement on a specific date for a "fair-start" provision, there was general support for a start date in February or early March designed to coincide with the pollock fishery.

Individuals noted that more vessels are coming to the region to fish during the State managed Pacific cod fishery resulting in shorter state fishery seasons. This increased competition may be affecting the overall profitability of local vessels in the state-managed fishery and increasing effort in the federal Pacific cod fishery. Generally, individuals felt that this increase in fishing effort increased due to the recent decline in salmon prices, and changes in salmon management in the region by the Alaska Board of Fisheries.

#### *Rationalization Alternative*

Generally, there was not strong support for any rationalization alternative. Comments about rationalization tended to be phrased in terms of a preferred approach *if* rationalization is chosen, but not as though rationalization were a preferred alternative. There was considerable debate about how to address the treatment of skippers and crew members in any rights-based management program, if one were adopted.

Several individuals did support the use of IFQs as the preferred rationalization alternative. Generally, individuals were concerned about the equity of the initial allocation mechanism since species underutilized by Sand Point residents would likely be fully allocated under an IFQ or cooperative program. One individual stated that there are too many boats chasing too few fish and that IFQs would provide an opportunity for vessels to slow their catch rate and possibly address Steller sea lion concerns, and fish more profitably.

Generally, there was support for the inclusion of skippers and crew in the allocation process. Several individuals suggested various allocation mechanisms for splitting the quota share allocation among vessel owners and skippers. Some suggested a 50/50 split between skippers and vessel owners, others suggested a lower, but less specific allocation. Several individuals noted that it would be difficult, if not impossible to

figure out a specific mechanism to allocate quota shares to crew members given the transient nature of crew member employment and poor records. Generally, individuals supported the idea of allocating some initial quota to skippers. Some individuals were concerned that IFQs are desired principally by vessel owners from other regions that fish in the local area who are looking to sell out of the fishery, and that the implementation of an IFQ program would not provide long-term access to local residents. Individuals believed IFQs must be transferable. Generally, caps on quota share consolidation were preferred, but there were no specific preferences for specific limits.

No individual from the fishing fleet advocated the use of “two-pie” or “three-pie” management. Individuals felt that “two-pie” management would reduce any ability by harvesters to find alternative markets or negotiate a more favorable price in Sand Point given the very limited opportunities to sell their catch to other processors in the region. A processing representative noted that processors have made substantial investments in the fishery and “two-pie” management should be considered.

Generally, the use of specific measures designed to “regionalize” the processing of catch or create community quota share programs were not considered either necessary or appropriate. Several individuals suggested that the allocation of community quota shares to communities such as Sand Point, which do not target rockfish and flatfish might reserve a portion of the total allowable catch (TAC) for each community and provide some protection or mechanism for participation for those that have not participated in the past.

There was not a specific recommendation either for or against the use of cooperatives. Many individuals seemed uncertain as to how cooperative management might actually function in the Western Gulf of Alaska.

A repeated concern was for including an opportunity for new entrants in whatever mechanism may be chosen. Expansion of the existing IFQ loan program was mentioned, but there were no additional specific suggestions on how new entrants could be better incorporated in a quota share program.

#### *License Limitation Alternative*

Individuals also suggested modifying the LLP as an alternative to rationalization. There were mixed opinions about whether modifying the LLP would address the short and long-term problems facing the groundfish fisheries. Several individuals suggested that removing “latent” licenses from the LLP, would address several concerns about limiting new entry into the fisheries. Others felt that modifying the LLP would not address the long-term concerns of the fishery and would not improve the ability of existing operators to remain competitive. Several individuals stated that the existing LLP allows larger vessels that have not historically participated in the Pacific cod fishery—particularly displaced BSAI crab vessels, to participate in the federal fishery. Other individuals stated that management within the “parallel” fishery also allows vessels to fish during the federal season without an LLP and recommended that the state take action to prevent this situation (see “Issues: parallel fishery”).

#### Issues:

Several of the key issues that were raised for further analysis included: (1) management in the “parallel” fishery—the fishery occurring in state waters opened during the federal fishery; and (2) differential

management among various management regions in the GOA and the importance of establishing “sideboards” if differential management measures are implemented.

### *Parallel fishery*

Individuals noted that if any rationalization program is adopted, NMFS and the Alaska Department of Fish and Game should coordinate to address mutual management concerns. Some of the issues raised include: whether catch history from harvests in the parallel fishery from a vessel without an LLP would be included in any quota allocation, whether a federal quota program would be applicable to vessels fishing exclusively in the parallel fishery, and whether future management measures to further restrict the number of LLPs could be applied within the parallel fisheries. Several individuals suggested increasing the State managed Pacific cod guideline harvest level and requiring that if vessels fish within federal waters they would be prohibited from fishing in the state managed Pacific cod fishery. This measure was suggested to reduce the potential lack of controls within the existing parallel fishery management framework.

### *Differential Management*

Many individuals suggested that different management strategies may be appropriate in different regions of the GOA. As an example, one individual suggested that different management systems could be approved for the Western and Central Gulf management regulatory areas. Individuals suggested that there would need to place "sideboards" to limit the potential spill-over effects that could occur if vessels are rationalized in one part of the GOA and vessels are then more able to participate in fisheries in other regions.

### Other Comments:

Individuals requested that the notes from future public scoping meetings be placed on the web prior to the presentation of the draft scoping report to the Council in October.

**King Cove  
Public Scoping Meeting Summary – Draft  
August 18, 2002  
Robert E. Newman Memorial Harbor House**

**Public Attendance:** 10 members of the public

**Meeting Representation:** Individuals attending the meeting represented a variety of gear groups, with the largest representation coming from vessel owners and operators using fixed gear in the Pacific cod fishery. An individual representing Peter Pan Seafoods, the main processing facility in King Cove, also attended.

**Major Themes:** While the public scoping meeting addressed a wide range of topics, the main topics of interest included the following:

Proposed Action:

Individuals held several views on the need for modifying the existing management of GOA groundfish fisheries and the appropriateness of the various approaches to modify the existing management structure. During public discussion, many individual members expressed a desire to further limit the possibility of larger vessels with “latent” LLP from entering the Pacific cod fishery. Generally, there was opposition to any rights-based management program.

Scope:

Since there was little support for significantly changing the existing management system, most individuals did not see a need to modify fisheries management throughout the Gulf. However, individuals recommended that *if* a new rationalization program were adopted than any new management approach should address all species. Several members of the public recommended adopting different management actions in Western and Central GOA might be appropriate. No one expressed an opinion on whether to include groundfish fisheries East of 140 degrees W. long. in any new management program. Individuals recommended that fishermen should not be precluded from accessing underutilized species in the Western Gulf (e.g., flatfish and rockfish). Individuals indicated that underutilized species could be important in the future and establishing a rationalization program could limit opportunities for local fishermen.

Alternatives:

NMFS and Council staff reviewed some of the potential alternatives that have been suggested, including: rights-based management programs such as individual fishing quotas (IFQs); cooperatives similar to those established under the AFA; “two-pie” management with linked IFQ and processor quota shares (IPQs), so-called “three pie” management similar to that recently recommended by the Council under crab rationalization (see the Council website at <http://www.fakr.noaa.gov/npfmc> for additional information); modifications of the license limitation program (LLP); and the status quo. Hearing officers also asked individuals if there were other alternatives, or hybrid alternatives that should be considered as well.



### *General Comments*

While no one indicated a preference for the status quo, individuals did not recommend substantial changes to the existing management system. Most individuals were more concerned about access to the resource ("big boat/small boat" issues) rather than overcapitalization. Individuals indicated that one problem for the local groundfish fleet is preemption of catch and fishing grounds by larger boats. Generally, there was very little support for an IFQ program. Several individuals were concerned that groundfish fisheries, in particular the fixed gear Pacific cod fishery, are important to the smaller local vessels by allowing vessels to occasionally supplement their income. In particular, more vessels using jig gear are participating in both the State and Federal Pacific cod fisheries because salmon value and harvests are declining. Although these harvests are small in terms of overall value of harvests, they are very important source of income to offset other fishery income.

### *Rationalization Alternative*

There was generally strong opposition to the use of IFQs or other rights-based management alternatives. One individual stated that IFQs could provide certain benefits such as allowing vessels to lower bycatch, fish slower which could be beneficial for addressing Steller sea lion conservation concerns, and allow processors to gain more value, but generally, many individuals felt that the implementation of the halibut and sablefish IFQ Program disadvantaged the local fleet and individuals almost uniformly expressed strong opposition to the use of quota shares and the equity of the initial allocation mechanism and the treatment of skippers and crew.

No individual from the fishing sector advocated the use of "two-pie" or "three-pie" management. Individuals felt that allocating quota shares to processors would reduce any ability of harvesters to find alternative markets or negotiate a more favorable price in King Cove, given the very limited opportunities to sell their catch to other processors in the region. While an individual from the processing sector did not advocate processor quota share (QS), he identified that the investment of the processing company should be considered and Peter Pan Seafoods would want to be included in any rationalization program if it proceeds.

Some individuals supported the concept of community-based management measures if a rights-based management alternative were chosen. One individual suggested a portion of the TAC or quota share could be allocated to communities. Individuals indicated that this could be accomplished by allocating to vessels less than 58 feet length overall (LOA) and allow those vessels to then participate under open access. Some individuals also noted that the local fleet could be initially allocated relatively little QS because they were targeting other fisheries during certain qualifying years. Individuals cautioned that local vessels should not be viewed as not participating in a fishery even if this participation is sporadic. Individuals noted that the qualifying years must be chosen carefully to consider the local fleets.

Several individuals noted that small boat fleet communities, such as King Cove, may be disadvantaged in IFQ programs because most of the initially allocated quota share goes to larger fleets with more catch history. Individuals recommended a more "equitable" formula for issuing QS to protect the local small boat fleet. Individuals also indicated some support for "regionalizing" fishery landings (requiring landings in local communities) as a means of ensuring stable processing and tax revenues. Individuals noted that the halibut IFQ program resulted in a greater portion of the catch being delivered to ports outside of King Cove, resulting in an loss of tax revenue.

There was not a specific recommendation regarding the cooperative alternative. Many individuals seemed uncertain as to how cooperative management might actually function in the context of Western Gulf fisheries.

Although, not technically a cooperative, several members of the public recommended a distinct allocation of a portion of the Pacific cod total allowable catch (TAC) in the Western Gulf, and presumably other groundfish species' TAC, to vessels under 58 feet LOA and permit an open access fishery within that designated TAC.

There was considerable debate about including skippers and crew members in any rights-based management program, if one were adopted. Several individuals suggested various allocation mechanisms for splitting the quota share allocation among vessel owners and skippers. Generally, individuals who were hired skippers supported the idea of allocating some initial quota to skippers. Some individuals were concerned that IFQs are desired principally by vessel owners from other regions that fish in the local area who are looking to sell out of the fishery, and that the implementation of an IFQ program would not provide long-term access to local residents.

Individuals did not have specific comments about underutilized species in the Western Gulf such as rockfish and flatfish. One processor representative indicated that it was important not to preclude local fishermen from these fisheries, but there were no specific suggestions on how to address the allocation of quota share or management of these fisheries under a rationalization program.

#### *License Limitation Alternative*

Individuals also suggested that modifying the LLP as an alternative to rationalization may be appropriate. Individuals did not seem primarily concerned about reducing the number of latent licenses. However, some individuals expressed concerns that larger boats, particularly vessels that participate in BSAI crab fisheries, that now fish in the parallel fishery without an LLP were preempting smaller vessels in the fixed gear Pacific cod fishery. Others stated that management within the "parallel" fishery also allows vessels to fish during the federal season without an LLP, and that the State may need to address this issue.

#### Issues:

Several of the key issues that were raised included: (1) management of the parallel fishery; (2) regional or differential management; and (3) the effects of gear conversion on possible quota share allocation.

#### *Parallel Fishery*

Individuals noted that more vessels are coming to the region to fish during the State managed Pacific cod fishery resulting in shorter fisheries in state fisheries. This increased competition may be affecting the overall profitability of local vessels in the state-managed fishery and increasing effort in the federal fishery. Individuals noted that there will need to be coordination between NMFS and ADF&G to address mutual management concerns if any rationalization program is adopted. Several individuals suggested increasing the State managed Pacific cod guideline harvest level and requiring exclusive registration in either the state or federal Pacific cod fishery. This measure was suggested as a way to reduce the potential lack of controls within the existing parallel fishery management framework. Several individuals suggested increasing the State managed Pacific cod guideline harvest level (GHL) to offset the potential effects of rationalization in the federal fisheries and provide an opportunity for smaller vessels to participate.

#### *Regional Management*

Many individuals suggested that different management strategies may be appropriate in different GOA management areas. One individual suggested that it may be possible to have one management system in place for the Western GOA that modified the LLP, and have a different management system in place for the Central GOA. Others suggested that "sideboards" to limit the potential spill-over effects could be considered to protect areas not rationalized.

*Trawl Catch History and Gear Conversion*

Individuals indicated that if trawl vessels were issued quota share and trawling, particularly in the Pacific cod fishery, were eliminated than it is not clear what might happen to the catch history. The catch history for the fixed gear trawl fleet is less than the trawl fleet and it is not clear what effect the addition of converted trawl vessel catch history might have on the existing fixed gear Pacific cod fleet if a quota share allocation were adopted.

**Kodiak**  
**Public Scoping Meeting Summary – Draft**  
**August 23, 2002**  
**Fishery Industrial Technology Center**

**Attendance:** Approximately 45 members of the public (including agency personnel)

**Meeting Representation:** The public attending the meeting represented a variety of gear groups, with representation coming from vessel owners, operators, and crew using trawl and fixed gear and a number of fisheries organizations. There were also several representatives from several of the processing plants in Kodiak. Also in attendance were individuals representing the Kodiak Island Borough, Alaska Department of Fish and Game, the United States Coast Guard, and staff of Senator Austerman.

**Major Themes:** While the public scoping addressed a wide range of topics, the main topics of interest included the following.

Proposed Action:

Individuals strongly supported rationalization within the Gulf of Alaska (GOA) through the adoption of quota-based management programs. There was some concern that rationalization could preclude the ability of new entrants to get into the fishery.

Scope:

Generally, individuals supported adopting management measures that would address all species at all times. No one expressed an opinion of whether to include or exclude groundfish fisheries East of 140 degrees W. long. in a new management program. The public also indicated that if one species is rationalized than other species should be rationalized at the same time. There was limited discussion of separate rationalization programs for different fisheries in different areas based on concerns that certain regions of the GOA may be better prepared or willing to rationalize their fisheries.

Alternatives:

During the meeting, NMFS and Council staff reviewed some of the potential alternatives that have been suggested, including: rights-based management programs such as individual fishing quotas (IFQs); Cooperatives similar to those established under the American Fisheries Act (AFA); “Two-pie” management with linked IFQ and processor quota shares (IPQs), so-called “three pie” management similar to that recently recommended by the Council under crab rationalization (see the Council website at <http://www.fakr.noaa.gov/npfmc> for additional

information); modifications of the license limitation program (LLP); and the status quo. Staff also asked the public if there were other alternatives, or hybrid alternatives that should be considered as well.

### *General Comments*

Individuals noted that there are numerous problems currently facing the groundfish fisheries in the GOA, and specifically the Central GOA management area. Some of the reasons mentioned for supporting rationalization included: concerns that existing harvesting capacity exceeds the available fishery resource; the Central Gulf groundfish fisheries are now more expensive and less profitable on the market, particularly compared to the Bering Sea/Aleutian Islands Management Area (BSAI) pollock fishery managed under the AFA, whose market has expanded into areas traditionally targeted by GOA pollock fisheries (e.g., filet market); concerns about the possible effects of displaced vessels from other fisheries recommended for rationalization (e.g., BSAI crab fisheries); allocation of harvesting privileges to provide additional economic stability; and the ability to respond to halibut bycatch concerns.

### *Rationalization Alternative*

Among the rationalization alternatives discussed, cooperative management was the preferred alternative for rationalization. Several participants described their experiences under the AFA and the advantages that they believe cooperative management has provided, such as improving roe recovery rates, reducing bycatch, improving processing crew staffing, addressing concerns about mechanical problems and injuries, and as a means to address concerns raised by environmental organizations concerning fishery management. One individual opposed rationalization because it limits the ability for younger fishermen to get into the fisheries.

Several individuals provided a range of reasons why cooperatives might be the most advantageous options. Some of these include the ability of cooperatives to manage bycatch and prohibited species caps (PSCs) among all of the vessels, the ability to form a team work environment among vessel owners, operators, and processors due to the collective management of these operations. Some individuals believed that cooperative management could address local community concerns better than an IFQ Program due to the flexibility of negotiating arrangements within the cooperative. Several individuals mentioned that the halibut and sablefish IFQ Program shifted processing away from Kodiak and did not adequately consider skipper and crew in the initial allocation, whereas cooperative management may be able to address these issues. Others maintained that the existing IFQ Program is not necessarily a model for groundfish given the more perishable nature of the groundfish stocks and the need for large volume processing. These individuals did not believe IFQ management would necessarily result in the diversion of processing to other ports. Others noted concerns about the degree of foreign control that could occur with processor QS, or allowing processors to purchase QS in an IFQ Program.

One concern raised was whether the experience of vessel owners and operators in the AFA was sufficient to judge the performance of cooperatives in general and if the advantages currently experienced by AFA members would continue. There was concern that long-term trends in employment could show reduced crew and skipper shares and lower overall income.

There was generally strong support for incorporating community-based management measures if a rights-based management alternative were chosen to maintain existing processing capacity within Kodiak. However, the particular options suggested differed significantly. Individuals suggested the use of regional landing requirements either incorporated into the specific cooperative structure or by establishing the use of PQS. Individuals noted that the halibut and sablefish IFQ Program modified delivery patterns to favor fresh auction markets and resulted in a greater portion of the catch being delivered to other ports. This lowered fishery landing tax revenue in Kodiak. Individuals recommended that landings should be tied to the communities either through specific port-preference clauses or through the issuance of QS to processors in the region.

Generally, there was concern about creating a separate quota allocation specifically for communities. One concern was that the allocation of harvesting or processing QS directly to communities could impair the ability of processors to ensure a good flow of product by limiting competition at existing facilities. Other concerns were that shifting harvesting or processing QS to other communities could increase overcapacity in the groundfish fishery by adding new capacity in these smaller communities. There was also concern that a separate allocation to small communities would be too small to prove economical and would require the communities to lease the processing QS to other processors thereby increasing the overall costs for processing fish. Generally, there was support for allowing communities to buy QS, either for processing or harvesting depending on the program, but not for an initial allocation.

There did not seem to be any clear support for the use of “two-pie” management – linked harvester and processor quota shares – among the fishermen and some of the processors present. These individuals felt that “two-pie” management would reduce any ability of harvesters to find alternative markets or negotiate a more favorable price. Individuals suggested that the financial commitment made by processors would best be addressed through cooperatives linking processors and harvesters, or through issuing harvester IFQ directly to processors that own fishing vessels. Others noted that the investment of processors should be considered. One individual noted that cooperatives may not require community landings but a “two-pie” program could link processing to a specific community with the goal of maximizing the value of the fishery. Also noted was the belief that the Magnuson-Stevens Act requires protection of all stakeholders in quota allocation programs.

A concern raised was that whatever mechanism may be chosen there have to be specific provisions that provide an opportunity for new entrants. One individual mentioned a government program in Ireland that helps to sponsor new entrants.

### *License Limitation Alternative*

Generally, the public did not support modifying the LLP as a means of addressing the range of problems facing GOA groundfish fisheries. In particular, individuals stated that the LLP did not address the “race for fish” or outstanding bycatch and environmental issues. Some suggested modifying the LLP as an interim measure, but others indicated that this could be a considerable cost with little overall result since much of the fleet is fairly stable over time and little effect on overall fleet capacity could be expected.

### Issues:

Several of the key issues that were raised for further analysis included: (1) management in the “parallel” fishery—the fishery occurring in state waters opened during the federal fishery; (2) differential management among various management regions in the GOA and the importance of establishing “sideboards” if differential management measures are implemented; and (3) specific data requests.

### *Parallel fishery*

Several individuals noted that the primary concern was that any catch history that is harvested within the parallel fishery should be considered in any rationalization program. One individual noted that concerns about management of the parallel fishery could be addressed by assigning a separate quota in state waters for harvests exclusively within that fishery, and require any individuals fishing outside state waters to be managed under federal regulations regardless of the source of the harvests.

### *Differential Management*

Many individuals suggested different management strategies may be appropriate in different regions of the GOA. The primary concern expressed was that if one region of the Gulf were not prepared for rationalization, then other regions, should not be limited in their ability to rationalize their fisheries. The primary concern was that sideboard measures to manage “crossover” vessels that have historical harvests in both regions could prove difficult and costly.

### *Specific Data Requests*

One individual suggested examining the performance of the AFA in terms of employment economic data (e.g., average crew share and revenue, amount of employment, etc...). There was also a request made to review the performance of the orange roughy IFQ program in New Zealand in terms of the effects of processor consolidation.

**Groundfish Forum**

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AGENDA C-6  
Supplemental  
OCTOBER 2002

September 24, 2002

Mr. Dave Benton  
Chairman  
North Pacific Fishery Management Council  
605 West 4<sup>th</sup> Avenue, Suite 306  
Anchorage AK 99601-2252

RECEIVED

SEP 24 2002

N.P.F.M.C

Re: Agenda Item C-6, GOA Rationalization

Dear Chairman Benton,

Groundfish Forum represents 15 head-and-gut catcher processors, many of which are active in, and dependent upon, Gulf of Alaska trawl fisheries. Our organization supports the development of a fair and effective rationalization program for the GOA and its implementation as soon as possible.

The current GOA working group does not include a representative of the offshore catcher processor sector. Because of this, it has been difficult for us to know how best to present our ideas and suggestions for the rationalization process. The committee has up to now explicitly stated that they were not requesting proposals from the public, so we have tried to communicate our thoughts to individual committee members and through public comments.

At the most recent working group meeting we were very pleased to note that the committee is now looking for ideas specific to the catcher processor sector. We are working on a proposal which will be finished no later than November 1<sup>st</sup> (prior to the end of the scoping period).

Two other comments on the subject of GOA rationalization. First, a license limitation program alone does not address the problem of the 'race for fish,' it only changes the players. To the degree that the GOA working group is spending time on LLP, we think that this is not worthwhile and not responsive to the problem statement. Second, any rationalization process must be comprehensive, since displaced fishing effort will always flow toward any remaining open fisheries. We once again urge the Council to begin a process to rationalize the non-pollock trawl fisheries of the Bering Sea and Alcutian Islands in a parallel time frame so that downstream effects of a stand-alone rationalization process are avoided and both fisheries have the benefit of improved tools to meet the mandate of sustainable fisheries.

We appreciate the opportunity to comment and will be happy to answer any questions you may have.

Sincerely,



John Gauvin  
Groundfish Forum

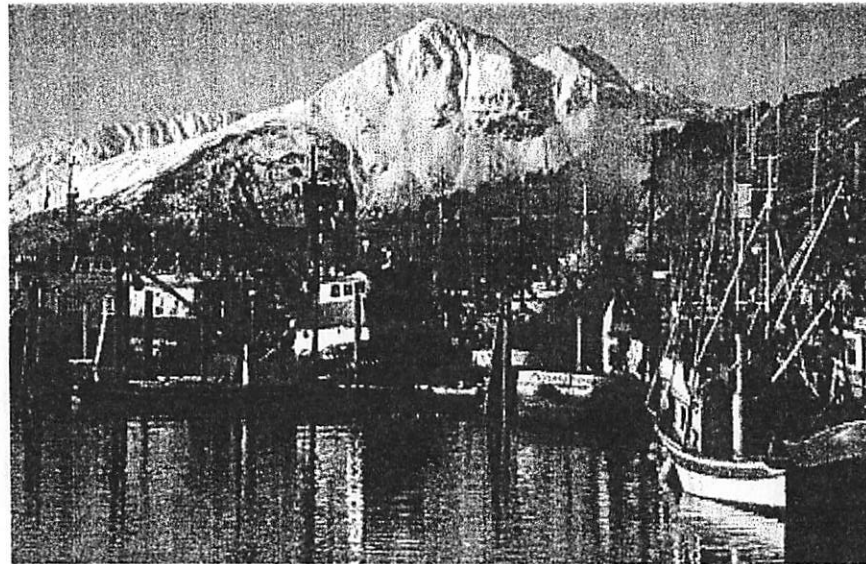


Presentation to NPFMC, October 2002

Update



Supplemental Environmental Impact Statement  
Gulf of Alaska Groundfish Rationalization



Get more information at:  
<http://www.fakr.noaa.gov>

## **Current Status:**

- **Notice of Intent to prepare an SEIS published May 29, 2002 – formal public scoping begins.**
- **Public Scoping to Develop the Scope, Alternatives, and Issues to be addressed extends through November 15, 2002**
- **Seven Public Scoping Hearings held: Sand Point, King Cove, Kodiak, Cordova, Homer, Petersburg, and Seattle.**
- **Additional Public Hearing to be held in Anchorage the week of October 21-26 (schedule not determined).**

## **Goals of Public Scoping**

**First**, to provide information on the SEIS process.

Public Scoping guides on the NMFS website,  
and provided at the meetings.

**Second**, to help NMFS and the Council gather  
information on Gulf Rationalization:

<b>Problem</b>	What are we trying to solve?
<b>Scope</b>	What areas, and what fisheries?
<b>Alternatives</b>	What tools should be used?
<b>Issues</b>	What should we look at?

# **Overview of Comments from Public Scoping Hearings**

## **Problem**

- **General agreement with the Problem Statement adopted by the Council in April 2002.**
- **Lack of control on latent LLP**
- **No control on larger vessels fishing in the “parallel” fishery.**
- **Spillover effects from other fisheries,**
- **Race for fish**
- **Limited opportunities for small-boat fishermen due to increased pressure by larger vessels**
- **SSL measures**

## **Scope**

- **General support for GOA Work Group recommendation**

**Rationalization or other management measures for all groundfish fisheries in the Federal waters of the Gulf of Alaska – excluding fisheries East of 140 degrees (Cape Suckling).**

- **Some support for different approaches in different regions**

**LLP modification in the Western Gulf**

**Examples:**

**Cooperatives in the Central Gulf**

**Regional TAC around Cordova**

## **Alternatives**

- Individual Fishing Quotas (IFQs) for harvesters only
- “Two-pie” harvester and processor Quota shares
- Cooperatives.
- Community Quota Shares
- Modifying the License Limitation Program (LLP)
  
- Support for Cooperatives strongest in Kodiak and Seattle, IFQ in Homer, LLP modification in Sand Point and King Cove, Regional TAC Cordova.
- “Two-Pie” management most controversial and least supported
- LLP modification generally not supported outside WGOA

## **Issues**

- How will rationalization affect State waters  
--the “parallel” groundfish fisheries
- Effects of the alternatives on communities  
--delivery patterns, tax revenue, local fleets
- Bycatch management  
--PSC cooperatives, halibut in trawl fisheries
- Processor Quota Share  
--Review and revise existing analysis

## **Next Steps in Public Scoping and SEIS Process**

- **Conduct final scoping meeting in Anchorage (October 21-26).**
- **Post draft public scoping hearing reports on NMFS Website**
- **Integrate the Public Hearings, Written Comments, and the products of the Council's GOA Work Group.**
- **We will present the public scoping comments to the Council in final form at their December 2002, meeting – “Scoping Report”**
- **Council may begin developing alternatives for analysis.**



## **Contact Information**

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Senior Plan Coordinator  
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**Websites – Updates on Gulf Rationalization.**

- NMFS: <http://www.fakr.noaa.gov>
- Council: <http://www.fakr.noaa.gov/npfmc/>

## Addresses for Written Comments



- Written comments accepted through: **November 15, 2002.**
- Send written comments to:  
  
Sue Salveson, Assistant Regional Administrator  
Sustainable Fisheries, NMFS Alaska Region  
P.O. Box 21668  
Juneau, AK 99802  
Attn: Lori Durall
- Comments may be sent via fax to (907) 586-7557.
- NMFS will not accept comments by e-mail or internet.

**Cordova**  
**Public Scoping Meeting Summary – Draft**  
**September 16, 2002**  
**Cordova Public City Library**

**Public Attendance:** Nine members of the public attended.

**Meeting Representation:** The public attending the meeting were largely small vessel fishermen fishing for Pacific cod with longline gear in the Federal fisheries—typically inside State waters in the Parallel fishery. Two individuals represented federally licensed (LLP) fishermen. One individual representing a local processor and one USCG representative from the USCG Cutter *Sycamore* also attended.

**Major Themes:** The main issues of concern addressed by the public included the following:

**Proposed Action:**

Cordova residents wished to modify the existing management system to provide increased opportunities for the local fleet and a steady flow of product into processing plants into Cordova. Many in the audience noted the need to have a management system that allowed for an extended fishing season, and several suggested that there was currently a race for fish—particularly in the Pacific cod fishery— to the disadvantage of Cordova fishermen as spawning aggregations of cod had generally dispersed by the time the cod had moved to within fishing range of the local, small boat fleet. There was general support for changes in management that increased the access available to the local fleet, and there was concern that adopting new management measures that severely restrict participation of small vessels by allocating individual shares to the fishery based strictly on historic participation would not address the needs of Cordova residents. Generally, residents wished to establish a flexible management program that continued to provide access to local fishermen, but there was no clear consensus as to whether this would best be accomplished through rationalization or by providing some percentage of the total available catch (TAC) for harvest by Cordova and other Prince William Sound (PWS) communities—a regional TAC.

**Scope:**

Although many individuals did not clearly support a specific rationalization alternative as appropriate for Cordova, there was a recognition that if one fishery is modified it could affect other fisheries as well. The public did not hold specific views on whether all fisheries should be rationalized or only those fisheries that are currently targeted by Cordova residents—pollock and Pacific cod. There were no comments on whether to include or exclude groundfish fisheries East of 140 degrees W. long. in any rationalization alternative.

**Alternatives:**

NMFS and Council staff reviewed some of the potential alternatives that have been suggested, including: rights-based management programs such as individual fishing quotas (IFQs); cooperatives similar to those established under the AFA; “two-pie” management with linked IFQ and processor quota shares

(IPQs), and mechanisms that might regionalize the catch of groundfish species. The staff also reviewed potential modifications to the license limitation program (LLP), and status quo management. Staff invited the public to suggest other alternatives, or hybrid alternatives that should be considered as well.

### *General Comments*

The public indicated that the main concerns facing the local groundfish fishery included the need to maintain access to the groundfish fishery—particularly Pacific cod, and a stable stream of product to the local processors. Pacific cod is a secondary fishery to salmon, and is important to supplement the income of smaller vessels. Because much of the Central Gulf Pacific cod quota is taken by vessels fishing primarily out of Kodiak before the cod aggregate inshore near Cordova, the historic catch of the Cordova fleet is limited. A primary concern was expressed that any alternative management program that was focused on allocating quota based on historic catch would curtail access to the local fleet significantly and does not reflect the fishing patterns of the local fleet. Since Pacific cod is a “back-up” fishery, and the local fleet has been constrained by quota area management and variable migrations patterns many felt that catch history would not necessarily reflect the dependence of the Cordova fleet on the fishery.

Several individuals stated that there was a need to fish longer into the Pacific cod season and that rationalization could provide that opportunity. Other concerns that were raised were that any management program that is adopted should address the race for fish and allow fishermen to fish when most profitable, markets are available, and when the fish are in the best condition.

Generally, the public was not in favor of expanding the State managed Pacific cod fishery because it limits the type of gear that can be used in that fishery. Specifically, those present preferred fishing within State waters during the federal season in the parallel fishery because it allows longlining, compared with the PWS State Water fishery which is limited to pot and jig gear. Many noted that jigging does not work in Cordova because the fish are not schooled up enough to make that form of fishing profitable so state quota is not taken. Many believed that increasing the state water quota as a mechanism to offset any possible loss of access due to rationalization would not help Cordova.

### *Rationalization Alternative*

Generally, support for a particular program seemed to be split depending on the fishery. While many in the Pacific cod fishery were concerned about maintaining access for the local fishermen, the main concern for the pollock fishery was ensuring that there was a stable supply of product to the local canneries from the smaller Cordova pollock fleet. Many noted that pollock is the most important fishery for the winter economy of Cordova.

For the most part, fishermen favored allocating a segment of the Central Gulf Pacific cod TAC to the communities of PWS that could then be fished in a manner determined by the residents of those communities. The public did state that this regional TAC would be managed in an open-access manner, but many implied that might be the appropriate management tool. The views on the pollock fishery differed. Admittedly, there were no Cordova pollock fishermen at the hearing. However, many attending the meeting felt that the concern with pollock was in maintaining market share and not losing processing to other communities.

Many felt that IFQs or cooperative management were not necessarily the appropriate tool for addressing concerns about Pacific cod management. Generally, there seemed to be less familiarity with cooperative

management programs and how those could be implemented. Based on observations from the halibut and sablefish IFQ Program, many felt that Cordova fishermen probably would not have enough history to qualify for quota share to produce a profitable fishery. Some recommended splitting the Pacific cod Central Gulf TAC and that this allocation could be made to PWS communities based on a combination of history and other factors that would provide for an opportunity for growth.

The recommendations did differ for pollock. Pollock is considered to be a capital intensive fishery and the local processor and public were concerned about the effect of pollock vessels delivering their catch to other regions. A processor supported processor QS, if harvester IFQs are approved. Both fishermen and the processor noted that provisions should be included to not allow processors to control the price if such a "two-pie" program were adopted. One harvester representative supported "two-pie" management for the pollock fishery as a means to increase community stability and provide for a winter economy.

There was no consensus on setting aside initial shares for community residents who are not currently participants in the federal fisheries. A processor noted that institutional expenses incurred by communities (e.g., water treatment systems for processing plant requirements) might merit inclusion in any rights-based management program. There was some support for allowing communities to purchase shares after an initial allocation, but less support for a direct allocation.

There was some discussion about the importance of addressing "spillover" effects from other fisheries if those fisheries are rationalized. Within the context of Pacific cod, there was some support for establishing an exclusive harvest area, patterned after the State of Alaska superexclusive registration areas for salmon.

The public did have some concerns about the ability to expand fisheries if a rationalization program were adopted. In particular, a number of individuals were concerned that a rationalization program could limit the ability to develop new fisheries such as a spiny dogfish (shark) fishery.

The public did not specifically address how skipper and crew should be addressed in any rationalization program.

#### *License Limitation Alternative*

Many of the fishermen present currently fish within the parallel fishery without an LLP. There was not any clear support for further limiting the LLP, particularly inside State waters during the parallel fishery.

#### Issues:

Several of the key issues that were raised for further analysis include: (1) the implications of changing management on observer requirements; and (2) management of the parallel fishery.

#### *Observer Coverage*

Several individuals expressed concern about the effect that rationalization could have on observer coverage. Many noted that obtaining observer coverage in Cordova is difficult, and changes that require more coverage would make it more difficult. The public requested that NMFS and the Council look at how any of these alternatives could affect observer costs. Several recommended that observer costs be distributed over a wider range of vessels.

**Parallel Fishery** - Based on comments received during the public hearing, it is noted that several individuals noted that regardless of the program adopted, it must consider that a considerable portion of the Cordova fleet fishes within the parallel fishery and excluding them from participation because they do not hold an LLP would severely limit local fishing opportunities. There were no specific suggestions on how to limit catches within the parallel fisheries.

# GOA Workgroup

Progress Report to the NPFMC

October 2002

# Initial Recommendations

- Need a comprehensive approach to Gulf rationalization
- Options should include
  - License reduction alternatives
  - Catch history based alternatives



# Issues To Be Resolved

- Target Species
- Sector Differences
- Non-target Species  
(e.g., Thornyheads, RE/SR,  
Other Slope Rockfish)
- PSC Species  
(e.g., halibut, salmon, crab)
- Underutilized Species
- Community Protection
- Processor Concerns
- Skippers & Crew
- State Water Parallel  
Fisheries
- Data Availability
- Conservation/Habitat

# EIS Alternatives

- Status Quo
- LLP Reduction
- Harvester only allocation (“1 pie”)
  - Quota share program
  - Coop program
- Harvester allocation with closed class processors
  - Quota share program
  - Coop program
- Harvester and processor allocation (“2 pie”)
  - Quota share program
  - Coop program

# Elements & Options

## Progress to Date

<b>Alternative</b>	<b>Target species</b>	<b>Sector Differences</b>	<b>Non-target Species</b>	<b>PSC Species</b>	<b>Underutilized Species</b>
<b>LLP</b>	<b>Qual. Yrs Landing Criteria</b>	<b>Trawl Fixed</b>			
<b>1 Pie</b>	<b>QS Based Coop Based</b>	<b>Fixed Trawl CP</b>	<b>Thornyheads RE/SR O Slope Trawl Sable</b>	<b>Halibut Salmon Crab</b>	<b>Flatfish</b>
<b>1 Pie w Closed Class</b>	<b>QS Based Coop Based</b>	<b>Fixed Trawl CP</b>	<b>Thornyheads RE/SR O Slope Trawl Sable</b>	<b>Halibut Salmon Crab</b>	<b>Flatfish</b>
<b>2 Pie</b>	<b>QS Based Coop Based</b>	<b>Fixed Trawl CP</b>	<b>Thornyheads RE/SR O Slope Trawl Sable</b>	<b>Halibut Salmon Crab</b>	<b>Flatfish</b>
<b>KEY</b>	<b>Strawman Drafted</b>	<b>Under Development</b>	<b>Under Development</b>	<b>Under Development</b>	

# Elements & Options Progress to Date

Alternative	LLP	Community Protection	Processor Concerns	Skippers & Crew	State Waters	Data Availability
1 Pie	GDA CFTS CFQ Regionalization TURFS	Fixed Trawl CP	Fixed Trawl CP	Fixed Trawl CP	Info Request Proposal Development	Identify data available to meet needs for analysis Refine ranges for
1 Pie w Closed Class	GDA CFTS CFQ Regionalization TURFS	Fixed Trawl CP	Fixed Trawl CP	Fixed Trawl CP	Info Request Proposal Development	Identify data available to meet needs for analysis Refine ranges for
2 Pie	GDA CFTS CFQ Regionalization TURFS	Fixed Trawl CP	Fixed Trawl CP	Fixed Trawl CP	Info Request Proposal Development	Identify data available to meet needs for analysis Refine ranges for
KEY	Strawman Drafted	Under Development	Under Development			

# Next Steps

- Council endorsement of information requests
- Refine strawman options & adapt to EIS structure (October meeting)
- Incorporate CP elements and options (October or November meeting)
- Release Strawman for public input (after October meeting)
- Revise elements and options based on comments (November meeting)
- Continue reviewing data
  - Identify additional data needs
  - Define appropriate ranges
- Submit draft elements and options for Council review (December Council Meeting)

## **APPENDIX 1**

### **DRAFT QUESTION FOR THE STATE**

The Gulf Rationalization Committee requests that the Council ask the State to begin assessing its ability to implement regulations that would compliment the Council's attempts to rationalize the federal groundfish fisheries in the Gulf of Alaska.

After several lengthy discussions of the relative success of any rationalization program that doesn't include complimentary State action, the committee is convinced that the following assumptions and questions will provide the information needed to assess potential success of history-based rationalization programs.

In developing these assumptions, the committee is not presupposing that the Council will implement a quota share system. The committee simply believes that it will be much easier to fully understand the implications of such a program, only after these questions are asked and answered.

The GOA Rationalization Committee further recommends that the State work with fishermen that will be affected by these problems in developing solutions.

Assume that the North Pacific Fisheries Management Council adopts a quota share system for rationalizing Gulf of Alaska groundfish fisheries.

Assume that quota share recipients have typically fished both federal and state waters during the federal season.

Assume that vessels that are not recipients of quota share continue to fish in state waters during the federal fishery.

In this set of assumptions, the Council's attempts to rationalize the fishery are negated. The race for fish continues because the vessels that remain inside state waters during federal fisheries are decreasing the TAC available to quota share holders.

What tools does the state have that can solve this problem?  
(describe the tools and any potential problems the state would face in implementing such solutions)

What tools would the state need to solve this problem?  
(describe the difficulties in obtaining these tools)

## APPENDIX 2

### State water Parallel Fisheries to GOA Federal Groundfish Fisheries

The GOA working group recommends the council request the ADF&G to develop the following information regarding the Groundfish removals in State waters. The intent is to explore methods that may be possible under existing CFEC regulations to limit the State Waters Parallel Fisheries while ending the olympic style of harvesting.

- Have ADF&G provide their best estimate of the total directed State Water Parallel Groundfish Fisheries catch, by gear type, in state waters during the 1995 - 2001 seasons.
- Have ADF&G provide their best estimate of the total bycatch by species for example Pacific Cod, Pollock, Rockfish etc. by gear type, in state waters during the 1995 - 2001 seasons.
- Estimates of the maximum number of permit holders qualifying for a limited entry permit by gear type in the state waters Parallel Groundfish Fisheries using existing CFEC regulation. The number of vessels that made the landing for the years 1995 - 2001 that would be the possible base years.
- An examination of how the Chatham sablefish Limited Entry model may be applied to the GOA Groundfish fisheries and the ability to establish different limits by gear type.
- Estimates of the numbers of discreet vessels participating in stare waters during the years 1998, 1999, 2000, and 2001 seasons. Numbers of vessels participating in both state parallel fisheries and the federal fisheries the years 1995 - 2001. If possible determine the number on individuals permit holders that made deliveries on the respective vessels per fishery.

## APPENDIX 3

### IPHC Request

The GOA working group recommended that the Council request that the IPHC evaluate the options for managing halibut bycatch in a rationalized Pacific Cod hook and line fishery, as follows:

- 1) Opening the directed P. Cod fishery on January 30 and allowing halibut bycatch retention of 10 to 20% during the period of January 30 to start of the halibut IFQ season, and from the end of the halibut IFQ season to December 15.
- 2) Opening the directed Southeast Outside DSR fishery on January 30 and allowing halibut bycatch retention of 10 to 20% during the period of January 30 to start of the halibut IFQ season, and from the end of the halibut IFQ season to December 15.
- 3) Possible impacts on the directed halibut fishery associated with treating halibut bycatch, in a rationalized hook and line P. Cod fishery in a similar approach to that used for halibut bycatch in the IFQ sablefish fishery.
- 4) Possible impacts on the directed halibut fishery associated with treating halibut bycatch, in a rationalized P. Cod Pot fishery in a similar approach to that currently used.



**Rockfish bycatch data request**

The GOA working group recommended that the Council request that staff develop tables summarizing the range of rockfish bycatch rates in the following fisheries by area, and gear type during the 1995 - 2001:

RE/SR, thornyhead, sablefish, trawl Rex sole, pelagic and Other Slope bycatch rates in the directed fisheries for trawl POP, trawl deep water flatfish, hook & line sablefish, hook & line halibut, and hook & line P. cod by area with reference to the average rate and 75<sup>th</sup> percentile.

PUBLIC TESTIMONY SIGN-UP SHEET FOR  
 AGENDA ITEM C-6 GOA Rationalization

PLEASE SIGN ON THE NEXT BLANK LINE.  
 LINES LEFT BLANK WILL BE DELETED.

	NAME	AFFILIATION
1.	<del>Joe Childers</del>	<del>WGOTF</del>
2.	Julia Bonny	AGDB
3.	Joe Childers	WGOTF
4.		
5.		
6.		
7.	Beth Stewart (will be back w/ noon)	AEB
8.		
9.		
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**Gulf of Alaska Groundfish  
Target Species Catch by Area and By Geartype**

Species	Gear	Area	Qualifiers	Denominator (95-00d1#s)	Percentage of Species by sector	Denominator / Qualifiers	Average QS percentage	Average 2001 Share (lb)	Average 2002 Share (lb)	Estimated Average earnings 2001	Estimated Average earnings 2001
Flats	Trawl	WGOA	118	6338		53.71	0.08%				
Flats	Trawl	CGOA	164	57028		347.73	0.61%				
Flats	Trawl	WYAK	43	2798		65.06	0.10%				
				66164	100%						
P-cod	Trawl	WGOA	187	80561	64%	430.81	0.34%				
P-cod	Trawl	CGOA	223	125006	56%	560.56	0.25%	99,672	91,769	\$ 24,918	\$ 22,942
P-cod	Trawl	WYAK	36	299	71%	8.31	0.00%				
				205865	59%						
P-cod	Non-trawl	WGOA	238	45978	36%	193.19	0.15%				
P-cod	Non-trawl	CGOA	575	99709	44%	173.41	0.08%	34,206	31,494	\$ 8,552	\$ 7,874
P-cod	Non-trawl	WYAK	74	120	29%	1.62	0.00%				
				145807	41%						
Pollock	Trawl	WGOA	167	145992		874.20	0.60%				
Pollock	Trawl	CGOA	174	303225		1742.67	0.57%				
Pollock	Trawl	WYAK	39	14899		382.02	2.56%				
				464115	100%						
Rockfish	Trawl	WGOA	99	9124	97%	92.16	0.98%				
Rockfish	Trawl	CGOA	145	69736	99%	480.94	0.69%				
Rockfish	Trawl	WYAK	46	10112	96%	219.84	2.09%				
				88972	99%						
Rockfish	Non-trawl	WGOA	113	293	3%	2.59	0.03%				
Rockfish	Non-trawl	CGOA	377	380	1%	1.01	0.00%				
Rockfish	Non-trawl	WYAK	266	385	4%	1.45	0.01%				
				1058	1%						

*Joe Childers  
E-4*