

# North Pacific Fishery Management Council

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 November 30 - December 1, 1978  
 Meeting and Certified December 1, 1978.

By:

*Jim H. Branson for  
 Chairman Clement V. Tillion*

## MINUTES

Twentieth Plenary Session  
 NORTH PACIFIC FISHERY MANAGEMENT COUNCIL  
 Anchorage Westward Hotel  
 Anchorage, Alaska  
 November 2-3, 1978

The regular meeting of the North Pacific Fishery Management Council was held at the Anchorage Westward Hotel, Anchorage, Alaska, on Thursday and Friday, November 2nd and 3rd, 1978. An attendance roster of Council members, the SSC, AP and public is attached as Appendix A.

The Council meeting was called to order on Thursday, November 2nd at 8:30 a.m. by Chairman Clement V. Tillion. The Advisory Panel met Wednesday, November 1 at the Hotel and also at various times throughout the meeting. Due to a scheduling conflict the SSC was unable to hold a formal meeting on November 1 and met on October 25, 26 and 27, 1978, at the Northwest and Alaska Fisheries Center, 2725 Montlake Blvd., East, Seattle, Washington. Steve Pennoyer, Chairman of the SSC was present at the Council meeting and gave the SSC report.

The preliminary agenda for the Council meeting was approved with modifications and is included as Appendix B. Minutes of the September meeting were approved with one revision and are included as Appendix C.

### EXECUTIVE DIRECTOR'S REPORT

Included as Appendix D.

### SCIENTIFIC & STATISTICAL COMMITTEE REPORT

Included as Appendix E.

### ADVISORY PANEL REPORT

Included as Appendix F.

### U.S. COAST GUARD REPORT

Commander Pete Busick reported that since the last Council meeting there had been no reported foreign fishing violations off Alaska. Four citations had been issued, three for failure to have the cumulative catch log from the previous trip and one for failure to properly record

catches in the daily cumulative catch log. Due to bad weather and search and rescue operations during October, not as much time as anticipated had been spent on surveillance although boarding goals for the independent fishing vessels had been reached. (Appendix G)

Kim White, NOAA General Counsel in Alaska, presented a follow up to the USCG report (Appendix H) on fisheries enforcement actions. Highlighting the report, White told the Council that to date in 1978, 100 citations and 21 violations had been issued as well as one seizure. Penalties ranged from \$7,500 to \$200,000.

#### GULF OF ALASKA GROUND FISH FMP

The Council learned, based on the North Pacific Longline and Gillnet Association's 1977 blackcod CPUE data, that the blackcod stocks in the Gulf of Alaska were continuing to decline and are in need of more protection.

Mr. Bert Larkins, (NMFS) told the Council that the data -- an average 25% reduction in CPUE over 1977 data -- indicated the stocks were probably not capable of producing the ABC as stated in the 1978 PMP's for the Trawl Fisheries in the Gulf of Alaska and the Sablefish Fisheries in the N.E. Pacific, nor the 1979 Gulf of Alaska FMP.

The SSC had studied this matter at their meeting in Seattle and concurred with the recommendation by Larkins for emergency action for 1978 and amendments for 1979. The Committee emphasized that they recommended no action be taken that would slow or delay implementation of the FMP for 1979.

The AP reported they had also reviewed this matter and concurred with the findings, noting that this data substantiated their earlier recommendation for a 10,000 mt OY for blackcod in the Gulf of Alaska for 1978.

The Council, after listening to the reports, argued strongly for a conservative approach in considering OY changes. They requested an amendment to the FMP be scheduled and advertised for the November 30-December 1 Council meeting to lower the OY from 13,000 mt to approximately 10,000 mt.

#### ADVISORY PANEL MEMBERSHIP

Mr Keith Specking, Chairman of the Advisory Panel (AP) reported they had reviewed their own attendance record and noted there were two members they recommend not be reappointed because of poor attendance. Specking said a letter of resignation had been received from Robert Moss.

Council Chairman Tillion withdrew from the AP Nomination Committee and Gordon Jensen was appointed to take his place. The AP Nomination

Committee met (Chuck Meacham, Chairman) and accepted fifty three (53) nominations, including 22 from current AP members who wish to remain on the Panel. The first 2-year term of the 25-member Advisory Panel expires in December. Final appointments for the 1979-1980 term will be made on December 1. A list of the nominees will be made available for public review at the Council offices.

#### SMALL-BOAT FISHERMEN'S WORKSHOP

Keith Specking told the Council the AP had studied a proposal submitted by NOAA requesting comments and participation in a small boat fishermen's workshop. The Panel felt the proposal was a very low priority and recommended no comments and no participation.

After reviewing this information the Council formally recommended not to support the concept nor send any participants.

#### RESEARCH PROPOSALS

The Council reviewed and commented on four research proposals, three requesting financial support and one requesting an endorsement in concept. Action was postponed on two of the proposals because of late submission and lack of adequate review time. The research proposal submitted by the University of Washington FRI for \$36,679 dealing with chinook stock identification by scale analysis technique in southeast Alaska was postponed for consideration until the November 30 - December 1 Council meeting following recommendations from the SSC. The Advisory Panel did, however, comment on this proposal and endorsed it in concept and for funding.

#### High Seas Salmon Continent of Origin Study

The Council felt this proposal should be funded by some other agency. Because the obligation was made by the State Department in the re-negotiated International North Pacific Fisheries Convention for a three-year assessment program of the continent of origin of salmon taken in the Japanese high seas salmon fishery that the Council should not try to fund any further research in that area. The Council directed a letter be sent to the Department of State, informing them to the Council's position and seeking a commitment to fund a larger three-year study by the State Department.

#### Fishing As A Way of Life

The SSC and AP reported they had reviewed an unsolicited research proposal submitted by Dr. Charles Konisberg entitled "A Proposal for the Study of Fishing As A Way of Life." The proposal, both groups said, had no direct relationship to a Council FMP, was somewhat nebulous and esoteric in subject matter, ill defined in the proposal and should be rejected by the Council.

The Council concurred with the recommendations and directed a letter be written notifying Dr. Konisberg that the research proposal could not be funded on the basis of the criteria established for Council research projects.

#### King Crab Modeling Strategies Proposal

Steve Pennoyer, Chairman of the SSC, told the Council they had reviewed in depth a research proposal entitled "Projection of Biological and Economic Impacts of Alternative Management Strategies for the Alaska King Crab Fishery," and recommended the Council endorse this proposal in concept. The endorsement, it was noted, was not for funding but rather the concept, funding was being requested from the Sea Grant Program by the author. Pennoyer said the SSC had some additional concerns regarding data availability, time frame and coordination with State of Alaska and National Marine Fisheries Service. The SSC's specific comments, taken from their report, are as follows: "The probable outputs of such a project will prove useful in the further development of the management plan for Alaska King Crab. The Committee is not convinced the economic component of the model can be accomplished within the time frame proposed nor with the economic data available but recommend proceeding with the model development, as it will assist in the identification of economic data gaps." They recommended that Dr. Katz include a section in the proposal discussing the identification and dissemination of information on data needs as identified and that he address the economic data available and to be made available before he submits the final proposal to the National Sea Grant College Program. They also recommended that he include letters of cooperation from ADF&G and NMFS in the final proposal and that he more specifically detail the deliverables expected as a result of this research before the proposal is finally submitted.

The Advisory Panel also reviewed the proposal and at first were not convinced the project merited Council endorsement. The AP later met with persons involved with the proposal and after much consultation, questions and answers, concurred with the SSC recommendations and formally recommended the Council endorse the project.

After reviewing the proposal and the recommendations of the SSC and AP. The Council formally endorsed the proposal and requested Sea Grant be notified of the appropriate Council concerns as raised by the SSC. By inference, the king crab modeling strategies are scheduled for major discussion and probable inclusions in the Council's King Crab Fishery Management Plan: a plan considered by the Council and the Management Plan Drafting Team as very complex and controversial.

#### FMP DEVELOPMENT SCHEDULE

Jim Branson, Executive Director, told the Council that the long-term scheduling of eight FMP's was no longer accurate due to changes which had occurred in six of the eight plans under development. A meeting of

the Council Subcommittee on FMP Development was then scheduled for Seattle on November 20, 1978 to discuss the long-term schedule, in terms of data availability, fishing seasons and writing capabilities of the various agencies. (This meeting was subsequently cancelled and rescheduled for November 29th in Anchorage.)

#### STATE DEPARTMENT REPRESENTATION AT COUNCIL MEETINGS

The Council discussed a letter from Ambassador Negro Ponte of the U.S. State Department questioning the need for a State Department representative to be at all Council meetings. The Council sympathized with the request and agreed to notify the State Department (by telephone) before each meeting as to whether or not they felt the agenda warranted having a State Department representative present. McKernan pointed out that budget cuts in all Departments dictated this type of a conscientious approach towards travel but indicated the Act (FMCA) specified State Department participation with the Councils was important and should not be minimized.

#### FINANCE COMMITTEE MEETING

There was a meeting of the Finance Committee, Chaired by Professor Don McKernan, in which they discussed the Department of Commerce Audit, the FY'79 Council budget and the NOAA/NMFS budgetary process. Due to the press of other business their report -- which addressed in detail the audit and the Council's budget -- was deferred until the November 30, December 1 meeting. The Committee is expected to report on their objections to the DOC audit as well as the FY'79 budget.

#### SCHEDULING OF FUTURE COUNCIL MEETINGS

A meeting schedule was adopted as follows:

November 30 - December 1, 1978, Anchorage  
January 25 - 26, 1979, Anchorage  
February 22 - 23, 1979, Anchorage  
March 22 - 23, 1979, Juneau.

The Council also discussed holding one other out-of-town meeting during 1979 and stated they would try to schedule this around a public hearing on one of the fishery management plans, possibly Homer in June.

Mr. Meacham asked that the Council schedule a closed session for the January meeting to discuss with the State Department policies and relationships pertaining to U.S./Mexican/Polish allocations.

#### BERING SEA CLAM REPORT

Mr. Steve Hughes, NMFS, Seattle, reported on the results of the joint industry/government surf clam project in the S. E. Bering Sea. He briefly summarized the 1977 work which included 30 days of survey work

in the Bering Sea, primarily exploratory, to assess and delineate resources of subtidal surf clams (Polynyma spisula). The project was sponsored jointly by ADF&G, NMFS, Sea Grant, the State of Alaska, and several large seafood (clam) companies.

The 1978 survey was conducted in a similar manner with ADF&G administering the project and NMFS assuming the lead role in scientific work. There were eight industry members that participated in 1978 as well as direct research and financial involvement by the Council. The primary objectives in 1978 were to determine the production and fishing potentials of the area. The other portion of the study, separate from the production/fishing and biological studies, was funded by the Council to determine the environmental impacts of commercial clam production.

#### HALIBUT FMP

The comment period for the Halibut FMP ended October 31. As a result the SSC had been able to review only the draft FMP and not all of the comments submitted. The Advisory Panel had reviewed not only the plan, but the comments submitted. Their reports are below:

Keith Specking told the Council that the Advisory Panel had no real problems with the Halibut FMP. He said the Panel agreed with the major management measures of the plan which deal with size limit, gear, sport bag limit and area designation. Additionally Specking said the Panel had no objection to Option C in the plan if it was clearly defined or intended to be ". . . by the Secretary of Commerce or her designee." Regarding other FMP options, the Panel concurred with IPHC recommendations that an analysis of a limited entry system be undertaken right away and that the opposition to trawling for halibut be reiterated. Further analysis and study of methods to further reduce the incidental catch of halibut by trawlers should be undertaken.

Regarding MSY/OY determinations, the Panel recommended that the halibut quota be reduced by 2,000,000 pounds with the U.S. catch in Area 2 to remain at 3,000,000 pounds and the U.S. catch in Area 3 to be 10,000,000 pounds. The Panel agreed to retain the existing closed area proposed by the plan and also agreed to support dates determined by the IPHC in January with an understanding that the language in the plan allowed a decision at that date.

Steve Pennoyer, Chairman of the SSC, reported they had reviewed the draft FMP for halibut in Seattle and had the following comments. The Committee, Pennoyer said, felt that any criticism of the plan should be tempered by the realization that the present management regime is the result of years of research and management experience and any changes in existing regulations or programs, other than those dictated by law, should be considered only after careful deliberation. Additionally, he said the SSC felt the need to implement a management regime in time for the 1979 season precludes any major modification to the plan if it is to be adopted at the November 2-3 Council meeting.

The SSC reviewed major OY options and also listened to a presentation by IPHC representatives in Seattle on the rebuilding concepts inherent in the OY options. Based on the information presented it did not seem that withholding 3% of the harvestable biomass would have a significant effect on the reproductive capacity of the stock.

Regarding permit procedures, the SSC generally felt that all vessels should have permits of some kind identifying those which are in the halibut fishery, requiring pertinent information on size, type and capacity of vessel. They had no comment on convenience to the fishermen and costs, etc. The SSC also felt that the mandatory logbook program for vessels over 5 tons was still a valuable regulation and that vessels under 5 tons be encouraged to use voluntary logbooks.

Coordination with the Pacific Management Council was discussed by the SSC and they felt the management of halibut off Alaska was dependent to some small degree on management in Canadian waters and off Washington and Oregon. In closing, Pennoyer said the Committee reviewed a paper from the Fishermen's Marketing Association and found it to contain some interesting concepts that should be the subject of future review and discussion. The SSC however, strongly recommends that the present management regime should not be disrupted without careful consideration and time will not permit such a review at this time.

In addition to the AP and SSC reports, the Council listened to public testimony on Thursday afternoon regarding halibut and took the subject up for final action on the Halibut FMP on Friday morning. In general, the major management measures, areas, reporting requirements, closures and logbooks were not considered controversial and were generally accepted as proposed in the plan. The OY options however, (a) and (b) merited considerable discussion as did establishing the seasons. Vice Chairman Harold Lokken proposed a compromise OY for management Area 2N and 3, i.e., 3,500,000 pounds OY for Area 2N and 9,500,000 pounds OY for Area 3. A difference in philosophy regarding the probable effect of Canadian management on halibut and the uncertainties of stock recruitment relationships was raised by Mr. McKernan in Option B of the plan because of Area 2N's proximity to Canada and the need for a conservative approach for 1979. Discussion surrounding the OY proposed for management Area 3 generally favored the compromise put forth between Options A and B of 9,500,000 pounds. The Council felt there was a need to be somewhat conservative (establish an OY less than the EY), increase the U.S. catch over the 1978 catch, but not increase it by the full amount of the foreign catch in 1978.

The original motion by Lokken proposed adopting the management measures dealing with size limit, gear, sport bag limit, area designation, enforcement requirements, the compromise OY options for Area 2N and 3, the adoption of 1979 seasons with adjustments to come later to provide for tides in some areas, a limited entry December 31, 1977 cut off date, a mandatory logbook provision for all vessels over 5 net tons and a voluntary program for those less than 5 net tons.

Before the question was called on the motion, McKernan moved to amend the motion by changing the OY in management Area 2N to 3,000,000 pounds. The amendment carried (8 yea, 2 nay - Lokken, Mace). The motion was also amended by changing the limited entry cut off date from December 1977 to December 31, 1978.

The Council unanimously approved the motion as amended which establishes the following management measures and regime for the Halibut Fishery Management Plan off Alaska:

- A minimum size limit of 32" heads-on and 24" heads-off.
- A gear restriction allowing hook and line only.
- A sport limit of 2 per day with a recommendation that the State also adopt a limit of 2 per day within their jurisdiction.
- An area designation changing Area 2 to 2N (north) (waters off S.E. Alaska).
- A requirement that every vessel must have a permit issued by the Secretary of Commerce or by an agent designated by the Secretary.
- No fishing for or retention of halibut by foreign vessels.
- A closure of the Halibut Savings Area in the eastern Bering Sea.
- That logbooks shall be maintained on all halibut vessels of over 5 net tons.
- That entry would not be limited in 1979 with the question remaining open for later years. That December 31, 1978 is a cut off date if and when limited entry is imposed.
- OY's of: 3,000,000 pounds in Area 2N; 9,500,000 pounds in Area 3, and 500,000 pounds in Area 4.
- Four split seasons to begin in May, each 15-20 days in duration.

The plan with those provisions was approved and ordered sent to the Secretary of Commerce to begin her 60 day review.

The Council listened to Richard Myhre and Donald McCaughran of the International Pacific Halibut Commission (IPHC) and their concern over the demise of the IPHC and associated problems of relocating staff, research capabilities, data files and Canadian absence from management.

#### FOREIGN PERMIT APPLICATION REVIEW

The Foreign Permit Application Review Committee reviewed five Mexican joint venture applications for 1978 seeking to deliver fish in the Gulf of Alaska to a Korean (KMIDC) processing ship. Keith Specking, Chairman of this Committee, told the Council the Committee strongly recommends these applications not be approved. The Committee felt this action dictated a policy not intended by the allocation process under the FCMA. This concept was also voiced by Mr. McKernan who repeated his earlier concerns over allocations to a country with no history of fishing rather than to a country who has traditionally fished an area. The relationship with KMIDC was also discussed by the Council who felt that the possibility of three different nations delivering to the same Korean



mothership was unacceptable given the present standards of reporting, incidental species problems and Korean violations. Senor Montemayor from KORMEX Corporation, which owns the vessels seeking the permits, was also on hand to discuss details of his proposed joint venture.

The Council unanimously approved the Committee's recommendation and directed a letter be sent outlining the Council's concern for this type of irregular allocation process.

The Foreign Permit Review Committee also reviewed several applications for 1979 from the Republic of China requesting first time allocations for sablefish and cod in the Gulf of Alaska. Specking told the Council that the Committee recommended not approving those applications on the grounds that Taiwan has had no prior allocation for sablefish and cod in the Gulf of Alaska nor any prior history of fishing for these species in that area. The Committee also felt that the resources were adequately harvested by existing traditional foreign fisheries in the Gulf of Alaska.

The Council also moved to recommend disapproval of the Republic of China applications.

#### PRESENTATION ON PICES

Dr. Dayton L. Alverson discussed plans to develop a Pacific International Commission on Exploration of the Seas (PICES). It is conceived as an annual workshop he said, where scientists can meet to discuss data on ecosystems, status of stocks, and basic ocean research. A draft charter has been developed and should be available to the Council soon. Four countries are expected to be members of the Commission, initially, the Soviet Union, Japan, Canada and the United States.

#### RELATIONSHIP OF SSC TO COUNCIL:

Dr. Alverson, past Chairman of the SSC, complimented the North Pacific Council on their relationship with the SSC. He suggested the Council take serious the selection of members and recommended establishing a Committee to appoint SSC members. He also listed five points which he felt would enhance the role of the SSC: (1) better communication of SSC and AP Chairmen, he suggested they meet before each meeting; (2) with an increasing workload, more adequate leadtime to review information; (3) continued secretarial support to record meetings, help maintain records, (4) continued communication between the SSC and the Council; and (5) that the SSC take more aggressive roles in workshops.

The Council thanked Lee for his past services as Chairman of the SSC and commended him on his personal involvement and professional support.

## NMFS REPORT (Appendix I)

Mr. Craig Hammond (NMFS) reported a total of 343 individual foreign fishing vessels and support ships off Alaska during September. The number of Japanese vessels operating in the Bering Sea is significantly lower than in 1977, primarily because of a continued reduction in the number of independent Japanese stern trawlers. There has been a decrease in Soviet trawlers in the Gulf of Alaska and a near doubling of Soviet effort in the eastern Bering Sea where the Soviets are conducting a fishery for flounders. Japanese longliners in the Gulf have increased, probably resulting from the relaxation of the 500 meter contour restriction west of 157°W to allow a Pacific cod fishery. Nearly 70 percent of the longline catch in the first three weeks of October was Pacific Cod.

There were 170 foreign vessels off Alaska in October, 131 Japanese, 28 Soviet and 11 South Korean. In the Gulf, no foreign vessels were operating off the Southeast area, 1 Japanese longliner and 3 stern trawlers were fishing in the Yakutat area and 1 Japanese longliner and stern trawler were fishing in the Kodiak Area. In the Chirikof area, 3 Japanese longliners, 2 stern trawlers and 1 South Korean longliner were fishing. The largest concentration was in the Shumagin area where 4 Japanese longliners and 2 stern trawlers, 1 Korean longliner and 2 Korean stern trawlers were fishing. The major fishing area off Alaska continues to be the Bering Sea where 146 vessels were operating. In the eastern Bering Sea 1 Japanese factory ship and 6 pair trawlers, and 3 to 5 independent Japanese stern trawlers fished for flounder east of the Pribilofs. Approximately 18 Soviet stern trawlers were fishing for flounder in the same area. Along the 100 fathom curve between Unimak Pass and the Pribilofs, 16 Japanese, 2 Soviet and 2 Korean stern trawlers were fishing for pollock and 1 Japanese longliner was fishing for sablefish. In the central Bering Sea, 60 independent Japanese stern trawlers and one Japanese factory ship were fishing, targeting on pollock. Seven Soviet and 3 Korean stern trawlers are fishing in that area and 1 Japanese pot vessel continues to fish snails.

### TANNER CRAB FMP

The Council considered several amendments to the Tanner Crab FMP based on foreign fishing requests and a proposed OY change for Kodiak.

Mr. Pennoyer told the Council that the SSC had considered the proposed amendments and reviewed the data presented by ADF&G on Kodiak Tanner Crab. Considering the 1978 harvest level, the indications of strong recruit year class abundance and the expansion of the fishery to new areas, agreed that the OY range should be raised to an upper figure of 35,000,000 pounds. They noted that appropriate changes to MSY and ABC would be required and should be made.

Regarding the various Japanese requests to fish south of 58° in the Bering Sea, the SSC stated they reviewed the information presented by the Japanese industries on size of bairdi and opilio crab in the area south of 58° North and west of 171° West and that the question of allowing a Japanese harvest in this area seemed to be an OY consideration based on the anticipated performance of the U.S. fleet. They stated that based on the experience of the 1978 fishery, U.S. effort west of 173° West, particularly in March and April, appears unlikely.

The Advisory Panel also reviewed the proposed amendments to the 1979 FMP and supported amending the Tanner Crab OY in the Kodiak district to 35 million pounds. Regarding the amendment to allow foreign fishing south of 58° and west of either 171° or 173° West longitude, the Panel felt that no foreign fishing should be allowed south of 58° unless they were forced there by dangerous ice conditions. In which case the problem should be handled by an in-season emergency adjustment. Mr. Specking said the Panel considered a request by the Republic of Korea to catch 15,000 mt of Tanner crab C. opilio in the Bering Sea and wholeheartedly rejected the proposal.

The foreign proposals and amendments were discussed at length by the Council. The major discussion followed a motion by Councilman Bart Eaton which allowed foreign fishing for Tanner crab south of 58° and west of 173° West longitude with the catch not to exceed 2,500 mt of the total 15,000 mt Bering Sea TALFF. On the question of whether to allow the retention of incidentally caught C. bairdi south of 58°, the Council generally concluded this was not acceptable nor recommended. The question of the OY north of 58° was also raised in terms of a possible surplus for allocation to another foreign country. It was however, generally concluded that if the Japanese took 12,500 mt north of 58° the possible surplus of 4,000 plus tons could reasonably be expected to be taken by the domestic fishery.

On the motion by Eaton, the Council unanimously approved an amendment to the FMP which creates an area south of 58° and west of 173° in which the Japanese may catch up to 2,500 mt of C. opilio with no retention of C. bairdi. The motion and amendment further stated that the 2,500 mt was intended to be a part of the general 15,000 mt quota for Japan for 1979. Councilman Bob McVey discussed the enforcement problem created by allowing the fishery to occur north and south of 58°N at the same time. He moved and the Council adopted unanimously, "That all foreign crab catcher vessels associated with a given mothership operate only in the specific area, that is, north of 58°N or south of 58°N latitude in which that mothership is operating.

The Council additionally adopted the Advisory Panel's recommendation that no allocation of Tanner crab be given the Republic of Korea.

A request from U.S. industry to change the opening date of the Tanner crab season in the Bering Sea from November 1 to March 15 was tabled.

## TROLL SALMON FMP

The SSC Committee reviewed (1) the High Seas Salmon Fishery off the Coast of Alaska East of 175° East Longitude FMP, (2) public comments submitted on the plan, and (3) the specific management measures and options listed in the plan which must be finalized by the Council on November 2 and 3. The review also included a discussion of the draft comments received from NMFS Central Office in Washington, D.C., and a memo from John Harville.

The SSC recommended retaining the chinook minimum size limit of 28" (heads on) and 23" (heads off), with no size limit on other species. A difference in heads off measurement, from the Pacific Council plan was shown to be only a difference in measurement methods.

The Committee felt that the provisions applying to sex, landing requirements, commercial and sport seasons as specified in the plan should be retained.

They recommended a sport bag limit consistent with the State's Southeast Alaska regulations be adopted. The SSC suggested additional information on the reason for Cape Suckling as the geographic boundary for the trolling closure be included in the final plan.

The SSC recommended adopting the plan's provisions prohibiting net fishing and the "no-line" limit, acknowledging the special provisions for certain traditional net fisheries West of Suckling. They felt that some methodology should be sought to standardize trolling effort for management purposes, possibly by a limit on the number of lines fished by each boat, but since the subject had not been advertised for change they would look at it in the future.

The SSC spent considerable time discussing the "power troll only" provision of the plan. They endorsed the need to prevent further expansion of effort by new fleets or gear types into the already fully utilized outside stocks by an extension to the FCZ of the existing State ban on handtrolling from 0-3 miles. Because of possible legal problems the SSC recommended that the Council consider discussing this problem with the Alaska Board of Fisheries at their December meeting.

The Committee had discussed at length the plan's proposals for quotas, area/trip registration and Federal Limited Entry. They noted that a scientific evaluation of these specific issues necessarily involved considerations of management/enforcement/surveillance problems as well as a basic reference to the plan and Council objectives. The SSC felt that insufficient scientific data existed to justify management by quota for the FCZ. OY should be addressed as the total probable harvest level for all of S.E. Alaska, not just the subquotas proposed in the Plan. The FCZ proportion of the OY should be specified only in general terms. Area/trip registration as a necessary tool to implement a quota was not recommended.

On Federal Limited Entry, the SSC concluded that ultimate plan objectives can only be achieved if they are shared by the State. The fishery from the coastline out to 200 miles must be regulated as a unit to achieve these objectives and the only feasible alternatives at this time are to adopt the State's current system of limited entry for power trollers, allowing all 950 permit holders to fish the FCZ if they wish. This should be regarded as a first step and future iterations of the plan could consider further limitations to truly limit fishing effort. Possibilities include a limit on seasons or days fished, applied by area if studies demonstrate differences in stock composition and abundance of immatures. Limited entry by itself does not limit actual fishing effort.

The SSC endorsed the recommendations in Dr. John Harville's comments on the plan, that the ADF&G and Board of Fisheries, with appropriate input from other agencies and states, initiate development of a comprehensive plan for the coho and chinook fisheries in Southeastern Alaska that would serve as a basis for management of these species both in State waters and the FCZ. The Council objectives could not be accomplished by any plan for the FCZ alone and the current plan was the Council's contribution toward those objectives to be accomplished in concert with the State for waters inside 3 miles.

The Advisory Panel also reviewed the Troll Salmon Plan and had the following comments:

Management Measures - The Panel recommended that the management measures contained in the plan dealing with (a) size limit, (b) sex, (c) landing requirements, (d) sport bag limit, (e) seasons, (f) area, and (h) sportfishing, be retained.

Regarding item F, the proposed closure west of Cape Suckling, the Panel recommends "retaining the closure west of Cape Suckling until meaningful biological evidence is obtained to change the boundary and until a meaningful Limited Entry program for the area is implemented."

Under item G, Gear, the Panel recommends retaining (2) Prohibition on net fishing and (3) No-line limit. On (1) the Panel also recommends retaining the power troll only provision noting that it appears consistent with the intent of the plan. The Panel however, feels the matter requires coordination with the Board of Fisheries.

Quotas - The Advisory Panel agreed with the Scientific and Statistical Committee's statement: "...that insufficient scientific data existed to justify management by quota for the FCZ. OY should be addressed as a total probable harvest level of all of S.E. Alaska. FCZ proportion should be specified only in general terms."

Area/Trip Registration - The Panel rejected the Area/Trip Registration management measure. They felt the concept was unworkable, impractical, and in the absence of a quota, unnecessary.

Federal Limited Entry - The Panel recommends a Federal Limited Entry program which adopts the State of Alaska power troll Limited Entry system of 950 licenses. Additionally, the Panel felt that the small number of non-Alaska freezer boats currently fishing the FCZ without Limited Entry licenses should be allowed to continue fishing.

Management Objectives - The Panel also recommends retaining all six management objectives.

Hank Wendler immediately moved that "Council adopt a plan that includes (1) those provisions as currently set forth in section 8.3.1.1 of the draft plan except modify 8.3.2.2.b.2 to include both power troll and hand troll, (2) those provisions as currently set forth in section 8.3.1.2 of the draft plan, (3) a cut off date of December 31, 1977 for eligibility to power troll or hand troll for salmon in the FCZ for any person not holding a power troll permit and (4) recognition that this plan is only an interim measure pending development of a comprehensive Council/State of Alaska management plan for chinook and coho salmon east of Suckling and north of Dixon Entrance to be implemented prior to April 1, 1980." Motion was seconded.

Considerable discussion followed relating to the concept of allowing hand trolling in the FCZ as per the Wendler motion. Councilman Ron Skoog (Commissioner, ADF&G) noted the State regulations prohibit hand trolling between 0 and 3 miles and that if the FMP allowed hand trolling in the FCZ it would cause major problems. It was noted that hand trolling had been included in the motion because of potential legal risks in prohibiting hand trolling in the FCZ. Some Council members said that if hand trolling were allowed in the FCZ in the FMP a clear statement of intent should be made explaining that the Council did not actually endorse hand trolling in the FCZ and supported the State's prohibition on it.

Most Council members felt that this procedure was unacceptable, that the plan should prohibit hand trolling if the State is expected to continue their ban on hand trolling.

In order to clarify the action on the plan Wendler withdrew his motion. The Council then unanimously adopted the following provisions to be contained in the FMP:

1. A 28 inch (heads-on) 23" (heads-off) minimum size limit on chinook, on all other species, no size limit.
2. No sex restrictions.
3. All fin-clipped salmon must be landed head-on.
4. A sport bag limit of 6 salmon total, only 3 of which may be chinook. Allow sportfishing year around.

5. Seasons (inclusive): Chinook - April 15 - October 31,  
Coho - June 15 - September 20,  
All other - April 15 - October 31.
6. No salmon fishing in the FCZ west of Cape Suckling.
7. Gear: Power troll only, no line limit and no net fishing.
8. A two part Federal Limited Entry system incorporating (a) the 950 power trollers currently holding Alaskan Limited Entry permits and (b) non-transferable permits to those out-of-state vessels which have recorded landings in the FCZ in 1975, 1976 or 1977 but do not hold Alaska Limited Entry Permits.

The plan will be reviewed by the Council for final approval on December 1 before submission to the Secretary of Commerce as the Council's recommendations for the salmon fishery off Alaska.

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#### PUBLIC TESTIMONY

During the public comment period the Council heard testimony from 14 individuals.

- o Mr. Scott Stafne, representing the International Longline Association discussed a new group he is organizing for longliners who are interested in promoting longlining worldwide.
- o Mr. Nakamura, representing the North Pacific Longline-Gillnet Association, testified regarding the decline in sablefish stocks in Gulf of Alaska and declining CPUE statistics. He asked the Council to take no action at this time and the Association will conduct a review of information presented by Mr. Larkins. (Appendix J)
- o Mr. Hiromi Kawamoto, representing the Japan Deep Sea Trawlers Association presented comments and recommendations on the Bering Sea/Aleutian Island FMP. (Appendix K)
- o Mr. Henry Haugen, representing Fishermen's Marketing Association, Inc., commented regarding the Halibut FMP and asked that a directed trawl fishery for halibut be allowed.
- o Mr. Ed Linkous of the Alaska Trollers Association commented on the FMP for Salmon.

- o Mr. Rodney Armstrong of Armstrong & Byrd Associates of Washington, D.C. spoke representing the North Pacific Fisheries Development Corporation of Korea, a new Korean fishing industry association.
- o Mr. Hank Ostrosky testified before the Council.
- o Mr. Endo testifying on behalf of the Hokuten Association (Appendix L) and the National Federal of Medium Trawlers (Appendix L), expressed concern over area closures as proposed in Bering Sea/Aleutian Island Area FMP.
- o Mr. Bob Ely and Bob Davenny presented a report on the progress of the KMIDC/Davenny joint venture. (Appendix M). They asked a delay until April on any reallocation to foreign nations.
- o Five other individuals, Jeff Johnson, Ray Lawson, Kevin Carrol, Bill Price and Gerald Etum, testified in support of the KMIDC/Davenney joint venture.



# North Pacific Fishery Management Council

Clement V. Tillion, Chairman  
Jim H. Branson, Executive Director

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Approved by the Council at the ETS 265-5435  
November 30 - December 1, 1978  
Meeting and Certified December 1, 1978.

By:

*Jim H. Branson for*  
*Chairman Clement V. Tillion*

## MINUTES

Twentieth Plenary Session  
NORTH PACIFIC FISHERY MANAGEMENT COUNCIL  
Anchorage Westward Hotel  
Anchorage, Alaska  
November 2-3, 1978

The regular meeting of the North Pacific Fishery Management Council was held at the Anchorage Westward Hotel, Anchorage, Alaska, on Thursday and Friday, November 2nd and 3rd, 1978. An attendance roster of Council members, the SSC, AP and public is attached as Appendix A.

The Council meeting was called to order on Thursday, November 2nd at 8:30 a.m. by Chairman Clement V. Tillion. The Advisory Panel met Wednesday, November 1 at the Hotel and also at various times throughout the meeting. Due to a scheduling conflict the SSC was unable to hold a formal meeting on November 1 and met on October 25, 26 and 27, 1978, at the Northwest and Alaska Fisheries Center, 2725 Montlake Blvd., East, Seattle, Washington. Steve Pennoyer, Chairman of the SSC was present at the Council meeting and gave the SSC report.

The preliminary agenda for the Council meeting was approved with modifications and is included as Appendix B. Minutes of the September meeting were approved with one revision and are included as Appendix C.

### EXECUTIVE DIRECTOR'S REPORT

Included as Appendix D.

### SCIENTIFIC & STATISTICAL COMMITTEE REPORT

Included as Appendix E.

### ADVISORY PANEL REPORT

Included as Appendix F.

### U.S. COAST GUARD REPORT

Commander Pete Busick reported that since the last Council meeting there had been no reported foreign fishing violations off Alaska. Four citations had been issued, three for failure to have the cumulative catch log from the previous trip and one for failure to properly record

catches in the daily cumulative catch log. Due to bad weather and search and rescue operations during October, not as much time as anticipated had been spent on surveillance although boarding goals for the independent fishing vessels had been reached. (Appendix G)

Kim White, NOAA General Counsel in Alaska, presented a follow up to the USCG report (Appendix H) on fisheries enforcement actions. Highlighting the report, White told the Council that to date in 1978, 100 citations and 21 violations had been issued as well as one seizure. Penalties ranged from \$7,500 to \$200,000.

#### GULF OF ALASKA GROUND FISH FMP

The Council learned, based on the North Pacific Longline and Gillnet Association's 1977 blackcod CPUE data, that the blackcod stocks in the Gulf of Alaska were continuing to decline and are in need of more protection.

Mr. Bert Larkins, (NMFS) told the Council that the data -- an average 25% reduction in CPUE over 1977 data -- indicated the stocks were probably not capable of producing the ABC as stated in the 1978 FMP's for the Trawl Fisheries in the Gulf of Alaska and the Sablefish Fisheries in the N.E. Pacific, nor the 1979 Gulf of Alaska FMP.

The SSC had studied this matter at their meeting in Seattle and concurred with the recommendation by Larkins for emergency action for 1978 and amendments for 1979. The Committee emphasized that they recommended no action be taken that would slow or delay implementation of the FMP for 1979.

The AP reported they had also reviewed this matter and concurred with the findings, noting that this data substantiated their earlier recommendation for a 10,000 mt OY for blackcod in the Gulf of Alaska for 1978.

The Council, after listening to the reports, argued strongly for a conservative approach in considering OY changes. They requested an amendment to the FMP be scheduled and advertised for the November 30-December 1 Council meeting to lower the OY from 13,000 mt to approximately 10,000 mt.

#### ADVISORY PANEL MEMBERSHIP

Mr Keith Specking, Chairman of the Advisory Panel (AP) reported they had reviewed their own attendance record and noted there were two members they recommend not be reappointed because of poor attendance. Specking said a letter of resignation had been received from Robert Moss.

Council Chairman Tillion withdrew from the AP Nomination Committee and Gordon Jensen was appointed to take his place. The AP Nomination

Committee met (Chuck Meacham, Chairman) and accepted fifty three (53) nominations, including 22 from current AP members who wish to remain on the Panel. The first 2-year term of the 25-member Advisory Panel expires in December. Final appointments for the 1979-1980 term will be made on December 1. A list of the nominees will be made available for public review at the Council offices.

#### SMALL-BOAT FISHERMEN'S WORKSHOP

Keith Specking told the Council the AP had studied a proposal submitted by NOAA requesting comments and participation in a small boat fishermen's workshop. The Panel felt the proposal was a very low priority and recommended no comments and no participation.

After reviewing this information the Council formally recommended not to support the concept nor send any participants.

#### RESEARCH PROPOSALS

The Council reviewed and commented on four research proposals, three requesting financial support and one requesting an endorsement in concept. Action was postponed on two of the proposals because of late submission and lack of adequate review time. The research proposal submitted by the University of Washington FRI for \$36,679 dealing with chinook stock identification by scale analysis technique in southeast Alaska was postponed for consideration until the November 30 - December 1 Council meeting following recommendations from the SSC. The Advisory Panel did, however, comment on this proposal and endorsed it in concept and for funding.

#### High Seas Salmon Continent of Origin Study

The Council felt this proposal should be funded by some other agency. Because the obligation was made by the State Department in the re-negotiated International North Pacific Fisheries Convention for a three-year assessment program of the continent of origin of salmon taken in the Japanese high seas salmon fishery that the Council should not try to fund any further research in that area. The Council directed a letter be sent to the Department of State, informing them to the Council's position and seeking a commitment to fund a larger three-year study by the State Department.

#### Fishing As A Way of Life

The SSC and AP reported they had reviewed an unsolicited research proposal submitted by Dr. Charles Konisberg entitled "A Proposal for the Study of Fishing As A Way of Life." The proposal, both groups said, had no direct relationship to a Council FMP, was somewhat nebulous and esoteric in subject matter, ill defined in the proposal and should be rejected by the Council.

The Council concurred with the recommendations and directed a letter be written notifying Dr. Konisberg that the research proposal could not be funded on the basis of the criteria established for Council research projects.

#### King Crab Modeling Strategies Proposal

Steve Pennoyer, Chairman of the SSC, told the Council they had reviewed in depth a research proposal entitled "Projection of Biological and Economic Impacts of Alternative Management Strategies for the Alaska King Crab Fishery," and recommended the Council endorse this proposal in concept. The endorsement, it was noted, was not for funding but rather the concept, funding was being requested from the Sea Grant Program by the author. Pennoyer said the SSC had some additional concerns regarding data availability, time frame and coordination with State of Alaska and National Marine Fisheries Service. The SSC's specific comments, taken from their report, are as follows: "The probable outputs of such a project will prove useful in the further development of the management plan for Alaska King Crab. The Committee is not convinced the economic component of the model can be accomplished within the time frame proposed nor with the economic data available but recommend proceeding with the model development, as it will assist in the identification of economic data gaps." They recommended that Dr. Katz include a section in the proposal discussing the identification and dissemination of information on data needs as identified and that he address the economic data available and to be made available before he submits the final proposal to the National Sea Grant College Program. They also recommended that he include letters of cooperation from ADF&G and NMFS in the final proposal and that he more specifically detail the deliverables expected as a result of this research before the proposal is finally submitted.

The Advisory Panel also reviewed the proposal and at first were not convinced the project merited Council endorsement. The AP later met with persons involved with the proposal and after much consultation, questions and answers, concurred with the SSC recommendations and formally recommended the Council endorse the project.

After reviewing the proposal and the recommendations of the SSC and AP. The Council formally endorsed the proposal and requested Sea Grant be notified of the appropriate Council concerns as raised by the SSC. By inference, the king crab modeling strategies are scheduled for major discussion and probable inclusions in the Council's King Crab Fishery Management Plan: a plan considered by the Council and the Management Plan Drafting Team as very complex and controversial.

#### FMP DEVELOPMENT SCHEDULE

Jim Branson, Executive Director, told the Council that the long-term scheduling of eight FMP's was no longer accurate due to changes which had occurred in six of the eight plans under development. A meeting of

The SSC reviewed major OY options and also listened to a presentation by IPHC representatives in Seattle on the rebuilding concepts inherent in the OY options. Based on the information presented it did not seem that withholding 3% of the harvestable biomass would have a significant effect on the reproductive capacity of the stock.

Regarding permit procedures, the SSC generally felt that all vessels should have permits of some kind identifying those which are in the halibut fishery, requiring pertinent information on size, type and capacity of vessel. They had no comment on convenience to the fishermen and costs, etc. The SSC also felt that the mandatory logbook program for vessels over 5 tons was still a valuable regulation and that vessels under 5 tons be encouraged to use voluntary logbooks.

Coordination with the Pacific Management Council was discussed by the SSC and they felt the management of halibut off Alaska was dependent to some small degree on management in Canadian waters and off Washington and Oregon. In closing, Pennoyer said the Committee reviewed a paper from the Fishermen's Marketing Association and found it to contain some interesting concepts that should be the subject of future review and discussion. The SSC however, strongly recommends that the present management regime should not be disrupted without careful consideration and time will not permit such a review at this time.

In addition to the AP and SSC reports, the Council listened to public testimony on Thursday afternoon regarding halibut and took the subject up for final action on the Halibut FMP on Friday morning. In general, the major management measures, areas, reporting requirements, closures and logbooks were not considered controversial and were generally accepted as proposed in the plan. The OY options however, (a) and (b) merited considerable discussion as did establishing the seasons. Vice Chairman Harold Lokken proposed a compromise OY for management Area 2N and 3, i.e., 3,500,000 pounds OY for Area 2N and 9,500,000 pounds OY for Area 3. A difference in philosophy regarding the probable effect of Canadian management on halibut and the uncertainties of stock recruitment relationships was raised by Mr. McKernan in Option B of the plan because of Area 2N's proximity to Canada and the need for a conservative approach for 1979. Discussion surrounding the OY proposed for management Area 3 generally favored the compromise put forth between Options A and B of 9,500,000 pounds. The Council felt there was a need to be somewhat conservative (establish an OY less than the EY), increase the U.S. catch over the 1978 catch, but not increase it by the full amount of the foreign catch in 1978.

The original motion by Lokken proposed adopting the management measures dealing with size limit, gear, sport bag limit, area designation, enforcement requirements, the compromise OY options for Area 2N and 3, the adoption of 1979 seasons with adjustments to come later to provide for tides in some areas, a limited entry December 31, 1977 cut off date, a mandatory logbook provision for all vessels over 5 net tons and a voluntary program for those less than 5 net tons.

Before the question was called on the motion, McKernan moved to amend the motion by changing the OY in management Area 2N to 3,000,000 pounds. The amendment carried (8 yea, 2 nay - Lokken, Mace). The motion was also amended by changing the limited entry cut off date from December 1977 to December 31, 1978.

The Council unanimously approved the motion as amended which establishes the following management measures and regime for the Halibut Fishery Management Plan off Alaska:

- A minimum size limit of 32" heads-on and 24" heads-off.
- A gear restriction allowing hook and line only.
- A sport limit of 2 per day with a recommendation that the State also adopt a limit of 2 per day within their jurisdiction.
- An area designation changing Area 2 to 2N (north) (waters off S.E. Alaska).
- A requirement that every vessel must have a permit issued by the Secretary of Commerce or by an agent designated by the Secretary.
- No fishing for or retention of halibut by foreign vessels.
- A closure of the Halibut Savings Area in the eastern Bering Sea.
- That logbooks shall be maintained on all halibut vessels of over 5 net tons.
- That entry would not be limited in 1979 with the question remaining open for later years. That December 31, 1978 is a cut off date if and when limited entry is imposed.
- OY's of: 3,000,000 pounds in Area 2N; 9,500,000 pounds in Area 3, and 500,000 pounds in Area 4.
- Four split seasons to begin in May, each 15-20 days in duration.

The plan with those provisions was approved and ordered sent to the Secretary of Commerce to begin her 60 day review.

The Council listened to Richard Myhre and Donald McCaughran of the International Pacific Halibut Commission (IPHC) and their concern over the demise of the IPHC and associated problems of relocating staff, research capabilities, data files and Canadian absence from management.

#### FOREIGN PERMIT APPLICATION REVIEW

The Foreign Permit Application Review Committee reviewed five Mexican joint venture applications for 1978 seeking to deliver fish in the Gulf of Alaska to a Korean (KMIDC) processing ship. Keith Specking, Chairman of this Committee, told the Council the Committee strongly recommends these applications not be approved. The Committee felt this action dictated a policy not intended by the allocation process under the FCMA. This concept was also voiced by Mr. McKernan who repeated his earlier concerns over allocations to a country with no history of fishing rather than to a country who has traditionally fished an area. The relationship with KMIDC was also discussed by the Council who felt that the possibility of three different nations delivering to the same Korean

mothership was unacceptable given the present standards of reporting, incidental species problems and Korean violations. Senor Montemayor from KORMEX Corporation, which owns the vessels seeking the permits, was also on hand to discuss details of his proposed joint venture.

The Council unanimously approved the Committee's recommendation and directed a letter be sent outlining the Council's concern for this type of irregular allocation process.

The Foreign Permit Review Committee also reviewed several applications for 1979 from the Republic of China requesting first time allocations for sablefish and cod in the Gulf of Alaska. Specking told the Council that the Committee recommended not approving those applications on the grounds that Taiwan has had no prior allocation for sablefish and cod in the Gulf of Alaska nor any prior history of fishing for these species in that area. The Committee also felt that the resources were adequately harvested by existing traditional foreign fisheries in the Gulf of Alaska.

The Council also moved to recommend disapproval of the Republic of China applications.

#### PRESENTATION ON PICES

Dr. Dayton L. Alverson discussed plans to develop a Pacific International Commission on Exploration of the Seas (PICES). It is conceived as an annual workshop he said, where scientists can meet to discuss data on ecosystems, status of stocks, and basic ocean research. A draft charter has been developed and should be available to the Council soon. Four countries are expected to be members of the Commission, initially, the Soviet Union, Japan, Canada and the United States.

#### RELATIONSHIP OF SSC TO COUNCIL:

Dr. Alverson, past Chairman of the SSC, complimented the North Pacific Council on their relationship with the SSC. He suggested the Council take serious the selection of members and recommended establishing a Committee to appoint SSC members. He also listed five points which he felt would enhance the role of the SSC: (1) better communication of SSC and AP Chairmen, he suggested they meet before each meeting; (2) with an increasing workload, more adequate leadtime to review information; (3) continued secretarial support to record meetings, help maintain records, (4) continued communication between the SSC and the Council; and (5) that the SSC take more aggressive roles in workshops.

The Council thanked Lee for his past services as Chairman of the SSC and commended him on his personal involvement and professional support.

## NMFS REPORT (Appendix I)

Mr. Craig Hammond (NMFS) reported a total of 343 individual foreign fishing vessels and support ships off Alaska during September. The number of Japanese vessels operating in the Bering Sea is significantly lower than in 1977, primarily because of a continued reduction in the number of independent Japanese stern trawlers. There has been a decrease in Soviet trawlers in the Gulf of Alaska and a near doubling of Soviet effort in the eastern Bering Sea where the Soviets are conducting a fishery for flounders. Japanese longliners in the Gulf have increased, probably resulting from the relaxation of the 500 meter contour restriction west of 157°W to allow a Pacific cod fishery. Nearly 70 percent of the longline catch in the first three weeks of October was Pacific Cod.

There were 170 foreign vessels off Alaska in October, 131 Japanese, 28 Soviet and 11 South Korean. In the Gulf, no foreign vessels were operating off the Southeast area, 1 Japanese longliner and 3 stern trawlers were fishing in the Yakutat area and 1 Japanese longliner and stern trawler were fishing in the Kodiak Area. In the Chirikof area, 3 Japanese longliners, 2 stern trawlers and 1 South Korean longliner were fishing. The largest concentration was in the Shumagin area where 4 Japanese longliners and 2 stern trawlers, 1 Korean longliner and 2 Korean stern trawlers were fishing. The major fishing area off Alaska continues to be the Bering Sea where 146 vessels were operating. In the eastern Bering Sea 1 Japanese factory ship and 6 pair trawlers, and 3 to 5 independent Japanese stern trawlers fished for flounder east of the Pribilofs. Approximately 18 Soviet stern trawlers were fishing for flounder in the same area. Along the 100 fathom curve between Unimak Pass and the Pribilofs, 16 Japanese, 2 Soviet and 2 Korean stern trawlers were fishing for pollock and 1 Japanese longliner was fishing for sablefish. In the central Bering Sea, 60 independent Japanese stern trawlers and one Japanese factory ship were fishing, targeting on pollock. Seven Soviet and 3 Korean stern trawlers are fishing in that area and 1 Japanese pot vessel continues to fish snails.

### TANNER CRAB FMP

The Council considered several amendments to the Tanner Crab FMP based on foreign fishing requests and a proposed OY change for Kodiak.

Mr. Pennoyer told the Council that the SSC had considered the proposed amendments and reviewed the data presented by ADF&G on Kodiak Tanner Crab. Considering the 1978 harvest level, the indications of strong recruit year class abundance and the expansion of the fishery to new areas, agreed that the OY range should be raised to an upper figure of 35,000,000 pounds. They noted that appropriate changes to MSY and ABC would be required and should be made.



Regarding the various Japanese requests to fish south of 58° in the Bering Sea, the SSC stated they reviewed the information presented by the Japanese industries on size of bairdi and opilio crab in the area south of 58° North and west of 171° West and that the question of allowing a Japanese harvest in this area seemed to be an OY consideration based on the anticipated performance of the U.S. fleet. They stated that based on the experience of the 1978 fishery, U.S. effort west of 173° West, particularly in March and April, appears unlikely.

The Advisory Panel also reviewed the proposed amendments to the 1979 FMP and supported amending the Tanner Crab OY in the Kodiak district to 35 million pounds. Regarding the amendment to allow foreign fishing south of 58° and west of either 171° or 173° West longitude, the Panel felt that no foreign fishing should be allowed south of 58° unless they were forced there by dangerous ice conditions. In which case the problem should be handled by an in-season emergency adjustment. Mr. Specking said the Panel considered a request by the Republic of Korea to catch 15,000 mt of Tanner crab C. opilio in the Bering Sea and wholeheartedly rejected the proposal.

The foreign proposals and amendments were discussed at length by the Council. The major discussion followed a motion by Councilman Bart Eaton which allowed foreign fishing for Tanner crab south of 58° and west of 173° West longitude with the catch not to exceed 2,500 mt of the total 15,000 mt Bering Sea TALFF. On the question of whether to allow the retention of incidentally caught C. bairdi south of 58°, the Council generally concluded this was not acceptable nor recommended. The question of the OY north of 58° was also raised in terms of a possible surplus for allocation to another foreign country. It was however, generally concluded that if the Japanese took 12,500 mt north of 58° the possible surplus of 4,000 plus tons could reasonably be expected to be taken by the domestic fishery.

On the motion by Eaton, the Council unanimously approved an amendment to the FMP which creates an area south of 58° and west of 173° in which the Japanese may catch up to 2,500 mt of C. opilio with no retention of C. bairdi. The motion and amendment further stated that the 2,500 mt was intended to be a part of the general 15,000 mt quota for Japan for 1979. Councilman Bob McVey discussed the enforcement problem created by allowing the fishery to occur north and south of 58°N at the same time. He moved and the Council adopted unanimously, "That all foreign crab catcher vessels associated with a given mothership operate only in the specific area, that is, north of 58°N or south of 58°N latitude in which that mothership is operating.

The Council additionally adopted the Advisory Panel's recommendation that no allocation of Tanner crab be given the Republic of Korea.

A request from U.S. industry to change the opening date of the Tanner crab season in the Bering Sea from November 1 to March 15 was tabled.

## TROLL SALMON FMP

The SSC Committee reviewed (1) the High Seas Salmon Fishery off the Coast of Alaska East of 175° East Longitude FMP, (2) public comments submitted on the plan, and (3) the specific management measures and options listed in the plan which must be finalized by the Council on November 2 and 3. The review also included a discussion of the draft comments received from NMFS Central Office in Washington, D.C., and a memo from John Harville.

The SSC recommended retaining the chinook minimum size limit of 28" (heads on) and 23" (heads off), with no size limit on other species. A difference in heads off measurement, from the Pacific Council plan was shown to be only a difference in measurement methods.

The Committee felt that the provisions applying to sex, landing requirements, commercial and sport seasons as specified in the plan should be retained.

They recommended a sport bag limit consistent with the State's Southeast Alaska regulations be adopted. The SSC suggested additional information on the reason for Cape Suckling as the geographic boundary for the trolling closure be included in the final plan.

The SSC recommended adopting the plan's provisions prohibiting net fishing and the "no-line" limit, acknowledging the special provisions for certain traditional net fisheries West of Suckling. They felt that some methodology should be sought to standardize trolling effort for management purposes, possibly by a limit on the number of lines fished by each boat, but since the subject had not been advertised for change they would look at it in the future.

The SSC spent considerable time discussing the "power troll only" provision of the plan. They endorsed the need to prevent further expansion of effort by new fleets or gear types into the already fully utilized outside stocks by an extension to the FCZ of the existing State ban on handtrolling from 0-3 miles. Because of possible legal problems the SSC recommended that the Council consider discussing this problem with the Alaska Board of Fisheries at their December meeting.

The Committee had discussed at length the plan's proposals for quotas, area/trip registration and Federal Limited Entry. They noted that a scientific evaluation of these specific issues necessarily involved considerations of management/enforcement/surveillance problems as well as a basic reference to the plan and Council objectives. The SSC felt that insufficient scientific data existed to justify management by quota for the FCZ. OY should be addressed as the total probable harvest level for all of S.E. Alaska, not just the subquotas proposed in the Plan. The FCZ proportion of the OY should be specified only in general terms. Area/trip registration as a necessary tool to implement a quota was not recommended.

On Federal Limited Entry, the SSC concluded that ultimate plan objectives can only be achieved if they are shared by the State. The fishery from the coastline out to 200 miles must be regulated as a unit to achieve these objectives and the only feasible alternatives at this time are to adopt the State's current system of limited entry for power trollers, allowing all 950 permit holders to fish the FCZ if they wish. This should be regarded as a first step and future iterations of the plan could consider further limitations to truly limit fishing effort. Possibilities include a limit on seasons or days fished, applied by area if studies demonstrate differences in stock composition and abundance of immatures. Limited entry by itself does not limit actual fishing effort.

The SSC endorsed the recommendations in Dr. John Harville's comments on the plan, that the ADF&G and Board of Fisheries, with appropriate input from other agencies and states, initiate development of a comprehensive plan for the coho and chinook fisheries in Southeastern Alaska that would serve as a basis for management of these species both in State waters and the FCZ. The Council objectives could not be accomplished by any plan for the FCZ alone and the current plan was the Council's contribution toward those objectives to be accomplished in concert with the State for waters inside 3 miles.

The Advisory Panel also reviewed the Troll Salmon Plan and had the following comments:

Management Measures - The Panel recommended that the management measures contained in the plan dealing with (a) size limit, (b) sex, (c) landing requirements, (d) sport bag limit, (e) seasons, (f) area, and (h) sportfishing, be retained.

Regarding item F, the proposed closure west of Cape Suckling, the Panel recommends "retaining the closure west of Cape Suckling until meaningful biological evidence is obtained to change the boundary and until a meaningful Limited Entry program for the area is implemented."

Under item G, Gear, the Panel recommends retaining (2) Prohibition on net fishing and (3) No-line limit. On (1) the Panel also recommends retaining the power troll only provision noting that it appears consistent with the intent of the plan. The Panel however, feels the matter requires coordination with the Board of Fisheries.

Quotas - The Advisory Panel agreed with the Scientific and Statistical Committee's statement: "...that insufficient scientific data existed to justify management by quota for the FCZ. OY should be addressed as a total probable harvest level of all of S.E. Alaska. FCZ proportion should be specified only in general terms."

Area/Trip Registration - The Panel rejected the Area/Trip Registration management measure. They felt the concept was unworkable, impractical, and in the absence of a quota, unnecessary.

Federal Limited Entry - The Panel recommends a Federal Limited Entry program which adopts the State of Alaska power troll Limited Entry system of 950 licenses. Additionally, the Panel felt that the small number of non-Alaska freezer boats currently fishing the FCZ without Limited Entry licenses should be allowed to continue fishing.

Management Objectives - The Panel also recommends retaining all six management objectives.

Hank Wendler immediately moved that "Council adopt a plan that includes (1) those provisions as currently set forth in section 8.3.1.1 of the draft plan except modify 8.3.2.2.b.2 to include both power troll and hand troll, (2) those provisions as currently set forth in section 8.3.1.2 of the draft plan, (3) a cut off date of December 31, 1977 for eligibility to power troll or hand troll for salmon in the FCZ for any person not holding a power troll permit and (4) recognition that this plan is only an interim measure pending development of a comprehensive Council/State of Alaska management plan for chinook and coho salmon east of Suckling and north of Dixon Entrance to be implemented prior to April 1, 1980." Motion was seconded.

Considerable discussion followed relating to the concept of allowing hand trolling in the FCZ as per the Wendler motion. Councilman Ron Skoog (Commissioner, ADF&G) noted the State regulations prohibit hand trolling between 0 and 3 miles and that if the FMP allowed hand trolling in the FCZ it would cause major problems. It was noted that hand trolling had been included in the motion because of potential legal risks in prohibiting hand trolling in the FCZ. Some Council members said that if hand trolling were allowed in the FCZ in the FMP a clear statement of intent should be made explaining that the Council did not actually endorse hand trolling in the FCZ and supported the State's prohibition on it.

Most Council members felt that this procedure was unacceptable, that the plan should prohibit hand trolling if the State is expected to continue their ban on hand trolling.

In order to clarify the action on the plan Wendler withdrew his motion. The Council then unanimously adopted the following provisions to be contained in the FMP:

1. A 28 inch (heads-on) 23" (heads-off) minimum size limit on chinook, on all other species, no size limit.
2. No sex restrictions.
3. All fin-clipped salmon must be landed head-on.
4. A sport bag limit of 6 salmon total, only 3 of which may be chinook. Allow sportfishing year around.

5. Seasons (inclusive): Chinook - April 15 - October 31,  
Coho - June 15 - September 20,  
All other - April 15 - October 31.
6. No salmon fishing in the FCZ west of Cape Suckling.
7. Gear: Power troll only, no line limit and no net fishing.
8. A two part Federal Limited Entry system incorporating (a) the 950 power trollers currently holding Alaskan Limited Entry permits and (b) non-transferable permits to those out-of-state vessels which have recorded landings in the FCZ in 1975, 1976 or 1977 but do not hold Alaska Limited Entry Permits.

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- o Mr. Rodney Armstrong of Armstrong & Byrd Associates of Washington, D.C. spoke representing the North Pacific Fisheries Development Corporation of Korea, a new Korean fishing industry association.
- o Mr. Hank Ostrosky testified before the Council.
- o Mr. Endo testifying on behalf of the Hokuten Association (Appendix L) and the National Federal of Medium Trawlers (Appendix L), expressed concern over area closures as proposed in Bering Sea/Aleutian Island Area FMP.
- o Mr. Bob Ely and Bob Davenny presented a report on the progress of the KMIDC/Davenny joint venture. (Appendix M). They asked a delay until April on any reallocation to foreign nations.
- o Five other individuals, Jeff Johnson, Ray Lawson, Kevin Carrol, Bill Price and Gerald Etum, testified in support of the KMIDC/Davenney joint venture.