

North Pacific Fishery Management Council

James O. Campbell, Chairman
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May 7, 1984

61st Plenary Session North Pacific Fishery Management Council

May 23-25, 1984
Anchorage, Alaska

Draft Agenda

The North Pacific Fishery Management Council will meet in the Old Federal Building, 605 W. 4th Avenue, Anchorage, Alaska, May 23-25. The meeting will convene at 9:00 a.m. on Wednesday, May 23. The Council will discuss herring management and research, review recent regulatory changes made by the Alaska Board of Fisheries on king and Tanner crab to determine if any plan amendments are required, and consider extending emergency regulations closing the sablefish fishery in the intrusions in Southeast Alaska, and raising the Gulf of Alaska pollock optimum yield to 400,000 mt.

The Council will also hear reports on prohibited species problems and solutions in the Bering Sea and Gulf of Alaska, and strategic goals for fisheries management being developed by a Council workgroup. The Council will review its policies on approving foreign permit applications for directed fishing and joint venture operations, and consider any available foreign vessel permits.

The Council's Scientific and Statistical Committee and Advisory Panel will meet at the Old Federal Building beginning at 1:00 p.m. on Monday, May 21, and continue on Tuesday, May 22, to discuss the same subjects. Plan team and workgroup meetings may be held on short notice during the Council meeting, and will be announced at the Council offices in the Old Federal Building.

DRAFT AGENDA

61st Plenary Session
North Pacific Fishery Management Council

May 23-24, 1984
Anchorage, Alaska

- A. CALL TO ORDER AND APPROVAL OF AGENDA AND MINUTES OF PREVIOUS MEETING
- B. SPECIAL REPORTS
 - B-1 Executive Director's Report
 - B-2 Domestic Fisheries Report by ADF&G
 - B-3 Foreign Fisheries Report by NMFS
 - B-4 Enforcement and Surveillance Report by U.S. Coast Guard
 - B-5 Joint Venture Operations
- C. NEW OR CONTINUING BUSINESS
 - C-1 Strategic Goals for Fisheries Management - Special Workgroup Report
 - C-2 Recommendations for the Future of Fisheries Management
 - C-3 Foreign Directed Fishing and Joint Venture Policies
 - (a) Report on joint venture policy by Industry Workgroup.
 - (b) Council review of policies.
 - C-4 Foreign Fishing Permit Applications
 - C-5 Follow up to April Policy Meeting
 - C-6 Set Meeting Schedule for 1985
 - C-7 Other Business
- D. FISHERY MANAGEMENT PLANS
 - D-1 Herring FMP
 - (a) Preliminary report on Togiak fishery.
 - (b) Council direction on further development of FMP.
 - (c) Offshore research Request for Proposals - review funding sources and approve release to bid.
 - (d) Appoint monitoring groups for research projects.
 - D-2 King Crab FMP
 - (a) Review Board actions.
 - (b) Review permit provisions in FMP.
 - D-3 Tanner Crab FMP
 - (a) Review Board actions.
 - (b) Review any needed amendments.

D-4 Gulf of Alaska Groundfish FMP

- (a) Extend emergency rule raising pollock OY to 400,000 mt.
- (b) Extend emergency rule closing sablefish fishery in intrusions in Southeast Alaska.
- (c) Information only:
 - (1) Draft regulations for observers on U.S. trawlers in sensitive crab areas.
 - (2) Workgroup report on prohibited species problems and solutions.
 - (3) Status report on groundfish monitoring program.

D-5 Bering Sea/Aleutian Islands Groundfish FMP

For information only:

Industry workgroup report on prohibited species problems and solutions in Southeast Bering Sea.

E. **CONTRACTS, PROPOSALS AND FINANCIAL REPORTS**

E-1 **Contracts and Research**

- (a) Contract 83-1: Social and Cultural Aspects of the Pacific Halibut Fishery - Final Approval.
- (b) Joint Venture Analysis: A draft final report should be available for review by Council, AP and SSC.

E-2 **FY85 Budget and Programmatic Funds**

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

MEETING SCHEDULE*

May 23-25, 1984
Anchorage, Alaska

	Wednesday, May 23 Old Federal Building	Thursday, May 24 Old Federal Building
9:00 a.m.	(A) Approve agenda/minutes (B-1) Executive Director's Report (B-2) ADF&G Report	(D-4) Gulf of Alaska Groundfish
10:00 a.m.	(B-3) Foreign Fisheries Report (B-4) Coast Guard Report (B-5) Joint Venture Operations	(D-5) Bering Sea/Aleutians Groundfish
11:00 a.m.	(D-1) Herring	(C-3) Foreign and JV Permit Policies
12:00 noon	Lunch	Lunch
1:30 p.m.	(D-1) Herring (cont'd)	(C-3) Foreign & JV Permit Policies (cont'd)
3:00 p.m.	(C-5) Follow-up to April Policy (C-6) 1985 Meeting Schedule	(C-4) Permit Review
4:00 p.m.	(D-3) Tanner Crab (D-2) King Crab	(E-1) Contracts & Research (E-2) FY/85 Budget & Programmatic Funds
5:00 p.m.	Adjournment	Adjournment

*The Council will try to follow this schedule, but times may be adjusted during the meetings as the need arises.

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

MEETING SCHEDULE*

May 23-25, 1984
Anchorage, Alaska

	Friday, May 25 Old Federal Building
9:00 a.m.	(C-1) Strategic Goals for Fisheries Management
10:00 a.m.	(C-1) (cont'd)
11:00 a.m.	(C-1) (cont'd)
12:00 noon	Lunch
1:30 p.m.	(C-2) Recommendations for the Future of Fisheries Mgmt.
3:00 p.m.	General Public Comment Adjournment

*The Council will try to follow this schedule, but times may be adjusted during the meetings as the need arises.

DRAFT AGENDA

ADVISORY PANEL
May 21-22, 1984

The Advisory Panel will convene at 1 p.m. on Monday, May 21, and continue on Tuesday, May 22, in the Old Federal Building, 605 W. 4th Avenue, Anchorage, Alaska.

Monday: 1:00 - 3:00 p.m.

1. Executive Director's Report (B-1)
2. Summary of April Policy Meeting (C-5)

Monday: 3:00 - 5:30 p.m.

3. Foreign Directed Fishing and Joint Venture Policies (C-3)
 - (a) Industry Workgroup report
 - (b) Review of policy
4. Permit Review (C-4)
5. Joint Venture Analysis (E-1b)
6. Social and Cultural Aspects of the Pacific Halibut Fishery (E-1)
A status report and executive summary will be available

Tuesday: 8:30 - 10:00 a.m.

7. King Crab (D-2)
 - (a) Review Board actions
 - (b) Review permit provisions in FMP
8. Tanner Crab (D-3)
 - (a) Review Board actions
 - (b) Review any needed amendments

Tuesday: 10:00 a.m. - noon

9. Herring (D-1)
 - (a) Preliminary report on Togiak fishery
 - (b) Offshore research Request for Proposals
10. Bering Sea/Aleutian Islands Groundfish (D-5)
 - (a) Industry Workgroup report on prohibited species problems and solutions in Southeast Bering Sea.

Tuesday: 1:30 - 3:00 p.m.

11. Gulf of Alaska Groundfish (D-4)
 - (a) Extension of emergency rules for sablefish and pollock.
 - (b) Information items on draft regulations for observers on trawlers, prohibited species, and groundfish data monitoring.

DRAFT AGENDA

Scientific and Statistical Committee
May 21-22, 1984

The SSC will convene at 1 p.m. on Monday, May 21, and continue on Tuesday, May 22 in the Old Federal Building, 605 W. 4th Avenue, Anchorage, Alaska.

Monday: 1:00 - 5:00 p.m.

1. Gulf of Alaska Groundfish (D-4)
 - (a) Extensions of emergency rules for pollock and sablefish.
 - (b) Draft regulations for observers on U.S. trawlers in sensitive crab areas.
 - (c) Workgroup report on prohibited species problems and solutions.
 - (d) Review groundfish monitoring program.
2. Bering Sea/Aleutian Islands Groundfish (D-5)
Industry report on prohibited species problems and solutions in Southeast Bering Sea.

Tuesday: 8:30 - 10:00 a.m.

3. Herring FMP (D-1)
 - (a) Review Request for Proposals or alternative research program.
 - (b) Recommend contract monitoring groups for scale studies and RFP.

Tuesday: 10:00 - 10:30 a.m.

4. King and Tanner Crab FMPs (D-2 and D-3)
Status report.

Tuesday: 10:30 a.m. - noon

5. Contracts and Research
 - (a) Social and Cultural Aspects of the Pacific Halibut Fishery: Final approval.
 - (b) Joint Venture Analysis: Review draft report.

Tuesday: 1:30 - 3:00 p.m.

6. Summary of April Policy meeting (C-5).
 - (a) Review policies.
 - (b) Call for plan team resumes.
 - (c) Definitive statement on what constitutes "best scientific data available."

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CERTIFIED: _____
Chairman

Date: _____

DRAFT

MINUTES

60th Plenary Session
NORTH PACIFIC FISHERY MANAGEMENT COUNCIL
April 24-26, 1984
Old Federal Building
Anchorage, Alaska

The North Pacific Fishery Management Council met with representatives of the Scientific and Statistical Committee and Advisory Panel April 24-26 in Anchorage to discuss improvement of current Council procedures. Members of the Council, Scientific and Statistical Committee, Advisory Panel and general public in attendance are listed below.

Council, SSC, and AP Participants

James O. Campbell, Chairman
Harold E. Lokken, Vice-Chairman
Robert W. McVey
Rudy Petersen
Jeffrey R. Stephan
Cmdr. Paul Blayney for
 RADM R. Lucas
Bob Mace for
 John Donaldson
John Harville
Bill Aron, SSC
Bob Alverson, AP

Jon Nelson for
 Dr. Robert Putz
Don Collinsworth
Sara Hemphill
Gene Didonato for
 Bill Wilkerson
Keith Specking
John Winther
Don Rosenberg, SSC
Richard Marasco, SSC
Don Bevan, SSC
Al Burch, AP

Support Staff and General Public

Joe Greenley, PFMC
Barry D. Collier
Guy Thorburgh, ADF&G
Don Swisher
Hiroshi Mitsuhashi
Steve Hughes
Hidehiko Hirai
Han Mo Kim
Eric Sutcliffe
K. Ishida

Lt. Cmdr. Tom Barrett,
 USCG
Phil Chitwood
Shogo Suguira
Robert Pawlowski
Dennis Petersen
Gunnar Knapp
Jay Hastings
Tadashi Nemoto

CALL TO ORDER

Chairman Jim Campbell called the meeting to order at 10:30 a.m. on Tuesday, April 24, 1984. Mr. Campbell explained that the SSC and AP representatives would participate fully in discussions with the Council and announced that public comment would be taken on each major agenda subject. He announced a possible closed session for Wednesday afternoon to discuss personnel and financial matters. Minutes for the March meeting were not yet completed for Council approval.

I. INTRODUCTION

Jim Branson reviewed the development of the Council's fishery management plans and documents and said that since 1976 Council members have developed six management plans and amended them over 30 times, and made recommendations on over 5,000 foreign permit applications. Mr. Branson said that the entire fishery is under much better control than it was prior to 1977 and the data base is the best it has ever been because of U.S. observers aboard foreign fishing vessels. The Council system has also provided a forum for state and federal agencies, industry and academia to discuss fisheries problems, pool resources, and coordinate efforts toward resolving management problems.

However, Mr. Branson pointed out that the Council must work under a very complicated and ponderous administrative process, causing long delays in implementing its decisions. He said the Council has also been criticized for failing to make firm or timely decisions and not providing adequate long-term direction for management of the fisheries.

The purpose of this meeting, Mr. Branson suggested, should be to start developing and setting firm objectives for the Council's fishery management plans and to set a schedule for completing the process. Council procedure and purpose should be looked at and a commitment made to change that procedure to respond to the concerns expressed by the public and Council.

Don Rosenberg made a preliminary statement of SSC concerns and discussion items for the meeting. The full text is included in these minutes under Appendix I.

II.A. MANAGEMENT OBJECTIVES

Clarence Pautzke provided the Council with a copy of current objectives for each of the Council's fishery management plans and several suggested questions for Council discussion:

1. How can objectives be specific enough so management actions can be measure against them?

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2. How long-term should objectives be? Would both long-term and short-term objectives be better?
3. How often should objectives be reviewed?
4. Should allocative objectives be explicit?

Ron Miller provided Council members with a brief history of the development of the management objectives for the halibut fishery and Doug Larson presented a paper, "Should Allocative Objectives be Explicit."

John Harville also presented his discussion paper on long-range goals for Council discussion. (Appendix II)

Public Comment

Don Swisher, Japan Deep Sea Trawlers Assn; Hokuten Trawlers Assn. Mr. Swisher said the he had hoped that the Council would deal only with procedural issues at this meeting rather than substantive issues. Mr. Lokken pointed out that the Council would only be developing procedures for devising objectives at this time, not developing the objectives themselves.

COUNCIL DISCUSSION AND ACTION

Sara Hemphill pointed out that Council decisions affect other fishing industries besides harvesting and goals and objectives should be developed with this in mind. Don Collinsworth said that the most important part of any management program is the establishment of objectives and he encouraged the Council to proceed with the development of objectives for fishery management.

Bob Mace expressed concern about whether or not the Council could achieve objectives they have set because of the political process where a minority can get Council decisions overturned.

John Harville said that the Council must develop strategic goals for fishery management as a whole and then develop them on a plan-by-plan basis.

It was suggested that a workgroup be appointed to discuss the Council's goal-setting procedure and develop recommendations for improvement. Jim Campbell appointed Sara Hemphill, John Harville, Don Collinsworth and Jon Nelson to the workgroup with Ms. Hemphill as chairwoman.

The Committee's report is included in these minutes under Appendix III.

Sara Hemphill moved that the Council accept the recommendations of the committee for development of strategic management goals and appoint a committee to continue drafting comprehensive strategic goals for the Council to review and consider at the May Council meeting. The motion was seconded by Bob Mace and carried with no objection. Committee members will remain the same with the addition of John Winther.

Bob Alverson said he would like to see conservation and habitat protection included in the Council's strategic goals.

II.B. PROCEDURES AND DOCUMENTATION

Clarence Putzke provided the Council with a brief review of the current Council method of dealing with management of the various fisheries. Problems and issues are put on the agenda on request of Council members, industry participants or agency staff members. Often, an item is on the agenda several times requiring those interested to attend more than one Council meeting until a decision is made. Draft schedules for possible annual management cycles were provided for Council discussion. Doug Larson briefed the Council on dealing with issues requiring a rapid response outside of a set annual schedule.

Public Comment

Steve Hughes, Natural Resources Consultants. He has attended two industry meetings recently to review the April Council agenda. They strongly support the concept of an annual management cycle. In terms of a form for proposals, they would favor a short form which would require a clear description of the problem, facts gathered relating to the problem, and any data analysis. They also feel that any proposal should be evaluated by the plan teams, SSC and AP for technical merit, then forwarded to the Council and public for review. This might require more time than submitting proposals directly to public and Council, but it would eliminate sending out proposals which were not relevant to the Council's area of responsibility. They also feel that a cut-off date for proposals should be set and that it should apply to all parties equally. Last-minute data confuses the system and should not be considered unless it is critical to the decision.

Jay Hastings, Japan Fisheries Assn. He basically agreed with Mr. Hughes' comments, but supports a more definitive procedure for submitting proposals. He would support a form similar to the sample developed by Council staff.

COUNCIL DISCUSSION AND ACTION

It was generally agreed that development of an annual management cycle for fisheries management would be efficient and helpful to industry. Most Council members also felt that any cut-off date

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set for proposals should apply equally to all parties and that proposals should be screened for relevance by the appropriate plan team to be sure Council does not spend time reviewing proposals which are not feasible or relevant to their activities, however, some felt that the plan team or SSC should not have the ability to stop a proposal from proceeding to Council review. An appeal process was suggested to deal with proposers who felt their proposal should still be reviewed by Council.

A workgroup, consisting of Jeff Stephan, Rudy Petersen, and Keith Specking, with Harold Lokken as Chairman, was assigned to discuss the necessity of a "rapid response" mechanism in any annual management cycle the Council may decide to develop.

A workgroup to discuss proposals and decision documents was assigned as follows: Bob McVey, Chairman, Bob Mace, Gene Didonato, John Winther, Paul Blayney. These two groups met together to discuss annual management cycles.

The reports of these two workgroups are included here as Appendix IV.

Decision Documents

Jeff Povolny briefed the Council on the supporting documents required for Council decisions on FMPs and amendments. Concern has been expressed by industry that the Council has not had adequate documentation prior to making decisions and that documents have not been available for public review before decisions are made.

COUNCIL DISCUSSION AND ACTION

The Council was concerned with the time frame required to prepare all of the documents required prior to a decision and the time needed for adequate public and agency review. If the Council established an annual management system, staff and agencies would know when documents and analyses are needed, but the public and agency review periods might still cause difficulty in getting decisions implemented in a timely manner. There was particular concern with the 60-day review period required by NMFS before a Council decision. However, Bob McVey said that if the Council shows that they are trying to adhere to the requirements as much as possible, there might be less legal vulnerability. He said he would talk to NMFS-Central Office to see if the 60 days could possibly be reduced to 45 days in order to fit an annual management cycle.

Bob McVey moved that the Council approved the workgroup's recommendations for proposals and documentation (Appendix IV), items a-h. Bob Mace seconded the motion.

Harold Lokken moved to amend the motion to reflect, under item (h), that the Council would not have to have a preferred alternative in analyses presented to them for review and/or decision. Bob Mace seconded the motion which carried with no objection. The main motion then carried with no objection.

II.C. TASK ASSIGNMENTS AND INTERAGENCY RELATIONSHIPS

Jim Branson reviewed the evolution of Council plan development and maintenance teams. Currently, each FMP has one plan team of up to six members with membership the choice of the agency. The Council needs to determine whether they would like agency nominees to the teams to be reviewed by the SSC and approved by the Council before being assigned.

Mr. Branson also asked the Council to discuss the role of Council staff in preparing analyses and supporting documents for issues before the Council.

Don Rosenberg said the team process is one the Council should reaffirm. Don Bevan explained the Pacific Council's method for review of team members. Bob McVey said he would not like the SSC to be able to determine whether or not his agency nominee was acceptable; Don Bevan said that the SSC would only make recommendations to the Council based on the nominee's technical qualifications.

Bob Alverson noted that the plan teams will play a more important role under any new annual management cycle; but he would agree with Bob McVey and prefers the current procedure for selecting team members and suggested that user groups should have some input at the plan team level.

Public Comment

Steve Hughes, Natural Resources Consultants. He feels teams should include people having both fishery management skills and those who have experience with field surveys. It is also important that the plan teams do not get involved in the political aspects of fishery management.

Mr. Hughes also commented that the Council should define the user groups and their roles on the AP and that these groups should be represented on the AP in proportion to their constituencies. He also said that he feels the SSC needs more groundfish experience and that SSC alternates should not be arbitrarily assigned to attend meetings in place of the member. Mr. Hughes said that Council staff should serve as facilitators and not advocates of a particular alternative or action.

Dennis Petersen, NPFOA. He agreed with Mr. Hughes' comments and added that he feels the AP should be expanded or changed as the

nature of the fisheries change. He reemphasized that the AP's ability to make rational decisions depends on the experience of its members and he feels there should be more bottomfish interests represented.

Paul MacGregor, Japan Deep Sea Fishermen's Assn. He supports the revitalization of the team process. Council staff is a very valuable resource and they should try to maintain objectivity.

COUNCIL DISCUSSION AND ACTION

Don Rosenberg recommended the Council reaffirm their current plan team policy, broadening it to allow participation by personnel of universities or other agencies in order to provide expertise in economic and social areas. He was asked by the Council to review the current plan team policy for Council approval.

Council discussion on preparation of analyses and documents centered on concern over lack of personnel and time to complete them in order for the Council to make timely decisions. Bill Aron said that he feels that some of the problems will disappear if the Council approves an annual management cycle.

Don Rosenberg reported back to the Council with a draft policy on plan team composition, tasking and operations (Appendix V). The policy essentially was broadened to allow personnel from organizations other than management agencies to be included on plan teams.

Don Collinworth moved to approve the revised Policy on Plan Team Composition, Tasking and Operations. The motion was seconded by Sara Hemphill and carried with no objection.

II.D. ANNUAL MANAGEMENT CYCLES

Council members generally agreed that setting an annual cycle for dealing with management decisions for each fishery would be more efficient. However, there was concern about the availability of data needed for Council decisions and how emergency situations would be handled outside the regular cycle.

Harold Lokken moved to approve the annual management cycles for groundfish, salmon and crab as proposed by the workgroup (included as Appendix VI). The motion was seconded by Rudy Petersen and carried with Bob McVey opposing. Mr. McVey said he could not support the motion because it allows only 45 days for NMFS review prior to Council decisions when the operational guidelines require 60 days.

As a result of the adopted workgroup report, a "crisis committee" for each fishery will be consulted when management decisions might be required outside of the regular annual cycle. The

committee will consist of the chairmen of the Council, SSC, and AP, and the chairman of the plan team for the fishery affected. They will review the situation and recommend to the Council whether or not the matter should be taken up outside the annual cycle.

Bob Alverson suggested that the Council evaluate the annual management system after the first year to see if the time frames allowed for proposals, public and NMFS review, and Council decision making are adequate.

Gene Didonato expressed concern about current data being available in time for decisions on salmon management and also felt that fewer meetings might affect the Council's effectiveness through loss of continuity and retention of information.

III. BEYOND THE COUNCIL AND REGIONAL LEVEL

III.A. Budget Process

Dr. Bill Aron, Director of the Northwest and Alaska Fisheries Center briefed the Council on the proposed FY/85 budget for the Center. The preliminary budget would cut the Center by 35%, 26% in terms of personnel. This is 2½ times the NOAA average which was a total of 10%. The Senate has restored \$4 million to the NMFS administrative budget, but the House has restored only \$3 million. Seventy-five percent of the NMFS cuts came out of the Center's budget.

Dr. Aron told the Council that his main priorities are surveys and how they relate to the management of the fisheries and that he would prefer to cut other Center activities in order to preserve funding for these priorities. Although the Center has operated for the past three years on a continuing resolution (level funding), their budget is in fact shrinking because of inflation and increased salaries.

Bob McVey said he feels that almost all of the cuts in the NMFS budget will be returned during Senate and House hearings, but that he did not think Councils would have any more input in the 1986 budget than in the past.

For the Alaska Region, proposed cuts for FY/85 would total approximately \$3 million dollars and 46 positions. Fisheries management and surveillance would suffer the highest proportion of those cuts.

John Harville said he is still concerned about the lack of opportunity for Councils to comment on the proposed budget early in the process but would encourage Council members to get their suggestions and comments to Bob McVey as soon as possible.

Because of the lack of support for NMFS and NOAA budgets, he thinks the solution would be to get them out of the Department of Commerce.

III.B. Washington, D.C. Review

The Council received a copy of a memo from Roland Finch to Robert McVey discussing fisheries management in general. He pointed out that fisheries regulations are managed by statutes and other law designed to protect against arbitrary and capricious actions by management agencies. The basic principle is to ensure that the public is able to comment on alternatives for achieving any particular purpose defined by the Council and adequate documentation is necessary in order to avoid delays in processing of FMPs and amendments. Mr. Finch also said that Council delegations to Washington to "educate the central bureaucracy" are generally not useful and could be viewed as lobbying efforts.

It was the general consensus of Council members that efforts should be made to improve communications between the Council and Central Office. Bob McVey said that someone from the office of Mr. Finch in D.C. may be transferred to Juneau and this may help communications between the two offices.

III.C. Amendments to the MFCMA

Ron Miller briefed the Council on proposed changes to the MFCMA contained in S.2523. The changes mainly reinforce the intent of the Act to manage the fisheries for the United States fishing industry while preventing overfishing. The sections dealing with allocations to foreign nations would be amended to encourage enhancement of U.S. trade in fishery products with nations requesting allocations.

It was the consensus of the Council that they should concentrate on improving the management process at the Council level before recommending changes to the MFCMA.

IV. COUNCIL POLICY

Council policy matters were taken up in Executive Session. At the end of the meeting, the Executive Director was asked to review SSC procedures for appointment and alternates and report back to the Council. He was also directed to draft a Memo to the Council on current AP procedures for review at the May meeting.

V. DRAFT RECOMMENDATIONS FOR THE FUTURE OF FISHERIES MANAGEMENT

As a result of discussions at the Chairmen's meeting in November 1983, Regional Councils were asked to comment on eleven recommendations for the future of fishery management policy drafted by Roland Finch of the NMFS Central Office.

Council members generally felt that the recommendations were valid; however, there was some question how they would be used. There was a suggestion that consideration of the biological aspects of the fisheries had not been adequately addressed. Don Collinsworth also said that he would like to see the role of the states in fishery management strengthened in any recommendations the Council might approve. It was the concensus of the Council that this item would be deferred until the May meeting so the Executive Director could find out what type of response other Councils had to the recommendations.

VI. COUNCIL/BOARD OF FISHERIES RELATIONSHIPS

Ron Miller provided Council members with copies of existing agreements between the Council and Board: Joint Memorandum of Understanding; Joint Statement of Principles for the management of king crab; and a Cooperative Enforcement Agreement between the State of Alaska and the federal government.

Beth Stewart said that the new Board had not yet had an opportunity to review the agreements and she would prefer any discussion be deferred until the September or March meeting. The Council agreed.

Public Comment

Barry Collier, NPFVOA, said he was pleased with the way the joint Board/Council meeting went in March, but would have preferred that the Board and Council had stayed together during the king crab discussions.

Dennis Petersen, NPFVOA, said it is important to the user groups in the FCZ that the Board and Council stay together for all of the crab discussions and through the decision-making process.

VII. INTERCOUNCIL COMMUNICATION

Jim Branson reported that as a result of the InterCouncil Coordinating Committee's last meeting, the Executive Directors of the Pacific and North Pacific Councils have been directed to maintain the information flow between the two Councils. The InterCouncil Coordinating Committee will meet at least once a year to discuss any issues of mutual concern. The Executive Directors have also been directed to draft a broader statement of purpose and objectives for the Committee.

Contact with other Regional Councils is rather limited and Barry Fisher suggested that representatives of the four Councils most involved with groundfish and having similar problems (Pacific, North Pacific, New England and Mid-Atlantic) might plan to meet during the annual fish expos to exchange information.

VIII. DRAFT AGENDAS FOR MAY AND JULY COUNCIL MEETINGS

May 1984

Jeff Stephan said he thought that draft regulations for observers on domestic vessels in the groundfish fishery were going to be on the May agenda. Pat Travers said he might be able to have them ready for that meeting.

Harold Lokken suggested that halibut should be postponed until after the season ends so that any new data could be reviewed. Since halibut fishermen will be out fishing during the May Council meeting, it was also suggested that this would not be a good time for halibut to be on the agenda even though it is an information-only item.

As an information item, Don Collinsworth said he would like to have data on the use of sunken gillnets on a future agenda. Don Rosenberg pointed out that any item which is not an emergency should be deferred to the annual management cycle if the Council is going to begin those cycles with the May meeting. It was the consensus that data would be gathered on the subject and mailed to Council members as an information item. This will also be done for the halibut report.

GENERAL PUBLIC COMMENT

Steve Hughes, Natural Resources Consultants. With the increase in groundfish landings, he feels it is important for data gathered to be available to the public and all agencies involved in managing the fisheries. He suggested that this might best be handled by the PACFIN (Pacific Fisheries Information Network) data collection system. It is going to be particularly important that groundfish data be compiled and made available in a timely manner if the Council is to follow the time schedules they have voted on at this meeting.

Clarence Pautzke said that a steering committee is working to define the tasks for a workgroup on groundfish data gathering; they hope to have information together for the Council in May.

Bob Alverson, Advisory Panel Chairman, said that the AP is reviewing the policy on joint venture permits and asked for Mr. Hughes' comments on how to handle violations and punishment.

Mr. Hughes said that industry groups have met to discuss foreign fishing permit applications and they felt it would be better if the record of the skipper was taken into account instead of the vessel the violation is logged against. If there are a number of violations against a particular skipper, he should not be allowed to return to the FCZ.

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Joe Greenley, Executive Director, Pacific Council, said he felt that this meeting was very constructive and positive and it was especially important for the public to have input.

AUDITOR'S REPORT TO THE COUNCIL

Mary Ann Burke and Diane Fedderson of Price Waterhouse reported on their recent audit of the Council. The auditors suggested four areas where internal control and administrative efficiency could be improved:

1. The Council's travel reimbursement procedures and documentation standards should be revised. Although not currently required by Council policy or Dept. of Commerce regulations, it was suggested that supporting documentation for all travel reimbursement requests in excess of \$25 be required, except for established per diem rates and transportation, e.g. taxi and other ground transportation.
2. Bookkeeping procedures should be revised to provide conventional recording of revenues and fund balance. Current procedures result in the entire grant amount being recorded as a credit to fund balance with expenditures never being closed out to fund balance at the end of the grant period. Conventional bookkeeping procedures provide that grant income be recorded as revenue when earned and expenditures and revenues be closed to fund balance at the end of the fiscal period or grant period.
3. Airline invoices under the GTR system should be compared with the GTR logbook to verify receipt of services.
4. Consideration should be given to updating and formalizing the Council's accounting and administrative policies and procedures.

Ms. Burke also reported on the results of the four grants audited. There were only minor comments on two of the grants.

John Winther moved to accept the report of the auditors. The motion was seconded by Don Collinsworth and carried with no objection.

ADJOURNMENT

The meeting was adjourned at 2:25 p.m. on Thursday, April 26.

Rosenberg's SSC remarks at beginning of April Council Meeting:

As many Council members are aware, at the last SSC meeting we did have a very brief session to discuss the up and coming Council meeting and we had an informal meeting at that time where SSC members met and briefly talked about the agenda. A few of the members of the SSC were able to get together last week in Seattle and we discussed in more detail the agenda for this particular meeting and our specific concerns regarding the Council policy and procedures. We felt it might be better to present those in a preliminary statement; it might help the Council in its deliberation to start with.

We feel that over the years the Council has developed an extensive policy and procedure and what is really needed is for all of us involved in this process to discipline ourselves to follow that procedure. The group felt that most of the major issues should fall into a regular process and that only the most critical items should be handled as emergencies. The Council must realize that treating all of these issues, as we seem to be doing, as emergencies is diverting the manpower away from that which would address the issues through a normal process. Through our discussions we came up with four or five major points that I think we would like to review at this point.

The group felt that the Council in its review of how to make its management decisions, we must protect ourselves from getting into a reactive mode. The Council procedures must recognize the need for definition of management problems and issues with regard to the individual fisheries under Council jurisdiction.

Identification of problems or issues should serve as the catalyst for formulation of management options by the team and the staff. What we're saying there is, we don't think we want to get into a situation where we have a whole series of proposals coming forth that the Council has to deal with, but instead, "what's the problem that needs to be addressed?" and let the team and staff develop the various options for the Council to deal with that.

Specific procedures definitely need to be developed on how these problems and issues will be identified and how they will be assigned importance or priority for Council action and we do have some specific recommendations which will come up under that particular agenda item. The determination of those priorities for the problems and issues as they are identified, of course, is linked to the need for explicit management objectives. The Council has the procedures in hand to develop, review and recommend management options. The only major problem we see is that diminishing role of the team in the process. The group felt that the team concept provided the Council with a resource and that it is not currently be utilized to its full potential.

The Council needs to establish a procedure for reviewing and modifying management objectives. This will become very critical as the Council moves to objectives which are allocative in nature. What is needed out of this meeting, we felt, was for the Council to develop the criteria against which these management objectives would be measured.

In our discussion of how to solve these points, we felt that there were these two major items that need to be completed. One is to establish the criteria for the objectives and the process through which the Council will review those plan objectives.

The second one is the establishment of a procedure by which the Council determines the priorities for management issues and problems. We felt it might be best and most productive if the Council would break into subgroups to address those issues. We think that there is a need to draft the actual recommendations and to complete that process at this meeting.

One final note was that our discussions concluded that if procedures are developed and a process is actually adopted, we felt that we ought to try implementing it on one or two plans to start with and we recommend that be with the ones which the Council has the most direct control over and that's the two groundfish plans.

John Harville asked Don to be more specific about what he meant by developing criteria against which management measures will be measured. "What do you have in mind in terms of criteria?"

Don: I think the obvious one is the National Standards. By criteria, I mean a series of questions that the Council would ask about a series of objectives that they might wish to develop so that you would continuously ask those questions as you propose changes or new management objectives. The obvious one that comes to mind is, "Do these objectives meet the National Standards?" Then there'll be a series of questions like "Do these management objectives provide the allocation that the Council . . .

Harville: And maybe in the context of a long-range strategy and plan, do these objectives for this particular plan jibe with the other overall objectives of the Council.

Don: That's right.

Harville: Thank you.

DISCUSSION DRAFT

J.P. HARVILLE
APRIL 1984

Some First-Vintage Thoughts Concerning Long-range Pervasive Goals

I. The Basic Premise:

1. The NPFMC should establish promptly a framework of long-range goals for fisheries conservation, management and development, applicable to all fisheries and regions subject to Council jurisdiction and significant influence (e.g., not fishery-by-fishery, but pervasive in application).
2. To the extent practicable, these goals should be quantifiable, specifying target dates, harvest levels, percentage or tonnage changes, or other targets against which progress can be evaluated.
3. Where quantifiable goals are either impractical or cannot be agreed upon, the direction or trend of change or achievement should be specified, and target dates set for evaluating progress and (perhaps) incorporating more specific objectives.
4. The total framework of long-range goals should be viewed as a whole, recognizing that specific decisions require case-by-case evaluation of comparative costs and benefits. This framework of goals taken as a whole should provide a reasonably clear view of NPFMC perceptions of needs and of NPFMC intentions for addressing those needs.

II. Some "findings" indicative of areas requiring long-range attention.

1. Maximum economic and social benefit to the region and the nation will accrue from maximizing U.S. utilization of the fishery resources of the region.
2. Wastage of fishery resources through discards at sea is not in the best economic interests of the region or the nation.
3. The taking of prohibited species by fisheries targeting on other species is in fact an allocation of that portion of the total allowable harvest of the prohibited species.
4. Shoreside processing, storage and distribution of fishery products generally will maximize the economic benefits to the region, and indirectly to the nation, particularly where these functions promote local economic self-sufficiency and thereby reduce economic drains on central governments.
5. High-volume fisheries are dependent upon world market conditions and influences, and joint ventures presently provide favorable market outlets for many domestic fishermen.

III. Some "first-cut" examples of relevant pervasive goals.

1. To the extent achievable, within practical economic and political constraints, the NPFMC intends full domestic utilization (harvesting, processing and distribution) of fishery resources within the FCZ of the Gulf of Alaska by 19__, and the Bering Sea by 19__.
2. Over the decade 1985 - 1995, the NPFMC, in conjunction with U.S. and foreign fishing industry, will develop management tactics and strategies to progressively reduce wastage of usable fishery products through discards at sea of both prohibited species taken as bycatch, and other non-target species taken incidental to the fishery. On a biennial basis beginning in 1986, the NPFMC will evaluate progress toward this goal, and will initiate such measures as are necessary and practical to insure reasonable progress for the future.
3. While the NPFMC recognizes and endorses the values to the region and nation in maintaining traditional fisheries for "prohibited" species, future allocations among competing fisheries must take into account the total values to the regional and national economy of those allocations, including benefits foregone by failure to allocate bycatch amounts necessary to sustain fisheries for other species.
4. In order to maximize economic and social benefits to coastal communities, the region and the nation, the NPFMC will accord highest priority for future fisheries development to management tactics and strategies which will enhance the economic viability of domestic shoreside processing of fishery products, with particularly concern for outlying districts of Alaska. The NPFMC will undertake biennial evaluations of progress toward this goal, beginning in 1985, toward the objective of establishing more specific objectives as these can be demonstrated to be practicable.
5. With full recognition of economic constraints and difficulties of achieving goal #4, the NPFMC will continue to support development of optimum domestic and foreign markets for domestic harvesters of presently underutilized fishery resources in accordance with the "three-tier" allocation concepts of recent amendments to MFCMA, the nation's developing "fish and chips" policy, and other available mechanisms.

Recommendations for the
Development of Strategic Management Goals

This committee understood its mandate was to establish a course of action for the Council to follow in directing the management and development of fisheries under its purview in order to avoid operating in a reactive role to conditions as they arise. To this end, the committee believes it is imperative for the Council to develop strategic goals for the overall development and use of the fishery resource off the coast of Alaska. Development of these comprehensive goals should consider all factors that may affect their attainment, including those factors which the Council may not control. Such a comprehensive planning function, first, requires an assessment of the status quo and its problems and, then, a determination of what the Council wishes the fishery to look like in the foreseeable future (10-20 years).

The overall strategic goals should be as specific as possible and should consider such concepts as:

- * maximizing U.S. participation;
- * developing underutilized resources while supporting existing developed fisheries;
- * maintaining the stability of economic return and social structures;
- * economic self-sufficiency of the fishing industry; and
- * developing a timely, effective and efficient means of promulgating fishery regulations.

Strategic goals and plan objectives for each fishery management plan should be developed following the identification of comprehensive strategic goals.

This committee recommends that the Council use the following process for formulating its strategic goals:

1. Identify a committee composed of three to five Council members to draft strategic goals for fisheries subject to Council jurisdiction. [This task will require a significant time commitment (3-5 days)].

- A. At the May meeting, the committee will submit these draft strategic goals for the Council to review and refine. The goals will be released for public comment following the May meeting. The Council will then take final action on the goals at its 62nd plenary session.

- B. In addition, the committee will recommend to the Council at its May meeting the structure and procedure for reviewing and developing strategic goals and operational objectives for each Council Fishery Management Plan. These recommendations may include additional workgroups, and a time schedule for drafts, public review and Council adoption. Plan objectives will be those specific actions necessary to attain the strategic goals.

PROPOSALS AND DOCUMENTATION

1. Proposals: Gathering and Processing

- a. Should there be a cut-off date on proposals submission for a specific fishery?

Yes, there should be a cutoff date for issues which do not fall within framework provisions of the relevant FMP, provided an annual management cycle is established. The Council should avoid active solicitation of proposals, though establishment of a deadline might have that effect.

- b. Would the cut-off apply equally to proposals from the public, Council members, Council advisory bodies?

Yes. A cut-off date applied to all proposals and a fixed management cycle would make management more predictable and would facilitate investment planning.

- c. Rapid response - considered elsewhere.

- d. How should proposals be screened? By whom, and on what basis?

"Initial review" should be substituted for "screened". The work group was uneasy with the idea that initial review should involve veto power.

Council staff should review submissions for structural completeness (first four criteria, Agenda II.B.1., p.5). Plan team would perform initial review, assessing the technical merits of proposals against Council goals and FMP objectives. A preliminary legal review might be desirable. The plan team would then make its recommendations to the SSC and AP. The latter would review the proposals in light of their particular expertise, and would refer all proposals to the Council, with recommendations as to adoption or rejection. The Council would retain authority to determine disposition of the proposals.

- e. Does the Council want to review all proposals before going to public, or can proposals be batched and sent immediately out to the public as is done by the board?

Yes, the Council should review all proposals after initial review by the PT, SSC, AP. Proposals would first be presented to the public when they appear on the Council agenda - public comment could be heard at the appropriate Council meeting.

2. Decision Documents

- a. What documents does the Council want to have available when giving final approval to an amendment - FMP amendment, proposed regulation, economic analysis, environmental analysis, legal opinion?

The Council should have before it all documents required for review. These documents should be made available to both the Council and the public, before Council approval. Draft regulations should be prepared for each significant alternative.

- b. Should these documents be in final form, or just preliminary as long as nothing substantial is changed after the Council's decision is made?

Documents should be as "final" as is possible. Since most of the substantive analysis will have been performed, the documents should be formatted for review (the last 10% of the work).

The work group noted that given the extensive documentation effort required, the Council should do a few things well..."Fire only the most glistening of silver bullets."

- c. Should we have a cut-off date for new information to be included in the analyses?

Late information is not the norm, but the exception. Significant data would have to be considered and responded to - in the worst case, failure to do so could render the action vulnerable to legal challenge. In the extreme situation, it would be necessary to revise documentation and allow for additional public review.

- d. What if Board receives analyses during meeting?

Normally Board action precedes that of the Council such that information presented at a Board meeting can be incorporated into the Council process.

- e. How much lead time is needed for review by Council, Plan Team, SSC, AP, public?

Appropriate lead time should be considered in light of plan review cycles. Strict cycle should reduce the time needed for some reviews. Thirty days is the likely minimum for public review.

Note: Operational Guidelines provide for 60-day public and NMFS Washington Office review of draft documentation.

- f. What sort of peer review should there be?

It is assumed that peer review will take place within individual agencies. All analyses should be reviewed by the PT, SSC, AP. Salmon data is available only late in the management cycle, and may need to be excepted from such review.

- g. What are the roles of the SSC, AP, work groups, and plan teams in the review process?

PT, SSC, AP discussed above. A concern regarding work groups is that their product has not generally been reviewed by the PT, SSC, AP. All such work products should be subject to review.

- h. Does the Council want a recommended alternative? On what items? From whom? What is adequate review?

Two views were expressed - that no recommendation is necessary as the Council can select a preferred alternative, and that the plan team could submit a recommendation (team would need Council goals and objectives).

Draft Report

Committee on Rapid Response Items

Committee Members: Harold Lokken, Chairman
Jeff Stephan
Rudy Petersen
Keith Specking

Staff: Doug Larson

The committee met on Tuesday, April 24, at 7:45 p.m. in Jim Branson's Office. Present were committee members Harold Lokken, Rudy Petersen and Jeff Stephan; also participating were Bill Aron, Mike Fraidenberg, Paul MacGregor, Pat Travers.

Three categories of proposals coming before the Council were defined. They were:

1. Proposals which can be handled through the annual management cycle.
2. "True" emergencies, where near-immediate action is required to provided relief; and,
3. Proposals for which relief is needed before the next annual management cycle begins;

Category 1:

The committee felt that the majority of proposals should fit into the first category, those which can fit into an annual management cycle. These would not require any emergency treatment, assuming that the Council does adopt an annual management cycle for each fishery.

Category 2:

It was agreed that the second category, "true" emergencies, can be adequately handled through existing procedures. A person could bring a proposal before the Council, and if he could get a unanimous vote of the Council that an emergency existed, the Secretary of Commerce would be compelled to pass emergency regulations to take care of the situation. (A near-unanimous vote would not require the Secretary to take action, but it was felt that in most instances he would probably be responsive.) If a petitioner failed to get a unanimous Council vote, he could take his case to the Regional Director, since emergency actions can be initiated either by the Secretary or the Council under Section 305(e). It was recognized that these true emergencies could arise between Council meetings so that it might not be possible to have the Council vote in time, but the other avenue (petition the Regional Director) was still available.

Category 3:

To respond to situations requiring more immediate relief than the annual management cycle affords, the committee suggested establishing a "crisis committee," composed of the Chairman of the SSC, the AP, the Plan Team for the relevant fishery management plan, and the Chairman of the Council. This group would meet after a request for emergency relief was received, but before the Council would meet, for the purpose of clarifying the issues involved and alternative courses of action. Individuals wishing to obtain emergency relief would be asked to submit their requests in writing to the Executive Director 7 to 10 days before the Council meets. The Executive Director would then turn these requests over to the crisis committee as soon as possible. Once the crisis committee clarified the issues and courses of action, requests would go

through the usual Council channels (AP review, SSC review, PMT review) for review and comment before the Council took action. A Council majority vote would be required to accept the issue outside the annual management cycle.

This, it was felt, would avoid the problem of a person standing up during the Council meeting and stating he or she had an emergency, thereby bypassing SSC, AP and PMT review. It was felt that if this was not done, both the Council and the proposer could be short-changed. A person who stood up late on Thursday afternoon of the Council meeting, to declare for the first time that he had an emergency, would have to be told by the Chairman of the Council that his request could not be considered by the Council at that time. The individual could then take his case to the Regional Director, or, failing that, submit his request to the Executive Director for consideration at the next Council meeting.

May 1, 1984

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL
Policy on Plan Team Composition, Tasking, and Operations*

The North Pacific Fishery Management Council shall appoint a Plan Team for each major fishery for which a fishery management plan either is being developed or has been implemented.

Composition. Members of each team will be selected from those agencies and organizations having a role in the research and/or management of fisheries. The team should be small enough to work efficiently and effectively but sufficiently large to provide the diverse experience and knowledge needed to cover all aspects of a particular fishery. At a minimum, teams shall be composed of one member from agencies having responsibility for management of the fishery resources under the jurisdiction of the Council. Nominations of these individuals are at the discretion of the agencies. Other individuals may be nominated by either members of the Council, SSC or AP. Appointments to the team will be made by the Council with recommendations from the SSC.

Tasking. The team shall:

- (a) prepare and/or review plans, amendments and supporting documents (EISs, RIRs, etc.) for the Council, SSC, and AP;
- (b) aggregate and evaluate public/industry proposals and comments;
- (c) summarize and evaluate data related to the biological, economic and social conditions of the fishery;
- (d) conduct and evaluate analyses pertaining to management of the fisheries;
- (e) evaluate the effectiveness of management measures in achieving the plan's objectives; and
- (f) recommend when and how management measures need to be changed.

Proposed management actions will usually be presented to the Council in the form of alternative approaches. The team will either: (a) recommend a preferred alternative, or (b) state that it has no preferred alternative, or

*Approved by the Council at the April 1984 Policy and Planning Meeting.

(c) state that it was unable to reach a consensus on a preferred alternative. Such preferences should be made on technical grounds or pragmatic management considerations. Policy decisions are the responsibility of the Council.

Operations. Given the team composition and tasking described above, each team will be allowed to organize internally as appropriate to carry out the team's responsibility in an effective and efficient manner. This may for instance require appointment of a small subgroup to actively monitor the fishery or concentrate on specific writing assignments. Team members should choose a team leader, on an annually rotating basis, to oversee the functions of the team.

	Groundfish	Salmon	Crab
JAN	*Issues identified	Council preferred alternative Final analysis/ documentation	Proposal deadline 1/7 Board sends to public 1/21
FEB	Analysis by team/ subgroups	Final documents to public 2/15	Preliminary Plan Team Review Jan 7-Mar 1
MAR	*Send documents to public	*Final Decision 3/29	*Council preferred alter- natives 3/27
APR	Public Review	Submit to S.O.C. 4/15	Full analysis and docu- mentation; Documents avail- able 4/20
MAY	*Final Decision		Public Comments *Final Council Decision 5/22
JUNE	Submit to S.O.C. 6/1	Implement Emergency Regulations	Submit package to S.O.C. 6/15
JULY			
AUGUST			
SEPT			
OCT		Proposal deadline 10/26	
NOV		Board sends to public 11/10 Plan Team Review begins	
DEC	*Proposal deadline Initial Review	Preliminary documents to public 12/10	

North Pacific Fishery Management Council

James O. Campbell, Chairman
Jim H. Branson, Executive Director

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Telephone: (907) 274-4563
FTS 271-4064

DRAFT

Certified: _____
James O. Campbell
Chairman

Date: _____

MINUTES

59th Plenary Session
NORTH PACIFIC FISHERY MANAGEMENT COUNCIL
March 28-30, 1984
Old Federal Building
Anchorage, Alaska

The North Pacific Fishery Management Council met with the Alaska Board of Fisheries on Wednesday and Thursday, March 28-29, 1984. The Council met alone on Friday, March 30, 1984.

The Scientific and Statistical Committee and the Advisory Panel met on Monday and Tuesday, March 26-27, 1984.

Members of the Council, Scientific and Statistical Committee, Advisory Panel and general public in attendance are listed below.

Council

James O. Campbell, Chairman
Harold E. Lokken, Vice-Chairman
Robert W. McVey
Rudy Petersen
Jeffrey R. Stephan
RADM Robert Lucas
Robert U. Mace for
John Donaldson
John Winther

Jon Nelson for
Dr. Robert Putz
Don Collinsworth
Sara Hemphill
Gene Didonato for
Bill Wilkerson
John Harville
Keith Specking

Scientific and Statistical Committee

Don Rosenberg, Chairman
Richard Marasco, Vice-Chairman
William Aron
Don Bevan
Bud Burgner

Larry Hreha
Jack Lechner
Al Millikan
John Clark
Steve Langdon

Advisory Panel

Bud Boddy, Vice-Chairman
Patricia Barker
Al Burch
Barry Collier
Larry Cotter
Barry Fisher
Eric Jordan
Rick Lauber

John Lecture
Ray Lewis
Jim O'Connell
Dan O'Hara
Don Rawlinson
Walt Smith
Tony Vaska
Ed Wojeck

NPFMC Staff

Jim H. Branson, Executive Director
Clarence Pautzke
Judy Willoughby
Steve Davis
Jim Glock

Doug Larson
Ron Miller
Jeff Povolny
Helen Allen
Peggy Hough

Support Staff

Pat Travers, NOAA/GC
Thorn Smith, NMFS
Cmdr. Choate Budd, USCG
Steve Pennoyer, ADF&G
Guy Thornburgh, ADF&G
Steve Hoag, IPHC

Fred Gaffney, ADF&G
James Brooks, NMFS
Craig Hammond, NMFS
Ron Berg, NMFS
Mel Seibel, ADF&G

General Public

Flore Lekanof, Sr.
Alvin D. Osterback
Phil Chitwood
Richard Kelso
Oscar Dyson
Dennis Petersen
Don Beeson
Dave Harville
Y. Niimi
V. Hall
H. Matsumura
M. Okamoto
Tadashi Nemoto
Christopher J. Mackey

Dave Herrnsteen
Greg Gerhardstein
Oliver Holm
Dennis Shongin
Rod Armstrong
Arne Aadland
Brent Gazaway
F.G. Baker
J. Schmiedtke
Chris Blackburn
Han Mo Kim
Chu Man Park
Mark Lundsten

A. CALL TO ORDER AND APPROVAL OF AGENDA AND MINUTES OF
PREVIOUS MEETING

The meeting with the Board of Fisheries was called to order at 9:07 a.m. on Wednesday, March 28, 1984 by Jim Campbell, NPFMC Chairman. Mr. Campbell introduced RADM Robert Lucas who has

replaced RADM Knapp on the Council. The meeting was turned over to Ron Jolin, Board Chairman. *The agenda for the joint Board/Council meeting was approved as submitted.*

The Council, meeting alone, was called to order at 8:44 a.m. on Friday, March 30, by Chairman Jim Campbell. A discussion of proposed amendments to the Coastal Zone Management Act was added to the agenda at the suggestion of Jim Branson. Mr. Branson also asked the Council's approval to add review of several joint venture permit applications from South Korea and Japan and a discussion of a direct allocation for the U.S.S.R. *The agenda was approved as amended.*

John Harville pointed out an error in the minutes of the February 1984 minutes. On page 5, John Harville was shown as the second to a motion approving staff travel to the bi-lateral meetings in Russia and Japan. The second should have been Rudy Petersen. The minutes of the February 1984 meeting were approved as corrected.

B. SPECIAL REPORTS

B-1 Special Reports

Jim Branson introduced Mr. Hidehiko Hirai, the new Anchorage representative for the Japan Fisheries Association. He will replace Kenji Nishihara who has been the Anchorage representative for two years. Mr. Branson also announced that Mr. Han Mo Kim, the Anchorage representative for the Korea Deep Sea Fisheries Association, will also be the West Coast Fisheries Trade Representative for Korea. His office offers help to U.S. industry on customs, tariffs, quota and other matters governing trade with the Republic of Korea.

Mr. Branson reported on two industry working groups, one working on incidental catch in the Bering Sea and the other on joint venture policy and criteria. The industry incidental catch working group submitted a progress report and hopes to have specific recommendations on objective setting for Council consideration in May. The joint venture group plans to make a presentation to the Council at the April policy and planning meeting.

Jim Branson also provided Council members with a description of the marine debris workshop planned for October 29-November 1, 1984 in Honolulu. Mr. Branson is on the steering committee and told Council members that the North Pacific Council is being asked to contribute funds to the workshop.

However, since it occurs in the next fiscal year, he is unable to estimate whether funds will be available.

The Council has received approval of programmatic funding of two projects for FY/84: \$145,000 was approved for domestic groundfish monitoring and \$40,000 for the Phase II study on Chinook Salmon Incidental Catch. Funding may be available in May for the Bering Sea Herring Scale Analysis, Part II.

Mr. Branson told Council members that the staff is well underway in updating the FMPs with the latest amendments. Council members should have both groundfish plans by now and the rest should be completed shortly.

B-2 Domestic Fisheries Report by ADF&G

ADF&G reported a harvest of 1.5 million pounds of Tanner crab in the Southeast area, which closed on March 18. As of March 21, the harvest in Cook Inlet was estimated at 0.3 million pounds with all of that area except the Southern District still open. In Kodiak, where most areas were either closed or due to close on April 1, the projected total harvest was 14 to 15 million pounds. Harvests for South Peninsula and Chignik, both closed in March, were 1.6 and 0.7 million pounds, respectively. The Eastern Aleutians, Western Aleutians and Bering Sea were still open with harvests by March 21 of 0.1, 0.3, and 0.2 million pounds, respectively.

ADF&G reported that the first portion of the 1983-84 winter fishery for chinook salmon is similar to the 1982-83 season. Preliminary figures show that 17,085 chinooks, equal to 235,000 pounds, had been reported in 1,724 landings through March 20, 1984.

B-4 Enforcement and Surveillance Report by U.S. Coast Guard

As of March 23, U.S. Coast Guard enforcement effort off Alaska for 1984 has totaled 144 cutter patrol days and 654 aircraft patrol hours resulting in 18 reports of violations and 17 citations.

Citations were issued to nine Japanese vessels and one Korean vessel for not submitting the required cease fishing message 24 hours before leaving the Fishery Conservation Zone. The Japanese vessel, EIKYU MARU, was issued reports of violation for the infraction noted above and for failing to accurately maintain its Daily Cumulative Catch Log. Other violations during this period included the Japanese vessel, TENYOSHI MARU, not properly maintaining its International Radio Call Sign; the Korean vessel, No. 99 TAE BAEK, not transmitting a required shift message; and the Japanese vessel, RYUSHO MARU No. 15, not providing a safe boarding ladder. Two U.S. vessels participating in a U.S.-South Korean joint venture in Shelikof Strait, the ROYAL ATLANTIC and DONA GENOVEVA, were issued reports of violations for fishing without valid federal groundfish permits for 1984.

The Coast Guard also reported that numerous Soviet fishing vessels were sighted actively engaged in fishing east of the U.S./U.S.S.R. Convention Line of 1867. Several were also fishing inside the U.S. Fishery Conservation Zone near the Convention Line. Documentation of these sightings was forwarded to the U.S. Department of State for appropriate action.

B-5 Joint Venture Operations

The total joint venture catch off Alaska through March 17 was 156,700 mt. Most of this catch came from Shelikof Strait where 12 companies using 44 U.S. trawlers and 25 foreign processors caught 143,635 mt pollock. Two additional companies have used another nine U.S. trawlers and six foreign processors on cod and flatfish in the Kodiak area. Total joint venture catch in the Gulf of Alaska stood at 146,392 mt on March 17.

The Bering Sea/Aleutians joint venture catch totaled 10,308 mt, mainly cod and pollock, by March 17. Four companies have participated using 29 U.S. trawlers and 10 foreign processing vessels.

B-6 Salmon Management Update

Inter-Council Salmon Coordinating Committee

Jim Glock summarized the March 8 meeting of the Inter-Council Salmon Coordinating Committee. They reviewed the Statement of Purpose and Objectives for the Committee and recommended that the Committee be expanded to address a broader range of issues of mutual concerns. They approved dropping "salmon" from the Committee's name, so it will now be called the "Inter-Council Coordinating Committee." They asked that the Executive Directors of the North Pacific and Pacific Councils broaden the purpose and objectives statement to address the expanded role of the Committee and suggested that the Committee meet annually, or more often as needed.

The Committee also discussed the U.S./Canada Chinook Technical Team and agreed to encourage both Councils to urge the State Department to keep the Chinook Technical Team active. If the Team is not sponsored by the State Department, the Committee suggested that the Councils should contact the Canadians directly to maintain the Team informally.

It was the concensus of the Committee that the Executive Directors should take a more active role in maintaining the information flow between their respective Councils. They should identify issues and bring them to the Committee for review and discussion.

At the Committee meeting, Don Bevan encouraged the Councils to form a task force to look toward amending the Magnuson Act so

that FMPs and regulations can be implemented in a timely fashion, and that decisions be made and approved regionally.

Salmon Catch and Management Update

Jim Glock reported that negotiations between the U.S. and Canada are still stalled. The Canadians have, however, announced their chinook fishing plan which appears very similar to Council action in February. The Canadian season for chinook in the North and Central B.C. has been set for May 23-June 3 and July 1-September 30 with a troll ceiling of 200,000 chinooks. The seasons for West Coast Vancouver Island have been set for April 15-June 14 and July 1-September 30 with the harvest not to exceed that of 1983 (approximately 343,000-350,000).

Details of the winter troll catch for Alaska are reported under Agenda Item B-2.

FCZ cul-de-sacs

The Salmon PMT reviewed the cul-de-sac problem and feels that the best approach is a simple amendment that will establish a separate federal zone for those areas inside the surfline. The season would run October 1-September 20 with an anticipated closure April 15-May 15. Field order authority would be used to adjust closures as necessary to address conservation programs and other fishery needs, as currently expressed in the FMP. This separate area would generally be open for the winter troll season as well as the summer season. No separate quota would be established.

Report of the Advisory Panel

The AP unanimously approved a motion recommending the Council evaluate whether the Canadian actions regarding the chinook fishery are significant enough to justify our managing at the low end of the OY range. In addition, the AP recommended that the Legislature approve the Alaska Board of Fisheries and notify the Council of their action.

COUNCIL DISCUSSION AND ACTION

In Council discussion, Harold Lokken said that he would prefer not to endorse Don Bevan's suggestion regarding the Magnuson Act because that subject will be taken up at the Council's policy and planning meeting in April.

Don Collinworth said he feels it is important to have agency directors on the Inter-Council Coordinating Committee. Council members agreed with the suggestion.

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Keith Specking moved that the Council approve, in principle, the suggestion of the Committee to encourage the State Department to continue sponsorship of the U.S./Canada Chinook Technical Team. The motion was seconded by Bob McVey. The motion carried with no objection. The Council directed Jim Branson to write a letter to the State Department outlining the Council's action.

Although there was no motion to endorse all of the recommendations of the Inter-Council Coordinating Committee, Council members were in general agreement with them.

C. NEW OR CONTINUING BUSINESS

C-1 Draft Agenda for April Council Meeting

Council members were provided with a draft of recommended topics for discussion at the April policy and planning meeting.

Report of the Advisory Panel

The AP recommended that seven AP members be allowed to attend the April policy and planning meeting. The AP also recommended that when the next AP vacancy occurs that serious consideration be given to appointing someone from the Alaska Peninsula area because it is a significant fishing area of the state.

Report of the Scientific and Statistical Committee

The SSC discussed attendance at the April Council meeting and requested that Don Rosenberg, Don Bevan and Bill Aron be invited to represent the SSC.

COUNCIL DISCUSSION AND ACTION

Jim Campbell suggested a more in-depth discussion of the Council's relationship to the Board of Fisheries be included in the April agenda. John Harville said he would like to see a discussion of the overall objectives and goals in management of fisheries and perhaps some draft objectives formulated at the April meeting. Orientation sessions for new Council, SSC and AP members were also suggested by Bob Mace. Pat Travers suggested that the NMFS procedural guidelines be distributed to Council members for their review prior to the April meeting. Staff will see that this is done. It was also suggested that the meeting should be three days instead of two, beginning on Tuesday, April 24. It was agreed that this would be done if meeting space is available.

The Council discussed attendance by SSC and AP representatives. It was originally agreed that the Chairman and Vice-Chairman or their designees would attend from each group and Council members

indicated they would like to keep this arrangement. If other members wish to attend, they would be free to do so, however not at Council expense.

C-2 Soviet Direct Allocation

The Council received a request from Marine Resources Company for support of a directed allocation to the Soviets for 50,000 tons. Of this 50,000 tons, 20,000 tons would come from the Pacific Northwest for Pacific whiting and 30,000 tons from the Bering Sea and Gulf of Alaska for yellowfin sole, Atka mackerel and other groundfish species. This allocation would be for the purpose of providing for growth in several of Marine Resources' U.S.-U.S.S.R. joint ventures in the North Pacific Ocean. Phil Chitwood of Marine Resources Company testified that any directed allocation for the U.S.S.R. would result in at least a ton-for-ton increase in joint venture purchases.

Report of the Advisory Panel

Bud Boddy reported that the AP voted 6 to 5 to recommend support of a directed allocation for the Soviet Union.

COUNCIL DISCUSSION AND ACTION

Harold Lokken suggested that in future discussions of allocations, he would like to see more complete information on the entire allocation picture before making recommendations.

Keith Specking moved that the Council authorize the Executive Director to prepare a letter to the State Department endorsing this request. Jeff Stephan seconded the motion which carried with no objection.

C-3 Joint Venture Permit Review

The Council received joint venture permit applications from Korea, Japan, and the U.S.S.R.

South Korea applied for four vessels to operate in joint ventures in the Gulf of Alaska in 1984, mainly for Pacific cod: NO. 1 HANSUNG, DAEJIN NO. 52, NO. 215 TAE BAEK, and NO. 315 TAE BAEK. The NO. 215 TAE BAEK was cited in July 1983 for failing to return prohibited species in a timely manner; the boarding party found five halibut in the processing area 17 hours after the last haul back.

Japan submitted applications for five vessels to operate in a yellowfin sole joint venture in the Bering Sea/Aleutians from April to June and August to September 1984: AKEBONO MARU 1, AKEBONO MARU 2, AKEBONO MARU 3, AKEBONO MARU 22, and KAIYO MARU 11. All of these vessels had serious violations in 1983. The

case involving the seizure of the NIKKO MARU for improper transfer logs was expanded in February 1984 to include these five vessels. Except for the AKEBONO MARU 3, a \$25,000 penalty has been proposed for each vessel for not making their logbooks available. In addition, the AKEBONO MARU NOs. 1, 2, and 3 were cited for other violations in 1983.

Report of the Permit Review Committee

The Permit Review Committee recommended approval of the four permit applications for South Korea. The Committee noted concern over the 1983 violations of the No. 215 TAE BAEK and indicated that their final disposition will be taken into account when reviewing permits for 1985.

The Committee also reviewed Japanese joint venture permit applications and heard testimony from Don Rawlinson of Peter Pan Seafoods. Mr. Rawlinson told the Committee that no replacement vessels are available for this particular joint venture. The Committee voted to recommend approval of the permits for these five Japanese vessels but will hold them accountable if they are found guilty of the pending violations. The Committee also recommended that the permits be revoked if they are found guilty.

The Committee recommended approval for the U.S.S.R. joint venture permit application for the NIKOLAEVSKIY KARABEL to receive fish in the Gulf of Alaska and Bering Sea/Aleutian Islands in 1984.

The Committee deferred making any recommendation on the request for a Soviet directed allocation until the Council could discuss the policy issues involved.

John Schmiedtke reported to the Committee that the joint venture purchase for the West German pollock joint venture in the Shelikof Strait exceeded the 3,000 mt target.

The Permit Review Committee recommended that the Council request the Coast Guard to present a slide show on their activities at some future Council meeting. Staff will look into this.

Report of the Advisory Panel

The AP recommended approval of the permit applications for South Korea, but noted that they were concerned with the violations of the NO. 215 TAE BAEK and would consider this when reviewing permit applications for 1985.

The AP also approved the joint venture application for the Soviet vessel NIKOLAEVSKIY KARABEL. The joint venture applications from Japan were also approved with the qualification that they are concerned with the seriousness of past violations and will consider this when reviewing the permit applications of these vessels for 1985.

The Advisory Panel also reaffirmed that they want more representation on the Permit Review Committee but would still like to review permits in the AP meeting.

COUNCIL DISCUSSION AND ACTION

Sara Hemphill said she is concerned with violations of the Japanese vessels and suggested some sort of conditions on future permits indicating that if they are found guilty in the cases now under litigation that their permits would be revoked. John Harville said it is important for the Council to develop a statement on joint venture policy.

Keith Specking moved to approve the joint venture permit applications for the South Korean vessels, NO. 1 HANSUNG, DAEJIN NO. 52, No. 215 TAE BAEK and NO. 315 TAE BAEK. The motion was seconded by Bob McVey and carried with no objection.

Keith Specking moved to approve the joint venture permit applications for the Japanese vessels, AKEBONO MARU Nos. 1, 2, 3 and 22 and the KAIYO MARU 11. Jeff Stephan seconded. There being no objection, the motion carried. Sara Hemphill said she would like to see a qualifier on the applications that if the vessels are found guilty of the violations currently under litigation, that the permits be revoked. It was the consensus of the Council that the approval letter would contain this proviso.

Keith Specking moved to approve the joint venture permit application for the Soviet vessel, NIKOLAEVSKIY KARABEL. The motion was seconded by Sara Hemphill and, there being no objections, carried.

C-4 Other Business

Ron Miller reviewed proposed Congressional action to address the recent Supreme Court ruling exempting OCS oil and gas lease sales from the "consistency" requirement of the Coastal Zone Management Act. Some in the fishing industry view the proposed action as a threat to the Regional Council fishery management plan process. After review of the bills, H.S. 4589 and S. 2324, Mr. Miller said he does not feel that either bill raises any new impediment to federal fisheries activities.

Council members were asked to respond to a request from Representative D'Amours regarding the effects of Section 307(c)(1) of the CZMA on Council actions. Jim Branson said that the North Pacific Council has had not problems with conforming to the CZMA.

Bob Mace moved that the Council respond to Representative D'Amours' request saying that we are having no problems with the consistency regulations as related to our fishery management plans. Don Collinsworth seconded the motion which carried with no objection.

D. FISHERY MANAGEMENT PLANS

D-1 Herring FMP

Jim Glock told Council members about a memo from Pat Travers, NMFS-GC, indicating that the Herring FMP cannot be approved as currently written. In the memo, Mr. Travers noted that for three of the past four years the State of Alaska has managed the inshore herring fisheries so that they have substantially exceeded the ABC prescribed in the FMP for the combined inshore and offshore herring fisheries. Implementation of the FMP during these years would have had no impact on these results since the fishery is prosecuted predominately within State waters and would not be subject to Federal preemption under the Magnuson Act. Under these circumstances, Mr. Travers pointed out, there is some question whether the FMP is necessary under the provisions of the Magnuson Act or whether it would conform to the requirements of cost effectiveness under E.O. 12291.

Mr. Travers suggested in his memo that since the January 1983 amendments to the Magnuson Act allow emergency regulations for a fishery in the absence of an approved FMP, the Council's objectives for the herring offshore fisheries could be most effectively carried out through the emergency regulation process.

Council staff submitted a discussion paper outlining options for the Council's involvement in herring management. The options were: submitting the current FMP for Secretarial review although it is not likely to be approved; changing the FMP so that it might be acceptable for Secretarial approval; including herring in the BS/AI groundfish FMP; having no FMP or involvement in managing herring; and recommending a Secretarial Plan (PMP or FMP).

Report of the Scientific and Statistical Committee

The SSC reviewed the alternatives outlined by Council Staff and recommended an additional one which would be to develop a statement of management principles in concert with the Alaska Board of Fisheries and allow management to be carried out by the Board in accordance with those principles with an annual review of the performance of management and status of the resource through a Council committee.

The SSC also commented on the issue of overfishing by the State raised in Mr. Travers' memo and staff's option paper. The SSC pointed out that current State harvest levels do not constitute overfishing from the conservation standpoint. The state management policy is to carefully monitor spawning stocks to insure adequate spawning and to allow a harvest of 10 to 20 percent of the spawning stock.

Report of the Advisory Panel

The AP voted 12 to 2 to recommend Council approval of a Herring FMP. On a vote of 8 to 5 with 1 abstention, the AP recommended that the FMP be written to adhere to state policy on herring management.

COUNCIL DISCUSSION AND ACTION

Several Council members suggested that they needed additional time to consider the status of the FMP and the options submitted at this meeting. It was also pointed out that under the current FMP a experimental fishery in the Bering Sea would not be possible unless there was a surplus of herring.

Don Collinworth moved that the Council rescind its previous action to send the Herring FMP forward for Secretarial review and hold the plan on the shelf subject to future discussion of whether to send the plan forward or keep it on the shelf. The motion was seconded by Jeff Stephan and passed 8 to 3 with Bob McVey, Rudy Petersen and Gene Didonato opposing.

Harold Lokken moved that the discussions of the options for management of herring in the Bering Sea be put on the agenda for the May 1984 Council meeting. The motion was seconded by Bob Mace and there being no objection, it was so ordered. It was the concensus of the Council that the matter would not be up for public hearing at that time.

Herring Research Request for Proposals

The Council received a draft Herring RFP (included as Appendix I to these minutes) prepared by the Bering Sea Herring Workgroup. The workgroup suggested that the RFP be approved at this meeting.

Report of the Scientific and Statistical Committee

The SSC concurred with the general direction of research proposed by the workgroup, but suggested that the long range goals for offshore herring research should be to obtain biomass

estimates and information on stock composition and distribution. The SSC recommended the three following modifications to the RFP:

- (1) Page 1, fourth line from the bottom, strike "to obtain a reliable research vessel time may be needed."
- (2) Page 2, strike the last sentence in the first full paragraph.
- (3) Appendix A, Page 1, add to the Payment paragraph after "(approximately January 28, 1985);" "The allocation will be limited in that no more than 1,000 mt may be taken from any one degree latitude by two degrees longitude area." The SSC recommended that a figure be included in the RFP indicating these 1° by 2° areas. The SSC believed that this limitation should be included to provide additional protection in the event discrete stocks are encountered.

The SSC discussed costs associated with providing of vessel time and estimated that the cost of the charter of four vessels for the period indicated would be about \$400,000. The Council should therefore expect bids in the range of 6,000 to 7,000 mt of herring. The SSC determined that there would be little biological risk associated with a one-time harvest of herring of up to 5% (8,400 mt) of the current spawning biomass estimate.

The SSC also estimated that approximately \$50,000 would be required for temporary personnel, supplies and travel for this research although a majority of the scientific personnel could be provided by federal and state agencies. In addition, the second year of the herring scale analysis will need to be funded and may require some additional funds to handle the increasing number of samples.

Report of the Advisory Panel

On a vote of 8 to 6, the AP agreed with the scientific validity of a highly structured and monitored research fishery proposal on eastern Bering Sea herring to achieve the objectives stated in the proposed RFP. They also agreed to recommend that a maximum of 5% of the most current year's spawning biomass could be taken. The AP encouraged the Council and ADF&G to seek funds for herring research in the Bering Sea.

Public Testimony

Henry Mitchell, Bering Sea Fishermen's Assn. Mr. Mitchell reaffirmed the Association's support of Bering Sea research. He said that they could support the experimental fishery if the amount taken is acceptable. He suggested that 1% of the spawning biomass over 80,000 tons would minimize the danger to discrete stocks.

Barry Collier, NPFVOA. Mr. Collier thanked the Herring Workgroup for their work on the RFP. He pointed out that fishermen will be taking a risk when submitting bids because it will be difficult to estimate the amount of fish required to meet overhead expenses.

Dennis Petersen, NPFVOA. The market for herring is becoming glutted and he thinks fishermen might be reluctant to submit bids because the price of herring has gone down.

Joe McGill, Bristol Bay Herring Marketing Co-op. They support research for herring if it is done on a purely scientific basis. They do not support the concept of a experimental fishery by commercial fishermen. If the RFP is approved, they would request that the harvest be kept at 1% of the current herring spawning biomass.

COUNCIL DISCUSSION AND ACTION

Bob McVey said that he would like to see some research done on herring in the Bering Sea and would support the first year under the RFP, but beyond that he would hope that some offshore biomass estimates could be done. Mr. McVey also pointed out that the economics of having a commercial catch operation do not look good and suggested the Council consider the SSC's suggestion of a monetary payoff rather than fish. John Winther said he is concerned because there was no market for the food herring last year and wondered about the impact on shoreside processors.

Don Collinsworth said that public testimony and past Council discussions indicate a need for data and research on offshore herring stocks, but that he still has reservations about developing a quasi-commercial fishery in the Bering Sea and is concerned that the participants intend to develop it into a commercial fishery. The primary fishery should be the near-shore fishery. Mr. Collinsworth was also concerned that a experimental fishery would not get all of the needed data, for instance, biomass estimates. He strongly objected to issuing a RFP at this time and suggested that perhaps the Council could delay approval while another attempt is made to obtain funds for a scientific research project.

Don Collinsworth moved that the Council hold the issuance of the RFP until it can be determined whether it is possible for administrative agencies to acquire funding to sponsor the research or investigate the use of the State's test fish fund. The motion was seconded by John Winther and passed 6 to 5. Those opposing were Bob Mace, Harold Lokken, Bob McVey, Rudy Petersen, and Gene Didonato.

Gene Didonato pointed out that current aerial surveys used for inshore fishery do not get the information needed. The RFP is a response to requests for data and he suggested that putting the RFP out for comment at this time does not mean that the Council would have to accept any of the bids received. He also pointed out that with current budget constraints, obtaining the estimated \$400,000 needed for a scientific survey would be difficult.

D-2 King and Tanner Crab FMPs

Jim Campbell outlined the procedure for Council decisions on crab proposals during the joint meeting with the Board. In joint session, the Council and Board would hear staff reports and public testimony on the proposals for 1983-84 crab management. While the Council could not take final action on Tanner crab during the joint meeting, they could provide comments and identify problems with any proposal which may make Council or Secretarial approval difficult. Under the Council's proposed King Crab FMP, authority for king crab management in the FCZ would be delegated to the Alaska Board of Fisheries within the framework of the plan and the Magnuson Act and therefore the Council could discuss proposed regulations and give their general agreement on Board action at this meeting.

Although ADF&G staff from each of the State's regions gave detailed reports on their crab fisheries, these minutes will only reflect a brief recap of the current status of the fishery, which is found under Agenda B-2, "Domestic Fisheries Report by ADF&G." A complete overview statement on king and tanner crab management is included as Appendix II to these minutes and written reports for each Region are available in the Council office.

Public Testimony

Public testimony on crab issues is included in Appendix III to these minutes.

Report of the Scientific and Statistical Committee

The SSC did not review the crab management proposals in detail, but instead concentrated on three general areas: changes in management strategies, exclusive registration area/pot limits and trawl restrictions.

The SSC did not receive any analysis of the implication of the adoption of a 3-S (size, sex, season) management strategy and therefore examined this in concept only. The SSC found the concept of 3-S management acceptable for all species of crab when stocks are not at low levels of abundance and when recruitment is stable or increasing. However, 3-S management increases the risk of handling mortality and should not be applied at present in areas that were closed last year due to extremely low population levels.

The SSC discussed whether exclusive registration areas and/or pot limits would provide the desired protection for small local fleets, but could not come to a conclusion. They stated that the impact of these measures is dependent upon biological and economic conditions at any one particular time. In some cases the measures would achieve the objective while in others they may not. The SSC noted that any benefits realized would be short term in nature. In the long run, benefits would disappear because of open access to the fishery.

The SSC received a presentation by ADF&G staff on the proposed trawl closures. ADF&G indicated that the proposed closures covered 80% of what they consider to be the critical habitat for king crab while in the soft shell condition. The SSC concluded that a conservation problem exists for king crab, but they could not assess the value of the proposed closures. They noted that groundfish trawls capture not only crabs but also predators that may be contributing to the king crab decline. In order to provide more data, the SSC made the following recommendations:

- (1) a mandatory domestic observer program be instituted;
- (2) that State and Federal agencies develop common systems for groundfish data reporting;
- (3) that alternative time/area closures and gear modifications be examined with crab and trawl fishery participants;
- (4) that a study be undertaken on the direct impacts of a trawl fishery on king crab stocks versus the possible benefits of crab predator removal by the trawl fishery; and
- (5) that the cataloging of habitat-species associations be undertaken in these proposed closure areas.

Report of the Advisory Panel

The AP unanimously approved a motion recommending that the Council and Board look at and evaluate new fisheries management standards for the crab fisheries, not limited to 3-S management. Any new management system should take into account potential problems that may occur with catcher/processors; observer coverage may be mandatory. Other items of significant concern to the AP include possible increased mortality resulting from increased pot lifts and the potential increase of prohibited species catches by the trawl fisheries.

The AP also recommended that the Alaska Board of Fisheries repeal its exclusive area registration regulations inside of 3 miles to allow State and Federal regulations to coincide and also recommended that all seasons and areas shall have concurrent openings whenever biologically possible.

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The AP voted 7 to 4 to support the State's enforcement of pot limit restrictions in the FCZ and recommended that the Council and NMFS should work with the State to develop a legally enforceable program.

The AP voted 9 to 0, with 2 abstentions, to oppose the trawl restrictions as written. They unanimously agreed that all data collected, including data from NMFS should be made available in a timely manner to all management agencies involved. As areas of concern are identified they should be closed, and closed areas should be re-evaluated annually.

COUNCIL/BOARD DISCUSSION AND ACTION

3-S Management

ADF&G staff comments by Marty Eaton indicated that the Department's main concerns with the proposal would be the increased handling mortality of female and sublegal crabs and the added enforcement effort required to strictly enforce the size limit. He also noted that ADF&G is presently managing on a 3-S concept, but with a quota.

Some Council and Board members suggested the possibility of using one particular area as a "test" area for 3-S management before deciding whether it would be feasible for all of the crab fisheries. There was concern about abandoning the quota as a method of protecting returning stocks while they are in a declining state. Don Collinsworth said he did not think it wise to implement this management regime while the stocks are in such poor condition; he might be in favor of a test area in the future but it would have to be structured to avoid a large influx of boats into the area as other areas are closed. Marty Eaton noted that the only area with a fairly stable recruitment is the Kodiak District.

John Garner of the Board moved to adopt Proposal 21, the Size, Sex and Season Management proposal. Bix Bonney seconded the motion, which failed on a vote of 7 to 0.

Seasons

A small subgroup of Council and Board members (Jeff Stephan, Chairman; Bob Blake, Ron Jolin) was appointed to work on the

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dates for the 1984-85 crab seasons. The subgroup recommended the following:

Tanner crab opening dates were set as follows:

Kodiak	January 15
Alaska Peninsula/Chignik	January 15
Eastern Aleutians/Dutch Harbor	January 15
Western Aleutians/Adak	November 10
Bristol Bay	January 15
Pribilofs	January 15
St. Matthew	January 15
Norton Sound	January 15
Southeast/Yakutat	January 15

The Westward king crab opening date were set as follows:

Kodiak	September 20
Alaska Peninsula/Chignik	October 1
Eastern Aleutians/Dutch Harbor	November 10
Western Aleutians/Adak	November 10
Bristol Bay	October 1
Pribilofs	October 1
St. Matthew	September 1
Norton Sound	August 1

Problems with early molting and mating of Tanner crabs this season prompted a proposal to set earlier opening dates for the 1984-85 fishery.

Bix Bonney moved to accept the recommendations of the subgroup. The motion was seconded by Bob Blake and carried unanimously.

Bob Mace moved that the Council concur with the Board's action on crab seasons for 1984-85. The motion was seconded by Don Collinsworth, and carried with no objections.

Pot Limits and Exclusive Registration Areas

Discussion of pot limits and exclusive registration areas focused on enforceability and whether this type of gear limit and exclusive registration areas would meet the stated objectives of the proposals. Both bodies voted to defer action on these management approaches until they could be more fully examined at a joint Board/Council meeting scheduled for September 26-27 in Anchorage.

Compensation for Aiding Vessels in Distress - Proposal 21.IV.

This proposal would allow vessels aiding distressed vessels to make up lost fishing time at the end of the season.

Although some Council and Board members agreed that there should be some compensation for vessels who have lost fishing time in aiding a vessel in distress, most also agreed that this proposal was not the answer. Rear Admiral Lucas said that the Coast Guard is in a position to handle emergencies and that he didn't think this proposal is necessary. Also, the problem of monitoring vessels fishing after the end of the season might prove difficult. Testimony from fishermen indicated that time added on to the end of the season would not be very helpful because of the poor condition of the stocks at that time.

Bix Bonney moved that the Board approve this proposal. The motion was seconded by Bob Blake and failed, 7 to 0.

Keith Specking moved that the Council concur with this action. Don Collinworth seconded the motion which carried with Rudy Petersen opposing. Gene Didonato was out of the room at the time of the vote.

Proposed Trawl Closure

This proposal would prohibit the use of bottom trawl gear from February 1 through June 1 in selected locations in the Westward area to protect soft shell and breeding crab. Board and Council members were concerned with the impact of trawl gear on crab and other non-target species but felt that there were insufficient data at this time to justify placing such an economic restriction on trawlers.

The Board, meeting without the Council, approved a data collection and observer program to identify sensitive areas and monitor the impacts of trawling in those areas. The exact wording of the regulation is included as Appendix IV to these minutes.

Jeff Stephan moved that the Council agree in concept with the action taken by the Alaska Board of Fisheries on the above proposal (Proposal 23Z) in regard to the need for and collection of trawl data which specifically addresses an observer program and reporting requirements, and that the Executive Director schedule this item for discussion and public hearing at the next regularly scheduled Council meeting. The motion was seconded by John Winther and carried with Rudy Petersen objecting.

John Harville wanted the record to reflect the view that the Council should move as quickly as possible in pushing for data to enable the Council to make prudent decisions in the groundfish fisheries in the future.

E. CONTRACTS, PROPOSALS, AND FINANCIAL MATTERS

E-1 Contracts and Proposed Projects

Report of the Scientific and Statistical Committee

The SSC reviewed the final report to NMFS Contract 83-ABC-00165, and provided the contractor with comments. The SSC recommended the Council accept the report and notify NMFS of the approval.

The SSC also reviewed the report entitled "Projections of Domestic Fleet and Effort Required to Harvest the Alaska Groundfish Optimum Yield" by Natural Resources Consultants and recommended acceptance of the report.

The SSC also reviewed proposed projects for FY/84 programmatic funds. They recommended that the contract for "Domestic Groundfish Monitoring" not be issued at this time since a workgroup has been formed to assess data needs for management of the groundfish fisheries. The SSC requested that the workgroup complete their evaluation by the May Council meeting and recommended the Council not take action on this contract until this evaluation is complete. The SSC also requested Council staff examine the possibility of using \$10,000 of the the fund allotted for this project to support the Fisheries Management Conference.

The SSC recommended that Part II of the Chinook Salmon Incidental Catch contract be issued and, since it is a continuation of an already funded project, that it be sole-sourced to the University of Washington. The SSC also recommended that the contract for Part II of the Bering Sea Herring Scale Analysis study be issued as soon as approval is received. It is important that the sampling start in May.

For FY/85 programmatic funds, the SSC reviewed two proposals, "The Reproductive Biology of Brown King Crab," and "Evaluation of Gear-caused Scars on Salmon." Although they found both proposals to be sound, they did not feel that new scientific information to be generated by these studies was of high enough priority for the Council to start agency review.

The SSC did recommend agency review of a proposal for offshore research on Bering Sea herring for \$450,000 to \$500,000; of this amount, \$400,000 would be required to charter commercial fishing vessels to support the herring research program.

The SSC expressed concern over the limitation being placed on the programmatic funding with regard to development and continuation of data collection programs. Over the past several years there has been a rapid expansion of domestic groundfish fishing activities in the Gulf of Alaska and eastern Bering Sea. The limited ability to collect data from certain segments of this fishery will hinder management of these fisheries in the future. Given the urgency of this issue, the SSC feels that a monitoring program should be defined and then funded.

Finance Committee Report

The Finance Committee reviewed the FY/84 mid-year administrative budget and noted that there may be a \$7,000 deficit. Several items were discussed for possible reductions and, if needed, action will be taken later.

The Finance Committee approved the final report of the "Bering Sea Herring Scale Analysis-Phase I" and also approved payment of the contract for "Domestic Fleet Mix and Effort Required to Harvest the Alaska Groundfish OY."

The Finance Committee received a briefing by Jim Branson on a summer intern for the Council funded by Alaska Sea Grant. The intern would work on updating the Gulf of Alaska Groundfish FMP. If Council funds are available, another person could be hired to do the same update for the Bering Sea/Aleutian Islands Groundfish FMP. Don Bevan will research the possibility of the University of Washington establishing such a position.

Approval for funding of the Herring Scale Analysis, Phase II for \$62,465, was postponed by NMFS until at least May. The Finance Committee recommended that a small amount of funding, borrowed from the groundfish project, be authorized to enable the contractor to be on the grounds during the herring season. The contractor should be notified that there is a possibility that the additional funding will not be available.

The Finance Committee approved the SSC's proposal for \$50,000 to \$100,000 for herring research to be sent out for agency review. Approval was also given to send for agency review the proposal for \$400,000 for vessel time to do the winter herring stock study.

The Finance Committee recommended that the SSC's request to reallocate \$10,000 from the domestic groundfish monitoring program for the Fisheries Management Conference not be approved. The Committee recommended that the Council write Bill Gordon requesting that he place high priority on his agency to provide the required funding.

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The Finance Committee discussed the memo received from Bill Gordon indicating other sources must be found for funding the domestic groundfish monitoring program in the future since it is a long-range project. The Committee felt the responsibility for this data collection rests with both the federal and state governments and recommends that if programmatic funds cannot be used, that the operating costs of such a monitoring program be included in the operating budget for the Council.

COUNCIL ACTION

Jeff Stephan moved that the Council accept the recommendations of the Finance Committee. The motion was seconded by Harold Lokken and carried with no objection.

F. PUBLIC COMMENTS

Mark Lundsten, President of the Deep Sea Fishermen's Union, testified before the Council on sablefish apportionments.

G. CHAIRMAN'S CLOSING COMMENTS AND ADJOURNMENT

Don Collinworth told Council members that it is important to consider where they are going in management of the groundfish fisheries. Avoiding overcapitalization before it becomes a problem would be beneficial to all involved.

Jim Campbell urged Council members to support legislative confirmation of the current Board of Fisheries.

The meeting was adjourned at 3:41 p.m. on Friday, March 30.

North Pacific Fishery Management Council

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Jim H. Branson, Executive Director

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M E M O R A N D U M

TO: Council, SSC, and AP members
FROM: Bering Sea Herring Workgroup
DATE: March 7, 1984
SUBJECT: Bering Sea Herring Research

In December 1983 the workgroup submitted a report to the Council which concluded that herring research in the Bering Sea could be most expeditiously conducted by commercial vessels under contract to the Council. We further recommended that an allocation of herring be granted in exchange for vessel time. We have attached a copy of the December report for your convenience.

Also attached is a draft "Request for Proposal" (RFP) developed to acquire the vessel time necessary to carry out a detailed survey of herring on the Bering Sea wintering grounds. It should be noted that the RFP was written to support the collection of scientific data and not to support the development of an offshore fishery. Any decision on an offshore fishery should be made after the data are collected and analyzed.

The RFP survey estimates that it will take four vessels approximately 18 days each (or a total of 72 vessel days) to complete a 3,350-mile trackline through a 20,000 square mile area. Fewer vessels could not cover the required survey trackline and still have time to harvest the allotment after completion of the survey. Problems involved with coordinating the research and staffing vessels with qualified scientific personnel preclude the use of additional vessels.

Certain clarification will be needed before the RFP can be completed and released.

1. How will the Council or NMFS make the special allocation? The Council may wish to obtain a legal opinion on the procedure before releasing the RFP.
2. The proposal has been written so that the allocation would be made to domestic fishermen. This does not answer the question regarding joint ventures. Could a foreign processor be issued a permit to purchase herring? If not, the RFP should be modified to specify domestic processing only.
3. A commitment to support the scientific costs is needed before the RFP is released. A cost estimate for collecting, processing and analyzing the scientific data is attached to this memo.

If the Council wishes to proceed with the RFP, vessels should be selected as soon as possible. There are many details pertaining to survey operations which cannot be resolved until vessels are selected and meetings can be held between the scientific party and the vessel captains. A high degree of cooperation and coordination is needed to insure the safety of vessels and personnel and to minimize logistic problems. It must also be recognized that hiring properly trained scientific personnel to carry out the survey work may be a very difficult task.

ESTIMATED SCIENTIFIC COSTS BASED ON 4 VESSEL SURVEY FOR 2.5 MONTHS

I. SALARIES

A. Planning/Organization

Project leader	1.5 m/mo.	\$ 5,300
Biotechnician	1.5 m/mo.	2,800

note: Assumes personnel are Govt. employees with EC = 16.9% and 11.4% leave surcharge. Project leader GS12 and Biotechs GS7.

B. Field Personnel

Project leader	2.5 m/mo.	13,800
Biotechnicians (7)	17.5 m/mo.	58,500

note: Field costs include 300 hrs overtime at \$16.65/hr for project leader and 2,100 hrs overtime for Biotechs at \$12.36/hr.

C. Analysis/Report Preparation

Project leader	3.0 m/mo.	10,600
Biotechnician	3.0 m/mo.	5,600
Age reading	1.5 m/mo.	2,300
Report preparation/reproduction		<u>1,000</u>
		\$ 99,900

II. EQUIPMENT AND SUPPLIES

Biological sampling equipment, supplies, forms		
4 sets @ \$400.		\$ 1,600
Echo sounder and netsounder paper		1,200
Catch sorting table	4 @ \$300.	1,200
Trawl codend liners	12 @ \$150.	1,800
Catch sampling (Cargo) nets	4 @ \$250.	1,000
Portable XBT system	2 @ loan	--
XBT probes	200 @ \$ 30.	<u>6,000</u>
		\$ 12,800

III. TRAVEL

Air fare/per diem		
Seattle-Dutch Harbor 8 @ \$1,500.		\$ 12,000
Planning-Organizational travel		<u>2,000</u>
		\$ 14,000

Estimated Total \$126,700

DRAFT
REQUEST FOR PROPOSALS
RESEARCH VESSELS - HERRING SURVEY

INTRODUCTION

Pacific herring in the eastern Bering Sea have been fished continuously since 1959 first by Soviet and Japanese trawlers on the herring winter grounds northwest of the Pribilof Islands and in more recent years by domestic fishermen in coastal waters during the spawning season. While the trawl fishery was extant, monitoring of the resource was through the trawl catch per unit effort (CPUE). The CPUE series showed an increasing trend through the 1960s followed by a severe downward trend through the early 1970s and then signs of stock increase evident when directed herring trawl fisheries were ended in the late 1970s. As offshore trawl fisheries were restricted, inshore roe fisheries developed and a new monitoring methodology was established for fisheries located on the spawning grounds. This monitoring of herring abundance during the spawning season is accomplished by aerial enumeration of the total surface area of herring schools present with biomass obtained using estimates of the tons of herring per unit surface area. The method has been employed for only a few years, and the validity of the method as a measure of absolute abundance cannot be clearly established at this time. It is likely that the inshore fisheries during the spawning period will continue to be the dominant herring fishery in the eastern Bering Sea, and aerial assessment of the resource will be the primary stock monitoring tool.

It has been proposed that alternative assessment methods be examined. Of the various alternative methods, the North Pacific Fishery Management Council (NPFMC) has chosen to pursue hydroacoustic-trawl assessment on the winter grounds. However, previous attempts to survey herring on the winter grounds have indicated that an inordinant amount of research vessel time may be needed to obtain a reliable research vessel time may be needed to obtain a reliable biomass estimate. Consequently, better knowledge of the distribution and behavior of the resource is required before it will be possible to realistically evaluate the potential for implementing a hydroacoustic-trawl survey.

To provide needed background information, the Council is exploring the merits of using commercial fishing vessels to obtain data on the distribution, availability, and behavior of herring in the Bering Sea wintering grounds located northwest of the Pribilof Islands (Figure 1).

Because of limited financial resources the Council is considering providing a domestic allocation of herring in exchange for the required vessel time. This document was developed to solicit proposals from parties interested in participating in the survey in exchange for an allocation of herring. Receipt of proposals by the Council does not obligate the Council to proceed with the survey. The major factor in determining the importance of the scientific data to be gathered will be the amount of herring required to provided the vessel time.

PROGRAM OBJECTIVES

The objectives of the survey and subsequent observer program are to collect data required to:

1. Estimate the location and range of herring on the winter grounds.
2. Estimate the distribution of herring within the grounds.
3. Estimate the general size and age-length composition of herring schools.
4. Investigate the distribution and schooling behavior of herring schools within the water column during day and night.
5. Assess the amount of mixing with other species.
6. Collect data for studies of stock composition/origin, age composition, and sexual maturation.
7. Evaluate the feasibility of using standard research vessel survey techniques for assessing herring abundance including assessment of the vulnerability of herring to acoustic detection and trawl sampling.

SURVEY PROGRAM

The survey is not intended to produce an estimate of herring abundance, rather its primary purpose is to locate, delineate, and sample concentrations of herring on the winter grounds.

The survey will be conducted in a 21,000 square nautical mile area northwest of the Pribilof Islands (Figure 1). The area extends from 57°00'N to 60°00'N between the 100 m and 200 m isobaths. Survey operations will be carried out by four (4) vessels along a 3,350 nautical mile zig-zag trackline which has an average distance between adjacent transects of 7.0 miles (14 miles between consecutive transect end points on each side of the trackline).

Each of the vessels will be assigned to cover approximately one-fourth of the trackline during an 18-day period (approximately January 10-27). The basic vessel work day will be about 13 hours (0700 to 2000 hrs). The total of 18 vessel days specified for each vessel's survey work is based on the following: (1) 8 days (13 hour days) required to run an 837 (= $.25 \times 3,350$) nautical mile trackline at 8 knots; (2) 4 days (13 hour days) required to complete trawl sampling while running trackline (assumes approximately 6 hours of trawl sampling and associated activities for each 13 hours spent running transects); and (3) 6 days for weather related and operational problems and to allow for possible opportunities for special sampling efforts.

Standardized echo sounder records will be collected continuously along the trackline. When fish echo sign is detected, midwater trawl sampling will be conducted to determine its species/biological composition. Previous experience suggests this sampling will be limited to between 2 and 3 hauls per day, except when major concentrations of fish are encountered.

Sampling outside the 0600-2000 hour time period will be conducted intermittently to obtain information on diel changes in the behavior and availability of herring. Some sampling will be done using bottom trawls, mainly in areas where off-bottom echo sign is infrequently observed. Because herring are likely to be very patchily distributed within most of the survey area, the amount of time devoted to trawl sampling is expected to vary significantly

between and within vessels. Sampling is likely to be most intensive near the shelf break where mixed schools of pollock and herring are expected to occur.

Completion of the echo sounder/trawl sampling survey of the pre-determined trackline is the first priority of the survey research. It is reasonable to expect that the trackline survey may be completed by one or more of the vessels in less than 18 days, particularly if herring are concentrated at only a few locations and/or if ice covers parts of the area. The use of vessel time in excess of that needed to complete the trackline survey will depend largely on the observed distribution of herring and subsequent judgment made by the scientific personnel in consultation with vessel captains. However, the entire 72 vessel days of survey research will be completed prior to beginning commercial fishing operations. It should be noted that although herring caught during the survey's research trawl sampling may be retained by the vessels as part of their allocation, this may only be done if it does not impede the survey operations.

OBSERVER PROGRAM

Upon completion of the survey program, vessels used in the survey will be allowed to fish commercially for herring. During this period one or more scientific observers will remain aboard the vessel. Data on effort, composition of catch, and location will be recorded. Scientific sampling of catch will occur.

PROGRAM TERMINATION

All fishing will terminate when the herring allocation is reached or on April 1, 1985, whichever comes first.

PREPARATION AND SUBMISSION OF PROPOSALS

The NPFMC wishes to engage four (4) U.S. fishing vessels between January 1 and March 31, 1985. The Council will consider an allocation of herring to those vessels in exchange for vessel time dedicated to herring research as specified in this document (see sections on survey program and observer program).

Owners or operators of vessels wishing to participate in this fishery should submit to the North Pacific Fishery Management Council a written proposal stating the amount of herring in metric tons required to fish within the terms specified in this document. Vessels must conform to the basic vessel and crew requirements listed in Appendix A. Proposals will not be accepted from individual vessels. Only those jointly submitted by four (4) vessels will be considered.

Proposals should be submitted using the format provided in Appendix B.

Proposals are due at the offices of the North Pacific Fishery Management Council in Anchorage, Alaska by 1200 noon on _____, 1984. Proposals sent by U.S. postal service should be mailed in time to arrive by that date. The mailing address is as follows:

North Pacific Fishery Management Council
P.O. Box 103136
Anchorage, AK 99510
Attn: Herring Survey

PROPOSAL ACCEPTANCE OR REJECTION

Proposals will be accepted or rejected within _____ days of the due date. The Council reserves the right to reject any and all proposals.

EVALUATION FOR AWARD

The offer schedule, vessel specification, and any other pertinent information provided by the offeror will be considered in the evaluation. The following factors and their relative weights will be used to evaluate the proposals:

- | | |
|--|-----|
| 1. Amount of herring requested | 65% |
| 2. Qualification of vessels in excess
of minimum requirements | 30% |
| 3. Optional items -- vessel possesses one or
more of the following: | 5% |

Sonar - either "searchlight" sonar or electronic scanning sonar.
Cable type netsounder (as opposed to acoustic-link type).
Color scope interfaced to echo sounder.
Loran-C plotter.
Codend catch indicator system.

In the event the Council determines that the overall level of herring being requested is acceptable, the award will be made to the offeror whose proposal receives the highest overall score.

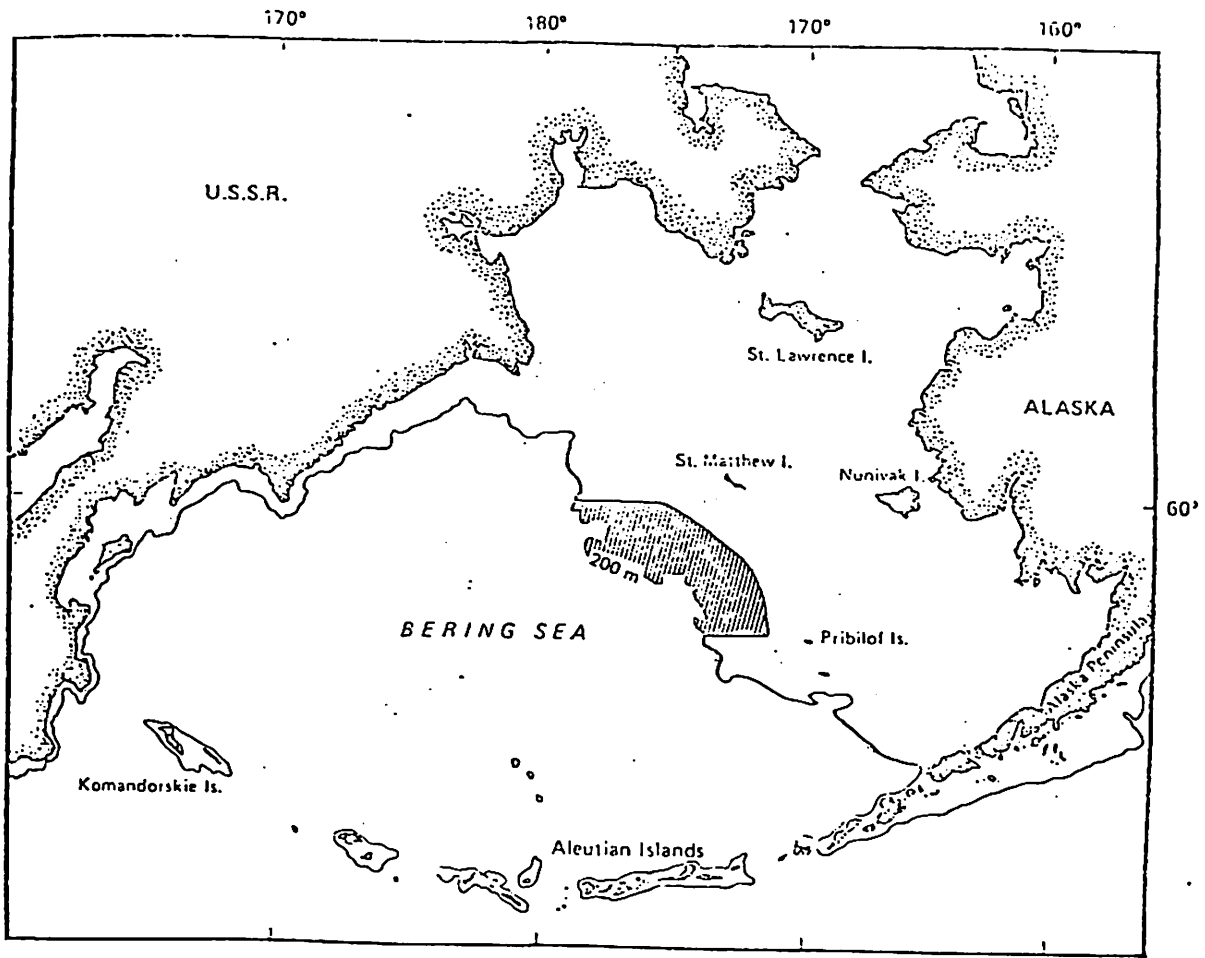
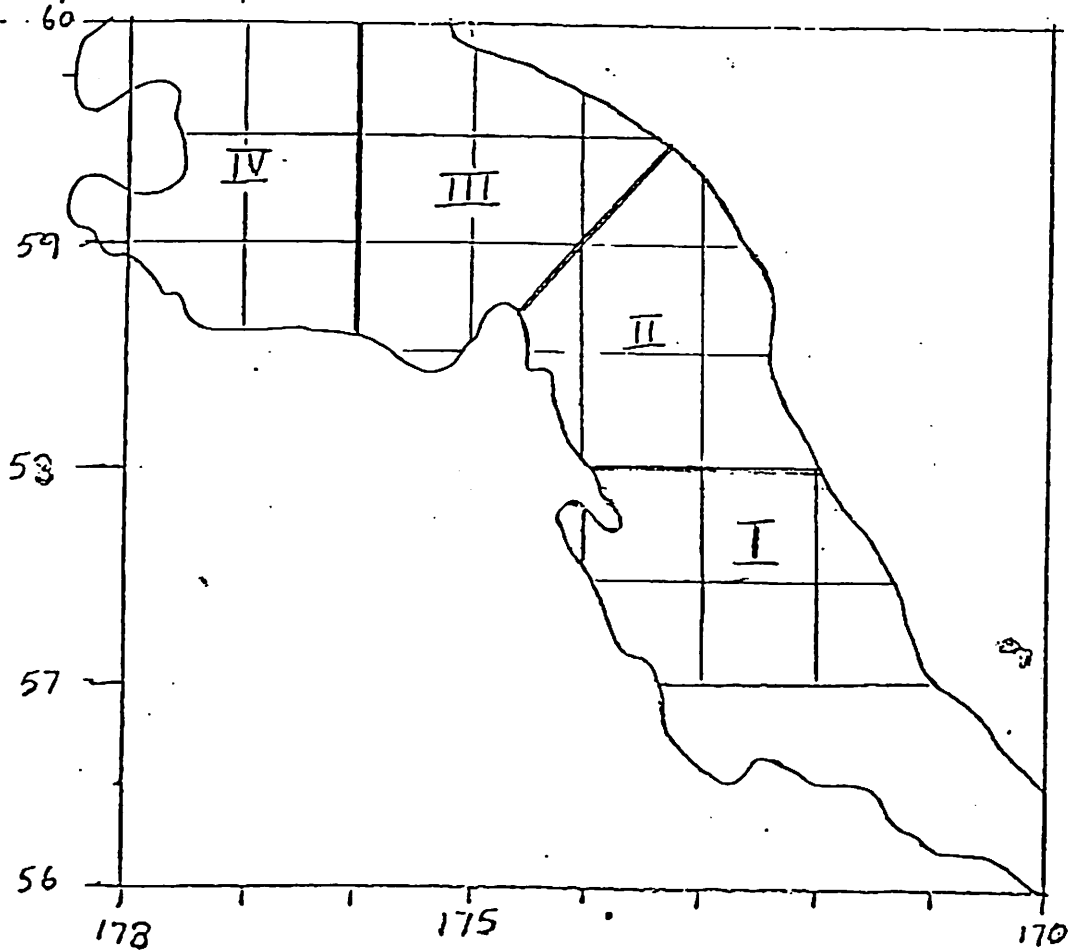


Fig 1. Location of Proposed eastern Bering Sea herring winter survey
 Fig 2. Survey Area subdivided for 4 vessels



APPENDIX A

CONTRACT SPECIFICATIONS

A. Period of Contract

The Council intends that the survey and subsequent fishery will begin on or about January 10, 1985, and continue not later than March 31, 1985. Although each Offeror is required to specify a proposed Starting Date, the actual Starting Date is a negotiable time, subject to some adjustment (approximately 5 days) if deemed significant to the Contract and/or the Council. Details regarding the division of the vessel time into survey and commercial fishing periods are described in the Request for Proposals under sections entitled "Survey Program" and "Observer Program".

B. Departure and Return Point

Point of departure and return for scientific party will be Dutch Harbor, Alaska. Travel times from Dutch Harbor to survey site (Figure 1) and return are not included in the 18-day survey period.

C. Payment

Payment under this contract shall be in the form of an allocation of herring within the eastern Bering Sea. This allocation shall be available for harvest by vessels participating in the program after the completion of the survey program (approximately January 28, 1985). All fishing must stop by April 1, 1985 regardless of the level of harvest. No guarantee of the harvest of the allocation is made. No carryover into future years of the allocation is allowed.

D. Minimum Vessel Requirements

1. Minimum overall length of 100 feet.
2. Minimum main engine continuous horsepower: 850.

3. Completely rigged and ready to fish midwater and bottom trawls, including dual net reels (or split net reel). Preference will be given to vessels able to utilize same doors for midwater and bottom trawling, or have the ability to rapidly interchange midwater and bottom trawl doors. Contractor will supply all trawl gear. This includes midwater trawls, net sounder, bottom trawls, and all accessory gear/equipment (doors, dandylines, rigging, hardware, web, twine, etc.) in sufficient quantity to be able to conduct survey without causing significant loss of time due to lack of spare gear/equipment. The Council will provide webbing material for small mesh (1-1/2 inch stretched measure) codend liners which will be used in all trawls throughout both the survey and commercial fishing periods.
4. Appropriate modern electronic navigation, communication, and fish detection equipment, including but not limited to: SSB and VHF radios, two automatic Loran-C's, two radars, and one or more echo sounders. An echo sounder with a paper recorder must be available for operation by the scientific party at all times during survey operations. The frequency of this echo sounder must be between 25 kHz and 75 kHz. Radio facilities/frequencies must be such as to enable contracts with coastal radio stations and efficient communication among the 4 survey vessels.
5. Clean flush deck area, including space for dumping (deck bin), sorting, and processing trawl catches. This includes space for a Council-owned catch sorting table (approximately 4' x 8').
6. Dry storage area of approximately 75 cubic feet in deck house for holding scientific equipment and supplies; desk counter or table space of about 15 square feet for data recording and analysis.
7. Potable fresh water supply adequate for vessel and personal use of about three weeks; laundry facilities; i.e., automatic washer and dryer.

8. Vessel must be ballasted to maintain sea-kindliness; if crab tanks are used to ballast or trim the vessel, overboard (not on-deck) discharge must be provided.

E. Crew Requirements

The crew shall be experienced in midwater and bottom trawl fishing. The minimum crew shall consist of (a) a Captain, (b) two fishermen, (c) cook-fisherman, and (d) engineer-fisherman. The Captain shall be competent in the use of modern electronic navigational and fish-detecting equipment. The Captain shall have a minimum of three (3) years fishing experience as a master of a comparable-sized trawler and at least five (5) years fishing experience as a master (not necessarily of a trawler) in Alaska coast waters. At least two crewmen shall have competent knowledge of a trawl construction and repair. The crew, when not required by the Captain for vessel operations, will assist the scientific staff in sorting the catch and obtaining biological data.

F. Coast Guard Inspection

The issuance of a notice to proceed will depend on the vessels passing a Coast Guard fire and safety inspection. Unless the Coast Guard inspection is performed earlier than two weeks before the vessel's scheduled departure and Coast Guard certification obtained no more than one week before scheduled departure, the Council may terminate this contract without any payment to the Contractor under this contract. Furthermore, the Contractor, in the event of such termination, may be liable to the Council for excess procurement costs.

G. Scientific Accommodations

The scientific party will consist of a minimum of two (2) people per vessel and may include females. Preference will be given to vessels which can accommodate up to three (3) scientific personnel. Suitable sanitary accommodations must be available. One double berth, private stateroom must be available for female employees if needed. The scientific party will provide its own bedding. Clean fitted mattresses and covers will be provided by the Contractor. Meals

shall be provided by the Contractor and will include three meals per day plus a between meal snack. Meals should be well balanced with a proper variety of nutritious foods.

F. Special Provisions

1. Although the overall conduct of the survey will follow pre-determined plan, the details of vessel operations during the survey program will be determined each day by the Chief Scientist in consultation with the vessel Captain. Trawl sampling done outside the basic (approximately 0600-2000 hr.) work day will be done in such a manner as to minimize work schedule problems for the crew.
2. The Chief Scientist has final authority during the survey program except for work stoppage resulting from uncontrollables such as unsafe weather and sea conditions and other safety-of-life-at-sea considerations as determined by the vessel Captain.
3. The Contractor shall provide all operating expenses of the vessel (including fuel) exclusive of echo sounder paper supplied by the scientific party.
4. The Contractor shall provide arctic-type survival suits for all vessel crewmen. Adequate dry storage space for all survival suits, including those belonging to Government personnel, will be provided.
5. Failure of a vessel to be available to begin work on its agreed on starting date and time may result in a reduction of the total herring allocation. The reduction would be equal to the fraction that the delay in station time represents of the total survey time. Also, vessel/equipment problems which cause survey operations to be terminated for more than one day may result in extension of the survey period.

6. The Contractor shall provide safe, efficient working conditions and accommodations to the scientific personnel working on board. The Contractor, its agents, subcontractors, and employees, including the Captain, and crews of the vessels, shall not harass, assault, oppose, impede, intimidate, interfere with, or make unwelcome advances toward any member of the scientific party. Violation of the Contractor's obligation under this Special Provision may result in termination of the contract and in consequent liability of the Contractor to the Council for any costs incurred. Violation of the Contractor's obligation under this provision may result in the criminal and/or civil prosecution of the person involved by either the Council or affected Scientific personnel, as provided by applicable law.

APPENDIX B
PROPOSAL FORMAT

The following general format should be used in the submission of proposals.

I. SCHEDULE

- A. Name and Address of Offeror
- B. Allocation of Herring Required in Metric Tons
- C. Proposed Departure Date from Dutch Harbor
- D. Special Conditions

II. VESSEL SPECIFICATIONS

A. Vessel 1

- 1. Vessel name
- 2. Owner
- 3. Length
- 4. Main engine horsepower
- 5. Rigging
- 6. Navigation, communication, and fish detection equipment (list)
- 7. Special item (see Evaluation of Award)

B. Vessel 2

(same as above)

C. Vessel 3

(same as above)

D. Vessel 4

(same as above)

12/5/83

REPORT TO THE NORTH PACIFIC FISHERY MANAGEMENT COUNCIL
ON
BERING SEA HERRING RESEARCH

In September, the Council appointed a working group of SSC and Herring Plan Development Team members to address Bering Sea herring issues. The working group was instructed to:

- (a) Identify knowledge gaps, particularly in offshore stocks.
- (b) Look at experimental designs to fill these gaps.
- (c) Consider the utility of the North Pacific Fishing Vessel Owner's Association proposal in light of the above exercise, including costs of obtaining data.
- (d) Make recommendations concerning the proposal or a modification thereof, considering necessary phasing of research and the need for a multi-year project.

The working group met on November 1 and on December 5. A list of participants is attached (Appendix 1). This report presents the findings of the group.

The group concluded that the lack of knowledge of Bering Sea herring stocks fell into four general categories: abundance, identification of stocks, distribution of stocks and stock-recruitment relationships. Some of these topics were previously addressed in a document prepared by Council staff and the Herring Plan Development Team (PDT) entitled "Bering Sea Herring Research Needs" which was submitted at the September Council meeting (Appendix 2).

The group agreed that the goal of the research program is generation of information on the structural makeup of the herring population, its distribution and size to allow evaluation of alternative harvesting strategies.

Research to obtain basic information can be separated into inshore and offshore components because of differences in the objectives of the research and because of the logistics of research. Inshore waters, although remote, are more accessible than offshore areas. Further, individual stocks separate on the spawning grounds and can be sampled and quantified to some degree. Offshore aggregations are difficult to locate and assess and may be a mixture of many spawning stocks. Severe winter weather and sea ice also hampers the operation of research vessels.

Inshore Research

Recent research has been primarily focused on inshore waters because of a need to obtain basic resource data for management of the inshore fishery. The Draft Bering/Chukchi Sea Herring Fishery Management Plan gives priority to subsistence and domestic fisheries in inshore areas. Foreign and domestic offshore fisheries for herring are prohibited or severely restricted.

The Alaska Department of Fish and Game (ADF&G) has been using aerial surveys since 1978 to estimate the abundance of spawning stocks of herring. The resultant biomass estimates are used for in-season management and to set annual harvest guidelines. The surveys provide the best estimates of abundance possible under current budget and regulatory constraints and technological limitations. Further research is needed to determine the accuracy of the estimates.

Data are routinely collected by ADF&G to determine basic biological parameters including length, age, growth, mortality and stock identity. The Council has contracted the Fisheries Research Institute, University of Washington to conduct scale pattern analyses on individual spawning stocks of herring. Preliminary results of the two-year study suggest that some individual spawning stocks can be identified in a mixed stock fishery. If the final report supports this conclusion, scale analysis will be an essential part of offshore stock assessment.

The ADF&G has prepared research proposals designed to improve inshore stock assessment by tagging, through the use of hydroacoustic surveys and by utilizing ultrasonic transmitters. The objectives of these proposals are

outlined in Appendix 2. The complete proposals have been provided by ADF&G to the Council and SSC.

In general, the knowledge of spawning stocks in inshore areas has improved significantly in the last 5 years. Knowledge of abundance and location of spawning stocks, age distribution, etc., of herring during the inshore spawning season is much greater than information available on the total abundance and distribution of stocks in offshore areas.

Offshore Research

Most research in inshore waters relate to spawning stocks adjacent to spawning grounds and does not address information on total abundance, migration and stock distribution in offshore areas. Research in offshore waters is difficult because the herring aggregate in offshore waters only during the winter, costs for large research vessels needed during the winter months is high, adverse weather and ice conditions limit operating time, and the vast area involved imposes difficulties in the location and assessment of herring aggregations.

In the past it has been considered difficult if not impossible to identify individual stocks in a mixed-stock aggregation.

The working group concluded that the primary objectives of the offshore research program should be:

- (1) Determine the location and range of winter grounds.
- (2) Determine the distribution of herring within the grounds.
- (3) Obtain age, length, weight, maturity, abundance indices and scales for stock distribution studies.
- (4) Estimate the general size and age-length composition of herring schools.

- (5) Investigate the diurnal distribution and behavior of herring schools within the water column.
- (6) Assess the degree of mixing with other species.
- (7) Evaluate the results obtained to determine if they can be applied to herring management.

There are several means of collecting information required to accomplish the above objectives. The committee considered four methods. They are:

1. Research program using government or chartered research vessels.

The National Marine Fisheries Service has undertaken herring research in the Bering Sea during the winter with the R/V Miller Freeman. It was difficult to locate herring aggregations in the time allotted and weather conditions restricted operations. It may be possible to successfully achieve the above objectives if 3-4 months ship time is available. Minimum costs are estimated to be \$500,000-\$750,000 per year.

2. Research program using commercial fishing vessels.

If an offshore herring allocation is granted, commercial vessels may be willing to support the research program as a condition for obtaining fishing privileges. Costs of this approach might be limited to personnel, supplies, and data processing analysis.

3. Observer program on commercial vessels.

Observers can be placed aboard commercial vessels for a relatively small cost. However, data collected are limited to samples of the catch, effort, and area of catch. There could be no directed research and there could be no control over fishing activities.

4. Combination of commercial vessels and a research vessel.

A commercial fishery may be permitted with conditions as provided in 2 or 3 above. A government or chartered research vessel would be available for structured research when herring aggregations were located by the commercial fleet, but would conduct alternative research on other species until herring were located.

The working group concluded that a combination of commercial and research vessels has the greatest potential for success. However, if funding and scheduling problems preclude the use of a research vessel, a project using only commercial fishing vessels is a viable option. Valuable information on relative abundance, distribution, and behavior could be obtained as well as fish samples for scale pattern analyses and other biological data.

The proposal by the North Pacific Fishing Vessel Owners Association (Appendix 3) is an innovative and responsible approach to the problem of conduct of research in the eastern Bering Sea. It is an example of the fishing industry's interest in the status and future development of fisheries in the eastern Bering Sea. However, the proposal would require modification in order to provide maximum information.

Prior to implementing offshore fishing the Council must allocate tonnage and approve a conditional offshore fishery. At the present time the proposed herring FMP gives priority to inshore fisheries. An apportionment to a winter offshore fishery will occur only in the event a surplus exists after all other harvests are taken into account.

Given the uncertainties of funding, research vessel availability and costs of using commercial fishing vessels, we believe the Council should proceed with a request for proposal for herring research by commercial vessels. It is unlikely, however, that such a project could be executed in 1984 because fishing vessels need more time to program fishing schedules.

The group reviewed a draft request for proposal which included an experimental design for offshore research with commercial vessels. Further work is necessary before it is ready for Council consideration. A request for proposal will be submitted to the Council at the next meeting.

LIST OF PARTICIPANTS

Donald Bevan, SSC Member
Robert Burgner, SSC Member
John Burns, SSC Member
Barry Collier, NPFVOA
Al Didier, PMT Member
Steve Fried, PMT Member
Jim Glock, PMT Member
Steve Langdon, SSC Member
Richard Marasco, SSC Member
Richard Marshall, PMT Member
Alan Millikan, SSC Member
Dennis Petersen, NPFVOA
Donald Rosenberg, SSC Member
Jeff Stephan, Council Member
Vidar Wespestad, PMT Member
John Winther, Council Member

BERING SEA HERRING RESEARCH NEEDS

Harold Lokken requested that a package of research proposals be prepared which would address the major gaps in our knowledge of Bering Sea herring. We have included a brief history of research, mostly taken from the FMP. In general, the data gaps fall into three main categories: stock abundance, migration routes and rates, and offshore distribution and mixing.

HISTORY OF RESEARCH

Herring stocks have been extensively investigated in areas where they are commercially important (Cushing 1975). Research on Pacific herring has occurred primarily in Southeastern Alaska and British Columbia (Reid 1972, Taylor 1964). Much of the life history and population dynamics of Pacific herring have been developed for these areas. In contrast, research on herring in the Bering Sea has been limited, and most has occurred within the last three years.

United States Research

In the 1880's, exploratory surveys of the Bering Sea and western Alaska were begun by various departments of the Federal Government. These surveys, which continued into the early 20th Century, generally included a naturalist or fishery biologist who noted the occurrence of herring in the Bering Sea (Bean 1887, Cobb 1907, Gilbert 1895, Jordan and Gilbert 1899, Nelson 1887, Tanner 1890).

The first specific investigation of herring in the Bering Sea occurred in the late 1920's (Rounsefell 1930). Rounsefell collected samples from the catches from Unalaska and Golovin Bay in 1928, the year that commercial herring fisheries developed at Unalaska. The Bering Sea samples were included with samples from the Gulf of Alaska for investigation of the stock relationships of Alaska herring.

After 1928, there were no US herring investigations in the Bering Sea until the advent of the OCSEAP in 1975. There had been some sporadic sampling for biological statistics by the ADF&G in the 1960's and 1970's.

Intensive investigations of the distribution, relative abundance and biology of spawning stocks in addition to the determination of subsistence use levels were begun by ADF&G in 1975 under OCSEAP in an area from the Alaska Peninsula to Kotzebue Sound. Much of this research in addition to stock identification and biomass estimates of spawning fish is being continued by ADF&G through State and NPFMC funding. The NMFS, under OCSEAP, investigated herring in Norton Sound and the Chukchi Sea and also reported on the occurrence of herring in southeastern Bering Sea demersal fish surveys (Wolotira et al. 1977, Pereyra et al. 1976). A winter hydro-acoustic survey was conducted in 1978 and 1979, northwest of the Pribilof Islands by NMFS to estimate the distribution and abundance of herring on the winter grounds.

In recent years, NMFS, first through the International North Pacific Fisheries Commission (INPFC), and later under the Magnuson Act, has placed observers on foreign vessels to monitor catch rates and to collect biological samples. ADF&G also had observers on domestic processors in the Togiak region since 1977 to collect biological data from the fishery.

Foreign Research

When the Soviet Union began fishing for herring in the eastern Bering Sea in the early 1960's, they initiated investigations to determine the extent and distribution of the herring resource. Most of the present knowledge of the offshore distribution and behavior of eastern Bering Sea herring is based on the Soviet research. Specific investigations dealt with winter abundance and distribution (Shaboneev 1965), summer abundance, distribution and migration (Rumyantsev and Darda 1970) and with eastern-western Bering Sea stock relationships (Prokhorov 1968). The main purpose of these surveys was the determination of the extent and potential uses of resources prior to commercial exploitation by the Soviet fleet.

Japanese research in the eastern Bering Sea began in the mid-1950's with limited exploratory trawl fishing. Extensive and systematic surveys of eastern Bering Sea groundfish by the Japanese were begun in 1963 by the Japan Fishery Agency (JFA), and have continued annually with the exception of 1972 (Japan Fishery Agency 1977). These surveys have covered broad areas of the continental shelf, and in some years included the shelf edge and upper continental slope. Japanese research efforts have focused on pollock and other demersal species; herring have only been noted incidentally.

The Japanese have been collecting catch and effort statistics and occasionally length frequency data from their herring fisheries since 1964. These data have been provided to the US through the INPFC.

QUALITY OF RESEARCH

The overall quality of domestic research data is fair to poor. In coastal areas, recent intensive surveys have helped to define features of spawning behavior, relative abundance, and coastwise distribution. The data on early life history, which may be a period when year-class strength could be assessed, are very weak. Individual spawning stocks have been identified along the coast, but the relationship of these stocks to the offshore fisheries is unclear due to an absence of direct data on offshore distribution and migration patterns.

RESEARCH NEEDS (summarized from Section 12.7, FMP)

Research will be required to (1) develop means of reducing the incidental catch of herring in other fisheries, (2) refine estimates of abundance and biological characteristics of stocks through resource surveys, (3) improve the capability for predicting changes in resource abundance, composition, and availability, and (4) identify the origin and distribution of stocks in offshore waters.

For purposes of conservation and harvesting efficiency, fishing methods or gear should be modified or developed which will reduce the incidental catch of herring in groundfish trawl fisheries.

Estimates of biomass of specific groundfish resources have been obtained through resource surveys using bottom trawls. However, herring are not generally available to bottom trawls and other gear and methods must be used for assessing biomass. Hydroacoustic surveys, spawn deposition surveys and aerial surveys of schooled fish are some of the methods under consideration.

Hydroacoustic surveys in the nearshore areas just prior to or during spawning are difficult due to the many widely scattered schools that are constantly moving through shallow waters. Hydroacoustic surveys are probably best conducted when herring are relatively concentrated on the winter grounds. Results of surveys conducted during late winter - early spring could be applied in time for management of the inshore fisheries. Some increased ability to identify discrete spawning stocks in the offshore survey area would also be desirable.

Aerial surveys are one of the more cost effective tools for measuring the abundance of spawning herring. However, this method is limited due to weather conditions and narrow time-area coverage. Intensive testing should be made of school distribution within a limited area to determine if surveys are more effective at particular times and to investigate the variability of schools along sighting tracks. Also, aerial biomass estimation procedures and species identification procedures should be improved.

Long-term fisheries management requires reliable forecasting of stock conditions. Until now, forecasts have been based mainly on past events, such as trends in abundance indices (catch per unit effort) and size and age composition of specific resources without any consideration of the interactions of these resources with each other and the environment. Studies need to be continued to determine for predictive purposes those factors that have major influences on the abundance, composition, and distribution of resources. Monitoring certain oceanographic and climatological conditions (temperature, currents, etc.) in both the nearshore spawning-rearing grounds and the offshore wintering grounds may be very important in understanding fluctuations in herring abundance.

There is a critical need for annual pre-recruit surveys (i.e. of young fish before they enter the fisheries) so that a measure of their abundance can be used to forecast later contribution to the exploitable stock. Assessment of pre-recruit abundance could be made of juveniles in nearshore nursery areas or at a later age in more offshore waters. The major limitation for use of this method is the virtual absence of information relating to distribution of eastern Bering Sea herring during the first two or three years of their life cycle.

Current studies in inshore waters are emphasizing the assessment of stock condition through aerial survey observation of schooled fish and age composition data collected from commercial and test fishing catches. Age composition data when collected over a number of years are indicative of the relative

strength of various year classes including newly recruited fish, and may be used to a limited degree in adjusting quotas and formulating other management measures.

Basic biological research is needed to systematically investigate population parameters, such as age-specific mortality rates, growth rates, and recruitment rates. Investigations are also needed to establish the degree of utilization of herring in the diet of marine mammals, salmon, and other predators so ecological effects of harvesting can be better evaluated.

Lastly, stock identification needs to be refined so that the distribution of stocks within the eastern Bering Sea and their frequency of occurrence in each fishery can be established.

* * * * *

WHERE DO WE GO FROM HERE?

It is apparent that in many respects we are at square one in regards to herring data. Since no offshore fisheries have been allowed since 1980 we have very little current information about offshore herring distribution. This general information must be collected before any intensive herring research can be started. The cheapest way (in terms of federal and state research dollars) would be to allow some type of commercial fishery. The Council recently received a proposal of this type from Marine Resources Company and their request for a 10,000 mt joint venture allocation.

Once basic distribution information is obtained, any number of specific sampling programs could be initiated to collect stock assessment, tag recovery, scale sample or other data.

To determine the distribution of discrete inshore stocks and the degree of mixing offshore, some form of stock identification-mark is needed. Scales provide a general identifier and may prove adequate for our immediate needs. Tags, either coded wires or external, would yield more precise data but at a far greater cost. The cost is related to the recovery or sampling program as well as the physical marking. If tags could be recovered from a commercial fishery the cost would be much less than from a directed research-type sampling survey.

The coded wire tag proposal by ADF&G does not include an offshore sampling program. That would have to be added to the \$600,000 tagging and inshore recovery cost.

Currently FRI is analyzing herring scales taken from the summer fishery near Dutch Harbor and comparing these to samples of scales from discrete inshore spawning populations. We are waiting for the results of this study and would recommend that additional studies be postponed until we review these results and determine what questions remain.

In response to Mr. Lokken's request we have prepared the following summary of studies proposed by ADF&G and NMFS. The SSC has received the complete proposals which are also available to Council members on request.

POTENTIAL PROGRAM TO FULFILL HERRING RESEARCH NEEDS

1. Allow a commercial fishery to occur offshore in such a way as to gain the maximum amount of distribution and abundance data possible. A maximum total catch could be established. This could be a 1-, 2- or 3-year program.
2. During that period attempts should be made to improve stock assessments and identification inshore.
3. A scale pattern study, using scales collected from offshore commercial catches or from fish recovered in research surveys, should be conducted to improve the precision of scale analysis techniques and to identify the contribution of discrete stocks to the offshore fishing grounds.
4. If scale analysis does not provide detailed enough information, an intensive inshore tagging program should be initiated. Tagging would probably have to occur over a period of at least two years due to the short period of availability of spawning stocks and their geographic separation.
5. Tag recovery programs, either through monitoring commercial catches, research cruises, or a combination of the two, should be initiated immediately after tagging and continue for at least two years after tagging was completed.

Research Proposals - Inshore

I. Stock Assessment

A. Coded Wire Tags

1. Objectives

- (a) determine size of Togiak stock
- (b) determine fishing mortality
- (c) determine homing and stock integrity

2. Cost \$607,500

B. Hydroacoustic and aerial surveys (inshore)

1. Objectives

- (a) estimate density of herring schools for use with aerial estimates
- (b) determine relationship between density and several environmental factors
- (c) harvest and estimate volume and tonnage of several schools and compare to hydroacoustical and aerial estimates

2. Cost \$100,000

C. Ultrasonic transmitters

1. Objectives

- (a) determine migration routes of herring entering and exiting spawning grounds
- (b) estimate residence time in the fishing district
- (c) determine environmental effects on movement

II. Migration

A. External Tags

1. Objectives

- (a) determine feasibility of large scale tagging program
- (b) determine short-term movements within spawning areas
- (c) determine distribution of tagged herring within other spawning/fishing areas
- (d) provide information on migration routes and rates

2. Cost \$86,300

Research Proposals - Offshore

To: Jim Gluck
From: Vidar Hestved
Subject: Resource assessment of herring in the Bering Sea.

In response to the Council's request for information on what research activities could be conducted to quantitatively assess herring in off-shore waters and identify the stock composition of these herring I am submitting the following potential projects and cost projections. Prior to preparing this memo I reviewed the section on research requirements (12.7) in the herring FMP and found that most of the information contained therein is still relevant. In the 5 years since this section was prepared some of the research suggested has been done or is being conducted. However, research directed toward quantifying the abundance of herring has not progressed to any great degree primarily due to the high costs and logistics involved.

The problem of stock identification is currently being addressed although not as rapidly as desired. The original proposals for stock separation called for a stepwise progression from the least cost option, electrophoretic biochemical studies, to more costly scale pattern studies and then to yet more expensive tagging studies if necessary. To date electrophoretic studies have been carried out on major stocks with the results that stocks within the Bering Sea are indistinguishable. Scale pattern analyses are now in progress and preliminary results indicate that the method may prove adequate for stock separation. If the scale pattern analysis does not prove to be feasible then tagging studies are the only remaining option for stock identification. It should be noted that a tagging study to determine off-shore stock composition will require some form of directed off-shore commercial or research fishing effort.

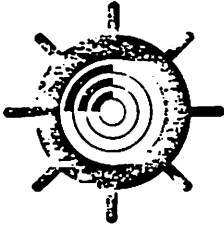
Quantification of the herring resource in off-shore waters may be rather simple and straight forward given the right conditions, but based on our general lack of knowledge of off-shore distribution and previous attempts to assess herring in the central Bering Sea this is presently not the case. Japanese and Soviet fishery data indicate that herring concentrate in a relatively small area northwest of the Pribilof Islands during the winter months. It is during this time period that the best estimates of herring abundance can be made. However, the poor weather conditions, remoteness from ports and the large area that must be surveyed requires the use of large vessels for periods of 2-3 months to insure that enough survey days are obtained to adequately cover the entire winter range of herring. Current cost estimates for a winter hydroacoustic survey are between \$600,000-700,000. The largest part of this cost is vessel charter.

The costs of a winter hydroacoustic survey can be reduced through the use of less vessel time. This could occur through fortuitous good weather coupled with the rapid discovery of major herring concentrations. Unfortunately, the likelihood of this occurring is remote as past attempts at winter herring assessment were unsuccessful due to many survey days being lost to weather.

Vessel days and costs can also be reduced by conducting preliminary studies into the distribution and behavior of herring on the winter grounds. Such studies are needed to ascertain whether or not a hydroacoustic survey is even feasible. Questions that need answering are what is the diurnal behavior of schools, what is the variation in school sizes, what is the distribution of schools and/or concentrations within the winter grounds, are concentrations purely herring or are schools associated with other species such as pollock. Acquisition of this information could lead to survey designs which would utilize less vessel time.

Preliminary biological and distribution studies could be conducted in two ways, either using a research vessel or utilizing time on a commercial fishing vessel in conjunction with a fishery. Employing a research vessel would require a minimum of 30 survey days with an associated minimum cost of \$150,000-200,000. Additional to the monetary costs of the survey would be the diversion of funds or vessel time from other projects such as Bering Sea pollock unless supplemental funding is granted. Costs involved in preliminary studies conducted on a fishing vessel would be limited to personnel and equipment costs and possibly some charter or fuel costs for major diversions of the fishing vessel from fishing.

SEP 26 1983



North Pacific
Fishing Vessel
Owners' Association

September 21, 1983

Jim Branson
Executive Director
North Pacific Fisheries Mgmt. Council
P.O. Box 3136 DT
Anchorage, AK 99510

NPFVOA HERRING PROPOSAL

Recent evidence from the annual NMFS Bering Sea bottom trawl survey demonstrates that the abundance of herring has increased to higher than recent levels of abundance. Analysis of the trawl survey data produced a biomass estimate of that portion of the herring resource available to this bottom trawl gear of 33,000 metric tons to 110,000 metric tons. Considering that herring is an off-bottom species and therefore is not completely available to bottom trawls, the actual biomass of herring in the eastern Bering Sea must be substantially greater than the above estimate generated by the trawl survey.

Based upon the information cited above, it seems reasonably clear that the Bering Sea herring resource is presently underutilized. The North Pacific Fishing Vessel Owners' Association feels strongly that an offshore food herring fishery is justified. Therefore we request that the North Pacific Fishery Management Council and the National Marine Fisheries Service authorize an offshore winter Herring Research/Experimental Production Project at the level of 10,000 metric tons for the period January to April 1984 in the eastern Bering Sea.

We would propose that the project be organized along the following lines:

A) A project committee should be established comprised of NPFVOA executives, owners of U.S. harvesting vessels, Pribilof Islands interests representatives of domestic processors who will process and market the herring, and fishery research and management specialists from State and Federal agencies. This committee would be responsible for establishing the experimental design, delineating the logistical responsibilities and cooperatively developing a research format so that the objectives of the project can be accomplished.

B) This will undoubtedly be a totally domestic operation, U.S. harvesters, U.S. catcher-processors, and U.S. shore-based processing facilities will be engaged. The primary objectives of the project will be to:

1. More equitably allocate and more fully utilize for food purposes the herring resource of the eastern Bering Sea and the U.S.A. Fishery Conservation and Management Zone;

2. Expand market opportunities to U.S. fishermen for underutilized species such as Pacific herring and allow the domestic industry to itself test the economic viability of an offshore fishery for food herring;

3. Begin to provide the management agencies with additional and critically needed information on the abundance, distribution, age composition, and behavior of Pacific herring.

Biologists of State and Federal agencies as well as biologists from the private sector have suggested the types of useful information to be generated from such a research/experimental production project and how that information could be used. They include:

1. Age composition and population structure of the eastern Bering Sea herring stocks;

2. Relative abundance indices of the various year classes presently comprising the population;

3. Relative abundance and maturity data on younger age groups which are only partially recruited to the roe fishery;

4. Distribution data on the herring resource and stockmixing or segregation, including possible mixing with western Bering Sea stocks;

5. Spatial relationship between herring and the other pelagic resources in this area;

6. Oceanographic factors influencing the offshore distribution of herring during winter;

7. Schooling behavior of herring;

8. Acoustic signatures of herring relative to other midwater species in this area at this time;

9. Food habits of wintering herring concentration for use in Bering Sea biomass modeling efforts.

We would expect that an agreement would be signed within the project committee whereby the boats in our Association would obligate themselves to provide the specified services and vessel time as agreed upon with the research personnel. A primary vessel offered within the context of this project will be the AMERICAN NO. 1. As a catcher/processor this

ship will be able to maximize its time on the fishing grounds. The AMERICAN NO.1 together with the other vessels participating in this project would accept for use the various sampling and testing equipment such as XBT, CDT and hydroacoustic assessment equipment as requested by the biologists.

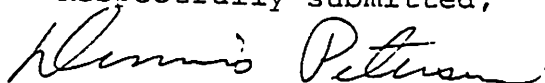
It is expected that 90 days of vessel time would be available in this fishery, unless the target of 10,000 metric tons was reached beforehand. We have had preliminary discussions with some of the companies which operate shore processing facilities in the Bering Sea region. They have expressed an interest in developing a winter food herring fishery. We would expect them to join this project with enthusiasm.

No funding of any sort is being requested for this project. The various survey and sampling efforts would be pursued as an integral part of our experimental production fishery. The various research agencies themselves would be responsible for supporting their own personnel, including their specific catch sampling and data analysis requirements.

The design of this research/experimental production project incorporates many of the thoughts and requirements expressed by agency biologists who participate in the management of the Bering Sea herring resource. Our Association is confident that we and the fishermen who join the operation could cooperatively and successfully work with the biologists responsible for the details of design and implementation of the research program.

We are ready to begin work on this project immediately. We seek Council endorsement. If it is granted, we firmly believe that the additional steps necessary to implement this cooperative venture can be and will be accomplished to the benefit of all concerned with the rational management and utilization of the Bering Sea herring resource.

Respectfully submitted,



Dennis Petersen
President
NPFVOA

cc: Lucy Sloan, National Federation of Fishermen
Bob McVey, National Marine Fisheries Service
William Gordon, National Marine Fisheries Service

REPORT TO THE ALASKA BOARD OF FISHERIES

An Overview of King and Tanner Crab Management
March, 1984

Introduction

In the last five years, the Alaska king crab fishery has experienced both record high and record low harvests. The Tanner crab fishery has suffered a similar though less dramatic fate. Last fall, former major king crab production areas, such as Kodiak and Bristol Bay were not opened to commercial fishing because of extremely low stock levels. The resultant effect of reduced crab harvests has had a major impact on all sectors of the industry and upon the communities which rely heavily on successful crab fisheries. Large fleets and increased effort in the few remaining crab fisheries have put additional pressure on the target fishery and increased the management risks of conducting fisheries at stocks at low levels.

In the past year, the division began an indepth review of the existing management and research programs as well as board policy guidance to the staff. Numerous regional reviews culminated in a division level king and Tanner crab workshop held during January, 1984. The division is in the process of finalizing a public report of this meeting. A major component of this review, analysis of the division's research programs, is still ongoing and will be reported at a later date. This report presents an overview of the discussions and concerns for management of king and Tanner crab under severely reduced population levels.

Certain management and board policy changes are recommended to clarify what minimum biological requirements are needed to provide for the conservation and management of these valuable resources. The report is intended as an overview of the statewide fishery and does not present detailed information. Specific detail is available in the individual area management reports.

The Fishery Status

The king and Tanner crab fishery is generally in very poor condition statewide. The decline in harvest has been precipitous. As recently as the 1980-81 season, king crab harvests peaked a 193 million pounds; Tanner crab peaked at 131 million pounds the preceding year. During the 1983 fishery, the king crab harvest declined to 26 million pounds, and the Tanner crab fishery to 61 million pounds. The low harvests have been the result of reduced population levels which, generally, have experienced successive years

of poor to failed recruitment. In the near term, further declines in harvest are expected. Harvests over the long term are uncertain.

The king crab stocks have been particularly hard hit. In most crab fisheries, successive poor or failed recruitment have lead to historically low abundance levels. Record low stock levels in former major production areas have necessitated pre-season management closures in order to protect stocks from further declines.

Staff concerns over the reproductive integrity of the stocks forced these closures. Minimum spawning population requirements are being defined for the Bristol Bay and Kodiak areas, and this information is being extrapolated to other fisheries where spawning population requirements are poorly defined. Such definition is necessary to prevent fisheries from driving the stocks below levels which will impede stock rebuilding.

Statewide Tanner crab stocks are significantly reduced, but generally the stocks do not have the dire problems of the king crab resource. Low stock levels and poor recruitment appear to be the rule in most areas; however, there are several bright spots. Tanner crab production in the Kodiak area is at moderate levels. Moderate abundance levels are also indicated for Cook Inlet, Southeastern, and the Bering Sea opilio Tanner crab stocks.

The reasons for the crab stock declines are not well understood. In recent years, environmental conditions have changed, including documented increases in ocean temperatures. The observed temperature changes are within the known temperature regime in which king crab live. Predator populations have increased and several diseases have been identified in both king and Tanner crab. It is unknown whether the diseases have always been present in the population, or whether the disease incidence is more prevalent at low stock levels. The present data is simply not complete enough to quantify any of the above factors, and may never be without dramatic increases in research over a significant time period. If the funds are committed for these types of basic research programs, then it may be possible to better anticipate population changes. Advance warning may allow for better management and industrial planning to respond to these impacts.

On a more promising note, management may be able to respond to still other causative factors, which are assumed to contribute to stock decline. Establishing minimum spawning population requirements and limiting incidental harvests of crab in other fisheries, will likely improve stock rebuilding potential. Many of these factors are likewise poorly understood and will require additional research. It

is known, for instance, that female stock levels in several fisheries, where abundance estimates are made for females, have shown dramatic declines which parallel declines observed in the male portion of the stock. Commercial fishing undoubtedly has had an effect on reducing the legal male portion of the stock, but what is less understood are the effects of other factors, such as handling, on other components of the stocks. The evidence is circumstantial, but these effects may be great. We know that in the Bering Sea crab fishery, 1.6 king crab are also captured and subsequently discarded for every legal male Tanner crab captured. We also know that large numbers of king and Tanner crab of various sizes and both sexes are being routinely harvested in the demersal groundfish fisheries. These fisheries undoubtedly have some effect, however the data necessary to quantify these effects is poor or non-existent in the domestic groundfish fisheries. Information for the joint venture and foreign groundfish fisheries are more complete and rates of observer coverage are improving.

Management Strategies

The current king and Tanner crab management policies recognize the need to maintain the reproductive integrity of the population. These policies also establish an economic goal of reducing the fishery dependence upon recruitment by harvesting only a portion of the available surplus in any given year, in order to minimize harvest fluctuations due to variable recruitment. There is a recognized loss of potential yield with this strategy. The maximum physical yield will not be achieved, because a portion of the surplus which goes unharvested dies through natural mortality before it can be harvested in subsequent fishing years. There are benefits of such a strategy, as we have recently seen. If the entire surplus of king crab, for instance, had been harvested when available, and not carried over to subsequent fishing seasons, the recent fishery would have declined at even a more dramatic rate. However, with successive recruitment failures, no management strategy will allow a continued harvest. In hindsight, the current multiple age class king crab management strategy probably delayed the inevitable crash by a couple of seasons.

Board policies for crab fishery management incorporate both conservation and socioeconomic goals. While management measures such as pot limits and exclusive registration areas have been used primarily for economic allocation, other management measures like minimum size limits and fishing seasons address both biological and economic factors. In still other management measures, the regulatory effect may change based on the population size. For example, restricting harvest to males only can be justified as a biological requirement at low or moderate population levels in order to satisfy minimum female spawning population

requirements. However, at high population levels, female crab may also be surplus to reproductive requirements and therefore available for commercial harvest if a market exists for commercial harvest.

Obviously, management options are greater at higher population levels. At current low population levels, the major management concern is to maintain adequate spawning population levels, in an attempt to rebuild in future seasons. The rebuilding process is likely to be a long term goal as crab are fairly long-lived animals. The second major concern deals with management's ability to safely conduct a fishery when a limited surplus is identified. Currently, the size and efficiency of the crab fleet increases the potential for overharvest when targeted on relatively small surpluses. Additional management measures, such as vessel or gear limitations, may be necessary in order to conduct an orderly fishery which does not run the risk of over harvest.

Management Response at Low Population Levels

The current board management directives to the staff provide for a variable exploitation rate, which is applied to the surplus male component of the population. This strategy has been incorporated into the state's fishing regulations (see 5 AAC 34.080) and the Bering Sea/Aleutian Islands King Crab FMP. Because this policy guidance was formulated when stocks were at higher levels, it is necessary to further define management intent at low stock levels in order to adequately protect the spawning population. It is prudent to define a threshold population level below which commercial exploitation must be avoided. This can be done by establishing a minimum female spawning population required to maximize recruitment.

The spawner-recruitment relationship is the relationship between the number of spawners and future recruitment to the fishery. The description of this relationship is a product of an ongoing analysis which builds on the use of additional data as each resource assessment survey is completed. The major difficulty in establishing a spawner-recruitment relationship is that a long time series of data are required. Only in the Bristol Bay area do we have enough data to describe the minimum number of spawners necessary to produce the maximum recruitment. A relatively long series of survey data for Bristol Bay currently indicates the threshold to be in the region of 30-35 million females. Actual abundance of mature full clutch females in 1983 was 10 million, much below the desired level. Because of these low levels of spawners, which could be reduced further by handling mortality, no fisheries took place in 1983. Recovery of the spawning population to threshold levels should be required for reopening these fisheries.

In other crab fisheries, data are insufficient to establish minimum threshold stock levels. Therefore, as a first approximation of establishing such levels, we propose a level of 20 percent of Maximum Sustained Yield (MSY). This level is the minimum necessary to allow a directed commercial harvest. As additional data are collected, the threshold levels will be modified through appropriate spawner-recruitment analysis. The discussion of minimum threshold requirements can be found in the area management reports.

The immediate management concern is then to establish minimum threshold population levels for individual stocks. In many of the historical fisheries, we expect the stocks to remain below these thresholds. However, once these thresholds have been surpassed, then a surplus is available for commercial exploitation. At that time, the board may wish to re-evaluate its current harvesting strategy. Certainly, economic and social goals became much more important in the allocation of this identified surplus.

The area management reports raise other issues which will be addressed. For example, in the Bering Sea and Aleutian Islands, the basic data collection necessary to manage these fisheries is becoming difficult to obtain. The former land based processing industry has moved offshore, with less than 20 percent of the catch being delivered to Dutch Harbor. Placing adequate personnel aboard individual floating processors and catcher/processors has been difficult because of inadequate funding levels. The department is considering legislation to address this difficult problem.

Public Testimony

AGENDA D-2 King and Tanner Crab

Alvin Osterback, Chairman, Sand Point Advisory Committee. The Sand Point Advisory Committee rejected the proposal for management of crab by size, sex and season because of the resulting increased handling mortality rate. The Sand Point Advisory Committee submitted the proposal to open all "J" districts concurrently to help prevent a large build-up of vessels in one area. The Committee also opposed the repeal of super-exclusive registration for the Chignik/Sand Point areas. Stocks are down to such a point that it is important to protect stocks for the local fishermen. The Sand Point Advisory Committee also opposed the proposal to allow additional fishing time for vessels who have given aid to vessels in distress.

Mr. Osterback said that the Sand Point Advisory Committee has always opposed bottom trawling in their area; their main objective is to protect the crab stocks.

Barry Collier, Dennis Petersen, and Arnie Aadland, North Pacific Fishing Vessel Owners' Assn. NPFVOA feels that a new management regime for crab should be considered. They do not feel that recruitment would be hindered under the 3-S management regime and suggested a two-year trial period to evaluate this method. The Association remains opposed to exclusive registration areas and pot limits in the FCZ and state waters because they feel these are purely allocative measures with no biological or conservation reasons backing them up. They also opposed the elimination of the 116-hour bait-up period for safety reasons.

The Association felt that the proposal to allow additional fishing time for vessels that aid distressed vessels did not provide for adequate enforcement and should be more explicit about the procedures required.

Barry Collier said that they feel there is not enough data at this time to support the proposed trawl closure. There are several reports due to be released soon which may affect Council/Board decisions on this matter. They would support observers on domestic vessels to determine specific areas of high concentrations of prohibited species. These areas could be closed if data supported a closure for conservation reasons. Also supports the availability of statistics to all management agencies on a timely basis.

Dave Herrnsteen, Fisherman, Kodiak. He's opposed to 3-S management because of the increased handling mortality and danger to rebuilding stocks. He also felt that the 5-day bait-up period wouldn't work in Kodiak because of price negotiations. Mr. Herrnstee also did not agree with the proposed trawl closures to protect king crab; he felt it was not fair to close all areas because of problems in some.

Oliver Holm, Kodiak Advisory Board. The Kodiak Advisory Board recommended rejection of the 3-S management proposal because of the higher biological risk in managing the fishery. The Advisory Board also rejected the proposed 5-day bait-up period and voted to support the repeal of the super-exclusive area for Chignik/South Peninsula and the proposal for make-up fishing time for aiding vessels in distress. They supported the concurrent season openings for District J and supported the 200-pot limit now in effect in Kodiak.

The Advisory Board voted to support the trawl closure, but suggested that the areas concerned have a permit system so that areas could be open by permit only. Vessels could go into an area by permit and if they demonstrated that there was not need for a closure, they could remain.

David Harville disagreed with Mr. Holm's statement that the Advisory Board voted in favor of the proposed trawl closures. He said he thought they voted against the proposal.

Paul Gronholdt, Peninsula Marketing Assn., Sand Point. He thinks the conflict between federal and state management is going to be a continuing problem in Alaska. The original request for the exclusive registration areas was to protect areas for smaller, less mobile, local boats. This year, 85% of the boats in Kodiak were local and they still were not as profitable as they need to be to make a living. Mr. Gronholdt said he is not in favor of the 3-S management system, but is in favor of multi-species management. He also testified against the bait-up period proposal.

David Harville, Alaska Draggers Assn. Mr. Harville first read a letter into the record from Oral Burch, Kodiak. Mr. Burch told Board and Council members that there is no biological reason or proven facts to support the proposed trawl closure around Kodiak and that if it was passed there would be serious harm done to the shore-based operations in the State.

Mr. Harville also opposed the trawl closure stating that there are no biological reasons for doing so. He urged the Board to recommend observers get incidental catch data from all fisheries.

Al Burch, Alaska Draggers Assn. Mr. Burch is also opposed to the proposed trawl closure saying that the data used is not based on any trawl data from the trawl fleet. Many of the problems in the fishery are being worked on by industry groups--prohibited species, gear modification, joint venture guidelines, and management should not take this sort of action without waiting for results of these studies.

Barry Fisher, Highliner, MRC fleet. He is against the trawl closure proposal as written. Closure of discrete areas where data show a need would be acceptable. He feels ADF&G did not look at economic data, analyses, and current work on incidental catches, etc., before developing this proposal. He has 20 years' worth of logbooks that show that the incidental catch of crab is insignificant in the areas being discussed.

Phil Chitwood, Marine Resources Company. They are also concerned about the incidental catch, but the proposed trawl closure area is too wide and includes the area where their yellowfin sole joint venture takes place. They have four years' of observer data available for the area. Of 19,000 mt of groundfish taken in the Aleutian Islands area, only 1.3 ton of king crab were taken.

Dennis Petersen, Ocean Spray Fisheries. Industry is working on the incidental catch problem. They all agree that some method is needed to gather good statistics. They would support closures of areas where data indicates the need for them. Observer coverage on domestic boats is important although he doesn't think 100% coverage is necessary.

Bernie Burkholder, North Star Seafoods. The proposed closures would cause problems for him because he ships fresh product. This type of closure would eliminate shoreside development in Kodiak. Gathering data is the most important thing at this point and this couldn't be done if the area was completely closed. A standardized data gathering system needs to be developed by state and federal agencies.

Mickey Serwald, Alaska Draggers Assn. Mr. Serwald read a letter from the Kodiak Chamber of Commerce into the record. The letter supported effective development and management of fisheries, but felt that the proposed trawl closures are not based on sufficient data and they opposed it as currently written.

Mr. Serwald said the Alaska Draggers Assn. also opposes the proposal as written. Their organization is totally committed to an observer program that would provide needed data.

Bill Alwert, Gary Painter, Ted Painter. The potential exists to further decimate the crab fishery. Mandatory observer and logbook programs for domestic vessels might be the answer to gather data to solve the problems of the fishery. Gary Painter suggested that critical areas be defined and only those areas closed.

Vern Hall, Kodiak. He is more worried that there will be regulations that will eliminate efficient trawls through gear designs rather than closures. By-catches in the Bering Sea were alarming, but industry is working on the problem by themselves.

Oscar Dyson, Kodiak. He doesn't agree with forcing closures on one fishery based on a fear of what might happen to another. Research and development must determine what incidental catch rate is feasible for all concerned.

DRAFT

5AAC 39.xxx, BOTTOM TRAWL FISHERIES MANAGEMENT PLAN.

(a) The Board of Fisheries and the Department of Fish and Game are concerned about the by-catch of fish, particularly crab and halibut, by bottom trawl gear used to harvest bottomfish. King and Tanner crab populations in most areas of the state are either depressed or declining and are in need of protection from man induced mortality if they are to be allowed to rebuild to levels that will allow future harvests. Halibut populations, while high, are fully utilized in directed fisheries and any additional harvest by nondirected fisheries may increase exploitation rates above those used to maintain a sustained harvest level. There is an indication that bottom trawl gear may, at certain times and in certain locations, inflict unacceptable mortalities on these nondirected species. Since there is not at this time enough data available to quantify the affects of bottom trawl fisheries on nondirected species, the board adopts this plan as a means of ensuring that the data can be obtained.

(b) The department may require that owners or operators of bottom trawl fishing vessels being operated in waters west of the longitude of Cape Fairfield:

- (1) report locations of their operations to the department;

- (2) complete and submit to the department written information on their fishing operations;
- (3) allow representatives of the department to be placed on board their vessels to observe and collect information on the fishing operations; and
- (4) abide by any other requirements the department determines are needed for the conservation and development of fishery resources.