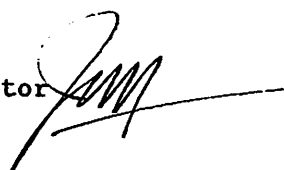


Agenda Item VII-1
August, 1979

MEMORANDUM

DATE: August 20, 1979

TO: Council Members, Scientific & Statistical Committee and
Advisory Panel

FROM: Jim H. Branson, Executive Director 

SUBJECT: Revisions in the Bering Sea Groundfish FMP

COUNCIL ACTION

Approval of two amendments: one dealing with DAH, the other with a salmon savings time and area closure.

BACKGROUND INFORMATION

DAH Amendment

The Secretary began her 60-day review of the Bering Sea/Aleutian Island Groundfish FMP on April 23rd, 1979. By letter of July 11th we were informed that the NOAA fishery policy group recommended disapproval of the plan because they felt the DAH estimate was too high and we did not adequately assess relevant factors when deriving DAH. On July 17th I wrote to NMFS, Washington requesting an extension of the Secretarial review period so that the Council could consider amendments to rectify their concerns. I had hoped that we would have the results of the 1979 processor survey in the Bering Sea available for this meeting but that information is not yet available. However, using the existing plan and new estimates from joint venture processors for the Bering Sea next

year, we have drafted a set of amendments that should adequately respond to Washington's concerns. Those concerns and the suggested amendments are as follows:

1. Estimates of domestic annual harvest (DAH): NMFS was concerned that DAH was set too high at 24,600 metric tons.

Since we have been unable to complete a new processor survey for the Bering Sea, it is necessary to use the original survey which produced the figure of 24,600 mt. In addition to that amount (now called DAP), we felt that it was necessary to include the catch for bait and subsistence in the Bering Sea, and estimated it at 1,500 tons (now DNP). A phone canvass of the two active joint venture participants developed a estimate of 104,600 metric tons for their operations in the Bering Sea next year (now known as JVP). Combining DAP, DNP and JVP to get DAH the figure is 130,700 metric tons (errata pages A59, A59a, A59b).

In order to facilitate adjustments in DAH or its components, a new Section 12.2, Expected Domestic Annual Harvest, has been written providing for adjustment or release of DAH by the Secretary after consultation with the Council (errata pages 150, 150a). The method provides for assessment at least two times during the plan year, preferably in the sixth and eighth months, of production by U.S. fishermen and processors to date, current fishing and production activity and projections for additional production during the remainder of the year based on demonstrated capacity both in the processing and harvesting sectors.

Reserves were retained at the same amount as in the original draft, 5% of each species' OY. The release mechanism for reserve is already established.

2. Adequacy of the FMP in relation to P.L. 94-354. Washington's contention was that the necessary basis for future joint ventures had not been made and that the plan does not specify the data to be submitted by processors as required by P.L. 95-354.

The provision for joint ventures is included in the previously discussed amendment recommendation with the establishment of a category (JVP) within DAH for joint ventures and the identification of 104,600 mt for that purpose.

The reporting requirements can be addressed by including two new paragraphs in Section 14.3.1.6 (errata page 157). The drafted paragraphs are very general in nature; the Council may wish to add further language to control the regulations for reporting to the same general categories as proposed in the regulations developed by the Alaska Region, NMFS. Their proposed regulations say 'that in response to written surveys to be conducted by the Regional Director semi-annually, or more frequently when necessary, U.S. processors must report the following information: (1) changes in the capacity of plants, (2) changes in the availability of groundfish by species, (3) changes in market demand, if known, (4) changes in expected utilization of processing capacity or expected purchases of groundfish by species for the subsequent 12 month period, and (5) changes in other factors that the buyer or processor believes relevant to the accurate determination of domestic annual processing capacity (DAP).'

The NMFS regulations also require the owner or operator of any fishing vessel of the United States which delivers groundfish to foreign processing vessels to, in response to surveys to be conducted by the Regional Director semi-annually, or more frequently when necessary, report the following information: (1) changes in the number and capacity of vessels of the United States which harvest groundfish to be delivered to

foreign processing vessels, (2) changes in expected regulatory areas of operation, (3) changes in the foreign processing vessel to which deliveries are expected to be made, (4) changes in groundfish quantities and/or species expected to be delivered in the subsequent 12-month period, (5) changes in other factors the owner or operator believes relevant to the accurate determination of joint venture processing capacity (JVP).

- (a) DAH equal to DAP. A specification in the original draft, again this has been rectified by the changes in the definition of $DAH = DAP + DNP + JVP$.
- (b) Reporting requirements of P.L. 95-354. Rectified as described in subheading 2.
- (c) Section 14.3.2.3 A (i) of the Council's plan prohibits 'fishing' within 12 miles. Washington is concerned that the prohibition would also apply to joint venture processors and would not allow them to come within 12 miles. They suggested that we change 'fishing' to 'harvesting'.

We have rewritten Section 14.3.2.3, Area Closures (errata page 157) to allow foreign processing ships receiving fish from American fishermen to work to within 3 miles of the beach. The amendment would not allow them to receive fish from foreign catcher vessels within 12 miles of the beach.

- 3. The ABC/OY for "Other Species" is set so low that it may constrain foreign fishing for target species. Washington wants the OY either raised or better justified.

They may have a good argument on this one. After conferring with Bert Larkins and studying the plan it appeared reasonable

to raise OY for "Other Species" to 5% of the OY of specified species rather than 4% as in the original plan, raising it to 72,249 mt from 55,500 mt (errata page A55).

In addition, we recommend changing Section 11.0, Optimum Yield (OY), as shown in errata pages 140, 140a, 140b and Appendix VI. That amendment establishes a fourth category "Non-specified Species" which would eliminate a lot of the odds and ends from the "Other Species" (including Rattails). The OY for this category would be that amount which is taken incidentally while fishing for target species whether they are retained or discarded. No record of catch would be necessary.

Salmon Savings Time/Area Closures

The problem of the incidental catch of salmon by high seas foreign trawlers has been raised repeatedly at Council meetings during the past year. Data used to support this problem are as follows:

1) 1977 Observer Data. In September, 1978 R. Nelson and R. French (NMFS) submitted the results of the 1977 cruise voyages. For an 8 month fishing season, February to April and August to December, a total of 47,814 salmon were caught, an average of one fish per metric ton of catch with a maximum of 1.8 fish per metric ton by a Korean trawler in October. Ninety-one percent were chinook with an average weight of 4.29 kilograms. Nine percent were chum salmon. The incidental catch rate for Japan was highest in December and January, the Korean in October and November: the incidental catch rate for the U.S.S.R. was generally low (see Table 1).

2) 1978 Observer Data. Data from the observer sampling program in 1978 has just been made available by NMFS. This data will be presented orally by Bert Larkins to the SSC and the Council.

3). 1979 Observer Data. The preliminary 1979 data from observers returning from January, February cruises shows high incidents of salmon on three Japanese vessels. The average catch rate was one salmon per metric ton of catch with a maximum of 2.2 per metric ton. The chinook averaged about 2.1 to 2.9 kilograms each. No salmon were observed in the Soviet vessels' catch which was fishing just north of the Japanese.

The options for amendment for a time/area closure to protect salmon are linked to the 1979 preliminary observer data. The impacts of the proposed closures on foreign trawling are summarized on Table 3.

There are two options available to the Council:

- 1) Amend the Bering Sea/Aleutian Island Groundfish FMP by approving a specific time/area closure from among those proposed to protect salmon using the 1979 preliminary observer data.
- 2) Approve the concept of a salmon savings area and time closure and request the Plan Drafting Team to reevaluate the time/area options in light of the 1978 data as presented by Bert Larkins at this meeting.

An amendment must be passed at this meeting if a closure is to be in effect by January 1, 1980.

Attachments:

Tables 1, 2 and 3

MIH

Table 1.--Estimated incidental catch (nos. of fish) of Pacific salmon (Oncorhynchus spp.) in the Bering Sea and Aleutian Islands during 1977 by nation, vessel class, and area.^{1/}

Nation	Vessel Class ^{2/}	I	II	III	IV	Total
JAPAN	MS	274	118			392
	LST	710	13,313		0	14,023
	SST	831	8,422	222	0	9,475
USSR	LST	1	24		17	42
REPUBLIC OF KOREA	LST	8,665	15,133		0	23,798
REPUBLIC OF CHINA ^{3/}	SST	17	93			110
ANNUAL TOTALS		10,498	37,103	222	17	47,840

^{1/} The estimated catch does not include incidental catch by longline vessels due to lack of observer data.

^{2/} Vessel classes are defined as:

MS - motherships

LST - Large independent stern trawlers > 1500 tons

SST - Small independent stern trawlers < 1500 tons

^{3/} The mean incidence rate from small Japanese stern trawlers was applied to the Republic of China catch since vessels were of a similar size and fished the same areas.

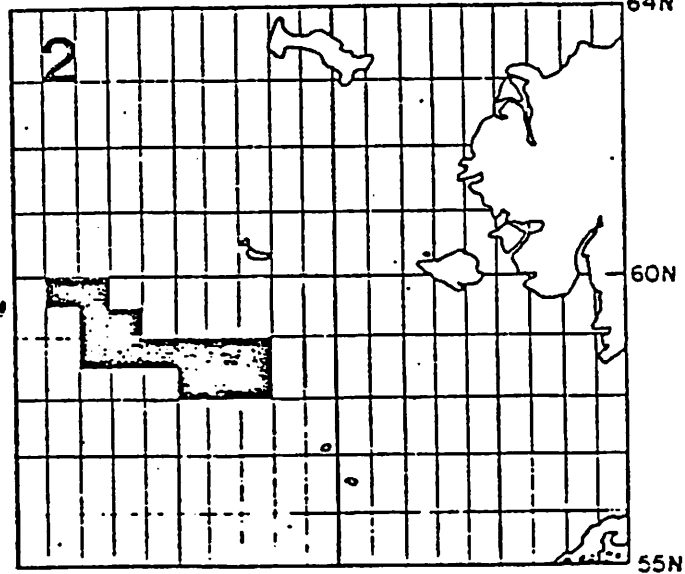
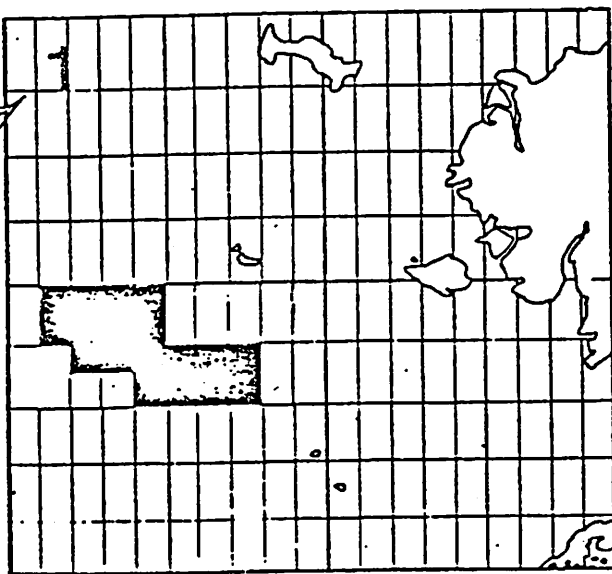
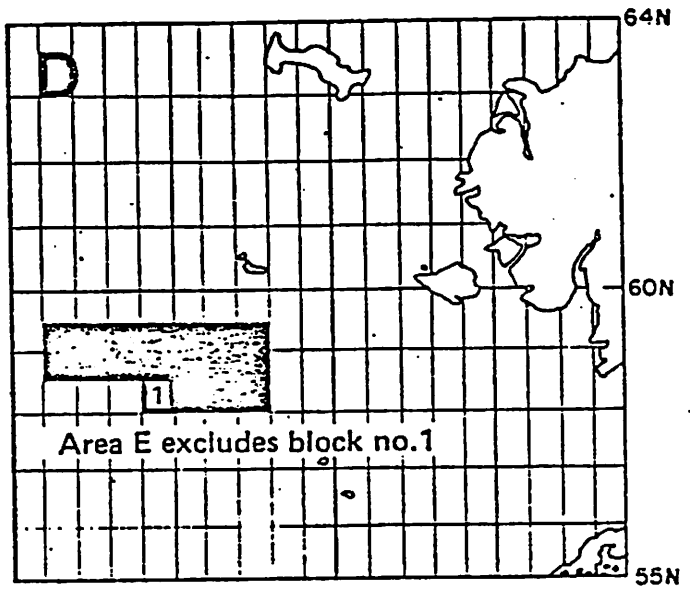
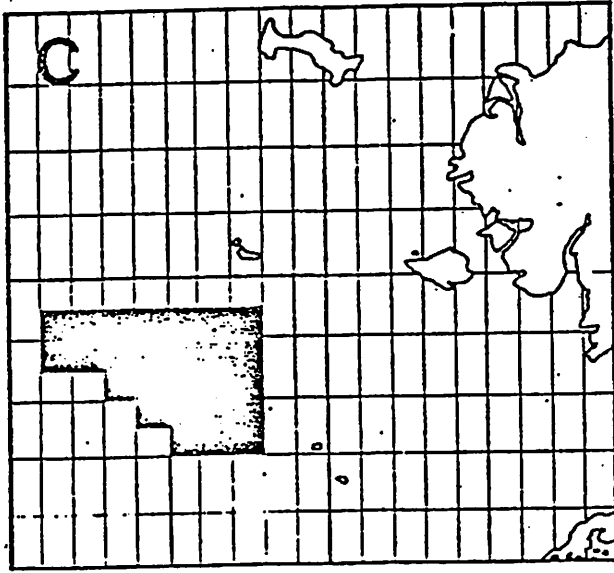


Table 2. —Six options of time-area closures in the eastern Bering Sea.

TABLE 3

EFFECT OF WINTER TIME-AREA CLOSURE TO PROTECT SALMON
(Examined 6 winter time area closures (see Figure 5))

Average Conditions
1972-77

Proposed Time-Area
Closure (and No. of
Stat. Blocks)

Impact on Salmon

Impact On Pollock

C(26)	Maximum Protection	4.2%
D(18)	Maximum Protection	3.2%
1(18)	Maximum Protection	4.5%
2(13)	Near Max. Protection	3.3%

Average 1972-77
percentage catch
of pollock in Eastern
Bering Sea.

(Note: 1972 was colder than 1977 but the coldest year was 1975)

North Pacific Fishery Management Council

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

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Post Office Mall Building



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Anchorage, Alaska 99510

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COPY

205.3

July 17, 1979

Mr. William Gordon
National Marine Fisheries Service
3300 Whitehaven Street, Page Bldg. 2
Washington, D.C. 20235

Dear Bill,

In response to your letter regarding the DAH estimate in the draft Bering Sea Groundfish FMP, the Council has requested an extension of the Secretarial review period in order to:

- a) review the results of the 1979 DAH/processor survey due in early August, and
- b) consider possible amendments addressing the concerns of your office.

I expect the Council to take final action on this issue at the next meeting, August 23-24, 1979.

Sincerely,

Jim H. Branson
Executive Director

MD



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

July 11, 1979

Jim Branson
 Executive Director
 North Pacific Fishery Mgmt. Council
 P.O. Box 3136 DT
 Anchorage, Alaska 99501

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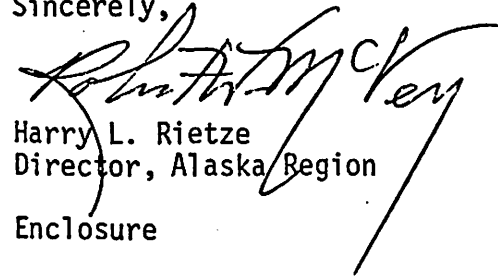
Dear Jim:

We have been asked to inform you that the NOAA Fishery Policy Group concurs with the NMFS Plan Review Division recommendation that the Groundfish Fishery in The Bering Sea/Aleutian Island Area FMP be disapproved because of the high estimate of DAH and the failure to assess adequately the relevant factors in deriving DAH. Attached for your information is a brief Plan Review Division analysis outlining the deficiencies in the assessment and specification of DAH and other problem areas.

The Council could consider three procedural alternatives for dealing with the problem areas: (1) withdraw the FMP and make appropriate changes; (2) request the Secretarial review be delayed pending submission of amendments to or additional information justifying the FMP; or (3) wait for final disapproval of the FMP. Of the three alternatives, delay of secretarial review (alternative 2) is the least burdensome. Considering this letter as official notice of intention to disapprove the FMP, alternative 2 would be in line with the direction the Council gave at its June meeting.

If we can be of any assistance in assembling information or in preparing documentation to justify the DAH specified in the FMP, please do not hesitate to call upon us. We can elaborate further on this at the next Council meeting; however, the attached information is quite clear. I'm sure that in your discussions with Central Office personnel during your recent trips to Washington D.C. you have been well informed of the concerns regarding this FMP.

Sincerely,

for 
 Harry L. Rietze
 Director, Alaska Region

Enclosure

COMMENTS ON THE FISHERY MANAGEMENT PLAN FOR THE
GROUNDFISH FISHERY FOR THE BERING SEA/ALEUTIAN ISLAND AREA

1. Estimates of Domestic Annual Harvest (DAH):

Given that there is a reserve of fish set aside to accommodate any uncertainty in the estimates of DAH, including possible joint venture operations, diversion of effort from other fisheries, and other developments during the season, it is not reasonable to have a high initial estimate of DAH. The FMP provides no basis for the conclusion that this high level of DAH will be achieved. Rather, the inference from the historical catch data and the ^{discussion} ~~decision~~ in Section 12 of the plan is to the contrary. Thus, OY will probably not be achieved. This fatal flaw in the plan can most easily be corrected by lowering the estimate of DAH to a reasonable level based on historical catches unless there is a solid justification for having a high estimate. The reserve is available to correct for any underestimation of DAH. If the Council feels that the uncertainties are of a large magnitude, the reserve can be increased. Although the amount of fish as a percentage of OY is small in this case, the principle of correctly estimating DAH is at issue.

2. Adequacy of the FMP in relation to P.L. 94-354:

The FMP contains several flaws in relation to the specifications required by P.L. 95-354, (the so-called joint venture amendment to FCMA) although the FMP notes that there are no known plans for joint venture operations (sales at sea by U.S. harvesting vessels to foreign processing vessels). Specifically, the necessary basis for future joint ventures has not been made, the plan does not specify the data to be submitted by processors, as required by P.L. 94-365, and the management measures

would impose on foreign processing vessels conditions that would be disadvantageous to joint ventures.

A. The plan specifies that DAH is equal to domestic annual processing (DAP). Although this specification seems unusual given a large bait fishery, it would be acceptable if it were stipulated that the equality would only be true in the absence of joint venture operations. If a joint venture application were received it would be difficult to approve the application as the plan is now written because only if DAH is greater than DAP can a joint venture application be approved.

B. P.L. 95-354 requires that the FMP "specify the pertinent data which shall be submitted to the Secretary, with respect to the fishery, including...the estimated processing capacity of, and the actual processing capacity utilized by, United States fish processors." The plan should discuss ^{this} the provision of P.L. 95-354. Perhaps this data is already being collected by the State and can be incorporated in the other agreements for data collection between NMFS and Alaska.

C. Section 14.3.2.3 A(i) prohibits fishing within 12 miles. Although a prohibition on actual catching operations is clearly desired by the Council to avoid conflicts, fishing, as defined in the FCMA, would include processing at sea. This could preclude foreign vessels from receiving U.S. harvested fish within 12 miles in future joint ventures. To solve this particular problem I recommend that the Council change "fishing" to "harvesting."

3. The ABC for "other species" is set well below the "MSY" of 89,400 mt. without a rationale such as rebuilding of the stocks. Because the level of OY of 55,500 may constrain foreign fishing, the OY should either be raised or better justified. The incidental catch of "other species" in 1977 and 1978 was 5.0 and 5-8% of all other TALFFs, respectively. Even though these estimates include "other rockfish," it indicates that at a 4% incidental catch level some foreign nations might have difficulty in harvesting their allocation for "other species."

ERRATA FOR THE GROUND FISH FISHERY
IN THE
BERING SEA/ALEUTIAN ISLAND AREA

Page 140 - 11.0 Optimum Yield (OY)

- 1. Remove both paragraphs
Insert new material as pages 140, 140a, 140b.

*include non species
OY that not taken
no log report -
retain or throw back*

Page 150 - 12.2 Expected Domestic Annual Harvest (DAH)

- 1. Remove page 150
Replace with change 1, page 150 and 150a

*add 3 categories address!
DAP
JVP
DMP*

Page 151 - 13.2 Total Allowable Level of Foreign Fishing (TALFF)

- 1. Remove page 151
Replace with change 1, page 151

Page 157-58 - (14.3.1.5 Statistical Reporting Requirements)

- 1. Remove page 157-158
Replace with change 1, page 157 and insert original
page 158

*include non-
processing reports*

Page A-2 - Table I-1

- 1. Remove Page A-2
Replace with change 1, page A-2, Table I-1

*correct
Makes ABC - OY
for other species*

Page A-55 - I.11 Other Included Species ("Others")

- 1. Remove Page A-55
Replace with change 1, page A-55

*ABC is considered a
species
raises*

BS/A

Page A-58 - Annex II (Title Page)

1. Remove Page A-58
Replace with change 1, page A-58

Page A-59 - Annex II

1. Remove page A-59
Replace with change 1, page A-59, A-59a, and A-59b

derivation of DAA

Page A-60 - Annex III

1. Remove page A-60 (Table)
Replace with change 1, page A-60 (Table)

Page A-81 - (new page)

1. Add new page A-81 - Annex VI - establishing
4th category of species "Unspecified"

Page vi - (Table of Contents)

Add to page VI -

ANNEX VI -- SPECIES CATEGORIES WHICH APPLY TO THE BERING
SEA/ALEUTIAN GROUND FISH FISHERY.

11.0 OPTIMUM YIELD (OY)

There are four categories of species and species groups (Annex VI) that are likely to be taken by the groundfish fishery of this region, to each of which the optimum yield concept is applied somewhat differently:

1. Prohibited Species--those species and species groups which must be immediately returned to the sea by vessels operating in the groundfish fishery; with regard to this fishery, OY is zero. Records of catch of each species must be maintained.
2. Target Species--species and species groups which are commercially important, targeted upon by the groundfish fishery, and for which a sufficient data base exists that allows each to be managed on the basis of its own biological, social, economic, and ecological merits. A specific OY applies to each species or species group. Records of catch of each species must be maintained.
3. Other Species -- species and species groups which currently are of only slight economic value and not generally targeted upon. This category, however, contains species with economic potential or are important ecosystem components, but sufficient data is lacking to manage each separately. Accordingly, a single OY, equal to 5 percent of the combined OY's for the "Target Species", applies to

this category as a whole. Records of catch of this category as a whole must be maintained.

4. Non-specified Species--species and species groups of no current or foreseeable economic value and which are taken by the groundfish fishery only as an accidental bycatch to target fisheries. Virtually no data exists which would allow population assessments, but occasional records from U.S. observers aboard foreign vessels and from U.S. research vessels show no noticeable decline in abundance. The OY for this category is that amount which is taken incidentally while fishing for target species, whether retained or discarded. No record of catch is necessary. (Note: If observer or enforcement records show that any species in this category is being actively targeted upon or that the abundance of any species is becoming substantially reduced, that species will be transferred to either the Target Species or Other Species category and subject to an absolute OY.)

With the expectation over the near term of only a modest domestic involvement in this fishery (see Section 12.0 below), and having identified no social or economic reasons for reducing the yield of stocks in this fishery below ABC, Optimum Yield for all but the "Non-specified" species will be considered equal to ABC, as shown in Annex I.

It should be noted, especially by foreign participants in the fishery, that such economic factors as higher catch rates or greater average size

BS/A

than can be expected when production is at the level of ABC, or limited seasonal availability to this fishery by domestic fishing vessels could be introduced as OY considerations if they are considered necessary for U.S. fishery development, and can be shown to not have an unreasonable impact on the U.S. consumer.

140b

Change 1
8/24/79

12.2 Expected Domestic Annual Harvest (DAH)

Expected domestic annual harvest (DAH) is the estimated portion of the U.S. groundfish harvest which will be utilized by domestic processors (DAP), the estimated portion which will enter non-processed markets (DNP) and the estimated portion, if any, delivered to foreign processors (JVP) which are permitted to receive U.S. harvested groundfish in the Fishery Conservation Zone.

U.S. groundfish processing capacity is currently estimated to be 54,350 metric tons annually (Section 12.1.1). U.S. commercial fishing fleet capacity is currently estimated to be 156,518 metric tons (Section 12.1.2). Neither of these estimates, however, allow a projection of the domestic intent to catch and process except to define physical maximums. In order to estimate DAP all processors located in or adjacent to this region were surveyed to determine their specific plans for handling groundfish during the plan year. The results of this survey are given in Annex II.

Non-processed fish (DNP) is derived from estimates of the quantities and species of groundfish that enter non-processed fish markets. The principle utilization is for pot bait in the crab fisheries with lesser quantities used as bait in the longline fisheries. Minor quantities are used in this region for direct household consumption (subsistence fisheries). Determination of DNP is based on reported sales, interviews with fishermen who utilize groundfish catches for bait and surveys of communities in the region whose inhabitants utilize groundfish for direct consumption. Projected utilization in the plan year takes account of changing demands related to changes in magnitude of the crab fisheries, the primary users in this category.

JVP is the U.S. harvested portion of the OY in excess of the capacity and intent of U.S. processors to utilize or for which actual domestic markets are not available that will be delivered to foreign processors

who are authorized to receive such U.S. harvested fish in the Fishery Conservation Zone. Estimates of utilization in this category are derived from surveys of the companies who intend to have joint venture operations in the Bering Sea during the plan year. The results of that survey are given in Annex II.

Since estimates of future production by processors are made without benefit of any previous processing or harvesting experience in this fishery it is difficult, if not impossible, for them to be completely accurate. It is generally recognized by those processors making the estimates that their figures are optimal and based on assumptions that frequently may not materialize. Machinery or installation delays, changes in markets, better than normal alternative fisheries for the fishing fleets (or processors) may all effect their actual production. Therefore, a DAH reassessment system and release mechanism is established through this plan and by regulation to allow adjustments in DAH during the plan year.

Periodically
At ~~at least two points~~ during the plan year, ~~probably in the sixth and eighth months~~, production by U.S. fishermen and processors shall be reassessed based on:

1. production to date during the year;
2. current fishing and production activity; and
3. projections for additional production during the remainder of the year based on demonstrated capacity, both in processing and harvesting sectors.

Releases from DAH to TALFF shall be made by the Secretary after consultation with the Council. No release or transfer shall be made if such release is likely to have an adverse biological, economic or social consequence.

13.0 ALLOCATIONS BETWEEN FOREIGN AND DOMESTIC FISHERMEN

13.1 Reserve

As mentioned in Section 12.2 and Annex II, U.S. participation in the fishery in the near future is expected to consist of a relatively modest catch for crab bait and limited pilot efforts for foodfish production.

In order to prevent OY's from being exceeded without preventing unexpected domestic fishery development; i.e. an unanticipated increase in U.S. catching capability and intent, 500 mt or 5 percent of the OY (whichever is the greater) of each species will be held in reserve for allocation late in the year on the basis of domestic need. Specific reserve amounts are shown in Annex III.

Unless specifically withheld by the NMFS Regional Director acting with the advice of the Council, up to 25 percent of the reserve of each species will be released to TALFF every two months, beginning with the end of the second month of the fishing year, with the intention that by the end of the eighth month of the fishing year, all of the reserve will either be made available to foreign fishermen or reserved for domestic use.

13.2 Total Allowable Level of Foreign Fishing (TALFF)

The initial TALFF for each species will be determined by the equation $TALFF = OY - DAH - RESERVE$. TALFF may increase during the year as reserves are apportioned between domestic and foreign fishermen or, if after reassessment during the year it is found that not all of it will be used by U.S. processors and harvesters, DAH may be released to TALFF. Initial TALFF's are shown in Annex III. The estimation of DAH is shown in Annex II.

Annual data compilations, in the above format, should be available to the Secretary by May 31 of the following year. In addition, preliminary catch data -- by species and by major statistical area (i.e. Areas I, II, III, IV) -- should be compiled by month and made available to the Secretary by the end of the following month.

Arrangements, including financing and schedule of implementation, for the collection, compilation, and summarization of these fishery data will be developed through consultations between officials of NMFS, State of Alaska, and other states in which landings of catch from this fishery are likely.

(B) Processor Reports

All processors of groundfish and those buyers of groundfish whose purchases enter non-processed fish markets, except fishermen buying for their own bait needs, shall report information necessary for periodic reassessment of DAP. The regulations implementing this plan specify the information to be reported and the time schedule for reporting.

(C) Joint Venture Reports

Persons delivering U.S. caught groundfish to foreign processing vessels shall report information required for periodic reassessment of that portion of the DAP to be delivered to foreign processors (JVP). The regulations implementing this plan specify the information to be reported and the time schedule for reporting.

14.3.1.6 Limited Entry

Implementation of a limited entry program will not be necessary for this fishery during the first few years that it operates under this plan. However, a limited entry program should be designed by the Council during the early stages of domestic fishery development so that it can be implemented well before the time that the fishery becomes fully or over-captitalized.

14.3.2 Foreign

14.3.2.1 Permit requirements

All foreign vessels operating in this Management Unit must have on board a permit issued by the Secretary of Commerce. Required by FCMA.

14.3.2.2 Prohibited species

No retention of salmon, steelhead trout, halibut, or Continental Shelf Fishery Resources to prevent covert targetting on species of special importance to U.S. fishermen.

14.3.2.3 Area closures

A. General

- (i) No harvesting year-round within 12 miles of the baseline used to measure the territorial sea except in the western Aleutian Islands as described in Appendix III. To prevent conflicts with U.S. fixed gear and small inshore fishery vessels and to prevent catch of localized inshore species important to U.S. commercial and subsistence fishermen. If joint venture operations are permitted foreign ships receiving fish from American fishermen may operate to within three miles of the baseline used to measure the territorial sea. However, when operating within that area between 3 and 12 miles of the baseline used to measure the territorial sea such foreign processors may not receive fish from foreign fishing vessels.

Table I.1--MSY, EY, and ABC Values for Groundfish in the Bering Sea/Aleutian Region during 1979 (1000's mt)

Species	Sub-area <u>1/</u>	MSY	EY	ABC=0Y	(1978 0Y)	(1978-79 change)
Pollock	BS	1,100-1,600	1,000	1,000	(950)	(+50)
	AL	?	?	100		
Yellowfin sole	--	169-260	117	117	(106)	(+11)
Turbots	--	100	90-95	90	(139)	(12)
Other Flatfishes	--	44.3-76.8	=MSY	61		
Cod	--	58.7	=MSY	58.7	(58)	(+0.7)
Pacific ocean perch	BS	32	6.5	3.25	(6.5)	
	AL	75	15	7.5	(15)	
Other rockfish	--	?	?	7.7		<u>4/</u>
Sablefish	BS	11.35	3.5	3.5	(5)	(-1.5)
	AL	1.85	1.5	1.5	(1.5)	(0)
Atka mackerel	--	33	Unknown	24.8	(24.8)	(0)
Squid	--	≥ 10	≥ 10	10	(10)	(0)
Pacific halibut	--	5	0.3	<u>2/</u>	--	--
Other included species	--	89.4	89.4	74.2	(93.6)	(-19.4)
Total <u>3/</u>	--	1,702.2- 2,325.7	1,446.5- 1,484.0	1,559.23	(1,409.4)	(+149.83)

1/ BS = Eastern Bering Sea Area (Statistical Areas I, II, III combined).

AL = Aleutian Area (Statistical Area IV).

2/ Subject to separate FMP.

3/ Excluding Pacific halibut.

4/ Included under "others" in 1978.

eastern Bering Sea peaked in 1971 at about 7,000 mt but has declined since then. Recent surveys indicate an increase in the abundance of juveniles, but abundance is still below that in the early 1960's and the increase will not benefit the setline fishery for several years. Therefore, the equilibrium yield available to the North American setline fishery probably is about the same as the pt level of catch, and is will below MSY.

The EY in the western Bering Sea and Aleutians is unknown but probably substantially below MSY.

I.10.3 Acceptable Biological Catch

ABC and OY for Pacific halibut are not applicable to this Plan.

I.11 Other Included Species ("Others")

This category includes all species of finfishes taken by trawls and setlines except: pollock, rockfishes, soles and flounders, sablefish, cod, Atka mackerel, herring, salmon and those species classed as "non-specified species" (11.0 (4)). A partial listing of which is shown in Annex VI.

Virtually nothing is of the population structure, biological attributes, or potential yield of the individual components of this category; therefore, only a pragmatic appraisal of "MSY" is possible.

During the last 5 years of record, the catch of this category has averaged about 4 percent of the combined catch of the other, specified groundfish species. During that period, no indication of declining abundance has been noted; accordingly, it is assumed that the aggregation of stocks in the "Others" category can sustain removals equal to 4 percent of the total catch of the specified species as long as that catch remains less than the 1972 peak of 2,234,500 mt (see Annex IV-4).

Accordingly, "MSY" of this category is considered to be $0.04 \times 2,234,500 = 89,400$ mt.

I.11.2 Equilibrium Yield

"MSY" is believed attainable.

I.11.3 Acceptable Biological Catch

ABC is considered equal to 5 percent of the combined ABC of specified species which, in 1979, will be: $0.05 \times 1,484,977 = 72,249$ metric tons.

ANNEX II

Derivation of Expected Domestic Annual Harvesting Capacity

ANNEX II.1 Expected Domestic Annual Processing Capacity (DAP)

The western Alaska Peninsula and the Aleutian Islands are two of the more expensive locations for business to be conducted in Alaska. It was not surprising to learn during the survey that most of the plant owners in the area either had no firm plans to commence groundfish operations, or were developing in-house experience and expertise at other locations on the coast where costs are considerably less.

Perhaps even more surprising was the magnitude of the amount of product anticipated by the three processors who indicated that they planned to process groundfish. Their combined ^{1/} estimate of expected domestic annual harvest of Bering Sea/Aleutian groundfish is as follows:

Pollock	10,000 mt
Pacific cod	7,000 mt
Rockfishes	1,100 mt (eastern Bering Sea)
	1,100 mt (Aleutians)
Yellowfin sole	1,000 mt
Turbots	1,000 mt
Other flatfishes	1,000 mt
Sablefish	500 mt (eastern Bering Sea)
	500 mt (Aleutians)
Others	1,400 mt
Total	24,600 mt

II.2 Estimate of U.S. Harvest of Fish for Non-Processed Markets (DNP)

Surveys of the needs for bait and subsistence fish were made through interviews with fishermen, processors and villagers. The expected catch is approximately 1,500 metric tons in the following categories:

Pollock	500 mt
Pacific cod	200 mt
Yellowfin sole	200 mt

^{1/} Individual company projections are not given because of the proprietary nature of that data.

Other flatfishes	200 mt
Others	400 mt
Total	1,500 mt

II.3 Derivation of Expected U.S. Harvest Delivered to Foreign Processors (JVP)

Testimony at the June, 1979 Council meeting indicated an interest by both domestic fishermen and foreign at-sea processors for developing a "joint venture" fishery for groundfish in the Bering Sea/Aleutian region during the plan year. A subsequent telephone canvass of those operators expressing an interest in buying fish from American fishermen for foreign processors at-sea developed the following estimates:

Pollock	70,000 mt
Cod	20,000 mt
Yellowfin sole	5,000 mt
Turbots	500 mt
Other flatfishes	1,500 mt
Pacific ocean perch	2,200 mt
Rockfish	950 mt
Sablefish	900 mt
Atka mackerel	1,350 mt
Squid	500 mt
Others	1,700 mt
Total	104,600 mt

Section 12.0 Catch and Capacity Descriptors, estimates U.S. commercial fishing fleet capacity at 156,518 metric tons (Section 12.1.2). Since that survey was done there has been a considerable amount of new construction capable of entering the groundfish fishery, some of it developed specifically for that fishery, that could increase that capacity figure. The DAH (DAP+DNP+JVP), as estimated in this Annex, is 130,700 mt, well below estimated fleet capacity. The performance of

BS/A

joint venture operations during 1979 in the Gulf of Alaska, while below expectations, clearly revealed the potential for rapid expansion. In recognition of this potential and the probable expansion of joint ventures to the Bering Sea in 1980, and consistent with the provisions of P.L. 95-354, the plan provides an initial JVP amount of 104,600 metric tons of all species combined for the 1980 plan year, January 1 - December 31, 1980. Should the performance of joint ventures fail to meet expectations or the demands of DAP exceed expectations, the JVP will be reduced accordingly. JVP and DAP surpluses not required in the DAH will be made available to the TALFF during the plan year as indicated in Section 12.2.

A-59b

Change 1
8/24/79

ANNEX III -- Derivation of Total Allowable Level of Foreign Fishing

(TALFF) (Metric tons)

Reference: Species group	sub-area <u>1/</u>	Annex I ABC = OY	Section 13.1 Reserve	Annex II Initial DAH <u>3/</u>	Initial TALFF
Pollock	B.Sea	1,000,000	50,000	80,500	869,500
Pollock	Aleutian	100,000	<u>4/</u>	--	100,000
Yellowfin sole		117,000	5,850	6,200	104,950
Turbots		90,000	4,500	1,500	84,000
Other flatfishes <u>2/</u>		61,000	3,050	2,700	55,250
Pacific cod		58,700	2,935	27,200	28,565
Pacific ocean perch	B.Sea	3,250	162	1,650	1,438
Pacific ocean perch	Aleutian	7,500	375	1,650	5,475
Other rockfish		7,727	500	2,050	5,177
Sablefish	B.Sea	3,500	350	950	2,200
Sablefish	Aleutian	1,500	150	950	400
Atka mackerel		24,800	1,240	1,350	22,210
Squid		10,000	500	500	9,000
Others		74,249	3,712	3,500	67,037
Total		1,559,226	72,327	130,700	1,355,202

*1/ BS Bering Sea (Statistical Areas I, II, III combined).

A1 Aleutian Island Area (Statistical Area IV).

2/ Excluding Pacific halibut.

3/ Equals DAP, see Annex II.

4/ This OY calculated for the offshore pollock population in deep water is discussed in Annex I (p. A13). No reserve is considered necessary at this time since there is little U.S. capability for a pelagic trawl fishery and resource abundance on the continental shelf is expected to keep any U.S. effort on that component identified as "B.Sea."

* Includes territorial waters.

ANNEX VI -- SPECIES CATEGORIES WHICH APPLY
TO THE BERING SEA/ALEUTIAN GROUND FISH FISHERY

	Prohibited Species <u>1/</u>	Target Species <u>2/</u>	"Other" Species <u>3/</u>	<i>non</i> Unspecified Species <u>4/</u>
<u>Finfishes</u>	Salmonids	Pollock	Sculpins	Eelpouts
	Pac. Halibut	Cod	Sharks	Poachers
		Flounders	Skates	Snailfish
		Herring	Eulachon	Sandfishes
		Atka mackerel	Smelts	Rattails
		Sablefish	Capelin	Lumpsuckers
		Rockfishes		Ronquils
				Lancefish
				Shanny
				Searcher
			Prowfish	
			Pricklebacks	
			Lamprey	
			Hogfish	
			Lumpfishes	
			Blennies	
			Alligator fish	
<u>Invertebrates</u>	King crab	Squids	Octopus	Anemones
	Tanner crab			Starfishes
	Coral			Egg cases
	Shrimp			Sea mouse
	Clams			Sea slug
	Horsehair crab			Sea potato
	Lyre crab			Sand dollar
				Hermit crab
				Mussels
				Sea urchins
				Sponge-unid
				Jellyfishes
				Tunicates
				Sea cucumber
				Sea pen
			Isopods	
			Barnacles	
			Polychaetes	
			Crinoids	
			Snails <i>is in separate P.A.P.</i>	
			Crab-unidentified	
			Misc.-unidentified	

- 1/ Must be returned to the sea, no fee.
- 2/ OY for each items; fee as in fee schedule
- 3/ Aggregate OY for group equal to 5% of total OY of line items; fee based on \$47/mt ex-vessel value.
- 4/ List not exclusive; includes any species not listed under Prohibited, Target, or "Other" categories; no fee charged.

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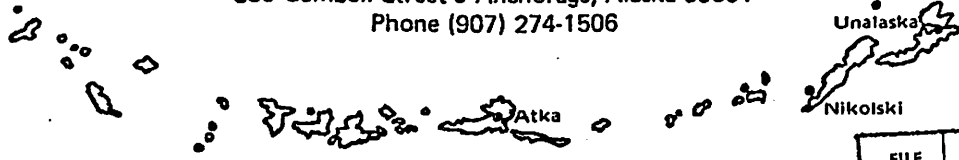
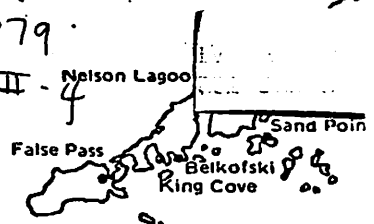
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Gordon

St. George
August 1979
Agenda VII - 4

The Aleut Corporation

833 Gambell Street • Anchorage, Alaska 99501
Phone (907) 274-1506



August 2, 1979

Secretary Juanita M. Kreps
Office of the Secretary
U. S. Department of Commerce
Washington, D. C. 20230

FILE	ACT	INFO	ROUTE TO
			Exec. Dir.
			A. Exec. Dir.
			Admin. Off.
			Exec. Sec.
			Writer/1
			Writer/2
			Sec. Recep.
			Sec. Typist

AUG 14 1979

Dear Madam Secretary:

We wish to submit the following comments regarding the Fishery Management Plan and Final Environmental Impact Statement for the Groundfish Fishery in the Bering Sea/Aleutian Island Area (hereinafter referred to as the (GFMP)).

The Aleut Corporation is deeply concerned about several aspects of this fishery management plan. As now proposed, this action could have profound effects on the cultural, economic, and biological resources of the eastern Bering Sea region. Such an action deserves the most thorough scrutiny possible, yet there was little discussion in the GFMP and its effects on Native cultures, subsistence, and the Bering Sea communities.

We are particularly concerned that this plan was developed with minimal local input. Hearings were held in Unalaska, Kodiak, Anchorage, and Seattle. Only one of these is in the "local" area -- Unalaska. There were no hearings held in the Bristol Bay area, the Pribilofs, Southwest Alaska, or the Bering Straits region. Yet this plan is to manage fisheries resources in all these areas.

Furthermore, it would appear that this GFMP, as now proposed, has the potential of inhibiting the development of a viable domestic groundfish fishery; and that any fishery developed under this plan will not necessarily be based on sound conservation and management principles as mandated by the Fishery Conservation and Management Act (FCMA).

In addition, we are concerned that:

- 1) There is little discussion contained in the GFMP concerning the impacts of the action on local communities. As the fishery develops, there will be increased demand for community services including sewage, transportation and communication systems, harbor facilities, etc.

2) There is no discussion concerning the impacts of this action on native cultures. This plan will affect an area stretching from the Aleutians to the Bering Straits. Such a massive action as proposed under the GFMP could have profound effects on the Aleut, Indian, and Eskimo cultures found there.

3) The discussion on Section 8.3 of the GFMP concerning subsistence is particularly inadequate. Many of the residents of the eastern Bering Sea depend on marine resources which are not managed by this plan but could be significantly affected by the fishery (ie: seals, birds, salmon and other fish). Yet, there is no analysis of the effects of the fishery on these resources or the native peoples which depend on them.

4) The GFMP fails to adequately assess the impacts of this action on certain marine mammal species. In fact, no analysis is made at all for some important marine mammals. Therefore, the GFMP, as now put forth, could be in direct conflict with the Marine Mammal Protection Act.

5) There are 8 species of whales which occur in the management area which are listed as endangered species. These mammals are protected under the Endangered Species Act (ESA), there is no discussion in the GFMP concerning the impact of this action on these mammals. Also, to our knowledge there has been no formal Section 7 consultation initiated between the North Pacific Fishery Management Council (NPFMC) and the National Marine Fisheries Service (NMFS) as required by the ESA. Therefore, the GFMP may be in violation of the Endangered Species Act.

6) There is no discussion, and apparently little consideration given to the impacts this action could have on marine birds. Many of these birds are protected under the Migratory Bird Treaty Act (MBTA). There is no mention of the MBTA in the document. A clear discussion of the relationships between the GFMP and MBTA appears to be in order due to the impacts this action could have on bird species protected under the MBTA.

7) Because of the above deficiencies we feel that the EIS portion of the GFMP may not constitute an adequate decision-making document as outlined on the National Environmental Policy Act.

8) The Fishery Conservation and Management Act requires that these fishery management plans be based on the best available scientific information. It appears that the data on which much of the discussion in the GFMP is based is outdated. Furthermore, many sections (such as marine mammals) were developed on minimal data over short time frames. And for some topics such as whales and birds, no data were used at all. This is especially alarming when one considers the grave effects this plan could have on biological resources in the management area.

In light of the problems noted above we would recommend the following:

1) That this fishery management plan in its present form not be approved by the Secretary until such time the concerns listed above are adequately addressed and remedied. Therefore, the plan should be referred back to the NPFMC for remedied action.

2) The Secretary initiate hearings on this plan in the "local" areas. In particular we would recommend that these hearings be held in the communities of:

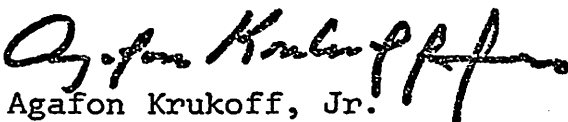
St. Paul	Togiak
St. George	Bethel
Chignik	Dillingham
Nome	Sand Point
Unalaska (again w/proper notice)	King Cove

3) That the NPFMC insure that adequate information concerning the social and cultural impacts of this development is incorporated into the GFMP. This may require contracting with a qualified sociologist/anthropologist who is familiar with the socio-economic cultural characteristics of the management region; and

4) That the NPFMC thoroughly consider the relationships between the GFMP and other applicable laws, including the Endangered Species Act, the Migratory Bird Treaty Act, and the Marine Mammal Protection Act. This could include a Section 7 consultation as required by the ESA.

We sincerely thank you for this opportunity to comment on the Fishery Management Plan and Final Environmental Impact Statement or the Groundfish Fishery in the Bering Sea/Aleutian Island Area. We regret that these comments were not submitted earlier, but understand that they will receive consideration as was discussed in previous discussions with Mr. Bill Gordon and in our conversation with Mr. Clem Bribitzer on August 1, 1979.

Sincerely,


Agafon Krukoff, Jr.
President

gs

cc: Alaska Congressional Delegation

Marine Mammal Commission

Council of Environmental Quality (CEQ)

Villages as listed in letter





FRIENDS OF THE EARTH

1069 WEST SIXTH AVENUE
ANCHORAGE, ALASKA 99501
(907) 272-7335

August 3, 1979

Ms. Juanita Kreps
Secretary
Office of the Secretary
U. S. Department of Commerce
Washington, D. C. 20230

Dear Secretary Kreps:

Friends of the Earth has reviewed the Fishery Management Plan and Environmental Impact Statement for the Groundfish Fishery in the Bering Sea/Aleutian Island Area and wishes to express grave concern over this plan as it is now proposed. We are particularly concerned that this plan ignores the effects of the proposed action on whales and marine birds. Many of these species are protected by other federal statutes such as the Endangered Species Act, Marine Mammal Protection Act, and Migratory Bird Treaty Act. Therefore, this fishery management plan, as now proposed, could be in direct conflict with these Acts

In addition, it appears that this plan was developed with insufficient public input from the affected "local" area. Only one hearing was held in the region most directly affected by the management plan, this being Unalaska. Other hearings were held in Kodiak, Anchorage and Seattle. This plan will affect an area ranging from the Aleutian Chain north to the Bering Strait. We are disturbed that hearings were not held in any of the communities of Bristol Bay, Southwest Alaska, the Pribilofs, and the Bering Strait region. We strongly recommend that such hearings be held.

Because of these, and other deficiencies we recommend that this plan not be approved at this time. We would further suggest that public hearings on the plan be held in the appropriate "local" communities. Also, we would recommend that careful consideration be given to the comments submitted by the Aleut Corporation concerning this plan.

Thank you very much for considering our views on this matter.

Sincerely yours,

David Benton

FILE	ACT	INFO	ROUTE TO	INITIAL
			Exec. Dir.	
			A. Exec. Dir.	
			Admin. Off.	
			Exec. Sec.	
			Writer/1	
			Writer/2	
			Sec. Recep.	
			Sec. Typist	
AUG 21 1979				



AGENDA VII - 1
August 1979

UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE

Northwest and Alaska Fisheries Center
Resource Ecology and Fisheries Management
2725 Montlake Boulevard East
Seattle, Washington 98112

August 15, 1979

F112:LLL

Mr. Steven Pennoyer
Chairman, SSC, NPFMC
c/o Alaska Dept. of Fish & Game
Support Building
Juneau, Alaska 99801

Mr. Keith Specking
Chairman, AP, NPFMC
Office of the Governor
Pouch A
Juneau, Alaska 99811

Dear Chairmen:

At the last SSC meeting of the NPFMC in Homer, you and your committee requested more information on incidental catch of salmon taken in the Bering Sea by foreign trawl fisheries. In a June 17 letter to both of you, I attempted to clarify some confusion over some salmon statistics reported in my herring/salmon time-area closure paper and those reported in INPFC Document 2121.

With this letter, I have enclosed some cryptic notes on incidental salmon catches for 1977 and 1978 for the entire Bering Sea by all nations. These notes are divided into 2 parts: Part I pertains to some data on salmon and Part II pertains to the impact of two major time-area closures for protecting salmon. Sources of information are deliberately not documented here to simplify these notes, but they are on file with me at the Center.

Sincerely,

Ioh-Lee Low
Operations Research Analyst

and

Russ Nelson
Fishery Research Biologist

Encls

cc: Branson



PART I. INCIDENTAL CATCH OF SALMON IN THE BERING SEA
BY THE FOREIGN TRAWL FISHERY
AS REPORTED BY U.S. FISHERIES

A. Amount of Incidental Catch of Salmon

1977: All Salmon Combined = 47,840 fish
(chinook, 91%) = 43,534 fish, average weight = 4.3 kg
(chum, 9%) = 4,306 fish, average weight = 3.9 kg

1978: All Salmon Combined = 44,548 fish
(chinook, 88%) = 39,202 fish, average weight = 4.2 kg
(chum, 11%) = 4,900 fish, average weight = 3.7 kg
(reds & pinks, 1%) = 446 fish, average weight = 2.1 kg

B. Location of Incidental Catch of Salmon -- 1978

....Incidental catch rates of salmon by statistical blocks (1° long. x 1/2° lat.) by quarters, and by vessels (large trawlers and small trawlers) are shown in Figures 1-8. The figures also show locations of observer coverage but no salmon catch.

....In general, salmon are taken incidental to the trawl fisheries-- (1) mostly along the outer continental shelf, (2) and some on the eastern Bering Sea slope.

....Highest incidental catch rates are encountered along the outer continental slope between 170°W-180° but more specifically in the vicinity of 173°W and 57°N.

C. Time of Incidental Catch of Salmon -- 1978

....In general, salmon are taken incidental to the trawl fishery year-round (Table 1) but fewer are taken during June-October.

....Most of the salmon (in absolute numbers) were taken during the months of January (9%), February (23%), November (17%), and December (32%) -combining for 81% of the total annual catch.

....The months of high incidental catch rates were generally the same months, (Jan., Feb., Nov., and Dec.).

D. Nation and Vessel Type Accounting for High Incidental Salmon Catch

1977: Republic of Korea, large trawler	50%
Japan, large trawler	29%
Japan, small trawler	<u>20%</u>
<u>Sub-total</u>	<u>99%</u>
1978: Japan, small trawler	71%
Japan, large trawler	19%
USSR, large trawler	4%
Republic of Korea, large trawler	3%
Japan, pollock mothership	<u>3%</u>
<u>Sub-total</u>	<u>100%</u>

E. Impact of Incidental Catch of Chinook Salmon to Western Alaska Runs

....As much as 93% of the Chinook salmon taken incidentally in the trawl fisheries may be of western Alaska origin.

....Average weight of chinook salmon taken incidentally = 4.2 kg = 9.25 lbs. Average weight of western Alaska adult chinook salmon when they come inshore 2.5 years later = 24 lbs.

....If the juvenile chinook salmon were not killed incidentally in the trawl fisheries, they would suffer a natural mortality of 15-34% per year for 2.5 years before they return to western Alaska. Assuming that the mortality rate is about 15% per year, the numbers of adult chinook salmon that would return to western Alaska are calculated as follows:

1977: Total chinook killed	= 43,534 fish
93% are western Alaska chinook	= 40,487 fish
Expected adults after 2.5 years (15% mortality)	= 27,058 fish
1978: Total chinook killed	= 39,202 fish
93% are western Alaska chinook	= 36,458 fish
Expected adults after 2.5 years (15% mortality)	= 24,365 fish

....It is not known what impact this loss of adults (24,400-27,100 fish) would mean to specific river systems in western Alaska because the destination of the fish caught in the high seas is not known. It is generally assumed that half of the fish are bound for the Arctic-Yukon-Kuskowin area and the other half to the Bristol Bay area.

....If chinook salmon were not caught incidentally in the trawl fishery, the 24,400-27,100 (average 25,700) adult fish would make up about--

8% of the average 1970-1979 catch of 323,934 fish,
7% of 1977-1978 catch of 377,773 fish.

Assuming that the average catch of chinook salmon amounts to 70% of the total run size, the loss of adult fish due to the trawl fishery makes up--

6% of the average 1970-1979 total run,
5% of the 1977-1978 total run.

PART II. TIME-AREA CLOSURES TO PROTECT SALMON

Present Time-Area Closures in the Bering Sea

....Excluding Area IV (Aleutians Region), the two major time-areas closed to trawling activities are: (1) The Bristol Bay Pot Sanctuary Area (Figure 9), and (2) The Winter Halibut Savings Area, which are closed from December 1 - March 31. These two areas are found in Fisheries Management Area I.

Prospective Time-Area Closures to Protect Salmon

....From Figures 1-8, it is obvious that salmon are intercepted over a wide area of the Bering Sea.

....Table 1 shows that most of the salmon (89%) are taken in Area 2 and almost all the rest (10%) are taken in Area 1. It should be noted that the most productive trawl areas in Area I are already closed to trawling all or part of the year. Therefore, Area II appears to be a potential area for protecting salmon.

Viable Alternatives to Protect Salmon

....Treat salmon as a quota species and allow a certain amount of salmon to be taken incidentally.

....The amount of salmon may be allocated by nation and by vessel categories. When the salmon quota for the vessel category is reached, the trawl fishery for that vessel category shall be closed.

Two alternatives in time-area closures are summarized as follows:

<u>Criteria</u>	<u>Area II closed</u> 4 months (Nov.-Feb.)	<u>Areas I & II closed</u> 4 months (Nov.-Feb.)
<u>Salmon</u>		
1. No. of salmon caught in Nov-Feb Percent of annual catch	35,492 80%	36,333 82%
2. No. of salmon caught in other 8 months	9,056	8,215
3. If 4 months are closed, extra ground- fish will be taken during March- October and therefore extra salmon taken will be	1,395	1,717
4. Total salmon (juveniles) taken for the year if 4 months are closed	10,451	9,932
5. Juvenile salmon adjusted for adults (15% natural mortality per year)	6,985	3,823
Percent of 1977-1978 catch	2%	1%
Percent of 1970-1979 catch	2%	1%
<u>Groundfish</u>		
6. 1978 All Nation Catch = 1,386,116 mt Groundfish catch for Nov-Feb Percent of annual catch	213,657 mt 15.4%	290,122 mt 20.9%
7. 1977 All Nation Catch = 1,162,594 mt Groundfish catch for Nov-Feb Percent of annual catch	135,865 mt 11.7%	199,268 mt 17.1%

Table 1.-- Incidental catch of salmon by the foreign trawl fisheries combined in the Bering Sea, 1978.

Month	Area 1	Area 2	Area 3	Area 4	Total
Jan.	94	4,042		3	4,139
Feb.	479	9,916		11	10,406
Mar.	201	1,493		73	1,767
Apr.	273	1,294	1	37	1,605
May	1,006	354		13	1,373
Jun.	359	92		53	504
Jul.	1,116	21		100	1,237
Aug.	231	4	1	15	251
Sep.	113	442		3	558
Oct.	238	658		24	920
Nov.	153	7,326		17	7,496
Dec.	81	14,208		3	14,292
Grand total	4,344	39,850	2	352	44,548

Table 2.--Western Alaska chinook salmon catch (all areas, all fisheries)

1970	387,125
1971	359,223
1972	291,798
1973	248,872
1974	238,789
1975	196,709
1976	331,081
1977	360,791
1978	394,754
1979	430,200

Source: Bill Arvey (ADFG)

165°E

170°E

175°E

180°W

175°W

170°W

165°W

160°W

Figure 1

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 1---Large Trawlers

Source: Russ Nelson
(Observer Program)

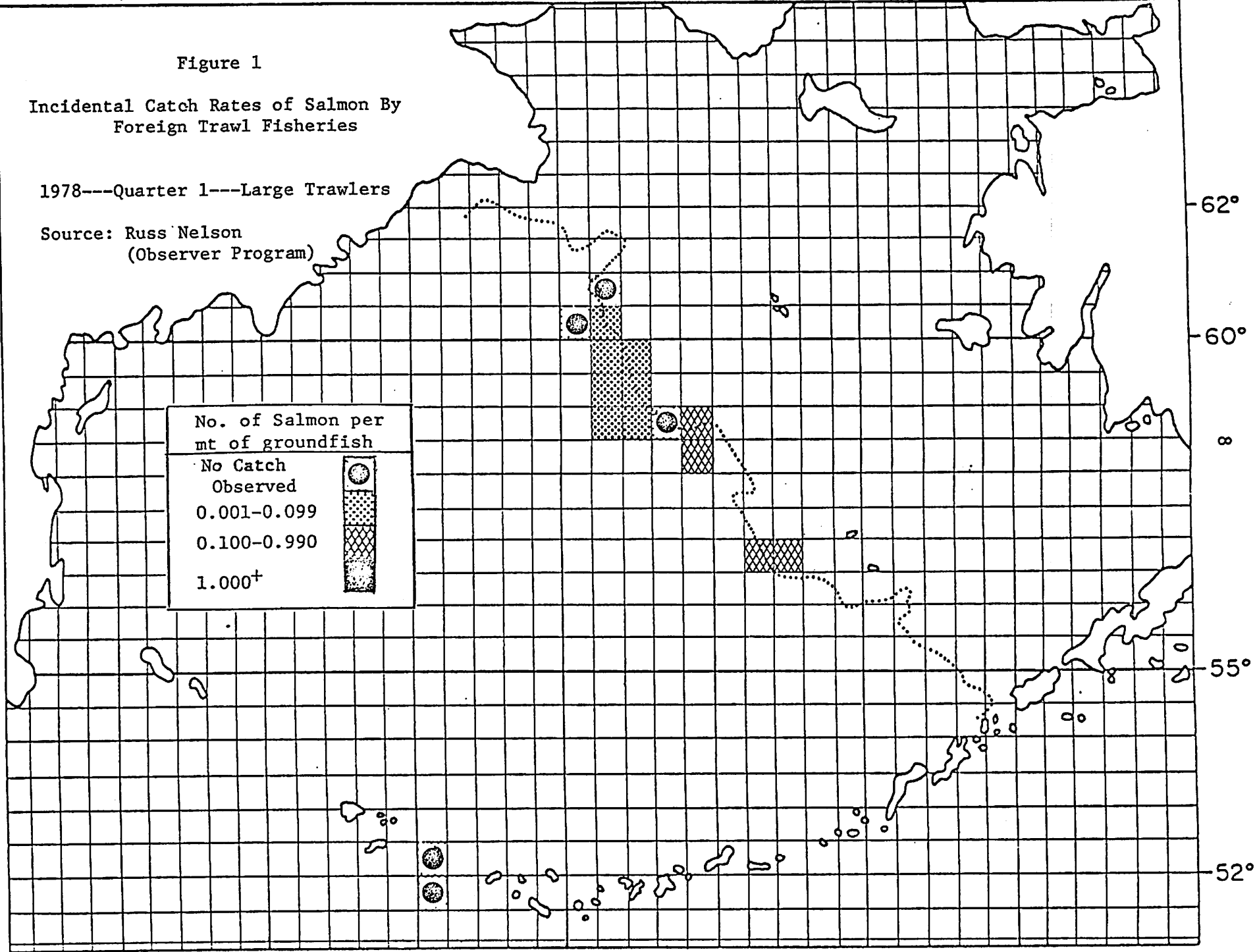
No. of Salmon per
mt of groundfish

No Catch
Observed

0.001-0.099

0.100-0.990

1.000+



165°E

170°E

175°E

180°W

175°W

170°W

165°W

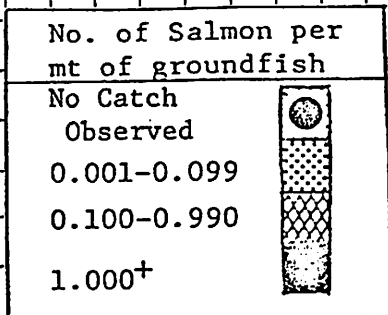
160°W

Figure 2

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 2---Large Trawlers

Source: Russ Nelson
(Observer Program)



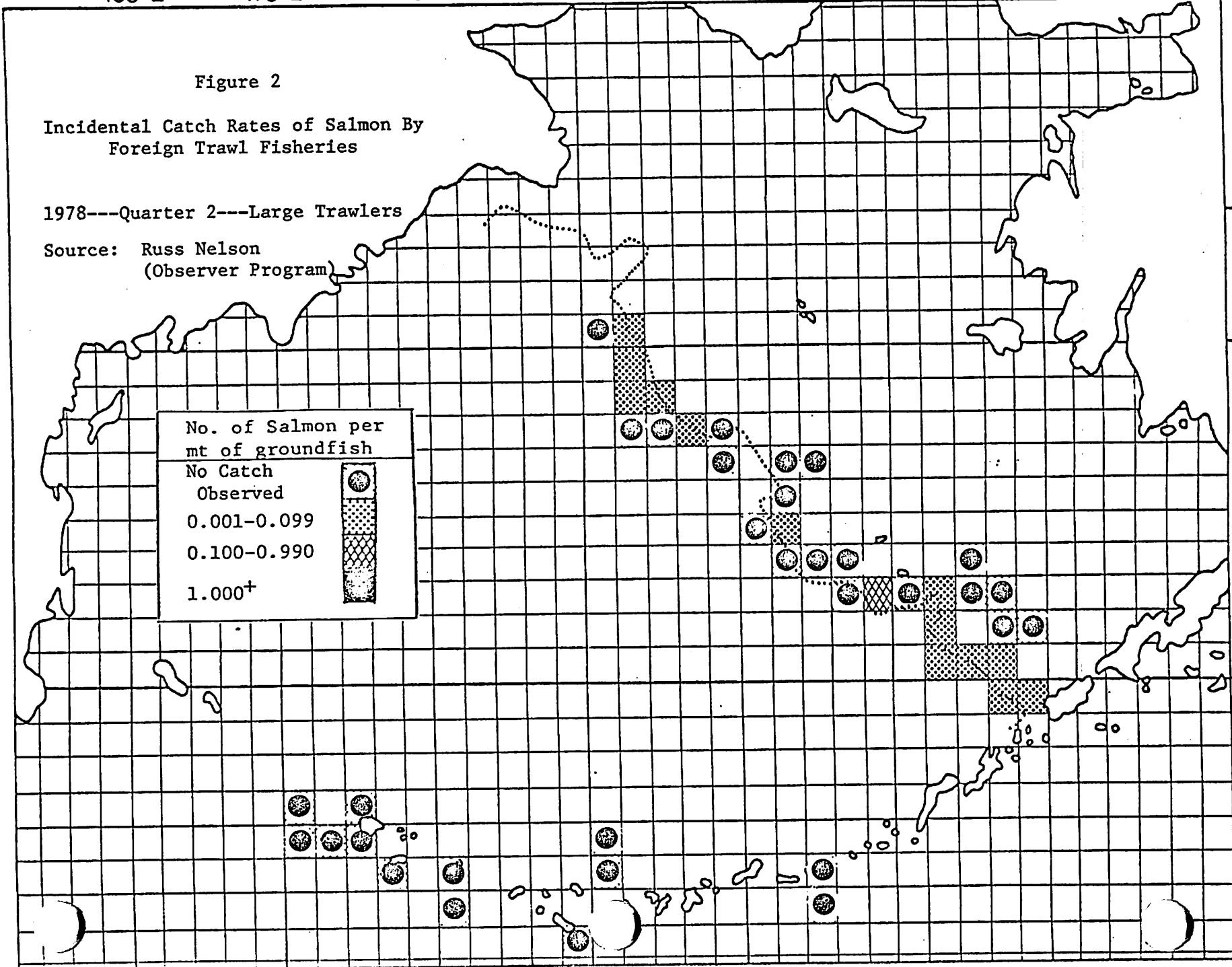
62°

60°

6

55°

52°



165°E

170°E

175°E

180°

175°W

170°W

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W

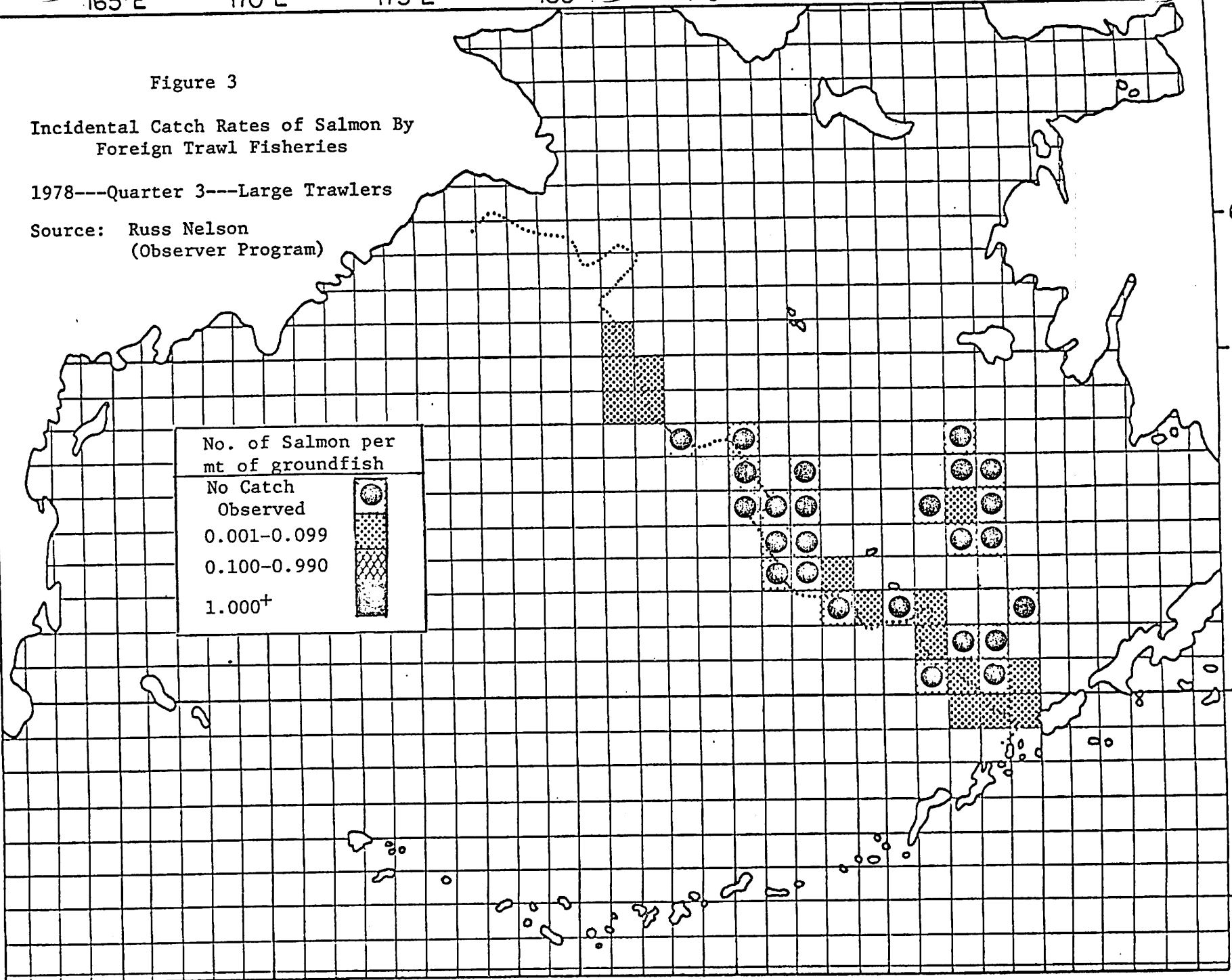
Figure 3

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 3---Large Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per mt of groundfish	
No Catch	
Observed	
0.001-0.099	
0.100-0.990	
1.000+	



62°

60°

10

55°

52°

165°E

170°E

175°E

180

175°W

170°W

165°W

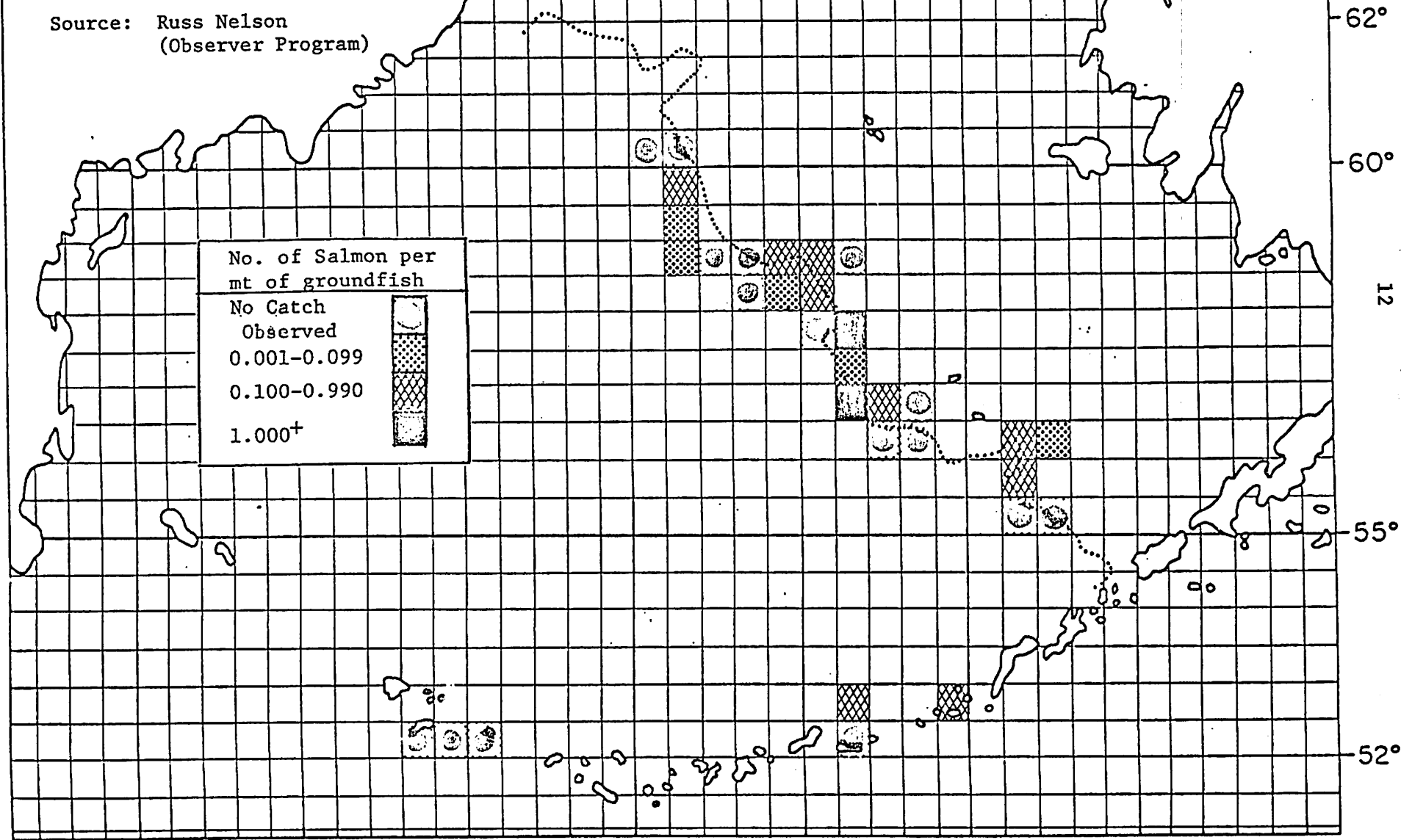
W

Figure 5

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 1---Small Trawlers

Source: Russ Nelson
(Observer Program)



No. of Salmon per
mt of groundfish

No Catch
Observed

0.001-0.099

0.100-0.990

1.000+



62°

60°

12

55°

52°

165°E

170°E

175°E

180

175°W

170°W

165°W





150°W

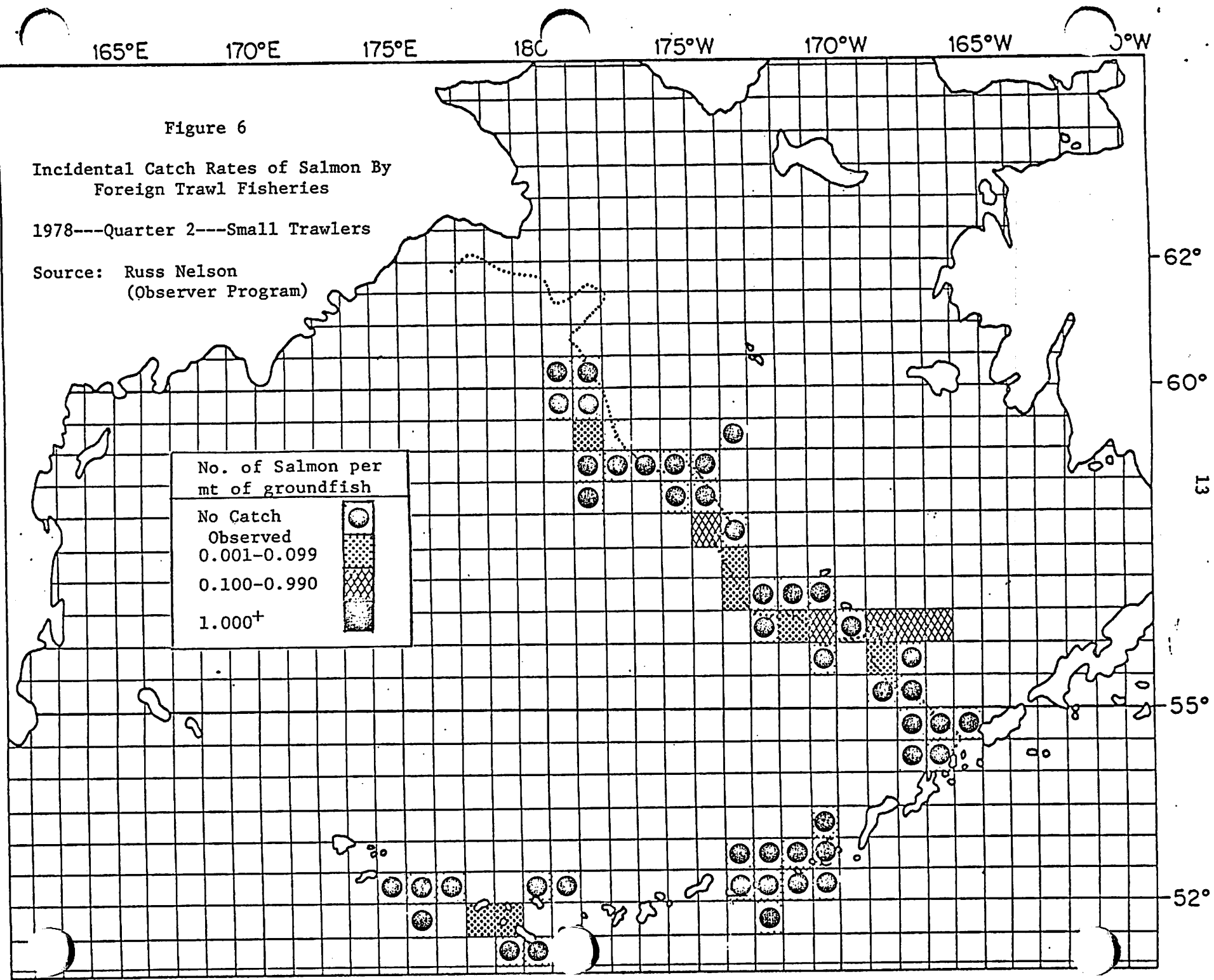
Figure 6

Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 2---Small Trawlers

Source: Russ Nelson (Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	



62°
60°
55°
52°

13

165°E

170°E

175°E

180°W

175°W

170°W

165°W

160°W

Figure 7

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 3---Small Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per
mt of groundfish

No Catch
Observed

0.001-0.099

0.100-0.990

1.000⁺



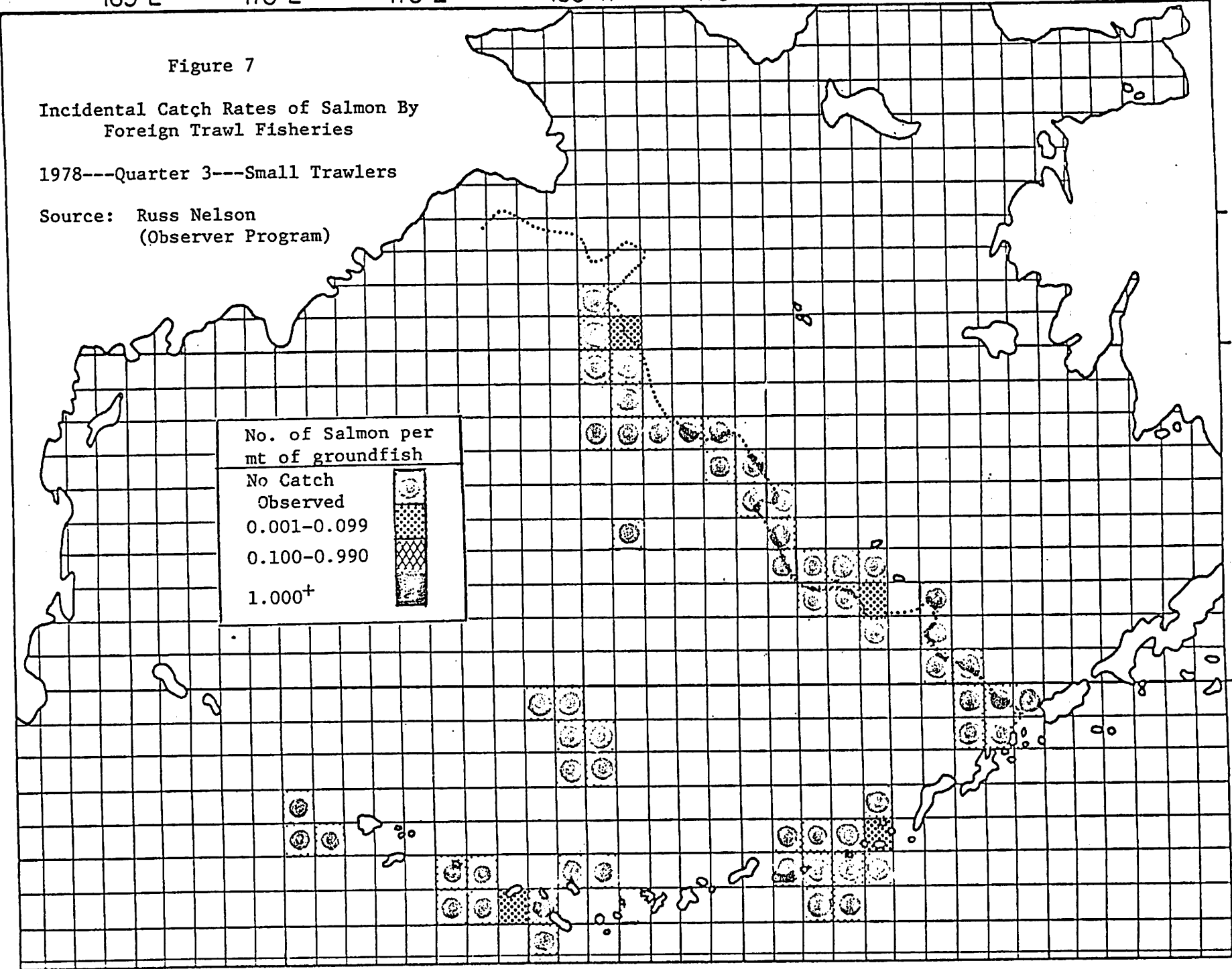
62°

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165°E 170°E 175°E 180°W 175°W 170°W 165°W 160°W

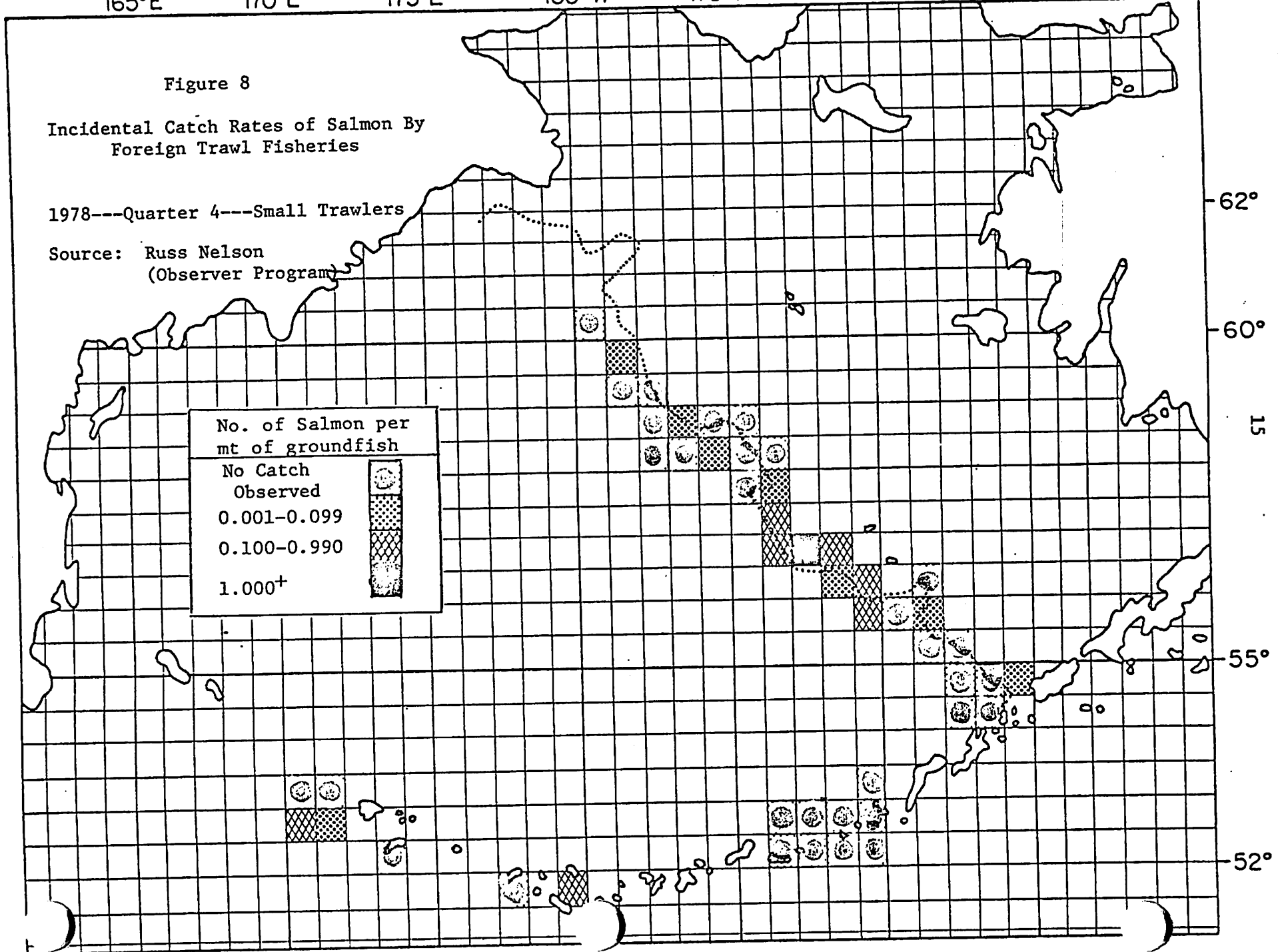
Figure 8

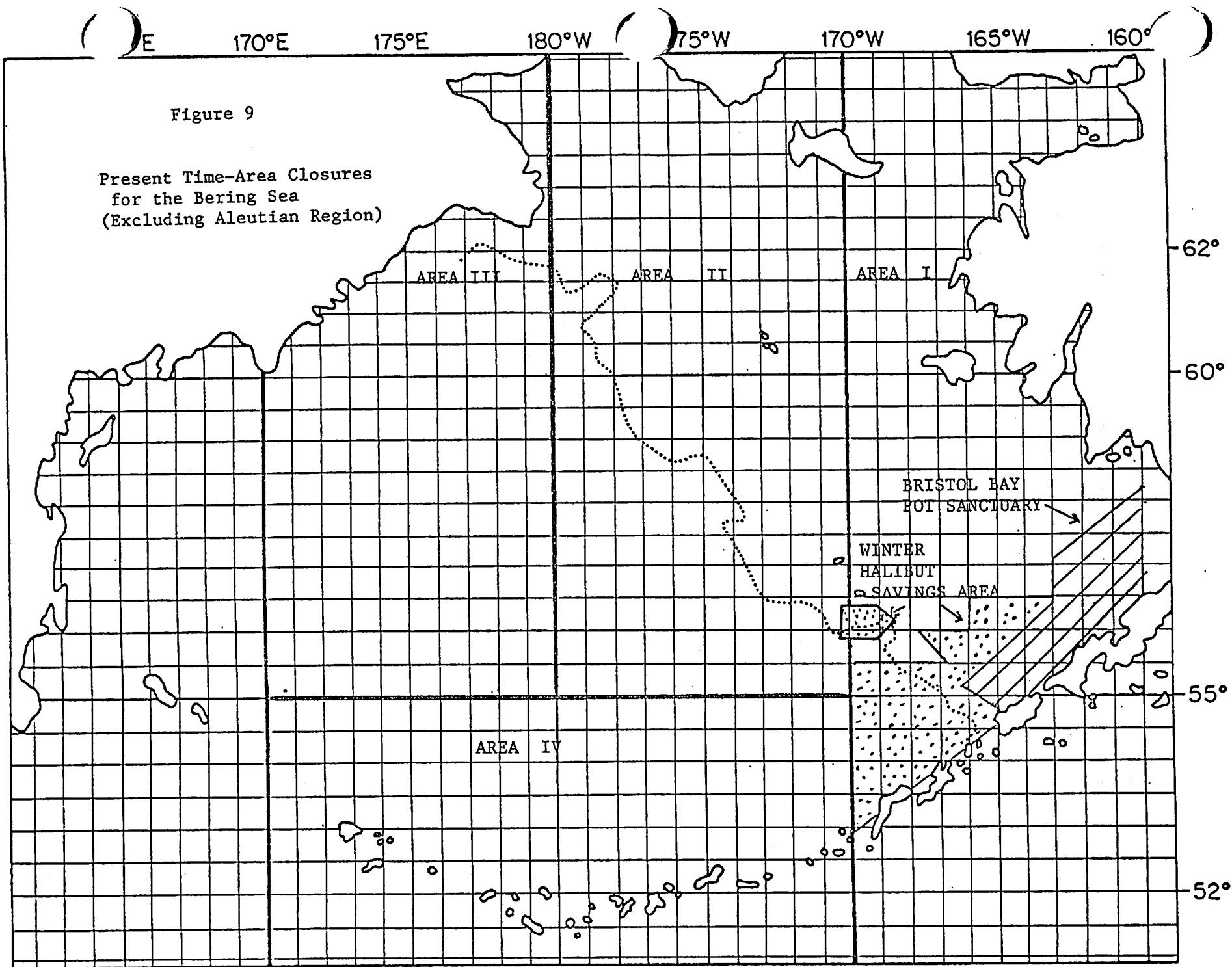
Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 4---Small Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	





Bering Sea/Aleutian Islands Groundfish FMP

Estimates of Domestic Annual Harvest (DAH)

We have reviewed the comments provided by NMFS regarding the estimate of DAH in the plan. We do not find any scientific basis for modification of the DAP portion of that estimate. The DAH (DAP) in the plan (24,600 mt) is based upon a survey of processors made in March, 1978. That was and still is the best scientific data available for estimating the DAP portion of DAH. The Council should note that the actual performance by the industry does indicate that the estimate may be high but there is no scientific data to determine how much DAP should be lowered.

We do take exception to the reviewer's inference that DAH should be based on only historical catch data. In a developing fishery, DAH must also include an industry estimate of expansion. One of the objectives of this plan is the orderly development of the domestic fishery and therefore we believe that greater weight must be given to the industry estimate than to the historic catch data. For example, if the Council had used only the historic catch data for C. opilio in the estimation of DAH in the Tanner Crab FMP, the plan would have greatly underestimated the catch and processing which did take place.

It should also be noted that the amendment for release of DAH will allow OY to be achieved (assuming foreign fishing) even if the DAH estimate is to^o high.

We did enquire if catch for bait and subsistence had been included in the original DAH. We find that it was not and believe that an estimate should be included. We concur with the Council staff that the best estimate for DNP is 1,500 mt.

We reviewed the data presented by the Council staff regarding estimates of the joint venture portion (JVP) of DAH. We found no grounds for modification of this industrial estimate of 104,600 mt. We do believe that this estimate can be largely taken care of by the reserve should the joint ventures actually perform at the estimated level. Therefore we recommend that the JVP be set at 32,300 mt (104,600-72,300).

In summary, we recommend that DAH be now estimated as 58,400 mt. This is based on an estimate of 24,600 mt for DAP, 1,500 mt for DNP and 32,300 mt for JVP.

We reviewed the proposed increase in OY for "Other Species" from 55,500 mt to 72,200 mt. Mr. Larkins described the means by which the original OY was established and the rationale for the increase. We agree to the proposal noting that we will have observer data which will indicate any major changes in the species composition of the category.

The Committee also reviewed the addition of the fourth category, "Non-Specified Species", which would eliminate the problems encountered in the "Other Species" category. We find this addition to be in accordance with the recommendation of the Council's Committee on Incidental Species and concur with its conclusion. We did note that where possible the scientific name should be included in the list and that U.S. observer data should continue to be gathered on the amount and makeup of the category.

Incidental Salmon Catches in Foreign Trawl Fisheries of the Bering Sea

The SSC reviewed information on incidental catches of salmon taken in the Bering Sea by foreign trawl fisheries. A new report (August 15) by Loh-Lee-Low suggested that a winter (November to February) closure of Bering Sea Area II would protect about 90% of all incidentally caught salmon. Other possible time/area combinations were not evaluated in this most current review.

The value of the winter foreign trawl fishery in Area II in the Bering Sea was approximately \$33,000,000 in 1978 (based on a weighted average of DOC fees for 1978). The value of incidentally caught salmon in the same time/area was about \$100,000. The Hokuten Trawlers and Japan Deep Sea Trawlers estimated that if they were closed out of Area II in the winter they would be able to recoup only about 25% of the last catch by a reallocation of effort over other times and areas. The mothership fleets do not operate here in the winter so the net loss accruing to foreign trawl fleets would be about \$25,000,000.

Clearly, the impact on foreign fisheries of a winter closure in Area II far exceeds the value of the potential salmon, and the SSC recommends that the closure not be implemented.

The SSC suggests that a further analysis of incidental salmon catches be undertaken to determine if a smaller time/area closure could be identified which would have a lesser impact on the foreign trawl fisheries while simultaneously providing some protection for salmon. Specifically, the impacts on these two fisheries of those time/area closures considered as options for herring protection in the herring FMP should be examined.

A discussion of the relative precision and accuracy of incidental catch estimates as projected from observer data collections should be made. Between year variation (1977 vs 1978 vs 1979) in salmon incidence rates should be summarized to provide information on the validity of applying, by time/area blocks of various dimensions, previous years incidental catch rates to current and future fisheries.

The Hokuten Trawlers provided the SSC with data suggesting that incidence rates of salmon are much greater in water deeper than 200 m compared with water shallower than 200 m. The analysis of observer data should include the evaluation of salmon incidences and trawl operations by depth if sufficient data exists to stratify the Bering Sea in this manner.

Gordon

St. George

Agenda VII-4
August 1979

The Aleut Corporation

833 Gambell Street • Anchorage, Alaska 99501
Phone (907) 274-1506

August 2, 1979

Secretary Juanita M. Kreps
Office of the Secretary
U. S. Department of Commerce
Washington, D. C. 20230

Dear Madam Secretary:

We wish to submit the following comments regarding the Fishery Management Plan and Final Environmental Impact Statement for the Groundfish Fishery in the Bering Sea/Aleutian Island Area (hereinafter referred to as the (GFMP)).

The Aleut Corporation is deeply concerned about several aspects of this fishery management plan. As now proposed, this action could have profound effects on the cultural, economic, and biological resources of the eastern Bering Sea region. Such an action deserves the most thorough scrutiny possible, yet there was little discussion in the GFMP and its effects on Native cultures, subsistence, and the Bering Sea communities.

We are particularly concerned that this plan was developed with minimal local input. Hearings were held in Unalaska, Kodiak, Anchorage, and Seattle. Only one of these is in the "local" area -- Unalaska. There were no hearings held in the Bristol Bay area, the Pribilofs, Southwest Alaska, or the Bering Straits region. Yet this plan is to manage fisheries resources in all these areas.

Furthermore, it would appear that this GFMP, as now proposed, has the potential of inhibiting the development of a viable domestic groundfish fishery; and that any fishery developed under this plan will not necessarily be based on sound conservation and management principles as mandated by the Fishery Conservation and Management Act (FCMA).

In addition, we are concerned that:

- 1) There is little discussion contained in the GFMP concerning the impacts of the action on local communities. As the fishery develops, there will be increased demand for community services including sewage, transportation and communication systems, harbor facilities, etc.

FILE	ACT	INFO	ROUTE TO	INITIALS
			Exec. Dir.	
			A. Exec. Dir.	MH
			Admin. Off.	GW
			Exec. Sec.	
			Writer/1	HV
			Writer/2	ND
			Sec. Recep.	
			Sec. Typist	

AUG 14 1979

2) There is no discussion concerning the impacts of this action on native cultures. This plan will affect an area stretching from the Aleutians to the Bering Straits. Such a massive action as proposed under the GFMP could have profound effects on the Aleut, Indian, and Eskimo cultures found there.

3) The discussion on Section 8.3 of the GFMP concerning subsistence is particularly inadequate. Many of the residents of the eastern Bering Sea depend on marine resources which are not managed by this plan but could be significantly affected by the fishery (ie: seals, birds, salmon and other fish). Yet, there is no analysis of the effects of the fishery on these resources or the native peoples which depend on them.

4) The GFMP fails to adequately assess the impacts of this action on certain marine mammal species. In fact, no analysis is made at all for some important marine mammals. Therefore, the GFMP, as now put forth, could be in direct conflict with the Marine Mammal Protection Act.

5) There are 8 species of whales which occur in the management area which are listed as endangered species. These mammals are protected under the Endangered Species Act (ESA), there is no discussion in the GFMP concerning the impact of this action on these mammals. Also, to our knowledge there has been no formal Section 7 consultation initiated between the North Pacific Fishery Management Council (NPFMC) and the National Marine Fisheries Service (NMFS) as required by the ESA. Therefore, the GFMP may be in violation of the Endangered Species Act.

6) There is no discussion, and apparently little consideration given to the impacts this action could have on marine birds. Many of these birds are protected under the Migratory Bird Treaty Act (MBTA). There is no mention of the MBTA in the document. A clear discussion of the relationships between the GFMP and MBTA appears to be in order due to the impacts this action could have on bird species protected under the MBTA.

7) Because of the above deficiencies we feel that the EIS portion of the GFMP may not constitute an adequate decision-making document as outlined on the National Environmental Policy Act.

8) The Fishery Conservation and Management Act requires that these fishery management plans be based on the best available scientific information. It appears that the data on which much of the discussion in the GFMP is based is outdated. Furthermore, many sections (such as marine mammals) were developed on minimal data over short time frames. And for some topics such as whales and birds, no data were used at all. This is especially alarming when one considers the grave effects this plan could have on biological resources in the management area.

In light of the problems noted above we would recommend the following:

1) That this fishery management plan in its present form not be approved by the Secretary until such time the concerns listed above are adequately addressed and remedied. Therefore, the plan should be referred back to the NPFMC for remedied action.

2) The Secretary initiate hearings on this plan in the "local" areas. In particular we would recommend that these hearings be held in the communities of:

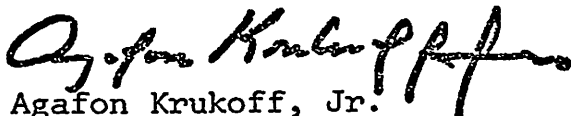
St. Paul	Togiak
St. George	Bethel
Chignik	Dillingham
Nome	Sand Point
Unalaska (again w/proper notice)	King Cove

3) That the NPFMC insure that adequate information concerning the social and cultural impacts of this development is incorporated into the GFMP. This may require contracting with a qualified sociologist/anthropologist who is familiar with the socio-economic cultural characteristics of the management region; and

4) That the NPFMC thoroughly consider the relationships between the GFMP and other applicable laws, including the Endangered Species Act, the Migratory Bird Treaty Act, and the Marine Mammal Protection Act. This could include a Section 7 consultation as required by the ESA.

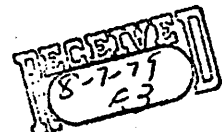
We sincerely thank you for this opportunity to comment on the Fishery Management Plan and Final Environmental Impact Statement or the Groundfish Fishery in the Bering Sea/Aleutian Island Area. We regret that these comments were not submitted earlier, but understand that they will receive consideration as was discussed in previous discussions with Mr. Bill Gordon and in our conversation with Mr. Clem Bribitzer on August 1, 1979.

Sincerely,


Agafon Krukoff, Jr.
President

gs

cc: Alaska Congressional Delegation
Marine Mammal Commission
Council of Environmental Quality (CEQ)
Villages as listed in letter





FRIENDS OF THE EARTH

1069 WEST SIXTH AVENUE
ANCHORAGE, ALASKA 99501
(907) 272-7335

August 3, 1979

Ms. Juanita Kreps
Secretary
Office of the Secretary
U. S. Department of Commerce
Washington, D. C. 20230

Dear Secretary Kreps:

Friends of the Earth has reviewed the Fishery Management Plan and Environmental Impact Statement for the Groundfish Fishery in the Bering Sea/Aleutian Island Area and wishes to express grave concern over this plan as it is now proposed. We are particularly concerned that this plan ignores the effects of the proposed action on whales and marine birds. Many of these species are protected by other federal statutes such as the Endangered Species Act, Marine Mammal Protection Act, and Migratory Bird Treaty Act. Therefore, this fishery management plan, as now proposed, could be in direct conflict with these Acts

In, addition, it appears that this plan was developed with insufficient public input from the affected "local" area. Only one hearing was held in the region most directly affected by the management plan, this being Unalaska. Other hearings were held in Kodiak, Anchorage and Seattle. This plan will affect an area ranging from the Aleutian Chain north to the Bering Strait. We are disturbed that hearings were not held in any of the communities of Bristol Bay, Southwest Alaska, the Pribilofs, and the Bering Strait region. We strongly recommend that such hearings be held.

Because of these, and other deficiencies we recommend that this plan not be approved at this time. We would further suggest that public hearings on the plan be held in the appropriate "local" communities. Also, we would recommend that careful consideration be given to the comments submitted by the Aleut Corporation concerning this plan.

Thank you very much for considering our views on this matter.

Sincerely yours,

David Benton

FILE	ACT	INFO	ROUTE TO	INITIAL
			Exec. Dir.	
			A. Exec. Dir.	
			Admin. Off.	
			Exec. Sec.	
			Writer/1	
			Writer/2	
			Sec. Rep.	
			Sec. Typist	
AUG 21 1979				



AGENDA VII - 1
August 1979

**UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE**

Northwest and Alaska Fisheries Center
Resource Ecology and Fisheries Management
2725 Montlake Boulevard East
Seattle, Washington 98112

August 15, 1979

F112:LLL

Mr. Steven Pennoyer
Chairman, SSC, NPFMC
c/o Alaska Dept. of Fish & Game
Subport Building
Juneau, Alaska 99801

Mr. Keith Specking
Chairman, AP, NPFMC
Office of the Governor
Pouch A
Juneau, Alaska 99811

Dear Chairmen:

At the last SSC meeting of the NPFMC in Homer, you and your committee requested more information on incidental catch of salmon taken in the Bering Sea by foreign trawl fisheries. In a June 17 letter to both of you, I attempted to clarify some confusion over some salmon statistics reported in my herring/salmon time-area closure paper and those reported in INPFC Document 2121.

With this letter, I have enclosed some cryptic notes on incidental salmon catches for 1977 and 1978 for the entire Bering Sea by all nations. These notes are divided into 2 parts: Part I pertains to some data on salmon and Part II pertains to the impact of two major time-area closures for protecting salmon. Sources of information are deliberately not documented here to simplify these notes, but they are on file with me at the Center.

Sincerely,

Loh-Lee Low
Operations Research Analyst

and

Russ Nelson
Fishery Research Biologist

Encls

cc: Branson



PART I. INCIDENTAL CATCH OF SALMON IN THE BERING SEA
BY THE FOREIGN TRAWL FISHERY
AS REPORTED BY U.S. FISHERIES

A. Amount of Incidental Catch of Salmon

1977: All Salmon Combined = 47,840 fish
(chinook, 91%) = 43,534 fish, average weight = 4.3 kg
(chum, 9%) = 4,306 fish, average weight = 3.9 kg

1978: All Salmon Combined = 44,548 fish
(chinook, 88%) = 39,202 fish, average weight = 4.2 kg
(chum, 11%) = 4,900 fish, average weight = 3.7 kg
(reds & pinks, 1%) = 446 fish, average weight = 2.1 kg

B. Location of Incidental Catch of Salmon -- 1978

....Incidental catch rates of salmon by statistical blocks (1° long. x 1/2° lat.) by quarters, and by vessels (large trawlers and small trawlers) are shown in Figures 1-8. The figures also show locations of observer coverage but no salmon catch.

....In general, salmon are taken incidental to the trawl fisheries-- (1) mostly along the outer continental shelf, (2) and some on the eastern Bering Sea slope.

....Highest incidental catch rates are encountered along the outer continental slope between 170°W-180° but more specifically in the vicinity of 173°W and 57°N.

C. Time of Incidental Catch of Salmon -- 1978

....In general, salmon are taken incidental to the trawl fishery year-round (Table 1) but fewer are taken during June-October.

....Most of the salmon (in absolute numbers) were taken during the months of January (9%), February (23%), November (17%), and December (32%) -combining for 81% of the total annual catch.

....The months of high incidental catch rates were generally the same months, (Jan., Feb., Nov., and Dec.).

D. Nation and Vessel Type Accounting for High Incidental Salmon Catch

1977: Republic of Korea, large trawler	50%
Japan, large trawler	29%
Japan, small trawler	<u>20%</u>
<u>Sub-total</u>	<u>99%</u>
1978: Japan, small trawler	71%
Japan, large trawler	19%
USSR, large trawler	4%
Republic of Korea, large trawler	3%
Japan, pollock mothership	<u>3%</u>
<u>Sub-total</u>	<u>100%</u>

E. Impact of Incidental Catch of Chinook Salmon to Western Alaska Runs

....As much as 93% of the Chinook salmon taken incidentally in the trawl fisheries may be of western Alaska origin.

....Average weight of chinook salmon taken incidentally = 4.2 kg = 9.25 lbs. Average weight of western Alaska adult chinook salmon when they come inshore 2.5 years later = 24 lbs.

....If the juvenile chinook salmon were not killed incidentally in the trawl fisheries, they would suffer a natural mortality of 15-34% per year for 2.5 years before they return to western Alaska. Assuming that the mortality rate is about 15% per year, the numbers of adult chinook salmon that would return to western Alaska are calculated as follows:

1977: Total chinook killed	= 43,534 fish
93% are western Alaska chinook	= 40,487 fish
Expected adults after 2.5 years (15% mortality)	= 27,058 fish
1978: Total chinook killed	= 39,202 fish
93% are western Alaska chinook	= 36,458 fish
Expected adults after 2.5 years (15% mortality)	= 24,365 fish

....It is not known what impact this loss of adults (24,400-27,100 fish) would mean to specific river systems in western Alaska because the destination of the fish caught in the high seas is not known. It is generally assumed that half of the fish are bound for the Arctic-Yukon-Kuskowin area and the other half to the Bristol Bay area.

....If chinook salmon were not caught incidentally in the trawl fishery, the 24,400-27,100 (average 25,700) adult fish would make up about--

8% of the average 1970-1979 catch of 323,934 fish,
7% of 1977-1978 catch of 377,773 fish.

Assuming that the average catch of chinook salmon amounts to 70% of the total run size, the loss of adult fish due to the trawl fishery makes up--

6% of the average 1970-1979 total run,

5% of the 1977-1978 total run.

PART II. TIME-AREA CLOSURES TO PROTECT SALMON

Present Time-Area Closures in the Bering Sea

....Excluding Area IV (Aleutians Region), the two major time-areas closed to trawling activities are: (1) The Bristol Bay Pot Sanctuary Area (Figure 9), and (2) The Winter Halibut Savings Area, which are closed from December 1 - March 31. These two areas are found in Fisheries Management Area I.

Prospective Time-Area Closures to Protect Salmon

....From Figures 1-8, it is obvious that salmon are intercepted over a wide area of the Bering Sea.

....Table 1 shows that most of the salmon (89%) are taken in Area 2 and almost all the rest (10%) are taken in Area 1. It should be noted that the most productive trawl areas in Area I are already closed to trawling all or part of the year. Therefore, Area II appears to be a potential area for protecting salmon.

Viable Alternatives to Protect Salmon

....Treat salmon as a quota species and allow a certain amount of salmon to be taken incidentally.

....The amount of salmon may be allocated by nation and by vessel categories. When the salmon quota for the vessel category is reached, the trawl fishery for that vessel category shall be closed.

Two alternatives in time-area closures are summarized as follows:

<u>Criteria</u>	<u>Area II closed</u> <u>4 months</u> <u>(Nov.-Feb.)</u>	<u>Areas I & II closed</u> <u>4 months</u> <u>(Nov.-Feb.)</u>
<u>Salmon</u>		
1. No. of salmon caught in Nov-Feb	35,492	36,333
Percent of annual catch	80%	82%
2. No. of salmon caught in other 8 months	9,056	8,215
3. If 4 months are closed, extra ground- fish will be taken during March- October and therefore extra salmon taken will be	1,395	1,717
4. Total salmon (juveniles) taken for the year if 4 months are closed	10,451	9,932
5. Juvenile salmon adjusted for adults (15% natural mortality per year)	6,985	3,823
Percent of 1977-1978 catch	2%	1%
Percent of 1970-1979 catch	2%	1%
<u>Groundfish</u>		
6. 1978 All Nation Catch = 1,386,116 mt		
Groundfish catch for Nov-Feb	213,657 mt	290,122 mt
Percent of annual catch	15.4%	20.9%
7. 1977 All Nation Catch = 1,162,594 mt		
Groundfish catch for Nov-Feb	135,865 mt	199,268 mt
Percent of annual catch	11.7%	17.1%

Table 1.-- Incidental catch of salmon by the foreign trawl fisheries combined in the Bering Sea, 1978.

Month	Area 1	Area 2	Area 3	Area 4	Total
Jan.	94	4,042		3	4,139
Feb.	479	9,916		11	10,406
Mar.	201	1,493		73	1,767
Apr.	273	1,294	1	37	1,605
May	1,006	354		13	1,373
Jun.	359	92		53	504
Jul.	1,116	21		100	1,237
Aug.	231	4	1	15	251
Sep.	113	442		3	558
Oct.	238	658		24	920
Nov.	153	7,326		17	7,496
Dec.	81	14,208		3	14,292
Grand total	4,344	39,850	2	352	44,548

Table 2.--Western Alaska chinook salmon catch (all areas, all fisheries)

1970	387,125
1971	359,223
1972	291,798
1973	248,872
1974	238,789
1975	196,709
1976	331,081
1977	360,791
1978	394,754
1979	430,200

Source: Bill Arvey (ADFG)

165°E

170°E

175°E

180°W

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165°W





160°W

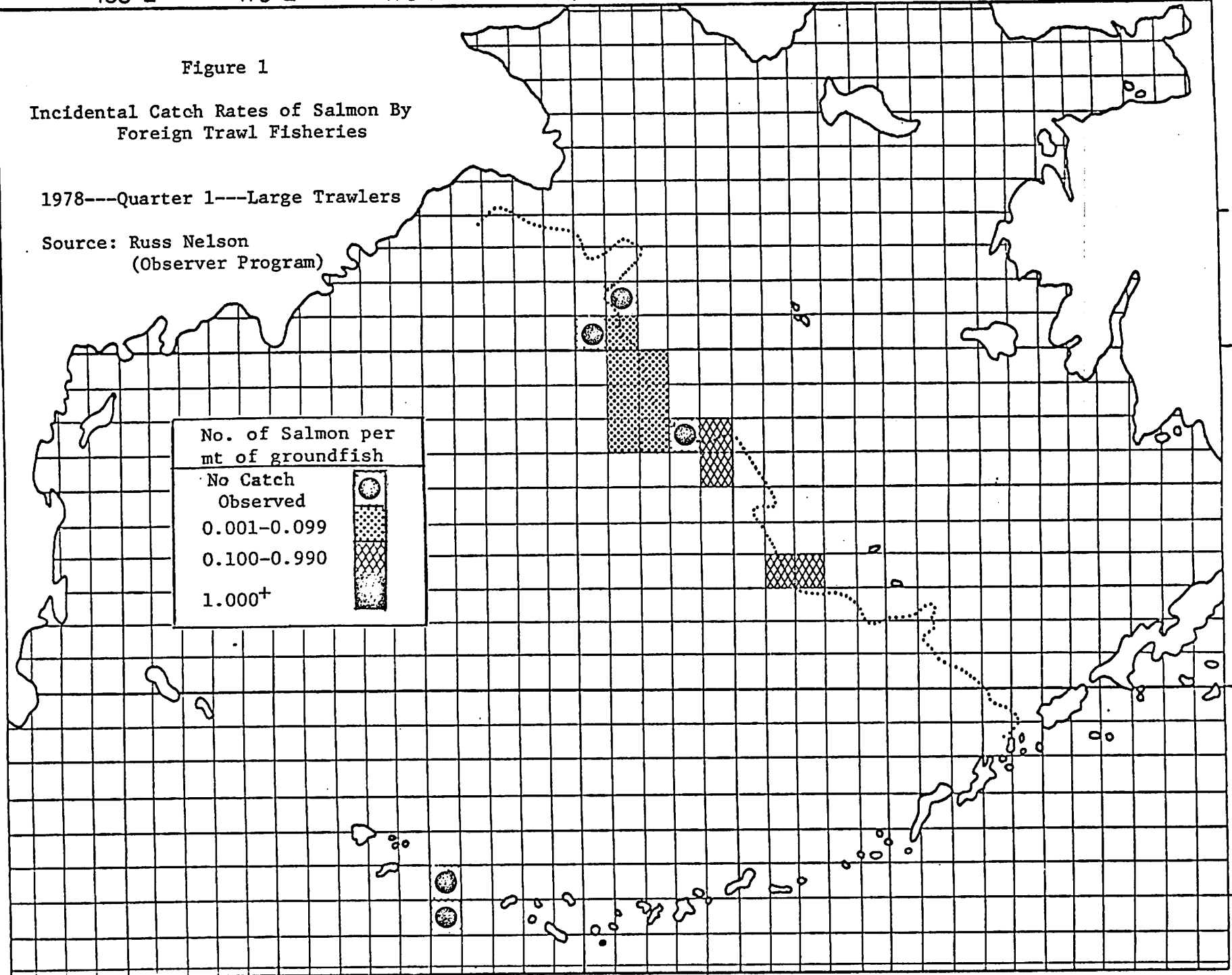
Figure 1

Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 1---Large Trawlers

Source: Russ Nelson (Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	



62°

60°

58°

55°

52°





165°E 170°E 175°E 180°W 175°W 170°W 165°W 160°W

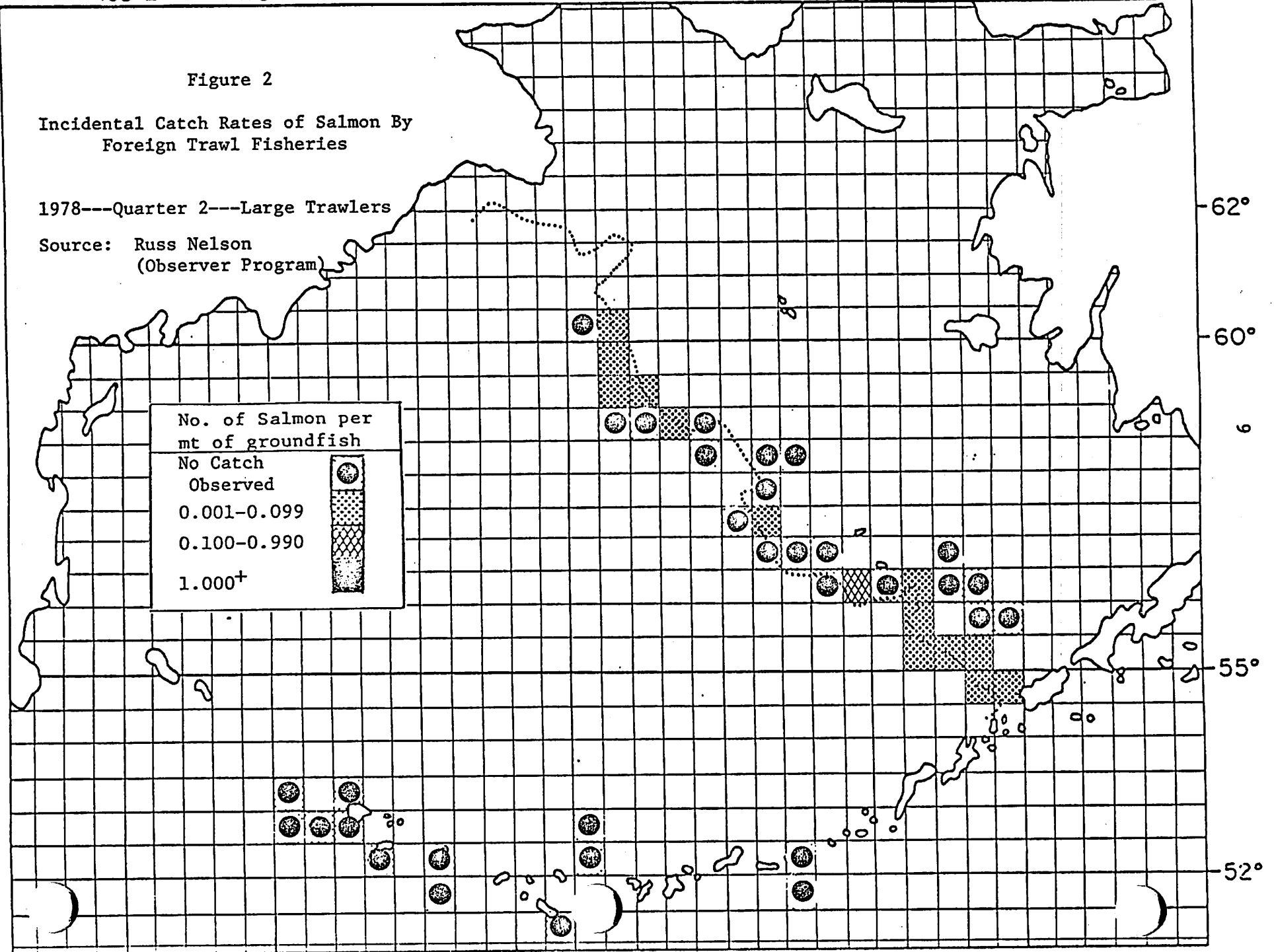
Figure 2

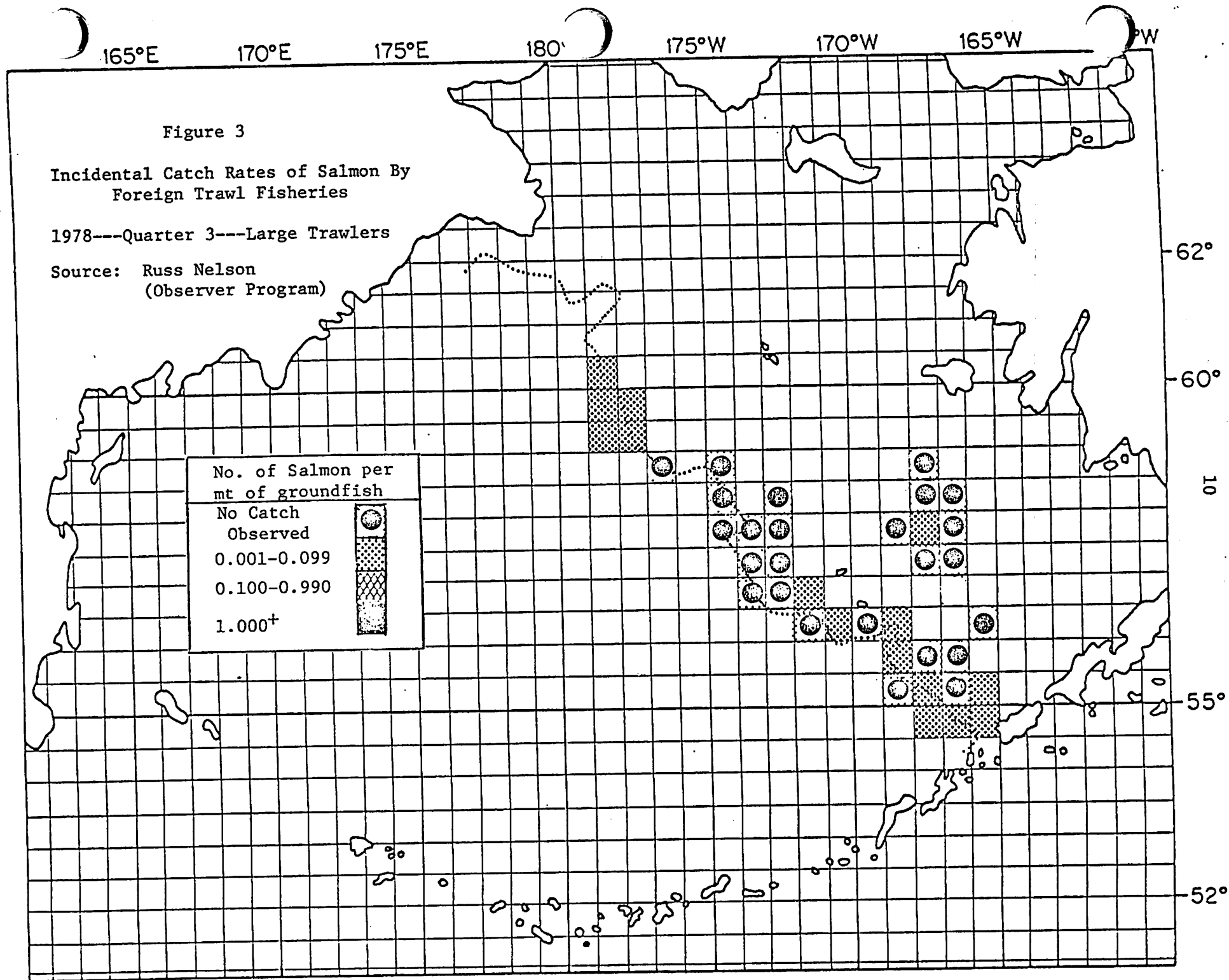
Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 2---Large Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	





165°E

170°E

175°E

180°W

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170°W

165°W





160°W

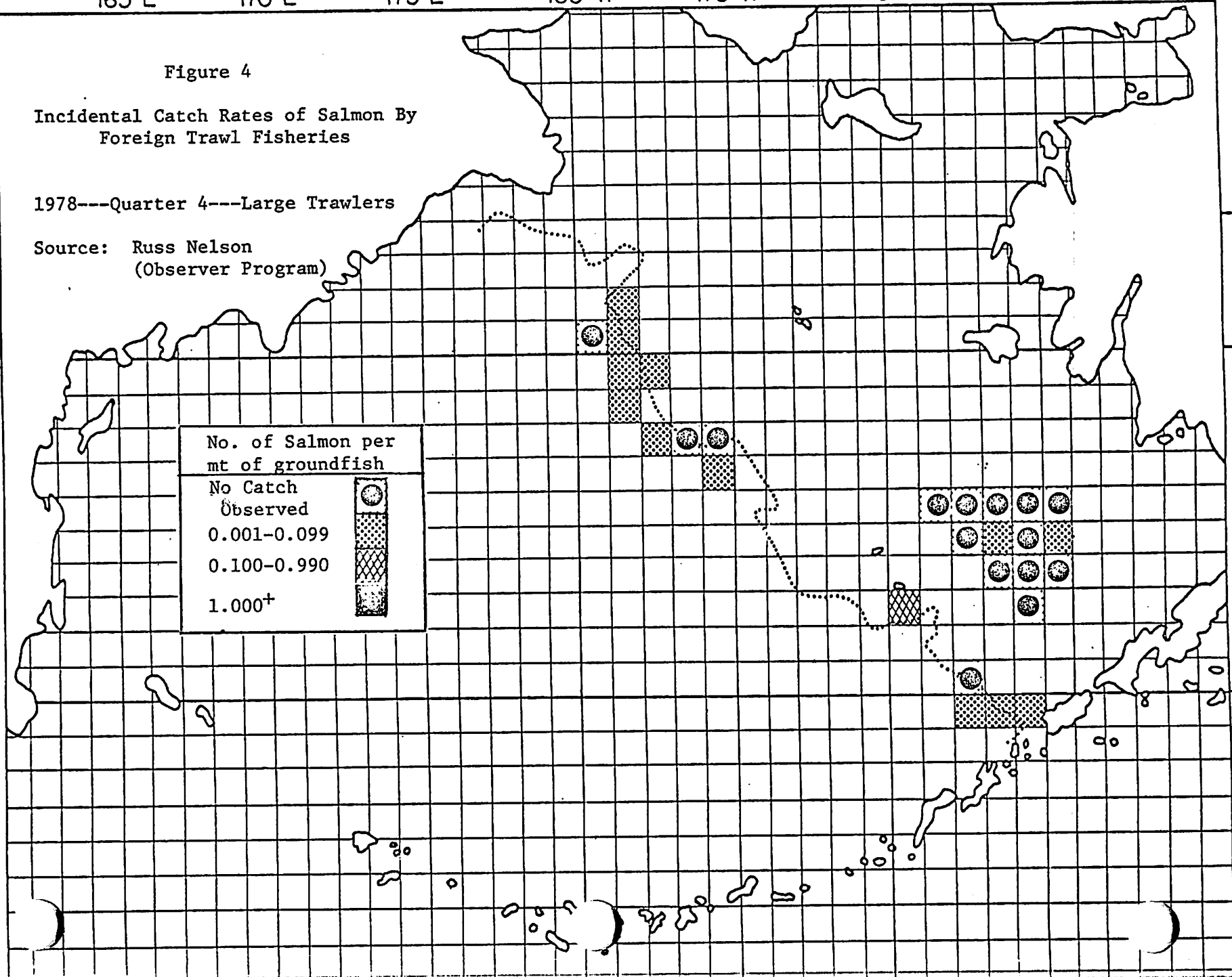
Figure 4

Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 4---Large Trawlers

Source: Russ Nelson (Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	



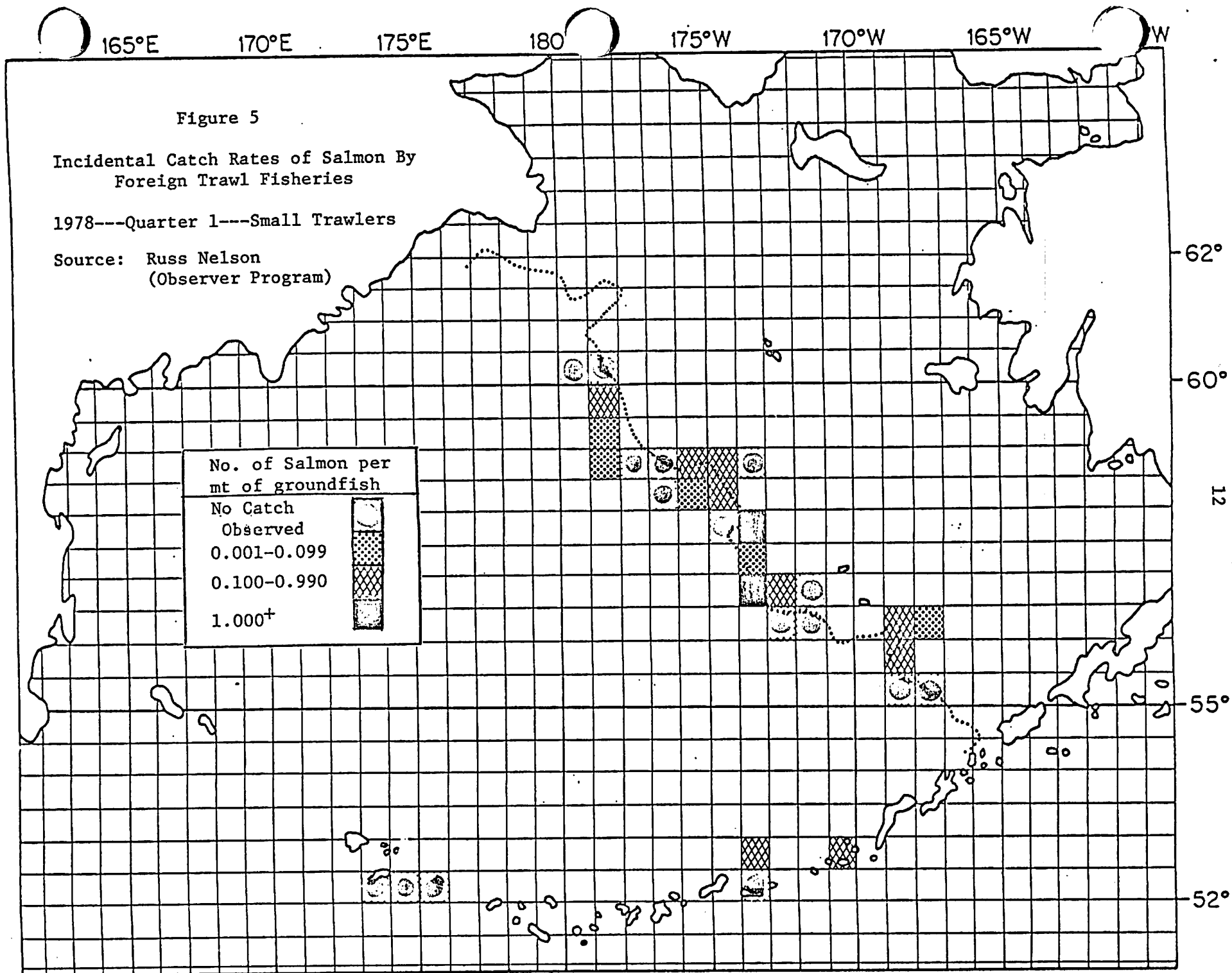
62°

60°

11

55°

52°



165°E

170°E

175°E

180

175°W

170°W

165°W

15°W

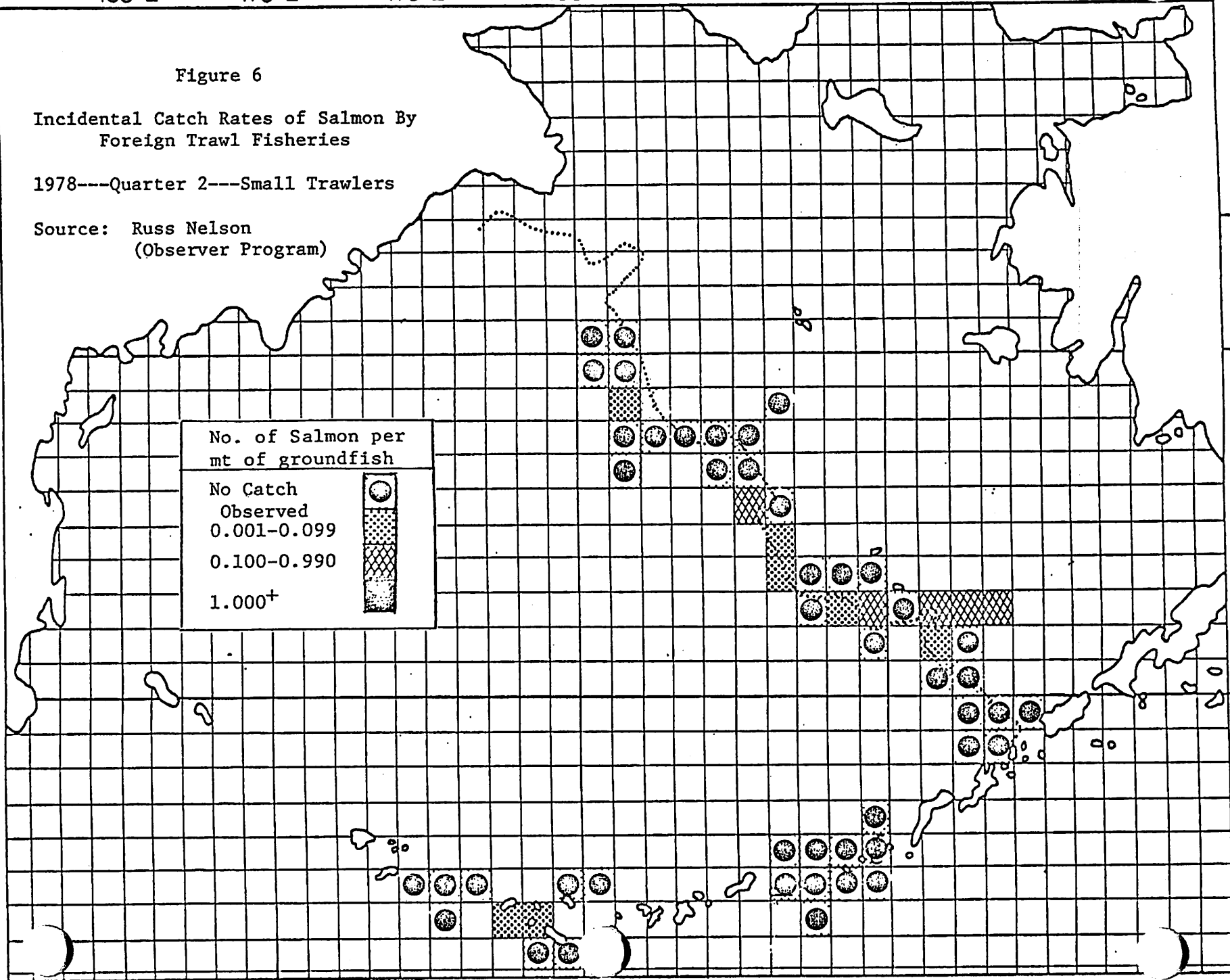
Figure 6

Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 2---Small Trawlers

Source: Russ Nelson (Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	



62°

60°

13

55°

52°

165°E

170°E

175°E

180°W

175°W

170°W

165°W

160°W

Figure 7

Incidental Catch Rates of Salmon By
Foreign Trawl Fisheries

1978---Quarter 3---Small Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per
mt of groundfish

No Catch

Observed

0.001-0.099

0.100-0.990

1.000+



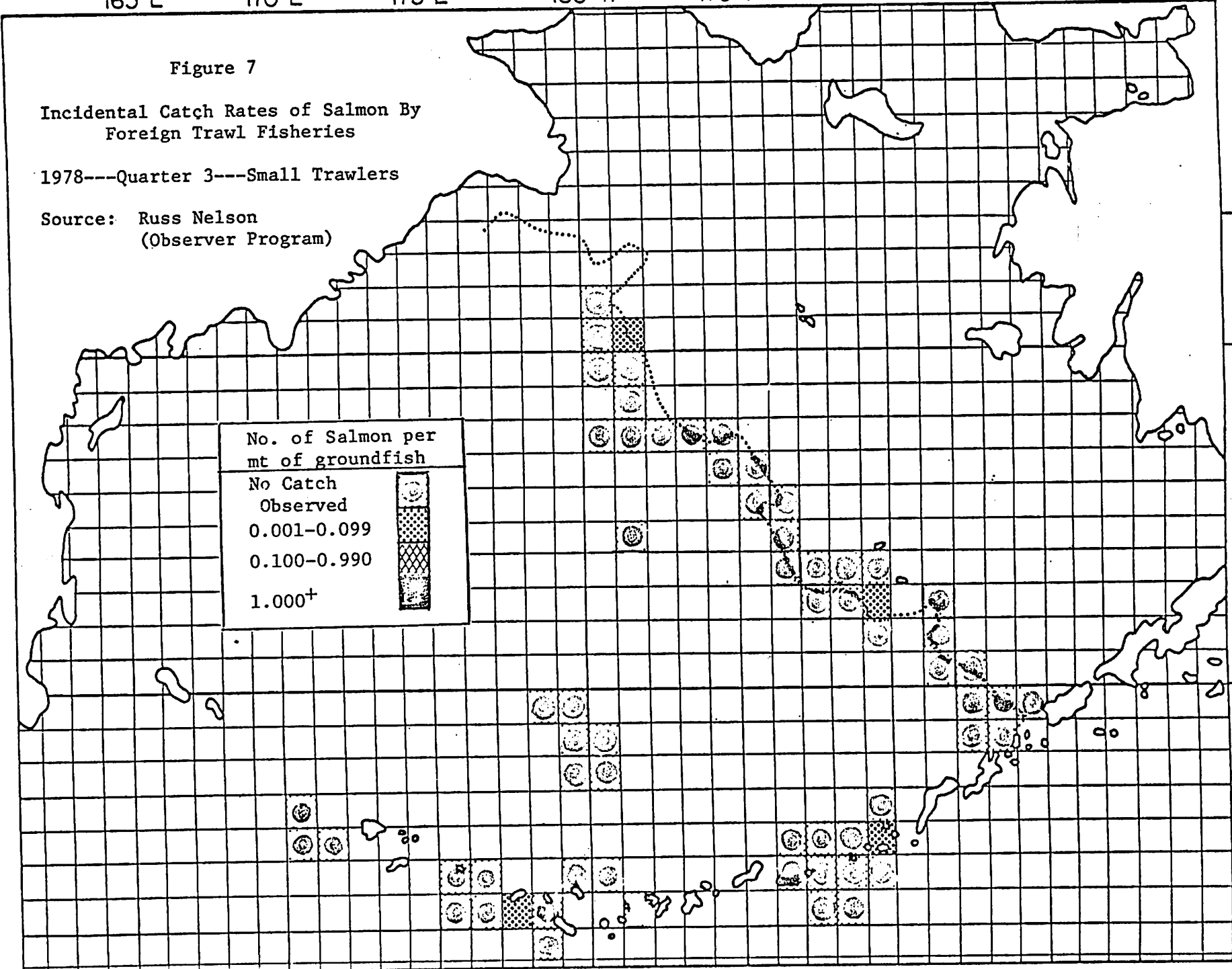
62°

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55°

52°







165°E 170°E 175°E 180°W 175°W 170°W 165°W 160°W

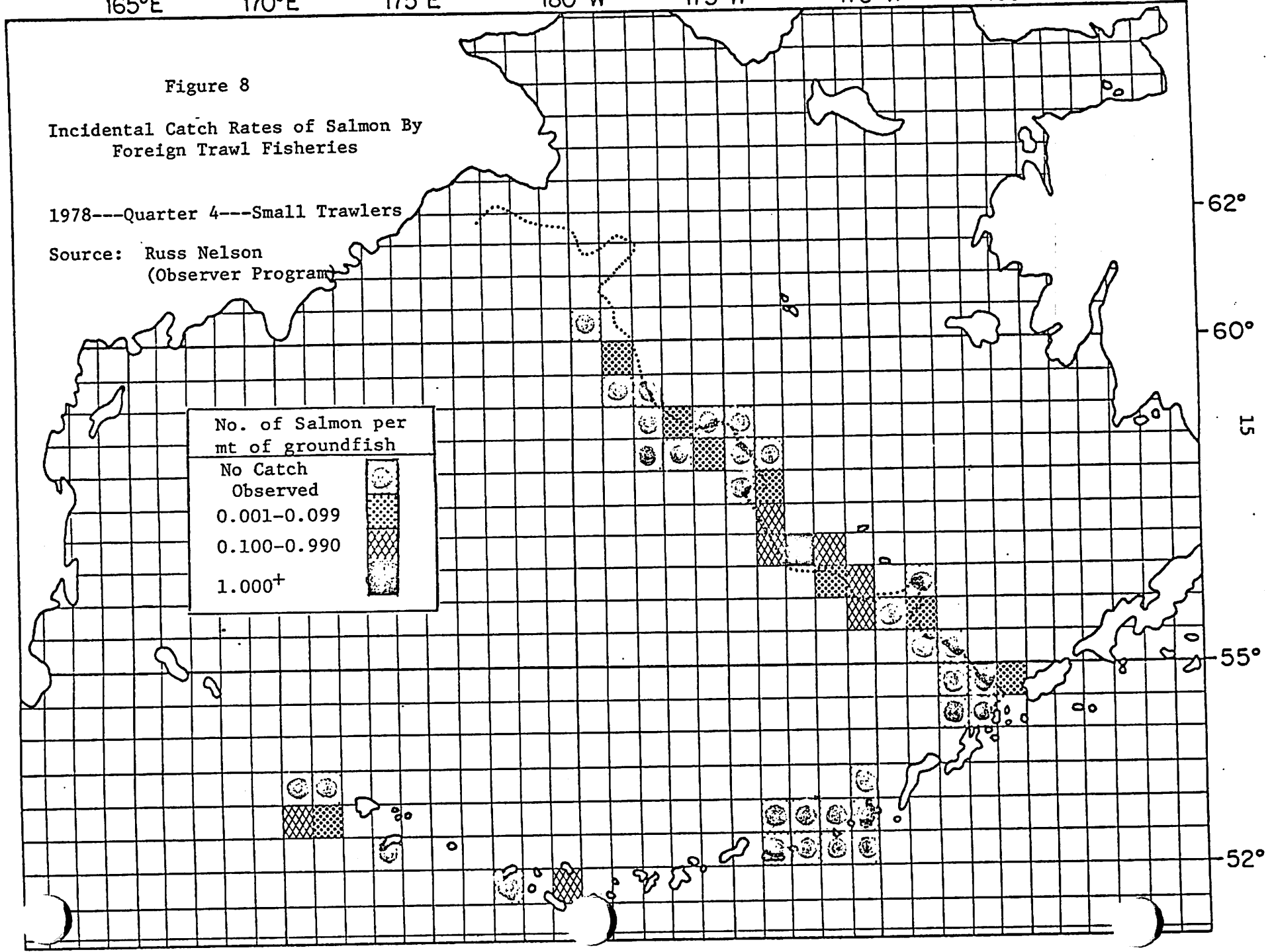
Figure 8

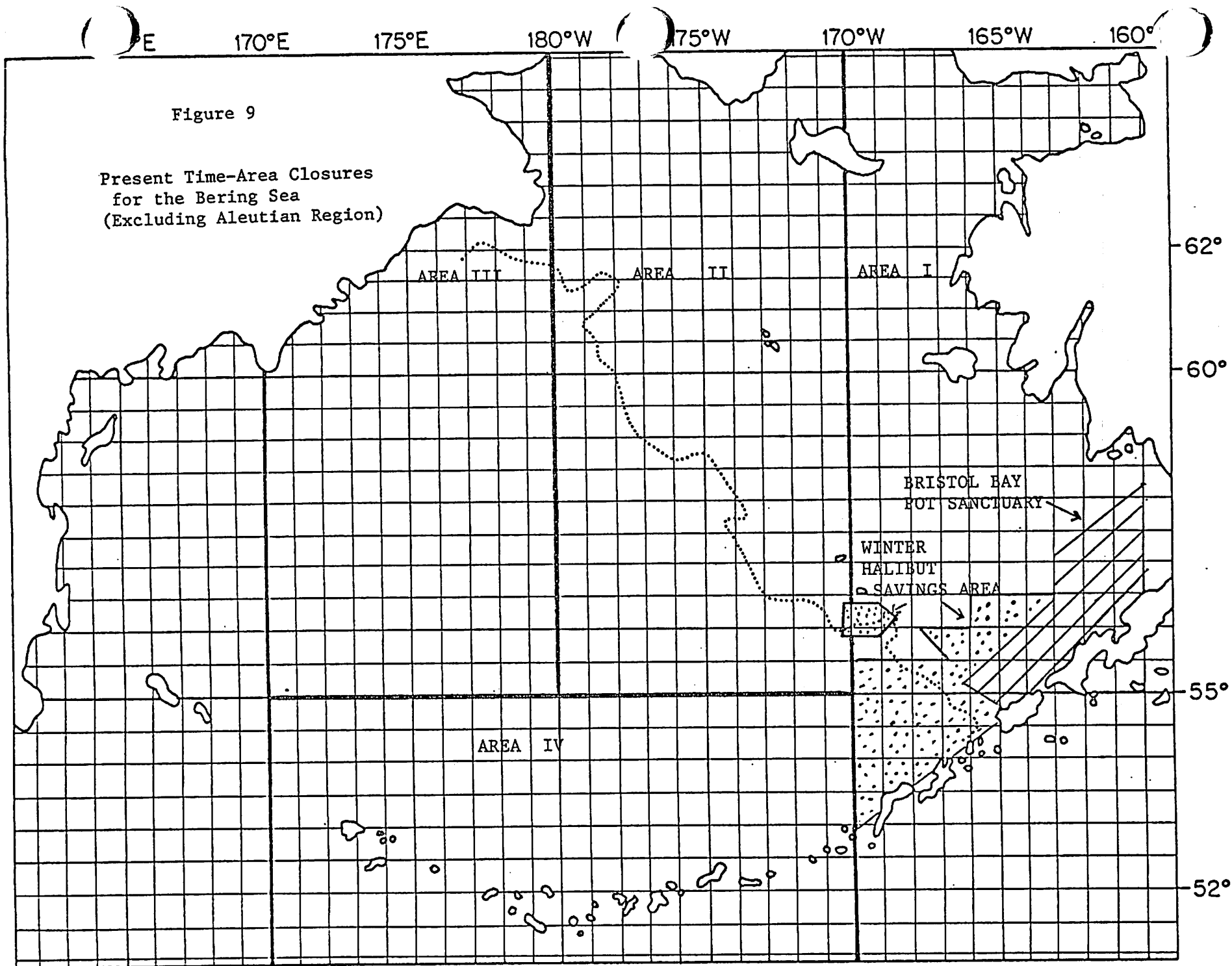
Incidental Catch Rates of Salmon By Foreign Trawl Fisheries

1978---Quarter 4---Small Trawlers

Source: Russ Nelson
(Observer Program)

No. of Salmon per mt of groundfish	
No Catch Observed	
0.001-0.099	
0.100-0.990	
1.000+	





Rec'd - Aug 23, 1979 on
Agenda VII-1

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Mr. Clement Tillion
Chairman
North Pacific Fishery Management Council
P. O. Box 3136 DT
Anchorage, Alaska 99510

RE: Possible Central Bering Sea Trawl Closure

Dear Mr. Tillion:

We are attorneys for the Japan Deep Sea Trawlers Association and the Hokuten Trawlers Association. The purpose of this letter is to express our clients' serious concerns regarding the recent proposal or proposals to close a major portion of the Bering Sea to trawl operations during the winter months. The effects of such a winter trawl closure on the Japanese trawl industry would be devastating. On the other hand, the significance of the conservation benefits to be gained by such a closure has yet to be demonstrated. With regard to herring, there is presently a substantial herring TALFF, it is unlikely that anything approaching the current OY for herring will be harvested this year, and the Bering Sea herring biomass appears to be large and increasing. With regard to king salmon, the incidental trawl catch appears to be small in relation to Western Alaska Chinook runs. We have been informed by Dr. Low of the Northwest and Alaska Fisheries Center, that the Western Alaska king salmon runs for 1979 are the largest on record (i.e., since 1960). The average incidental trawl catch of king salmon in 1977 and 1978 amounts to about 4% of the 1979 record king salmon runs. In this context, a drastic winter trawl closure would not seem to be justified.

In addition to the substantive objections raised above, we believe that the data upon which any drastic trawl closure might be based have not been adequately developed to support such a management measure, with its extremely negative impact upon the groundfish fishery in the Bering Sea. The incidental catch statistics

Dear Mr. [Name]:

I am writing to you regarding the [subject] of your letter dated [date]. I have reviewed the information provided and am pleased to inform you that [details].

The [subject] is currently being processed and we expect to have a final decision by [date]. I will contact you again once the process is complete.

If you have any questions or need further information, please do not hesitate to contact me at [phone number] or [email address].

Sincerely,
[Signature]

Enclosed for you are [number] copies of the [document] as requested. Please review these documents carefully and let me know if you have any comments or suggestions.

The [document] contains all the information you need to [action]. It is important that you review this information thoroughly to ensure that you are satisfied with the results.

If you have any questions or need further information, please do not hesitate to contact me at [phone number] or [email address].

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Mr. Clement Tillion
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Page 2.

available are based upon data from only two winters (1977-78 and 1978-79). In many instances, catch rates based upon extremely small samples are applied to extremely large groundfish catches with no analysis for the differences in incidental catch rate which may be related to water temperature, depth, or other factors. (In this connection, it is interesting to note that a memo from Bob French to Bert Larkins dated March 7, 1979, indicates that the average incidental catch rate for certain trawlers targeting on pollock was 0.632 while "other vessels with observers during this period targeted on yellow-fin sole and salmon incidence was very low, less than 0.05 fish per mt"). Dr. Low's recent report of August 15, 1979 indicates that present incidental catch data fails to establish a geographic pattern within the Bering Sea, where such incidental catch rates are high. Stated briefly, it appears that the data are not yet sufficiently developed to support the drastic management measures proposed.

Finally, we urge that a hasty decision on this matter be avoided, and that the Japanese trawl industry be given full opportunity to analyze the proposal in its final form and comment effectively prior to any action by the council. As you are aware, the proposal to close a major area in the central Bering Sea to trawl operations was originally conceived by persons interested in herring conservation and, more specifically, by the Herring Plan Development Team. Subsequently, a variety of public comments raised the question whether such a trawl closure might also benefit Western Alaska king salmon. During the Homer meetings, the SSC and the Council received a report prepared by Dr. Loh-Lee Low of the Northwest and Alaska Fisheries Center (NMFS), which presented and analyzed various time-area trawl closures in relation to their impact upon the groundfish fishery and their herring and salmon conservation benefits. It should be noted that Dr. Low's report added two additional options to those proposed by the Herring Plan Development Team.

More recently, Dr. Low has put out a revised report which analyzes incidental catch data for salmon only. Page 5 of this report includes two new time-area closure alternatives related to the protection of king salmon. Parallel with this development, we have been advised by the Council staff that the herring conservation issues will not be dealt with prior to the council hearings on the herring FMP. Thus, the herring conservation issue has apparently dropped out of the current picture and entirely new options and considerations are being proposed to justify the closure.

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Mr. Clement Tillion
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Page 3.

Additionally, we have been informed that the council staff is preparing a decision paper which may propose closure options not yet raised for discussion. All of these permutations and transformations of the "herring/salmon closure issue" have made adequate response by the Japanese trawlers very difficult. The Japanese are extremely interested in exploring alternatives to the time-area closures previously discussed which will produce similar conservation benefits, but this has been severely hampered by the shifting justification employed in relation to the proposed closure. We therefore urge that additional time for consideration be allowed.

Thank you for this opportunity to express our views.

Very truly yours,

HOUGER, GARVEY & SCHUBERT

By Stephen B. Johnson

SBJ/jr



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