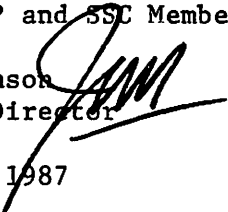


MEMORANDUM

TO: Council, AP and SSC Members

FROM: Jim H. Branson 
Executive Director

DATE: January 2, 1987

SUBJECT: Gulf of Alaska Groundfish Fishery Management Plan

ACTION REQUIRED

Review and decide which proposals to include in Amendment 16.

BACKGROUND

In April 1984 the Council adopted a cycle for amending the groundfish FMPs that provides specific deadlines for proposals, preparation of amendments, and final decisions. The cycle began in September with a preliminary review of the status of stocks, the needs of the U.S. industry, and a call for proposals. At the December meeting the Council took action on quotas and their apportionment among users. It was also the deadline for proposals.

Scheduled for this meeting is a Council review of the 1987 proposal package and selection of proposals to be included in this year's amendment cycle. The Gulf of Alaska and Bering Sea/Aleutian Islands groundfish plan teams met jointly January 12-13 to review the proposals and prioritize them. The team's recommendations and summaries of proposals are provided here as items D-1(a) and D-1(b), respectively. Item D-1(c) is a table showing the proposals and the team's recommendations.

Proposals selected by the Council will be developed by the plan team as amendments. A draft amendment with the accompanying environmental and economic analysis will be available for review at the March Council meeting. As has been discussed in the past, the development of numerous proposals and the complexity of the issues can easily overwhelm staff and team capabilities to prepare an amendment package by the required March deadline. A possible solution would be to categorize submitted proposals into the three following categories:

- (1) Immediate Attention - proposals warranting action by emergency rule; or receiving the Council's top-most priority. These proposals would be identified for this year's amendment cycle.

(2) High Priority - proposals recognized by the Council as addressing important problems but do not rank as emergencies or may require more time to thoroughly develop. These proposals would be developed by the plan team or special workgroups during the year with the objective to include them in next year's cycle.

(3) Low Priority - proposals in this category would not be worked on by the plan team during 1987. They could be resubmitted by the public, team and management agencies during the 1988 call for proposals if still considered desirable.

Proposals falling into Category 1 would be placed on the following schedule:

March 16-20, 1987	Council reviews draft decision documents; sends package out for public review.
May 18-22, 1987	Council reviews public comments; final decision on amendment package.
June	Submit amendment to Secretary of Commerce.
November	Amendment implemented.

Two proposals rated low were the sablefish size limit and the proposed closure of Statistical Area 514 to trawling during May-July. These proposals may warrant future consideration but do not warrant inclusion into BS-11. The team recommends dropping these proposals at the present time.

Other Business

The teams discussed the possibility of merging the two groundfish plans and how best to standardize the terms and measures used in managing these two areas. The obvious advantages of a merger are to provide an economy in administration, the elimination of duplicity, a standardization of terms and definitions, and a standardization of management measures. While both teams are in favor of such a combination, they are unclear as how best to accomplish this task. It was pointed out that with recent amendments to both plans, there is really little difference between the two management plans. The primary difference exists in the TAC/Reserve procedure. During the upcoming year, both teams plan to meet together to examine both FMPs in detail to determine where differences occur. It is hoped that beginning with next year's amendment cycle, the Council can begin standardizing the two FMPs. The plan teams intend to submit management proposals for next years amendment to meet this objective.

There was also a discussion of the recent concern over roe-stripping that is reportedly taking place in the pollock fisheries. The teams agreed that this is an overcapitalization problem where, due to high effort, fishermen and processors are seeking the highest short-term profits (i.e. roe-stripping reduces their processing costs by allowing retention of just the most valuable part of the fish; the processors can then process more fish per unit time). If the fishery were slower paced, fishermen and processors could more completely utilize the resource by producing both roe and fillet/surimi products. The plan team learned however that roe-stripping may no longer be of concern due to the large amount of pollock roe product currently available in Japan. It is likely that the market demand for pollock roe will be significantly lower in 1987 compared to recent years, which should have a slowing effect on the fishery.

MEETING REPORT OF THE
GULF OF ALASKA AND BERING SEA/ALEUTIAN ISLANDS
GROUNDFISH PLAN TEAMS

January 12-13, 1987
Juneau, Alaska

The Gulf of Alaska and Bering Sea/Aleutian Island Groundfish plan teams met during January 12-13, 1987 to review and evaluate management proposals submitted for the 1987 groundfish amendment cycle, and to discuss the future of both groundfish plans and better understand their strengths and weaknesses. In attendance were Gulf plan team members Jim Balsiger, Sandra McDevitt, Jeff Fujioka, NWAFC; Ron Berg, NMFS; Barry Bracken and Fritz Funk, ADF&G; Lew Haldorson, UA; and Steve Davis, NPFMC. Also present were Bering Sea team members Loh-Lee Low, Vidar Wespestad, NWAFC; Jay Ginter, NMFS; Ole Mathisen, UA; and Denby Lloyd, NPFMC. Supporting both teams were Terry Smith, NPFMC, Dave Clausen, John Karinen, and Mike Sigler, NWAFC-Auke Bay; Bill Robinson and Janet Smoker, NMFS; and John Pollard, NOAA-GC. Public in attendance included Steve Dickinson, Japan Deep Sea Trawlers Assn. and Bill Orr, Alaska Factory Trawlers Assn.

The meeting began with a review of past methods used in evaluating management proposals. A more simplified procedure was developed where both the perceived management problem and the proposed solution (proposal) were rated. The revised procedure with problem and proposal rating criteria is described below. The plan team reviewed ten Gulf of Alaska proposals and the deferred amendment topics (from Amendment 15) and twelve Bering Sea proposals using these criteria.

The plan teams began their review of submitted proposals by first identifying the management problem which the proposal attempts to solve. This was necessary so that not just the proposed solutions were ranked but also the importance of the problem. Sometimes the problem was specifically stated in the proposal (as requested by the Council), in other cases the problem was not explicit and the team had to determine the apparent problem. Next, the teams evaluated whether or not the problem was best addressed by plan amendment or rather through longer-term consideration by a Council workgroup, or more simply through just a regulatory amendment, conditions on permits, or emergency regulation. Then, the teams jointly ranked those problems which seemed most appropriately addressed by plan amendment: the implicit problem was ranked as high, medium, or low priority and the proposed solution was ranked as being of high, medium, or low value in solving the problem. Finally, based on the relative ranking of each proposal requiring plan amendment as well as other considerations such as feasibility and ease of analysis, the teams agreed upon a recommended course of action for each proposal. The proposals and perceived management problems are summarized in agenda items D-1(b) and D-2(b), and the plan team rankings are provided in Tables D-1(c) and D-2(c) for the Gulf of Alaska and Bering Sea/Aleutian Islands, respectively.

Gulf of Alaska

The plan team recommends that three of the previously deferred items and five of the new proposals be included in Amendment 16 (GOA-16). They are: (1) fishing seasons framework; (2) an expanded bycatch framework to include all traditional prohibited species; (3) a rewrite of the plan's text; (4) expanded reporting requirements to include at-sea transfer of catches; (5) expand economic data requirements; (6) a revised definition of ABC; (7) a clarified prohibited species definition; and (8) the authorization to allow the retention and sale of resource survey catches if needed. The team believes that these eight amendment topics can be fully developed and analyzed prior to the March Council meeting.

The team recommends that two items, sablefish limited entry and a comprehensive management program for groundfish bycatch in groundfish fisheries be investigated and developed further by specific Council workgroups during the year. Both of these management measures are extremely complex and cannot be adequately addressed in this amendment cycle. Both items were rated very highly by the team; if sufficient progress can be made on these items they could be included in next year's amendment cycle.

Four other proposals either scored low or were not believed relevant given the current plan's ability to address those problems. They were: sablefish size limits; a harvest ceiling on bottom trawling in the eastern Gulf; a fixed sablefish quota distribution; and a bottom trawl closure scheme around Kodiak to protect juvenile halibut. The team recommends that they be dropped and considered again in the future should the problems either remain unaddressed or continue.

Bering Sea/Aleutian Islands

Following a review of 12 management proposals, the plan team recommends that six proposals be included in this year's amendment (BS-11). They are: (1) raise the OY range to 2.4 million mt; (2) add a prohibited species definition; (3) revise the definition for ABC; (4) expand the reporting requirements to include at-sea transfers; (5) expand economic data requirements; and (6) allow for the retention and sale of resource survey catches as a method of funding surveys. The team believes that these amendment topics can be fully analyzed and developed into a public review package prior to the March Council meeting.

The team recommends that four proposals be deferred to Council workgroups or NMFS for work during the year. Specifically the DAP priority access question and the development of a comprehensive bycatch management program should be delegated to Council workgroups. These issues are too complex for the team to address alone and cannot be fully analyzed in the time allowed in this year's amendment cycle. The issue of prohibiting joint venture pollock fishing in the Bering Sea during the period May-June can be addressed by the Council at any time with time/area restrictions placed on permits if necessary. No plan amendment is necessary. The team recommends deferring this question to the Council's permit review committee for consideration. And finally, the team noted that the proposal to implement a single-species TAC for TALFF fisheries is already being developed as a regulatory amendment by NMFS.

SUMMARY OF 1987 GULF OF ALASKA MANAGEMENT PROPOSALS

1. Establish a limited entry program for management of the sablefish fishery (Fishing Vessel Owners' Assn). To avoid or alleviate management, marketing, and safety problems. The increased size of the fleet is collapsing the season making management and processing the catch difficult. Short, intensive seasons can also lead to safety problems on vessels. [Allocation problem: overcapitalization in the fishery.]
2. See Summary of Deferred Amendment 15 proposals on page 3.
3. Establish a fixed sablefish quota distribution among the Gulf regulatory areas to be revised by notice procedure every three years (Fishing Company of Alaska). Proposes that the distribution of the sablefish among the Gulf regulatory areas be fixed in the plan and be revised by notice procedure every three years following the NMFS triennial survey. The quota distribution would be based on the biomass distribution observed between the 200-1,000 m depth zone. FCA cites results of the U.S.-Japan Longline Survey indicating no significant difference in size distribution of sablefish found between 200-400 m and 400-1,000 m as rationale for their proposal. Their view is that annual arguments on the sablefish apportionment are unproductive. [Allocation problem: variable quota distribution makes planning difficult.]
4. Establish area closures to bottom trawling around Kodiak Island to protect juvenile halibut (International Pacific Halibut Commission). The proposed areas also encompass most of the sensitive king and Tanner crab grounds. The IPHC would eventually like to see the halibut bycatch framework expanded to permit closure of small areas within a regulatory area where halibut bycatches may be found to be high in season. Such authority would help prevent excessive bycatch while still providing a large area for groundfish fishing. [Conservation problem: specifically bycatch of juvenile halibut.]
- *5. Change the reporting requirements (National Marine Fisheries Service). To include reports of at-sea transfers of processed catch between foreign vessels and U.S. transport vessels. [Management problem: specifically the inability to verify all at-sea catches.]
- *6. Expand economic data requirements (Gulf of Alaska Plan Team). Recommends the enforcement of current domestic reporting requirements and the expansion of economic data requirements. [Management problem: insufficient data for analysis.]
- *7. Change definitions of "prohibited species" to specifically list each species to be prohibited rather than relying on references to species prohibited under other FMPs (National Marine Fisheries Service). Also, provisions for including fully utilized groundfish species as prohibited should be considered. [Management problem: current definition cumbersome and inadequate, particularly in absence of king and Tanner crab FMP.]

* = PT recommendation for inclusion in 1987 amendment (GOA-16).

- *8. Revise the ABC definition (Scientific and Statistical Committee). Recommends minor revision to the Council's ABC definition. [Management problem: current definition is not consistent with newer definition used by the Pacific Council.]
- *9. Allow retention of resource survey catches (Northwest & Alaska Fisheries Center). Proposes an amendment that would allow retention and sale of resource survey catches taken by U.S. research charter vessels. (Management problem: current lack of survey funding.)
- *10. See Summary of Deferred Amendment 15 proposals on page 3.
- *11. See Summary of Deferred Amendment 15 proposals on page 3.
- *12. See Summary of Deferred Amendment 15 proposals on page 3.
- 13. Establish a legal size limit for sablefish at 22 in. (or 16 in. from origin of dorsal fin to tip of tail) (Fishing Vessel Owners' Assn). Larger fish bring a better price and have contributed to spawning. The FVOA is concerned about the long-term conservation and reproductive capabilities of blackcod to maintain sufficient commercial sized fish in the population mix. [Conservation problem: protection of small sablefish.]
- 14. Establish a harvest ceiling on all bottom trawling in the eastern Gulf of Alaska (Alaska Longline Fishermen's Assn). The ceiling would be set at current harvest levels. Fishery resources in the eastern Gulf do not provide sufficient quantities to support large bottom trawl fisheries. Sablefish is limited to bycatch amounts only by regulation. Pacific ocean perch and other rockfish stocks are currently depressed and are being rebuilt, and Pacific cod is limited. ALFA asks for the harvest ceiling on bottom trawling in the eastern Gulf to give time to assess effects of recent trawl effort on the stocks and environment. ALFA also supports FVOA's limited entry and size limit proposals for sablefish. [Allocation problem: keep trawl harvests at current levels.]

SUMMARY OF DEFERRED AMENDMENT 15 ITEMS

The following amendment topics were part of the original Amendment 15 package but were deferred to Amendment 16 (or later) because of their complexity, the need for more development, and/or their being of a lower priority. All of the topics were initially approved by the Council for inclusion in Amendment 15 in early 1986.

2. Management of groundfish bycatches in groundfish fisheries - develop a comprehensive management approach for the groundfish fisheries that address the bycatch of groundfish species. For example, a bottom trawl fishery targeting on flounder will catch as part of its species mix, Pacific cod and pollock, two species which support their own fisheries. Incidental catches of cod and pollock, if high, could adversely impact these other groundfish fisheries. Likewise, a longline fishery targeting on sablefish will catch halibut and rockfish as part of its species mix. These groundfish bycatches can impact other fisheries, promote the waste of resources, and/or lead to fishing mortality beyond acceptable levels. A management system that incorporates all these variables is the goal of this amendment. [Conservation problem: inadequate control of bycatch.]

- *10. Fishing Seasons Framework - This management measure will provide the Council with the authority to set specific fishing season dates on an annual basis (or when necessary) without requiring a plan amendment. The procedure requires the Council to review a prescribed list of factors when making season date determinations. This management measure could be used in the immediate future in management of the pollock roe and sablefish fisheries. [Management problem: inability to adjust seasons in a timely manner.]

- *11. Bycatch Controls for Prohibited Species - This framework management measure expands the existing framework for halibut to include the other "traditional" prohibited species (i.e., salmon and crab). The implementing regulations would also be revised to incorporate this expansion and allow the Council to specify bycatch controls by gear-type. This measure could have been used in addressing the king crab bycatch and joint venture salmon bycatch issues around Kodiak had it been in the plan. [Conservation problem: absence of adequate bycatch controls of prohibited species.]

- *12. Overall FMP rewrite and reorganization - The objective is to update the current FMP and make it easier to read. This comprehensive revision of the plan will also incorporate the Council's desires with regard to gear restrictions, and completion of a comprehensive rockfish management program. [Management problem: current plan is difficult to read, understand and use.]

CULF OF ALASKA PLAN TEAM EVALUATION OF MANAGEMENT PROPOSALS FOR 1987

Ranking of Potential Plan Amendments	Problem Priority	Proposal Value	Plan Team Recommendation
1. Sablefish limited entry	Council consideration		Defer to Council workgroup
2. Management of groundfish bycatch	Council consideration	Deferred from Amendment 15	Defer to Council workgroup
3. Fixed sablefish quota system/three years	Plan implementation		Do not implement
4. Closure of juvenile halibut habitat near Kodiak to bottom trawling	Plan implementation		Consider implementation
5. Reporting requirements* for at-sea transfers	Plan amendment	H	Analyze amendment
6. Expand economic data*	Plan amendment	H	Analyze amendment
7. Prohibited species* definition	Plan amendment	H	Analyze amendment
8. Revise definition* of ABC	Plan amendment	L	Analyze amendment
9. Retention and sale* of survey catches	Plan amendment	H	Analyze amendment
10. Fishing seasons framework	Plan amendment	Deferred from Amendment 15	Analyze amendment
11. Bycatch controls for prohibited species	Plan amendment	Deferred from Amendment 15	Analyze amendment
12. Overall FMP rewrite	Plan amendment	Deferred from Amendment 15	Analyze amendment
13. Sablefish size limit* of 22 inches	Plan amendment	M	Defer for future PT consideration
14. Harvest ceiling for bottom trawling in eastern GOA	Plan amendment	M	Defer for future PT consideration

*Similar proposals for BSAI.

Proposal for Amendment to Gulf of Alaska
Groundfish Fishery Management Plan

International Pacific Halibut Commission Staff
12/5/86

Problem to address

Groundfish fishing in areas of juvenile halibut abundance has the potential for causing high mortality and lost productivity for the halibut resource. Areas around Kodiak Island are growing in importance to domestic trawl fisheries, and have been identified by IPHC surveys as an important nursery area for juvenile halibut. Intensive fishing in nursery areas increases the probability that the by-catch limit for the Gulf of Alaska will be reached. If so, by-catches in a small area could cause restrictions on groundfish fishing in other areas of lower by-catch rates.

Juvenile halibut are below legal market size, and growth in weight exceeds losses to natural mortality. Loss in productivity is approximately 1 1/2 times the actual by-catch mortality. Losses in future production of juvenile halibut affect Canadian as well as U. S. fishermen, as juvenile halibut migrate from Alaskan to British Columbia waters. Under international treaty, the IPHC is required to manage halibut for optimum yield for both countries.

Objective

We request that the Council develop a procedure to close parts of management areas to prevent or delay a hot spot of prohibited species by-catch from closing a wider area to groundfish fishing, or from causing wastage of the prohibited species. Such a procedure would work to the benefit of the halibut resource and the groundfish fishery.

Preferred solutions

We recommend that the Council amend the Gulf of Alaska Groundfish FMP to establish closures to bottom trawl fishing in areas around Kodiak Island as indicated on Figure 1. These are important areas of juvenile halibut concentrations, as indicated by survey stations at which large catches of juvenile halibut occurred during trawl surveys for juvenile halibut. We have summarized the results of our trawl surveys in the Kodiak area for the past 5 years (Figs. 2 and 3) and for the past 19-20 years (Figs. 4 and 5).

King and Tanner crab distributions overlap the halibut nursery area. A coordinated approach to maximize protection for crab with control of hot-spot halibut by-catch would be preferable to independent action for each species.

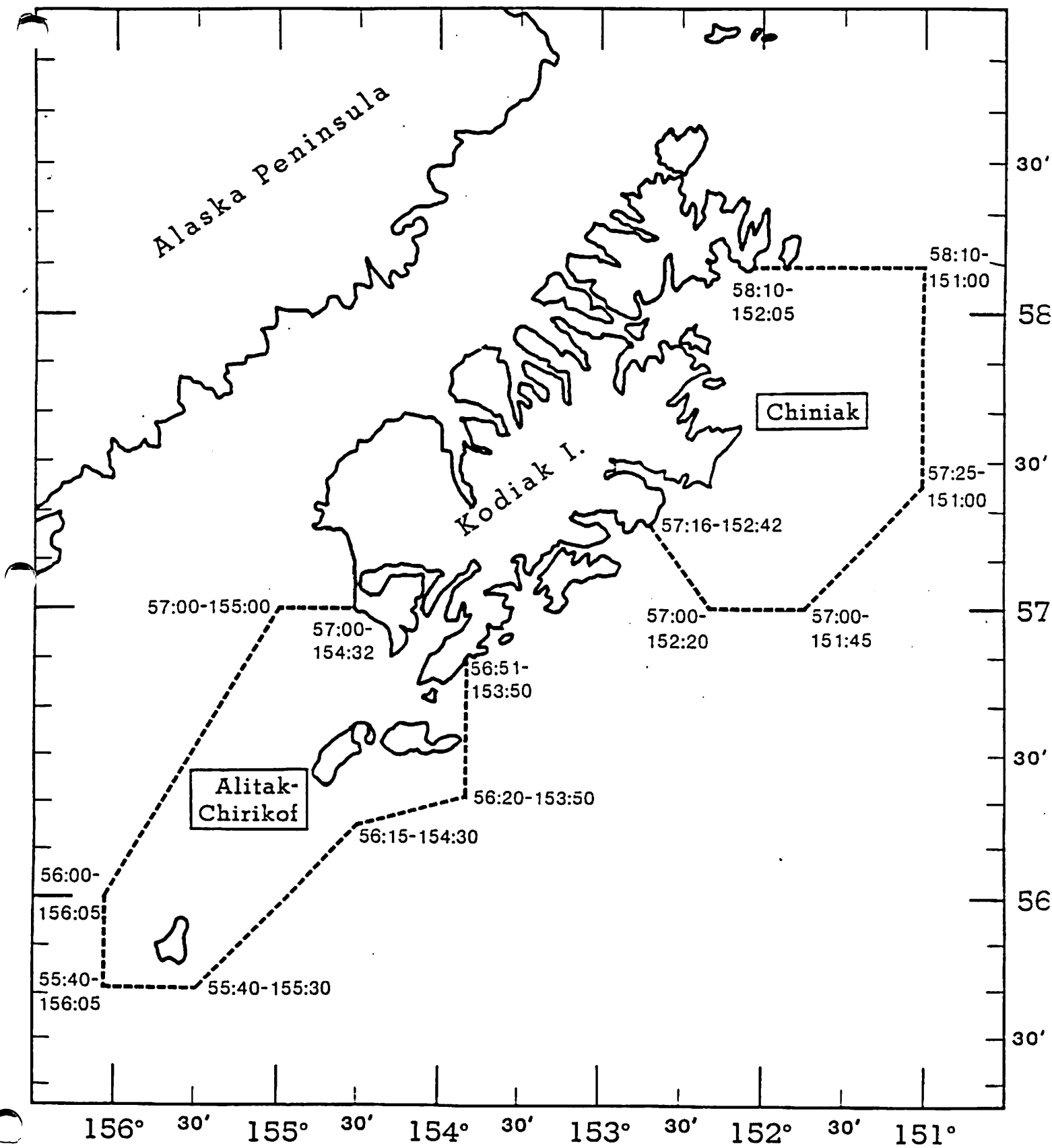


Figure 1. IPHC Proposed halibut savings areas.

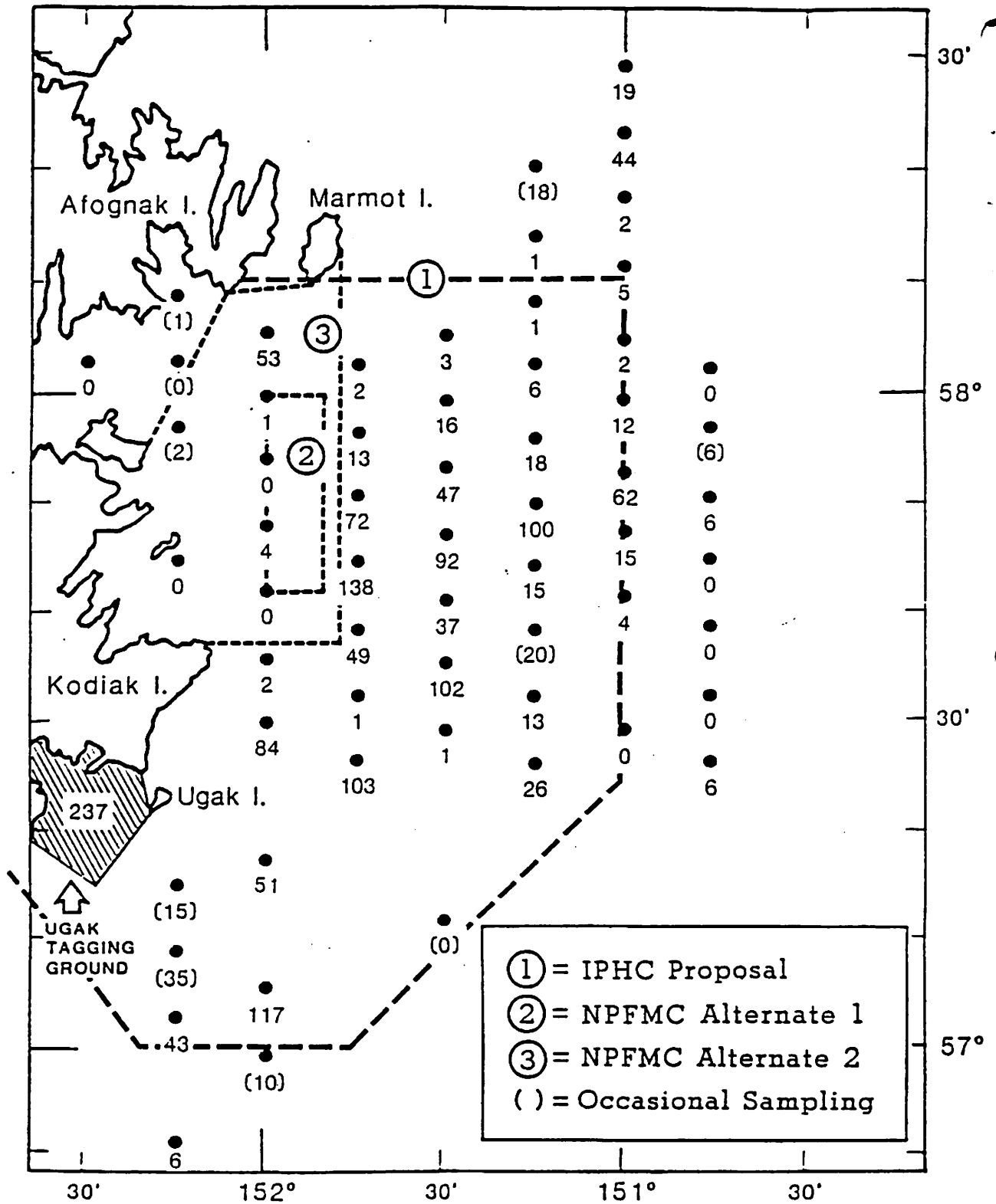


Figure 2. Average juvenile halibut catch (number per hour for fish <65 cm) from 1981-1985 IPHC surveys in the Marmot Flats region, and areas proposed for trawl closures by NPFMC.

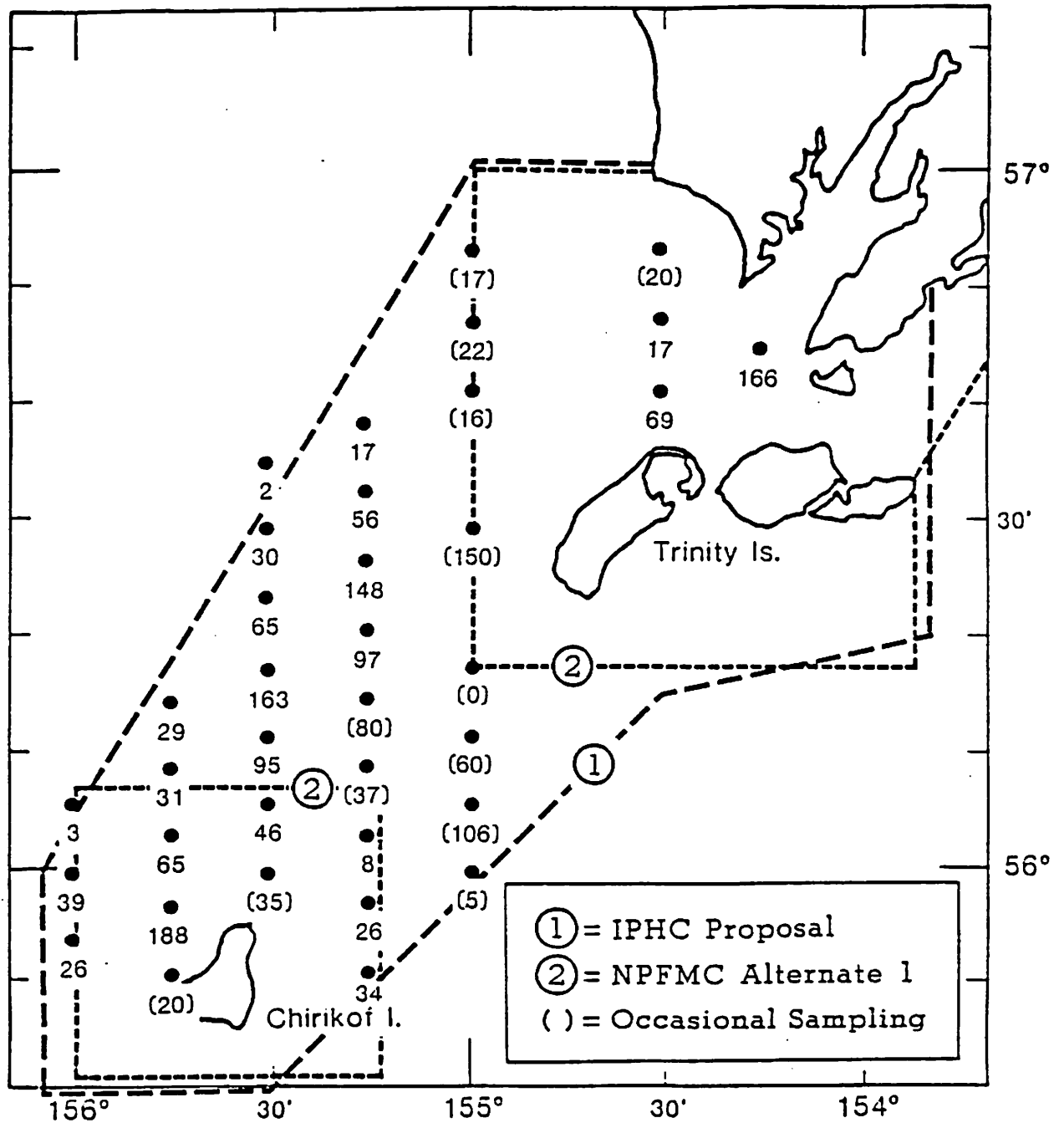


Figure 3. Average juvenile halibut catch (number per hour for fish <65 cm) from 1981-1985 IPHC surveys in the Chirikof Island region, and areas proposed for trawl closures by NPFMC.

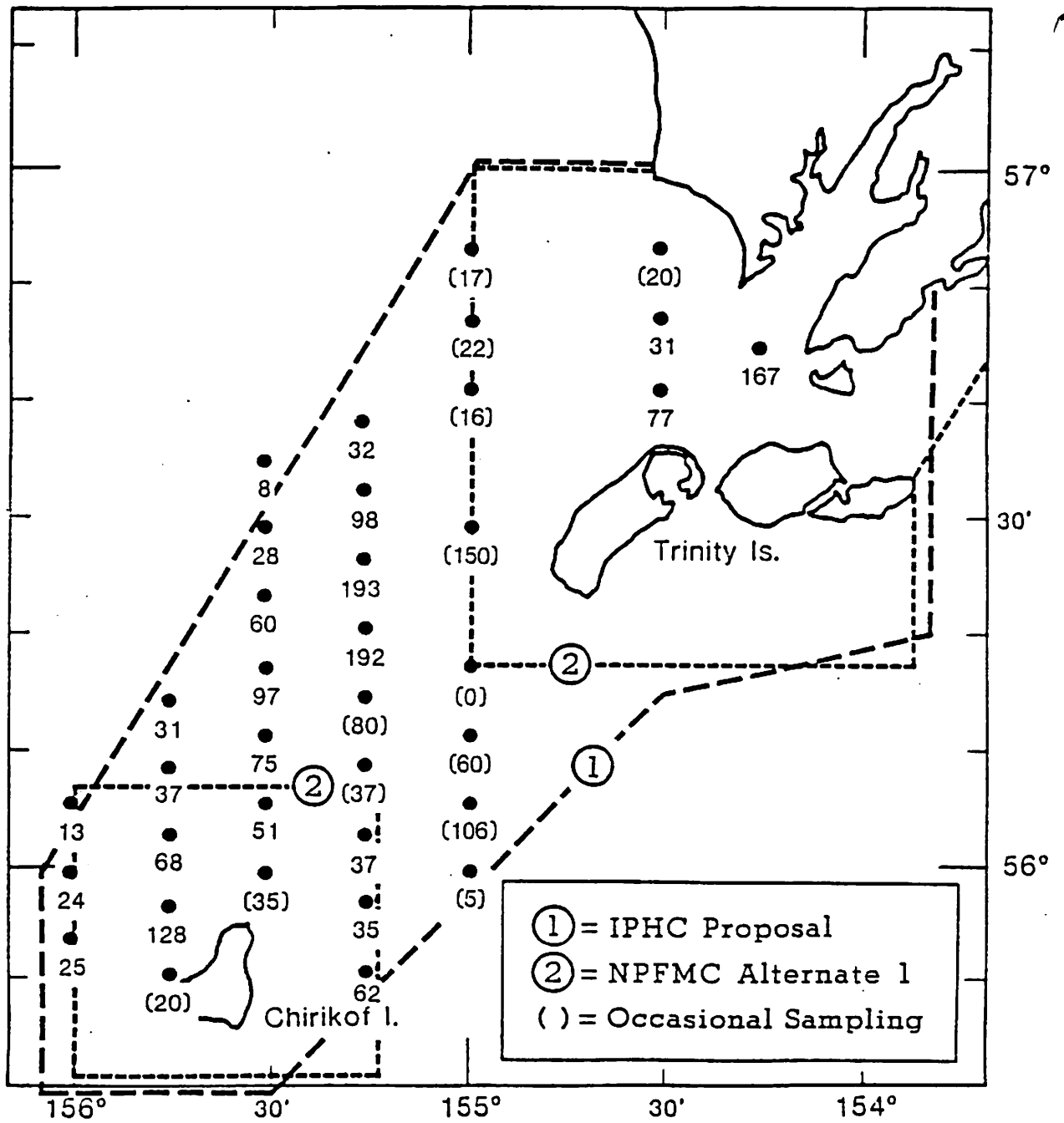


Figure 5. Average juvenile halibut catch (number per hour for fish <65 cm) from 1966-1985 IPHC surveys in the Chirikof Island region, and areas proposed for trawl closures by NPFMC.

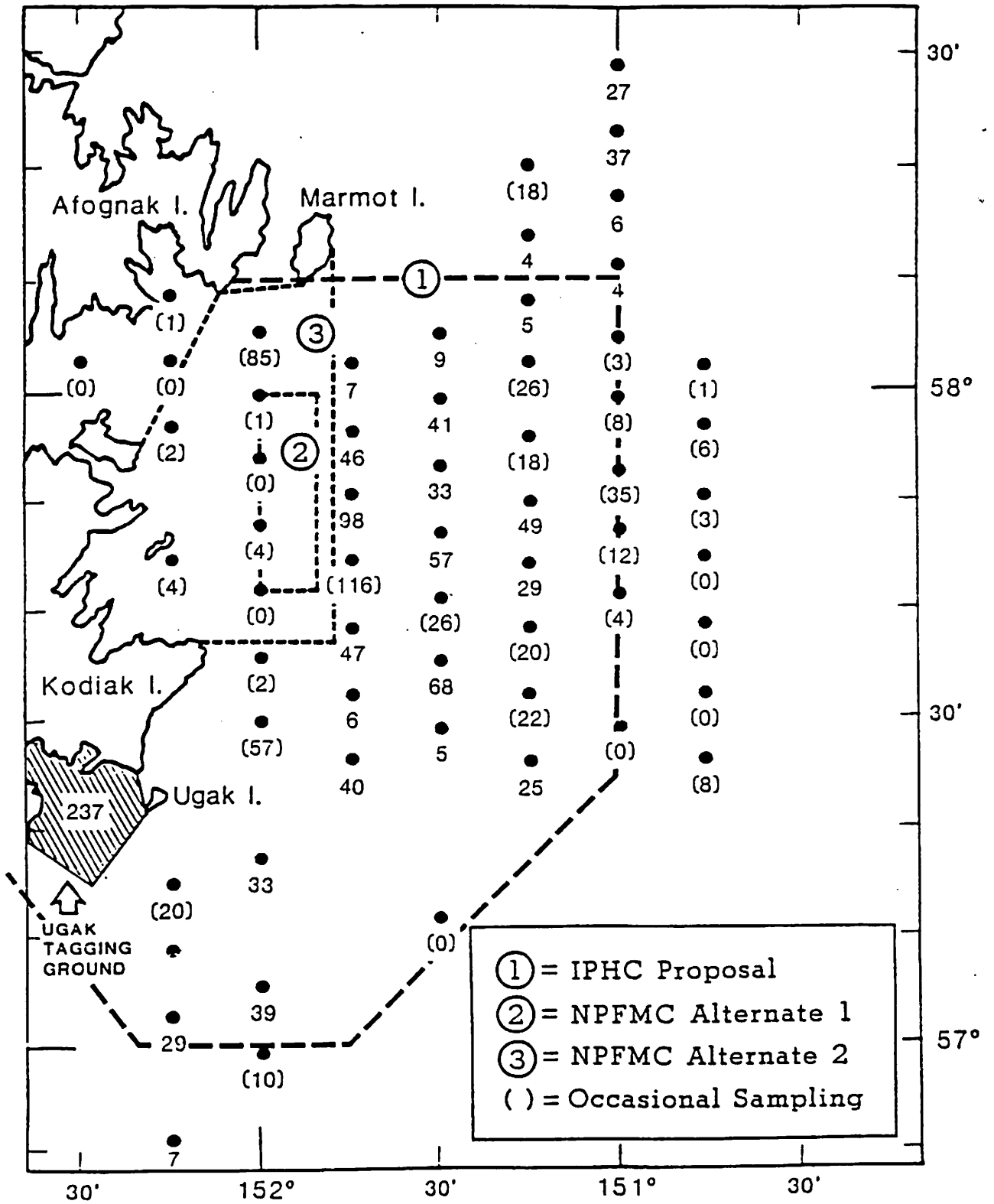


Figure 4. Average juvenile halibut catch (number per hour for fish <65 cm) from 1967-1985 IPHC surveys in the Marmot Flats region, and areas proposed for trawl closures by NPFMC.

JAN 20 1987

North Pacific Fishery Mngmt. Council
411 West 4th Ave.
Anchorage, Alaska, 99510

To whom it may concern:

I am a trustee for the Fishing Vessel Owners' Association, based in Seattle, and am also the Owner-operator of the longline fishing vessel *Loelle II*. As a longtime participant in the black cod and halibut fisheries in Alaska I am expressing my support for some sort of limited entry in the black cod fleet. I was also an advocate of a limited entry system for halibut and am of the opinion that had we been successful in implementing the moratorium that passed the council in 1983 we would have avoided the hectic fishery that it is now becoming.

I agree with the FVOA's reasons for the necessity of a limited entry program for black cod in Alaska, and I support their proposal on that subject. My reasons for believing we need a change in the black cod management are:

- 1) The seasons are becoming too short. Soon they will be similar to the 142 day halibut seasons, in which case it becomes nearly impossible for managers to stay within designated quotas.
- 2) The fish is coming in too quickly. Soon, almost all of the black cod will come in within a 1 or 2 month span if something isn't done to spread

the landings out. Our markets will suffer accordingly. The quality of our product is also likely to decline, due to processors inability to handle great quantities of fish all at once.

3) Short seasons increase competition and the risks fishermen are willing to take. More injuries inevitably result.

4) The fishery is becoming overcapitalized. As competition gets tougher we tend to increase our investment in the fishery just to be able to keep pace with the free-for-all. Economic waste is the result, and this overcapitalization seems to be a waste to us the public because the excess capital & labor that is created in an uncontrolled fishery makes no contribution to the economy. It could be put to better use elsewhere.

5) Fish are a common property resource and should be managed accordingly. Look at how timber is harvested. You can't just go into a National forest and cut down trees and sell them just because you feel like it. There is a series of procedures that control access to that timber and regulate who can harvest timber commercially. The same goes for drilling oil, grazing lands, water rights, etc. They are all common property resources, just as fish is, and these resources simply can't be managed in the same way other industries are under the free enterprise system. I bring

up this point because I expect to hear it is "un-American" to restrict the use of our fisheries. Many say hands-off economics is the only true American way, and unlimited competition is what makes our system work. This may be true for some sectors of our economy, but it no longer is for a limited, reproducible stock such as fish. In many industries it is possible to reproduce anything, given sufficient labor and capital. When there are profits in fishing you can't just double everything, i.e. double the boats and the amount of fish. The common property aspect makes it very difficult to compare the economic efficiency of fish stocks, such as black cod, with other American industries. Fish is among the last of American common property resources to still have open access, so the "un-American" argument just doesn't make sense. Nothing could be further from the truth.

I also expect to be accused of trying to "get rich quick" by fighting for limited entry. This is not true. Traditional longline fishermen have helped conserve the resource for years, saving for the future; but without restriction on boats, we will not only fail to realize these savings, but lose them altogether to the new entrants who didn't participate in the savings. If we wanted to "get rich quick" we wouldn't have been so conservative oriented for so many years. It basically boils

down to a need to regulate the resource in a more efficient, less haphazard manner.

I would also like to take this opportunity to oppose the proposal of an exclusive area for halibut off Atka Island. Although I oppose the exclusive area proposal, I can understand their reasoning behind it: that 4A & 4B should be managed separately. The line was drawn between the 2 areas for biological reasons and should be managed accordingly. Atka fishermen, and other fishermen as well, suffer when they are penalized for overfishing on an entirely separate area. If the 2 areas are managed separately, the Atka people will be able to get in as many fishing days as the rest of us without having to resort to exclusive registration, which could lead to dividing up the fishing grounds into endless postage-stamp parcels.

The proposal by the Bristol Bay group for fishing privileges within the juvenile halibut savings area doesn't make any sense at all. It is ridiculous to set gear in a sensitive area such as this, even if there are a few larger fish available. The impact on halibut of juvenile size could affect the future of the fishery for the short-term gain of a few.

Thank you for the opportunity to express my views, and I look forward to participating in the January Council meetings.

Sincerely,
Eric W. Olsen

ERIC W. OLSEN - Fish Council II

F/V MASONIC

Mark S. Lundsten, Owner/Operator

1939 Eighth Avenue West

Seattle, Washington 98119

(206) 284-9158

JAN 19 1987

January 12, 1987

James O. Campbell
Chairman
North Pacific Fishery Management Council
P.O. Box 103136
Anchorage, Alaska 99510

Dear Mr. Campbell:

Limitation of effort in the black cod longline fishery is necessary now. We have all seen the problems in halibut management worsen with overcrowding. If the black cod fishery is not controlled, similar problems will occur and they will be worse than they are in the halibut fleet.

This year the IPHC monitored the waste of halibut due to lost gear and gear left on the grounds. They estimate a mortality figure of approximately 13% above the recorded catch. There are two principal causes of this waste.

First, gear conflict results in parted gear. Fishermen on a one- or two-day opening don't take the time for orderly solutions to crossed gear. Most haul the best they can, and if they can't get the other boat's gear up to cut it and tie it off, one or the other eventually parts. You can't have a lot of finesse when you're in a hurry. Some, of course, just cut another boat's gear. In the heat of overcrowded grounds and good fishing, ethics are sometimes set aside.

The second cause is insufficient time to retrieve legally all the gear set out. Predicting the number of skates needed to fish every minute possible without fishing overtime is maddeningly difficult. Every skate counts, and most everyone tries to run as many as they can. If gear conflicts and parted gear eat up some time (you always have to run to the other end of your string and then back again, if your gear is end-to-end), or if the fishing is heavier than anticipated or the weather worse, some of those skates very well may not be hauled without breaking the law or, later, sacrificing the fish.

Fishermen who cause their own or others' gear to part, or who leave their gear out rather than haul overtime are simply obeying the laws -- those of fisheries management and those of the marketplace. Those institutions say that anyone who wants to fish halibut can do so in the allotted time for the allotted quota, and that in order to get a fair share of the proverbial "pie" as the slices get more numerous, effort has to be increasingly intense for each individual.

The resultant waste is manifold. The fishermen lose gear and

fish in the hold, processing plants and labor lose products and working time, their communities lose flow of capital, the market loses a valuable commodity, and the stocks lose mature spawning adults. With the regulations as they are now, this is all in the name of staying within the law and of competition for a common property resource.

Clearly, the great abundance of halibut is part of the problem. But we certainly do not want to "solve" that problem. It seems quite probable that with control of the quota and of bycatch rates the stocks of this long-lived species, unlike the more cyclical populations of crab, shrimp or salmon, can be more or less maintained as they should be.

The central problem is simply that waste and inefficiency are being encouraged by the current state of fisheries management. The resource, abundant as it is, costs much more to harvest than it should in terms of fuel, gear and man-hours, and especially in terms of fish.

Black cod is posing problems more severe than those of halibut. Already, southeastern Alaska is looking at short openings and closures. The Chatham Strait fishery, administered by the State of Alaska, of necessity has a moratorium on permits due to overcrowding, and last year had a two-day fishery. Black cod are like halibut in a number of ways: they are long-lived, they respond well to stock rebuilding programs (conservation quotas, bycatch regulations, etc.), the stocks are presently in good shape and should remain so with proper quotas, the market is strong, and the fleet is overcapitalized. The often mentioned, relatively low expense of longline gear is another reason why this fishery has, like halibut, too many boats for its own good.

Still, quite different conditions exist on the black cod grounds, and it is these factors which make me think we're going to see a real mess in that fishery.

First, the grounds are much smaller. Boats simply have less choice of spots. Rather than a collection of ridges, banks, flats and edges extending from the beach to around 100 fathoms and comprising a significant area of the continental shelf for the halibut stocks, black cod predominate in a narrow strip in much deeper water (usually 200-600 fathoms) that in terms of square miles is a small fraction of the halibut grounds.

Also, the current and tide difficulties at that depth are greatly enhanced, magnifying the prospect of gear loss just in themselves. Add to that the extra difficulty, in frenzied openings, of pulling up someone else's gear with the extra friction of a few hundred fathoms of water and heavier tides, and the possibility of losing gear becomes much greater than it is in the halibut fishery.

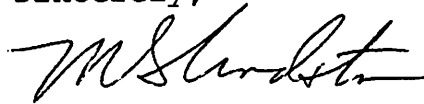
Forced into continually shorter seasons, with the naturally more intense effort (bringing ever shorter seasons), the black cod

James O. Campbell
January 12, 1987
Page 3

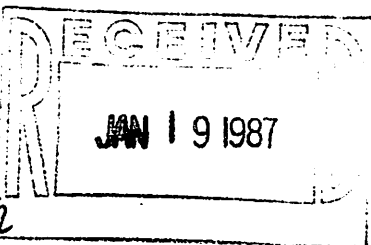
fishery faces the same prospect of wasted energy and resource that the halibut managers have had to live with for a while now. The more difficult conditions stand to make it even worse. We all know it will happen if allowed. Fishermen actually know it's happened already, and is in the process of becoming much more severe.

The Council has the authority to help this situation. The Secretary of Commerce has published a notice in the Federal Register that enables and encourages you to implement a limitation of effort in the black cod fishery. I also encourage you to do so, and emphasize that it should be done now.

Sincerely,



Mark S. Lundsten



Jan. 8, 1987

Jim Branson
Executive Director
NPFMC
P.O. Box 103136
Anchorage Alaska 99510

Dear Jim,

The Council meetings scheduled during the week of Jan. 19-23 comes at a very bad time. We have a Tanner Crab and brown king crab opening on the 15th of Jan. Almost everyone is involved and is just about impossible to find anyone able to attend the meetings to testify.

Since we have a large longline fleet in Petersburg ~~and~~ we are genuinely concerned about the problems developing in the blackcod fishery. Problems such as shorter seasons, greater number of boats, greater risks and burdens placed on vessel operators and crewmen.

The Fishing Vessel Owners Association of Seattle has submitted a proposal to limit entry into the diverted blackcod fishery. Such a proposal is has to be seriously considered by the Council otherwise we are going to be faced with the same situation we presently have in the halibut fishery. Therefore we support the FVOA proposal.

Sincerely,

Ed Fuglung
Box 751
Petersburg, Alaska
99833



**North Pacific
Fishing Vessel
Owners' Association**

January 16, 1987

Mr. Robert McVey
Director, National Marine Fisheries Service
Alaska Region
P.O. Box 1668
Juneau, AK 99802

RE: 1987 Interim Initial Specifications for GOA Groundfish

Dear Bob:

In deference to a suggestion by your staff we have refrained from comment upon the proposed specifications for groundfish for the Gulf of Alaska (GOA) until after the publication of the interim initial specifications (52 FR 785, January 9, 1987). Our joint venture harvesters and managers have expressed substantial concern regarding the record upon which JVP was "zeroed out" for most species in the GOA. While this concern applies to other species such as Pacific cod and flatfish, our comment focuses on pollock.

At the December meeting of the North Pacific Fishery Management Council the Plan Team and Scientific and Statistical Committee recommended a modest pollock ABC of 95,000 mt for the Western and Central areas of the Gulf. Although joint venture requests for pollock totaled 153,570 mt, we recognized the uncertainties surrounding stock status in the area and were prepared to accept a greatly-reduced JVP. Our expectation was that the Council would identify a TQ of 95,000 mt, leaving a JVP of 10,000 mt (the difference between the 85,000 mt initial DAP request and the anticipated TQ). This would have accommodated a minimal joint venture pollock fishery in this area of traditional importance to the industry, and would have allowed some of the smaller joint venture operations to proceed. Needless to say we were greatly surprised when the Council "zeroed out" JVP by setting TQ equal to the initial DAP request - but there was no further opportunity for public comment during the meeting.

The action was based on an expressed wish to create an environment conducive to the development of DAP fisheries, but the record does not demonstrate any particular relationship between the identified objective and the proposed method of achievement. Certainly a small joint venture fishery would not affect the market for pollock products or the CPUE's of DAP operators in the Western and Central areas. In fact a small joint venture fishery might have kept some Kodiak trawlers at home to serve local DAP processors during 1987; we are advised that some were obliged to go to the Bering Sea for adequate markets.

Mr. Robert W. McVey
January 16, 1987
Page 2

Even more significant than the denial of this minimal JVP is the overestimation of DAP. Prior to the 1986 season, DAP operators requested nearly all of the 100,000 mt pollock OY for the Western and Central areas of the Gulf. As of January 16, 1987, NMFS estimates DAP performance in those areas at 12,000 - 14,000 mt; perhaps 15% of the initial request. Joint venture operators harvested 59,000 mt, leaving a DAP shortfall of some 27,000 mt - worth approximately \$2,700,000 to U.S. fishermen (substantially more at 1987 prices). These fish do not "bank" particularly well, and are essentially lost to the U.S. industry through the annual survey and ABC re-evaluation process (personal communication, Dr. Loh Lee Low, 12/22/86).

This year JVP is specified at zero, and DAP at 84,000 mt - nearly six times 1986 performance. Joint venture harvesters and managers have difficulty believing that the various start-up operations which in large measure account for this dramatic increase (see preamble) will perform as claimed.

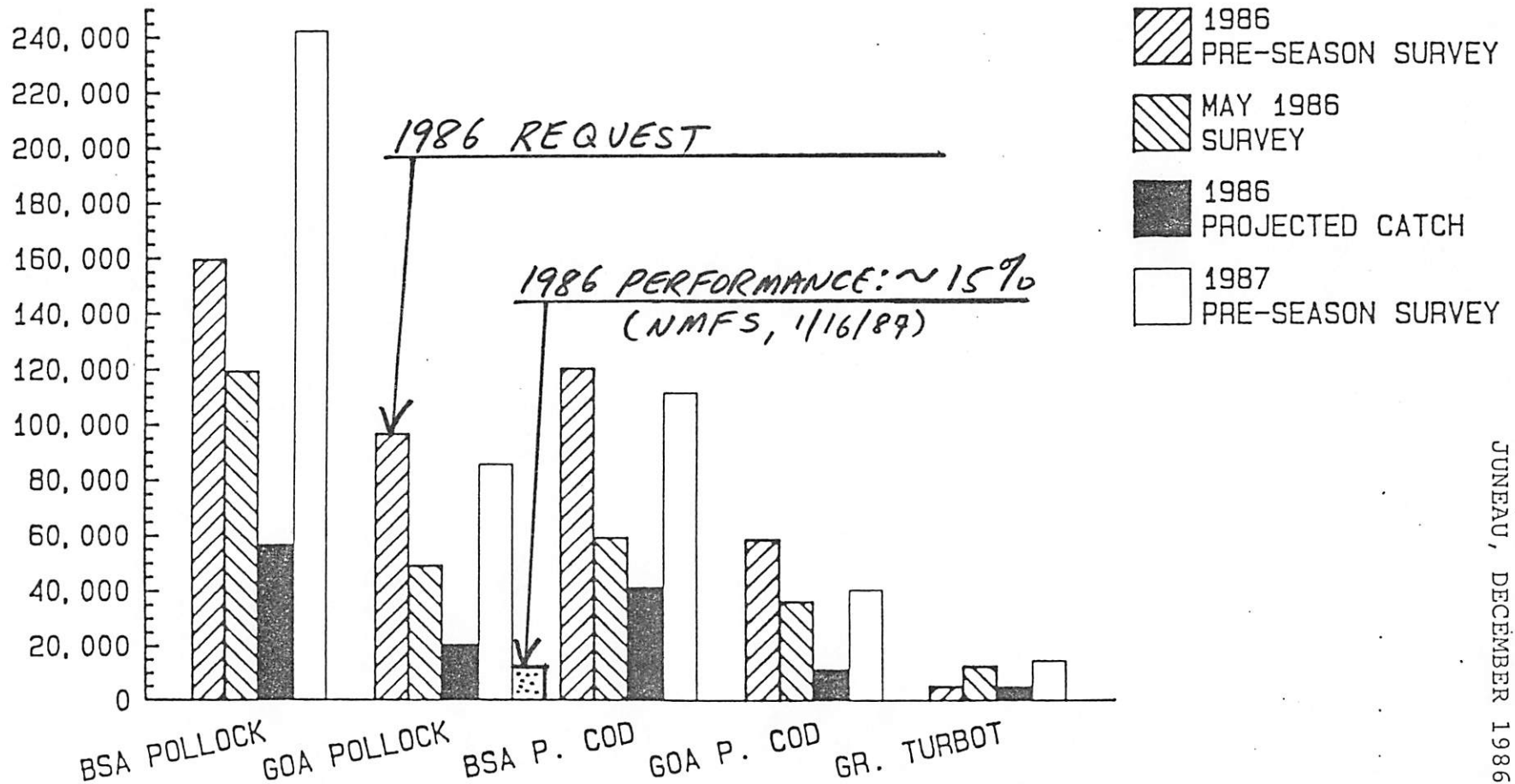
We respectfully request that 10,000 mt of pollock be apportioned to JVP immediately, and that DAP be assessed continually during the season so that U.S. fishermen engaged in joint ventures can harvest that portion of TQ which realistically is excess to the needs of DAP fishermen and processors.

Sincerely,

Thorn Smith

DOMESTIC ANNUAL PROCESSING NMFS SURVEY RESULTS AND DAP CATCHES

METRIC TONS



AGENDA ITEM ~~2~~-5
 NMFS, ALASKA REGION
 JUNEAU, DECEMBER 1986

GARVEY, SCHUBERT & BARER

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PLEASE REPLY TO SEATTLE OFFICE

January 16, 1987

Mr. Robert W. McVey
Director, Alaska Region
National Marine Fisheries Service
P.O. Box 1668
Juneau, AK. 99802

RE: Comment on Gulf of Alaska Pollock JVP Specification

Dear Mr. McVey:

We are writing on behalf of a group of joint venture fishermen (see list attached) to comment on the initial specifications for the Gulf of Alaska groundfish fishery published in the Federal Register of January 9, 1986 (52 Fed. Reg. 785). Our clients have traditionally participated in the joint venture pollock fisheries in the Gulf of Alaska. By grossly inflating the pollock DAP and reducing the TQ below the allowable biological catch, the initial specifications would arbitrarily eliminate the pollock joint venture fishery in the western/central Gulf. If this action is not reversed, substantial economic harm will result to our clients and to other U.S. joint venture fishermen. We therefore request that the Regional Director revise the initial TQ and DAP specifications that have been proposed for pollock in the western/central Gulf in order to realistically reflect the probable DAP production and the biologically available yield to permit a joint venture fishery during the Shelikof Strait roe season that will begin on February 15.

The initial specifications follow the recommendations of the North Pacific Fishery Management Council in setting the TQ for pollock in the western/central area equal to the grossly inflated DAP estimate. No proper basis has been provided by the Council or NMFS for setting the TQ any lower than the 95,000 ton ABC recommended by the plan team and adopted by the Council. The Council reduced the TQ below the ABC solely to eliminate joint venture fishing in the Gulf. Furthermore, neither the Council nor NMFS has made any evaluation of the highly inflated DAP

estimate for pollock that resulted from the industry survey. Based on past performance, there is absolutely no basis for setting the DAP any higher than the 40,000 ton JVP amount that was established in 1986. If the TQ and DAP estimates were set at reasonable amounts, then at least 40,000 metric tons of pollock would be available for allocation to joint ventures. Even if the inflated DAP estimate were accepted, with a TQ equal to the ABC of 95,000 tons, at least 10,000 tons of pollock would be available for joint venture fishing at the beginning of the fishing year.

The failure of NMFS to identify a JVP for pollock when there is clearly a surplus above DAP needs will result in a loss in revenue to U.S. fishermen ranging from 1.1 million to 4.4 million dollars. This loss will be inflicted on U.S. fishermen. The loss in revenue that these U.S. fishermen will suffer is not balanced by any benefits that will accrue to any other segment of the U.S. fishing industry. The FMP and the regulations clearly provide that the ultimate responsibility for establishing TQs and for making accurate DAP estimates rests with NMFS. We ask that you exercise that authority in a responsible manner by setting the pollock TQ at 95,000 tons and the DAP specification at 40,000 tons, which will allow the difference to be harvested by U.S. fishermen in the pollock joint venture fishery in the Gulf in 1987.

I. There is no justification for setting the pollock TQ lower than the 95,000 ton ABC adopted by the Council.

The initial TQ for pollock has been established according to the procedures adopted in amendment 15 to the Gulf of Alaska groundfish FMP and adopted on an emergency basis by the NMFS emergency rule published on January 6, 1987 (52 Fed. Reg. 422). The emergency rule provides that NMFS has the ultimate authority for establishing the TQ for each target species in the Gulf. 50 CFR §672.20(f)(2) (52 Fed. Reg. at 427). The emergency rule provides that TQs will be established based on two factors: (1) an assessment of the biological condition of the species, and (2) socioeconomic considerations that are consistent with the goals and objectives of the Gulf of Alaska groundfish FMP. 50 CFR §672.20(f)(2)(i)(A),(B) (52 Fed. Reg. at 428).

In recommending that the pollock TQ be set equal to the grossly inflated DAP estimate of 84,000 metric tons, the Council simply ignored the factors prescribed in the FMP and the emergency rule. Even though the Council accepted the plan team's ABC recommendation of 95,000 tons (See 52 Fed. Reg. at 786), the Council ignored this specification in setting the TQ. As the discussion at the December Council meeting made clear, the Council set the TQ equal to the DAP for only one reason: to eliminate the JVP fishery for pollock in the Gulf of Alaska. By

eliminating the joint venture fishery, the Council denies U.S. joint venture fishermen access to up to 40,000 tons of pollock that would otherwise have been harvested during the Shelikof Strait joint venture fishery. Assuming an average ex-vessel value of \$110/m.t., this will result in lost revenue to U.S. fishermen of up to 4.4 million dollars. There is absolutely no corresponding benefit that will result to any segment of the U.S. industry that can balance the significant losses imposed on U.S. fishermen by the arbitrary decision to eliminate the pollock joint venture fishery from the Gulf.

The TQ for pollock in the Gulf must be set on a rational basis. To set the TQ merely to damage one segment of the U.S. fishing industry, while failing to substantially benefit any other segment of that industry, deprives the TQ decision of any rational basis and renders the TQ arbitrary as a matter of law. Furthermore, establishing the pollock TQ on this basis would violate the specific terms of the FMP and implementing regulations. The regulations provide that when socioeconomic factors are used in determining a TQ, these socioeconomic considerations must be consistent with the goals and objectives of the groundfish FMP. As adopted in amendment 15, the primary goal of the groundfish FMP is to maximize the net economic benefit to the nation. As we have noted above, the only result of eliminating the pollock joint venture fishery in the Gulf is to eliminate the revenue to U.S. fishermen that would otherwise be employed in that fishery. Since no corresponding benefits have been identified by the Council or NMFS, it is clear that the effect of this decision is to reduce the net economic benefit to the U.S, which is clearly contrary to the primary goal established in the FMP.

Setting the pollock TQ equal to the DAP in order to eliminate the joint venture fishery would violate the general requirements of the MFCMA and applicable law for rational rulemaking and also the specific requirements of the groundfish FMP. Therefore, NMFS must exercise its responsibility to revise the arbitrary recommendation of the Council. Since no other basis has been provided for setting a pollock TQ, the TQ should be set equal to the 95,000 ton ABC recommended by the plan team and adopted by the Council at the December meeting.

II. The DAP estimate for pollock should be set no higher than 40,000 metric tons.

Both the FMP and its implementing regulations provide that NMFS must determine the DAP estimate for any species based on information that NMFS determines reflects as accurately as possible the probable increase in DAP harvesting and processing capacity from one year to the next. The Gulf of Alaska groundfish FMP provides that:

[I]nitial DAP amounts for each species or species group established for the beginning of a fishing year shall equal the amounts of those species harvested by domestic fishermen during the preceding fishing year plus any amounts the Regional Director finds will be harvested by the growing domestic fishery. The supplemental amounts will be based on surveys conducted by the National Marine Fisheries Service, recommendations from the Council, information provided by the domestic fishing industry, other agencies and knowledgeable people. The supplemental amounts will reflect as accurately as possible the probable increase in U.S. harvesting and processing capacity and the extent to which that capacity will be used.

Gulf of Alaska Groundfish FMP, chapter 5.2.2 (emphasis added).

The requirement that the DAP estimate reflect as accurately as possible projected increases in domestic processing capacity and intent is also reflected in the federal regulations that implement the Gulf of Alaska groundfish FMP. See 50 CFR §672.20(a)(2) ("additional amounts will reflect as accurately as possible projected increases in U.S. processing and harvesting capacity"); 50 CFR §611.92(c)(1)(i).

The 83,700 metric ton DAP estimate published in the initial specifications is nothing more than the unexamined figure that resulted from the NMFS industry survey completed in December, 1986. This survey merely represents the hopes of individual processors, based on the assumption of optimal conditions. Past experience has shown that this survey, which is merely the "wish list" of individual DAP operations, grossly exaggerates the potential DAP harvest. By merely accepting these raw survey results without further analysis or refinement, NMFS has clearly failed to exercise its legal duty to determine "as accurately as possible" the projected DAP for 1987.

The experience with the survey in 1986 illustrates its extreme unreliability as a predictive tool. In December of 1985, NMFS reported to the Council a survey estimate for pollock of 94,875 tons. See NMFS Industry Survey, December 3, 1985. After discussion of the issue at the December meeting, the Council recommended that the DAP estimate be reduced almost in half. As a result, the initial DAP specification for pollock was set at 40,000 metric tons. Even this reduced DAP specification grossly over-estimated the actual DAP pollock catch in 1986, which was only 9,777 tons. See January 11, 1987, PacFIN Report. Thus, the survey conducted in 1985 over-estimated the actual 1986 harvest by almost 1,000%.

Mr. Robert W. McVey
January 16, 1987
Page 5

NMFS itself presented a report to the Council at the December meeting which made clear NMFS' own view that the survey results significantly over-estimate actual DAP production. No evidence has been provided that would suggest that the 1986 survey estimate for pollock of 84,000 tons is substantially more accurate than the 1985 survey. In fact, it is virtually certain that the survey results grossly over-estimate the potential increase in DAP pollock harvesting in the Gulf for 1987. As noted above, the 1986 pollock harvest in the Gulf was a mere 9,777 metric tons. An increase to 84,000 metric tons would require the domestic industry to increase its production by over 800% in one year, which is simply inconceivable. There is thus absolutely no basis for setting the DAP for pollock in the western/central Gulf any higher than the 40,000 ton amount that was established for 1986. Even this amount would require the domestic industry to increase its pollock harvest in the western/central Gulf by over 400%, an increase which is extremely unlikely for 1987.

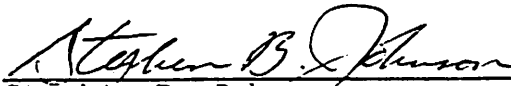
III. Conclusion.

The ultimate responsibility for establishing TQ and DAP amounts for the Gulf of Alaska groundfish fishery rests with NMFS. If NMFS fails to exercise its authority in a responsible manner, NMFS will inflict millions of dollars of losses on U.S. fishermen who would otherwise participate in the joint venture pollock fisheries in the Gulf. We therefore request that NMFS revise the TQ and DAP specifications for pollock in the western/central area of the Gulf of Alaska. We believe that if these specifications are set reasonably, at least 40,000 metric tons of pollock will be available for joint venture harvest in the Shelikof Strait joint venture fishery fishery. We urge NMFS to act as quickly as possible to publish revised specifications so that this joint venture fishery can take place in February as planned.

Thank you for considering our comments.

Very truly yours,

GARVEY, SCHUBERT & BARER

By 
Stephen B. Johnson

Joe Wabey (FV American Eagle)

Wilburn Hall (F/V Argosy)

Gunnar Ildhuso (F/V Gun Mar, F/V Mar Gun)

Frank Bohannon (F/V Neahkahnle)

Harold Clausen (F/V Nordic Star)

Vern Hall (F/V Progress)

Fred Yeck (F/V Seadawn)

Konrad Engeset (F/V Silver Sea)

Barry Ohai (F/V Starlite)

Cary Swasand (F/V Starward)

Bernt Bodal (F/V Starfish)

Wilhelm Jensen (F/V U.S. Dominator)



ALASKA FACTORY TRAWLER ASSOC.
180 NICKERSON
SUITE 110
SEATTLE, WA 98109
206/285-5139

ALASKA FACTORY TRAWLER ASSOCIATION POSITION PAPER ON PROPOSED AMENDMENTS

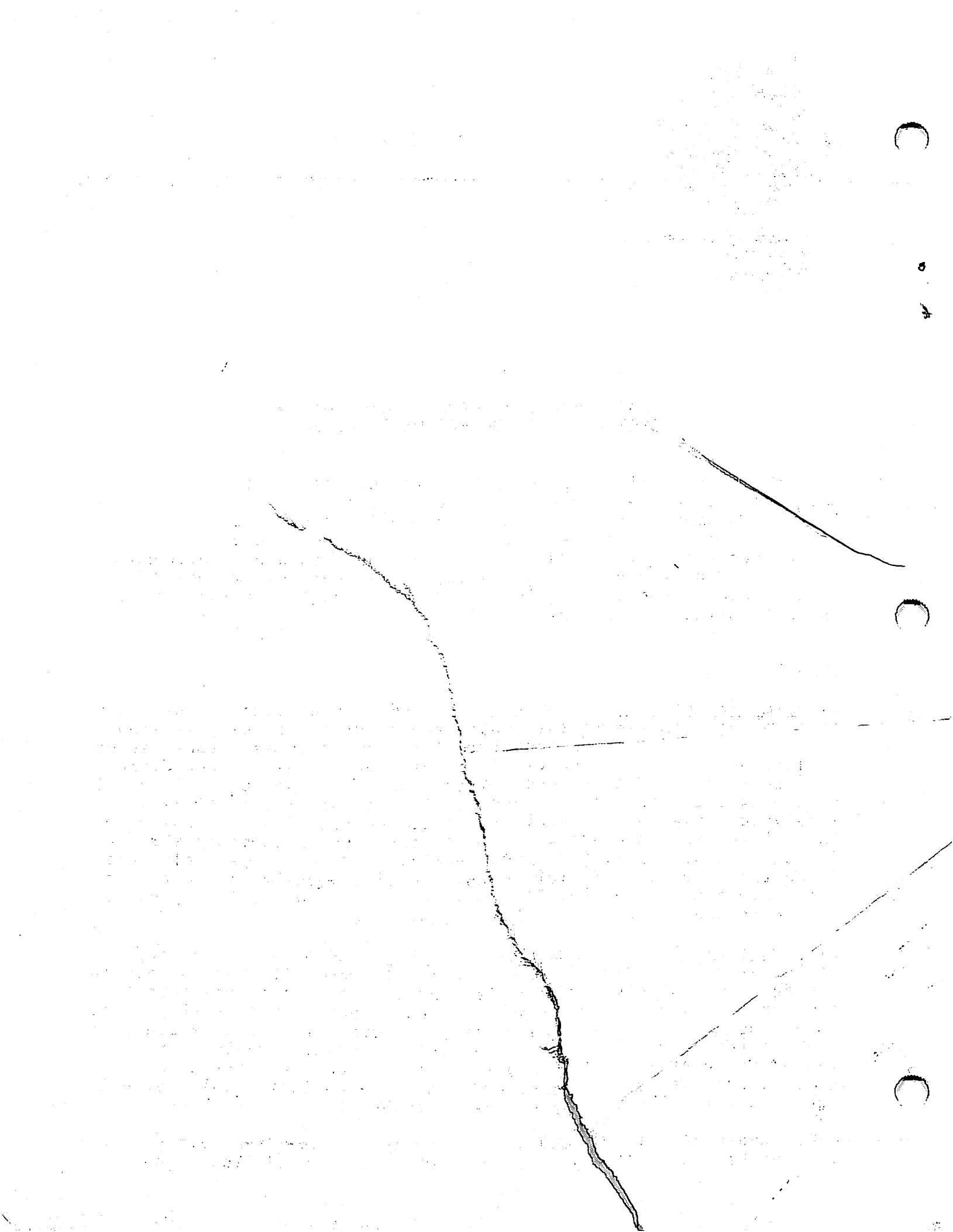
As an introduction to our comments on these myriad proposals, AFTA appeals to the Council to be conscious of the imposition that this amendment cycle places on the industry. We are at this point attempting to get our feet on the ground, but face tremendous instability due to the changing regulatory environment emanating from the government through this process. We would like no amendments for a year to allow the industry to focus on and understand the status quo.

GULF OF ALASKA

1. Limited Entry for Sablefish - AFTA understands that this proposal is limited to the longline and pot fisheries. It should be made clear that the proposal is limited to those gears, as no limited entry program should be imposed upon a gear group without its support. Nonetheless, the Council's actions aimed at resolving the problem of over-capitalization of this fishery are likely to have a precedential effect on how future problems of this type are approached. AFTA therefore recommends that the Council thoroughly review the problem and potential solutions. Since the analysis of this problem will obviously take more than the six weeks before the March meeting, review of this proposal should be scheduled for a later amendment cycle.

2. Management of groundfish bycatches - AFTA and other industry groups strongly opposed this proposal when it was introduced during the last amendment cycle, and continue to oppose this type of over-management. The reason for our opposition is that current reporting requirements adequately account for the removals of species that would be covered by this proposal, whether they are taken as part of a "target" fishery or as a bycatch. The distinction between "targeted" catch and incidental catch is irrelevant if the TQ has not been reached for any of the species.

~~This proposal we viewed as a part of Amendment 15 was an incomprehensible computer model which allocated fish among gear~~



groups, among target and bycatch fisheries, among domestic, foreign, and subsistence to achieve the TQs. All of this was to be done by Lotus at the December meeting as is the halibut bycatch number done now. With the formation of the expanded bycatch committee of the Council these issues should be dealt with in that manner and therefore the Council should not include this proposal in the amendment package.

3. Distribute sablefish according to location of biomass - AFTA supports this proposal and believes that it would relieve the Council from political pressure to allocate sablefish on other than a biological basis. Sablefish is the only species for which the allocation of catch is based on a discrete portion of the biomass instead of the total harvestable biomass. It has been stated that the confidence level in the survey information for the stocks in the 200-400m range is less than ideal. While this may be true, it is better than that upon which management decisions in other fisheries are currently based. It is our feeling that an airing of this issue through the plan amendment process would permit the kind of inquiry which will elicit the appropriate facts for this sensitive issue.

4. Area closure around Kodiak to protect juvenile halibut - AFTA believes this proposal should be directed to the Council's bycatch committee for consideration.

5. & 6. Additional reporting requirements - AFTA agrees that it is necessary to have a reporting system provides the management agency with the information needed to manage the resource. AFTA does not agree that these proposed reporting requirements will improve the current system, but instead will place an increased burden on industry. These reporting requirements directed at catcher/processors, coupled with the reporting requirements of Amendments 14 and 15 constitute a piecemeal approach which is over and underinclusive toward accomplishment of data collection objectives. Why wont government talk with the industry before making such proposals? AFTA proposes that the entire reporting system be re-examined. NMFS should identify the information it needs to manage the resources, and then work with industry to develop a reporting system that delivers the necessary information while avoiding redundant reporting and unnecessary burdens on the fishing vessels.

AFTA believes that any revision of the reporting requirements should apply to the entire industry. The need for accurate catch information applies equally to all gear types. Enforcement requirements also dictate that shore and floating facilities be covered equally.

7. Prohibited species re-definition - No comments.

8. Revise ABC definition - AFTA supports preparing this proposal for public comment.

9. Allow retention of resource survey catches - AFTA supports this proposal as a way to improve the data base for fisheries management.

10. Fishing seasons framework - AFTA does not support further consideration of this proposal. Procedures currently exist which allow the Council to make this type of decision. The setting of fishing seasons can have substantial economic and allocative effects and each proposal to set a season warrants the degree of analysis and public scrutiny that is provided by the amendment process. Frameworking of this type decision further erodes the ability of industry to plan its operations on any long-term basis.

11. Bycatch Controls for prohibited species - This is another type of decision that deserves to be subjected to the scrutiny of the amendment process. AFTA does not believe that a problem with this system currently exists. Therefore this proposal is not necessary or appropriate and should not be included in the package sent out for public review.

12. A) Overall FMP rewrite;
B) Revise gear restrictions; and
C) Complete a comprehensive rockfish management plan.

This proposal has three substantive proposals. The first, a rewrite of the GOA FMP, should not be included in this amendment cycle. The Council apparently has directed the plan teams to work towards combining or standardizing the BS/AI and GOA plans in the near future. To subject a rewrite to the analysis, public comment and approval process when it is not likely to be in effect for more than a short time before another rewrite is required would be wasteful. Any rewrite must update the descriptions of the nature and the economics of the fisheries because of the dynamic change which has occurred since the original plan was written.

The amendment package did not provide AFTA with enough information upon which to base any substantive comments on B) and C). We believe that the subjects are substantive and it is therefore misleading to lump them in with the general rewrite proposal.

13. Sablefish minimum size limit - More information needs to be developed to show that a biological problem exists. This proposed solution is illogical as it relates to trawl vessels in that it would lead to the discard of marketable product with no biological benefit. If the longline industry wishes to suggest this for themselves then the matter should be evaluated to that extent. The proposal should not apply to the trawl industry.

14. Moratorium on trawling/ harvest ceiling on trawling/ observer coverage

The proposer has apparently decided to substitute an observer program proposal for the original moratorium proposal. AFTA

believes that this proposal failed to adequately identify the problem it is supposed to address or how this proposal would solve the problem. AFTA believes that in any case, the amendment process is not the proper or necessary forum for this issue. An industry group is currently working towards developing a way of funding an observer program. NMFS is working to develop guidance for an observer system. This proposal should be coordinated with those efforts.

As for apparent fears of over-harvesting by factory trawlers in the eastern GOA, AFTA believes that the improved reporting requirements from Amendment 15 will insure that catch levels are more closely monitored. In addition, AFTA is attempting to arrange for a NMFS scientist to go out on a factory trawler during the POP fishery. This will provide some of the status of stocks data desired.

1/20/87
LOTTERY SYSTEM FOR DISTRIBUTION OF FISH CATCH ALLOTMENTS

Applications:

Fisheries-Halibut, Sable fish, Herring, etc.
Gear types - Long line, Gillnet, Seine, Trawl, etc.

Reference-Historical applications:

Homesteads

Dairy farm land use permits

Federal oil lease options

Radio phone area franchises

Politically to decide tie votes

Lottery Options - individually or in combination

None with lottery open to all applicants

Sell lottery chances with option to purchase allotments

Qualify applicants by ability utilize allotments

Sell allotments by open bidding or sealed bids

Lease allotments with user fee based on value of catch

Values and uses:

Allow fishing at any time during an established season

License to cover incidental catch of various fisheries

Allow sale, lease, transfer, etc of allotments

Orderly marketing of our resources

Stabilization of the market and industry

Use of income derived from permits:

Supervision and monitoring use of permits

Observers

Inspections

Reporting

Research

Obviously no historical criteria can be established that can
or will satisfy a majority for approval.
By keeping it simple a system can be established to be
applied when demand exceeds the resource.
By removing the pressure of short fishing periods
efficiency, safety, waste and economics will be enhanced.

Joe Nord
Paul Telford

Discussion on pollock JVP in the Gulf during January 1987 Council meeting:

Jim Campbell: Let's take up the pollock JVP in the Gulf. Let me first refresh your memory on this. There was some concern whether the industry still wanted to take that or not or would have the opportunity. The people that I've talked to both indicated that at this time it's too late. They may be able to get the processors but they would not be able to get the catcher vessels. They indicated they may want to take that later in the year; certainly Bob McVey has the option to accommodate that if he wants, so really I see no need for this subject being in front of us at this time.

John Peterson: I agree, Mr. Chairman.

Bob McVey: Mr. Chairman, I guess it isn't simple. I'm being advised by our legal people that we must make a decision on what the proper DAP is, that that's a responsibility that we have to the Secretary, to decide whether the DAP decision at the December Council meeting is appropriate or not and the issue is being pressed by the JV interests who feel that the proper process there, the way the system should work, is that an appropriate DAP number should be set and subtracted from the TAC or whatever we're calling our total and then derive a JVP. And in that light the urgency connected with it, the reason I brought it up with the Council was that I wanted to get the Council's advice relative to reducing the DAP to the extent of perhaps 10,000 tons and allowing that amount to go into JVP. The urgency is off as far as getting that designation made immediately because apparently it's too late for a pollock roe fishery to occur, nonetheless the JV interests would like to have that on the books because they say they are interested in fishing pollock in the Gulf later on in the year and that if it's there it'll give them an incentive and the ability to develop joint ventures that would target on pollock. So, I guess at this point my intention would be to designate an appropriate amount of pollock for JV and to make clear that that's on the books. We will carefully look at the DAP, we've already done a fair amount of evaluation of the DAP numbers we received which were before the Council in December, and we will scale that down because we have reservations about it based on historical performance. We're aware of the increasing processing capability in the Gulf that can be brought to bear on pollock; we still are doubtful that the amount of DAP designated in December is the appropriate amount. So, that would be my intention and if the Council cares to offer us any advice, well I'll certainly accept that.

Henry Mitchell: Mr. Chairman, my recollection of the information we received was that information was compiled by NMFS and they gave us the best available estimate and I would like to hear the information that you have now that is causing you to lower that estimate because we took the estimate that was provided by the NMFS survey.

McVey: Mr. Chairman, we may not have emphasized it adequately, but when Bill Robinson made that presentation of the results of our DAP survey he listed a series of reservations that we had about the total DAP amount that was produced by the survey. In past years that statement has been picked up on by the Council and there's been a discussion of how reliable the DAP estimate is and it's been reduced. We anticipated that would occur this time. It didn't occur at all and I guess I'm somewhat at fault for not picking up on it and

making the point more strongly that we had doubts about the number that we brought before you. It's on the basis of that same number of reservations that I would reduce the DAP number.

Campbell: Some of my decision, I think, was based on the fact that you went out with a new survey; we thought you'd done a better job of it; I thought you had better information from the industry, and I was influenced by that.

McVey: Mr. Chairman, that's true, and we have confidence in the survey this year. Nonetheless, a processor or any one of us if we were filling out that form and if we were required to list the increases in our capacity that would justify an increased DAP request, we would give a very optimistic number.

Campbell: But isn't that a problem that's been experienced by all Councils in the system, since it's inception? It didn't just last year.

McVey: That's true.

Mitchell: Mr. Chairman, another question that enters my mind, if the 10,000 mt would be released to JVP, I assume that would be taken later in the year because of the difficulty in getting the joint ventures there in time for the roe fishery. Do you have any idea of when that 10,000 tons would be taken?

McVey: Mr. Chairman, I have only hearsay, but the indication was that it would be late summer or fall.

Mitchell: So then we'd probably run into the same situation where we would have a problem with the king salmon incidental catch off Kodiak if they're going to be fishing in that fall fishery.

McVey: Mr. Chairman, I'm not at all sure that would necessarily follow. The distribution of salmon is pretty much unpredictable. We've looked at that and it's a possibility, certainly.

John Winther: I believe last year we had a 10 or 20,000 ton JV allocation for basically the outside Shelikof Straits for the whole year and I presume that's where this fishery will take place.

Jim Branson: No, that 20,000 is just for part of the year.

Winther: Was there JVs in the Gulf last year in the late summer, early fall? What kind of tonnage did they take?

Steve Davis: Mr. Chairman, I'd have to check in a moment to get that number. There was a limited JV effort this past fall in the Gulf of Alaska on pollock. About 10,000 tons of pollock was taken.

John Peterson: Mr. Chairman, I have some problem with this. The Council acted on the best information available and there's been no further information come to you since then and you have what I would refer to as "buyer's remorse" after a deal is put together. It seems to me that in the normal process you reevaluate the usage of DAP at some point mid-year and at that time you make fish available to joint ventures if there is non-

performance or lack of performance by DAP. I don't know when that occurs and I don't know how that fits in with the schedule, but I see nothing wrong with continuing with that procedure.

Rudy Petersen: I felt at the time that the decision to eliminate JVs with the numbers that we had before, this was improper and that's the reason I voted against that. I felt there was some fish there that would be available for JVP. I also do not see really why it's too late this year to participate in the roe fishery. It's only the 22th of January; we still have quite a bit of time where the fish could be evaluated. As far as no one standing right around here saying that they're willing to go, I don't think that's the point. I think there's perhaps plenty of companies that would take this opportunity to participate in this fishery, there's a lot of money there for the U.S. fishermen and I think it would be reevaluated very carefully if there was fish available.

Campbell: It's simply a matter of timing, I guess, Bob, and it's in your ballpark now and probably should be there, I think.

McVey: Fine, Mr. Chairman, thank you for the discussion.

Dyson: That's exactly what I was going to say, that I feel there's enough fish there but we haven't seen anybody come up that would say they had the ability to do it now and as long as Bob can do it later on, I hate to see it brought it up again.

Campbell: Well, we have had the discussion and clearly I think there's no objection to you doing that if you have justification.

Mark Pederson: Mr. Chairman, I have one point I want to make. In the letter it asks not only to look at the DAP but also the TQ and I would be strongly opposed to changing the TQ.

Campbell: We have no motion on the floor. I would assume that no motion to include it in the present amendment cycle, that the Council is not willing to take action.

Branson: This wouldn't be in the amendment cycle, Mr. Chairman. This is simply advice to Mr. McVey.

Collinsworth: Mr. Chairman, my advice to Mr. McVey is, do good and if you don't do right you'll hear about it.