

SUMMARY OF FOREIGN FISHING VESSEL
TRANSSHIPMENT DATA

JULY 1, 1988 THROUGH SEPTEMBER 30, 1988

Office of Enforcement
National Marine Fisheries Service
Alaska Region

Juneau, Alaska
November 1988

INTRODUCTION

This report summarizes cargo transshipment effort reported by foreign fishing vessels operating within the U.S. EEZ off Alaska. The data contained in the report has been compiled from reports required by the MFCMA. The data covers the period from July 1, 1988, through September 30, 1988, during which a total of 356 foreign transshipments were reported. This represents a 68 percent decrease in the number of transfers reported during the preceding quarter.

This data base does not include transshipment data from the U.S. catcher/processor fleet. Off-loading reports from that segment of industry are compiled into a separate data base. Further, this data base generally does not include cargo data on products loaded onto foreign carriers within the confines of U.S. Customs waters.

DESCRIPTION OF REQUIRED REPORTS

Foreign fishing vessels operating within the U.S. EEZ are required to submit a variety of reports concerning cargo transshipments and cargo on board. Prior to April 25, 1988, only vessels transshipping fish products originating within the U.S. EEZ were required to make these reports. Vessels entering the U.S. EEZ for the purpose of transshipping fish caught outside of the U.S. EEZ were not required to report, however the overwhelming majority of these vessels did report as a matter of routine. Changes in regulatory requirements as of April 25, 1988, now make it mandatory for any vessel conducting support activities within the U.S. EEZ to have a permit and submit all reports required by the MFCMA.

Reports required are as follows:

BEGIN PRODUCT ON BOARD - All foreign vessels operating within the U.S. EEZ are required to submit a BEGIN message 24 hours prior to commencing activities. In conjunction with the BEGIN message, vessels must report all PRODUCT ON BOARD the vessel at the time, including ships stores. The message must specify the species type, product code and metric tonnage.

Products identified for crew consumption have not been entered into the data base and, as a matter of routine, rarely exceed .1 metric ton per species. Products on board originate from a number of sources and the source is only occasionally identified in the message. Sources noted include, the donut hole, Soviet EEZ, WOC fishery, and occasionally, U.S. ports. BEGIN reports may also include products originating from the Alaska EEZ.

Product from U.S. ports is generally reported by transport vessels only and is rarely reflected in the "total transfer" data contained within this report. Products from U.S. ports enter the data base when a foreign carrier picks up U.S. product in port then submits a BEGIN message to conduct support activities with other foreign vessels within the EEZ. Products originating in the Alaska EEZ enter the BEGIN PRODUCT ON BOARD data base when a fishing vessel that has been fishing in the EEZ, departs to international waters and then returns to the EEZ with the original U.S. fish on board.

Some double counting of BEGIN PRODUCT ON BOARD does occur. This happens when a vessel enters the EEZ with product on board (submitting PRODUCT ON BOARD message), departs to work outside the EEZ and then returns to the EEZ with the same product on board (submitting a second PRODUCT ON BOARD message). There is no way under the current message structure to determine the amount of double counting or to determine the exact origin BEGIN PRODUCT ON BOARD.

TRANSFER - Each foreign vessel that will receive fish products from another foreign fishing vessel must transmit a TRANSFER message prior to commencing support activities. This message must indicate when, where and with whom support activities are to be conducted. This message does not contain product information and is used only to facilitate monitoring of at sea transfers if deemed necessary. These messages are not entered in the data base as they contain no product data or other data that cannot be determined through other data sources.

OFFLOADED TO - Each vessel that off-loads cargo to another vessel in the EEZ must submit an OFFLOADED TO message. This message must contain the name and identifiers of the other vessel, date, time, location, and metric tonnage of each species and product type. The message is required regardless of product source and does not specify product origin. All product with the exception of fish oil and meal are identified by allocated species or species groups. Meal and oil are generally produced from offal, undersize and underutilized species. There is no practical after-the-fact method of determining the species composition of meal and oil. Foreign fishing regulations do not require species identification of meal and oil products reported in transfer data messages. It is presumed that catch composition of meal and oil is generally equivalent to the composition of the retained frozen fish.

RECEIVED FROM - Each vessel that receives cargo from another vessel in the EEZ must submit a RECEIVED FROM message. This message contains information identical to the OFFLOADED TO

message and is used as a verification report for the OFFLOADED TO data base. If the two data bases do not match, the error is identified and corrected.

DATA LIMITATIONS

The data base does not and cannot make any adjustments for BEGIN PRODUCT ON BOARD messages that may have been inadvertently omitted from the data base. It is presumed however that omission of such messages is less than 5 percent of the data base. The data base also cannot make any adjustments for product on board vessels at the beginning of the new year or preceding quarter. Further the data base cannot make adequate adjustment for products originating in U.S. ports

It is the position of the Office of Enforcement that verification of reported catch can only be accomplished by auditing the complete record of individual vessels. Summary cargo transshipment data cannot be used to adequately verify MFCMA catch statistics and attempts to do so may lead to erroneous and misleading conclusions.

SUMMARY BY NATION

The following tables summarize transshipment data by nation (SUM-1) and species (SUM-2). A nation by nation summary follows:

TABLE: SUM-1

ALL NATIONS - SUMMARY OF 1988 3RD QUARTER TRANSFER DATA
(by nation/metric tonnage)

NATION	TOTAL <u>1/</u> TRANSFERS	SUBTOTAL <u>2/</u> TRANSPORT- TRANSPORT	TOTAL <u>3/</u> BEGIN ON BOARD	SUBTOTAL <u>4/</u> ON BOARD TRANSPORTS	SUBTOTAL <u>5/</u> ON BOARD FFV
JAPAN	14,914	0	7,841	6,546	1,290
KOREA	15,036	0	11,770	2,372	8,383
USSR	4,109	0	8,637	8,565	73
POLAND	3,627	0	3,112	0	3,112
CHINA	0	0	0	0	0
TOTAL	37,686	0	31,360	17,483	12,858

1/ Includes all transfers regardless of origin of fish products. Sources include U.S. EEZ, Soviet EEZ, donut hole, and WOC.

Generally does not include U.S. catcher/processor cargo or domestic cargo from U.S. ports. Figure does not include cargo that was transferred within the donut hole and transported directly to a foreign port. Donut hole transshipments as such are not contained in U.S. government data base.

2/ Subtotal of transfers from one transport vessel to another. This quantity generally presumed to be a double count of cargo (i.e., counted once when transferred from the fishing vessel to the cargo vessel, counted a second time when transferred from the cargo vessel to a second cargo vessel).

3/ Total of all BEGIN PRODUCT ON BOARD. Sources include U.S. EEZ, Soviet EEZ, donut hole, WOC, and in some circumstances domestic catch from U.S. ports. Vast majority presumed to be donut hole reported catch.

4/ Subtotal of BEGIN PRODUCT ON BOARD reported by transport vessels. Majority presumed to be donut hole reported catch.

5/ Subtotal of BEGIN PRODUCT ON BOARD reported by fishing vessels other than transports. All presumed to be either donut hole reported catch or Soviet EEZ. The closest approximation of legal product originating from within the U.S. EEZ would be determined by the equation of: $1/ - 2/ - 5/ = \text{U.S. EEZ Origin}$

TABLE: SUM-2

ALL NATIONS - SUMMARY OF 1988 3RD QUARTER TRANSFER DATA
(total transferred by nation/species/metric tonnage)

SPECIES	JAPAN	USSR	KOREA	POLAND	CHINA	TOTAL
POLLOCK	9,994	0	9,979	2,134	0	22,107
PACIFIC COD	466	966	837	0	0	2,269
FLOUNDR	250	319	117	0	0	686
YELLOW- FIN ATKA	65	1,012	100	0	0	1,177
MACKRL	0	862	2,826	0	0	3,688
POP	1	0	363	0	0	364

ROCK- FISH	0	0	215	0	0	215
PACIFIC HAKE	0	0	0	132	0	132
TURBOTS	15	0	0	0	0	15
OTHER SPEC.	3	0	12	0	0	15
UNID.6/ SPEC.	4,120	484	587	1,361	0	6,552

6/ Fish meal and oil are not identified by species but are normally derived from undersize or offal from target species or from underutilized species. Species composition of unidentified species is generally presumed to be equivalent to the species composition to the retained frozen fish.

JAPAN - Japanese vessels reported off-loading 14,914 metric tons of product within the EEZ. This represents a 79 percent decrease in total tonnage transferred from the second quarter of 1988. Excluding product reported on board fishing vessels entering the EEZ and transport to transport operations this would equate to 13,624 MT of product originating within the EEZ, a decrease of 80 percent from the first quarter of 1988. An unknown portion of this amount would have been carried over from the second quarter of 1988, therefore absolute comparison to third quarter 1988 catch data cannot be made. Decreases are attributed to cessation of the joint venture fisheries during July and August. Disregarding unidentified species (presumed to be comprised of primarily pollock), 93 percent of all transshipment tonnage was pollock products with the majority of the remainder being Pacific cod and flounder products. Transshipped species composition is consistent with the September JV fisheries that occurred within the EEZ and the directed pollock fishery in the donut hole. Pollock surimi comprised the largest portion (67 percent) of the cargo transshipped followed by fish meal (20 percent). Detailed summary of Japanese transshipment data by species and product type are listed in tables JA-1 through JA-5.

KOREA - Korean vessels reported off-loading 15,036 MT of product within the EEZ. This represents a 75 percent decrease from the 2nd quarter of 1988 in total total tonnage transferred. Excluding product reported on board fishing vessels entering the EEZ this would equate to 6,653 MT of product originating within

the EEZ. An unknown portion of this amount would have been carried over from the second quarter of 1988, therefore absolute comparison to third quarter 1988 catch data cannot be made. Decrease in transshipment is attributed to the cessation of the JV fisheries during July and August. Disregarding unidentified species (presumed to be comprised of primarily pollock), 69 percent of all transshipment tonnage was pollock products with the majority of the remainder being Atka mackerel products. Transshipped species composition is consistent with the JV fisheries that occurred within the EEZ and the directed pollock fishery in the donut hole. Whole pollock comprised the largest portion (62 percent) of the cargo transshipped followed by whole Atka mackerel (19 percent) and whole Pacific cod (5 percent). Detailed summary of Korean transshipment data by species and product type are listed in tables KS-1 through KS-5.

USSR - Soviet vessels reported off-loading 4,109 MT of product within the EEZ. This represents a 91 percent decrease from the 2nd quarter 1988 for total tonnage transferred. Excluding product reported on board fishing vessels entering the EEZ this would equate to 4,036 MT of product originating within the EEZ. An unknown portion of this amount would have been carried over from the second quarter of 1988, therefore absolute comparison to third quarter 1988 catch data cannot be made. Decrease in transshipment tonnage is attributed to the cessation of the JV fisheries during July and August. Disregarding unidentified species (presumed to be comprised of primarily yellowfin sole), 41 percent of all transshipment tonnage was yellowfin sole products with the majority of the remainder being Pacific cod and Atka mackerel products. Transshipped species composition is consistent with the JV fisheries that occurred within the EEZ. Headed and gutted yellowfin sole comprised the largest portion (25 percent) of the cargo transshipped followed by dressed Atka mackerel (21 percent). Detailed summary of Soviet transshipment data by species and product type are listed in tables UR-1 through UR-5.

POLAND - Polish vessels reported off-loading 3,627 MT of product within the EEZ. This represents a 83 percent decrease from the second quarter 1988 of total tonnage transferred. Excluding transport to transport transfers and product reported on board fishing vessels entering the EEZ this would equate to 515 MT product originating within the EEZ. An unknown portion of this amount would have been carried over from the second quarter 1988, therefore absolute comparison to third quarter 1988 catch data cannot be made. Decrease in transshipment tonnage is attributed to the cessation of the JV fisheries during July and August. Disregarding unidentified species (presumed to be comprised of primarily Pollock), 94 percent of all transshipment

tonnage was pollock products. Transshipped species composition is consistent with the directed pollock fishery in the donut hole. Pollock fillets comprised the largest portion (55 percent) of the cargo transshipped followed by fish meal (32 percent). Detailed summary of Polish transshipment data by species and product type are listed in tables PL-1 through PL-5.

CHINA - Chinese vessels reported no activity during the third quarter of 1988. Detailed summary of Chinese transshipment data by species and product type are listed in tables CH-1 through CH-5.

TABLE: PRODUCT CODE LISTING

PRODUCT CODE	DESCRIPTION
BSO	Squid or octopus, beak removed
CN	Canned meat
F	Fillets, with skin/two per fish
FB	Fillets, one-piece (butterfly) with skin
FBN	Fillets, one-piece (butterfly) without skin
FN	Fillets, without skin/two per fish
FO	Fish oil
G	Gutted only
GG	Gutted and gilled
H	Headed only
HDS	Heads, separate from remainder of fish
HG	Headed and gutted
HGT	Headed, gutted, and tails removed
IO	Intestinal organs separate from remainder of fish
M	Fish meal
MSO	Squid or octopus mantles
O	Other product
OS	Otoshimi - frozen minced fish product (Japan)
P	Pectoral collars separate from remainder of fish
R	Roe separate from remainder of fish
S	Flounder steaks - diagonal cut from midsection of fish
ST	Flounder pieces - punched or stamped from midsection of fish
SU	Surimi - frozen minced fish product (Japan)
SW	Skate wings
TS	Tara Shiniku - frozen minced fish product (Japan)
TSO	Squid or octopus tentacles
TU	Tucza - heads, guts, fins, tail, and portions of belly flap removed (Poland)
W	Whole fish

TABLE: JA-1

JAPAN - TOTAL TRANSFERS (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Pacific Cod	Other Flounder	Yellowfin Sole	Other Species	Turbots	P.O.P	Unidentified Species	TOTAL
F	0	137	0	0	0	0	0	0	137
FO	0	0	0	0	0	0	0	1,094	1,094
HG	20	329	212	0	2	15	1	0	579
M	0	0	0	0	0	0	0	3,026	3,026
S	0	0	21	52	0	0	0	0	73
SU	9,969	0	0	0	0	0	0	0	9,969
SW	0	0	0	0	1	0	0	0	1
W	5	0	17	13	0	0	0	0	35
TOT	9,994	466	250	65	3	15	1	4,120	14,914

TABLE: JA-2

JAPAN - SUBTOTAL TRANSFERS - TRANSPORT TO TRANSPORT (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

NONE

TABLE: JA-3

JAPAN - TOTAL BEGIN PRODUCT ON BOARD - ALL VESSELS (3RD QTR - 1988)
(by species/product/metric tonnage)

Product /Species

Type /

	Pollock	Pacific Cod	Other Flounder	Atka Mackerel	Sablefish	Yellowfin Sole	Turbots	Other Species	Unid. Species	TOTAL
FO	0	0	0	0	0	0	0	0	225	225
HG	0	37	3	95	85	0	18	742	0	980
M	0	0	0	0	0	0	0	0	1,357	1,357
R	0	0	0	0	0	0	0	0	4	4
SU	1,948	0	0	0	0	0	0	0	0	1,948
W	3,186	0	0	32	0	8	0	5	96	3,327
TOT	5,134	37	3	127	85	8	18	742	1,682	7,841

TABLE: JA-4

JAPAN - SUBTOTAL BEGIN PRODUCT ON BOARD - TRANSPORTS ONLY (3RD QTR - 1988)
(by species/product/metric tonnage)

Product /Species

Type /

	Pollock	Pacific Cod	Other Flounder	Atka Mackerel	Sablefish	Yellowfin Sole	Turbots	Other Species	Unid. Species	TOTAL
HG	0	37	3	95	85	0	18	742	0	980
M	0	0	0	0	0	0	0	0	1,033	1,033
R	0	0	0	0	0	0	0	0	4	4
SU	1,210	0	0	0	0	0	0	0	0	1,210
W	3,183	0	0	32	0	8	18	0	96	3,337
TOT	4,393	37	3	127	85	8	18	742	1,133	6,546

TABLE: JA-5

JAPAN - SUBTOTAL BEGIN PRODUCT ON BOARD - FISHING VESSELS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Unidentified Species	TOTAL
FO	0	225	225
M	0	324	324
SU	738	0	738
W	3	0	3
TOT	741	549	1,290

TABLE: KS-1

KOREA - TOTAL TRANSFERS (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species Type /	Pollock	Pacific Cod	Other Flounder	Yellowfin Sole	Atka Mackerel	Other Species	P.O.P.	Other Rockfish	Unidentified Species	TOTAL
FN	16	0	0	0	0	0	0	0	0	16
HDS	0	13	0	0	0	0	0	0	0	13
HG	58	40	0	0	0	0	0	0	0	98
IO	0	3	0	0	0	0	0	0	0	3
M	0	0	0	0	0	0	0	0	587	587
SU	593	0	0	0	0	0	0	0	0	593
W	9,312	781	117	100	2,826	12	363	215	0	13,726
TOT	9,979	837	117	100	2,826	12	363	215	587	15,036

TABLE: KS-2

KOREA - SUBTOTAL TRANSFERS - TRANSPORT TO TRANSPORT (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species Type /										
	NONE									

TABLE: KS-3

KOREA - TOTAL BEGIN PRODUCT ON BOARD - ALL VESSELS (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Pacific Cod	Other Flounder	Yellowfin Sole	Atka Mackerel	Other Species	P.O.P.	Other Rockfish	Unidentified Species	TOTAL
F	0	405	0	0	0	0	0	0	0	405
FN	16	0	0	0	0	0	0	0	0	16
FO	0	0	0	0	0	0	0	0	37	37
HDS	0	5	0	0	0	0	0	0	0	5
HG	0	11	0	0	0	0	0	0	0	11
M	0	0	0	0	0	0	0	0	497	497
SU	260	0	0	0	0	0	0	0	0	260
W	7,258	59	3	1,792	1,090	1	304	5	27	10,539
TOT	7,534	480	3	1,792	1,090	1	304	5	561	11,770

TABLE: KS-4

KOREA - SUBTOTAL BEGIN PRODUCT ON BOARD - TRANSPORTS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Pacific Cod	Other Flounder	Yellowfin Sole	Other Species	Atka Mackerel	P.O.P.	Unidentified Species	TOTAL
HDS	0	5	0	0	0	0	0	0	5
HG	0	11	0	0	0	0	0	0	11
M	0	0	0	0	0	0	0	1	1
W	106	59	3	792	1	1,090	304	0	2,355
TOT	106	75	3	792	1	1,090	304	1	2,372

TABLE: KS-5

KOREA - SUBTOTAL BEGIN PRODUCT ON BOARD - FISHING VESSELS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Pacific Cod	Other Rockfish	Unidentified Species	TOTAL
F	0	405	0	0	405
FO	0	0	0	38	38
M	0	0	0	496	496
SU	260	0	0	0	260
W	7,152	0	5	27	7,184
TOT	7,412	405	5	561	8,383

TABLE: UR-1

USSR - TOTAL TRANSFERS (3RD QTR - 1988)
 (by species/product/metric tonnage)

=====						
Product /Species						
Type /						
=====						
	Pacific	Atka	Other	Yellowfin	Unidentified	TOTAL
	Cod	Mackerel	Flounder	Sole	Species	
	-----	-----	-----	-----	-----	-----
F	49	0	0	0	0	49
HG	461	843	319	1,012	0	2,635
HGT	452	19	0	0	0	471
M	0	0	0	0	484	484
O	4	0	0	0	0	4
S	0	0	0	466	0	466
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TOT	966	862	319	1,478	484	4,109

TABLE: UR-2

USSR - SUBTOTAL TRANSFERS - TRANSPORT TO TRANSPORT (3RD QTR - 1988)
 (by species/product/metric tonnage)

=====						
Product /Species						
Type /						
=====						

NONE

TABLE: UR-3

USSR - TOTAL BEGIN PRODUCT ON BOARD - ALL VESSELS (3RD QTR - 1988)
(by species/product/metric tonnage)

Product /Species
Type /

	Pollock	Pacific Cod	Yellowfin Sole	Other Rockfish	Pacific Hake	Unidentified Species	TOTAL
F	0	24	0	0	0	0	24
FB	36	0	0	0	0	0	36
HG	952	195	259	22	3,094	0	4,522
HGT	0	45	0	0	0	0	45
M	0	0	0	0	0	618	618
O	0	3	0	0	0	0	3
S	0	0	86	0	0	0	86
TU	438	0	0	0	1,023	0	1,461
W	1,816	0	0	0	26	0	1,842
TOT	3,242	267	345	22	4,143	618	8,637

TABLE: UR-4

USSR - SUBTOTAL BEGIN PRODUCT ON BOARD - TRANSPORTS ONLY (3RD QTR - 1988)
(by species/product/metric tonnage)

Product /Species
Type /

	Pollock	Pacific Cod	Yellowfin Sole	Other Rockfish	Pacific Hake	Unidentified Species	TOTAL
F	0	24	0	0	0	0	24
FB	36	0	0	0	0	0	36
HG	952	165	220	22	3,094	0	4,453
HGT	0	42	0	0	0	0	45
M	0	0	0	0	0	615	615
O	0	3	0	0	0	0	3
S	0	0	86	0	0	0	86
TU	438	0	0	0	1,023	0	1,461
W	1,816	0	0	0	26	0	1,842
TOT	3,242	234	306	22	4,143	618	8,565

TABLE: UR-5

USSR - SUBTOTAL BEGIN PRODUCT ON BOARD - FISHING VESSELS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

=====

Product /Species
 Type /

=====

	Pacific Cod	Yellowfin Sole	Unidentified Species	TOTAL
	-----	-----	-----	-----
HG	30	38	0	68
HGT	2	0	0	2
M	0	0	3	3
---	-----	-----	-----	-----
TOT	32	38	3	73

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TABLE: PL-1

POLAND - TOTAL TRANSFERS (3RD QTR - 1988)
 (by species/product/metric tonnage)

```

=====
Product /Species
Type /
=====
  | Pollock  Pacific  Unidentified | TOTAL
  |         Hake   Species   |
  |-----|-----|-----|-----
FN |   2,009   132    190    |   2,331
M  |     0     0    1,171   |   1,171
TU |    125    0     0     |    125
---|-----|-----|-----
TOT|   2,134   132   1,361   |   3,627
  |
  
```

TABLE: PL-2

POLAND - SUBTOTAL TRANSFERS - TRANSPORT TO TRANSPORT (3RD QTR - 1988)
 (by species/product/metric tonnage)

```

=====
Product /Species
Type /
=====
  
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NONE

TABLE: PL-3

POLAND - TOTAL BEGIN PRODUCT ON BOARD - ALL VESSELS (3RD QTR - 1988)
 (by species/product/metric tonnage)

```

=====
Product /Species
Type /
=====
  | Pollock  Unidentified | TOTAL
  |         Species   |
  |-----|-----|-----
F  |    197    0     |    197
FN |   1,955    0     |   1,955
M  |     0    873    |    873
O  |     43    0     |     43
TU |     44    0     |     44
---|-----|-----
TOT|   2,239   873   |   3,112
  |
  
```

5

TABLE: PL-4

POLAND - SUBTOTAL BEGIN PRODUCT ON BOARD - TRANSPORTS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

NONE

TABLE: PL-5

POLAND - SUBTOTAL BEGIN PRODUCT ON BOARD - FISHING VESSELS ONLY (3RD QTR - 1988)
 (by species/product/metric tonnage)

Product /Species
 Type /

	Pollock	Unidentified Species	TOTAL
F	197	0	197
FN	1,955	0	1,955
M	0	873	873
O	43	0	43
TU	44	0	44
TOT	2,239	873	3,112

TABLE: CH-1
CHINA - TOTAL TRANSFERS (3RD QTR - 1988)
(by species/product/metric tonnage)

=====
Product /Species
Type /
=====

NONE

TABLE: CH-2
CHINA - SUBTOTAL TRANSFERS - TRANSPORT TO TRANSPORT (3RD QTR - 1988)
(by species/product/metric tonnage)

=====
Product /Species
Type /
=====

NONE

TABLE: CH-3
CHINA - TOTAL BEGIN PRODUCT ON BOARD - ALL VESSELS (3RD QTR - 1988)
(by species/product/metric tonnage)

=====
Product /Species
Type /
=====

NONE

TABLE: CH-4
CHINA - SUBTOTAL BEGIN PRODUCT ON BOARD - TRANSPORTS ONLY (3RD QTR - 1988)
(by species/product/metric tonnage)

=====
Product /Species
Type /
=====

NONE

TABLE: CH-5
CHINA - SUBTOTAL BEGIN PRODUCT ON BOARD - FISHING VESSELS ONLY (3RD QTR - 1988)
(by species/product/metric tonnage)

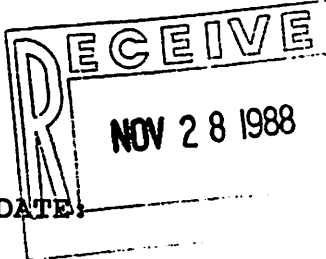
=====
Product /Species
Type /
=====

NONE

UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration

National Marine Fisheries Service

P.O. Box 21668
Juneau, Alaska 99802-1668



ACTION		ROUTE TO	INITIAL
	Exec. Dir.		
	Deputy Dir.		
	Admin. Off.		
	Exec. Sec.		
	Staff Asst. 1		
	Staff Asst. 2		
	Staff Asst. 3		
	Economist		
	Sec./Dir.		
	Sec./Typist		

DATE: November 18, 1988
 MEMORANDUM FOR: F/CM - Richard H. Schaefer
 FROM: F/AKR - James W. Brooks
 SUBJECT: Modification of Zone 1 Closure

On March 8, 1988, we closed Zone 1 in the Bering Sea subarea to joint venture (JVP) and wholly domestic (DAP) fishing for yellowfin sole and "other flatfish" (53 FR 7941, March 11, 1988). The closure was due to the attainment of the PSC limit on *C. bairdi* Tanner crabs.

We were subsequently requested by representatives of DAP fishing interests to exercise the discretionary authority, provided under §675.21 (d), to reopen Zone 1 to only DAP fishing. We asked the Council, at its April 1988 meeting, for guidance on this question because of the potential controversy of such an action with crab fishing interests. The Council voted in favor of reopening Zone 1 to only DAP directed fishing for yellowfin sole.

Accordingly, we performed an analysis of the potential biological and economic effects of reopening Zone 1 as requested. This analysis is contained in a "determinations" paper which was sent to you on June 29, 1988. A notice of proposed closure modification was published August 25, 1988 (53 FR 32415) inviting public comments until September 21, 1988. Four separate comments were received and are responded to in the draft final notice of closure modification (attached). In addition, we are submitting a draft decision memorandum to the Under Secretary to accomplish this action.

The proposed action would have reopened Zone 1 to directed fishing for yellowfin sole and "other flatfish" by DAP fishing vessels exclusively. This final action, however, will reopen Zone 1 to such fishing by all domestic (i.e. DAP and JVP) fishing vessels. The reason for this change is that JVP directed fishing for yellowfin sole was prohibited when the proposed action was published, but due to subsequent additional allocations, this fishery can now proceed.

Attachments:

- Draft FR notice of closure modification
- Draft decision memorandum

cc: - F/EN31, C. Hammond
 - GCAK, C. O'Connor
 - NPFMC, C. Pautzke



DEPARTMENT OF COMMERCE

National Oceanic and Atmospheric Administration

50 CFR Part 675

[Docket No.]

Groundfish of the Bering Sea and Aleutian Islands Area

AGENCY: National Marine Fisheries Service (NMFS), NOAA,
Commerce.

ACTION: Proposed closure modification.

SUMMARY: NOAA modifies a closure notice that will allow U. S. vessels to conduct a directed fishery for yellowfin sole and "other flatfish" in the Bering Sea subarea south of 58°00' N. latitude and east of 165°00' W. longitude (Zone 1) under specified conditions intended to limit the incidental or bycatch of Pacific halibut, *Chionoecetes bairdi* Tanner crabs and red king crabs. Directed fishing for yellowfin sole and "other flatfish" in Zone 1 was prohibited on March 8, 1988 due to attainment of the prohibited species catch (PSC) limit for *C. bairdi* Tanner crabs. Subsequent reassessment of data on bycatches of crabs in the directed fisheries for yellowfin sole and "other flatfishes" indicate that the risk of biological harm to Tanner crabs and other prohibited species from reopening Zone 1 is not

significant. Therefore, the previous closure notice is modified to allow directed fishing for yellowfin sole and "other flatfishes" by U.S. vessels in Zone 1 under specified conditions. The intended effect is to relax a restriction on domestic fishermen while maintaining protective measures for prohibited species.

EFFECTIVE DATE: [Insert date of filing with the Federal Register].

ADDRESS: Copies of documents supporting this action may be obtained from James W. Brooks, Acting Director, Alaska Region, National Marine Fisheries Service, 709 West 9th Street, P.O. Box 21668, Juneau, AK 99802-1668.

FOR FURTHER INFORMATION CONTACT: Jay J. C. Ginter, Fishery Management Biologist, NMFS, 907-586-7229.

SUPPLEMENTARY INFORMATION: The domestic and foreign groundfish fisheries in the exclusive economic zone (EEZ) of the Bering Sea and Aleutian Islands (BSAI) area are managed under the Fishery Management Plan for the Groundfish Fishery in the Bering Sea and Aleutian Islands Area (FMP). The FMP was developed by the North Pacific Fishery Management Council (Council) and approved by the Secretary of Commerce (Secretary) in 1981. Federal regulations

implementing the FMP and governing domestic fisheries in the BSAI area appear under 50 CFR Part 675.

A description of the problem addressed by this action is given in the notice of proposed closure modification and request for comments published in the Federal Register on August 25, 1988 (53 FR 32415). In summary, NOAA is responding to a request from representatives of the domestic annual processing (DAP) sector of the U. S. groundfish industry. This sector includes U. S. vessels that process their catch onboard or deliver it to U. S. processors. The other component of the domestic annual harvest (DAH) is the joint venture processing (JVP) sector which includes U.S. fishing vessels working in joint ventures with foreign processing vessels authorized to receive U.S. catches in the EEZ.

NOAA closed Zone 1 on March 8, 1988 to DAP and JVP directed fishing for yellowfin sole and "other flatfish" due to the attainment of the PSC limit for *C. bairdi* Tanner crabs (March 11, 1988, 53 FR 7941). Representatives of DAP fishing interests requested the Director, Alaska Region, NMFS, (Regional Director) to reopen Zone 1 to DAP fishing to allow a harvest of up to 25,000 mt of yellowfin sole. The Council reviewed this issue on request of the Regional Director at its April 13-15, 1988 meeting and supported, in principle, the reopening of Zone 1 to directed fishing for yellowfin sole by DAP vessels under authority of § 675.21(d).

In authorizing and conditioning fishing in an otherwise closed zone, the Secretary is required to take into account five

determinations by the Regional Director regarding the probable effects of allowing continued or resumed fishing. The Regional Director made these determinations on June 17, 1988 and they were made available for public review and comment by notice of proposed closure modification in the Federal Register on August 25, 1988 (53 FR 32415). In summary, the Regional Director determined that the expected additional fishing mortality resulting from reopening Zone 1 to a harvest of 25,000 mt yellowfin sole would be no more than 60,200 halibut, 50,000 *C. bairdi* Tanner crabs, and 21,500 red king crabs. The Regional Director determined further that these additional amounts of fishing mortality are not likely to have a measurable effect on the respective populations of these species and that the added risk of overfishing these species due to reopening Zone 1 according to the above conditions is insignificant.

Difference Between Proposed and Final Action

The proposed action would have reopened Zone 1 to directed fishing for yellowfin sole and "other flatfish" by DAP fishing vessels exclusively. This final action, however, will reopen Zone 1 to such fishing by all domestic (i.e. DAP and JVP) fishing vessels. The reason for this change is that JVP directed fishing for yellowfin sole was prohibited when the proposed action was published, but currently, this fishery is not prohibited. Directed fishing for yellowfin sole was prohibited

to JVP fishermen on June 3, 1988 (53 FR 21454). This prohibition was anticipated to remain in effect through the remainder of the fishing year which would have made reopening Zone 1 to JVP fisheries an academic exercise.

In September and in October, however, the Regional Director found that there would be amounts of yellowfin sole surplus to DAP harvesting and processing needs for 1988. In August 1988, the NMFS projected the DAP harvest of yellowfin sole for the final six months of 1988 to be 20,050 mt. Subsequent survey of the DAP industry indicated that DAP harvest of yellowfin sole during this period is more likely to be 10,910 mt. Hence, in two separate actions, the Secretary (1) reapportioned 2,000 mt of yellowfin sole from DAP to JVP and 4,000 mt of yellowfin sole from reserve to JVP (53 FR 35081), and (2) reapportioned 8,850 mt of yellowfin sole from DAP to JVP (53 FR 40894). Therefore, directed fishing for yellowfin sole by JVP fishermen resumed in the BSAI on September 6, 1988, although Zone 1 remained closed.

The original PSC limit for *C. bairdi* Tanner crabs in Zone 1 does not distinguish between DAP and JVP fisheries. Although incidental catches of crabs while fishing for yellowfin sole in the reopened Zone 1 are likely to be greater with both fisheries operating than with only one, prevention of overfishing the crab population will be assured by prohibiting fishing in excess of the supplemental PSC limit. From an economic perspective, the closure of Zone 1 has been equally burdensome on DAP and JVP

fisheries as they have had to explore other areas of the BSAI for commercial quantities of yellowfin sole.

Public Comments Received

Four letters of comment were received before the comment period ended. One comment was in favor and three were opposed to reopening Zone 1. The favorable and opposed comments are summarized and responded to below under comments one and two respectively.

Comment 1: Zone 1 is important to the yellowfin sole fishery as it contains the largest concentrations of this species and fishing outside Zone 1 results in greater catches of other flounder species which have lower or no economic value. In addition, fishing outside Zone 1 requires a minimum of 25 percent more running time than fishing inside the zone. Hence, fishing for yellowfin sole inside Zone 1 reduces fuel costs and increases production. The current Tanner crab biomass is 4.5 times that when the PSC limit was established. The additional Tanner crab PSC limit proposed is completely justified. Full observer coverage on DAP vessels as proposed imposes an unjustified cost on the DAP industry. The level of observer coverage could be reduced to 33 percent and still provide a representative sample of what is being caught. The time taken to respond to the original request to reopen Zone 1 is unnecessarily long. This zone will be urgently needed by the DAP yellowfin sole fishery if

Zone 2 is closed due the attainment of its PSC limit before the end of this year. Finally, the Magnuson Act (Magnuson Fishery Conservation and Management Act of 1976) clearly gives DAP fishermen preference over JVP fishermen for available fish. This preference should extend to the prohibited species bycatch required to take those fish.

Response: NOAA agrees that there is an economic burden imposed on fishermen by closing Zone 1. Avoiding this burden was the intended incentive for fishermen to minimize their incidental catches of prohibited species while fishing for yellowfin sole and "other flatfish." NOAA agrees also that the apparent population of *C. bairdi* Tanner crabs has increased significantly since the implementation of the Zone 1 PSC limit for this species. This is partly the reason why the Regional Director determined that an additional bycatch of 50,000 *C. bairdi* Tanner crabs would not be likely to lead to overfishing of this species. This additional bycatch was determined by the Regional Director to be less than 0.01 percent of the estimated biomass of this species.

Full or 100 percent observer coverage is intended to mean at least one observer on every catching or receiving fishing vessel. This does not imply that 100 percent of all catches are required to be sampled by the observer. Total groundfish catch, its species composition, the bycatch of all prohibited species and other biological information will be extrapolated from the samples taken by the observer of catches brought onboard while

the observer is on duty. As a condition of fishing in Zone 1, full observer coverage is essential to the accurate monitoring of prohibited species catches and the collection of biological information. Any level of coverage less than 100 percent would require an assumption that the harvests of un-observed vessels is not statistically different from harvests of vessels carrying observers. The experience of NMFS after eleven years of monitoring foreign and JVP fisheries through on-board observers suggests that this assumption cannot be made.

In addition, Zone 1 was established specifically because it contains large concentrations of the Tanner and red king crab populations which are important to crab fisheries. Groundfish fisheries using trawl gear must be conducted carefully in this and adjacent crab-sensitive areas to minimize crab bycatches. The NMFS and the groundfish fishing industry should apply extra effort to assure that this care is exercised on all vessels. The biological data derived from full observer coverage also will contribute to understanding crab population dynamics and DAP groundfish fishery/crab interaction in Zone 1 late in the fishing year. Currently, there are few data on these subjects.

The original request to reopen Zone 1 was made in February, 1988. The Regional Director sought the advice of the Council on this issue at its next meeting in April, 1988. After receiving affirmative advice from the Council, the Regional Director decided to postpone action until after the majority of crabs in Zone 1 had completed their molting and mating cycle in mid-June,

1988 to reduce bycatch mortality. Certain administrative and legal requirements then necessitated publication of the proposed action (in August) and opportunity for public comment (ending September 21, 1988). Although this process has been lengthy, it was not designed to inhibit DAP fishing operations but to protect the interests of all persons concerned with marine fishery resources. This process could have been shorter if the specific circumstances and conditions leading to the request for this reopening were anticipated in implementing the original Zone 1 rule. Public comment on the potential reopening of Zone 1 at that time would have obviated the need for it now.

The processor preference amendments to the Magnuson Act have been interpreted to mean DAP priority to harvestable amounts of the optimum yield (OY). Prohibited species are not part of the groundfish OY as defined in the FMP and, therefore, are immune to DAP priority. NOAA recognizes, however, that the exercise of DAP priority to species of groundfish may be predicated on the availability of uncaught PSC limit. Hence, the question of extending the interpretation of DAP priority to PSC limits is within the purview of the Council.

Comment 2: Too many crabs and juvenile halibut are being taken out of Zone 1 as bycatch in the trawl fisheries. Yellowfin sole can be harvested in adjacent areas (north and west) of Zone 1 without as much potential impact on the longline fishery for halibut. Bering Sea populations of red king and (*C. bairdi*) Tanner crabs have been characterized by the State of Alaska

Department of Fish and Game as depressed. The conservation of crabs and halibut should prevail over the desires of groundfish fisheries in Zone 1.

Response: Estimates of the numbers of crabs and halibut taken as bycatch in the Bering Sea groundfish fisheries are high. The critical issue here, however, is whether the incremental bycatch that will occur by reopening Zone 1 will significantly add to the risk of overfishing these prohibited species. The Regional Director has determined that the additional bycatch mortality of *C. bairdi* Tanner crabs, and Pacific halibut, up to the supplemental PSC limits prescribed below, is not likely to overfish these species. Red king crab bycatches in a reopened Zone 1 are not expected to attain the existing PSC limit for this species. These determinations did take into consideration the relatively low population levels of mature red king and *C. bairdi* Tanner crabs. Although commercial harvests of yellowfin sole and "other flatfish" have occurred outside of Zone 1, the allowance of fishing for these species within the zone balances the economic interests of groundfish fishermen with the conservation interests of crab fishermen.

Conditions

Directed fishing for yellowfin sole and "other flatfish" by DAH fishing vessels will be allowed to resume on the effective

date in Zone 1 providing that those vessels comply with the following conditions:

1. Any DAP fishing vessel on which trawl-caught groundfish are brought onboard must carry an observer approved by the Regional Director.

2. Directed fishing for yellowfin sole and "other flatfish" will cease by notice in the Federal Register when any of the following occurs:

(a) the total number of red king crabs taken by JVP and DAP vessels while directed fishing for yellowfin sole and "other flatfish" in Zone 1 since the beginning of the 1988 fishing year equals the PSC limit of 135,000.

(b) the total number of *C. bairdi* Tanner crabs taken by JVP and DAP vessels while directed fishing for yellowfin sole and "other flatfish" in Zone 1 equals the supplemental PSC limit of 50,000 animals.

(c) the total number of Pacific halibut taken by JVP and DAP vessels while directed fishing for yellowfin sole and "other flatfish" in Zone 1 equals the supplemental PSC limit of 60,200.

Classification

This action is taken under authority of § 675.21 (d). For the reasons stated above, the Under Secretary for Oceans and Atmosphere (under Secretary) has determined that this action is necessary and consistent with the Magnuson Fishery Conservation

and Management Act. In addition, based on the above discussion and the Regional Director's determinations, the Assistant Administrator for Fisheries, NOAA, (Assistant Administrator) has determined that this action (1) qualifies for a categorical exclusion from the requirement to prepare an environmental assessment under the National Environmental Policy Act, (2) is not a major rule requiring regulatory impact analysis under Executive Order 12291, (3) will have no significant effects on small entities under the Regulatory Flexibility Act, and (4) contains no collection of information requirement subject to the Paperwork Reduction Act. However, the Under Secretary finds that the Regional Director's determinations substantially satisfy the environmental and economic documentation requirements of these laws.

In addition, the Assistant Administrator finds that it is impractical and contrary to the public interest to delay the effectiveness of this action as provided by the Administrative Procedures Act. A 30-day delayed effectiveness period could obviate the intended effect of this action as the end of the fishing year on December 31, 1988 could occur prior to or at about the same time as the effective date if it was delayed for 30 days.

List of Subjects in 50 CFR Part 675

Fish, Fisheries, Reporting and recordkeeping requirements.

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

Dated: November XX, 1988

William Matuszeski

Executive Director, National Marine Fisheries Service

J. Ginter, 10-12-88, file ZONE1F.FO
Revised 11-14 and 11-18-88

MEMORANDUM FOR: William E. Evans
Under Secretary for Oceans and Atmosphere

FROM: James W. Brennan
Assistant Administrator for Fisheries

SUBJECT: Clearance of a Modification of the Bering Sea
Zone 1 Closure--DECISION MEMORANDUM

I concur with a recommendation of the Director, Alaska Region, (Regional Director) to approve modification of the closure of Zone 1 in the Bering Sea subarea. This memorandum requests that you (1) approve these decisions, (2) make determinations about the final action under Executive Order 12291 (E.O. 12291) and the Regulatory Flexibility Act, and (3) clear this action for publication.

BACKGROUND

In accordance with the Fishery Management Plan for Bering Sea and Aleutian Islands Groundfish and its implementing regulations, Zone 1 was closed to joint venture (JVP) and wholly domestic (DAP) directed fishing for yellowfin sole and "other flatfish" on March 8, 1988 after the Regional Director determined that the prohibited species catch (PSC) limit for Tanner crabs in Zone 1 had been taken (53 FR 7941, March 11, 1988). This determination was based on bycatch data collected from onboard observers in the JVP fishery. Additional bycatches of prohibited species by the DAP fishery for "other flatfish" in Zone 1 up to that time are probable but unknown due to the absence of onboard observers.

Closure of the zone due to the achievement of a PSC limit is ordinarily effective for the remainder of the fishing year (§675.21(a)-(c)). However, §675.21(d) provides for the Secretary to "...allow some or all vessels to continue or resume directed fishing for yellowfin sole and 'other flatfish' under conditions which will limit fishing by permissible gear, areas, times, and other appropriate factors." In authorizing and conditioning such fishing in an otherwise closed zone, the Secretary is required to take into account five determinations by the Regional Director regarding the probable effects of allowing continued or resumed fishing.

Representatives of DAP fishing interests requested the Regional Director to reopen Zone 1 to DAP fishing to allow a harvest of up to 25,000 mt of yellowfin sole. The stated purpose of this request was to increase the flexibility of the developing DAP fishery for yellowfin sole in the Bering Sea. The Council reviewed this issue on request of the Regional Director at its April 13-15, 1988 meeting and supported, in principle, the reopening of Zone 1 to directed fishing for yellowfin sole by DAP vessels only.

Subsequently, the Regional Director made the determinations

required under §675.21(d). In summary, the Regional Director determined that the expected additional fishing mortality resulting from reopening Zone 1 could allow up to 60,200 halibut, 50,000 *C. bairdi* Tanner crabs, and 21,500 red king crabs. The Regional Director determined further that these additional amounts of fishing mortality are not likely to have a measurable effect on the respective populations of these species and that the added risk of overfishing these species due to reopening Zone 1 according to the above conditions is insignificant. These determinations and the analysis on which they are based are contained in a document previously submitted in support of the proposed modification (with decision memorandum dated August 4, 1988). No new information has been presented that would change the Regional Director's determinations regarding the risk of overfishing prohibited species.

A notice of proposed closure modification was published August 25, 1988 (53 FR 32415) inviting public comments until September 21, 1988. Four separate comments were received and are responded to in the draft final notice of closure modification (attached). The proposed action would have reopened Zone 1 to directed fishing for yellowfin sole and "other flatfish" by only DAP fishing vessels. This final action, however, will reopen Zone 1 to such fishing by all domestic (i.e. DAP and JVP) fishing vessels. The reason for this change is that JVP directed fishing for yellowfin sole was prohibited when the proposed action was published, but due to subsequent additional allocations, this fishery can now proceed.

DETERMINATION

On the basis of the Regional Director's determination document, I have determined that this action (1) is not a major rule requiring a regulatory impact analysis under E.O. 12291, (2) is categorically excluded from the requirement to prepare an environmental assessment in accordance with NOAA Directive 02-10, and (3) will have no significant effects on small entities under the Regulatory Flexibility Act. The proposed action contains no new collection of information requirement.

RECOMMENDATIONS

I recommend that you concur with the decision to modify the Zone 1 closure as described with the specified conditions on fishing within the zone, and sign the attached transmittal to the Department of Commerce which requests a docket number and clearance to publish the notice. After you take action, please notify Donna D. Turgeon, F/CM1, at 427-2343.

APPROVED

DISAPPROVED

LET'S DISCUSS

Date

Date

Date

Attachments

1. Draft Federal Register notice
2. Transmittal to DOC

CLEARANCES

ES:RDWhite

GC:JJohnson

Drafted by: Jay J. C. Ginter, NMFS, Alaska Region, F/AKR1,
(907)586-7229, 10-13-88, revised 11-14 and 11-18-88, file:ZONE1FFO.DM