

# North Pacific Fishery Management Council

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Date: 1-16-86

## ADVISORY PANEL MINUTES

December 9-11, 1985  
Westward Hilton  
Anchorage, Alaska

The Advisory Panel for the North Pacific Fishery Management Council met on December 9-11, 1985 in the Dillingham Room of the Anchorage Westward Hilton. Members present were:

Larry Cotter, Chairman	Oliver Holm	Julie Settle
Robert Alverson, Vice Chairman	Pete Isleib	Cameron Sharick
Terry Baker	Eric Jordan	Thorn Smith
Alvin Burch	Richard Lauber	Walter Smith
Joseph Chimegalrea	Nancy Munro	Thomas Stewart
Gregory Favretto	Daniel O'Hara	Richard White
Barry Fisher	Alvin Osterback	Dave Woodruff
Ronald Hegge	Don Rawlinson	John Woodruff

Minutes of the September 23-25, 1985 Advisory Panel meeting were approved as read.

### C-1 Legislative Update

The AP wishes to express their concern to the Council regarding the reduction in Coast Guard surveillance and search and rescue activities. The AP recommends physical port clearing inspections be made on foreign vessels. This motion passed unanimously.

### C-2 AP Operations

The AP unanimously approved a motion to re-elect Larry Cotter as Chairman and Bob Alverson as Vice Chairman of the Advisory Panel for 1986.

The AP unanimously approved a motion that all minority reports shall be provided in writing and the Chair shall present both the majority and minority reports.

During the discussion the Chair said it would be his intention to have each minority designate a spokesperson to accompany him during his presentation for technical questions.

### C-3 Crab/Salmon Interceptions by Joint Ventures

#### (a) King Crab Bycatch

After listening to several hours of public testimony from members of the Industry Incidental Catch Workgroup, the AP adopted the following motion on a vote of 17 to 4:

The AP is encouraged by the progress of the Industry Incidental Catch Workgroup and recommends that the Council wait until January for the final conclusion of the industry workgroup before making a decision. The AP stated that it is imperative that the Council reach a decision in January to deal with the conservation problem, regardless of whether the industry workgroup has reached an acceptable compromise or not.

Minority Report: We are heartened by the efforts of the participants in the Industry Incidental Catch Workgroup and recommend this joint industry effort continue. However, we are extremely concerned with the health of the king crab resource in the Pot Sanctuary Area and believe immediate action is necessary to protect the future of these stocks. We are also concerned with the high bycatch of halibut by bottom-trawl yellowfin sole operations in the same area and believe this rate can, and should, be reduced.

We recognize fishing effort is but one component of the conservation problem affecting king crab. In that regard we urge immediate, indepth research activities be developed to provide the Council with the necessary tools to enact corrective conservation measures on king crab across the board.

In the absence of an acceptable program being developed by the Industry Incidental Catch Workgroup which addresses the conservation problems of king crab and the bycatch rates of halibut, we recommend the following:

- (1) A two-year prohibition on all trawling in the Pot Sanctuary Area be enacted.
- (2) Mid-water trawl activities by pollock fisheries would be allowed up to 163°W.
- (3) All crab fishing activities in the area shall also be prohibited.

#### (b) Salmon Incidental Catch

Given the performance by joint venture operations of salmon interception during the past year, the AP does not feel regulatory measures are warranted at this time; however, the AP recommends joint venture interception performance continue to be closely monitored and that regulatory measures be contemplated at a future date in the event the performance deteriorates. The AP is immediately concerned, however, with salmon and other prohibited species interception possibilities by domestic catcher/processors and feels regulatory observer measures in this area are warranted. The AP was unanimously in favor of this motion.

(c) High Seas Salmon Interception

The AP recommends that due to the failure of the U.S./Japan Treaty on salmon interception that Japan be given a zero allocation until such time a treaty is signed. This motion passed unanimously.

C-4 Sablefish Hook and Longline Limited Entry in Gulf of Alaska

The AP listened to public testimony regarding this issue from several different people representing different aspects of the fishing industry (longliners, off-bottom and mid-water trawlers, crab, salmon, and halibut fishermen).

The AP requests the Council to reject the offer of NMFS to publish a notice in the Federal Register announcing that anyone entering the sablefish fishery after a specified date will not be assured of future participation should a limited entry program for the sablefish fishery in the Gulf of Alaska be developed. Furthermore, the AP requests the Council to complete development of a long-term policy regarding fisheries development, allocations, and incidental harvests in the groundfish fisheries before giving further consideration to limited entry. The motion passed 10 to 9.

Minority Report: The minority viewpoint on whether to proceed on a moratorium on entry into the sablefish fishery is as stated below. The immediate actions of the Council should be as follows:

- (1) The Council should proceed with a moratorium on entry in the sablefish fishery with an amendment to the Gulf of Alaska management plan this winter.
- (2) The Council should establish an appropriate cut-off date on entry based on forthcoming public input when the moratorium proposal is put out for public comment, not necessarily based on the comments from the Secretary of Commerce.

The arguments for limited entry are as follows:

- (1) The sablefish fleet is of a size that additional participation will begin to result in pulse landings similar to what happened in the halibut fishery.
- (2) The results of a large fleet and the resulting pulse landings will cause unneeded cold storage holdings, and such additional costs associated with these holdings.
- (3) Health and welfare risks will increase to the crews and vessels in a pulse style fishery.
- (4) In order to spread the landings, the Council will be forced to consider trip limits and/or short seasons, such as in the halibut fishery. This will result in a shifting of efficiency away from those vessels and processing operations designated for volume operations, such as occurred in Washington, Oregon, and California in those fisheries with trip limits.
- (5) Pulse landings of a resource principally destined for export to Japan will put the U.S. exporting processor in a disadvantaged price negotiating position.

The AI recognizes that due to the failure of the U.S. Marine Fishery Commission to provide a more detailed study of the fishery, the Commission should be given a more detailed study of the fishery. This would be a major step in the development of a more detailed study of the fishery.

0-4 Subtitle Book and Journal Fishery in Gulf of Alaska

The AI is pleased to provide testimony regarding the fishery in the Gulf of Alaska. The fishery is a major source of income for the state and the nation. The AI is pleased to provide testimony regarding the fishery in the Gulf of Alaska. The fishery is a major source of income for the state and the nation.

The AI requests the Council to request the other AI to provide a more detailed study of the fishery. The AI requests the Council to request the other AI to provide a more detailed study of the fishery. The AI requests the Council to request the other AI to provide a more detailed study of the fishery.

Minor Report: The priority viewpoint on whether to proceed on a monitor on entry into the fishery is as stated below. The monitor on entry into the fishery is as stated below.

- (1) The Council should proceed with a monitor on entry into the fishery with an amendment to the Bill of Alaska regarding the fishery.
- (2) The Council should establish an appropriate cut-off date on entry into the fishery when the monitor on entry into the fishery is as stated below.

The program for limited entry are as follows:

- (1) The limited list of a fishery should be established as of a date that additional participation will begin to result in public hearings similar to what happened in the fishery.
- (2) The results of a large fleet and the resulting public hearings will cause increased cold storage holdings, and such additional costs associated with these holdings.
- (3) Health and welfare risks will increase to the crew and vessels that participate in the fishery.
- (4) In order to expand the landings, the Council will be forced to consider only limited short seasons, such as in the halibut fishery. This will result in a shifting of effort away from those vessels and processing operations that are currently in operation, such as occurred in Washington, Oregon, and California in those fisheries with limited entry.
- (5) Public hearings of a resource specifically designed for public input with the U.S. Department of Commerce in a disadvantaged negotiating position.

- (6) Though the AP vote was 10 to 9 against a moratorium to go with limited access, it should be noted those significantly involved with joint ventures on the AP were all opposed to any domestic limited entry program. It is hardly appropriate for those involved with less than fully domestic operations to dictate the fate of a fully domesticated fishery. Currently joint venture operators can dictate when they fish, set their price and volume, and their number of competitors. The joint venture situation is the ultimate share quota limited entry system. It is not right that joint venture operations should dictate limited access policies on other fisheries. The participants in the sablefish fishery should be allowed to determine their own future.

D-1 Gulf of Alaska Groundfish

D-1(a) 1986 OYs

Pollock. The AP requests the Council adopt the Plan Team OY figures of 75,600 mt for the Western/Central area and 16,600 mt for the Eastern area, with the provision that at least 25,000 mt in the Western/Central area could not be available for harvest until after April 1. The motion passed 14 to 5.

An amendment was offered to encourage exploration by providing an additional 25,000 mt to be available for harvest outside Shelikof Straits during the first three months of the year. The amendment failed 12 to 4.

Pacific cod. The AP recommends an OY of 40,000 mt. This amount was arrived at as an approximate four-year average. The AP was concerned with potential bycatch problems. The motion passed 12 to 4.

Flounder. The AP recommends the Council adopt an OY of 33,500 mt (status quo). The AP was concerned with potential bycatch problems. The motion passed 16 to 2.

An amendment to the motion was offered to change the OY to 5,000 mt. The amendment failed 14 to 4.

Pacific ocean perch. The AP recommends the Council set the OY at 75% of the Plan Team's recommended ABC of 6,500 mt, with the Eastern Gulf remaining at 875 mt, with harvest emphasis placed on bycatch. The AP requests the Council continue its rebuilding effort on POP and set OY using past rebuilding schedules. The motion passed unanimously.

Sablefish. A motion was made to recommend the Council adopt the SSC's OY recommendation of 18,800 mt. An amendment was made to change the OY figure to 15,000 mt. The amended motion passed with 2 in opposition.

A motion was made to use historic distribution methods in determining OY by area within the Gulf of Alaska with historic percentage patterns, as opposed to the SSC's recommendation. The motion failed 10 to 7.

(b) Though the AF vote was 10 to 9 against a resolution to do with limited success. It should be noted that approximately 70% of the AF members on the AF vote did appear to say domestic limited entry is certain. It is hardly surprising for those favored what less than fully domestic operations to indicate the fact of a fully domestic fishery. Domestic fishery operations can operate when they fish as their own and control and their number of competitors. The joint venture operation in the offshore areas quota limited water vessels. It is not clear that joint venture operations should operate limited vessels. The operations in the offshore fishery should be allowed to determine their own future.

D-1 Gulf of Alaska Council

D-1(a) 1988-91

Pollock. The AF recommends the Council adopt the Plan Form V (Form of 17,600 mt for the Eastern Bering Sea and 10,400 mt for the Western Bering Sea) with the provision that at least 22,000 mt in the Western Bering Sea could not be available for harvest until after April 1. The motion passed 14 to 5.

An amendment was offered to encourage exploration by providing an additional 22,000 mt to be available for harvest outside the Bering Sea during the three months of the year. The amendment failed 11 to 4.

Pacific cod. The AF recommends an OY of 40,000 mt. This amount was arrived at as an approximate four-year average. The AF was concerned with potential beach problems. The motion passed 13 to 4.

Flounder. The AF recommends the Council adopt an OY of 33,500 mt (status quo). The AF was concerned with potential beach problems. The motion passed 18 to 2.

An amendment to the motion was offered to change the OY to 2,500 mt. The amendment failed 14 to 4.

Pacific ocean perch. The AF recommends the Council set the OY at 25% of the Plan Team's recommended 280 of 6,200 mt, with the Western Bering Sea at 875 mt, with harvest emphasis placed on Bysatch. The AF requests the Council continue its rebuilding effort on POP and set OY using best rebuilding schedules. The motion passed unanimously.

Capelin. A motion was made to recommend the Council adopt the BSAO OY recommendation of 18,800 mt. An amendment was made to change the OY figure to 12,000 mt. The amended motion passed with 2 in opposition.

A motion was made to use historic distribution methods in determining OY in areas within the Gulf of Alaska with historic percentage patterns, as opposed to the 20% recommendation. The motion failed 10 to 7.

A motion was made to distribute OY by area based on an average of the historic percentage breakdown and the new allocation approach represented by the ABC distribution. This motion failed 8 to 5.

Concern was expressed with the legitimacy of the survey, as it was taken after the fishery, and also over the size of fish available in the Central Gulf and the adverse impacts it would have on market conditions.

Based on new data presented to the AP on the U.S./Japan Longline Surveys, the AP requests that distribution of their recommended 15,000 mt OY for sablefish in the Gulf of Alaska be as follows:

S.E./E. Yakutat	23%	or	3,450 mt
W. Yakutat	17%	or	2,550 mt
Central	41%	or	6,150 mt
Western	19%	or	2,850 mt

The motion passed 10 to 8 with 3 abstentions.

Minority Report: The Gulf biomass distribution by area has not changed significantly in the past surveys. This year is not a one-year anomaly. Under the majority motion it is assumed without data that the 400-1,000 meter depths contain the larger fish. We would like to see some actual comparisons of the sizes in the two area surveys. Small fish were prominent in both the Central, West and East Yakutat, and Southeast areas.

We lost 20.5% of Gulfwide OY--approximately 33% of our potential OY in the Central Gulf on an assumption without actual size data--just depth distribution. This impacts all three gear types in the Central Gulf.

Southeast Alaska fought long and hard with the Canadians to get halibut apportioned by biomass distribution. It is ironic that they are fighting doing the same thing with sablefish.

The habitat distribution by area follows the Plan Team's original biomass apportionment. We would like to stick to the original apportionment by the Plan Team until some rigorous study is done to prove any other option might be better.

The AP is also concerned with reports that various fishermen may target on sablefish in an effort to take the OY as rapidly as possible as a means of disrupting the fishery. The AP feels that it is in the best interest of the entire fishery that NMFS issue a public statement that they will indeed manage the fishery in accordance with Amendment 14.

Rockfish. The AP recommends the OY be set at the Plan Team's ABC recommendation of 2,300 mt. The motion passed unanimously.

Remaining species. (Atka mackerel, thornyhead, squid, and other species) The AP recommends status quo OY for these species. The motion passed unanimously.

D-1(b) 1986 JVP/TALFF

JVP. The AP recommends no JVP (if any) be released until July 1, 1986, at which time they feel there would be a fair indication of what the U.S. industry needs. The motion passed 13 to 4.

TALFF. The AP recommends no TALFF for any species in the Gulf of Alaska for 1986. The motion passed 12 to 4 with 1 abstention.

D-1(c) 1986 Halibut PSCs

The AP recommends the PSC will be equivalent to 2,000 mt of halibut mortality, to be determined through the course of the 1985 season based on established mortality rates by gear type. In the case of foreign longlining and/or domestic trawl operations, if the mortality rate can be shown (based on observer information) to be less than expected, then additional fishing time should be allowed. The AP encourages conservation and observation. The motion passed 14 to 6.

Minority Report: It is the opinion of the minority that 2,000 mt of PSC for halibut may be too conservative. This recommendation of 2,000 mt is lower than has been allowed for the foreign fishing effort over the past year.

It should be noted that the recommendation by the Deep Sea Fishermen's Union is not to exceed 2,500 mt and the Fishing Vessel Owner Association is 2,833 mt.

With the halibut stocks rebuilding steadily, we should be cautious not to set the halibut PSC limit too low which could result in shutting down the Gulf trawl fishery.

King Salmon Incidental Catch

The AP requests the issue of salmon bycatch in the Gulf of Alaska be added to the January agenda. In the mean time, the AP recommends the Council request the staff to compile the most recent salmon bycatch figures in the Gulf of Alaska and have the information available.

D-2 Bering Sea/Aleutian Islands Groundfish

D-2(a) 1986 TACs

The AP moved to adopt the SSC's recommended TACs with the exception of pollock and Greenland turbot. For conservation reasons the AP recommends the TAC for these species be set at 1,100,000 mt for pollock and 22,000 mt for Greenland turbot. An amendment was made to lower the TAC for Pacific cod to 180,000 mt. The amendment passed 14 to 6. The amended motion passed with one in opposition. A table reflecting the AP's recommended TACs is attached.



D-2(b) 1986 DAP/JVP

The AP recommends for working purposes the Council accept the NMFS DAP and JVP survey results. The motion passed unanimously.

D-2(c) Zero TALFF/JVP/Bycatch

The AP recommends no foreign directed fishing of Pacific cod in the Bering Sea and Aleutian Islands areas. The motion passed 14 to 2.

The AP unanimously recommends a zero bycatch of Pacific ocean perch, rockfish, and sablefish in the Aleutian Islands for foreign directed fishing.

The AP recommends the Council set bycatch rates for fully-utilized DAH species in the Bering Sea at 1985 levels. The motion passed 15 to 3.

D-2(d) Separation of TACs for Bering Sea and Aleutians

The AP unanimously recommends that prior to making a decision on a change such as this, indepth analyses of the impacts must be completed.

FDZ

The AP unanimously approved a motion to request the Council to encourage the foreign directed fishing operations in the Bering Sea continue to voluntarily refrain from fishing activity in the Fishery Development Zone between June 1 and September 15 during 1986. Existing closures of December 1 through May 31 would be kept in place.

Donut Hole

The AP discussed the issue of foreign nations fishing on pollock and other stocks outside the U.S. FCZ, specifically in the so-called "donut area." It was noted that these stocks may also move into the U.S. FCZ and we need to know the approximate composition and tonnage of that catch. It was the consensus of the AP that the Council send a strong message to the Department of State requesting that countries be discouraged from fishing in the international waters of the Bering Sea.

Total Allowable Catch Worksheet  
 Separate TACs for Bering Sea and Aleutian Islands

Species	Area	1985 TAC	1985 Catch	Team TAC	SSC TAC	AP TAC
Pollock	BS	1,200,000	1,079,240	1,100,000	1,200,000	1,100,000
	AI	100,000	29,267	100,000	100,000	100,000
Pacific ocean perch	BS	1,000	844	1,200	825	825
	AI	3,800	503	11,250	6,800	6,800
Rockfish	BS	1,120	171	450	825	825
	AI	5,500	68	1,425	5,800	5,800
Sablefish	BS	2,625	2,532	2,625	2,625	2,625
	AI	1,875	896	4,200	4,200	4,200
Pacific cod	BS	220,000	132,338	202,530	200,000	180,000
	AI	*****	11,417	46,770		
Yellowfin sole	BS	226,900	215,450	229,000	229,000	229,000
	AI	*****	6	1,000		
Turbots Greenland	BS	42,000	19,883	32,060	35,000	22,000
	AI	*****	107	9,940		
Arrowtooth	BS				20,000	20,000
	AI					
Other flatfish	BS	109,900	67,827	133,200	137,500	137,500
	AI		243	3,800		
Atka mackerel	BS	37,700	3	800	30,800	30,800
	AI		37,763	30,000		
Squid	BS	10,000	1,384	7,500	10,000	10,000
	AI		5	2,500		
Other species	BS	37,580	9,759	27,625	35,900	35,900
	AI		1,980	8,275		
TOTAL		2,000,000	1,611,687	1,956,150	2,019,275	1,886,275

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## MEMORANDUM

TO: Council Members

FROM: Helen Allen *hla*  
Executive Secretary

DATE: March 25, 1986

SUBJECT: Final Minutes of December 1985 and January 1986 Council Meetings

Enclosed are the approved minutes for the December and January Council meetings. The attachments were included with the drafts sent earlier; however, if you need another set, please call me.

Enclosures