

November 2-3, 1978

AGENDA ITEM: 26

ACTION REQUIRED: Informational

SUBJECT: World Shrimp Workshop

SUMMARY: Several letters of funding commitment and
a proposed agenda are included.

COMMENTS:



U.S. DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE
P. O. BOX 1668 - JUNEAU, ALASKA 99802

Agenda Item #26
Nov. 2-3, '78

October 13, 1978

Mr. Jim Branson, Executive Director
North Pacific Fishery Management Council
P.O. Box 3136DT
Anchorage, AK 99510

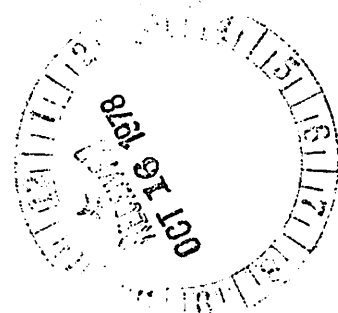
Dear Jim:

This is in response to your letter of October 5, 1978, relative to funding the proposed shrimp workshop. We have discussed the matter with Dr. Alverson and NMFS, through the Center, can commit \$4,000 to the workshop. We suggest you seek the remainder of the fund requirement from ADF&G as the primary agency managing Alaskan shrimp fisheries.

Sincerely,

A handwritten signature in cursive script, appearing to read "Harry L. Rietze".

Harry L. Rietze
Director, Alaska Region





UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE
Northwest and Alaska Fisheries Center
2725 Montlake Boulevard East
Seattle, Washington 98112

October 12, 1978

Mr. Jim H. Branson
Executive Director
North Pacific Fishery
Management Council
P.O. Box 3136DT
Anchorage, AK 99510

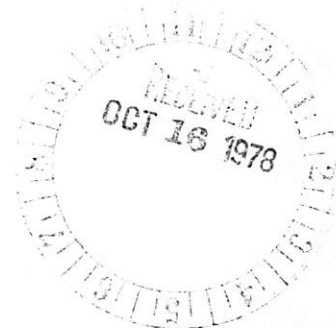
Dear Jim:

As regards your letter of October 5, the Center here will be willing to contribute \$4,000.00 towards the Shrimp Workshop. Hopefully, ADF&G would be able to pick up the remaining \$2,500.00. As regards to coordination of the workshop, it was my understanding that it was recommended that Lechner would chair the Steering Committee and that the Steering Committee, itself, would provide the coordinating mechanism for the workshop.

Sincerely,

Dayton L. Alverson
Center Director

cc:
D. Rosenberg
J. Lechner
O. Burch



COPY

October 5, 1978

Dr. Ronald Skoog, Commissioner
Alaska Department of Fish & Game
Subport Building
Juneau, AK 99801

Dear Ron,

Over half the funding for the proposed shrimp workshop in Kodiak scheduled for late January or early February has been identified, \$6,500 still needs to be found. The University of Alaska Sea Grant program has committed \$4,000 toward the project, the Council, at its last meeting, committed \$3,500, the proposed budget is for \$14,000. We still need to find \$6,500. The purpose of this letter is to find out if your agency can commit all or part of this amount.

I don't believe the Council wants to be the lead agency in this program but it looks like that for funding purposes, at least, we should try to identify the necessary funds and sources thereof. As you will note in the accompanying correspondence to the steering committee for the workshop, a lead agency has really not been identified, although Sea Grant has promised some staff help.

I would appreciate your comments.

Best regards,

Jim H. Branson
Executive Director

Enclosure

cc: Workshop Steering Committee

An original of this letter was addressed to Dr. D.L. Alverson, Mr. Harry Rietze and Dr. Ronald Skoog

Hutton

Agenda #26
Nov. 2-3, '78

MEMORANDUM

DATE: October 4, 1978
TO: Shrimp Workshop
Steering Committee Members
FROM: Donald H. Rosenberg, Director
Alaska Sea Grant Program
SUBJECT: September 28-29, 1978, Council Meeting

In order to keep interest up in the proposed workshop, members of ADF&G and the SSC held an informal meeting during the September Council meeting. Attachment 1 to this memo is the list of suggested topics which have been developed to date. Additionally, a budget was developed and presented to the Council for their consideration (Attachment 2). My report to the Council, made up as a part of the SSC report, is presented as Attachment 3.

The Council budget committee met and decided to provide up to \$3,500 in support for the workshop. Thus, with the Sea Grant support (as outlined in my memo of September 5, 1978), we have a total of \$7,500 in hand. Yet to make firm commitments are the NMFS and ADF&G.

It was decided at the informal meeting that ADF&G would proceed to contact identified speakers. I agreed that, after the speakers have accepted, my office will take up the actual arrangements for travel, etc. I believe that ADF&G are proceeding with the initial contacts.

I believe it is important that we have an official committee meeting. I therefore propose it is held right before the next SSC meeting, which is scheduled for October 25 and 26 at the Northwest and Alaska Fisheries Center in Seattle. I discussed the problem of travel for participants who are not members of the SSC. The Council staff indicated that this would not be a problem.

DHR:ro

Attachments (3)

cc: Jim Branson
Hank Pennington



PANDALID SHRIMP WORKSHOP:
A REVIEW OF RESEARCH AND MANAGEMENT

Suggested topics/presentations and speakers:

1. Worldwide review of Pandalid shrimp fisheries: catch histories - (Alverson, Robinson have volunteered).
2. History of Research and Management: Review by various principal investigators - (1) Norway, (2) Greenland, (3) Denmark, (4) Soviet Union, (5) England, (6) Canada, (7) Maine, (8) California, (9) Oregon, (10) Washington, (11) Alaska.
3. Panel discussion: Is there a need for management? Fishing industry - scientific community.
4. Panel discussion: Current stock assessment techniques - their strengths and weaknesses.
5. Hydroacoustic assessment possibilities (Mathisen).
6. Evolution of commercial fishing gear and fishing techniques - Panel discussion and series of individual papers.
7. Panel discussion: Implications of developing gear selective for larger shrimps.
8. History of Alaska's regulatory process: Board of Fisheries - study groups (Zsabo).
9. Panel discussion: Developing quantitative year class abundance indices from research and commercial fishing data.
10. Panel discussion: Parent stock-recruitment relationships.
11. Panel discussion: Management implications of pandalid shrimp life histories.
12. Panel discussion: Current management strategies, then value, and alternatives.

ATTACHMENT 2

September 28, 1978

PRELIMINARY BUDGET

TRAVEL

Foreign Participants (6 at \$1,500/trip) \$ 9,000

Domestic (6 at \$500/trip) 3,000

OTHER COSTS

(Facilities rental, catering, publication,
communication, etc.) 2,000

TOTAL BUDGET \$14,000

ATTACHMENT 3

SSC Report 9/28/78

PANDALID SHRIMP WORKSHOP

The steering committee appointed at the last meeting has not officially met but has corresponded, had telephone conversations and one informal meeting. The workshop is scheduled mid- to late January, or early February in Kodiak. The dates have not yet been firmed up, as we are still resolving conflicts and arranging facilities.

A tentative list of topics and potential speakers have been identified. This list of topics will be reviewed by the committee preceeding the next SSC meeting and a tentative agenda and list of invited speakers should be available by the next meeting. A preliminary budget has been developed and is available for Council review. The budget identifies a total cost of \$14,000. The only source of funding to date is \$4,000 from the Alaska Sea Grant Program.

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**SOUTHERN SOUTHEAST REGIONAL
AQUACULTURE ASSOCIATION, INC.**

307 Mill Street #5

Ketchikan, Alaska 99901

President: Jake Jacobsen

(907)225-9605

Executive Director: J.N. Milnes

October 19, 1978

Ms. Juanita Kreps
Secretary of Commerce
U.S. Department of Commerce
Washington, D. C.

Dear Secretary Kreps:

This is to comment on the North Pacific Management Council's (NPFMC) Plan for the High Seas Salmon Fishery Off the Coast of Alaska East of 175 Degrees East Longitude. The Southern Southeast Regional Aquaculture Association (SSRAA) has a number of concerns regarding the proposed management plan.

I. SSRAA - BRIEF DESCRIPTION

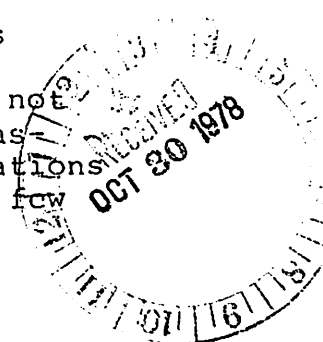
SSRAA was organized in May, 1976, as authorized by the non-profit Hatchery Act of the State of Alaska.

The SSRAA organization, which is made up of representatives from such salmon industry user groups as trollers, gillnetters, purse seiners, processors as well as members who represent other interests.

The objective of the corporation is to participate in the enhancement and rehabilitation of the salmon stocks in southeast Alaska in cooperation with the Alaska Department of Fish and Game and the federal government.

SSRAA and other similar aquaculture associations have been created because of a number of needs which could not be satisfied by other means.

First, Southeastern Alaska's salmon catch has dramatically declined from historic highs of over 50 million salmon to 25% of that level. This decline has not only resulted in fewer fish to harvest, but also increasingly fewer fishing days and tighter and tighter regulations on fishing areas, gear, and size limits just to name a few of these regulations.



PRIVATE NON PROFIT HATCHERIES

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Secretary of Commerce

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A second result of this dramatic decline in the fishery is the economic losses which have been incurred, not only by the fishermen, but also by the communities where the fleets are based. Ketchikan, once boasted about having a dozen or so canneries which provided seasonal employment to many and income to merchants in the community. With the decline in the fishery, came the decline in jobs and community economic strength.

The salmon fishery is critically important to Alaska from yet another standpoint. The Alaskan way of life is rooted in the salmon fishery and in the communities which are dependent upon the fishery. If salmon fishing were to continue to decline, communities like Ketchikan, Petersburg, Wrangell and others would suffer and decline. The salmon fishery is the only economic resource which is common to all of these communities. If the resource is lost, the communities will decline or be eliminated as has historically happened to other fisheries dependent communities. If on the other hand the salmon resource were expanded, the fishermen would have greater incomes, there would be increased employment opportunities and these communities could flourish and prosper. In short the Alaskan fishery is not simply a matter of economics and fishermen incomes, it touches on all aspects of the Alaskan way of life.

II. THE NEED FOR FISHERIES DEVELOPMENT AND NPFMC COOPERATION

A. Problems with the Management Plan

The proposed management plan wholly ignores the fact of and need for long-term enhancement of the state's salmon resource. Recognizing that the North Pacific Fishery Management Council to date has little or no stake in any hatchery or other fishery development programs, it may be understandable that your management plan is one dimensional in its proposed effort to conserve this resource, i.e., utilization of management measures. However, your plan reflects what appears to be a strong prejudice against artificial propagation programs. Witness: "Reversing the severely depressed status of Southeastern Alaska chinook can only be achieved by stern conservation efforts that eliminate or restrict further harvest of these fish." (Emphasis added, see page 13). In just two paragraphs of your report do you even mention the existence of means other than "stern conservation" to build up

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depressed runs, and those paragraphs are almost wholly negative regarding prospects for enhancement.

To ignore the major on-going effort by the State of Alaska, and by its fishermen through the non-profit hatchery program (a total commitment of more than \$400,000,000 of state funds), to enhance its salmon runs through means other than management indicates the "tunnel vision" of NPFMC. To ignore the potential for fisheries development through a significantly expanded artificial propagation program (to which the citizens of Alaska are committed), while at the same time inferring that the state of the art is so incomplete as to promise little in terms of results, indicates ignorance of progress in this arena worldwide. Your report constantly iterates the dilemma of the manager, i.e., is he to maintain the status quo or severely restrict the fishery? Yet, it does not begin to endorse or even acknowledge the possibility of mitigating alternatives, expanded research, hatchery and other fisheries development programs. In the face of social and economic dislocations which we all know will occur, selection of the "stern conservation" technique as the only means available for the NPFMC to achieve stated goals is ridiculous at best.

Alaska trollers and other fishermen are committed to the perpetuation and enhancement of the salmon resource. The state of the art exists to accomplish significant and positive artificial propagation. We certainly acknowledge the need for expanded research and development programs. A good example is spring chinook. The Council concludes artificial propagation of this species will not work. We say not enough effort has been made to find ways to make it work. A fisheries development program can be developed without detriment to truly viable natural runs.

Interestingly, the federal government has committed massive funds nationwide for fisheries research and artificial propagation projects. Why is the NPFMC plan so timid and technically inaccurate regarding Alaska fisheries development prospects, existing, planned or ultimately possible with funding?" The State of Alaska and its fishermen expect assistance and not defiance by federal managers in achieving salmon fisheries for future generations. The NPFMC management plan does not give us cause for optimism in this regard.

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Again, throughout Alaska, fishermen are assessing themselves to fund badly needed research and hatchery projects. The State of Alaska is committing significant funds for salmon fisheries development. The NPFMC plan ignores these important facts and offers a management regime which is directed at a single fishery, with the burden of stern conservation to be borne exclusively by trollers within federal jurisdiction. We are concerned that the NPFMC chooses to operate in a vacuum, selectively imposing stern conservation on a single fishery, and ignoring (even maligning) the need for and availability of mitigating alternatives such as artificial propagation.

B. Proposed Solutions

To remedy the defects of the NPFMC'S proposed management plan, we believe the Council must participate and cooperate in the development of a total management strategy for Alaska fisheries. We believe that fisheries development cannot and will not occur through regulation alone, and that all fisheries managers, federal, state and private, must commit to resource enhancement and research which will sustain current fleets, including the troll fleet (which at times operates within the jurisdiction of the Council), and ultimately contribute to the expansion of this important state industry. We believe that the federal government, through the Council and many other agencies, must commit to the development of a cooperative plan with the State and the industry. The plan would include a capital investment strategy for salmon hatcheries throughout Alaska, coordinated and improved research to maximize the benefits of such hatcheries, cooperative and constructive management during interim periods in which enhancement results are not in place which minimizes economic dislocation in all fleets to the greatest extent practicable, and increased communications among all concerned parties.

SSRAA has committed significant funds to the development of a management plan for Southeast Alaska fisheries development which we would be happy to share with the Council (a first draft report has been developed by Dr. Milo C. Bell). We are doubtful that NPFMC is even aware that fishermen in Alaska have funded such efforts. It is critical that such efforts be considered prior to the issuance of a final management plan.

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In the past two years, SSRAA'S experience has shown that a number of institutional barriers at federal and state levels exist which will render fisheries development difficult if not resolved (e.g. rules and regulations and large numbers of permits and support studies). The Council management plan should include a commitment to a strategy for accomplishing a streamlining of processes to minimize the cost of development while at the same time assuring accomplishment of stated agency goals. We suggest the need for cooperative agreements between ourselves and all appropriate federal agencies as another vehicle to assure better coordinated management.

Again, it is the view of SSRAA that the proposed plan discusses only two alternatives for fisheries management in their area of jurisdiction, neither of which are acceptable to even the Council itself, and then fails to develop an alternative. The above proposal is an obvious alternative to the single faceted "stern conservation" option proposed by the Council. We believe every effort should be made by interested parties to move toward a coordinated and total management plan for Alaska fisheries. Until this occurs, no plan of the Council so one dimensional in its approach will be acceptable.

III. ADDITIONAL CONCERNS OF SSRAA - BRIEF DESCRIPTION

A. Regulatory Aspects of the Plan

The proposed plan suggests management measures which are exclusively regulatory. Fisheries management is not just regulation. (Again, see detailed discussion above). The objectives of the management regime must be articulated to reflect a positive and total management plan.

B. Season, Gear and Area Restrictions

The proposed plan acknowledges that only a small percentage of the total troll fishery occurs within the jurisdiction of the NPFMC (not to mention all other salmon fisheries). Yet, it does not hesitate to substitute its judgment regarding appropriate total troll fleet levels for that of the State of Alaska by its area/trip registration plan. Alaska has the strictest, most expansive and well considered limited entry plan in the United States. This program has evolved after years of study and experience, as well as sacrifice by Alaska citizens. We see little

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evidence of such study or deliberation by the Council in its plan, which effectively preempts the State program.

C. Definition of Viable Salmon Runs

The entire management plan is built on the projection of viable natural runs, yet we have little indication as to what the Council perceives is a viable run, what data was or will be utilized to reach such determinations, and how long-term enhancement programs will be affected by such determinations. Frankly, if traditional definitions are accepted, there is no rationale for enhancement of species which migrate to the ocean, as protection of viable natural runs will force closure of the mixed stock fisheries, thus precluding reasonable interception of hatchery stocks.

D. Lack of Data to Manage the Ocean Fishery

We have been very much concerned with the limits of data developed by the state and federal governments so necessary to the efficient management of the various salmon species. We wonder how the Council and other management agencies can proceed with a management plan without a commitment at least to assure the development of a data system which contains all necessary information to regulatory decisionmaking. Moreover, we submit that the various elements of this management plan are not supported by an adequate data base. Before any final plan is approved by the Council, long acknowledged gaps in the Alaska fisheries data system must be resolved.

IV. CONCLUSION

The bulk of our comments are directed at the lack of consideration of elements of a viable alternative to the NPFMC to protect natural runs through implementation of a "stern conservation" alternative. In fact, the Council has elected the option of greatly restricting the ocean fishery. The Council's environmental impact statement does not quantify or adequately address the socio-economic implications of implementation. We recognize the need for sound management of all fisheries within and without the NPFMC'S area of jurisdiction. Yet, we suggest that management is much more than "regulation". It includes research, the development of the best available data for decision-making, enhancement of the resource, coordination among public and private managers and users. The proposed plan

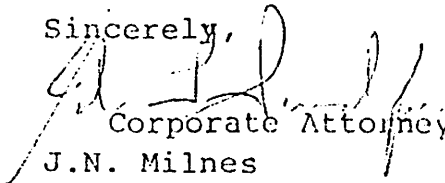
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fails to contribute to the long-term expansion of this resource and places the primary burden of "stern conservation" on a single fishery. Positive alternatives to the proposed regulatory scheme are available and can be worked out among the many diverse interests. We would be happy to participate in a much needed comprehensive Alaska fisheries planning process.

Thank you for your attention to this important matter.

Sincerely,


Corporate Attorney
J.N. Milnes
Executive Director

JNM:WRW/fnk

cc: Mr. Jim Branson - NPFMC ✓
Senator Warren Magnuson
Senator Ted Stevens
Governor Jay Hammond
Jim Duncan - Alaska Trollers