**ESTIMATED TIME** 

1.0 HOUR

### **MEMORANDUM**

TO:

Council, SSC and AP Members

FROM:

Clarence G. Pautzke

**Executive Director** 

DATE:

June 17, 1993

SUBJECT:

Other Business

### **ACTION REQUIRED**

(a) Consideration of exclusive registration for flatfish fisheries.

### BACKGROUND

Last December the Council approved a groundfish plan amendment which requires exclusive registration for fishermen conducting pollock trawl fisheries. Under that amendment, fishermen would be required to register to fish for pollock in either the BSAI or the Western/Central GOA, but could not fish both. This recommendation to the Secretary has yet to be forwarded as a Proposed Rulemaking.

In May, the Council received a proposal from the Alaska Groundfish Data Bank to initiate an amendment which would require exclusive registration for flatfish fisheries in the Central Gulf. The proposal, Item C-4(a), cites inefficient use of the halibut PSC cap in the Gulf at the expense of shorebased delivery vessels. If the Council wishes to move forward with this proposal, there are two approaches they could take:

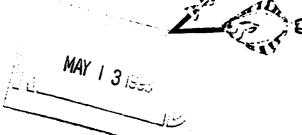
- (1) Because the pollock exclusive registration amendment has not yet been submitted to the Secretary, the Council could rescind their previous action and take the issue of exclusive registration up anew (i.e., the full suite of options for exclusive registration would once again be on the table).
- (2) Initiate a separate plan amendment analysis which would deal with flatfish only.

Under either option, staff would supplement the previously completed analysis to include the flatfish alternative. The previous analysis included options for pollock, Pacific cod, and all species, but did not adequately cover a flatfish only alternative. This could be done after the June meeting with initial review in September and a final decision in December. It is possible that the additional analysis could be completed in time for the document to be released in August with a final decision in September. However, this option would not allow for formal review by the Council, AP, and SSC, before going public.

C-4 Memo HLA/JUN

# TO: RICK LAUBER, CHAIRMAN NORTH PACIFIC FISHERY RE: EXCLUSIVE REGIT FOR CENTRAL DATE: 1

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL



# PROPOSAL FOR EXCLUSIVE REGISTRATION FOR FLATFISH - CENTRAL GULF

The members of the Alaska Groundfish Data Bank request that the North Pacific Fishery Management Council consider making the Central Gulf an exclusive registration area for flatfish fishing.

The proposal is intented to allow vessels to choose to fish flatfish species (including rocksole and yellowfin sole) in the Bering Sea or the Gulf of Alaska, but not in both areas in the same year.

### **PROBLEM - DISCARDS**

DISCARD PROBLEM - CENTRAL GULF

Factory trawl operations discard around 70% of their Central Gulf flatfish catch. In 1992 factory trawl flatfish discards used 369.27 MT of halibut mortality or 18% of the Gulf trawl halibut cap. In other words, 18% of the Gulf trawl halibut cap was used by factory trawlers to catch and discard flatfish.

Catcher boat operations, however, in 1992 discarded only 11.12% of their flatfish catch and wasted only 44.46 MT of halibut mortality on catching and discarding flatfish.

Overall in 1992 shorebased operations took 12307 MT of flatfish and ended up with 10939 MT of product and meal. Factory trawl operations took 15479 MT of flatfish and ended up with 4117 MT of product and meal -- half the retained product as shorebased at a greater cost in halibut bycatch.

The Gulf 2000 MT trawl halibut mortality cap is inadequate and prohibits achieving OY in the Gulf. It makes no sense to use 18% of the halibut cap to catch and throw away fish.

REASON FOR THE DIFFERENTIAL FLATFISH DISCARDS

Though both catcher boats and factory trawlers target Central Gulf flatfish and experience nearly identitical halibut bycatch rates, catcher boat operations target principally Dover sole and rock sole, while factory trawl operations target principally Rex sole (part of the deep water complex).

The rex sole fishery takes an extraordinary amount of arrowtooth flounder. Shorebased catcher boats have tried to target rex sole, experienced the same high rate of arrowtooth discard seen in factory trawl operations and abandoned the experiment.

# CENT. GULF FLATFISH EXCLUSIVE REGISTRATION - PAGE 2 OF 6

This is really a target problem, not a factory trawl-shorebased problem, but because of the high discard rate which precludes catcher boat operations on rex sole it ends up appearing as an shorebased-factory trawl problem.

ALLOCATIVE FALL OUT FROM DIFFERENTIAL DISCARD RATES
Because factory trawlers use more halibut than shorebased for each retained ton
of flatfish, the net result is a preferential allocation of flatfish to the factory trawl
fleet.

REALLOCATION OF HALIBUT CAP FROM CATCHER BOATS TO FACTORY TRAWLERS ALREADY IN PROGRESS

Further, as Pacific cod declines in the Central Gulf and an increasing proportion of the Pacific cod is taken by pots, the halibut saved from having less trawl caught Pacific cod is not fully realized by the vessels taking less Pacific cod. Instead a major portion of that halibut ends up being used by factory trawlers to discard fish.

In short, shorebased trawlers don't get the full benefit of halibut savings made in the Pacific cod fishery -- factory trawlers are actually the chief beneficiaries.

II. OTHER WAYS TO SOLVE THE PROBLEM

Kodiak has spent three years looking for other ways to solve the problem. Moving the rockfish opening back to July 1 was designed to reduce halibut bycatch in that fishery. However, the result is more factory trawl rex sole effort during the first and second quarters.

Further, the 1993 reduction in the rockfish quota will result in even more factory trawl effort on rex sole. We support rebuilding rockfish, but aren't real happy about being losing halibut cap and fishing days as a result.

This year halibut apportionments in the Bering Sea were changed with the thought that the factory trawl fleet would be held in the Beirng Sea first and second quarters and we backed off of asking for exclusive registration on flatfish hoping that the changes in the Bering Sea, coupled with the delayed rockfish opening in the Gulf, would at least mitigate the problem. This last effort to achieve a simple solution failed.

We have discussed the following:

1. Mandatory retention of all catch -- fine idea but appears more difficult to

implement than exclusive registration.

2. Set a separate TAC for rex sole and making rex sole bycatch only. Nice idea but making rockfish bycatch only the first half of the year hasn't stopped rockfish targeting -- nor will making rex sole bycatch only stop targeting of rex sole. Further bycatch only species are a management, operational and enforcement problem.

3. Set separate halibut caps for factory trawlers and catcher boat operations based

on retained bottom trawl catch.

While this method would give some short term stability, it becomes purely allocative and thus more controversial and would require more staff work.

# CENT. GULF FLATFISH EXCLUSIVE REGISTRATION - PAGE 3 OF 6

**Exclusive Registration does three things:** 

1. Stops vessels who need two weeks of something to do until something reopens in the Bering Sea from using the Gulf like a kitty litter box. (The first surge in effort from factory trawlers occurs when rock sole closes due to halibut bycatch in the Bering Sea.)

2. Allows vessels, no matter which mode, to make their home in the Gulf and gives them a real stake in reducing halibut bycatch and discards and gives

them the benefits of any halibut bycatch savings.

3. Allows future shifts in targets and redistribution of catch and halibut bycatch among modes.

### AFFECT ON FUTURE RATIONALIZATION

The control date for accruing credit for ITQ's is June 14, 1992. Future ITQ apportionments should not be affected.

Exclusive registration can be sunset when a rationalization program goes into effect.

Without exclusive registration many catcher vessels may not be in business when a rationalization program is enacted.

Will allow enough flatfish fishing time per quarter to actually put bycatch control programs into effect. Currently by the time there is any data, the fishery is closed.

### AFFECT ON COUNCIL AND STAFF TIME

Because the basis for this proposal is to reduce discards and halibut bycatch and is not directly an allocative proposal staff time should not be excessive.

We realize the June agenda is overflowing and that it may be more appropriate to take this proposal up in August since it sounds like there may be an August meeting.

### CENT. GULF FLATFISH EXCLUSIVE REGISTRATION - PAGE 4 OF 6

### CENTRAL GULF FLATFISH CATCH AND DISCARDS 1992 AND 1993

### 1992 DISCARDS - FLATFISH 1992 SHOREBASED - FLATFISH DISCARDS - CENTRAL GULF - VESSEL

SPECIES	MT CAT	MT DISC	*DISC	MT RTND	
ARRWTTH	2354	1063	45.16	1291	
DEEP FLAT	3811	72	1.89	3739	
SHLLW FLT	4947	225	4.55	4722	
FLATHEAD	1195	8	0.67	1187	
TOTAL	12307	1368	11.12	10939	

### HALIBUT BYCATCH USED TO DISCARD FLATFISH -1992 SHOREBASED

624 HAL	68.4	MT	HAL	CATCH
1992 .65 MORT	44.46	MT	HAL	MORT

### 1992 FACTORY TRAWL - FLATFISH DISCARDS - CENTRAL GULF - VESSEL

SPECIES	MT CAT	MT DISC	<b>%DISC</b>	MT RTND	
ARRWTTH	10644	10320	96.96	324	
DEEP FLAT	3751	824	21.97	2927	
SHLLW FLT	550	160	29.09	390	
FLATHEAD	534	58	10.86	476	
TOTAL	15479	11362	73.50	4117	

### HALIBUT BYCATCH USED TO DISCARD FLATFISH - FACTORY TRAWL 1992

est hal	566.30 MT HAL CATCH
1992 .65 MORT	369.27 MT HAL MORT

## CENT. GULF FLATFISH EXCLUSIVE REGISTRATION - PAGE 5 OF 6

Kodiak's processing plants use a communal meal plant. All landed product not marketed by the plant is sent to the meal plant and made into meal. There is no place on the NMFS reporting form to list "product sent to meal plant," so all product made into meal is listed by the plants as discards on the NMFS weekly reports and reported as discard on bulletin board. We talked to NMFS several years ago about this problem, but NMFS saw no need to change the reporting forms.

The meal plant uses all whole fish for meal, there is no "discard" of whole fish. When the capacity of the meal plant is exceeded some frames and guts may be barged out to the dumping grounds. A new meal plant with adequate capacity is being built. The tonnage of flatfish sent to the meal plant is shown for completeness of the data.

1992 SHOREBASED - FLATFISH SENT TO MEAL PLANT

SPECIES	MT LANDED	MT MEAL	%MEAL	MT NON-MEAL	
ARRWTTH	1291	1232	95.43	59	
DEEP FLAT	3739	375	10.03	3364	
SHLLW FLT	4722	419	8.87	4303	
FLATHEAD	1187	132	11.12	1055	
TOTAL	10939	2158	19.73	8781	

# CENT. GULF FLATFISH EXCLUSIVE REGISTRATION - PAGE 6 OF 6

1993 FLATFISH DISCARDS THRU MAY 1

In 1992 shorebased flatfish discards were highest first quarter and dropped dramtically during the remaining three quarters. We expect the same pattern to occur in 1993.

THRU MAY 1 1993 SHOREBASED - FLATFISH DISCARDS - CENTRAL GULF - VESSEL

SPECIES	MT CAT	MT DISC	<b>%DISC</b>	MT RTND	
ARRWTTH	1848	1217	65.85	631	
DEEP FLAT	1365	31 333	2.27 18.46	1334 1471	
SHLLW FLT FLATHEAD	1804 554	65	11.73	489	
TOTAL	5571	1646	29.55	3925	

HALIBUT BYCATCH USED TO DISCARD FLATFISH - SHOREBASED 1993

		CATCH
@5% HAL       82.3 MT         1993 .55 MORT       45.27 MT	HAL	MORT

THRU MAY 1 1993 FACTORY TRAWL - FLATFISH DISCARDS - CENTRAL GULF - VESSEL

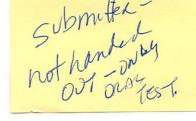
SPECIES	MT CAT	MT DISC	%DISC	MT RTND	
ARRWTTH	9040	8520	94.25	520	
DEEP FLAT	3018	228	7.55	2790	
SHLLW FLT	85	39	160.00	· <b>4</b> 6	
FLATHEAD	527	281	53.32	246	
TOTAL	12670	9068	71.57	3602	

HALIBUT BYCATCH USED TO DISCARD FLATFISH - FACTORY TRAWL 1993

65% HAL	453.40 MT HAL CATCH 249.37 MT HAL MORT
1993 .55 MORT	243137 111 11111 11111

THRU MAY 1 1993 SHOREBASED - FLATFISH SENT TO MEAL PLANT

SPECIES	MT LANDED	MT MEAL	%MEAL	MT NON-MEAL	
ARRWITH	631	630	99.84	1	
DEEP FLAT	1334	212	15.89	1122	
SHLLW FLT	1471	349	23.73	1122	
FLATHEAD	489	142	29.04	347	
TOTAL	3925	1333	33.96	2592	



MR, CHAIRMAN, BOARD MEMBERS, LADIES AND GENTLEMEN, MY NAME IS GARRY LANGILLE AND I REPRESENT THE KODIAK ISLAND LIOUOR LICENCE ASSOCIATION: WHICH IS AN ASSOCIATION OF 24 BUSINESSES: THE RESTAURANTS, HOTELS, FOOD DISTRIBUTORS AND LICENCED EST-ABLISHMENTS IN THIS COMMUNITY THAT EMPLOYS OVER 350 MEN AND WOMEN DIRECTLY AND HUNDREDS INDIRECTLY.

WE WANT TO WELCOME YOU TO KODIAK, WE HOPE THAT YOU ENJOY YOUR VISIT, AND THAT YOUR MEETINGS ARE PRODUCTIVE. WE ALSO WANT TO THANK-YOU FOR THE PRIVILAGE OF ALLOWING US TO TESTIFY AND TO PARTICIPATE IN YOUR DELIBERATIONS.

OUR INDUSTRY HAS PROSPERED AND SUFFERED ALONG WITH THE FISHING INDUSTRY HERE IN ITS GOOD AND BAD SEASONS. IN THE LAST FEW YEARS WE HAVE SUFFERED ALONG WITH THE FISHING COMMUNITY HERE, AND WE ARE VERY CONCERNED WITH OUR FUTURE PROSPECTS,

IT IS IMPORTANT TO REMEMBER THAT FISHING IS THE MAINSTAY OF THIS COMMUNITY AND THAT EVERY MEMBER OF THIS COMMUNITY AND THEIR FAMILIES WILL BE AFFECTED BY THE DECISIONS MADE BY THIS COUNCIL.

WE GREATLY APPRECIATE THAT YOUR DECISIONS MUST BE MADE FOR THE GOOD OF THE FISHING INDUSTRY AS A WHOLE AND ITS FUTURE AND NOT JUST THE CONCERNS OF THIS COMMUNITY OR OTHERS LIKE IT. BUT WE ALSO BELIEVE THAT WHEN IT COMES TO DECISIONS THAT RELATES TO A PRODUCT CAUGHT IN WATERS NEAR OUR SHORES THEN OUR COMMUNITY MUST HAVE PRIORITY STANDING. IF THAT DECISION RELATES TO WHETHER THAT PRODUCT IS TO BE CAUGHT BY OUR FISHERMEN OR PROCESSED IN OUR CANNERIES OR BY OTHER COMPETITIVE USERS.

WE FOUGHT FOR THE 200 MILE LIMIT ON THE ARGUMENT THAT WE HAD MORE RIGHTS AND CLAIMS TO THE PRODUCTS IN THE SEAS AROUND OUR SHORES THAN FOREIGN FLEETS WHO WERE BASED FAR FROM THOSE WATERS. WE BELIEVE THAT THE SAME ARGUMENT APPLIES TO THE ISSUES RELATING TO THE PRODUCT AVIALABLE IN OUR WATERS NOW.

COMMUNITIES LIKE KODIAK WERE ENCOURAGED TO DEVELOP AND EXPAND-AND DID SO -AND THEY MUST BE ALLOWED TO CONTINUE TO HAVE A PROPER SHARE OF THE PRODUCT AVIALABLE IN THESE WATERS.

WE PRESENT TODAY TO YOU A PETITION FROM OUR INDUSTRY IN SUPPORT OF EXCLUSIVE REGISTRATION FOR POLLOCK AND FLAT FISH.WE BELIEVE THIS WOULD CURB MOTHERSHIPS THAT CIRCUMVENT INSHORE/OFFSHORE INTENTIONS AND TAKE POLLOCK FROM KODIAK AFTER THE BERING SEA CLOSES: THAT IT WOULD STOP THE POTENTIAL FOR DUTCH HARBOR CATCHER BOATS FROM RUNNING POLLOCK FROM KODIAK TO DUTCH HARBOR WHEN CLOSES AND IT WOULD CURB FACTORY TRAWLERS THAT HAVE A HIGH DISCARD RATE AND GO BACK TO THE BERING SEA WHEN KODIAK CLOSES.

I COME FROM THE EAST COAST AND HAVE SEEN WHOLE COMMUNITIES SUCH AS KODIAK TURN INTO GHOST TOWNS WHEN FISH RESOURSES ARE ALLOWED TO BE DEPLETED BY IMPROPER USE OF THAT RESOURSE AND BY ALLOWING OUTSIDE INTERESTS TO HARVEST AND PROCESS THOSE RESOURSES THAT ARE AVIALABLE EVEN WHEN THE LOCAL INDUSTRY WAS WILLING AND ABLE TO HANDLE IT.OUR FUTURE AND THOSE OF OUR FAMILIES ARE IN YOUR HANDS.

AGAIN THANK-YOU FOR ALLOWING US THE PRIVILAGE TO TESTIFY AND PARTICIPATE IN YOU DELIBERATIONS.WE WISH YOU THE WISDOM OF SOLOMAN IN YOU DECISIONS, AND PRAY THAT THOSE DECISIONS FOSTER A HEALTHY FISHING INDUSTRY FOR THE FUTURE OF US ALL.

Mother ships that circumvent inshore/offshore intentions and take pollock from Kodiak after Bering Sea closes;

Potential for Dutch Harbor catcher boats to run pollock from Kodiak to Dutch Harbor when Bering Sea is closes;

Factory Trawlers that have a high discard rate in deep flatfish fishery with 70% of the fish taken discarded and taken back to Bering Sea when Kodiak closes.

Name ( Print Name Then Sign ) Address Box 2163 PHILIP J. BECKER "Bear" Becker 210 HILLCREST John Anthony John R Cracking Box 3027 Kenn Odonnett Kein Clowige DAUR Zielinski P.O. Box 1443 James Chong 1815 Selief lane. David Schoentag Do BOX 584 GARY WARD BOX 8306 J. S. Sham h 7.0 8246 Howie Matta P.C. Box 1232 John Heine P.O. Box 947 Garry Longille 1411 mM Bas ReDave Florenting Can 1300 B. Mountain View Dr GODNAY C. LORNING GLORIA J. KENNED 1322 SELIEF LANG, Loding Voyce Woodniff Royce Woodnoff 512 MATINE WAT PAY LIGARUS

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Name ( Print Name Then Sign ) Address Selfridge CRAB FISKERMAIN BOX 1663 KodIAK BOX 3954 KodiaK Bx 1933 KODIAK JOHN SOVIER POB 2271 Kodiek Randy Rader P.03-\$202 Kodiak Carmen J. Lude P.C.B. 8094 KOD. GUSTIN COLOMAN Box 3911 Kodiol POB. 694 Kobisk TAUL A Chervenak envirent Ster Beno 512 MARINEWAY KodiAK Michelle R. Engle 614 mission Kodak Ak The M Chester Lydia Chambellin Budd Richards

BOX 3587 KODIAR, AK 99615 IES WOITEL James Worth Box 38 Porthion BR 99550 Ed Contest Ed Conly Box 1725 Kodiak, Alaska Marka Thehol Box 4044 Kodiale, ASe Party Boyle 1414 Zertner KodoAK AK Ciff E.Ky 3031 pensulia Rd Koduck Ak BRANCH Wagn Gen Sel. Kodisk, Fik Kich Williams Im Ar James Houck Kodiak AK. Box 3032 Kodick Bar 4441 Storny Lewson Kodiak Duana Jogh 13/2 Solie #27 KODAK P. BOX 8056 POBOY 8256 Kodiale Kelfy B Klanns Keing Learns (Word -Dr 162 Op Vollani James & Thapman 1814 Chickenoff Kodiak Jeemes & Chapman 1814 Chickenoff Kodiak Dorothy Chapman Darothy Chapman 1814 Chickenoff Kodink N. IANA FAYE Hodges Marvane Jayo Ardges P.O. Box 1332 Koolink AK 99615 Low Sternberg 1519 BARANOF Pa 2343 KODIAK AK 29615

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2483-Spruce Cape

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Name ( Print Name Then Sign )

Address

Lois Muller By 2713 Lois MULLEN. 721 LOWEL MILL BAY RD Rabet Calet DBERT ROBERTS 721 Lower MILL Bay Rd Helen K. ROBERTS Jollen K Kelerts Mae Melovido MAR MERONION Sten Gameron STeve Eggeneyer Box 965 Box 9467 - Jomes W. Fuller Box 3809 Tamie 5 Eventon SUBAN SOTT les PO Box 1609 72714 147 n. Alexanta 20 P.O. Box 867 2 Kaliak, AK99615 Brine E. Danderson Bonnie E. Sanderson 305 Center St# 55 Kodeak tsy HERING Bx 2532 James & Oph James E. Johnson Koclitie Darlene K. Williamson box 1917 Kodeak

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MATTHEW MINEMAY Hander Miller PO 3050 KONK, AR 9948

Mark Chandler Mark (Mandler POBOX 3724 Kodiak

Laura R. Jactow Laura R. Doctors PoBox 9456 Kodiak

Rosphy L. Horning 1570 18. 14 View Kowink

MHRK FLANSIERG Mark Lap 328 SHELEKOFIKODIAK

Brian WPINTT Bhur WHAT PD. Box 2941 Kodiak

Harry Modesette Shandward POBOR 2332 Roboth

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FluhadyLee PO, 2270 KODAK F/V Mar Del Norte 19/ Mar DEL Norte 1820 Larch D.S. Box 2241 Todisk 1.03 xx le bor, at PO. BOX 76 At 99643 P.O. BOX 84845 FBKS AK 99708 P.O. Box 2270 Kodiat, At. 99615 POB8032 Kodiak

Den. Del Kodiak, AK99618

Address

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20206 GTHNE

Wade BAII With Bell Kussell D. Flanagan (Processor) Russell & Florager Havie Minkoff KENNETH E. BAKER Benneth & Baker

STEVEN BERRY David Okhum Grorge Richert Kal Murdah Tom TRuit Tom Truet DON SKILTON DONR Skilton

Tom Slater

Address 1820 MISSICH KOBINK POBOX370 KodrakAK BOX3214 KodiAK P.O BOX 8107 Kodiak, Och 99615 P.O. BOX 2637 KODIAK, AK 99615 aughhir AK

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po BOX 151 KODI BOX1218 KodiAK 9511 LINDAN APT 301 SEAM 20206 GTHNE Snohomish, WA 98258" 98103

James Skonberg B0570 gy Sh Orgin Lie, al. 99644 A. LA CRUZE P.O. BOX 1569 KODIAK, AK. 99615 LHK J. HEATEY 721 SORTH COATHYWY SRW/SAT GAR. 78365 1049 Persons MT Cernon WA 98273 16 M skyline way & A Kateut Brotter Avercentes wa. 98221 CHARLI TOHNSON GO ALTAK Bicker Freegas Box 2865 Kodiak, AK 99615 JOHN POZUN John Pozen BOX 1442 KODIAK. MARtin Burby 224 Birch Kodink Loquethal Especher BOX 2581, KODIAK, AK. 1512 BARANDEST John Syllinger PO BON 8163 Hamf frankhineaus Kodiak AK Dalm D. Fisher LARSON BOY AK. CHARLES CHRISTENSEN PO BOX 3470/12/9/2 MISSION RD ANITA S. VETSCH Hates Veter KUDIAK, AK

DAUI DEKE SMITH Steven Brooks

Box 82 KODIAK Box 232 Kodiak

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Name ( Print Name Then Sign )

Address

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CENNIE SCHAUFF- GENNIC SCHOUGE

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MMy HONOT

LONGEN EGAN - Don Don

T. BURKE SBURKE

1820 Mission RL PO BOX 8148

1327 Mylank Ext. P.O. Bx 2909

MESMOS Gerald andresco Michael Jones Michael Jones Haura B. Angell Pan Aubsternom Barbara Ward

3019 Spruce Caperd.

BOX 67 OUZINKIF. AK 99644

BOX 1801 KODIAK. AK 2909

BOX 1801 KOCIAK AL 2909

Anton Janen Isl. BOBOX 2763 Kodiak

P.O. BOX 3174

114 mill Bay Rd. # 4 Kodiak

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PO Bell 1791