


MEMORANDUM

TO: Council, AP, and SSC Members

FROM: Clarence G. Pautzke   
Executive Director

DATE: September 20, 1989

SUBJECT: Halibut Management

**ACTION REQUIRED**

- A. Receive report from the International Pacific Halibut Commission on the 1989 fishery and procedures used to evaluate halibut stock status.
- B. Review halibut allocation proposals and recommendations from the Halibut Management Team and Halibut Regulatory Amendment Advisory Group (RAAG).  
  
Approve allocative proposals for analysis and public review.  
  
Consider placing halibut management on a two-year cycle.
- C. Select a time and location for an annual joint meeting between the Council and the International Pacific Halibut Commission.

**BACKGROUND**

A. 1989 Halibut Fishery and Stock Status Report

The International Pacific Halibut Commission has been requested to prepare a Halibut Stock Assessment and Fishery Evaluation (SAFE) report for the Council [item C-10(a)(1)]. The request was prompted by the September 2 closure of bottom trawling in the Gulf of Alaska because the 2,000 mt halibut mortality cap had been reached, and also because of the significant number of important issues dealing with halibut stocks and the halibut fishery which the Council must address on an annual basis. A SAFE document would provide valuable insight into how halibut stocks are evaluated, how halibut bycatch is factored into these assessments, and the overall health of the halibut population in the North Pacific. NOAA guidelines suggest that a SAFE document be prepared annually for fisheries of the Gulf of Alaska and the Bering Sea/ Aleutian Islands which are under Council jurisdiction.

Staff from the IPHC are prepared to brief the Council on the results of the 1989 halibut fishery and the procedures used by the Commission in annually evaluating stock status and setting harvest quotas.

**B. Review Halibut Proposals and Act on Recommendations from the Halibut Team and RAAG; Consider Adjusting Halibut Cycle**

In 1987 the Council initiated a process to consider proposals for the allocative management of halibut fisheries off Alaska, based upon authority of the North Pacific Halibut Act of 1982. The Council subsequently approved allocative measures for the 1988 fisheries.

In September 1988 the Council recommended analysis of two allocational proposals for the 1989 halibut fishery: (1) changing from 50% to 80%, the portion of the quota to which 10,000 lb. trip limits would apply in Area 4C, with 20,000 lb. trip limits thereafter; and (2) setting a series of short openings in Area 4B for June and July with a combined 500,000 lb. catch limit. During their December 1988 meeting the Council favored the status quo for the first proposal which meant the fishery in Area 4C would continue with 10,000 lb. trip limits until 50% of the quota was taken and 20,000 lb trip limits thereafter. This provision has no sunset and will remain in force until superseded by further Council action. On the 4B proposal, the Council approved the requested series of short openings for 1989 and 1990 only. Although the IPHC agreed with the early openings, they did not approve the 500,000 lb. catch limit. A map of the halibut management areas is attached for your information in item C-10(b)(1).

A call for proposals to amend regulations for the 1990 Pacific halibut fishery was issued August 2, 1989. This year we received 17 proposals by the September 15 deadline; one additional late proposal has been received to date (item C-10 supplemental).

The Halibut Management Team met by teleconference on September 21. The Team's recommendations to the Halibut RAAG are reported in item C-10(b)(2). Sunday evening, September 24, the Halibut RAAG will meet to prepare recommendations for the Council. Copies of all proposals are included under item C-10(b)(3).

The Council needs to determine which proposals should be analyzed and sent out for public review. According to the current schedule, the Halibut Management Team will prepare an analysis of the proposals selected by the Council, a Notice of Availability will be published in the FEDERAL REGISTER in October, and at the December meeting the Council will review the analysis and public comment and recommend which regulatory actions should be forwarded to the Secretary of Commerce for approval and implementation. This rapid schedule is required in order to coordinate with the IPHC which conducts its annual meeting in January, and to assure implementation of rules in time for next year's halibut fishery.

Regarding the length of the halibut cycle, at the December 1988 and January 1989 meetings the Council had on its agenda consideration of a two-year amendment cycle. In December the Halibut Management Team commented that it was unnecessary to review allocative proposals every year, and that the compressed nature of the one-year cycle did not allow sufficient time for proper analysis of measures suggested by the public. However, during both meetings, the Council had insufficient time to act on this issue. The Council may now wish to compare the one- and two-year cycles [items C-10(b)(4) and (5)], and consider revising the halibut amendment cycle to accept allocative proposals only every other year, thus, allowing more time for analysis.

There are two important issues the Council needs to consider regarding the halibut proposal cycle. If you continue with the status quo or the "one-year cycle", then proposals would be accepted each fall and analysis and public review of selected proposals would have to occur quickly so a decision could be made in December. If a two-year cycle is chosen, the Council needs to choose either:

- (1) The status quo analysis schedule (September to December) but accept proposals only every other year, or
- (2) An analysis schedule that allows proposals to be analyzed over a one-year period, much like the current groundfish plan amendment cycle.

In the latter case, it is possible that halibut proposals could always be under Council analysis--each fall a new set of analyses could begin at the same time the previous year's proposals are up for Council decision. A drawback to the former option is the hurried nature of the analysis so that a decision by the Council can be forwarded to the Secretary for approval and implementation prior to the next year's halibut fishery.

### C. Annual Joint Meeting Between IPHC and Council

At its January 1989 meeting, the Council met for the first time with the Commissioners of the IPHC. That meeting was held to explore long-term halibut management alternatives in the North Pacific. Both the Council and IPHC agreed that continuing such a joint annual meeting is in the best interest of both groups, and therefore the Council needs to determine the appropriate time and location for the next joint meeting.

Suggestions from various members of the Commission and the Council indicate that either the December or the January Council meeting would be most appropriate. Since the IPHC has previously indicated their willingness to travel to the Council meeting location, only the date of the meeting is still in question. A December meeting might afford the IPHC greater opportunity to view the Council's procedures for setting groundfish quotas for the upcoming year, and to interact with the Council during discussions of the halibut bycatch aspects of these groundfish quotas. Further, the Council's halibut management schedule calls for final Council action on halibut allocation proposals during the December meeting. And should the Council proceed with its schedule for halibut limited access analysis, a decision to send the document to public review will occur in December. Thus, a December meeting would allow for Council and IPHC dialogue on all these issues.

Members of the IPHC staff are prepared to answer questions on a joint meeting. The Council needs to indicate their preference.

REPORT OF THE HALIBUT MANAGEMENT TEAM  
ON PROPOSALS FOR ALLOCATIVE MANAGEMENT OF THE  
1990 HALIBUT FISHERIES OFF ALASKA

On September 21, 1989 the Halibut Management Team met by teleconference to review and categorize 17 regulatory proposals received from the public. The team also reviewed several other issues related to halibut fishery management which are reported below.

A. PROPOSAL REVIEW

The following is the team's assessment of the proposals.

Entry Limitation

Twelve proposals advocated some form of entry limitation in the halibut fisheries. These were **Proposal Numbers 2 and 7-17.**

The team believes that developing a system of access limitation in the Alaskan halibut fisheries is of high priority. The team also notes that the Council already has underway a comprehensive analysis of halibut limited entry alternatives. Thus the team recommends deferring these proposals until that analysis is completed.

The team is prepared to further assist in the Council's limited entry analyses.

Use of Halibut Bycatch

**Proposal #1** suggests retaining halibut bycatch. The team endorsed the general concept of turning waste into usable product, but does not recommend analysis of this issue at this time. If the Council believes this issue merits analysis, the team presumes this will require close coordination with IPHC since the proposal has both conservation and allocative aspects.

Management Cycle

**Proposal #3** suggests changing the Council's halibut management cycle to a two-year cycle. The team agreed with the concept, but notes that the Council already has this topic on its September agenda and it should be dealt with outside the current amendment cycle. The team's comments on management cycle are provided later in this report.

Area 4 Allocations

**Proposal #4** requests continuing the early openings in Area 4B. The team reviewed the results of the 1989 season in 4B, noting that the program operated smoothly with 9 openings for 14 fishing days. Since the Council approved early openings during its December 1988 meeting for the 1989 and 1990 fishing years, the team believes no further regulatory action is needed to satisfy the request at this time. The team did suggest, however, that the Council reiterate to IPHC its desire to continue the early opening scheme for 1990.

**Proposal #5** requests extending the 10,000 lb. trip limits in Area 4C to 100% of the quota for the area. In the 1989 fishery, the team notes that there were 10 one-day fishing periods under 10,000 lb. limits and 3 one-day periods under 20,000 lb. limits. According to preliminary IPHC data, approximately 50% of the total halibut catch in this area was by local vessels from the Pribilof Islands and 50% from vessels outside the area.

The team recommends that the Council indicate their preference for allocation in Area 4C. If a 50/50 split between local and non-local vessel participation is preferred, then the status quo accomplishes this objective. However, if the Council prefers a larger share of the quota be allocated to local vessels, then the team suggests proceeding with an analysis of alternatives.

Regarding a delay in season opening, this may favor local vessels by avoiding weather problems earlier in the month. If the Council favors assisting local vessels in such a manner, then the team is prepared to undertake the analysis of this measure in concert with analysis of a different trip limit scheme.

**Proposal #6** suggests implementing a local fishery in the vicinity of Dillingham/Togiak in the Closed Area. This proposal has both allocative and conservation aspects. Further, the team believes that a significant amount of work will be required before an analysis package can be brought to the Council and this work cannot be completed under the current cycle deadlines.

The Council needs to indicate their preference for establishing a fishery in Bristol Bay. If such a fishery is desired, then the team recommends the Council informally request IPHC to implement appropriate measures to accomplish this objective. The Council and IPHC also may wish to discuss this at the next joint IPHC-Council meeting.

## B. OTHER MANAGEMENT ISSUES

### Area 4E Fishery

The team reviewed preliminary results of the 1989 fishery in Area 4E (Nelson Island/Northeastern Bering Sea). Beginning with the 1988 season, the Council had recommended a 6,000 lb trip limit and vessel clearances. However, the quotas have not been taken in the area; in both years the quota was 100,000 lbs. In 1988 local vessels caught 5,226 lbs. and vessels from outside the area caught 3,878 lbs. In 1989 local vessels caught 5,375 lbs. and outside vessels 7,882 lbs. Thus, only 9.1% and 13.3% of the quota was taken in 1988 and 1989, respectively. The team is concerned that the IPHC objectives of full utilization of the halibut quota are not being met under the current management regime.

### Halibut Management Cycle

The team believes the current cycle is too constraining; insufficient time is available for analysis and public review. The team recommends adopting a two-year cycle similar to the example before the Council at this meeting. However, if this example is adopted, final rule making should occur after the September meeting rather than in December because of the work load before the Council and NMFS at that time.

REPORT OF THE HALIBUT REGULATORY AMENDMENT ADVISORY GROUP  
ON PROPOSALS FOR ALLOCATIVE MANAGEMENT OF THE  
1990 HALIBUT FISHERIES OFF ALASKA

On September 24, 1989 the Halibut Regulatory Amendment Advisory Group (RAAG) met to review 17 regulatory proposals received from the public, to review the Halibut Management Team's report on the proposals, and to make specific recommendations to the Council.

Following is the Halibut RAAG's assessment of the 17 proposals, and their comments on the halibut management cycle and the Area 4E fishery.

A. PROPOSAL REVIEW

Entry Limitation

The RAAG agreed with the team's assessment of Proposals 2 and 8-17. These proposals advocated some type of entry limitation in the halibut fishery. The RAAG recommended these proposals be provided to the Council's Fishery Planning Committee for incorporation into their efforts to develop a halibut access limitation scheme.

However, the RAAG differed somewhat from the team in its suggested treatment of Proposal 7. The RAAG viewed this proposal as a recommendation to the Council that it adopt a specific goal for halibut management that calls for a scheme to provide fresh halibut to the market year 'round. The Group suggested that the Council may wish to modify their halibut management goals with this idea in mind. If the Council wishes to adopt such a goal, the RAAG recommends that such a goal also be cross-referenced to the Fishery Planning Committee's stated goals for access limitation in the halibut fishery.

Use of Halibut Bycatch

The RAAG suggested that the concepts outlined in Proposal 1 be deferred to the Council's long term work on bycatch management. The Group also noted the IPHC's long-standing concerns over any type of halibut bycatch retention, and that an observer program must be in place before retention could effectively be considered. No further analysis is recommended at this time.

Management Cycle

The RAAG recommends that Proposal 3, which suggests changing the Council's halibut management to a two year cycle, be deferred to Agenda Item C-10 for Council resolution at this meeting.

### Area 4 Allocations

Proposal 4 requests continuing the early season openings in Area 4B. In 1988, the Council approved of this measure for the 1989 and 1990 4B fishery. The RAAG concurred with the team's suggestion that the Council reiterate to IPHC its interest in continuing the early openings for 1990.

The RAAG reviewed management options for the Area 4C fishery, including Proposal 5 which asks for extending the 10,000 lb. trip limits to 100% of the quota for the area. The Group noted the team's report on the catch ratio between local vessels and vessels from outside the area, but also noted that many factors can strongly influence how this fishery performs (e.g. number of vessels fishing for sablefish to qualify for limited access consideration; current prices paid for halibut; etc.). The RAAG makes no recommendation to the Council for disposition of this proposal.

Proposal 6 requests a fishery in the Closed Area. The RAAG viewed this as primarily a conservation issue, and recommended the Council ask IPHC to attempt to implement a small scale fishery in the area if there are no conservation issues that would constrain it.

### B. OTHER MANAGEMENT ISSUES

#### Area 4E Fishery

The RAAG reviewed the team's report on this fishery, and noted that only a small percentage of the quota has been taken in recent years under the Council's trip limit and vessel clearance scheme. However, the RAAG suggests retaining this management for the near future, possibly revisiting the issue if the 4E quota continues to remain largely unharvested.

#### Halibut Management Cycle

The RAAG agrees with the team that more time is needed for proper analysis of halibut proposals. However, the Group did not recommend any one cycle. Rather, the RAAG noted that at least three options might be considered by the Council:

1. The status quo, which calls for analysis, public and Council review, and rulemaking over approximately 5 months.
2. A two year cycle that calls for analysis, public and Council review, and rulemaking over approximately 18 months.

3. A cycle similar to that used for groundfish fishery management which is approximately a 14 month process.

The RAAG further noted that it may be desirable to limit calling for proposals to every other cycle. However, some members of the RAAG were concerned that such a policy might constrain fishermen from suggesting timely proposal ideas.

halbraag.989



# North Pacific Fishery Management Council

John G. Peterson, Chairman  
Clarence G. Pautzke, Executive Director

605 West 4th Avenue  
Anchorage, Alaska 99501



Mailing Address: P.O. Box 103136  
Anchorage, Alaska 99510

Telephone: (907) 271-2809  
FAX (907) 271-2817

September 6, 1989

Donald A. McCaughran, Director  
International Halibut Commission  
P.O. Box 95009  
Seattle, Washington 98145-2009

Dear Don:

On September 2, 1989 the Gulf of Alaska bottom trawl fishery was closed because of halibut bycatch. This is the first closure of a domestic fishery for halibut bycatch purposes in the Gulf of Alaska and it likely portends similar regulatory decisions for both the trawl and longline groundfish fisheries in 1990. As a result of this inseason closure, substantial amounts of flatfish remain unharvested. It is also likely that the halibut bycatch limit will constrain bottom trawling in the Bering Sea later this year.

In view of this very significant impact on trawl fisheries, it is extremely important for the Council to be fully informed on all aspects of halibut research and management by IPHC. Further, the Council is addressing allocative issues, is considering limited access on a fixed schedule and is also examining the issue of full utilization which will certainly include the Prohibited Species concept.

Therefore, I respectfully request that you provide the Council, starting with the 1989 September meeting, with the equivalent of an annual Stock Assessment and Fishery Evaluation (SAFE) Report on halibut. These reports (formerly called Resource Assessment Documents) contain information on status of stocks, catch and management histories, economics, and research. They help educate the Council and public and will undoubtedly weigh heavily in any allocative decision. Although time is short, I am confident most of the information is readily available (this request was discussed with Bob Trumble and Steve Davis on August 31, 1989).

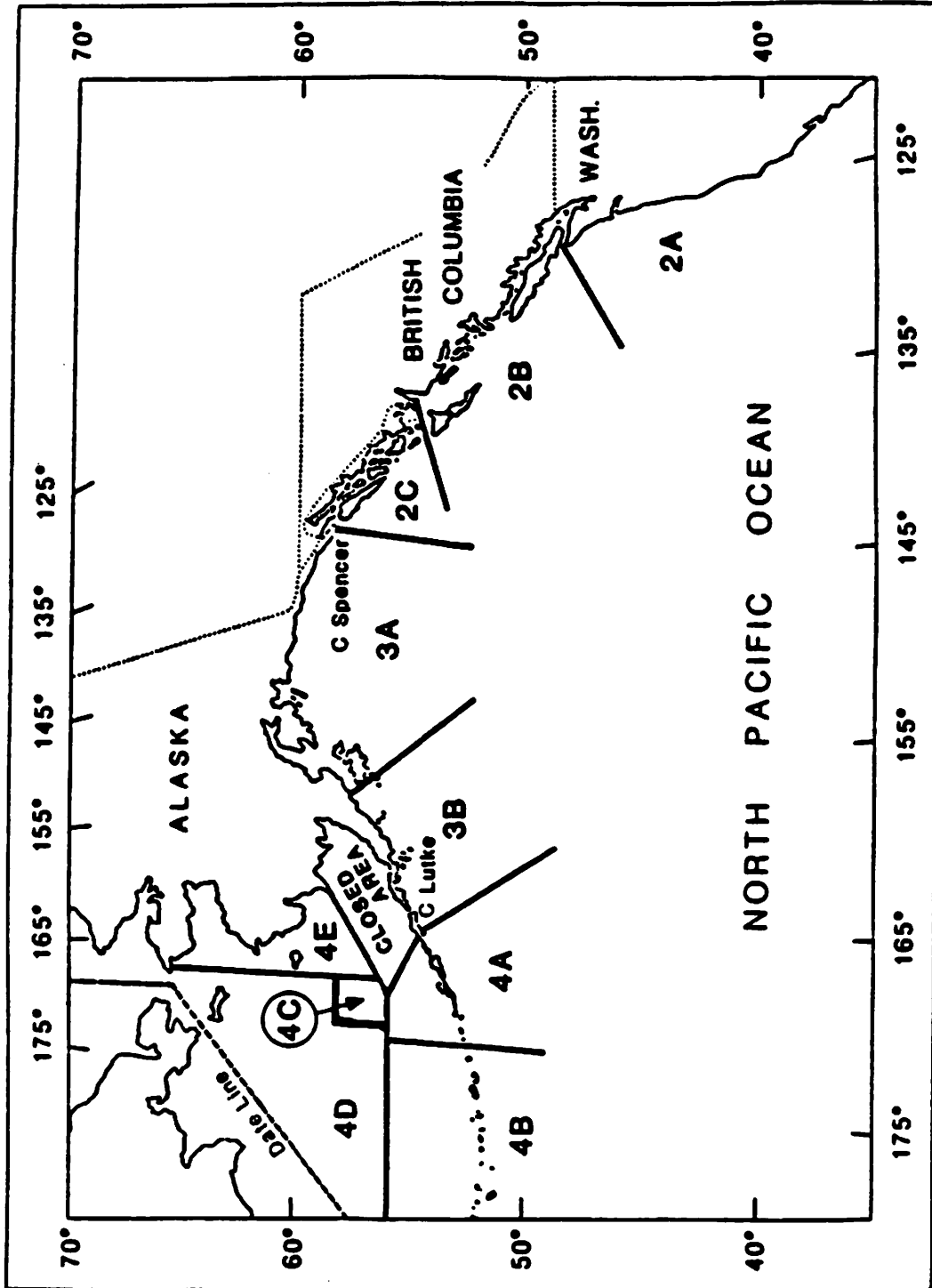
Your cooperation will be greatly appreciated.

Sincerely,



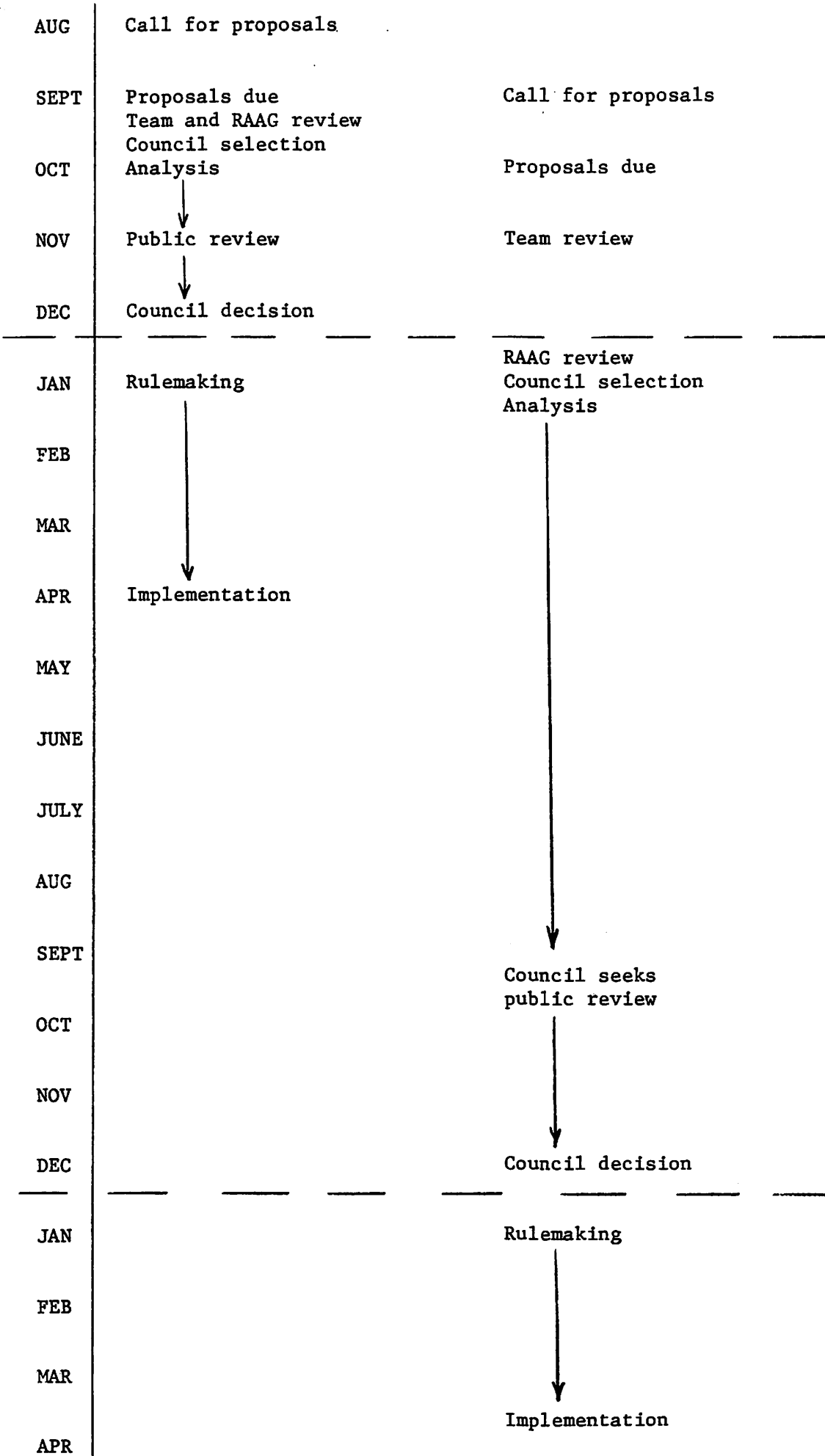
John G. Peterson  
Chairman

cc Steve Pennoyer  
IPHC Commissioners  
Council Members

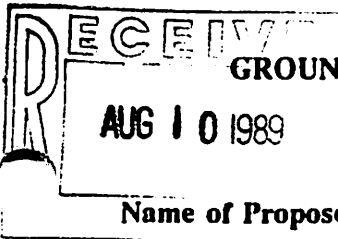


Regulatory areas for the Pacific halibut fishery.

ALTERNATIVE HALIBUT MANAGEMENT CYCLES



HALIBUT MANAGEMENT  
PROPOSALS



**GROUND FISH FISHERY MANAGEMENT PLAN AMENDMENT PROPOSAL**  
**North Pacific Fishery Management Council**

**Name of Proposer:** Bob Worley

**Date:** 8-7-89

**Address:** LFS Inc.  
851 Coho Way  
Bellingham, Wa.  
98225

**Telephone:** (206) 734-3336

**Fishery Management Plan:** Halibut

**Brief Statement of Proposal:** It shall be legal for incidentally caught halibut to be landed or used as crab bait as long as poundage is entered on a fish ticket or recorded in the ship's log.

**Objectives of Proposal: (What is the problem?)**  
To eliminate wastage of halibut and provide accurate information to the Commission regarding incidental catch of Halibut.

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**  
At present there is no method to accurately measure the incidental catch of Halibut. Some is shook off by Trollers, a portion is thrown overboard by dragger and some crab pot caught Halibut is used for hanging bait by crab fishermen.

**Foreseeable Impacts of Proposal: (Who wins, who loses?)**  
At present much halibut is taken incidental to Trolling, Crabbing and dragging. The resource and Commission would benefit if accurate numbers were available to forecast future incidental impact on the resource.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

**Supportive Data & Other Information: What data are available and where can they be found?**

Several years ago Trollers were allowed to land their incidental catch of halibut, then it became illegal, but Trollers still have an incidental catch.

**Signature:** Bob Worley

Box 1840  
Kodiak, Ak. 99615  
Sept. 8, 1989

North Pacific Fisheries Management Council  
205 West 4th Avenue  
Anchorage, Ak. 99501

Dear Council Members,

Because we fear that over-capitalization has threatened the successful, longterm management of our fisheries we offer here two proposals we feel are appropriate tools for both halibut and groundfish management as well as all fisheries. We believe these proposals may garner the support of those who, like us, have traditionally opposed limited entry proposals.

We propose an apprenticeship program similar to one under consideration in the East Coast fisheries.

We propose that at least 51 percent of any vessel participating in a fishery be owned by EXPERIENCED COMMERCIAL FISHERMEN. The definition of EXPERIENCED COMMERCIAL FISHERMEN can be refined in public hearings but at this time we offer a definition that would require a person have at least three years experience in the commercial fisheries. To qualify that person would have to have been active aboard a fishing vessel for at least six months of each year or the full length of the fishery for which entrance is sought. To maintain that qualification, the owner would have to fish at least half of that requirement. After fifteen years, continued fishing time would not be required. Each permit would have to be "earned" and could not be sold, transferred or inherited.

The above requirements seem the minimum needed if access is to be limited in any way. It also does not specifically address requirements needed to enter new fisheries or use new gear types. However, we feel industry input would come up with creative solutions if the basic proposal is adopted for consideration.

We feel this relatively simple management proposal could be applied to all species and all gear types and would effectively limit the trauma of over-capitalization caused by outside financiers interested in turning a quick profit. By keeping control of the fisheries in the hands of those with a vested interest in its continued good health, this proposal will help conserve the fisheries as well as the socio-economic well being of Alaskan coastal communities.

And finally, let us not forget that fishing is a highly skilled profession. More often than not, it is those without adequate experience (or under financial pressure caused by over-capitalization) who contribute to safety hazards and fisheries waste caused by lost gear and irresponsible bycatch levels.

Other skilled and less dangerous professions demand apprenticeship programs; now more than ever professional fishermen should demand no less.

These same rationals can be applied to our second proposal.

We propose using an Individual Transferable Quota system that would award points to deckhands and skippers as well as the vessel. The points would be cumulative so that after

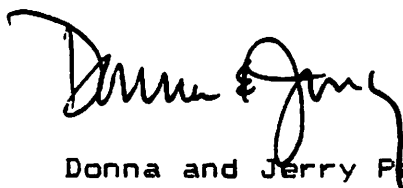
seasons of working on deck or in the wheelhouse. a fishermen could gain enough points to earn entry into the fishery with a vessel of his or her own.

We propose that at least 51 percent of the allocated ITQ points needed for a vessel to participate in the fishery come from the crew and skipper so that the amount of fish a vessel could land would be determined by the employment it provided.

This plan too would inhibit over-capitalization and help keep control of our fisheries in the hands of fishermen. However, the sheer bureaucracy and cost of implementing and monitoring an IFQ management plan make the simple apprenticeship program more viable and , in the long run, more effective.

We hope you will regard these proposals with all the serious consideration as is given more cumbersome and heavily lobbied access proposals that, in the end, donate public resources to create an enforced system of "have and have nots."

Sincerely,



Donna and Jerry Parker-Ellefson  
and family



3

**HALIBUT MANAGEMENT PROPOSAL  
North Pacific Fishery Management Council**

**Name of Proposer:** Fishing Vessel Owners' Association

**Date:** 8/16/89

**Address:** Room 232, West Wall Building  
Fishermen's Terminal  
Seattle, WA 98119

**Telephone:** (206) 283-7735

22 1989

**Brief Statement of Proposal:**

Change Council regulatory cycle to bi-annual rather than annual.

**Objectives of Proposal: (What is the problem?)**

Relieve the Council regulatory strain on staff and provide consistency for the industry.

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**

The cost and examination of many projects such as limited entry and shore-based preference issues as well as data analysis is binding the system.

**Foreseeable Impacts of Proposal: (Who wins, who loses?)**

Less aspirin used at Council Meetings.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

Yes, tri-annual.

**Supportive Data & Other Information: What data are available and where can they be found?**

Unknown

**Signature:**



4

**AFA****ATKA FISHERMEN'S ASSOCIATION**ATKA RURAL BRANCH, ATKA, ALASKA 99822  
(907) 839-2242

AUG 29 1989

## MEMORANDUM

TO: Members of NPFMC  
FROM: ATKA FISHERMEN'S ASSOCIATION  
DATE: August 28 1989  
RE: AREA 4B Allocative Halibut Regulations

THE ATKA FISHERMEN'S ASSOCIATION  
REQUESTS THAT THE NORTH PACIFIC COUNCIL  
CONTINUE THE AREA 4B ALLOCATIVE HALIBUT  
REGULATIONS FOR THE 1990 HALIBUT  
SEASON.

SEP 14 1989

CENTRAL BERING SEA FISHERMEN'S ASSOCIATION  
P.O. BOX 88  
ST. PAUL ISLAND, ALASKA 99660  
Representing Fishermen of St. Paul and St. George

September 14, 1989

1. Statement of Proposal:

Central Bering Sea Fishermen's Association proposes an extension of the 10,000 lb trip limit regime in the 4C area to the entire quota for 4C and a delay of season opening until June 25.

2. Objective of Proposal:

The objectives of local fishermen in the 4C area have been consistent over the years:

- A) Maintain a fair opportunity for small vessel participation.
- B) Provide a consistent, fresh, local caught product for market.
- C) Expand local fishing opportunity when harbors can accommodate larger vessels.

Extension of the 10,000 trip limit regime to the entire season will support these objectives. Since imposition of 10,000 trip limit regime, the local small vessel catch has increased. The first year, 1988, saw an all-time record catch by CBSFA, under the existing regime of 10,000 trip limits for 50% of the quota, followed by 20,000 trip limits for the remainder. CBSFA, with full knowledge that many vessels were busy qualifying for sablefish limited access regime in 1988, requested extension of the 10,000 trip limit to 80% of the quota for 1989. This action was requested to maintain a high local catch for a developing fishery in the 4C area.

It was reflected by the NPFMC last year. In 1989, outside vessels returned to fish 4C resulting in a shorter season and an approximate 40% decrease in local catch. Harbor construction activities blocked harbor entrances in St. George, limiting local access. Although this explains some decrease, local vessels in 4C caught approximately 290,000 lbs. in 13 openings in 1989, compared to almost 480,000 lbs. and 18 openings in 1988. This is a problem because less catch means less local income for a developing fishery and discourages local economic growth. Our developing fishery took a backward step in 1989, and what we feel is an unjustified cut in quota for 4C. If 4B can exceed its quota by 800,000 pounds, we feel that 4C deserves a closer look in terms of a quota increase in 1990.

Need and Justification for Council Action:

Although the trip limit regime provides for a rational, orderly fishery and a continuous steady supply to market and consumers, its application to the 4C area has been interpreted as "allocative" in nature, and thus Council action is necessary.


Perceivable Impacts of Proposal:

Proposal will result in a longer season, more fresh halibut on market, and greater opportunity for continued local fleet fishing development. Impact on the larger non-local vessels is minimal, since last year's record shows that the 10,000 lb trip limit does not deter the larger vessels from participating. In fact 4 or 5 of these non-local vessels took over 1/2 of the halibut taken under the 10,000 limit regime in 1989. The trip limit system is sound management for the 4C area because the quota is so small. Similar trip limits were successfully used to "mop up" in areas with much larger quota. We expect to be petitioning the IPHC for increased 4C quota again this year.

Possible Alternative Solution:

Other solutions to this problem include exclusive registration areas for Pribilof fisherman. This has been debated in the past, and is a very divisive issue. Another solution would be to decrease bycatch allowance to the mobile fleet which is limiting Bering Sea halibut quota.

Sincerely,

  
Anthony Philetsoff  
Central Bering Sea Fishermen's Association

Summary of 1989 Halibut Season:

Area 4C Local Vessels:

	# of vessels	Pounds
St. Paul	15	249,600
St. George	5	39,639
		<hr/>
		289,239

6

SEP 15 1989

P. O. Box 663  
Dillingham, Alaska 99576

September 14, 1989

Clarence G. Pautzke, Executive Director  
North Pacific Fishery Management Council  
P. O. Box 103136  
Anchorage, AK 99510

Dear Mr. Pautzke:

I understand that the North Pacific Fishery Management Council has the authority to allocate halibut in Alaska's waters for social and economic reasons. We are submitting this letter, proposal, and backup information, and would like the Council to consider our proposal during its fall meeting.

As you are aware, over the last several years, a number of Bristol Bay fishermen have made attempts to establish a small-boat, near-shore, commercial halibut fishery in the Bristol Bay area. In 1988, the International Pacific Halibut Commission turned down our proposal. The enclosed letter to Paula Cullenberg from Steve Hoag of the IPHC staff outlines what he perceived to be the Commission's reasons.

We continue to believe, however, that the establishment of a small-boat, near-shore, commercial halibut fishery of 50,000 pounds in the Bristol Bay area will not adversely affect the juvenile halibut in the area. The IPHC staff has said as much in both Steve Hoag's letter and in the last line of their report on the results of the 1987 setline survey.

In addition, it is hard for us, as local fishermen, to understand the biological and conservation rationale for denying this small fishery when domestic trawlers take a bycatch of over 500,000 pounds of primarily juvenile halibut in area 514 alone.

Commercial halibut fishing is open in a number of other juvenile rearing areas in the Bering Sea and Gulf of Alaska. The Commission has told us that they do not think that there are enough adult halibut in Bristol Bay to make it worth or while. We feel that we, as fishermen, better understand our financial constraints and should make that decision for ourselves.

We would appreciate it if you would consider our proposal and advocate for our fishery. We are open to the idea of making this a short-term test fishery to be re-evaluated after a year or two.

PAGE TWO  
Letter to Mr. Pautzke  
September 14, 1989

Thank you, and I hope to hear from you soon.

Sincerely yours,

A handwritten signature in cursive script that reads "Andy Golia". The signature is written in dark ink and is positioned above the typed name.

Andy Golia

**HALIBUT MANAGEMENT PROPOSAL**  
**North Pacific Fishery Management Council**

**Name of Proposer:** Bristol Bay Halibut Co-op  
c/o Andy Golia  
**Address:** Box 633  
Dillingham, AK 99576

**Date:** Sept. 13, 1989

**Telephone:** 842-5307

**Brief Statement of Proposal:** To designate a small-boat, near-shore, commercial halibut fishery in Bristol Bay. To achieve this we propose:  
**AREA:** from Cape Newenham to Stroganoff Point, extending 20 miles offshore (see enclosed map)  
**OPENINGS:** two openings, each lasting two weeks. First opening from June 1 to June 15; second opening from August 1 to August 15.  
**QUOTA:** 50,000 pounds with 25,000 pounds allotted in the first opening and 25,000 pounds in the second opening.

**Objectives of Proposal: (What is the problem?)**

A recent setline survey by the IPHC in Bristol Bay indicated that although the CPUE of adult halibut in this area is low, longline fishing will not adversely affect the juvenile population. Many fishermen in Bristol Bay would like to attempt a small test fishery in this area. The IPHC denied this request. We believe that the denial was not due to biological or conservation reasons.

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**

See above - The NPFMC has the authority to allocate halibut for social and economic reasons. We believe that it has been shown that a small fishery will not hurt the juvenile resource. We also believe that a small fishery may not seem significant to the IPHC, but will be an economic boost to our local economies.

**Foreseeable Impacts of Proposal: (Who wins, who loses?)**

The fishermen of Bristol Bay would like to extend their fishery and diversify. They feel that the denial of their proposal is arbitrary. The local economies of Togiak and Manakotak as well as Dillingham will benefit from this additional income. The small harvest in Bristol Bay will not impact the total halibut quota or the juvenile population.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

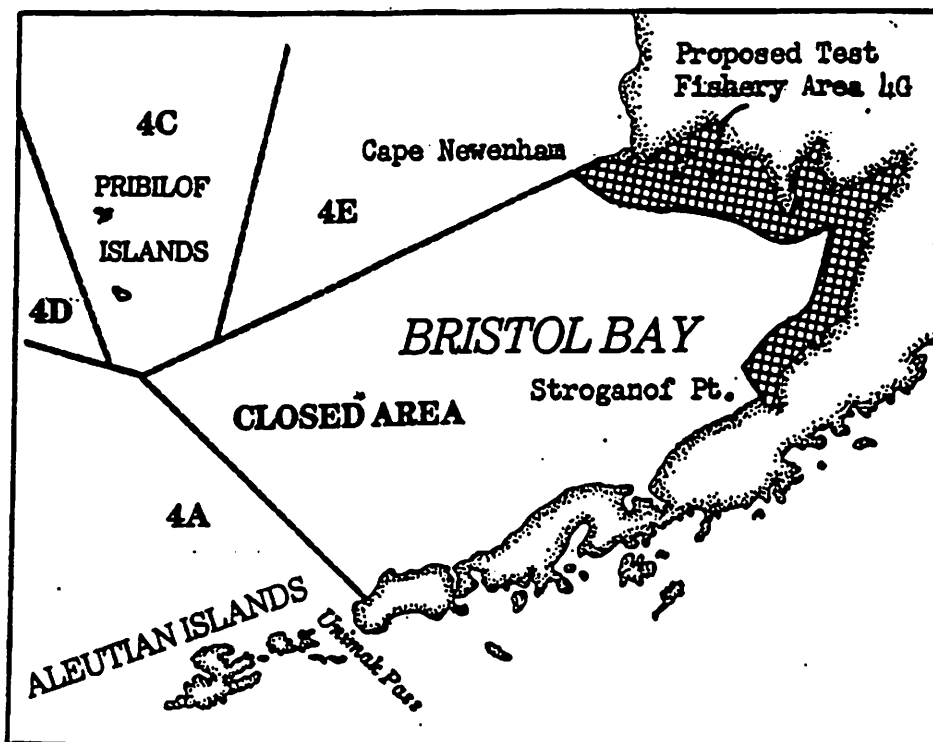
**Supportive Data & Other Information: What data are available and where can they be found?**

Enclosed is letter from Steve Hoag re: perceived reasons for denying our proposal and summary of setline survey in Bristol Bay in 1987.

**Signature:**



The map below reveal the boundaries of the proposed commercial halibut test fishery area being requested by the steering committee members of the Bristol Bay Halibut Co-op before the International Pacific Halibut Commission (Photocopy of map courtesy of the BRISTOL BAYTIMES, Dillingham):



COMMISSIONERS.

# INTERNATIONAL PACIFIC HALIBUT COMMISSION

DIRECTOR  
DONALD A. MC CAUGHRAN

LENCA ALEXANDER  
PARKSVILLE, B.C.

DENNIS N. BROCK  
OTTAWA, ONT.

RICHARD ELIASON  
SIKKA, AK

W. MC VEY  
SITKA, AK

GEORGE A. WADE  
SEATTLE, WA

GARY T. WILLIAMSON  
SURREY, B.C.

ESTABLISHED BY A CONVENTION BETWEEN CANADA  
AND THE UNITED STATES OF AMERICA

PO BOX 95009  
SEATTLE, WA 98145-2009

TELEPHONE  
(206) 634-1838

FAX:  
(206) 632-2983

May 24, 1989

Paula Cullenberg  
Marine Advisory Program  
Cooperative Extension Service  
PO Box 1549  
Dillingham, AK 99576

Dear Paula:

In response to your questions regarding what happened at the 1988 IPHC meeting on the Bristol Bay proposal, the following statement was included in the summary of the minutes of the meeting.

Mr. Eliason made a motion to open the Bristol Bay area as requested with a 50,000 pound quota. Considerable discussion followed, but the motion died for the lack of a second. A summary of comments received concerning the possibility of a new Bristol Bay area follow:

1. The proposed new area is part of a traditional nursery area that has been closed since the 1960's.
2. The IPHC staff position was one of neutrality. A survey during 1987 indicated that a longline fishery with circle hooks would probably not be harmful to juveniles because most juveniles are too small to be caught on large hooks. However, the survey also indicated very few halibut of harvestable size and that the development of a significant fishery in the area was not likely.
3. The Conference Board opposed the establishment of a halibut fishery in this area by a vote of 34 to 5 because they were concerned that allowing a halibut fishery to take place in an established nursery area would weaken their argument that the area should be closed to trawling. They were also concerned about setting a precedent that would lead other groups to request additional parts of the nursery area be opened.
4. Other concerns expressed included (1) the lack of enforcement and staff time to monitor a fishery in the area. (2) the possibility of larger juvenile catches if smaller hooks were used, and (3) evidence of the start of a natural decline in juvenile abundance, hence restrictions to limit juvenile catch should be increased, not decreased.

I am also enclosing a copy of the report submitted by the IPHC at the meeting.  
Please let me know if I can be of further assistance.

Sincerely,

A handwritten signature in cursive script, appearing to read "Steve".

Stephen H. Hoag  
Assistant Director

jdf

enc

Copy for files

P. O. Box 663  
Dillingham, Alaska 99576

March 22, 1989

Clarence G. Pautzke, Executive Director  
North Pacific Fishery Management Council  
P. O. Box 103136  
Anchorage, AK 99510

Dear Mr. Pautzke:

Per the request of Mr. Tony Knowles, please find enclosed a copy of the proposal that was submitted by a group of Bristol Bay fishermen to the International Pacific Halibut Commission at their January 26, 1988 meeting in Sitka, Alaska. The proposal requested the establishment of a small-boat, near-shore commercial halibut fishery in the Bristol Bay area.

At that particular meeting, the Halibut Commission rejected the proposal citing conservation concerns.

We have been unhappy with the decision for the following reasons:

1. The Bristol Bay area is the only area in coastal North America where local fishermen do not have immediate access to commercial halibut fishing grounds.

2. Although in the past, the NPFMC has allowed for a significant bycatch of halibut in the closed area by joint venture and domestic trawlers, the Halibut Commission still denied us a small halibut fishery.

3. Per the results of the setline survey completed in the Bristol Bay area by the Halibut Commission during the summer of 1988, 60% of the halibut caught were of legal size.

For the above reasons, we continue to believe that our proposal posed no conservation concerns, and thereby request that the NPFMC request the Halibut Commission to reconsider its decision in regards to our proposal.

If you have any questions, please don't hesitate to contact me at (907) 842-5307.

Sincerely yours,

*Andy Golia*

Andy Golia

Statement By

ANDY GOLIA  
BRISTOL BAY HALIBUT CO-OP  
DILLINGHAM, ALASKA

Before the

International Pacific Halibut Commission  
Sitka, Alaska

January 26, 1988

Mr. Co-chairmen, and conference board members, my name is Andy Golia. I'm from Dillingham, Alaska, and I represent the Bristol Bay Halibut Co-op.

The Bristol Bay Halibut Co-op was organized in the latter part of 1986 by commercial fishermen from Dillingham and Naknek. We organized primarily to propose the development of a commercial halibut fishery in the Bristol Bay area .

Most of you may recall, last year in Vancouver, B. C., our group initially requested a commercial fishery. To reacquaint everyone, last year, we proposed to open up a portion of an area that has been closed to the commercial take of halibut since 1967 - over twenty (20) years ago.

Furthermore, if you recall, last year, the conference board, as well as the Halibut Processors Association, recommended to the Halibut Commission to consider completing a set-line survey of the area before a commercial fishery will be considered, and subsequently, the Halibut Commission agreed to a set-line survey.

This past summer, three (3) vessels were chartered to complete the survey. A larger Seattle-based longliner was used, including two (2) 32' Bristol Bay gillnetters that were converted to longlining. Although the results of the set-line survey showed low numbers of halibut found in the area, most of the halibut caught were determined to be mature, commercial legal-sized halibut.

Because of the results of the set-line survey, we're here to ask for a small commercial test fishery. Being commercial fishermen, and knowing the Bristol Bay area, we believe we can find enough legal-sized halibut to support a small commercial fishery.

More specifically, in regards to our proposal, we ask the following:

AREA (see attached map):

Similar to what we proposed last year, we'd like to create a new area - labeled as AREA "4G". The proposed boundaries of this area will encompass the waters from Cape Newenham (located northwest of Bristol Bay) adjacent to AREA 4E, and extend twenty (20) miles offshore along the coastline south to what's known as Stroganoff Point (an area located near the community of Port Heiden).

We're asking for an area twenty (20) miles offshore for obvious safety reasons. Most of us fishermen in Bristol Bay own shallow-draft 32' vessels, and cannot venture too far offshore.

#### OPENINGS:

In terms of the openings, we ask that two (2) openings be allowed - with each opening to last two (2) weeks in duration. We'd like the first opening to begin June 1, and end June 15, 1988, and the second opening to be allowed in the early fall - to begin August 1, and end August 15, 1988.

#### QUOTA:

In terms of a quota, we'd like to see a total quota of 50,000 lbs - of which 25,000 lbs will be allowed for each opening.

We ask for no less than 50,000 lbs because we feel that any amount less will not provide the incentive necessary for fishermen in our area to attempt a commercial test fishery.

At this moment, I'd like to make it clear that we are not proposing any restrictions to vessel length, limitations on the number of skates that can be used, or trip limits for the proposed test fishery.

I know that some of the conference board members had problems last year when we mentioned such restrictions, and I want to make it well understood that we are NOT proposing any restrictions for the proposed test fishery.

In closing, I'd like to mention that we have received resolutions of support from the city councils of Dillingham, Aleknagik, Ekwok, New Stuyahok, Togiak, Clark's Point, Manokotak, and Port Heiden in our efforts to obtain a halibut fishery.

We've also received resolutions of support from the Bristol Bay Borough, and the Bristol Bay Native Association. I might add that the Bristol Bay Native Association, through its board of directors, represent the entire twenty-nine (29) community

traditional village councils in the Bristol Bay area.

We've also received resolutions of support from fish and game advisory committees - more specifically, the Southwest Alaska Fish and Game Regional Council and the Nushagak and Naknek/Kvichak Fish and Game Advisory Committees.

Furthermore, we've also received a recent resolution of support from the Southwest Alaska Municipal Conference.

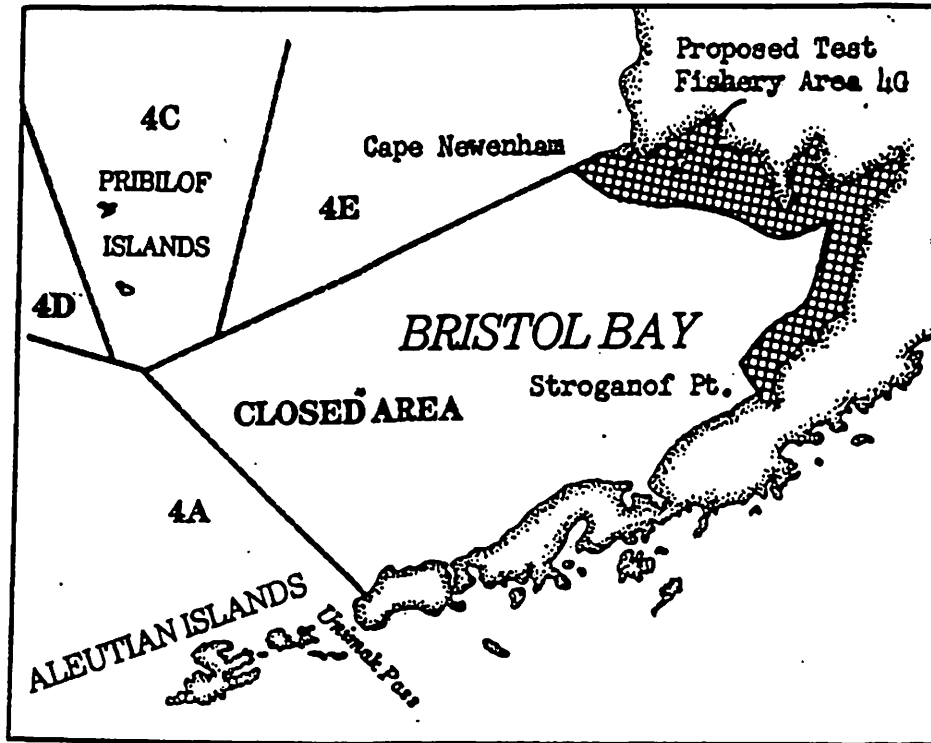
So, in closing, we feel we have received over-whelming support from the entire area of Bristol Bay, including certain southwest Alaska organizations.

We respectfully request that the conference board recommend a commercial test fishery be granted in our area. We believe that a test fishery will show whether or not commercial quantities of legal-sized halibut exist in the area to support a small fishery.

We firmly believe that a small test fishery in will not adversely impact the conservation of the healthy halibut resource of the Bering Sea. With a possible harvest of 68 million pounds of halibut to be considered for the North Pacific, we feel that we're asking for just a very small portion of the total harvest.

Thank you, and if there's any questions, I'll try my best to answer them.

The map below reveal the boundaries of the proposed commercial halibut test fishery area being requested by the steering committee members of the Bristol Bay Halibut Co-op before the International Pacific Halibut Commission (Photocopy of map courtesy of the BRISTOL BAYTIMES, Dillingham):





## STOCK ASSESSMENT DOCUMENT II

### SECTION 9. RESULTS OF THE 1987 BRISTOL BAY SURVEY OF HALIBUT

by

Heather L. Gilroy and Stephen H. Hoag

#### INTRODUCTION

A proposal for a Bristol Bay near-shore Pacific halibut fishery was presented to the International Pacific Halibut Commission (IPHC) by Bristol Bay industry groups. Bristol Bay has been closed to the halibut fishery since 1967, after it was recognized as a major nursery area for Pacific halibut. The IPHC agreed to conduct an exploratory setline survey of the closed area to assess the commercial size stock and incidence of sublegal halibut caught.

The area surveyed encompassed 20 miles offshore along the coast from Cape Newenham to Cape Seniavin. The IPHC chartered a Seattle longline vessel, the M/V VALOROUS to fish the complete coastal area. Two local 32-foot vessels the F/V CORAL and the F/V ERICA C were chartered out of Dillingham, Alaska. Their fishing locations were no more than ten nautical miles off from the mainland shore. Most location selections were the results of regional community output.

All vessels fished with "snap-on" setline gear. The VALOROUS used No. 3 circle hooks spaced at 21 foot intervals and baited with herring and Pacific cod. The CORAL and ERICA C used No. 3 and No. 5 circle hooks spaced at 24 to 36 foot intervals and baited with salmon, herring, and octopus. All fishing effort was standardized to skates of 100 hooks at 18 foot intervals based on IPHC standardization procedures. The VALOROUS fished from July 23 to August 2; the CORAL and ERICA C fished from July 27 to August 11. The soak time ranged from 4 to 10 hours on the VALOROUS and from 5 hours to 21 hours on the

## RESULTS

Detailed catch and effort data by set, location and depth are provided in Appendix Tables I, II and III. A summary of the results for each major fishing location is provided in Tables 1 and 2.

The VALOROUS caught 65 sublegal halibut and 66 legal halibut on 323 standard skates. The average weight (dressed, heads-off) was 6.8 pounds for sublegal halibut and 18.7 pounds for legal halibut. The CORAL and ERICA C caught 24 sublegal halibut and 55 legal halibut on 99 standard skates. The average weight was 8.1 pounds for sublegal halibut and 23.4 pounds for legal halibut. One factor that may have reduced the catch was a high incidence of starfish on the gear. Very few baited hooks were retrieved.

The catch per skate for legal and sublegal halibut by fishing locations is shown in Figures 1 and 2. The average catch per skate of legal halibut was 3.8 pounds for the VALOROUS and 13.0 pounds for the CORAL and ERICA C and ranged from 0 to 27.0 pounds by fishing locations. The catch per skate of sublegal halibut was 1.4 for the VALOROUS and 2.0 for the CORAL and ERICA C and range from 0 to 6.6 pounds by location.

A summary of the number of halibut by length interval and vessels is provided in Table 3. The lengths ranged from 52 cm to 133 cm for the VALOROUS and from 40 cm to 129 cm for the CORAL and ERICA C.

## CONCLUSION

The results from this survey suggest that there are relatively few legal-sized halibut in the Bristol Bay survey area. The average catch per skate of 6.0 pounds is below the average catch per skate observed in other parts of the Bering Sea. For comparison, the average catch per skate (pounds)

in the commercial fishery in other IPHC regulatory areas was as follows:

<u>1986</u>					<u>1987</u>	
Average Catch per Skate (log data)					Avg. catch/sk	highest catch/sk
<u>4A</u>	<u>4B</u>	<u>4C</u>	<u>4D</u>	<u>4E</u>	<u>Bristol Bay</u>	
115.5	100.2	184.5	105.5	22.6	6.0	27.0

The highest catch per skate of the Bristol Bay survey area is higher than the average catch per skate of Area 4E. The best fishing of the surveyed area occurred around the Hagemester Island and Togiak Bay Area.

Although the Bristol area is known as a juvenile nursery ground, the catch of sublegal halibut was small (less than .5 halibut per standard skate). The reasons for the low catch of small halibut is probably due to the size selective properties of the hooks, ie. small halibut cannot be effectively caught with No. 3 and No. 5 circle hooks.

In conclusion, the survey results suggest a very small stock of legal halibut inhabit Bristol Bay and that if a commercial fishery were to be allowed the catch limit should be kept very low (perhaps 25,000 pounds). Another option would be to move the Area 4E line to include the Togiak Bay area in which commercial halibut stock may be of similar size. If a commercial halibut fishery did take place it would not have an adverse impact on juvenile stocks.

Table 1. Daily numbers, pounds and CPUE for the VALOROUS, 1967.

DATE	LOCATION	DEPTH PATHOMS	STANDARD SKATES	SUBLEGALS (<81 cm)				LEGALS (>81 cm)			
				NO.	NO./SK.	LBS.	LBS./SK	NO.	NO./SK	LBS.	LBS./SK
7/22	58:28 161:24	8-13	29:36	13	.44	83.7	2.9	12	.41	198.6	6.8
7/24	58:27 161:00	9-11	29:36	9	.31	65.6	2.2	11	.37	230.1	7.5
7/25	58:32 158:38	4-10	29:36	5	.17	34.7	1.2	12	.41	279.6	9.5
7/26	58:21 159:36	12-15	29:36	0	0	0	0	5	.17	118.2	4.0
7/27	58:14 159:02	9-10	29:36	3	.10	25.6	.9	2	.07	23.6	.8
7/28	58:07 158:04	15-18	29:36	1	.03	9.0	.3	2	.07	31.9	1.1
7/29	57:52 158:35	20-23	29:36	2	.07	16.2	.6	3	.10	43.3	1.5
7/30	57:41 158:27	19-23	29:36	2	.07	10.9	.4	2	.07	38.0	1.3
7/31	57:05 158:50	11-21	29:36	4	.14	34.8	1.2	2	.07	35.6	1.2
8/1	56:53 159:20	14-21	29:36	3	.10	21.9	.7	12	.41	191.6	6.5
8/2	56:37 160:11	17-32	29:36	23	.76	140.1	4.2	3	.10	44.9	1.5
TOTALS			322.96	65	0.20	442.5	1.4	56	.20	1235.5	3.8

Table 2. Catch and effort by region for the F/V's BRICA C and CORAL, 1987

STATIONS	LOCATION	DEPTH FATHOMS	STANDARD SEATSS	SUBLEGALS (<81 CM)				LEGALS (>81 CM)			
				NO.	NO./SK.	LBS.	LBS./SK.	NO.	NO./SK.	LBS.	LBS./SK.
1	58:47 161:52	4-21	5.17	0	0	0	0	5	0.97	98.1	19.0
2	58:40 160:42	4-6	5.37	4	.67	39.3	6.6	0	0	0	0
3	58:45 160:15	2-17	30.91	1	.03	9.0	0.29	33	1.97	337.1	27.9
4	58:37 159:55	11-16	8.39	1	.12	10.6	1.3	2	0.24	29.7	3.5
5	57:37 159:00	3-14	40.0	17	.42	128.3	3.2	15	0.38	323.2	8.1
6	53:15 157:43	5-8	3.34	1	.12	7.5	0.9	0	0	0	0
TOTALS			98.79	24	.24	194.7	2.0	55	.56	1288.1	13.0

Table 3. Number of halibut by 5 cm intervals and vessel.

<u>LENGTH</u> (cm)	<u>Number of Halibut</u>		
	<u>VALOROUS</u>	<u>ERICA C AND CORAL</u>	<u>TOTAL</u>
< 51	0	1	1
52-56	1	0	1
57-61	6	0	6
62-66	16	1	17
67-71	13	3	16
72-76	15	6	21
77-81	14	13	27
82-86	20	5	25
87-91	12	8	20
92-96	7	10	17
97-101	11	4	15
102-106	6	11	17
107-111	4	6	10
112-116	2	1	3
117-121	2	6	8
122-126	0	3	3
127-131	1	1	2
132-136	1	0	1
<b>TOTAL HALIBUT</b>	<b>131</b>	<b>79</b>	<b>210</b>

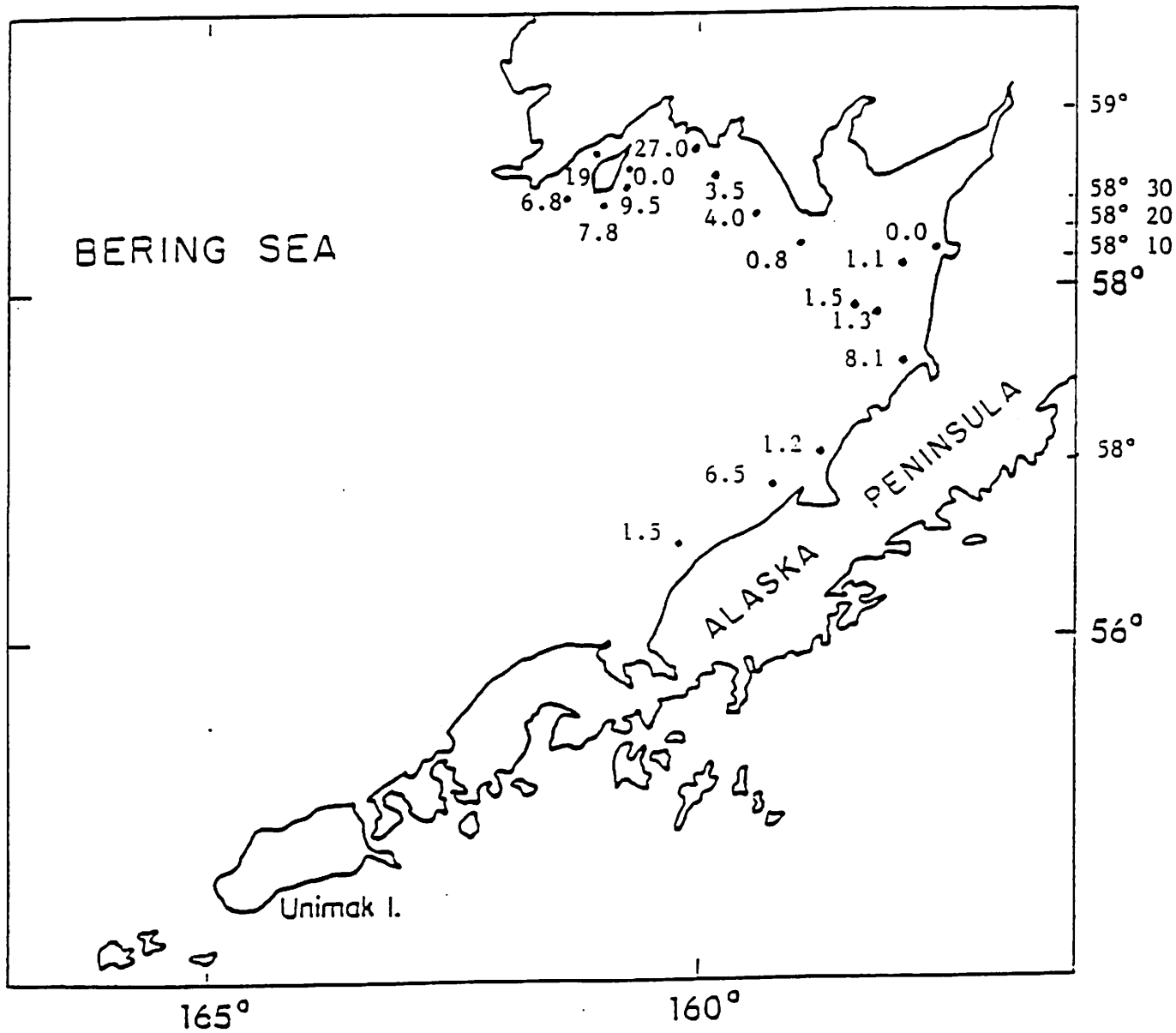


Figure 1. Locations fished by all vessels with CPUE (legal pounds per standard skate).

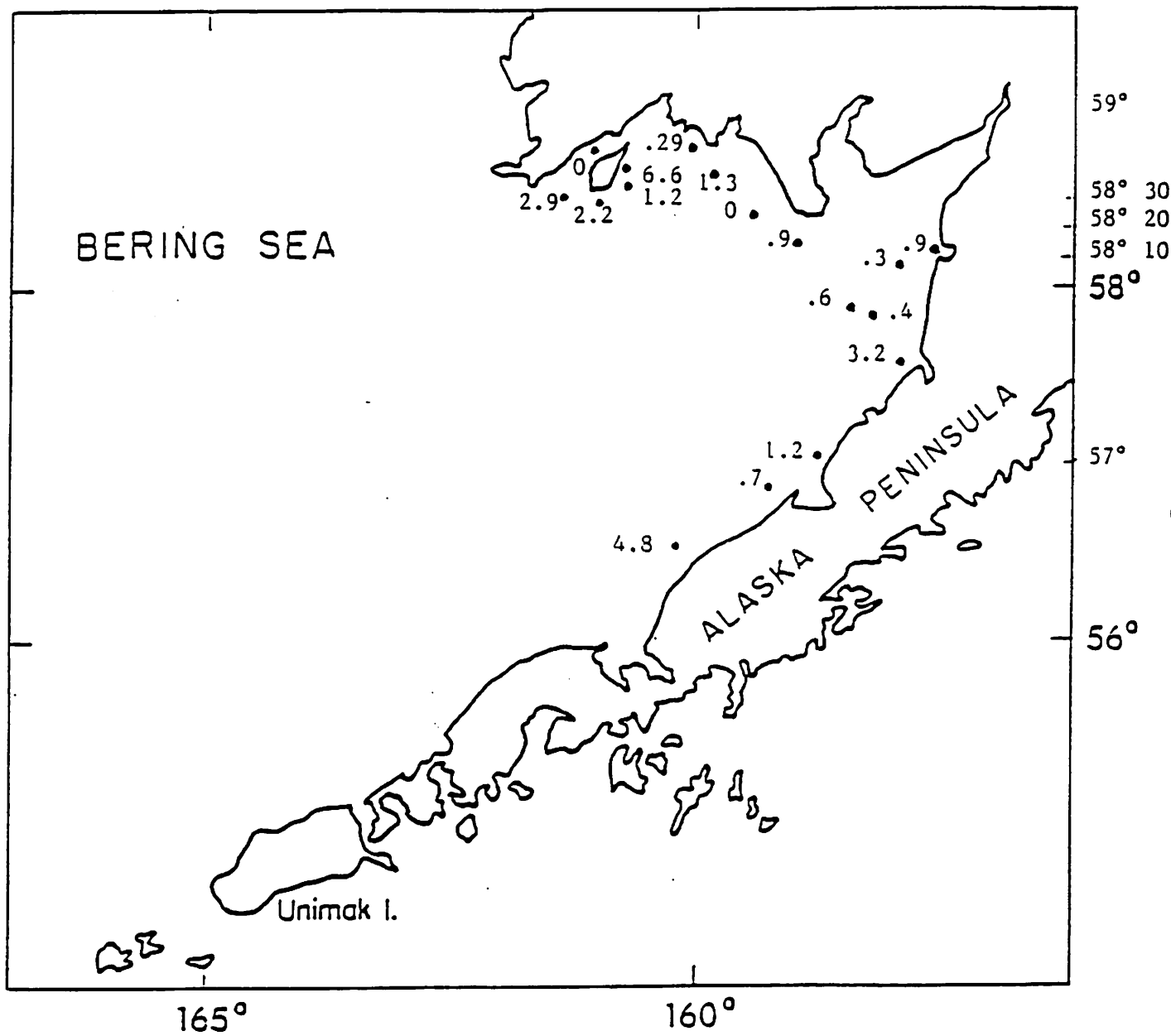


Figure 2. Locations fished by all vessels with CPUE (sublegal pounds per standard skates).



Appendix Table I. Numbers and pounds by set for the VALOROUS, 1987.

SET	DATE	LOCATION		DEPTH	STANDARD	SUBLEGALS (< 31 cm)		LEGALS (> 31 cm)	
						NO.	LBS.	NO.	LBS.
1	7/23	58:28	161:25	8-13	7.34	4	24.9	4	69.6
2	7/23	58:27	161:25	13-13	7.34	2	14.1	2	35.9
3	7/23	58:27	161:23	12-13	7.34	1	7.2	1	13.8
4	7/23	58:30	161:23	8-12	7.34	6	37.5	5	79.3
5	7/24	58:28	161:01	9-10	7.34	1	5.7	2	30.1
6	7/24	58:26	161:02	10-11	7.34	2	14.4	2	44.3
7	7/24	58:25	160:58	9-11	7.34	1	6.3	4	58.5
8	7/24	58:27	160:58	10-11	7.34	5	39.2	3	47.2
9	7/25	58:35	160:38	4-8	7.34	1	5.4	2	78.7
10	7/25	58:33	160:38	3-9	7.34	3	19.2	8	185.8
11	7/25	58:30	160:38	9-9	7.34	0	0	1	23.7
12	7/25	58:28	160:38	9-10	7.34	1	10.1	1	11.4
13	7/26	58:17	159:36	14-15	7.34	0	0	1	13.2
14	7/26	58:20	159:36	13-14	7.34	0	0	0	0
15	7/26	58:22	159:35	13-13	7.34	0	0	2	49.9
16	7/26	58:25	159:35	12-13	7.34	0	0	2	55
17	7/27	58:16	159:05	9-10	7.34	0	0	0	0
18	7/27	58:15	159:02	9-10	7.34	0	0	0	0
19	7/27	58:14	159:01	9-10	7.34	1	5.4	0	0
	7/27	58:12	158:59	10-10	7.34	2	29.2	2	23.3
21	7/28	58:10	158:03	15-16	7.34	0	0	0	0
22	7/28	58:08	158:03	16-18	7.34	1	3.0	1	11.0
23	7/28	58:05	158:04	18-18	7.34	0	0	1	29.9
24	7/28	58:03	158:04	15-18	7.34	0	0	0	0
25	7/29	57:56	158:25	20-20	7.34	0	0	0	0
26	7/29	57:53	158:35	20-21	7.34	0	0	2	31.4
27	7/29	57:51	158:35	21-23	7.34	1	6.9	1	11.9
28	7/29	57:48	158:36	21-23	7.34	1	9.3	0	0
29	7/30	57:45	158:27	22-22	7.34	1	3.4	1	17.1
30	7/30	57:42	158:27	19-22	7.34	0	0	1	20.9
31	7/30	57:40	158:27	19-21	7.34	1	7.5	0	0
32	7/30	57:37	158:28	21-23	7.34	0	0	0	0
33	7/31	57:09	158:50	17-21	7.34	0	0	0	0
34	7/31	57:06	158:50	13-17	7.34	3	25.1	0	0
35	7/31	57:04	158:50	13-13	7.34	0	0	1	22.3
36	7/31	57:01	158:50	11-13	7.34	1	9.7	1	13.3
37	8/1	56:57	159:20	20-21	7.34	2	17.2	9	138.5
38	8/1	56:55	159:20	19-20	7.34	0	0	0	0
39	8/1	56:52	159:20	17-19	7.34	0	0	1	11.4
40	8/1	56:49	159:19	14-17	7.34	1	4.7	2	41.7
41	8/2	56:40	160:11	26-32	7.34	4	19.9	2	33
	8/2	56:38	160:11	25-26	7.34	6	38.9	1	11.9
	8/2	56:35	160:11	23-25	7.34	10	62.1	0	0
44	8/2	56:33	160:11	17-23	7.34	3	19.2	0	0
TOTALS					-----	---	-----	---	-----
					322.36	65	442.5	66	1235.6

Appendix Table II. Numbers and pounds by set for the F/V ERICA-C, 1987

SET	DATE	LOCATION N LAT - W LONG		DEPTH FATHOMS	STANDARD SEAKES	SUBLEGALS (< 81 cm)		LEGALS (>81 cm)	
						NO.	LBS.	NO.	LBS.
1	7/27	58:51	160:16	6-7	1.72	0	0	0	0
2	7/27	58:52	160:22	6	3.45	1	9	4	35.1
3	7/28	58:45	160:15	13-15	3.33	0	0	1	23.5
4	7/28	58:41	160:07	8-11	3.45	0	0	3	97.3
5	7/29	58:45	160:14	14-15	1.72	0	0	13	313.5
6	7/30	58:47	160:51	15-21	3.45	0	0	4	33.2
7	7/30	58:48	160:53	4-7	1.72	0	0	1	14.9
8	7/30	58:39	160:41	4-6	3.73	2	20.3	0	0
9	7/30	58:40	160:44	5-6	2.24	2	19	0	0
10	7/31	58:37	159:48	11-16	6.67	0	0	2	29.7
11	7/31	58:43	159:54	11-14	1.72	1	10.6	0	0
12	8/7	57:42	157:55	19-12	3.45	0	0	0	0
13	8/7	57:39	157:53	9-12	5	3	22.6	3	73.8
14	8/8	57:43	157:46	3-6	5.17	4	24.1	3	70
15	8/9	57:25	158:04	7-11	5.17	2	15.7	3	55.3
16	8/9	57:22	158:09	7-9	5	1	10.1	4	68.3
17	8/9	57:27	158:08	11-14	5	4	37.3	1	35.7
TOTALS					61.99	20	163.3	42	366.3

ndix Table III. Catch by set for the F/V CORAL, 1987.

SET	DATE	LOCATION		DEPTH FATHOMS	STANDARD SEATBS	SUBLEGALS (< 31 cm)		LEGALS (> 31 cm)	
						NO.	LBS.	NO.	LBS.
1	7/27	58:53	160:12	2-3	5.03	0	0	4	80.9
2	7/27	58:48	160:10	14-17	2.59	0	0	3	109.4
3	7/28	58:46	160:12	14-16	3.62	0	0	5	112.4
4	8/9	57:31	157:58	9	4.31	2	13.2	0	0
5	8/9	57:30	158:00	7-10	2.59	0	0	0	0
6	8/10	57:30	158:07	14	4.31	1	4.7	1	17.1
7	8/11	58:17	157:43	6-8	4.17	0	0	0	0
8	8/11	58:15	157:44	5-8	4.17	1	7.5	0	0
TOTALS					36.79	4	25.4	13	319.8

Note: Sets 4 and 5 were not counted due to gear being retrieved 3 days after set with no official agent present.

COMMISSIONERS

SIGURD BRYNOLFSON

DELTA, B.C.

RICHARD ELIASON  
SITKA, AK

DONALD MC LEOD  
VANCOUVER B.C.

ROBERT MORLEY  
VANCOUVER B.C.

GEORGE WADE  
SEATTLE, WA

# INTERNATIONAL PACIFIC HALIBUT COMMISSION

ESTABLISHED BY A CONVENTION BETWEEN CANADA  
AND THE UNITED STATES OF AMERICA

DIRECTOR  
DONALD A. McCAUGHRAN

P.O. BOX 35009  
SEATTLE, WA 98145-2009

TELEPHONE  
(206) 634-1838

December 30, 1986

The Honorable Ted Stevens  
United States Senate  
Committee on Appropriations  
Washington, DC 20510

Dear Senator Stevens:

In reference to your inquiry concerning the proposed near-shore fishery in Bristol Bay, I would like to offer the following comments.

The Proposal will be reviewed by the Commission and Commission conference board at the upcoming International Pacific Halibut Commission annual meeting.

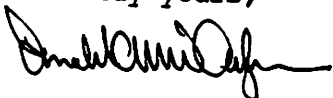
The Commission has the authority to set area catch quotas, and seasons but it is not clear if vessel size can be limited by halibut regulations. Vessel size and gear limitations may have to be addressed by the North Pacific Fishery Management Council.

The major concern of the staff is that there may not be enough adult halibut in the proposed area to support a halibut fishery. The Bristol Bay Area is a juvenile nursery area and has been closed to halibut fishing for many years. Consequently, the staff will recommend that either stock assessment research be conducted first or that a small 50,000 pound fishery be established on a trial basis to determine the fishery potential and the possible damage to juvenile halibut in the area.

If there are enough adults in the area to establish a fishery and the incidence of juveniles is in the acceptable range, the staff will then recommend that the fishery be established and quotas based on available adult biomass will be recommended.

Please let me know if I can be of any further assistance.

Sincerely yours,



Donald A. McCaughran  
Director

jdf

RECEIVED

7

SEP 15 1989

NELSON CHRISTENSEN  
LAWYER

11320 ROOSEVELT WAY N.E.  
SEATTLE, WASHINGTON 98125

September 14, 1989

TELEPHONE:  
(206) 365-5751

North Pacific Fishery Management Council  
P.O. Box 103136  
Anchorage, Alaska 99510

Gentlemen:

I am legal counsel for F.I.S.H. ("Find Intelligent Solutions for Halibut"), a nonprofit corporation formed by end-users of North Pacific halibut to bring about an orderly year-round halibut season.

I enclose our "Halibut Fishery Management Plan Proposal" for your consideration. We are anxious to assist the Council in achieving the goal of maximum yield of the resource over an orderly, year-round season. Please let us know what we can do to help.

Yours truly,



Nelson Christensen

NC:bh  
Enclosure

HALIBUT FISHERY MANAGEMENT PLAN PROPOSAL  
North Pacific Fishery Management Council

Name of Proposer: F.I.S.H. - "FIND INTELLIGENT SOLUTIONS  
FOR HALIBUT, a nonprofit  
corporation.

Date: Sept. 14, 198

Address:

Fishermen's Terminal Building  
C-10 Building  
Seattle, WA 98119

Telephone:

(206) 285-7572

Fishery Management Plan: HALIBUT

**Brief Statement of Proposal:**

Implement a Management Plan which will substitute an orderly 12-month fishing season for the "derby" system that is now in place.

**Objectives of Proposal: (What is the problem?)**

- (1) Obtain optimum yield.
- (2) Preserve the resource.
- (3) Ensure a continuous, high-quality product for the public.
- (4) Create a safer Halibut Fishery.

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**

The Magnuson Fishery Conservation and Management Act of 1976 (16 USC § 1801, et seq.) requires the Council to implement a Fishery Management Plan for each fishery within its jurisdiction. Specific power of allocation is given to the Council by the North Pacific Halibut Act of 1982 (16 USC § 773, et seq.). The Dept. of Commerce has given the Council exclusive allocation jurisdiction.

**Foreseeable Impacts of Proposal: (Who wins, who loses?)** //See 5/21/87 NOAA letter, belc

All parties win: Fishermen, processors, transporters, markets, restaurants and the public, and halibut will be elevated to its deserved status in the marketplace.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

The resource is there year-round and can best be managed with optimum yield on a continuous basis. There is no logical alternative solution.

**Supportive Data & Other Information: What data are available and where can they be found?**

Attached

Signature:



NELSON CHRISTENSEN  
Legal Counsel to F.I.S.H.

ATTCHB.11A-2

POLICY

## Supportive Data & Other Information:

1. Robert L. Stokes, "Limited Entry in the Pacific Halibut Fishery: The Individual Quota Option" (Previously submitted as Council Document # 20)
2. James G. Norris, "Voluntary Individual Nontransferable Quotas, a Proposal For Managing Pacific Halibut", September, 1989.
3. 1986 Annual Report, International Pacific Halibut Commission, Director's Report. (enclosed)
4. Letter dated May 21, 1987 from William E. Evans, Assistant Administrator for Fisheries, NOAA, to Lawrence D. Six, Executive Director, Pacific Fishery Management Council. (enclosed)
5. Memorandum from Nelson Christensen dated June 14, 1989: "Re Authority for Regulation of North Pacific Halibut Fishery. (enclosed)
6. Letter dated August 14, 1989 from Slade Gorton, United States Senator, to Nelson Christensen, Legal Counsel for F.I.S.H. (enclosed)
7. Letter dated February 7, 1989 from Gerald L. Johnson, Director Cargo & Charter Marketing, Alaska Airlines, to John Peterson, Chairman, North Pacific Fishery Management Council. (enclosed)
8. "Reduced Catch, Low Price a Double Blow to Halibut Fishermen", Alaska Fisherman's Journal, July, 1989. (enclosed)
9. "Consumer Group Blasts Halibut 'Mess'", Alaska Fisherman's Journal, August, 1989. (enclosed)
10. "Coalition Formed to Remedy 'Free-For-All' Halibut Harvest", Northwest Culinary Alliance Monthly Bulletin, July-August, 1989. (enclosed)
11. "F.I.S.H. Tells Press: 'Derby' System Needs Revamping", The Fishermen's News, July, 1989. (enclosed)
12. "F.I.S.H. Organizes for Change in Pacific Halibut Fishery", Seafood Business, July-August, 1989. (enclosed)
13. "F.I.S.H. Seeks More Regular Halibut Runs", Seattle Post-Intelligencer, June 16, 1989. (enclosed)
14. "Consumers Right About Halibut", National Fisherman, August, 1989. (enclosed)
15. List of Founding Members of F.I.S.H.

*halibut*  
**GROUND FISH FISHERY MANAGEMENT PLAN AMENDMENT PROPOSAL**  
North Pacific Fishery Management Council

8

NOTE: ADDRESS CHANGE !!

**Name of Proposer:** Joseph E Mallee

**Date:** 3/21/77

**Address:** Box 6116  
SITKA, AK 99835

**Telephone:** SITKA MISC 747-3465

**Fishery Management Plan:**

*HALIBUT 90*

**Brief Statement of Proposal:** INSTITUTION OF 'SHARE QUOTA' SYSTEM OF LIMITED ACCESS TO THE HALIBUT FISHERY.

**Objectives of Proposal: (What is the problem?)** HAZARDOUS OPERATION DUE TO TIME PRESSURE. POOR QUALITY DUE TO CURRENT DELIVERY SCHEDULE. POOR ECONOMIC RETURNS TO COASTAL COMMUNITIES DUE TO DELY SCHEDULE ALLOCATION PREFERENCES CONSEQUENT TO WEATHER

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**

IT IS PRIMARILY THE RESPONSIBILITY OF THE COUNCIL TO MANAGE FOR A SAFE, VIABLE FISHERY - ITS TOO LATE FOR LIMITED ENTRY

**Foreseeable Impacts of Proposal: (Who wins, who loses?)** EVERYONE WINS. THERE CAN BE A CAP OR CEILING ON THE TOTAL AMT OF FISH RELIGATED TO ANY ONE INTEREST TO PRECLUDE THE POSSIBILITY OF SHARES BEING AGGREGATED IN A SMALL # OF PARTICIPANTS.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

NO OTHER PROPOSAL ADDRESSES THE SAFETY / DELIVERY / VALUE OF PRODUCT DILEMMA. LIMITED ENTRY IS TOO LATE. STATUS QUO IS ABSURD.

**Supportive Data & Other Information: What data are available and where can they be found?**

EV VESSEL PRICES ON EAST COAST ARE MORE THAN DOUBLE OUR PRICES. SALMON SHARES LIMITED ENTRY DO NOT A CAP ON PRESSURE PER SE.

**Signature:** JOSEPH E MALLEY



**HALIBUT MANAGEMENT PROPOSAL**  
**North Pacific Fishery Management Council**

AUG 29 1989

**Name of Proposer:** ROBERT E. PRIES

**Date:** 8-24-89

**Address:**  
13805 209 TH AVE. N.E.  
WOODINVILLE, WA. 98072

**Telephone:** (206) 885-8151 ( LATE SEPTEMBER THROUGH MARCH)

**Brief Statement of Proposal:** ESTABLISH AN INDIVIDUAL TRANSFERABLE SHARES QUOTA SYSTEM. SHARES AWARDED FOR PAST PARTICIPATION AND INVESTMENT, LIMITED, UNRESTRICTED FOR SALE, LEASE OR COLLATERAL. SEASONS TO BE OPEN YEAR ROUND WITH CLOSEUERS FOR BIOLOGICAL REASONS ONLY. SHARES COULD BELIMITED TO SPECIFIC GEOGRAPHIC AREAS TO AVOID OVER HARVESTING ANY AREAS.

**Objectives of Proposal: (What is the problem?)** PREVENT THE LOSS OF LIFE AND EQUIPMENT AND REDUCE THE HIGH COST OF MARINE INSURANCE BY REMOVING THE PRESSURE TO FISH REGARDLESS OF THE WEATHER. ELIMINATE THE TREMENDOUS LOSS OF HALIBUT DUE TO PROSPECTING, ABANDONED AND LOST FISHING GEAR. IMPROVE THE QUALITY OF HALIBUT BY REDUCING THE FINANCIAL IMPACT OF SPEED DURING SEVERELY REDUCED FISHING PERIODS. INCREASE THE VALUE OF HALIBUT BY REDUCING THE VALUE OF HALIBUT BY DOING AWAY WITH THE PRESENT PULSE HARVEST AND SUPPLYING THE PUBLIC WITH A YEAR UND FRESH PRODUCT. REDUCE OVER CAPITALIZATION AND INCREASE THE EFFICIENCY.  
**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)**

THE LOSS OF LIFE ALONE IS JUSTIFICATION FOR IMMEDIATE ACTION. THE GROSS WASTE OF RESOURCE ALSO CALLS FOR URGENT ACTION. THERE IS TOO MUCH EQUIPMENT TARGETING TOO SMALL A RESOURCE AND THIS WILL ONLY CONTINUE TO GET WORSE UNTIL IT IS SO UNPROFITABLE THAT ENOUGH FISHERMEN LOOSE THEIR YOU KNOW WHAT AND TURN AWAY. THEN IT WILL GET PROFITABLE AGAIN FOR A WHILE AND THE OVERCAPITALIZATION PROCESS WILL START OVER AGAIN. OPEN ENTRY CAUSES THESE PROBLE

**Foreseeable Impacts of Proposal: (Who wins, who loses?)**

I BELIEVE NEARLY EVERYONE WINS EXCEPT THE BIG PLAYERS WHO HAVE MORE THAN ONE BOAT TARGETING ON HALIBUT, BECAUSE HE MAY BECOME DEPENDENT ON SOMEONE WHO HAS A PERMIT FOR ENOUGH QUOTA TO EMPLOY ADDITIONAL VESSELS. EVEN THE PERSON WHOIS AFRAID THAT THEY WILL NOT GET ANY OR ENOUGH QUOTA WILL BENEFIT BECAUSE THE LONG TERM BENEFITS WILL MAKE THE PRODUCT MORE VALUABLE AND PROFITABLE WHILE, , ,

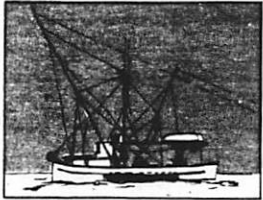
**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?**

OPEN ENTRY OBVIOUSLY DOES NOT WORK. A MIXTURE OF OPEN ENTRY AND LIMITED ENTRY WILL ONLYIMPROVETHAT PART OF THE FISHERY WHICH COMES UNDER LIMITED ENTRY. I AM A STAUNCH SUPPORTER OF LIMITED ENTRY. I HAVE PAID FOR EACH PERMIT WHICH I HAVE OWNED AND I HAVE ALSO SEEN THEM GO DOWN IN VALUE BUT LIMITED ENTRY HAS A VERY STABELIZEING AND BENEFICIAL EFFECT WHICH FONLY INCREASES THE VALUE OF THE FISHERY WHILE ALSO INCREASING THE SECURITY OR RELIABILITY OF EARNING A LIVING FOR THE PARTICIPANTS.

**Supportive Data & Other Information: What data are available and where can they be found?**

THE DEATH ROLLS, THE SHIPS LOST, THE HIGHER INSURANCE PREMIUMS FOR HALIBUT SHERIES, THE DEAD HALIBUT BEFORE AND AFTER A FISHERY, POOR QUALITY NOT ONLY DURING HARVEST BUT BY THE PROCESSORS AS WELL WHO MUST DEAL WITH THE PULSE HARVES

**Signature:**



Alaska  
Trollers  
Association

130 Seward St., No. 213  
Juneau, Alaska 99801  
(907) 586-9400

30 1989

August 25, 1989

North Pacific Fisheries Management Council  
P.O. Box 103136  
Anchorage, AK 99510

Gentlemen:

It is tragic to reflect on the current state of affairs in our halibut fishery. The high degree of waste and insult to quality that is presently occurring can no longer be ignored. Resolution of these problems can only be achieved via strong leadership posturing by our Council. We implore you to take affirmative action on this issue prior to the 1990 season.

The Alaska Trollers Association is submitting for your review the following proposal pertaining to management of Alaska's halibut fishery.

**BRIEF STATEMENT OF PROPOSAL:** Place the halibut fishery under a share quota system. Shares should be awarded based on past participation and production as verified by fish tickets. Shares would be set based on a fisherman's best three years. Quotas should be stated as a percentage of the overall OY. Quotas should be able to be taken in any manner, and at any time the fisherman chooses, except during spawning months. Quota should be freely transferable, but there should be a maximum number of shares (percentage of the available harvest) which any individual could hold. Shares can be held by individuals only, not corporations.

**OBJECTIVES OF PROPOSAL:** The litany of the present fisheries' problems are so voluminous that brevity is nearly impossible. Never-the-less, the problems range from waste of the resource through ghost gear, mortality of fish hooked in non-directed fisheries, or as juveniles in the directed fishery; wasted product of low uniform quality and poor consumer interest in the variable product; life and limb safety issues with its increased insurance premiums; and employment problems at shore based plants.

This proposal will allow fishermen to acquire access to fish on a market driven basis. Quota holders can either sell out, take their quota as a by-catch to increase the viability of other fisheries such as trolling or rockfish longlining, or continue to engage in a short term directed halibut fishery at a time of their choosing. Since a fisherman is basically guaranteed his quota, the emphasis will not be on a fishery of very few days - with a no holds barred competition for poundage. Instead, competition will be in the form of quality control and in selling at the best market time. Under a share quota system,

halibut would be on the fresh market in varying amounts year-round. This would, in our estimation, at least double the value of the resource to the fishermen.

**JUSTIFICATION FOR COUNCIL ACTION:** We believe that this is the type of activity that the Council should be involved in. Its benefits include maximizing yield of the resource, and maximizing value to the nation.

**FORESEEABLE IMPACTS OF THE PROPOSAL:** Other positive impacts will certainly occur from the implementation of this proposal. On the harvesting side of the issue fishermen will harvest the same poundage, but of much higher quality and value. Those who wish to harvest as a by-catch will maximize their returns on investment.

Fishermen will not be compelled to fish in unsafe weather conditions where they might add their names to list of those who have lost their life or maimed their bodies in this fishery. Management must surely accept some responsibility for the increasing number of accidents which have occurred during the course of this fishery as it is presently regulated.

Benefits will accrue not only to shareholders, but to fishermen, shore workers, and the community as a whole. The current system has made it exceedingly difficult for processors to offer desirable employment opportunities to quality crews. An IFQ system would aide processors in their employment strategies; they would no longer be forced to hire a crew for a day or two only to lay them off until the start of the next fishery - perhaps losing good workers in the process. The crew members, in turn, would have a greater degree of job stability and be less likely to seek work elsewhere; their dollars spent help the local communities. For many of our small Alaskan townships, this factor is a critical element to their economic health. On the marketing side of the industry, a product of more uniform quality is assured.

It is important to note the conservation effect. Incidental catch, which must be discarded, results in substantial halibut mortality. This mortality would be "saved" if legally landed under the OY. It should also result in a higher quota, since the current adjustment for estimated mortality could be greatly modified.

**POSSIBLE ALTERNATIVE SOLUTIONS:** None worth looking at which are as fair and which maximize returns to the nation.

**SUPPORTIVE DATA AND OTHER INFORMATION:** On this issue, we are certain that the Council has voluminous information. But if time permits, we will attempt to forward other arguments.

Thank you for your thoughtful consideration of this proposal.

  
Dale A. Kelley  
Administrative Assistant

Box 1840  
Kodiak, Ak. 99615  
Sept. 8, 1989

North Pacific Fisheries Management Council  
605 West 4th Avenue  
Anchorage, Ak. 99501

Dear Council Members,

Because we fear that over-capitalization has threatened the successful, longterm management of our fisheries we offer here two proposals we feel are appropriate tools for both halibut and groundfish management as well as all fisheries. We believe these proposals may garner the support of those who, like us, have traditionally opposed limited entry proposals.

We propose an apprenticeship program similar to one under consideration in the East Coast fisheries.

We propose that at least 51 percent of any vessel participating in a fishery be owned by EXPERIENCED COMMERCIAL FISHERMEN. The definition of EXPERIENCED COMMERCIAL FISHERMEN can be refined in public hearings but at this time we offer a definition that would require a person have at least three years experience in the commercial fisheries. To qualify that person would have to have been active aboard a fishing vessel for at least six months of each year or the full length of the fishery for which entrance is sought. To maintain that qualification, the owner would have to fish at least half of that requirement. After fifteen years, continued fishing time would not be required. Each permit would have to be "earned" and could not be sold, transferred or inherited.

The above requirements seem the minimum needed if access is to be limited in any way. It also does not specifically address requirements needed to enter new fisheries or use new gear types. However, we feel industry input would come up with creative solutions if the basic proposal is adopted for consideration.

We feel this relatively simple management proposal could be applied to all species and all gear types and would effectively limit the trauma of over-capitalization caused by outside financiers interested in turning a quick profit. By keeping control of the fisheries in the hands of those with a vested interest in its continued good health, this proposal will help conserve the fisheries as well as the socio-economic well being of Alaskan coastal communities.

And finally, let us not forget that fishing is a highly skilled profession. More often than not, it is those without adequate experience (or under financial pressure caused by over-capitalization) who contribute to safety hazards and fisheries waste caused by lost gear and irresponsible bycatch levels.

Other skilled and less dangerous professions demand apprenticeship programs; now more than ever professional fishermen should demand no less.

These same rationals can be applied to our second proposal.

We propose using an Individual Transferable Quota system that would award points to deckhands and skippers as well as the vessel. The points would be cumulative so that after

seasons of working on deck or in the wheelhouse. a fisherman could gain enough points to earn entry into the fishery with a vessel of his or her own.

We propose that at least 51 percent of the allocated ITQ points needed for a vessel to participate in the fishery come from the crew and skipper so that the amount of fish a vessel could land would be determined by the employment it provided.

This plan too would inhibit over-capitalization and help keep control of our fisheries in the hands of fishermen. However, the sheer bureaucracy and cost of implementing and monitoring an IFQ management plan make the simple apprenticeship program more viable and , in the long run, more effective.

We hope you will regard these proposals with all the serious consideration as is given more cumbersome and heavily lobbied access proposals that, in the end, donate public resources to create an enforced system of "have and have nots."

Sincerely,



Donna and Jerry Parker-Ellefson  
and family

SEP 13 1989 HALIBUT MANAGEMENT PROPOSAL North Pacific Fishery Management Council

Name of Proposer: Dennis Hubs

Date: 9/2/89

Address: 720 Sigurakka Way Sitka Alaska, 99835

Telephone: 747 3465

Brief Statement of Proposal:

at the point we're at the only viable alternative is the share quota system. The only fair way to administer it is based on past participation, along the lines of the model the NPFMC staff has set up.

Objectives of Proposal: (What is the problem?)

The problems are many. One problem is wastage. With a share system people wouldn't feel the need to set more gear than they could haul back. more people would start saving their rockfish instead of leaving a trail of

Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)

There is just no other solutions that I know of that will address enough of the problems. 10 years ago when this was first talked about a straight permit system may have been viable but now there is too many people in

Foreseeable Impacts of Proposal: (Who wins, who loses?)

As far as I can see pretty much everybody wins. The fishermen win, the processors win, the consumers win, even the fish win since this would be a much more environmentally sound method of harvesting the resource

Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?

There is no viable alternative solution that I know of. The chance for a straight permit system working has come and gone and changes within the Stelusetwo would be inadequate

Supportive Data & Other Information: What data are available and where can they be found?

The data is all around me; on the docks, on the fishing grounds. Everyone knows it's screwed up. Two men were lost off Sitka this halibut opening fishing on open skiff. If a share quota system was in place, they would have waited for better weather.

Signature: Dennis Hubs

Objections of proposal: little red dots for miles behind the boat. Another problem is the lack of quality of the fish coming from these 24 hour derbies. The fishermen take to little ice so they'll have more room for fish. Some don't even clean their fish until they get back to the dock. When the fish are sold the cold storages are so overwhelmed with fish that they often sit for days waiting to be processed.

Another problem is that with the present management system we can't supply a steady supply of fresh halibut to the marketplace. Another very serious problem is the safety factor. With only a few days a year to fish people are setting all the gear they can



and if they get on the fish they are overloading their boats and in some cases sinking. Also people are fishing in weather they wouldn't consider working in if they had all year or a large portion of it to catch their quota. These are some of the major problems with the present management.

Need and justification for Council action:  
The fishery. Trip limits or gear limits would help but even if it could be policed it wouldn't address enough of the problems. The Status quo is just a mess.



TEL No.

Sep 15 89 13:11 P.02

# Fish Works!

---

Fishermen's Terminal  
C-10 Building  
Seattle, Washington 98119  
(206) 283-7566

TO: John Petersen  
Chairman  
North Pacific Fisheries Management Council  
Post Office Box 103136  
Anchorage Alaska 99570

DATE: September 15, 1989

NAME OF PROPOSER: Jon Rowley

ADDRESS: Fish Works!  
Fishermen's Terminal  
C-10 Building  
Seattle, Washington 98119

TELEPHONE: (206) 283-7566

FISHERY MANAGEMENT PLAN: Halibut

## BRIEF STATEMENT OF PROPOSAL:

Establish a system of Individual Transferable Quotas (ITQs). ITQs would be issued initially to fishermen (license holders) based on a five-year average catch. The total allowable catch of ITQs could not exceed 80% of the quota established by the International Pacific Halibut Commission (IPHC). Twenty per cent (20%) of the quota would be set aside for by-catch, juvenile mortality, and discretionary allocation by the North Pacific Fishery Management Council (NPFMC).

ITQs, once issued to fishermen, would be freely transferable.

Under the ITQ system, halibut could be taken at any time of the year. Fishermen would fish at their own discretion.

## OBJECTIVES OF PROPOSAL:

The fleet has grown rapidly from a few hundred vessels to over 5,500 vessels, necessitating 1 day fishing periods to prevent overharvest. With 24 hours to fish, a fisherman's primary motivation is maximizing poundage. Quality, conservation, and traditional courtesy on the fishing grounds are sacrificed in the frenzy to get gear up and down.

TEL No.

Sep 15 89 13:12 P.03

**Problems associated with status quo management:**

1. Excessive waste of juvenile halibut.
2. Considerable amount of cut and lost gear left on the bottom each opening resulting in resource waste.
3. Inexperienced crews on vessels and in plants resulting in less professional industry handling practices.
4. Inability and/or unwillingness of crews to dress and ice halibut in a timely manner resulting in substantial quality loss and inconsistent quality in the overall production.
5. Many fishermen are bringing in round halibut resulting in poor quality and a higher incidence of nematodes in the flesh.
6. Limited availability of fresh halibut to consumers.
7. Inconsistent quality of fresh and frozen halibut to consumers.
8. Diminished market identity and demand for halibut resulting in year-end inventories of poor quality frozen halibut which confuses the market when fresh halibut becomes available.
9. Reduced economic value of the fishery.
10. Disruption of traditional fishery practices.
11. Safety problems associated with do-or-die 24 hour openings.

**NEED AND JUSTIFICATION FOR COUNCIL ACTION:**

NPFMC has authority and responsibility for socioeconomic aspects of the halibut fishery.

**FORESEEABLE IMPACTS OF PROPOSAL:**

1. Timing and flow of product would suit market conditions.
2. Close relationship and better communication between harvesting sectors and the market place.
3. Year-round availability of fresh halibut.
4. Improved on-board handling practices resulting in better quality, better market acceptance, higher economic value, and broadened tax base.
5. Professional fleet.
6. A more manageable fishery.
7. With no advantage to running more gear than necessary, less gear would be left on the bottom, thus reducing waste.
8. Substantial increased use of halibut by restaurants.
9. If ITQ systems were instituted in other fisheries like the sable fish fishery, fishermen could land several fish simultaneously, reducing by-catch problems and maximizing economic return.

**ARE THERE ALTERNATIVE SOLUTIONS?**

Because of the number of vessels in the fishery, it appears no other solution would eliminate the pulse nature of the fishery without disenfranchising those already in the fishery.

5. loss and inconsistent quality in the overall production. Many fishermen are bringing in round halibut resulting in poor quality and a higher incidence of nematodes in the flesh.
6. Limited availability of fresh halibut to consumers.
7. Inconsistent quality of fresh and frozen halibut to consumers.
8. Diminished market identity and demand for halibut resulting in year-end inventories of poor quality frozen halibut which confuses the market when fresh halibut becomes available.
9. Reduced economic value of the fishery.
10. Disruption of traditional fishery practices.
11. Safety problems associated with do-or-die 24 hour openings.

**NEED AND JUSTIFICATION FOR COUNCIL ACTION:**

NPFMC has authority and responsibility for socioeconomic aspects of the halibut fishery.

**FORESEEABLE IMPACTS OF PROPOSAL:**

1. Timing and flow of product would suit market conditions.
2. Close relationship and better communication between harvesting sectors and the market place.
3. Year-round availability of fresh halibut.
4. Improved on-board handling practices resulting in better quality, better market acceptance, higher economic value, and broadened tax base.
5. Professional fleet.
6. A more manageable fishery.
7. With no advantage to running more gear than necessary, less gear would be left on the bottom, thus reducing waste.
8. Substantial increased use of halibut by restaurants.
9. If ITQ systems were instituted in other fisheries like the sable fish fishery, fishermen could land several fish simultaneously, reducing by-catch problems and maximizing economic return.

**ARE THERE ALTERNATIVE SOLUTIONS?**

Because of the number of vessels in the fishery, it appears no other solution would eliminate the pulse nature of the fishery without disenfranchising those already in the fishery.

SUPPORTIVE DATA

1. Jon Rowley, "A Closer Look at Fresh Halibut", July 1984, Northwest Gourmet.
2. Associated Press, "Two Dead After Four Fishboats Sink", April 26, 1985, Seattle Post Intelligencer.
3. "Fisherman Dies in June Opening", July 1989, The Fishermen's News.
4. "Lent Not Big Fish Season Some Think", May 1988, The Fishermen's News.
5. Associated Press, "Nature, Market Hurt Halibut Start", June 23, 1988, The Anchorage Times.
6. Market Report, October 1988, Alaska Fisherman's Journal.
7. "Inconsistent Quality Drops Halibut Prices", November 1988, National Fisherman.
8. Wanda Adams, "'Great American Seafood Cookbook' is Truly Great", Seattle Post Intelligencer.
9. "Look at Halibut", Seafood Trend.
10. Michael Zielenziger, "Halibut Boats Find Profits, Problems in 1 Wild Day at Sea", May 15, 1989, San Jose Mercury News.
11. Schuyler Ingle, "Alaska Halibut Fishery Regulations Produce a Feast-or-Famine Supply", May 31, 1989, The Morning News Tribune.
12. Brad Matsen, "Consumers Right About Halibut", August 1989, National Fisherman.
13. "FISH Surfaces in Seattle", September/October 1989, Seafood Leader.
14. John Fiorillo, "'Derby' System Needs Revamping", Fishermen's News.

James E. Landis  
F.U. Eric  
Box 1056  
Homer, Ak 99603  
Aug 25, 1989

RECEIVED  
SEP 11 1989  
I.P.H.C.

IPHC  
Box 95009  
Seattle, Wa.

SEP 18 1989

Dear People,

I know that at this point there is some serious thought about changing the present structure of the Halibut openings. As a halibut fisherman, I would like to make my views known.

Being new to the fishery, I can't in good conscious argue for limited entry. In addition, it would be foolish to limit entry at this point just as the stocks peak out. I have a feeling that the number of boats fishing will decline as the stocks decline.

I favor a shared quota system.

Give us a quota for each boat determined by  
(over)

boat size, the number of boats registered, and the area quota, and let us catch them whenever we want.

I know this is hard for many to accept, especially the owners of the larger boats who have fished for many years. It was hard for the cowboys to accept the end of the open range too, but at some point reality sets in. The days of the frontier are over. This is a public resource, it must be allocated fairly and sensibly. The present system is certainly fair, but has become insane! It's time for a change.

Sincerely,  
Tim Landis



Sept. 10, 1989

## Halibut Proposal

I would like to propose an individual halibut quota system with the shares to be tied to boat length. Permit holders would receive points for the number of years fished, economic dependency, and the amount of fish caught during the base years to be decided by the commission. These points would determine the quota shares and the shares would be usable on a vessel the same length or less than the largest vessel on which the shareholder fished during the base years. The quota shares could be sold either as a block or a portion there of but could not be fished on a vessel longer than the base size vessel.

Deckhands would receive points for years fished and amount of fish harvested during base years which would be verified by skipper affidavits. Deckhand shares would be fishable on any vessel up to the largest length vessel fished during the base years and could be used to increase their current boat's quota, be sold or be fished independently.

With the quota divided up in this manner shareholders could determine when to fish independently and insure a much safer less chaotic year-round fishery with closures to avoid spawning times or areas. Or the board could choose to set monthly openings for which shareholders signed up in advance. This system would allow fishermen to take much better care of their fish, fish more safely and take fewer chances in foul weather. It would provide steadier employment for cold storages and fishermen, and should encourage the providing of excellent quality fish to the market year round and thereby make possible more consumer interest in halibut with a resultant higher price for the fish.

This quota system should protect local fishing interests and smaller boats, provide some compensation to long time deckhands and prevent the take over of the fishery by large processor boats and promote more widespread distribution of the profits from the halibut fishery.

Thank you for your time.

Sincerely yours,

SEP 18 1989

Patricia Kehoe Pendell  
Box 1615  
Sitka, Ak. 99835

SEP 18 1989

Marine Resources Consultants  
PO Box 816  
Port Townsend, WA 98368  
September 13, 1989

North Pacific Fishery Management Council  
ATTN: Mr. Bill Wilson  
PO Box 103136  
Anchorage, Alaska 99510

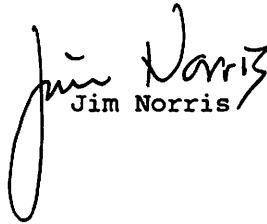
**Subject: Call for Proposals for groundfish and halibut.**

Dear Mr. Wilson,

Enclosed is a proposal for managing pacific halibut. A copy of this proposal was FAXed to Dick Tremaine earlier this week (Sep. 12). Although my proposal was developed to address the halibut fishery, I understand that its basic elements will also be included as an option for managing sablefish.

If you have any questions about the proposal, I can be reached at the above address or by phone at 206-385-4486.

Sincerely,

  
Jim Norris

**VOLUNTARY INDIVIDUAL  
NONTRANSFERABLE QUOTAS  
(VINQ)**

**A Proposal For Managing Pacific Halibut**

by

**James G. Norris  
Marine Resources Consultants  
PO Box 816  
Port Townsend, WA 98368  
206-385-4486**

**Submitted To:**

**North Pacific Fishery Management Council  
PO Box 103136  
Anchorage, Alaska 99510**

**September, 1989**

**GROUND FISH FISHERY MANAGEMENT PLAN AMENDMENT PROPOSAL**  
**North Pacific Fishery Management Council**

**Name of Proposer:** James G. Norris **Date:** 15 SEP 89  
**Address:** Marine Resources Consultants  
PO Box 816  
Port Townsend, WA 98368  
**Telephone:** 206-385-4486

**Fishery Management Plan:** Groundfish-Gulf of Alaska & Bering Sea/Aleutian Islands.

**Brief Statement of Proposal:** Each licensed halibut vessel will be given two harvesting options: (1) harvest a variable amount of halibut during a fixed amount of time; or (2) harvest a fixed amount of halibut (individual quota) in a variable amount of time. Option 1 is a "fleet quota" or "derby" fishery as in the past and is open to all vessels, including new entrants. Option 2 is a new Voluntary Individual Nontransferable Quota (VINQ) fishery. The amount offered to each vessel (the VINQ) is determined by that vessel's average landings over the past three years and a multiplier value that measures the recent trend in landings by an average vessel due to changes in Total Allowable Catch (TAC) and fleet size. VINQs are nontransferable. When a vessel is sold, the new owners must establish a catch record for that vessel to qualify for a VINQ. Vessels selecting the VINQ fishery may not participate in the "derby" fishery. The fleet quota for the derby fishery is determined by subtracting the sum of the individual quotas for vessels selecting the VINQ fishery from the TAC. (See Appendix I for details.)

**Objectives of Proposal: (What is the problem?)** Unrestricted halibut licensing has created a fleet capable of harvesting the allowable halibut catch in a short period of time (1-3 days). Short fishing seasons have led to unsafe fishing practices, poor at-sea fish handling, overloaded processing and transportation facilities, lack of fresh halibut throughout the year, and poor exvessel prices. Current proposals to solve these problems (e.g. License Limitation and Individual Transferable Quotas) have received strong opposition because they restructure the current laissez-faire method of allocating the halibut resource. The objective of the VINO system is to solve the problems created by short fishing seasons without limiting access to the fishery or restructuring the current method of allocating the halibut resource. (See Appendix II for further discussion.)

**Need and Justification for Council Action: (Why can't the problem be resolved through other channels?)** The International Pacific Halibut Commission (IPHC) has authority to determine catch quotas, impose gear regulations, and set fishing seasons, but has no authority to offer annual quotas to individual fishermen. Regional Fishery Management Councils (North Pacific & Pacific) have responsibility for allocating the halibut resource among user groups and, therefore, are the only legal agencies with authority to implement this proposal.

**Foreseeable Impacts of Proposal: (Who wins, who loses?)** See Appendix III.

**Are There Alternative Solutions? If so, what are they and why do you consider your proposal the best way of solving the problem?** License Limitation will stop fleet expansion, but will not, in itself, solve the problems associated with short fishing seasons. ITQs will solve the short-season problems. However, ITQs threaten to disrupt the current allocation of halibut for two reasons: (1) the initial distribution of ITQs will be carried out through a political process; and (2) ITQs are transferable and may provide large companies or foreign investors an advantage in accumulating shares of the resource. The VINQ system is preferable because it solves the short-season problems without limiting access to the fishery and does not disrupt the current method of allocating the halibut resource.

**Supportive Data & Other Information: What data are available and where can they be found?** Further data are available from the International Pacific Halibut Commission and the Fishery Planning Committee of the North Pacific Fishery Management Council.

**Signature:**

*James G. Norris*

## APPENDIX I

### CALCULATING VINQs

Calculating the Voluntary Individual Nontransferable Quotas (VINQs) for individual vessels is best illustrated by an example. Table 1 (page 3) provides landing and fleet size data for Areas 2C, 3A, and 3B for the years 1986-1988 and estimated values for 1989. The 1989 multiplier values for each area are determined by dividing the fleet's estimated average landing during 1989 by the fleet's average annual landing during the previous three years. For example, in Area 2C the estimated fleet average landing for 1989 is 5,278 lb/vessel and the fleet's average landing from 1986-1988 was 7,318 lb/vessel. The 1989 multiplier value is  $5,278/7,318 = 0.7212$ .

Note that the multiplier value for each area measures how well the estimated average vessel's catch in the coming year compares to that of the average vessel over the past three years. A multiplier of 1.0 means that the average vessel's catch should be about the same as the previous three years; a multiplier that is less than, or greater than, 1.0 means that the average vessel's catch should be less than, or greater than, the previous three years, respectively. For example, in Table 1 notice that the multiplier for Area 2C is lower than the multiplier for Area 3B (0.7212 vs 0.9946). This is a result of a declining TAC and increasing fleet size for Area 2C, while Area 3B has a slightly increasing TAC and a stable fleet size.

Table 2 (page 4) illustrates how the multiplier values are used to determine an individual vessel's VINQ for the coming season. The sample vessel in Table 2 caught 30,000 lb of halibut in Area 2C in 1986, but did not fish in Area 2C in 1987 or 1988. Thus, the average catch by the sample vessel in Area 2C during 1986-1988 was 10,000 lb, which qualifies for a 1989 VINQ of 7,212 lb. In 1987 and 1988 the sample vessel fished in Areas 3A and 3B, landing 45,000 lb from Area 3A and 33,000 lb from Area 3B. These landings qualified the sample vessel for VINQs of 12,033 lb in Area 3A and 10,941 lb in Area 3B. All tolled, the sample vessel landed 108,000 lb of halibut during the period 1986-1988, for an average annual catch of 32,400 lb. The total 1989 VINQ offered to the sample vessel would be 30,186 lb. This value is lower than the vessel's average landings because the TACs are generally declining and the fleet size is generally increasing. Note that if the TACs had been increasing and the fleet size declining, the multiplier values would have been greater than 1.0 and the VINQ for the sample vessel would be larger than its average annual catch of 32,400 lb.

For the 1989 season, the sample vessel would be offered the following choice: (1) fish the regularly scheduled derby fisheries in whatever areas it desired; or (2) land 7,212 lb from Area 2C, 12,033 lb from Area 3A, and 10,941 lb from Area 3B, for a total of 30,186 lb. If the sample vessel selected the VINQ fishery, it would not be eligible to participate in the derby fishery for any area, but it would be free to land its catch at any other time of year. (Note that it may be necessary to impose a cut-off date for the VINQ fishery, such as Dec. 1, to allow the IPHC adequate time to compile data for the upcoming season.) Further, the sample vessel VINQs are not transferable to another vessel.

As presently envisioned, VINQs also are not transferable between areas. That is, the sample vessel could not land all of its VINQ (30,186 lb) from a single management area; its catch must come from all three management areas as prescribed by the VINQs offered. This area restriction could be relaxed by allowing vessels to transfer VINQs between areas, provided the transfers are always made to an area with a higher multiplier value. Since multiplier values measure the trend in the catch by an average vessel, such a policy would encourage vessels to move out of areas with the most rapidly declining average catches.

Further examples and a discussion of how different vessel would be affected by the VINQ system are contained in Appendix III.

**Table 1. Catch (millions of pounds) and fleet size (number of vessels landing the catch) for the years 1986-1988 and estimated values for 1989. The 1989 multiplier values for each area are determined by dividing the fleet's estimated average landing during 1989 by the fleet's average annual landing during the previous three years. For example, in Area 2C the estimated fleet average landing for 1989 is 5,278 lb/vessel and the fleet's average landing from 1986-1988 was 7,318 lb/vessel. The 1989 multiplier value is  $5,278/7,318 = 0.7212$ . (Source: Catch and fleet size data for 1986-1988 are from the IPHC. TAC estimates for 1989 are from IPHC. Fleet size estimates for 1989 are estimates by the author.)**

	1986	1987	1988	Average 86-88	Estimated 1989		Multiplier
<b><u>Area 2C</u></b>							
Catch	10.611	10.685	11.459	10.918	9.500	*	
Vessels	1,341	1,481	1,679	1,500	1,800	**	
Average	7,913	7,215	6,825	7,318	5,278		0.7212
<b><u>Area 3A</u></b>							
Catch	32.790	31.316	38.252	34.119	31.000	*	
Vessels	1,565	1,875	1,883	1,774	2,000	**	
Average	20,952	16,702	20,314	19,323	15,500		0.8022
<b><u>Area 3B</u></b>							
Catch	8.831	7.758	6.955	7.848	8.500	*	
Vessels	570	589	281	480	480	**	
Average	15,493	13,171	24,751	17,805	17,708		0.9946

\* Catch quotas established by IPHC.

\*\* Estimates by the author.

**Table 2. Sample calculation of the 1989 VINQ for a vessel that fished the 1986 season exclusively in Area 2C and fished the 1987 and 1988 seasons in both areas 3A and 3B. The far right column is a worksheet for vessel owners to fill in their own catch records to estimate what their VINQs would have been for the 1989 season.**

	Sample Vessel	Your Vessel
<b><u>Area 2C</u></b>		
1986 Catch	30,000	_____
1987 Catch	0	_____
1988 Catch	<u>0</u>	_____
Average (1986-1988)	10,000	_____
Multiplier	× 0.7212	_____ × <u>0.7212</u>
Quota Offered in 1989	7,212	_____
<b><u>Area 3A</u></b>		
1986 Catch	0	_____
1987 Catch	25,000	_____
1988 Catch	<u>20,000</u>	_____
Average (1986-1988)	15,000	_____
Multiplier	× 0.8022	_____ × <u>0.8022</u>
Quota Offered in 1989	12,033	_____
<b><u>Area 3B</u></b>		
1986 Catch	0	_____
1987 Catch	15,000	_____
1988 Catch	<u>18,000</u>	_____
Average (1986-1988)	11,000	_____
Multiplier	× 0.9946	_____ × <u>0.9946</u>
Quota Offered in 1989	10,941	_____
<b>Total Catch 1986-1988</b>	<b>108,000</b>	_____
<b>Average Annual Catch 1986-1988</b>	<b>32,400</b>	_____
<b>Total Quota Offered in 1989</b>	<b>30,186</b>	_____

## APPENDIX II

### OBJECTIVES OF THE VINQ PROPOSAL

#### Problems in the Halibut Fishery

The problems currently facing the halibut industry can be lumped into three categories: (1) overcapitalization; (2) short fishing seasons; and (3) allocation of the resource. All of these problems follow directly from allowing unlimited access to the resource. Thus, most proposals to solve these problems have involved some form of limited access to the resource. My approach is to consider these problem areas separately, because I believe they can be solved separately.

**Overcapitalization.** It has been recognized for many years that unlimited access to fishery resources leads to overcapitalization and profit dissipation. For the halibut fishery, this process has been tempered somewhat by increasing stock abundance and surplus production during the early 1980s. Halibut stocks peaked around 1986 and surplus production is now declining. Total Allowable Catches (TACs) will be declining by about 10%-15% per year during the next several years. If the fleet size continues to increase without an accompanying price increase, profits in the next several years will be dissipated even further.

**Short Fishing Seasons.** Unlimited access to the resource has created a fleet capable of harvesting the halibut TAC in a short period of time (1-3 days). Short fishing seasons have led to unsafe fishing practices, poor at-sea fish handling, overloaded processing and transportation facilities, lack of fresh halibut throughout the year, and poor exvessel prices. The end result is poor economic efficiency at all levels of the industry.

**Allocating the Resource.** At present, the halibut resource is allocated in a laissez-faire manner. Anyone can enter the fishery and compete for a share of the resource. Virtually all proposals put forth to solve halibut management problems have created an opportunity to significantly change the laissez-faire method of halibut allocation. The opportunity to use resource allocation as a means of achieving socio-economic objectives has created a political free-for-all and, so far, a political stalemate. Each of the many different political factions has a different socio-economic objective that can be achieved only at the expense of someone else's socio-economic objective. The result has been political gridlock on all halibut management problems.

#### Objective of the VINQ System

I believe the management problems outlined above can be separated and solved independently. **The objective of the VINQ system is to solve the problems associated with short fishing seasons without limiting access to the fishery or significantly changing the laissez-faire method of halibut allocation.** The VINQ system could be combined with other proposals to solve the overcapitalization and allocation problems. For example, the VINQ system could be combined with a License Limitation scheme to address overcapitalization. Licenses could be transferable and sold on the open market just like other Alaskan Limited Entry Permits. Permit holders would operate under the VINQ system outlined in this proposal (i.e. fish the derbies or accept the VINQs), the only difference being that the fleet size would be constant instead of variable. Reallocation problems to achieve socio-economic objectives could be addressed through grants, low interest loans, or other programs to help certain members of society in purchasing a limited entry permit. Such programs spread the cost of achieving socio-economic objectives over a large portion of society, rather than forcing the existing halibut fleet to bear the full economic burden by reducing their share of the resource.



## APPENDIX III

### FORESEEABLE IMPACTS OF THE VINQ SYSTEM

**New Vessels.** New vessels may enter the derby fishery but not the individual quota fishery.

**Newly Purchased Vessels:** Same as new vessels.

**Existing Vessels.** Table 3 (page 7) shows how seven sample vessels would have been affected by the VINQ system in 1989 based on their catch histories in 1986-1988. Vessels 1-6 each landed a total of 120,000 lbs of halibut during the three year period, but from different areas. Vessels 1, 2, and 3 fished exclusively in Areas 2C, 3A, and 3B, respectively. Although these three vessels landed the same amount of halibut, their VINQs are different because they fished areas with different multipliers. For example, the VINQ offered to Vessel 1 is lowest (28,849 lb) because the Area 2C multiplier is lowest (0.7212) and the VINQ offered to Vessel 3 is largest (39,782 lb) because the Area 3B multiplier is largest (0.9946). Vessels 4, 5, and 6 fished in multiple areas during the 1986-1988 period and, therefore, they are offered VINQs in multiple areas for the 1989 season. The size of the VINQ offered depends on how much each vessel caught from each area. In general, vessels that fished in areas with higher multipliers receive higher VINQs. Vessel 7 did not land halibut in 1986, but had the same catch as Vessel 5 for 1987 and 1988. Since it has only a two year catch history, its VINQ is less than that for Vessel 5 (25,180 lb vs 33,572 lb). In general, VINQs offered to existing vessels with fewer than three years of landings will be unacceptably low to most fishermen, because VINQs are based on a three year average. Thus, these vessels will most likely choose the derby fishery.

**Derby Fishery.** Fleet size for the derby fisheries will be smaller giving less competition on the grounds. Since the fleet quota also will be smaller, the fishing time for the derby fishery should be about the same as without the VINQ system. A year round supply of halibut from the VINQ fishery may raise the overall exvessel price level for halibut, which would benefit derby fishermen as well as VINQ fishermen.

**VINQ Fishery.** VINQ fishermen will enjoy safer fishing conditions and can implement better at-sea handling practices because they have minimal time constraints on their season. They will not be allowed to fish during the derby openings and they may have a fall deadline for catch reporting requirements. Exvessel prices should be higher because more of the fish landed can be sold in the fresh market.

**Processors and Wholesalers.** Processors and wholesalers will have a more continuous flow of product and fewer overloaded conditions. A continuous flow of fresh halibut should raise their profit margins.

**Retailers and Restaurateurs.** Continuous flow of fresh product means higher quality, higher prices, higher profits, and greater customer satisfaction.

**Transportation and Cold Storage Facilities.** Fewer overloaded conditions.

**IPHC.** More paperwork and administrative costs to administer the VINQ system.

**Enforcement Agencies.** The derby fishery can be enforced just as it currently is. Enforcement for the VINQ fishery would be similar to an ITQ fishery. For example, each vessel would be issued poundage/area coupons that would be collected as the fish are delivered. No vessel may have aboard more halibut than they have coupons for. Vessels harvesting between 90% - 100% of their VINQ would be given credit for their full VINQ in the following year. Vessels harvesting less than 90% of their VINQ would be given credit only for their actual catch. Vessels harvesting over their VINQ would have the overage value paid as a fine to support the enforcement operations and the overage poundage would be subtracted from their VINQ in the following year.

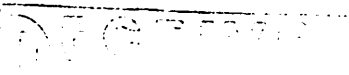
**Table 3.** Illustration of how seven sample vessels would have been affected by the VINQ system in 1989 based on their catch histories in 1986-1988. Vessels 1-6 each landed a total of 120,000 lbs of halibut during the three year period, but from different areas. Vessels 1, 2, and 3 fished exclusively in Areas 2C, 3A, and 3B, respectively. Although these three vessels landed the same amount of halibut, their VINQs are different because they fished areas with different multipliers. For example, the VINQ offered to Vessel 1 is lowest (28,849 lb) because the Area 2C multiplier is lowest (0.7212) and the VINQ offered to Vessel 3 is largest (39,782 lb) because the Area 3B multiplier is largest (0.9946). Vessels 4, 5, and 6 fished in multiple areas during the 1986-1988 period and, therefore, they are offered VINQs in multiple areas for the 1989 season. The size of the VINQ offered depends on how much each vessel caught from each area. In general, vessels that fished in areas with higher multipliers receive higher VINQs. Vessel 7 did not land halibut in 1986, but had the same catch as Vessel 5 for 1987 and 1988. Since it has only a two year catch history, its VINQ is less than that for Vessel 5 (25,180 lb vs 33,572 lb). In general, VINQs offered to existing vessels with fewer than three years of landings will be unacceptably low to most fishermen, because VINQs are based on a three year average. Thus, these vessels will most likely choose the derby fishery.

	Sample Vessel Number						
	1	2	3	4	5	6	7
<b>Area 2C</b>							
1986 Catch	40,000	0	0	40,000	10,000	0	0
1987 Catch	50,000	0	0	0	20,000	0	20,000
1988 Catch	<u>30,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>10,000</u>	<u>0</u>	<u>10,000</u>
Total (86-88)	<u>120,000</u>	<u>0</u>	<u>0</u>	<u>40,000</u>	<u>40,000</u>	<u>0</u>	<u>30,000</u>
Average (86-88)	40,000	0	0	13,333	13,333	0	10,000
Multiplier	0.7212	0.7212	0.7212	0.7212	0.7212	0.7212	0.7212
Quota Offered 1989	28,849	0	0	9,616	9,616	0	7,212
<b>Area 3A</b>							
1986 Catch	0	40,000	0	0	10,000	20,000	0
1987 Catch	0	50,000	0	50,000	20,000	25,000	20,000
1988 Catch	<u>0</u>	<u>30,000</u>	<u>0</u>	<u>0</u>	<u>10,000</u>	<u>15,000</u>	<u>10,000</u>
Total (86-88)	<u>0</u>	<u>120,000</u>	<u>0</u>	<u>50,000</u>	<u>40,000</u>	<u>60,000</u>	<u>30,000</u>
Average (86-88)	0	40,000	0	16,667	13,333	20,000	10,000
Multiplier	0.8022	0.8022	0.8022	0.8022	0.8022	0.8022	0.8022
Quota Offered 1989	0	32,086	0	13,369	10,695	16,043	8,022
<b>Area 3B</b>							
1986 Catch	0	0	40,000	0	10,000	20,000	0
1987 Catch	0	0	50,000	0	20,000	25,000	20,000
1988 Catch	<u>0</u>	<u>0</u>	<u>30,000</u>	<u>30,000</u>	<u>10,000</u>	<u>15,000</u>	<u>10,000</u>
Total (86-88)	<u>0</u>	<u>0</u>	<u>120,000</u>	<u>30,000</u>	<u>40,000</u>	<u>60,000</u>	<u>30,000</u>
Average (86-88)	0	0	40,000	10,000	13,333	20,000	10,000
Multiplier	0.9946	0.9946	0.9946	0.9946	0.9946	0.9946	0.9946
Quota Offered 1989	0	0	39,782	9,946	13,261	19,891	9,946
<b>Total Catch (1986-1988)</b>	<b>120,000</b>	<b>120,000</b>	<b>120,000</b>	<b>120,000</b>	<b>120,000</b>	<b>120,000</b>	<b>90,000</b>
<b>Avg Annual Catch (1986-1988)</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>40,000</b>	<b>30,000</b>
<b>Total Quota Offered (1989)</b>	<b>28,849</b>	<b>32,086</b>	<b>39,782</b>	<b>32,931</b>	<b>33,572</b>	<b>35,934</b>	<b>25,180</b>

# HALIBUT MANAGEMENT PROPOSAL NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

**NAME:** Michael J Buschur

**DATE:** 9/14/89



**ADDRESS:** 17134 Meadowcreek Eagle River AK 99577

SEP 15 1989

**PHONE:** (907) 694-2685

**PROPOSAL:** I strongly urge that we go to some variation of an individual transferrable quota system (ITQ). IE: Each fisherman with a past history of landings in the halibut fishery be allocated a portion of each years allowable catch. Each portion would be in small increments that are transferable, and the amount would be based on previous years landings. This quota could be caught and sold at a time throughout the year which is most advantageous for the fisherman, the processor, and the consumer, providing a high quality product at reasonable prices throughout the year.

**OBJECTIVES:** The current problems in the halibut fishery are obvious, but to list a few; Short openings which present tremendous safety problems, make effective management very difficult, put too much product on the fresh market in very short spurts causing poor quality and low prices.

**NEED AND JUSTIFICATION FOR COUNCIL ACTION:** As I understand it the council has been tasked to come up with a better plan. At any rate it is not within the purview of the Halibut Commission to regulate the fishery for other than biological reasons.

**IMPACT OF PROPOSAL:** Some of the impacts of this proposal were mentioned in the statement above, but generally this proposal would allow fishermen to fish under ideal weather and safety conditions, provide the consumer with a top quality product almost year round at reasonable prices. Although the "highline boats" say they will lose money under this type of proposal I think that the higher quality product and increased availability of fresh product will bring the price high enough to offset their losses, and in the long run everyone will gain significantly. Not to mention the fact that this is a public resource that a few greedy fishermen want to exploit strictly for their benefit. Some of the processors complain that continual halibut landings would disrupt their operations. I'm sure that the processors

and fishermen could get together and land product during slack times. It would be a small inconvenience to bear in order to gain the benefits for all.

**ALTERNATIVE SOLUTIONS:** There are many alternatives to this proposal and I'm sure you will hear most worthy ones. The solution may lie in a mixed combination of proposals, but I feel the ITQ is the best overall solution.

A handwritten signature in black ink, appearing to read 'Michael J. Buschur', written in a cursive style.

MICHAEL J BUSCHUR  
17134 MEADOWCREEK  
EAGLE RIVER ALASKA  
99577

COUNCIL'S CURRENT HALIBUT REGULATION SCHEDULE

August 15	Publically announce cycle for halibut regulations and release a call for regulatory proposals (except for proposals specifically dealing with harvest quotas).
September 15	Deadline for receiving regulatory proposals. Initial review by management team (MT).
Before Council meeting	Halibut RAAG (regulatory amendment advisory group, similar to PAAG for groundfish plan amendment review) reviews proposals and team recommendations.
late September	At the September Council meeting the Council reviews recommendations of the Halibut RAAG and team, and drops or approves regulatory proposals, and possibly adds proposals of their own.
mid-October	MT submits a Notice of Availability (NOA). NOA is published in the <u>Federal Register</u> for 30-45 days of public comment.
early December	At the December Council meeting the Council reviews public comments, further MT analyses, comments from IPHC, and takes final action on regulatory proposals. IPHC is notified of Council action and asked to consider any changes in their regulations that might be needed to implement Council measures.
late December	Send final package to Secretary of Commerce for action. SOC reviews, approves/disapproves/amends, and publishes a Notice of Proposed Rulemaking (NPRM) in 30 days.
late January	NPRM 30-day comment period begins. IPHC meets late January, can comment to SOC on Council actions. Bio/conservation regs they develop will be implemented at approximately the same time as Council regs -- mid-April.
late February	SOC prepares a Final Rulemaking package (FRM).
March 10	FRM is published in the <u>Federal Register</u> .
April 10	Regulations become effective; published in IPHC regulatory package.

PROPOSED TWO-YEAR HALIBUT REGULATION SCHEDULE

YEAR 1

- September 1 Publically announce cycle for halibut regulations and release a call for regulatory proposals (except for proposals specifically dealing with harvest quotas).
- October 1 Deadline for receiving regulatory proposals. Initial review by management team (MT).
- October-November Halibut RAAG (regulatory amendment advisory group, similar to PAAG for groundfish plan amendment review) reviews proposals and team recommendations.

YEAR 2

- January At the January Council meeting the Council reviews recommendations of the Halibut RAAG and team, and drops or approves regulatory proposals, and possibly adds proposals of their own.
- February-September Analysis by MT.
- September Council reviews analysis and approves for public review.
- mid-October MT submits a Notice of Availability (NOA). NOA is published in the Federal Register for 30-45 days of public comment.
- early December At the December Council meeting the Council reviews public comments, further MT analyses, comments from IPHC, and takes final action on regulatory proposals. IPHC is notified of Council action and asked to consider any changes in their regulations that might be needed to implement Council measures.
- late December Send final package to Secretary of Commerce for action. SOC reviews, approves/disapproves/amends, and publishes a Notice of Proposed Rulemaking (NPRM) in 30 days.
- late January NPRM 30-day comment period begins. IPHC meets late January, can comment to SOC on Council actions. Bio/conservation regs they develop will be implemented at approximately the same time as Council regs -- mid-April.
- late February SOC prepares a Final Rulemaking package (FRM).
- March 10 FRM is published in the Federal Register.
- April 10 Regulations become effective; published in IPHC regulatory package.

# COUNCIL ANNETTE ISLANDS RESERVE

HARRIS L. ATKINSON, MAYOR  
ROSEBELLE G. NELSON, SECRETARY  
Bonnie G. Scudero, TREASURER

ESTABLISHED 1887

METLAKATLA INDIAN COMMUNITY  
P.O. BOX 8  
METLAKATLA, ALASKA 99926

SEP 19 1989

September 11, 1989

Mr. Steven Pennoyer, Director  
Alaska Region  
National Marine Fisheries Service  
P.O. Box 201668  
Juneau, Alaska 99802

Dear Mr. Pennoyer:

As Mayor of the Metlakatla Indian Community, I want to add my own comments to those expressed by Mr. Bowker of the Bureau of Indian Affairs regarding the Metlakatla Halibut Fishery. As he pointed out, the Community has an undisputed right to establish an annual halibut harvest. At the same time, it recognizes the necessity to work cooperatively with your agency, and any others with an interest in the sound management of the resource, to protect our mutual interests. I assure you that, while our right to harvest is beyond question, our commitment to cooperation is equally established.

I have a couple of comments regarding the legal basis for our halibut fishery as set forth by Mr. Bowker. Please note that the Alaska Pacific Fisheries case cited in his letter, Alaska Pacific Fisheries v. United States, 248 U.S. 78 (1918), established that the Annette Islands Reserve was created "to encourage, assist and protect the Indians in their effort to train themselves to habits of industry, become self-sustaining, and advance to the ways of civilized life..." It points out the fact that the fishery was essential or the Community "could not prosper." The Court reached its decision without any reference to the Presidential Proclamation that established the boundary of the Reserve at 3000 feet off-shore. Subsequently, in Metlakatla v. Egan, 369 U.S. 45, 55 (1962), the Court found that the 3000 foot boundary was established to stop "encroachment of non-Indian fishermen."

In other words, our fishery was established by Congress when our Reserve was set aside in 1891 (25 USC Section 495). The only restriction is the right of the Secretary of the Interior to establish reasonable regulations for its exercise. As pointed

Air Transport Association



OF AMERICA

1709 New York Avenue, NW  
Washington, DC 20006-5208  
Phone (202) 826-4000

September 21, 1989

BY FAX TRANSMISSION

Mr. John Peterson, Chairman  
North Pacific Fishery Management Council  
P.O. Box 103136  
Anchorage, AK 99510

Dear Mr. Peterson:

The Air Transport Association of America represents the major U.S. scheduled airlines and air carriers which move the great preponderance of air freight and mail as well as passengers. Our airline members are most concerned about the tremendous strain on airline systems that are caused by your practice of 24 to 48 hour halibut openings.

We understand that this practice leads first to gridlock at Anchorage airport with hundreds of thousands of pounds of halibut to move and shippers fighting for space allocations. Next, Seattle airport facilities become gridlocked with product arriving from Alaska, but unable to move directly south or east in a timely manner. Seafood customers, dissatisfied with the delays and resultant poor quality halibut, are filing claims against carriers in increasing numbers.

It seems to us that the 24 to 48 hour halibut openings need to be changed to a balanced system that allows a 12-month fishing season. Other considerations need to be addressed, such as obtaining optimum yield while preserving the resource.

The U.S. air transportation system offers an efficient and effective distribution system for fresh seafood, and can actually increase the value of product by timely delivery of fresh fish. Please utilize the system to everyone's best advantage by eliminating the main source of this regional system breakdown, caused by the 24 to 48 hour halibut openings.

Sincerely,

A handwritten signature in cursive script, appearing to read "Paul J. Hyman".  
Paul J. Hyman  
Director  
Cargo Services





# Washington State Chefs' Association

Member of the American Culinary Federation, Inc.

The National Organization of Professional Chefs  
570 South Michigan Street / Seattle, WA 98108

9/18/89

SEP 21 1989

John Peterson  
Chairman  
North Pacific Fishery Management Council  
P.O. Box 183136  
Anchorage, Alaska 99510

**OFFICERS:**

- President:**  
Walter N. Bronowitz
- Vice President:**  
Ralph H. Lund, C.E.C. A.A.C.
- Secretary:**  
Chuck Chiamulera
- Treasurer:**  
William Wiklendt, C.E.C.
- Assistant Sec/Treas.:**  
Colleen Reilly/Made
- Sergeant at Arms:**  
Marc Moray

**BOARD OF DIRECTORS:**

- Evelyn Enslow, C.E.C. A. A. C.
- John Bruemmer
- Fernando Divina, C.E.C.
- John Melchoir
- Abdul Qureshi C.E.C. A.A.C.
- Terry Semenchuck, C.E.C.

**CHAIRPERSONS:**

- Academy of Chefs:**  
Ralph H. Lund C.E.C. A.A.C.
- Apprenticeship:**  
David W. Estes
- Building Fund:**  
John Melchoir
- Certification:**  
Keijiro Miyata C.E.C. C.C.E.
- Education:**  
Carol Beachamp
- Membership:**  
Janice Bellotti-Pace
- Junior Membership:**  
William Morris
- Junior Member Rep.:**  
William Morris
- Associate Member Rep.:**  
Larry Downs
- Trustee:**  
Darrell Anderson C.E.C. A.A.C. C.C.E.  
Abdul Qureshi C.E.C. A.A.C.

**ATTORNEY:**

- Douglas F. Abert

Dear Sir:

As President, I am writing on behalf of the Board Of Directors and the over 200 members of the Washington State Chefs' Association.

Our Association is among the founding members of F.I.S.H. (Find Intelligent Solutions for Halibut), a non-profit corporation formed by END-USERS of North Pacific halibut.

You have received F.I.S.H.'s "Halibut Fishery Management Plan Proposal", through Jon Rowley and our Attorney, Nelson Christensen. We urge you to think long term, and to realize that we are no longer in an age when mismanagement and waste of a natural resource can be tolerated.

I hope you have read the support data listed on the enclosed sheet which has also been sent to you. I don't see how the N.P.F.M.C. can ignore the need for an orderly, year round halibut season.

Sincerely,

Walter N. Bronowitz  
President 1989-WASHINGTON STATE CHEFS' ASSOCIATION  
Culinary Arts Instructor - Edmonds Community College  
1001 E. JOHN #402, SEATTLE, WA. 98102  
206- W. 771-7405 H.324-5343

cc: list enclosed  
Enclosure



## Governors

Governor Booth Gardner  
State of Washington  
State Capitol  
Olympia, WA 98504

Governor Steve Cowper  
State of Alaska  
Alaska Capitol  
Juneau, Alaska 99811

## US Senators

Senator Slade Gorton  
703 Hart Building  
Washington, D. C. 20510

Senator Brock Adams  
513 Hart Building  
Washington, D. C. 20510

Senator Ted Stevens  
Senate Office Building  
Room 522  
Washington, D. C. 20510

Senator Frank Murkowski  
Senate Office Building  
Room 709  
Washington, D. C. 20510

## Congress

Congressman John Miller  
1406 Longworth Building  
Washington D. C. 20515

Congressman Don Young  
2331 Rayburn Building  
Washington, D. C. 20515

Congressman Jim McDermott  
1107 Longworth Building  
Washington D. C. 20515

Congresswoman Jolene Unsoeld  
1508 Longworth Building  
Washington, D. C. 20515

Congressman Rod Chandler  
223 Cannon Building  
Washington, D. C. 20515

Congressman Tom Foley  
1201 Longworth Building  
Washington, D. C. 20515

**Supportive Data & Other Information:**

1. Robert L. Stokes, "Limited Entry in the Pacific Halibut Fishery: The Individual Quota Option" (Previously submitted as Council Document # 20)
2. James G. Norris, "Voluntary Individual Nontransferable Quotas, a Proposal For Managing Pacific Halibut", September, 1989.
3. 1986 Annual Report, International Pacific Halibut Commission, Director's Report. (enclosed)
4. Letter dated May 21, 1987 from William E. Evans, Assistant Administrator for Fisheries, NOAA, to Lawrence D. Six, Executive Director, Pacific Fishery Management Council. (enclosed)
5. Memorandum from Nelson Christensen dated June 14, 1989: "Re Authority for Regulation of North Pacific Halibut Fishery. (enclosed)
6. Letter dated August 14, 1989 from Slade Gorton, United States Senator, to Nelson Christensen, Legal Counsel for F.I.S.H. (enclosed)
7. Letter dated February 7, 1989 from Gerald L. Johnson, Director, Cargo & Charter Marketing, Alaska Airlines, to John Peterson, Chairman, North Pacific Fishery Management Council. (enclosed)
8. "Reduced Catch, Low Price a Double Blow to Halibut Fishermen", Alaska Fisherman's Journal, July, 1989. (enclosed)
9. "Consumer Group Blasts Halibut 'Mess'", Alaska Fisherman's Journal, August, 1989. (enclosed)
10. "Coalition Formed to Remedy 'Free-For-All' Halibut Harvest", Northwest Culinary Alliance Monthly Bulletin, July-August, 1989. (enclosed)
11. "F.I.S.H. Tells Press: 'Derby' System Needs Revamping", The Fishermen's News, July, 1989. (enclosed)
12. "F.I.S.H. Organizes for Change in Pacific Halibut Fishery", Seafood Business, July-August, 1989. (enclosed)
13. "F.I.S.H. Seeks More Regular Halibut Runs", Seattle Post-Intelligencer, June 16, 1989. (enclosed)
14. "Consumers Right About Halibut", National Fisherman, August, 1989. (enclosed)
15. List of Founding Members of F.I.S.H.

REPORT OF THE HALIBUT MANAGEMENT TEAM  
ON PROPOSALS FOR ALLOCATIVE MANAGEMENT OF THE  
1990 HALIBUT FISHERIES OFF ALASKA

On September 21, 1989 the Halibut Management Team met by teleconference to review and categorize 17 regulatory proposals received from the public. The team also reviewed several other issues related to halibut fishery management which are reported below.

A. PROPOSAL REVIEW

The following is the team's assessment of the proposals.

Entry Limitation

Twelve proposals advocated some form of entry limitation in the halibut fisheries. These were Proposal Numbers 2 and 7-17.

The team believes that developing a system of access limitation in the Alaskan halibut fisheries is of high priority. The team also notes that the Council already has underway a comprehensive analysis of halibut limited entry alternatives. Thus the team recommends deferring these proposals until that analysis is completed.

The team is prepared to further assist in the Council's limited entry analyses.

Use of Halibut Bycatch

Proposal #1 suggests retaining halibut bycatch. The team endorsed the general concept of turning waste into usable product, but does not recommend analysis of this issue at this time. If the Council believes this issue merits analysis, the team presumes this will require close coordination with IPHC since the proposal has both conservation and allocative aspects.

Management Cycle

Proposal #3 suggests changing the Council's halibut management cycle to a two-year cycle. The team agreed with the concept, but notes that the Council already has this topic on its September agenda and it should be dealt with outside the current amendment cycle. The team's comments on management cycle are provided later in this report.

Area 4 Allocations

Proposal #4 requests continuing the early openings in Area 4B. The team reviewed the results of the 1989 season in 4B, noting that the program operated smoothly with 9 openings for 14 fishing days. Since the Council approved early openings during its December 1988 meeting for the 1989 and 1990 fishing years, the team believes no further regulatory action is needed to satisfy the request at this time. The team did suggest, however, that the Council reiterate to IPHC its desire to continue the early opening scheme for 1990.

**Proposal #5** requests extending the 10,000 lb. trip limits in Area 4C to 100% of the quota for the area. In the 1989 fishery, the team notes that there were 10 one-day fishing periods under 10,000 lb. limits and 3 one-day periods under 20,000 lb. limits. According to preliminary IPHC data, approximately 50% of the total halibut catch in this area was by local vessels from the Pribilof Islands and 50% from vessels outside the area.

The team recommends that the Council indicate their preference for allocation in Area 4C. If a 50/50 split between local and non-local vessel participation is preferred, then the status quo accomplishes this objective. However, if the Council prefers a larger share of the quota be allocated to local vessels, then the team suggests proceeding with an analysis of alternatives.

Regarding a delay in season opening, this may favor local vessels by avoiding weather problems earlier in the month. If the Council favors assisting local vessels in such a manner, then the team is prepared to undertake the analysis of this measure in concert with analysis of a different trip limit scheme.

**Proposal #6** suggests implementing a local fishery in the vicinity of Dillingham/Togiak in the Closed Area. This proposal has both allocative and conservation aspects. Further, the team believes that a significant amount of work will be required before an analysis package can be brought to the Council and this work cannot be completed under the current cycle deadlines.

The Council needs to indicate their preference for establishing a fishery in Bristol Bay. If such a fishery is desired, then the team recommends the Council informally request IPHC to implement appropriate measures to accomplish this objective. The Council and IPHC also may wish to discuss this at the next joint IPHC-Council meeting.

## **B. OTHER MANAGEMENT ISSUES**

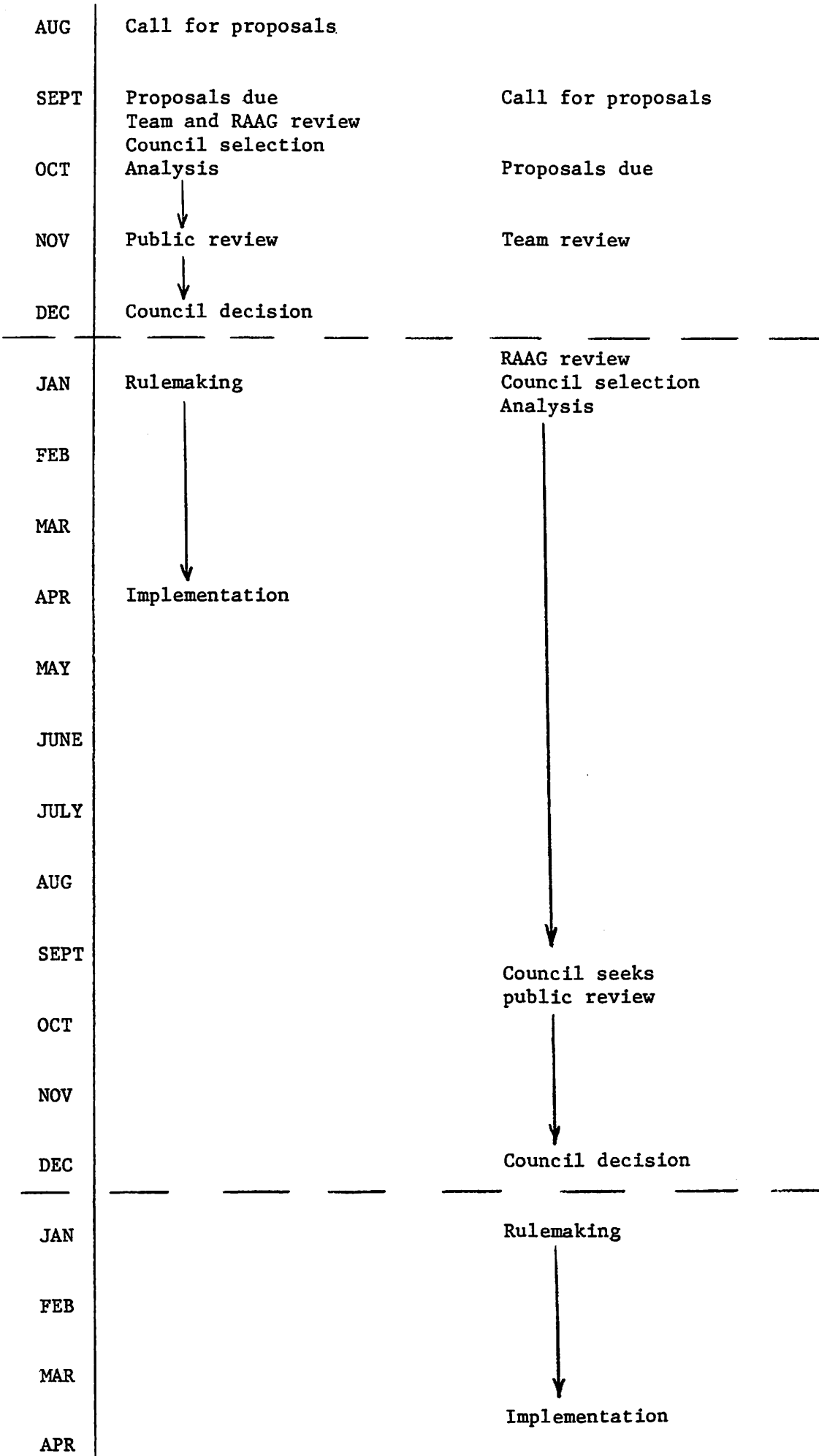
### Area 4E Fishery

The team reviewed preliminary results of the 1989 fishery in Area 4E (Nelson Island/Northeastern Bering Sea). Beginning with the 1988 season, the Council had recommended a 6,000 lb trip limit and vessel clearances. However, the quotas have not been taken in the area; in both years the quota was 100,000 lbs. In 1988 local vessels caught 5,226 lbs. and vessels from outside the area caught 3,878 lbs. In 1989 local vessels caught 5,375 lbs. and outside vessels 7,882 lbs. Thus, only 9.1% and 13.3% of the quota was taken in 1988 and 1989, respectively. The team is concerned that the IPHC objectives of full utilization of the halibut quota are not being met under the current management regime.

### Halibut Management Cycle

The team believes the current cycle is too constraining; insufficient time is available for analysis and public review. The team recommends adopting a two-year cycle similar to the example before the Council at this meeting. However, if this example is adopted, final rule making should occur after the September meeting rather than in December because of the work load before the Council and NMFS at that time.

ALTERNATIVE HALIBUT MANAGEMENT CYCLES



September 26, 1989

John Peterson  
Chairman  
North Pacific Fishery Management Council  
P.O. Box 103136  
Anchorage, AK 99510

Mr. Chairman:

My name is John Melchior. I am speaking on behalf of the Board of Directors and over 200 members of the Washington State Chefs Association, affiliated with the American Culinary Federation with over 5,000 members.

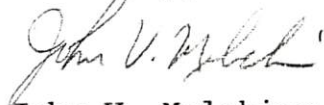
Our association is among the founding members of F.I.S.H., a non-profit corporation formed by end users of North Pacific halibut. You have received F.I.S.H.'s Halibut Fishery Management Plan Proposal through Jon Rowly and our attorney Nelson Christensen.

Our customers want and deserve fresh, high quality halibut year round.

We urge you to think long term, and to realize that we are no longer in an age when mismanagement and waste of a natural resource can be tolerated.

The North Pacific Fishery Management Council can no longer ignore the need for an orderly, year-round halibut season.

Sincerely,



John V. Melchior  
Board of Directors  
Washington State Chefs Association

JVM/sph

C-10  
BEHAN

# Fresher halibut wanted

## Group protests short openings

By HAL BERNTON  
Daily News reporter

A new coalition of seafood marketers and consumers don't like the way the federal government manages halibut harvests, and some of its members are flying to Anchorage this week to protest.

They say they are tired of the thrice-yearly 24-hour openings that flood markets with millions of pounds of fresh fish, then shut off the flow the rest of the year.

"I think our customers want and deserve to have fresh halibut available year-round," said John Melchior, a chef at the Pacific Regent, a Bellevue, Wash., luxury retirement community.

Melchior is a founding member of Find Intelligent Solutions for Halibut — FISH, a Seattle-based group that has also recruited supermarket chains, restaurant operators, consumers, shippers and retail fish brokers. They are lobbying to end the current, 24-hour free-for-alls with a slow-paced, year-round harvest. The current harvests overwhelm processors and air freight companies, delivering a product of often spotty quality, they say.

They want to see it replaced with a year-round harvest that would trickle high-quality fresh fish onto the market.

"It's a public resource, and the only thing that prevents the fish from being better quality is the ridiculous, 24-hour openings," said Jon Rowley, a Seattle seafood consultant who helped organize FISH.

Rowley and several other FISH members are scheduled to testify today in an arena normally dominated by the fishing industry: a North Pacific Fishery Management Council meeting. That 11-voting member council develops halibut harvest plans, then passes them to the U.S. Commerce department for approval.

Fishermen have failed to agree on a plan to "limit entry" by commercial fishermen into the halibut harvest. And as the number of boats participating in the harvest has soared, the sea-

B14 Anchorage Daily News Wednesday, September 27, 1989

# HALIBUT: Coalition says 24-hour openings flood market unnecessarily

Continued from Page B6  
sons have grown ever shorter.

This year, more than 5,500 vessels are fighting for a share of a 64 million pound harvest.

The council, whose membership is dominated by fishing industry and state fishery officials, has repeatedly debated limiting entry and has once again taken up the topic at this week's September meeting. In the early '80s, the council voted to begin that process but the Reagan administration killed the proposal after lobbying by some Alaska fishermen who didn't like the plan. Since then, the council has never approved a new plan.

"It's certainly not a good situation, and the council will continue to try and find a way to address this management regime," said Don Collinsworth, the council's newly elected chairman. "There's no question that you could increase that the

overall value of the fishery could probably be significantly increased (by lengthening the season)," Collinsworth said. "It's a tough nut."

Left out in council debates, said Rowley, have been those at the tail-end of the halibut pipeline — the consumers. Yet the council operates under a 1976 law that Rowley said also requires members to look after the public welfare, as well as the industry's interests.

He was not disappointed at the end of 1987, and then went to work organizing the new coalition.

Collinsworth said he's glad that FISH is speaking out at council meetings.

FISH's members include Alaska Airlines, which is tired of the freight headaches created by the onslaught of halibut that piled up at airports after openings.

"I hate to go to work after one of the 24-hour openings because I get every seafood customer clamoring for space," said Jerry Johnson, director of cargo mar-

keting for Alaska Airlines.

Johnson said an in-house survey indicated that the Alaska aviation industry can carry a maximum of 400,000 pounds of halibut to Seattle per summer day. But the harvests often result in catches of millions of pounds that processors attempt to ship fresh to Lower 48 markets.

The fish first stacks up at the processing docks, as assembly line workers struggle to prepare the fish for

market, Johnson said. Then it stacks up at the airports, as airlines attempt to find room for it on outbound flights. By the time it reaches market, the "fresh" fish may be a week old. And buyers often don't like what they find, Johnson said.

"The guy is unhappy with his fish and files a complaint with the airline who brought him that fish," Johnson said. "We get dozens of complaints from every opening."



RECEIVED SEP 26 1989

September 22, 1989

National Marine Fisheries Service  
U.S. Department of Commerce  
605 W. 4th Avenue  
Anchorage, Alaska  
99501

Re: NPMC Meeting 9/26-27/89  
Halibut Regulations and  
Resource Waste

ATTN: Commission Executive Secretary/Agenda Control

Gentlemen:

The present conditions under which individual fishing vessels are permitted to fish for Halibut are, in our considered view, physically dangerous, flagrantly wasteful of the resource, and costly to both processor and consumer.

Please note the following facts:

I. Increased Hazards as a result of the 24 hour Halibut season.

Fishing always extracts a heavy toll in lost boats and lives every year, but the present 24 hour rule exacerbates an already hazardous condition because vessel owners/operators feel that they must take the extra risk if they are to locate, fish, land and sell their catches.

II. Product Quality Suffers Needlessly.

Present fishing hours drive many crews to take short cuts in product quality they would not otherwise take. Because they have only 24 hours allotted to them, they concentrate on the catch and may neglect dressing and icing until the period ends. Such practices lead to landing extremely poor quality product. Processors are often overloaded with Halibut during this period and even with extra help, can seldom turn out a first class product. Overloaded freezers, wide variation in temperature control adds up all too often to a mediocre product that came from one of the finest fish in the sea.

### III. Massive Waste of Halibut and other Bottom Fish.

Halibut and other bottom fish are almost always caught by baited hooks attached to a longline, dropped to an appropriate depth. Later the line is retrieved and the catch placed in the hold for transportation to the processor. If this deliberate scenario were followed with Halibut as it is with other species of fish, the situation would be reasonably stable. By focusing, however, on a single 24 hour period, the vessel is forced to drop many Skates of gear in the hopes of retrieving a payload catch. This Multiple Skate method often - too often - leads to abandoned or lost gear due to storms, lost or sabotaged buoys, or the expiration of the 24 hour season after which gear may not be legally retrieved without forfeiting the catch..

ABANDONED GEAR BECOME A PERPETUAL BOOBY-TRAP FOR BOTTOM FISH BECAUSE THE CIRCULAR HOOKS KEEP THE CATCH FOREVER TIED TO THE LINE. FISH SO TRAPPED BECOME PREY FOR OTHER MARINE SPECIES WHO THEMSELVES ARE THEN TRAPPED WITH THE SAME LINE AND HOOK. THIS CYCLE CAN AND DOES GO ON FOREVER. EACH YEAR MORE AND MORE SKATES ARE LOST OR ABANDONED THEREBY ADDING TO THE SYSTEMATIC DESTRUCTION OF A VITAL ALASKAN AND NATIONAL RESOURCE. THE ANNUAL LOSS OF HALIBUT IS ESTIMATED AT BETWEEN 8 AND 20 MILLION POUNDS.

We assert that none of this is necessary. Inevitably, there will always be some waste involved between catching a fish and the final packaged product seen on grocer's shelves, but the conditions described above are a direct result of a well intentioned but misguided set of regulations that have proven to be totally counterproductive to the stated goals of the Commission and the older axioms of good business and common sense.

This situation makes no one happy: not the fisherman or the processor or the seafood sales executive and certainly not the consumer who, although he may not yet know it, is ultimately being made to pay a premium price for a product of only average quality. The Alaska Department of Fish and Game and the National Marine Fisheries Service should be equally dissatisfied.

RECOMMENDATION:

The present 24 hour Halibut rule should be changed approximately as follows:

- (a) Halibut fishing shall be permitted for one or more ten (10) day period during any calendar year in accordance with existing regulations governing catch limits and escapement. Each vessel intending to land Halibut and is so registered at least 90 days prior to the declared fishing period, shall be assigned a fixed quota in pounds which must be met within the aforesaid ten (10) days.

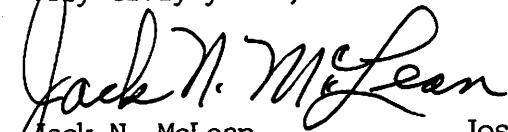
The Commission must also address the problem of lost gear, both for future conservation practices and the present high incidence of these very real hazards in Alaskan Halibut fishing grounds. In considering alternatives, the Commission must remember that it is the regulations themselves that are the proximate cause of this specific problem in Halibut conservation.

Present indications of Halibut shortfalls in the North Pacific and Alaskan waters may well be the result of the unconscionable waste cited in this letter. If we were able to land and market the 8 to 20 million pounds of Halibut estimated to be lost in this year alone, much of the concern over the decline of this highly desirable species would be mitigated.

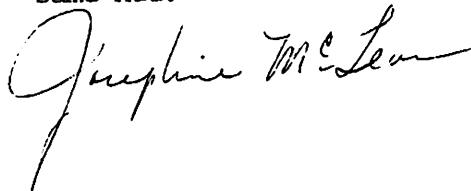
Bear in mind that a 10 day rule would materially reduce the present hazards to fishing vessels as well as permit Alaskan processors to provide orderly and highly efficient processing of a superior product, thereby assuring a quality product to the consumer that could command a price commensurate with such quality. Most importantly, fishing gear would be far less likely to be lost or abandoned and those that were so lost could be more easily located and retrieved during the much more reasonable ten day period.

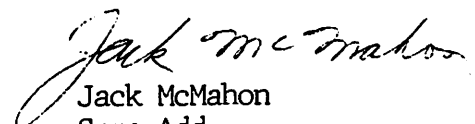
We are prepared to provide more detailed information and factual data at your convenience and direction.

Very truly yours,

  
Jack N. McLean  
6135 Mike Street,  
Anchorage, Alaska  
99518

Josephene McLean  
Same Add.



  
Jack McMahan  
Same Add.

## PACIFIC COAST FISHING VESSEL OWNERS' GUILD

780 EAST CORDOVA STREET  
VANCOUVER, B.C. V6A 1M8  
TELEPHONE 254-8137

### A NOTICE TO ALL L LICENSE HOLDERS

A committee in the Halibut Vessel Owners' Guild has been examining alternative means to conducting the halibut fishery in view of getting more money for our catch. Several factors currently result in our \$1.55 to \$1.70 per lb. price:

(1) The Saturation of the Japanese market for smaller halibut and (2) our large catch delivered at one time results in most of it being frozen. The first requires political action on our part to end the by-catch of mostly juvenile halibut by American processor trawlers, and its over the side at sea sales to the Japanese market. The second can be addressed by restructuring our halibut openings. When high quality fresh halibut are brought in over an extended period of time, the in-vessel price can increase. For example, the treaty tribes of Neah Bay Cape Flattery region begin fishing in March and produce small quantities of high grade fresh halibut for which they receive \$3.50 to \$4.00 U.S. The Atlantic halibut fishery in Eastern Canada produces approximately seven million pounds annually. The product is of high quality and is sold fresh in the Atlantic Sea Board States; the in-vessel price is \$3.00 to \$7.00 per lb. Perhaps we would not get quite so much because there is more halibut landed here, but discussions with fishing companies and brokers indicate \$2.65 to \$3.00 per lb. would not be unreasonable for our in-vessel price if the fishery were over a ten month period with small dribble landings into the fresh market.

Let's look at the alternatives that would supply the fresh market;

(1) Two day openings per week in the spring until the quota is taken. The large boats would have to stay geared up for two months. Some the openings would still be close to American openings. A lot of waiting around for not much action.

(2) Black cod type choose your one opening of ten per year. Before you support his one, go around and talk to the black cod fishermen. Their openings have gone from 34 days to 14 days in length, and less next year. They are worried they won't get their fish if their choice of opening has bad weather. The hot spots get very crowded. We estimate that the halibut openings would soon be down to four or five days. Do you think you can get your fish in that time?

(3) Individual boat quotas - The size of each boat's quota would be taken 70% from the average best two years on the L-tab landings from 1986, 1987, 1988 (three years that the statistics are now available and practically every L-tab was fished); this historically landing factor is taken in relationship to the overall quota of each year. And 30% from a classification by average catch by vessel length in one meter increments; that is, the average catch for each year 1986 to 1988 of all vessels 10 to 10.99 meters, 11 to 11.99 meters, 12 to 12.99 meters, etc. creates this classification. We looked at the American quota idea of classifying the fleet in ten foot increments and decided one meter classes were fairer and easy to do. Everyone gets something. The highliners get less than they have because of the averaging, but they get paid more for their fish.

The quota system should be voluntary; that is, there will be general openings for fisherman we don't like the quota system and want to scrape it out in a forest of flagpoles. Each spring after the Area 2B quota has been announced, a fisherman who is interested in a boat quota can apply to D.F.O. who will tell him his quota size. (Each year it will vary in relationship to the overall quota).

# EDITORIAL

## The new management climate: A double-edged sword of simple rules

Without fish there is no fishing industry, no fishermen to protect.

This has always been true, but until recently, the day when there might not be fish to catch hasn't seemed real to most of us.

The management climate is changing. Now, the testimony of fishermen at many hearings hums with fear. Now, members of the New England Fishery Management Council are impatient, frustrated at the apparent failure of years of trying to work with the industry to develop reasonable groundfish regulations.

The general public is impatient, too, and critical. The *Hartford (CT) Courant* published a comprehensive and scathing series of articles accusing New England managers of caving in to industry pressure and failing to protect the fish. And others, such as the South Atlantic council, are simply getting tough: advocating doing away with a directed commercial fishery on swordfish; and advocating banning driftnets, regardless of whether they are more selective than longlining.

New England fisheries managers and fishermen have to ask themselves whether they are willing to change their approach to management. The question is obvious because the political wind, driven by 12 years of impatience and frustration, is blowing in the direction of simple, decisive action, which is clearly a new direction. It is timely, too, because the Magnuson Fishery Conservation and Management Act (MFCMA) is being reauthorized this year.

When the MFCMA was passed in 1976, fishing industry members had witnessed years of management under the international body ICNAF (International

Commission on Northwest Atlantic Fisheries) and were fed up with the rule of biologists. They were fed up because biologists spoke with the authority of the God of Science, but in fact were part of the political compromises inevitable in fisheries management. And, in the case of ICNAF, many bitterly felt the hypocrisy since the compromises resulted in fish allocations to foreign nations.

Under the new council management regime, everyone thought, sensible rules could be made that everyone could support, that would be made by people who knew the complexities of fishing and what the fish were doing. And this support would make enforcement easier, a practical bureaucratic necessity since enforcement in something as remote and complicated as fishing is close to impossible. This industry participation would result in sensible rules which preserved the industry's essential flexibility.

Now, years later, fishermen and managers alike yearn to DO something to restore and protect fish. And they yearn for something simple, direct, understandable, and enforceable.

Managers ask: Is there any rule a fisherman will support when it is proposed? Perhaps the answer is yes, any rule that affects only the other guy.

And they ask: Is there any rule fishermen will support after it is put in place? Perhaps the answer to this is yes, any rule that is enforced.

These two answers provide a framework for action in the new management climate. Managers need to have backbone and the courage to make decisions based on their own understanding of the situation. Their actions won't be popular at first, but once committed, they need

to proceed anyway.

At the same time, managers must work within the legal and financial constraints of our system to be sure that their rules can be enforced. It is all too tempting to "get tough" with rules that exist only on paper, cause major cost and dislocation to fishermen, and do not accomplish any conservation. That would be the ultimate irony. Our legal system makes it difficult to make swift, decisive decisions and it makes it very difficult to provide swift, decisive penalties.

The MA Marine Fisheries Advisory Commission has just set a good example in its recent decisions about inshore fisheries regulations. Faced with erosion of support for rules hammered out by the industry, the commission has acknowledged that it had been too ambitious trying to solve both conservation and gear conflict within one initiative.

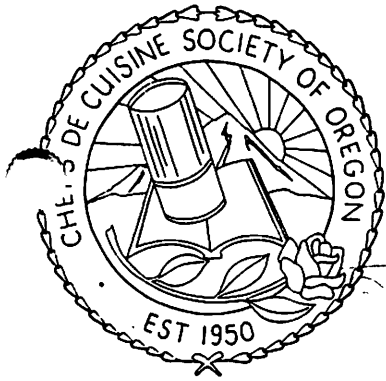
Nonetheless, it has taken some action, and has put the industry on notice that it will collect its own information on key issues such as blackback escapement in order to make a management decision.

We all yearn for simple rules. But simple rules are blunt instruments. People will be hurt when simple rules are made.

If, in our fear and frustration, we want simple rules, it means giving up rights. And it means someone must have the courage to make a decision, stick to it, and enforce it. Are we willing to do this?

If not, we should shut up and continue on this plodding course with all of its complications and consequences.

Robin Alden



## *Chefs de Cuisine Society of Oregon*

P.O. Box 4351 • Portland, Oregon 97208  
Telephone • 224-2532

SEP 26 1989

September 22, 1989

Mr. John Peterson  
Chairman  
North Pacific Fishery Management Council  
Post Office Box 103136  
Anchorage, Alaska 99510

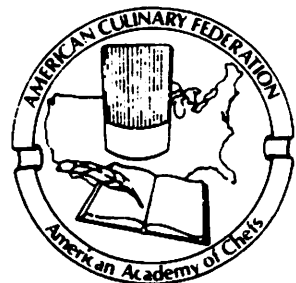
Dear Sir,

As President of the Chef's de Cuisine Society of Oregon, I am writing on behalf of our chapter's 300 members. It is our position to support the proposal drafted by F.I.S.H. (Find Intelligent Solutions for Halibut). This is a non-profit corporation that was partly founded by our sister organization, the Washington State Chef's Association.

As you are aware of the proposal F.I.S.H., we as professional chefs strongly support it. Our organization feels the need to maximize the natural resources that are available and to do our part to curtail the waste of any precious resource. Please consider this proposal to rectify the situation.

Sincerely,

Joe Domina, C.E.C.  
President, Executive Chef  
Portland Hilton Hotel





UNIVERSITY RESTAURANT GROUP

September 25, 1989

555 EAST  
RESTAURANT

Mr. John Petersen, Chairman  
North Pacific Fisheries Management Council  
P.O. Box 103136  
Anchorage, AK 99570  
Fax # (907) 271-2817

Dear Mr. Chairman:

OCEAN AVE.  
SEAFOOD

Our seafood oriented hospitality company in Southern California, has experienced in the past few years a growing passion with our diners for quality seafood. Our continued growth and success depends on future availability of quality fish and shellfish products.

Halibut is very popular with our guests when we can obtain a supply. I have become increasingly concerned with the limited availability of fresh halibut to our restaurants. It seems incomprehensible to me that over 60 million pounds of halibut from the North Pacific has to be harvested in three 24 hour openings. This does not seem like a responsible use of this public resource.

PINE AVE.  
GRILL

I urge your support for a halibut management system that can assure our company and our guests a consistent supply of quality halibut.

Sincerely,

A. Samuel King  
President

HOSPITALITY  
CONSULTANTS, LTD.

ASK/ag

# ANCO Foodservice

DIVISION OF ANCHORAGE GOLD STORAGE CO. — P.O. BOX 100039 • ANCHORAGE, ALASKA 99501 • (907) 264-0224

September 25, 1989

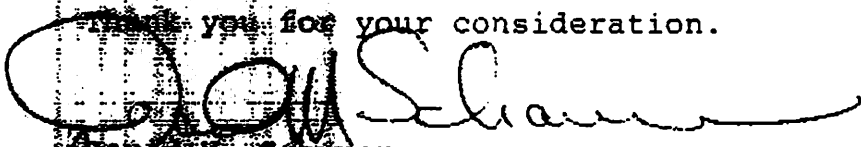
Mr. John Peterson  
North Pacific Fishery  
Management Council  
P.O. Box 103136  
Anchorage, AK 99510  
TEL: 907-271-2817

Mr. Peterson:

I am certain that you have been made aware of the position supported by F.I.S.H. (Find Intelligent Solutions for Halibut), concerning the continued management of the Halibut Fishery as a renewable, viable resource.

I would like to express my support for the position and objectives proposed by F.I.S.H. and I strongly urge you to consider alternate options available to our current Halibut Management Plan.

Thank you for your consideration.



David M. Schauer  
Meat Department Manager  
ANCO Foodservice  
Division of Anchorage  
Gold Storage

DMS/aw



'89-09-26 17:09 GRANDOR 640

F.1

AGENDA C-7  
SEPTEMBER 1989  
SUPPLEMENTAL

# Shaw's CRAB HOUSE

September 25, 1989

Mr. John Peterson  
North Pacific Fishery Management Council  
P.O. Box 103136  
Anchorage, Alaska 99510

Dear Mr. Peterson:

In the last three years, Shaw's Crab House in Chicago has been purchasing substantial amounts of North Pacific Seafood Products, particularly King Salmon and Halibut. It is however, impossible for us to offer fresh Pacific Halibut on a consistent basis to our customers because of the current regulations of the Halibut fisheries.

The current system is an inefficient and wasteful use of a valuable national resource. While in Seattle in June of 1988, I toured a seafood freezing plant. I saw "fresh" Pacific Halibut that had been caught in the last fishery, 3 1/2 weeks earlier. This fish was not sold in the fresh market so it was being processed for the frozen market. This was certainly not the quality of fish, fresh or frozen, that we would serve at Shaw's. This situation is indicative of the problems associated with the current Halibut fishery - too much fish harvested at one time for the processors and market to handle. This leads to large quantities of poor quality fish available at sporadic intervals. An uninterrupted supply of Halibut would be much better for the processor as well as the consumer.

Fresh Pacific Halibut is one of the best tasting fish available. It is a shame that this valuable resource is not managed so as to guarantee a consistent supply of high quality product throughout the year. I urge and support any measures to make this possible.

Sincerely,



STEVE LA HAIE  
General Manager  
Shaw's Crab House