

# North Pacific Fishery Management Council

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

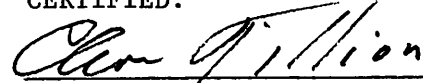
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CERTIFIED:



Clem V. Tillion, Chairman

## MINUTES

Thirty-Seventh Plenary Session  
NORTH PACIFIC FISHERY MANAGEMENT COUNCIL  
Baranof Hotel  
Juneau, Alaska  
January 5-9, 1981

The 37th plenary session of the North Pacific Fishery Management Council convened at 9:00 a.m. on Monday, January 5, 1981 in the Gold Room of the Baranof Hotel, Juneau, Alaska. The Council met jointly with the Alaska Board of Fisheries on January 5, 6 and 7 to hear staff reports and public testimony on proposed 1981 amendments to the Salmon Fishery Management Plan. The Council met alone on Thursday, January 8 to consider preferred alternatives for the proposed 1981 amendments and met in joint session with the Board of Fisheries again on Friday, January 9, 1981.

The Scientific and Statistical Committee met in Seattle, Washington on January 5 and 6, 1981 at the Northwest and Alaska Fisheries Center.

The Advisory Panel met on January 5 and 6, 1981 in the Elks Hall in Juneau, Alaska.

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

## COUNCIL

Clement V. Tillion, Chairman  
Harold E. Lokken, Vice-Chairman  
Robert Mace, for John R. Donaldson  
Gene DiDonato, for Gordon Sandison  
LCDR Doug Smith, for RADM Richard  
Knapp

Joe Demmert, Jr.  
Ronald O. Skoog  
Robert W. McVey  
Charles Meacham  
Leroy Sowl, for Keith  
Shreiner

SCIENTIFIC AND STATISTICAL COMMITTEE

Donald Rosenberg, Chairman\*  
Richard Marasco, Vice-Chairman  
Jerry McCrary, for Jack Lechner  
John Burns  
William Aron

Bud Burgner\*  
Al Millikan\*  
Edward Miles  
Larry Hreha

\*Seattle and Juneau

ADVISORY PANEL

Robert Alverson, Chairman  
A. W. "Bud" Boddy, Vice-Chairman  
Tony Vaska  
Jeff Stephan  
Eric Jordan  
Lewis Schnaper  
Richard Goldsmith  
Dan O'Hara

Raymond Lewis  
Alvin Burch  
Robert Blake  
Don Rawlinson  
Alan Otness  
Paula Easley  
Larry Cotter

SUPPORT STAFF

Mike Rubenstein, AG's Office  
Phil Chitwood, NMFS  
George Utermohle, ADF&G  
Steven Pennoyer, ADF&G  
Jim Brooks, NMFS  
Bill Robinson, NMFS  
John Gissburg, AG's Office  
Paul Kissner, ADF&G

Paul Larson, ADF&G  
Patrick Travers, NOAA  
Fred Gaffney, ADF&G  
Robert Garrison, ODF&W  
Mel Seibel, ADF&G  
Ron Naab, NMFS  
Mike Fraidenberg, WDF

NPFMC STAFF

Jim H. Branson, Executive Director  
Clarence Pautzke, Deputy Director  
Jim Richardson (Seattle)  
Jeffrey Povolny (Seattle)

Judy Willoughby  
Peggy McCalment  
Jim Glock  
Peggy Hough

GENERAL PUBLIC IN ATTENDANCE

Laird Jones, T & H Central Council  
Robert Stanker, Ketchikan Advisory Committee  
Jeff Hendricks, Auke Bay, Fisherman  
Ron Williams, Alaska Native Brotherhood  
Roy West, Juneau Hand Trollers Association  
Richard W. Lundahl, Pelican Advisory Committee  
Randolf Smith, Anchorage  
William C. Thomas, Ketchikan Advisory Committee

Nels Becker, Alaska Trollers Association  
Robin Babbe, Fisherman  
Jim Canary, Ketchikan Advisory Committee  
Byron Shinno, Sr., Kalwak, Alaska  
Aron Isaacs, Department of Administration  
Lonny Thomas, Eagle River, Alaska  
Robert Thorstenson, Icicle Seafoods  
Patrick Gardner, Craig, Alaska  
Gil Gunderson, Sealaska Corporation  
Wayne Alex, Juneau  
Larry Erb, Sitka, Power Troller  
S. Hecture, GRMP Fisheries  
Wally Frank, Sr., Alaska Native Brotherhood  
Ed W. Maki, Upper Lynn Canal Advisory Committee  
Norman Cohen, Nunam Kitlutsusti  
Beth Stewart, Commercial Fisheries Entry Commission  
Bob Simons, Commercial Fisheries Entry Commission  
Karl Ohls, Alaska Fisherman  
Walt Pasternak, Sitka, Fisherman  
B. W. Finley, Juneau, Hand Troller  
Gary McCullough, Petersburg  
Ben Gusendorf, Sitka  
Toshio Euno, Japan Fisheries Association  
Lewis E. Queirolo, NMFS, Juneau  
Bill Stokes, Southeast Hand Trollers Association  
John Schmiedtke, Nordstern America  
Werner Muschkeit, Nordstern America  
David Dart, Seafood Divers of Alaska, Inc.  
W. W. Smoker, University of Alaska, Juneau  
Al Taug, Auke Bay, Fisherman  
Bill Kingston, Ocean Beauty Seafoods  
Bruce Lewis, Summer Straits, Inc.  
Chuck Porter, Juneau  
Gayle Good, Juneau, Fisherman  
Dan Rear, Pelican, Fisherman  
Larry Gamman, Elfin Cove Advisory Committee  
Gabriel George, Angoon Advisory Committee  
Charlie Jim, Sr., Angoon Advisory Committee  
Norman Staton, Sealaska Corporation  
Lucinda Hites, Skagway, Hand Troller  
Robert Willard, Alaska Native Brotherhood  
Harold Robbins, Sitka  
Raymond Vick, Alaska Native Brotherhood  
Scott Lewis, Douglas, Troller  
Randy Besser, Juneau, Troller  
Larry Calvin, Sitka Advisory Committee  
Roger Poppe, Juneau, Longliner  
Richard Nelson, Juneau  
Gordon Williams, Angoon, Troller  
Joe Hotch, Alaska Native Brotherhood  
Kurt Reidinger, Washington Department of Fisheries  
Van W. Baker, Gustavus, Troller  
Paul Herd, Point Baker, Hand Troller

Anna Buseman, Pelican, Set Netter  
Don Wanie, Auke Bay, Hand Troller  
John Wilcox, Juneau, Hand Troller  
Wally Frank, Sr., Angoon  
Daniel Paul, Alaska Native Brotherhood  
Bruce Martinsen, Alaska Charter  
Richard Dalton, Hoonah  
Mike Hansinger, Juneau  
Hank Benton, Juneau  
Joe Albayalde, Juneau, Hand Troller  
Alfred McKinley, Sr., Alaska Native Brotherhood  
Don Martens, Canadian Consulate General  
Paul Helmar, Juneau, Troller  
Dick Stokes, Wrangell, Hand Troller  
Nevette Boven, Petersburg, Troller  
Dick Hand, Auke Bay  
Bruce Bachen, Alaska Trollers Association  
Dr. Lee Alverson, Natural Resources Consultants  
Scott Stafne, Alaska Trollers Association  
Mick Stevens, Marine Resources Company  
Eric McDowell, Homan-McDowell, Juneau

A. CALL TO ORDER AND APPROVAL OF AGENDA

The joint session of the North Pacific Fishery Management Council and the Alaska Board of Fisheries was called to order by Chairmen Clem Tillion and Nick Szabo at 9:25 a.m. Procedures for presentations before the joint Council/Board meeting were given by Mr. Szabo.

The Executive Director asked for approval of additions to the agenda under item D-2 to allow the Council to review permit applications from Soviet joint-venture processors and for changes to permits for the Federal Republic of Germany.

*Bob Mace moved that the agenda be adopted with the additions suggested by the Executive Director; seconded by Harold Lokken. There being no objection, the agenda was approved as amended.*

B. SPECIAL REPORTS

B-1 Executive Director's Report

The Executive Director informed the Council that Tanner crab amendment #7 went to the Secretary of Commerce for review on January 7. The State Department is withholding allocations of Tanner crab until that amendment is acted upon and no action has been taken on the permit applications from Japan for crab boats which the Council disapproved in December.

The Plan Development Team for the Bering Sea/Aleutian Islands Groundfish FMP will meet with the Council subgroups and the public at the Northwest and Alaska Fisheries Center in Seattle on January 14.

The Pot Storage Workgroup, chaired by Dick Goldsmith, will meet on January 20 in the offices of the North Pacific Fishing Vessel Owner's Association. That workgroup, comprised of Dick Goldsmith, Konrad Uri, Dennis Petersen, Sam Hjelle, Al Burch, Bob Alverson, and Barry Fisher, will attempt to develop a reasonable scheme for crab pot storage in the Bering Sea.

The Fishermen's Data Group will meet on January 21 in Seattle. This workgroup, comprised of Barry Fisher, Konrad Uri, Al Burch, Guy Thornburg, and Bob Francis, will determine data needs from domestic and joint-venture fishermen.

The Executive Director has been unable to contact John Garner regarding his role in steering the Limited Entry Workgroup. As soon as final details are settled with Mr. Garner, the group should begin working again.

Reports from the subject workgroups and the SSC's incidental species group should be available at the February Council meeting.

#### B-2 Reports from AP and SSC on Non-Agenda Items

The Advisory Panel and SSC had no reports for non-agenda items.

#### C. OLD BUSINESS

##### C-1 Election of New Officers by the Advisory Panel

With appointment of the new Advisory Panel at the December meeting, officers for the coming year were elected and Advisory Panel subgroup memberships for the various FMP's were reviewed.

On January 5, 1981 the Advisory Panel re-elected Bob Alverson as Chairman and Bud Boddy as Vice-Chairman.

The Advisory Panel re-assigned members to the various fisheries subgroups. As a result of those assignments, the AP subgroup for the Tanner Crab FMP consists of Jeff Stephan, Joe Kurtz and Richard Goldsmith; for troll salmon, Al Otness, Bud Boddy, Lewis Schnaper, Eric Jordan and Dan O'Hara; for comprehensive salmon, Lewis Schnaper and Eric Jordan; for Gulf of Alaska groundfish, Bob Alverson, Al Burch, Jeff Stephan, Al Otness, Jack Phillips and Konrad Uri; for Bering Sea/Aleutian Islands groundfish, Bob Alverson, Al Burch, Jeff Stephan, Larry Cotter, Dick Goldsmith and Konrad Uri; for king crab, Dick Goldsmith, Ray Lewis and Larry Cotter.

AP Chairman Bob Alverson suggested that 2 to 4 members of the AP take part in Plan Development Team meetings so the AP can remain informed on the PDT's progress.

The Executive Director explained the policy developed at the December meeting regarding closed Plan Development Team meetings.

That policy provides that the Executive Director, with the guidance of the Team leader, has the authority to declare a Plan Development Team meeting open or closed with the understanding that in conjunction with any closed meeting there will be, as soon as feasible, an open meeting with Council, SSC and AP subgroups, and the public to report on what has transpired in the closed meeting.

Mr. Alverson agreed with the policy, stating that the Advisory Panel wants to be included in the review meeting phase of the Plan Development Team process.

*Harold Lokken moved for approval of the AP's recommendations for officers for the 1981 term; seconded by Bob Mace. There being no objection, Robert Alverson was confirmed as Chairman and Bud Boddy as Vice-Chairman of the Advisory Panel for a one-year term.*

#### C-2 Council Representation at Sitka Public Hearing

The Council will hold a public hearing in Sitka on January 31, 1981 to receive public testimony on the proposed amendment to the Gulf of Alaska Groundfish FMP. The proposed amendment presents several alternative schemes for closing areas in the Eastern Regulatory Area to foreign trawlers and addresses issues such as time/area closures, foreign and domestic harvest levels for Pacific Ocean perch, sablefish harvest levels, and continuation of existing "no trawl" areas for foreign fishermen.

Council representation at the public hearing will consist of Charles Meacham, Joe Demmert, Jr., Ron Skoog and, if not involved in U.S./Canada negotiations, Bob McVey.

#### C-3 Amended Council Meeting Schedule for 1981

In December the Council reviewed a staff proposal for Council meetings during 1981 and approved that schedule after changing the July meeting to Homer. After that Council meeting, the staff learned that the Sitka Centennial Building is booked for both August and September; therefore, it will be necessary to hold the September meeting in Anchorage and the October meeting in Sitka. Thus, the proposed 1981 meeting schedule as amended will provide for meetings in Anchorage in February, March, April, August, September and December; Kodiak in May; Homer in July; Sitka in October; with proposed cancellations for June and November.

*Bob Mace moved that the staff's proposal for the 1981 meeting schedule be approved as amended; seconded by Harold Lokken. There being no objection, it was so ordered.*

#### D. NEW BUSINESS

##### D-1 Report of the Limited Entry Workgroup

Because the Executive Director was unable to reach John Garner regarding his role in reactivation of this workgroup, no report was available.

D-2 Other New Business as Appropriate

A request was received from Nordstern, A. G. for the FREIDRICH BUSSE for a joint-venture permit for the Bering Sea and Gulf of Alaska, and for authorization to fish alone in the Gulf of Alaska. Their permit to fish alone in the Bering Sea was previously approved. Also received from Nordstern was a request to replace the MOND, whose joint-venture permit was approved in December, with the vessel REGULUS. Nordstern reported that the ships are identical in size and equipment. Additionally, they requested a fishing permit and a joint-venture permit in the Bering Sea for the REGULUS. Applications were also received from Marine Resources, Inc. for seven Soviet trawlers and one factory mothership to participate in joint-venture operations.

The Advisory Panel approved the applications for the West German and Marine Resources joint-venture permits without objection.

Harold Lokken asked for an update on West Germany's purchases of fisheries products from U.S. sources, as agreed to by Nordstern when last year's permit was granted.

John Schmeidtke and Werner Muschkeit of Nordstern said that during December the first shipment of Bering Sea pollock caught by their trawler, the BUSSE, was delivered to West Germany and was well received on the market. They are currently trying to buy 500 to 1,000 tons of pollock fillets; however, none is available from U.S. sources at this time. The first shipments of dark chum salmon were also well received in Europe and they expect to deliver more of that product to West Germany soon. No bottomfish are available for purchase at this time. They are very interested in obtaining Bering Sea or Gulf of Alaska pollock when it is available.

Captain Muschkeit reported that the training program is working very well. Since activation of the winter closure in the Bering Sea, their operations have moved into the Pribilofs where they are catching 20-inch pollock and medium-sized cod.

*Bob Mace moved approval for the requests of Nordstern for the FREIDRICH BUSSE and the REGULUS; seconded by Ron Skoog. There being no objection, the permits were modified as requested.*

Mick Stevens, representing Marine Resources Company, spoke to the Council regarding the permits applications for 8 Soviet processor vessels for a joint-venture operation in the yellowfin sole fishery. Primary operations will involve the mothership SULAK and 4 or 5 U.S. catcher boats in the Bering Sea and Gulf of Alaska from approximately February 15 through July 30. Target species will be pollock, cod, and yellowfin sole. Seven processors and 6 to 9 U.S. catchers will be operating for yellowfin sole in the Bering Sea from May 15 through October 15. He reported that last year's fishery in the Bering Sea, February through May, yielded a total harvest of 11,377 mt consisting of

3,800 mt of pollock, 3,300 mt of cod, 140 mt of atka mackeral, and approximately 4,000 mt of fish meal quality fish. The yellowfin sole fishery, which operated May through September, yielded a harvest of 13,177 mt.

LCDR Doug Smith reported that the PROKOFYEVA, one of the ships included in the MRC joint-venture applications, is currently out on bond for an underlogging violation. The case will not come to trial for 3 to 4 months.

Mr. Stevens explained that the PROKOFYEVA got into trouble when it was fishing on its own, not in the joint-venture operation, and was probably not manned by the skipper who participates in the joint-venture.

Bob Mace asked Bob McVey for an update on the status of stocks and degree of interest by the domestic fishery in Bering Sea yellowfin sole. Mr. McVey reported that there is a substantial OY for yellowfin sole, but little domestic interest except for joint-venture operations.

*Bob Mace moved that the Marine Resources joint-venture permits be approved; seconded by Bob McVey. There being no objection, it was so ordered.*

The Executive Director expressed a need for more active participation by the Council subgroups for the various FMP's in an effort to keep the Council fully apprised of plan development and amendments. *It was the consensus of the Council that because attendance at the January meeting was low due to conflicting dates with the Pacific Council meeting, re-assignment of the Council subgroups for the various FMP's should be deferred until the February meeting when full Council representation is expected.*

#### E-1 Salmon FMP

Action required of the Council was to choose preferred alternatives for amending the Troll Salmon FMP so the DSEIS and DRA could be forwarded to Washington by January 19. A major concern of trollers testifying at public hearings was the lack of adequate data for public review. By postponing final decision until the March meeting and opening a period for written comments, the public will have greater opportunity to review the existing data and analysis. A proposed schedule for the FMP, plan review, and implementation process is attached to these Minutes as Appendix I.

#### Staff Reports

##### Alaska Department of Fish and Game

Alaska Department of Fish and Game staff reports scheduled for the joint Council/Board session included a complete summary of



data on harvest levels, escapement, and effectiveness of present regulations.

Al Davis, ADF&G - Sitka, reviewed the 1980 Southeast Alaska troll season. Total coho troll catch was 706,000 fish, 25% caught by hand trollers. Total chinook troll catch was 300,000 fish, with 16% of the total caught by hand trollers. Total chinook catch, including the incidental catch from seine and gillnet fisheries, was about 320,000. Power troll permits during 1980 numbered 973.

Early season chinook catches were monitored and compared to recent seasonal periods in order to determine when the OY range would be met. Beginning in early May a fish ticket collection and hand tabulation system was established to provide up-to-the-minute information. Higher than expected catches occurred in the fall, and by August and September, it became apparent that the upper end of the OY range would be reached. After a short drop due to the mid-season closure, effort increased sharply and final figures reached the upper OY level.

New catch patterns which are developing have changed the historical balance among user groups. During 1980, about 70% of the power troll coho catch came from offshore coastal areas; in 1976 that average was 42%; the 1979-80 average was 78%. Catches from inside waters were 28% in 1979-80, compared to 58% in 1975-76. Between 80% and 90% of the hand troll catch occurs in "inside" areas.

Prior to 1975 it was not possible to separate hand and power troll gear types. When combined, an increase in offshore fishing becomes apparent, with the average up from 28% in 1970-71 to 60% in 1979-80. Correspondingly, inside catches decreased from 72% in 1970-71 to 38% in 1979-80. Inside catches for all gear types decreased from 28% in 1970-71 to 9% in 1979-80.

Paul Kissner reported on the status of chinook stocks and the chinook research program. Spawning escapements during 1980 in Stikine and Taku Rivers showed marked improvement over recent years; however, 1980 spawning escapements were well below average in most of the other major chinook-producing streams. Mr. Kissner felt that the proposed spring closures are well justified to help rebuild Southeast Alaska stocks to their former abundance.

Mel Seibel gave a scenario of the contribution of proposed regulations to rebuilding chinook stocks in Southeast Alaska. Southeast Alaska chinook salmon runs continue to be depressed far below historical levels, and recovery trends have not yet occurred in spite of significant restrictions imposed on Southeast Alaska fisheries since 1975. Regulations proposed for the 1981 season are directed primarily toward establishing increasing escapements required to rebuild these depressed runs. A reduction of 10%, or 32,000 fish, from the 1980 optimum yield

of 320,000 established for Southeast Alaska commercial fisheries by joint action of the Board of Fisheries and the Council, is being recommended for the 1981 season. This reduction would be achieved through selected time/area regulations designed to allow mature fish of Alaskan origin to reach spawning grounds in Southeast Alaska in 1981, and to reduce the harvest of immature salmon in 1981, thereby further increasing the number of available mature spawners in 1982-83.

On the basis of certain assumptions regarding current harvest and escapement levels, production rates, and the effects of the proposed regulations, it is estimated that approximately three 5-year cycles would be required to rebuild Southeast Alaska chinook salmon stocks to the point where minimum escapement levels are achieved. Increased harvestable surpluses would be expected in the fourth cycle.

Commercial catches of chinook salmon by Southeast Alaska fisheries averaged 320,000 fish annually during the 1970's, about half of the 610,000 average annual catch taken during the peak decade of the 1930's. Significant contributions by non-Alaskan stocks to this harvest and the absence of effective stock separation techniques prevent direct inferences being made from total catches as to the status of Southeast Alaska chinook salmon stocks. However, historical catches by Southeast Alaska fisheries operating in more terminal areas near local chinook-producing systems also reflect serious declining trends.

Chinook salmon escapements to Southeast Alaska systems are estimated to have averaged some 25,000 to 34,000 fish during 1978-80, or less than half the total minimum escapement goal of 66,000 to 80,000 fish. As a result, production in terms of average annual harvest from Southeast Alaska stocks is also thought to be less than half the harvest which might be expected if minimum escapement goals were being achieved. Although some improvement was observed in escapements to the Taku and Stikine Rivers in 1980, escapements to other surveyed systems were generally poor. Evidence relating to production from the 75-76 brood years suggests that while escapements to the Taku River in 1981 might be expected to be of the same relative magnitude as in 1980, escapements in 1982 will probably drop below the 1980 level in the absence of further catch restrictions.

In 1980 the troll fishery took approximately 94% of the total Southeast Alaska commercial chinook salmon harvest. Thus, regulations designed to increase escapements of Alaskan chinook salmon are directed primarily toward the troll fishery. However, regulations are also being proposed to further reduce the incidental catch of mature chinook spawners by the gillnet fishery and to reduce the sport harvest of mature fish.

At the current harvest level, only minimal, if any, improvement is expected in the condition of Southeast Alaska chinook stocks. Therefore, the 10% reduction in OY is recommended for the purpose

of rebuilding depressed Alaskan chinook stocks. The reduction is expected to result in an increase of approximately 4,800 spawners in 1981, increasing to 6,100 in 1982 and 7,500 in 1983 as unharvested, immature fish reach maturity. The proposed harvest reduction will represent an estimated reduction of approximately 7% of the total value of all species of salmon harvested by the troll fishery in 1980.

Assuming that escapements initially increase as predicted and that the additional spawners produce at the rate of 3 to 1 with 0.5 of the 3 fish being harvested by fisheries not currently included under the OY, minimum escapement goals could be expected to be reached during the third 5-year cycle, 1991-95. While a small harvestable surplus above minimum escapement goals would be expected in 1991-95, an average harvestable surplus of approximately 70,000 fish would be expected in the fourth 5-year cycle, 1996-2000. In addition to this expected increased harvestable surplus, supplemental hatchery production in Southeast Alaska could be expected to contribute up to 90,000 fish when planned capacity production is reached in the 1990's.

The first and most immediately expected effect of the proposed regulations is increased chinook salmon escapements to Southeast Alaska systems. Spawning ground surveys are currently conducted on 9 of the 33 known chinook spawning systems in Southeast Alaska, with further expansion of the surveys planned. Second, catches of chinook salmon in both directed and incidental fisheries near terminal areas should reflect increases in the abundance of Alaska chinook salmon. Evaluation of observed changes in spawner abundance resulting from reduction of the harvest of mature fish in 1981 will be made in the fall of 1981; however, evaluation of the effect of reducing the immature harvest in 1981 will not be possible until these fish mature and spawn in 1982 and 1983.

#### Washington Department of Fisheries

Mike Fraidenberg of the Washington Department of Fisheries and Salmon PDT member, presented an analysis of Alaska troll fishery management needs and opportunities for Upper Columbia River "bright" fall chinook stocks.

Results from historical high seas tagging, recent coded-wire tagging experiments and available age composition data indicate that the Southeast Alaska troll fishery, particularly in outside areas, is heavily dependent on non-local chinook stocks. High seas tagging studies further conclude that Columbia River fall chinook historically are the most important component of the catch. Ocean catch distribution of pertinent coded-wire tag experiments demonstrates that the Alaska troll fishery is the single most important U.S. harvester of the Upper Columbia River bright fall chinook salmon stock.

of reducing the number of Alaskan Chinook stocks. The reduction is expected to result in an increase of approximately 2,800 spawners in 1981, increasing to 5,100 in 1982 and 7,100 in 1983 as harvests increase. The proposed harvest reduction will result in an estimated reduction of approximately 1% of the total value of all species of salmon harvested by the local fishery in 1980.

Assuming that expansion initially increases as predicted and that the additional spawners produce at the rate of 3 to 1 with 0.5 of the fish being harvested by fisheries not currently included under the minimum expansion goals would be expected to be reached during the third 5-year cycle, 1981-85. While small harvestable surplus above minimum expansion goals would be expected in 1981-85, an average harvestable surplus of approximately 70,000 fish would be expected in the fourth 5-year cycle, 1986-90. In addition to this expected increase harvestable surplus would be expected to contribute up to 50,000 fish when planned capacity production is reached in the 1990's.

The first and most immediately expected effect of the proposed regulations is increased chinook salmon escapements to Southeast Alaska systems. Spawning ground surveys are currently conducted on 9 of the 33 known chinook spawning systems in Southeast Alaska with further expansion of the surveys planned. Second, escapement of chinook salmon in both Bristol Bay and Adak Island fisheries near Bristol Bay should reflect increases in the abundance of Alaska chinook salmon. Evaluation of observed changes in spawner abundance resulting from reduction of the harvest of mature fish in 1981 will be made in the fall of 1981. However, evaluation of the effect of reducing the mature harvest in 1981 will not be possible until these fish mature and spawn in 1982 and 1983.

#### Washington Department of Fisheries

Mike Fritschel of the Washington Department of Fisheries and Salmon IDW member, presented an analysis of Alaska Bull Trout Management needs and opportunities for Upper Columbia River "bright" fall chinook stocks.

Results from historical and recent coded-wild tagging experiments and available and ongoing data indicate that the Southeast Alaska fall fishery, particularly in outside areas, is heavily dependent on non-local chinook stocks. Fish tagging studies further indicate that Columbia River fall chinook historically are the most important component of the coded-wild tagging of partitioned coded-wild tag experiments conducted that the Alaska Bull Trout fishery in the bright fall chinook salmon stock.

The trend in recent years has been one of depressed chinook stock condition for several major stocks, including Upper Columbia River brights. Severe restrictions have been placed upon Washington coastal and inland fisheries to protect these runs and satisfy allocation requirements. But despite these measures, insufficient natural runs of brights are returning to the river to provide reasonable in-river fishing and desired spawning escapement. Due to different ocean distributions of brights and other Columbia River fall chinook stocks, additional restrictions to Washington coastal and Columbia River fisheries will return more hatchery fish but will do little to provide additional production for upriver brights.

Historical high seas tagging data provides some perspective on Canadian interceptions of fish escaping the Southeast Alaska troll fishery. While these data are old, from the early 1950's, transfer of fish to terminal areas and spawning escapement was greater than Canadian interceptions.

The Washington Department of Fisheries has attempted to quantify management objectives for the Columbia River brights and evaluate possible long term Alaska troll fishery management measures to achieve these objectives. The Alaska troll management objectives for Upper Columbia River bright stocks are as follows:

1. Meet minimum spawning escapement requirements.
2. Provide sufficient ocean escapement to allow full in-river harvest of commingled natural and hatchery stocks.
3. Reduce Southeast Alaska troll harvest rate to return to status quo (i.e., historic harvest sharing).
4. Minimize Canadian interceptions of fish saved from the Southeast Alaska troll fishery.

The National Bureau of Standards/Washington Department of Fisheries computer model was used to quantify the extent of change in user group harvests of Upper Columbia River brights. At stock and effort levels existing during 1974-76 (base period in the model) and during 1980, the model estimated the long-term proportions of upriver bright harvest by the Alaska troll fishery. For the period 1974-76, Alaska's proportion of the U.S. harvestable surplus was 51%; for 1980, Alaska's proportion was 80%. U.S. harvestable surplus is defined as the sum of Alaska catch, lower U.S. ocean catch, and harvestable excess in the Columbia River.

The model calculated a total in-river goal for Upper Columbia River brights of 58,700 adult fish measured at Bonneville Dam. This goal is considered the minimum for meeting spawning requirements and does not allow in-river harvest.

The NBS/WDF model was used to examine management alternatives for the Alaska troll fishery in light of WDF's objectives. Some analysis of season restrictions was incorporated; however, the assumption is made that an upper harvest ceiling will be placed on the fishery to directly control maximum harvest. Because several chinook ages are in the fishery, the NBS/WDF model predicts long-term effects of regulation changes under a stable set of regulations throughout the life of a brood. For this reason, the full impact of a regulation change made in any one year will not be realized until all age groups have been fully exposed to the regulation change. Therefore, predicted effects of a catch reduction in 1981 would not be fully realized until 1984.

Assumptions that time closures in one part of the season would not cause effort shifts to other time periods, thereby increasing the harvest rate in these other times, resulted in a net effect that the model results are optimistic estimates of benefits accruing from time restrictions in the fishery.

According to the model, under 1978-80 average inter-dam loss conditions the long-term impact of no restrictions in Alaska troll harvest was predicted to cause continued low level returns to the Columbia River with little harvestable surplus available for in-river fishing. The proportion of the harvest taken in Alaska would remain at 80%. For a long-term 10% catch reduction, the impact by 1984 was predicted to cause small Bonneville Pool stock surplus problems, but only a modest movement toward returning to historic Alaska troll harvest proportions. Under stable 1980 conditions, the model estimated a long-term catch reduction of 48% would be necessary to return to the 1974-76 harvest proportion of 51%.

The model was used to examine time closures as a means for maximizing interceptions of saved Upper Columbia River bright fall chinook. Monthly time periods, excluding the important coho fishing months of July and August, were closed for the entire Alaska troll fishery. The transfer rate through remaining times and fisheries was then computed. Savings from a closure in May, therefore, would be after interceptions in subsequent Alaska and Canadian fishing. According to the model, for an April closure, the transfer rate through Alaskan and Canadian fisheries to southern U.S. ocean fisheries and the Columbia River was 24%; for a May closure, 30%; for a June closure, 42%; for a September closure, 16%; and for all months closed, 52%. It was noted that the assumption that a time period closure would not cause effort shifts into another time period is not probable. For this reason, transfer rates developed by the model are somewhat optimistic. It appeared that savings made during the summer would be transferred at a greater rate than savings made in the spring.

Mr. Fraidenberg concluded that a minimum reduction of 17% in the Alaska troll harvest would be necessary to aid in rebuilding

Upper Columbia River bright stocks. However, because the Washington Department of Fisheries feels that 17% may not be enough to cover management errors or over-optimistic assumptions on the part of the model, a reduction of 24% of OY for 1981 was recommended.

#### Alaska Commercial Fisheries Entry Commission

Bob Simons of the Alaska Commercial Fisheries Entry Commission reviewed their limited entry proposals for the hand troll fishery. He explained the mechanics of the point system used to rate fishermen for permit qualification according to economic dependence on the fishery, alternative occupations, rural and isolated areas, and past participation in the fishery. The projected number of permits to be issued is approximately 2,150.

Nick Szabo questioned the high number of permits and suggested review of the proposed limited entry scheme if the troll fishery is to be managed as a single fishery. He said that the Board of Fisheries had chosen to manage the hand troll fishery as a separate fishery, distinctively different as a leisure, week-end type of lifestyle. He felt that having limited entry at a low cost would make too many permits available to achieve anything worthwhile for the fishermen.

Mr. Szabo questioned the Council on its willingness to attempt, for the third time, banning hand trollers from the FCZ, particularly since the new Administration might be more willing to approve of the action. Chairman Tillion explained that the Council has attempted to ban hand trollers from the FCZ twice; both times the Secretary of Commerce rejected the action because he believed it did not comply with the National Standards. The Council would be reluctant to put themselves in that position a third time.

#### WDF Report Ad Hoc Review Group

On Thursday, January 8, the ad hoc review group reported to the Council and Board on their study of the Washington Department of Fisheries report on the status of stocks in the Upper Columbia River and the WDF management suggestions for the Alaska troll fishery. The review group was chaired by Jim Beaton, Alaska Board of Fisheries, and composed of Dave Cantillon and Mel Seibel, ADF&G, and Bill Robinson, NMFS.

Bill Robinson used a diagram of the Columbia River to show the various dams along the river and explain the distribution and migration patterns of salmon stocks throughout the system. He also described the ceremonial and subsistence Indian fisheries along the river and furnished statistics on the ocean distribution of Columbia River hatchery stocks taken in the Alaska fishery.

Mel Seibel reported on his review of the NBS/WDF model used to formulate the WDF report. He was unable to find any major inconsistencies between the WDF model and ADF&G data. ADF&G plans to give the model an in-depth review through the next few months to make sure it is consistent with available data and for possible use in managing Southeast Alaska stocks.

A graph was presented showing the costs and benefits that would be incurred by reduction of the Southeast Alaska chinook salmon harvest below the 1980 level. That graph is made a part of the Minutes as Appendix III.

### Public Testimony

Public testimony on the 1981 proposed Salmon amendments and state regulations was received before the joint session of the Council and Board of Fisheries beginning at 1:55 p.m. on Monday, January 5 and continuing through Wednesday, January 7. A summary of the testimony received is addressed in a separate document attached to these Minutes as Appendix II.

### Selection of Preferred Alternatives

On Thursday, January 8, the Council considered preferred alternatives for the 1981 amendment proposal package.

#### Objectives of the FMP

The Salmon PDT proposed to replace the 6 existing objectives of the FMP with new ones. Existing objectives are as follows:

1. Control the expansion of the salmon troll fishery in the Fishery Conservation Zone.
2. Allocate the salmon resource among user groups without disrupting present social and economic structures.
3. Regulate the catch of salmon to assure adequate escapement for spawning.
4. Reduce the catch of salmon with potential growth to increase the poundage yield from the troll fishery.
5. Make cost effective the public investment in the high seas salmon fishery.
6. Promote the eventual development of a Pacific Coast Salmon Fishery Management Plan.

The proposed objectives, in some cases, are merely rewording and clarification of existing ones; others are substantially changed. The proposed objectives are:



1. Manage the troll fishery in conjunction with other Southeast Alaska fisheries to obtain the number and distribution of spawning fish capable of producing the optimum total harvest on a sustained basis from Southeast Alaska salmon stocks.
2. Allocate the total allowable salmon harvest to the various Southeast Alaska user groups as directed by the Alaska Board of Fisheries and the North Pacific Fishery Management Council.
3. Decrease directed and incidental harvest of smaller, immature fish and reduce sublegal chinook hook/release mortalities where possible consistent with allocation decisions and with the objective of maximizing benefits to user groups.
4. Control and reverse recent trends of expanded effort and catch in outer coastal and offshore Southeast Alaskan waters to accomplish conservation goals of Objective 1.
5. Develop fishery management plans and techniques which will allow full utilization of salmon returning to supplemental production systems while providing necessary protection for inter-mingling natural runs which must be harvested at lower rates.
6. Manage the coho and chinook salmon fisheries to insure compliance with U.S./Canadian fisheries agreements, any other treaty or resource sharing requirements, and conservation obligations.
7. Contribute to the development of a coastwide management plan for chinook salmon.
8. The Council shall adopt the management principles contained in the Southeastern Alaska/Yakutat Chinook and Coho Salmon Troll Fisheries Management Plan. The following proposals by the ADF&G staff to the Board of Fisheries should be considered as well.
  - a. Provide greater flexibility for scheduling a 10-day closure during the early portion of the coho season.
  - b. Formalize the Board of Fisheries' policy for the allocation of the coho catch between hand troll (20%) and power troll (80%) gear types.
  - c. Establish a policy of returning the outside/inside distribution of the coho catch to levels of 1976-77.

The SSC reviewed the proposed amendment package dated October 21 and recommended the following changes in the proposed management objectives:

Objective 1: The SSC recommended including the word "wild" in the objective so it would read: .

"Manage the troll fishery in conjunction with other Southeast Alaska Fisheries to obtain the number and distribution of spawning fish capable of producing the optimum total harvest on a sustained basis for wild Southeast Alaska salmon stocks."

Objective 2: The SSC recommended replacing the words "total allowable salmon harvest" with the words "optimum yield" so that the objective would then read:

"Allocate the optimum yield to the various Southeast Alaska user groups as directed by the Alaska Board of Fisheries and the North Pacific Fishery Management Council."

The SSC recommended that Objective 3 be adopted as written.

Objective 4: The SSC recommended deletion of the words "in outer coastal and offshore Southeast Alaska waters", or substitution of the words, "in the FCZ". The objective would then read:

"Control and reverse recent trends of expanding effort and catch to accomplish conservation goals of Objective 1."

or

"Control and reverse recent trends of expanded effort and catch in the FCZ to accomplish conservation goals of Objective 1."

Objective 5: The SSC recommended deletion of the words "plans and" so that the objective would read:

"Develop fishery management techniques which will allow full utilization of salmon returning to supplemental production systems while providing necessary protection for inter-mingling natural runs which must be harvested at lower rates."

The SSC concurred with Objective 6 and Objective 7 as written.

The SSC recommended deletion of Objective 8 in its entirety, stating that they believed this objective to

be overly-specific and a sub-set of the other proposed objectives.

Advisory Panel Chairman Bob Alverson reported on the AP's recommendations regarding the proposed salmon objectives.

Objective 1: The Advisory Panel adopted the Plan Development Team's proposed objective.

Objective 2: The Advisory Panel adopted the PDT's wording with two members in opposition. The objection was that additional wording should be added to the effect that any allocation of the salmon resource among user groups would take place without disrupting present social and economic structures.

Objective 3 was unanimously adopted by the Advisory Panel.

Objective 4 was adopted with two members in objection. The objection was that this objective should be withheld until specific regulations relating to it were proposed.

Objective 5 was adopted with one objection, that being that it was not specific as to the policy to be used in harvesting natural runs versus hatchery runs of salmon.

Objective 6 was adopted with the following modification:

"Manage the coho and chinook salmon fisheries to insure compliance with U.S./Canadian fisheries agreements, any international or judicially adjudicated other treaty or resource sharing requirement, and conservation obligations."

Objective 7 was unanimously adopted by the Advisory Panel.

Objective 8: The Advisory Panel proposed the following in lieu of the proposed objective:

"The North Pacific Fishery Management Council shall take into account the Alaska Board of Fisheries' regulations and policies before enactment of fishing regulations in the FCZ."

The Advisory Panel felt that Objective 8, as presented by the Plan Development Team, was not appropriate as a long-term objective because it proposed specific regulations. Additionally, the AP had difficulty accepting "principles contained in the Southeast Alaska-Yakutat Chinook and Coho Salmon

Troll Fisheries Management Plan" without knowing what those principles were or if they may conflict with the objectives of our FMP or the National Standards.

Patrick Travers advised that the AP's suggested wording does not meet National Standard Number 5 with regard to the 80/20 split, and explained to Board of Fisheries members the problem with making economic allocations not tied to a conservation measure.

After hearing the recommendations of the SSC and AP, it was necessary for the Council to adopt preferred proposed management objectives for the Troll Fishery Management Plan to replace objectives in the existing FMP.

Gene DiDonato moved that Objective 1 be changed to read as follows:

*"Manage the troll fishery in conjunction with other Southeast Alaska stocks to obtain the number and distribution of spawning fish capable of producing the optimum total harvest on a sustained basis for all wild stocks harvested in Southeast Alaska."*

*The motion was seconded by Harold Lokken. There being no objection, the objective was so amended.*

For Objective 2, Bob Mace moved adoption of the SSC's recommendation that the objective should read:

*"Allocate the optimum yield to the various Southeast Alaska user groups as directed by the Alaska Board of Fisheries and the North Pacific Fishery Management Council."*

*The motion was seconded by Ron Skoog.*

Bob McVey objected to the wording proposed by the SSC because it appeared that it was inconsistent with the National Standards. He feared that if it were approved as worded in the motion, our plan would be to allocate OY as directed by the Alaska Board of Fisheries.

Patrick Travers explained that the Council has made it clear that this is a management measure to be incorporated with those of the Board of Fisheries and the Council.

*Upon call for the question, the motion was unanimously approved.*

*Harold Lokken moved to accept Objective 3 as originally written; seconded by Joe Demmert, Jr. There being no objection, it was so ordered.*

*Bob McVey moved that Objective 4 be amended to read as follows:*

"Control and reverse recent trends of expanding effort and catch in Southeast Alaskan waters to accomplish conservation goals."

The motion was seconded by Bob Mace. The motion carried without objection.

Harold Lokken then moved to rescind the former action and to adopt Objective 4 as originally worded with the deletion of the words, "of Objective 1." The motion was seconded by Charles Meacham. Hearing no objection, it was so ordered.

Harold Lokken moved adoption of Objective 5 as recommended by the SSC as follows:

"Develop fishery management techniques which will allow full utilization of salmon returning to supplemental production systems while providing necessary protection for intermingling natural runs which must be harvested at lower rates."

The motion was seconded by Joe Demmert, Jr. The Council unanimously approved the adoption of this Objective.

Bob Mace moved to delete Objective 6 in its entirety; seconded by Bob McVey. Hearing no objection, it was so ordered.

Harold Lokken moved that Objective 7 be amended to read:

"Work toward the development of an integrated coastwide management plan for chinook salmon."

The motion was seconded by Ron Skoog. Hearing no objection, Objective 7 was approved as amended.

Harold Lokken moved to delete Objective 8 in its entirety; seconded by Joe Demmert. There being no objection, it was so ordered.

## Regulatory Proposals

### Limited Entry

A summary of limited entry options was presented to the Council for review. It was noted that due to the short time before the 1981 season opening, it was probably not possible to have a limited entry scheme in place and permits available by April 15.

Possible interim limited entry measures available to the Council were as follows:

#### Option A

All fishermen holding a current power troll permit from the State of Alaska, or FCZ permit, as of April 14, 1981, will receive a 1981 FCZ permit which will not be transferable.

All fishermen holding a current hand troll permit from the State of Alaska as of April 14, 1981, will receive a 1981 FCZ permit if they can produce the following evidence of FCZ participation:

1. fish tickets showing fish caught in outer districts during a base period before state law restricted hand trollers from fishing in the outer districts, or
2. fish tickets showing deliveries from outer districts in 1979 and 1980 where hand trolling was allowed.

#### Option B

Hand trollers and power trollers will be subject to the same management regime. All Alaska and FCZ permit holders will be allowed to fish in the FCZ in 1981. The permission to fish in the FCZ will extend through 1981 only.

#### Option C

Hand trollers and power trollers holding a current Alaska or FCZ permit as of April 14, 1981, who can show participation in the FCZ during the base period, based only on fish tickets, will be allowed to fish in the FCZ until the end of 1981. The permission to fish will not be transferable during 1981.

The SSC had not been provided any data regarding the proposed limited entry options and, therefore, was unable to provide the Council with analysis or guidance.

The issue of limited entry and its effect on hand and power trollers was tabled by the Advisory Panel because of the controversial nature of the subject and inability to implement a troll plan for 1981 incorporating the limited entry proposal. It was feared that implementation of the troll plan would be unduly delayed by settling the limited entry question at this time.

Chairman Tillion requested Council concurrence for a two-class limited entry system for the troll fishery.

Bob Mace endorsed limited entry Option C, which provides that hand trollers and power trollers holding a current Alaska or FCZ permit as of April 14, 1981 who can show proof of participation in the FCZ during the base period, based only on fish tickets, be allowed to fish in the FCZ until the end of 1981. The permission to fish would not be transferable during 1981. He also suggested that the Commercial Fisheries Entry Commission may be able to draft the proposal and furnish the Council with estimates of participants from each sector. This proposal would make 1980 the final year for developing a history in the fishery.

*Bob Mace moved that authority be granted to the Chairman to delegate the assignment for drafting of a limited entry proposal for consideration at the March meeting; seconded by Charles Meacham.*

Board of Fisheries Chairman Nick Szabo again requested that the Secretary of Commerce look at the hand troll ban in the FCZ as an interim measure for consideration until a limited entry system can be put into place. Patrick Travers advised that the Department of Commerce representatives with whom he has spoken have said there is no chance that the hand troll ban would be considered as an interim measure. Chairman Tillion added that there is no sense presenting it until a new NOAA administrator and director for NMFS are appointed. Harold Lokken expressed fears that a third attempt at the hand troll ban may destroy the Council's credibility with officials in Washington, D.C.

Bob McVey raised the question of the cost of the limited entry system, and whether it was legally possible for the Council to delegate the administrative responsibility to the Commercial Fisheries Entry Commission. He said the Regional budget is tightly stretched and the 1982 budget looks equally bad. He feared the cost of the program would be prohibitive.

Harold Lokken suggested that the proposal to be drafted include information on the cost of the system so the cost/benefit factor can be weighed.

Chairman Tillion acknowledged that including cost figures in the proposal would be feasible, and further stated that the Council may find that the only thing it can do will be to close down the FCZ.

*Upon call for the question, the Council unanimously granted to the Chairman authority for delegation of the assignment to draft a limited entry proposal to be considered at the March Council meeting.*

#### Heads-On Landing Requirement

Options available to the Council regarding heads-on landing requirements were:

Option 1: Status quo -- all troll caught salmon will be landed heads-on.

Option 2: Heads will be retained on fin-clipped fish only.

Because the SSC had not been shown that the heads-on landing requirement has resulted in improved tag recoveries, they believe that heads need be retained only on fin-clipped fish. They noted that suggestions made by fishermen for improvement in data handling appeared to have merit.

The Advisory Panel agreed that heads should be retained on fin-clipped fish only, with the understanding that this regulation will be reviewed at the end of the 1981 troll season to measure its effectiveness in data retrieval.

*Charles Meacham moved acceptance of Option 2 on a trial basis to be reviewed at the end of one year to determine its effectiveness in data retrieval by ADF&G; seconded by Bob Mace. There being no objection, the motion carried.*

#### Area Closures

Options available to the Council regarding area closures were:

Option 1: Close the outer FCZ beyond a geographic baseline measured from the surf line.

Option 2: Exempt the Fairweather Grounds from Option 1.

Option 3: Close the entire FCZ.

Option 4: Status quo - entire FCZ east of Cape Suckling open.

The SSC found no valid biological reason for changing from the status quo with regard to area closures.

The AP approved adoption of the status quo with one opposing vote. They felt that with the harvest ranges and season dates proposed, the resource would be adequately protected.

*Harold Lokken moved that the Council choose as its preferred alternative Option 4, status quo; seconded by Joe Demmert, Jr. There being no objection, it was so ordered.*

#### Optimum Yield

Options available to the Council regarding optimum yield for the 1981 fishery included:

Option 1: Status quo - 286,000 to 320,000 chinook salmon.

Option 2: A 10% reduction in OY for the 1981 season.

Ron Skoog presented an option not included in the amendment package which had just been suggested by Richard Lundahl of the City of Pelican. That proposal was to leave OY at the 1980 level and remove the 28-inch minimum size limit. The rationale for this proposal is that 16% of the total catch is shakers. If the size limit is removed, the shakers will be retainable and, therefore, 16% of the OY would be released to spawn as a result of not being included in the harvest.



Bob Mace said that he had also spoken with Mr. Lundahl, and suggested that the Council ask the PDT to look at the implications of the measure and report to the Council in March before final action is taken.

The SSC reviewed the proposed decrease in OY in light of current and historic catch levels, current escapement data, and projected escapement goals. The SSC found that there is a conservation issue with regard to the Southeast Alaska chinook stocks as indicated by the comparison of average 1978-80 escapement data (25,000 - 34,000) to the minimum escapement goals recommended by ADF&G (66,000 - 80,000). They found that there is a conservation issue, though a lesser one, in the Columbia River as indicated by under-escapement of the Upper Columbia River bright stocks and an under-harvest of the Bonneville Pool stocks.

The SSC believes that the escapement of Southeast Alaska chinook stocks appears stable under the current management regulations; however, there are indications that escapement is down from historic levels. The SSC concluded that the escapement goals proposed are reasonable and that the 1978-80 average escapement was down by over 50% from those goals. They were concerned about the method used to derive the escapement goals, but felt they provide the best estimate available at the time.

The SSC questioned whether the proposed incremental increases in escapement as a result of the 10% reduction in catch proposed by the PDT and ADF&G will, in fact, result in directly proportional increases in run magnitude of Southeast Alaska stocks. They were unable to provide a better rebuilding schedule and noted that a larger reduction in catch would result in faster rebuilding.

The SSC felt that the issue of Upper Columbia River bright stocks is one of conservation and allocation and noted that any reduction in catch to achieve an increased Alaska escapement will also benefit the Columbia River stock.

The Advisory Panel defeated a motion to maintain the status quo OY range of 286,000 to 320,000 chinook. They then approved a motion that, given the biological condition of the chinook resource as presented by ADF&G, Washington Department of Fisheries, and the PDT, a reduction in harvest was probably warranted. The AP did not have the SSC's analysis of those reports and, therefore, preferred not to make a decision as to the percentage of reduction to be made. The PDT's proposed 10% decrease was considered by some Advisory Panel members as possibly insufficient, considering the condition of some of the chinook stocks. The AP was advised that this action would be sufficient as a preferred option, since final consideration of the OY will be made in March.

Discussion followed between Council, Board, and ADF&G staff regarding the actual ability of the incremental reductions to rebuild stocks and the number of Upper Columbia River brights

caught by the Canadians. Bud Burgner of the SSC estimated that the Canadian catch for brights was probably on the order of twice the Alaska catch and said that it was difficult to resolve the Columbia River problem by managing the Alaska fishery. The question was raised whether Canada is undertaking any comparable action to reduce the drain on Columbia River stocks. Don Martens, office of the Canadian Consulate General in Seattle, said he didn't have that information, but would obtain it and report to the Council. He said the U.S./Canada negotiations play an important part in this matter and they seem to be progressing well.

Steve Pennoyer and Mel Seibel, ADF&G, discussed the rates of rebuilding which could be expected by the different OY reductions and answered questions of the Council and Board of Fisheries.

*Ron Skoog moved that the Council adopt as its preferred alternative a reduction of 12% in optimum yield for 1981. The motion was seconded by Bob Mace for purposes of discussion.*

Harold Lokken endorsed a 15% reduction, which could be changed with clarification of confusing figures in the Columbia River stock status report. He stressed that a decision made at this meeting will not necessarily be a final decision, but an indication of the Council's preference. Justification for the 15% reduction was that a 10% or 12% reduction would not restore the Columbia River stocks or the Southeast Alaska stocks as quickly, and he felt the Council should aim for a faster recovery. He suggested that there is a possibility of some chinook stocks being declared an endangered species if the Council does not take the lead to restore the stocks, and that the Secretary of Commerce could even give jurisdiction over salmon stocks to the Pacific Council if he felt the North Pacific Council had not acted in the best interest of the resource.

Jim Beaton of the Alaska Board of Fisheries said that 10% is the absolute maximum reduction, and constitutes a real sacrifice on the part of the troll fleet. Further, any reduction should be contingent on Canada's actions.

In defending his motion, Ron Skoog could see no reason to go as high as 15%. Based on the data presented, the Columbia River stocks are approaching the number of spawning escapement required.

Charles Meacham spoke in favor of Dr. Skoog's motion, stating that the Alaska troll fleet should not be subjected to any greater trauma than is absolutely necessary, and that he could not concur with a full 15% reduction.

Gene DiDonato reviewed the Washington Department of Fisheries' stand on the subject. The material presented, which led to their recommendation of a 17% to 24% reduction in OY, was based on the best information available. The recommendation of a 24%

reduction was aimed at getting to the problem in 1981. However, recognizing that there is some incomplete data, and in view of testimony received, the State of Washington could reconsider its proposal and agree to a 15% reduction if there could be some direct address in the FMP to the Columbia River chinook stocks acknowledging the Columbia River problem.

Further discussion between the Council and Board centered on the socioeconomic impacts which a 15% cut would render to the Southeast Alaska fishing community.

Nick Szabo once again spoke against a reduction greater than 10%, stating that the final say on the question lies with the Board of Fisheries, and that Alaska cannot bear the whole brunt of the Columbia River problem.

*Upon roll call vote, the motion to adopt as the Council's preferred option a 15% reduction in OY passed 5 to 3.*

#### Seasons

Options available to the Council regarding the chinook season were:

Option 1: Status quo - April 15 through December 30.

Option 2: May 15 through September 20.

Options available to the Council regarding the coho season were:

Option 1: Status quo - June 15 through September 20.

Option 2: July 1 through September 10.

Option 3: Allow fishing for other species during closures.

The SSC felt that the loss of management information as a result of shortening the outer coastal and FCZ troll chinook season from April 15 to December 30 to May 15 to September 20 may well outweigh the value in savings of fish achieved by shortening the season. Further, they believed the coho season should remain unchanged, June 15 to September 20, because the coho catch prior to July 1 and after September 10 is small. If the coho opening were delayed until July 1, unnecessary coho shaker losses in the chinook fishery may occur.

The AP suggested that the chinook season open May 15 and close concurrent with the coho season. For the coho season, the AP voted 5 to 4 in favor of the June 15 to September 20 season (status quo). The Advisory Panel unanimously adopted the option to allow fishing for other species during closures.

*Ron Skoog moved that the Council adopt as its preferred alternative for the chinook season Option 2; seconded by Bob Mace. There being no objection, it was so ordered (May 15 through September 20).*

*Charles Meacham moved that the Council accept as its preferred option for the coho season Option 1, status quo; seconded by Ron Skoog. The Council unanimously approved the action (June 15 through September 20).*

#### Gear Restrictions

For gear restrictions, two options were available:

Option 1: Status quo - 6 lines north of Cape Spencer, 4 lines south of Cape Spencer for power troll.

Option 2: Four operating gurdies for power troll, 2 gurdies or 4 sport lines for hand troll.

The SSC had not been provided justification for the hand troll gurdy restriction. Although they agreed with the PDT that standardization of effort is a desired goal, limiting gurdies in itself does not result in standardization in number of lines fished. Therefore, the SSC favored maintaining the status quo.

In their consideration of gear regulations, the AP voted 6 to 4 in favor of the status quo for power troller, the feeling being that this was not a biological issue and the need to standardize fishing gear was not a sufficient argument to reduce the efficiency of the vessels. The Advisory Panel also considered a motion which would allow hand trollers to operate with 6 lines north of Cape Spencer and use 2 gurdies or 4 sport lines for hand trolling south of Cape Spencer. The vote on the motion was 4 to 4. The issue was that hand trollers and power trollers should be treated equally in terms of gear restrictions.

*Harold Lokken moved that the Council accept as its preferred alternative for gear restrictions Option 1, status quo; seconded by Joe Demmert, Jr. There being no objection, it was so ordered.*

*For hand troll gear restrictions, it was the consensus of the Council to tentatively approve the State's 1980 regulations (2 gurdies, 4 sport lines) subject to review in March.*

#### Reporting Requirements

Options available to the Council for reporting requirements were:

Option 1: Status quo - fishermen should report catch within 5 days after landing out of state.

Option 2: All fishermen must submit fish tickets or equivalent document before leaving Alaska waters with salmon on board.

The SSC agreed with the PDT that catches should be reported as soon as possible for purposes of in-season management, and, therefore, should be reported by the fisherman before leaving Alaska waters. It was noted that the method of reporting should be convenient for the fisherman.

The Advisory Panel adopted the Plan Development Team's proposal that all fishermen should submit fish tickets or equivalent documents before leaving Alaska waters with salmon on board.

*Ron Skoog moved that the Council accept Option 2 as its preferred alternative; seconded by Charles Meacham. Upon call for the question, the Council unanimously approved this action.*

### Treble Hooks

The SSC had no data indicating treble hooks are biologically more detrimental than single hooks. They offered no comments or preference.

Although some members of the Advisory Panel felt that insufficient evidence was available to require elimination of treble hooks from the troll fishery, the AP approved a motion to eliminate the use of treble hooks by a vote of 5 to 4.

*Joe Demmert moved that the proposal to ban treble hooks be rejected; seconded by Harold Lokken. There being no objection, the motion carried.*

### E-2 Other FMP's

#### Bering Sea/Aleutian Islands Groundfish FMP

The Bering Sea/Aleutian Islands Groundfish FMP is scheduled for implementation in March, 1981. The Regulatory Analysis was published in the Federal Register on November 24, 1980. Amendment #1 for 1981 is open to public comment until January 10, with final Council approval scheduled for February. Amendment #2, to increase DAH for yellowfin sole and other flatfish to accommodate joint-venture operations, is in a holding pattern awaiting implementation of the FMP. The deadline for receipt of proposals for 1982 amendments is January 1, 1981.

The SSC reviewed an update from the prohibited species/incidental catch of salmon/herring ad hoc subgroup. The final report on prohibited species is to be completed by January 10. On January 12, the ad hoc subgroup will meet to prepare its final recommendation and the PDT will meet on January 14 to prepare its final comments on the total amendment package.

The SSC subgroup on the Bering Sea FMP has arranged for individual SSC comments on the prohibited species report to be forwarded to the Chairman of the subgroup, John Burns, by February 10, 1981.

The SSC also received and reviewed the preliminary outline of the Japanese program for research on the incidental catch problem from the Far Seas Fisheries Research Laboratory. The outline was provided to the subgroup for review and comment.

Norman Cohen, representing 15 villages of western Alaska, reported to the Council on the status of their lawsuit to institute a winter closure in the Bering Sea to prevent interception of salmon by foreign trawlers. He said that Terry Leitzell had waited until the last day possible to deny the petition without the benefit of public comment, citing as one reason the fact that it was too late to implement any such closure. Mr. Cohen asked that the SSC's incidental catch review group report be given to the public as soon as possible, preferably by January 14.

#### King Crab FMP

Summaries of public testimony received on the Draft King Crab Fishery Management Plan were provided to the Council for review. The SSC subgroup for King Crab will report back to the SSC in February with analysis on the comments received.

The FMP has been sent back to the Plan Development Team for revision and incorporation of the Council's preferred options chosen in December. The Council will give final approval to the FMP in February and shortly thereafter the FMP, a new DEIS, and DRA will be forwarded to Washington for Secretarial review.

#### Herring FMP

The Herring FMP, approved for Secretarial review by the Council in December, is awaiting completion of the DEIS and DRA so that the whole package may be sent to Washington in early January.

#### Tanner Crab FMP

Tanner Crab FMP amendment #7 for 1981, approved by the Council in December to go to the Secretary of Commerce for review, was forwarded to Terry Leitzell on December 24, 1980. Also included in the package were the Environmental Assessment and a determination that the amendment did not require a Regulatory Analysis.

Amendment #6 to the Tanner Crab FMP, which provides for various minor technical changes, was published as a Notice of Proposed Rulemaking in the Federal Register on December 8, 1980. The comment period will end January 18, 1981 and implementation is expected by late January.

#### Gulf of Alaska Groundfish FMP

Amendment #10 to the Gulf of Alaska Groundfish FMP, approved in December by the Council to go to public review, will be

distributed on January 9; a public hearing will be held in Sitka on January 31, and the public comment period will end on February 15. Council review of the amendment to go to the Secretary of Commerce is scheduled for February.

Amendment #9, which replaces 6 small fixed gear areas around Kodiak with a large area bounded by the Lechner line, is expected to be implemented in March, 1981. The deadline for proposals for 1982 amendments was January 1, 1981.

#### F. CONTRACTS AND REQUESTS FOR PROPOSALS

##### F-1 Contracts

Contracts scheduled for SSC review were 81-3, "A Comparison of Halibut and Crab Catches in Side-Entry and Top-Entry Crab Pots and Side-Entry Crab Pots With and Without Tanner Boards"; Contract 80-6, "A Study to Determine the Applicability of Limited Entry in the Halibut Fishery Off Alaska"; and Contract 80-5, "A Study of the Offshore Chinook and Coho Salmon Fishery Off Alaska".

The SSC has provided the Contractor for Contract 81-3 with its comments on the draft report. The Contractor expects to have the final report ready for their review by the February meeting.

The SSC has reviewed the draft final report for Contract 80-6 and finds that the Contractor has addressed all of the items specified in the Statement of Work. There were some specific comments and questions for the Contractor which have been provided to the Council staff. The SSC will withhold approval of this report until the Contractor has responded to the questions.

The SSC reviewed the draft final report for Contract 80-5 entitled "Draft Fishery Management Plan for the High Seas Salmon Fishery Off the Coast of Alaska East of 175° East Longitude." The SSC found that the Contractor has not addressed all the items specified in the Statement of Work, and that some sections of the report need to be completed. The SSC has drafted for the Council staff specific comments on the document and withholds their approval of the report until the Contractor has responded to these comments.

*Harold Lokken moved that the SSC's recommendations for Contracts 80-5, 80-6, and 81-3 be approved; seconded by Joe Demmert. There being no objection, it was so ordered.*

##### F-2 Requests for Proposals

#### A Study of Data on Feeding Habits and Food Requirements of Marine Mammals in the Bering Sea

The SSC again considered the matter of promoting the acquisition of information on feeding habits and trophic relationships of

marine mammals in the North Pacific region. Drs. Michael Tillman and Bruce McAlister of the National Marine Mammal Laboratory in Seattle apprised the SSC of the nature and extent of effort by the Laboratory to compile and update literature available in the English language about marine mammal feeding and trophics. A report may be available within 30 to 60 days. All available data relative to food habits and trophic relationships of North Pacific fur seals is presently being compiled and will be available by April, 1981. The combined results of both efforts would be available in final report form in about 6 months.

The efforts by National Marine Fisheries Service will not include an evaluation of the significance or quality of data available, but amounts to a significant portion of the work envisioned in RFP 81-1. Productive subsequent work will depend on availability of results of the efforts presently underway.

In view of the above, the SSC recommended that:

1. Scientists working with Soviet investigators make a concerted and direct effort to obtain a list of Soviet references dealing with marine mammal fishery interactions in the North Pacific region. This effort will be facilitated by the U.S./USSR agreement on environmental protection.
2. Further action on RFP 81-1 be tabled until the literature search for English language titles and the results of fur seal studies are made available to the National Marine Mammal Laboratory.
3. A specific effort be made to obtain a compilation of references in the Japanese language. No specific recommendations for accomplishing this were made. Discussions included such options as a contract or reimbursable service agreement with a Japanese national or a Japanese library, or direct request of such a reference list from a research institute such as the Whale Research Institute, and/or continued effort to obtain pertinent references on a scientist to scientist basis.

#### Incidental Catch of Salmon

The SSC received a draft of the proposed objective for an RFP for a study to determine the stock origins of chinook salmon incidentally caught in foreign trawls in the U.S. Eastern Bering Sea and Gulf of Alaska FCZ. The SSC is reviewing the proposal and will prepare recommendations for a final RFP for the Council at the February meeting.



### Herring Stock Data

The SSC received a draft of the proposed objective for an RFP to design an experiment to evaluate the accuracy of herring aerial survey biomass estimates. The SSC is reviewing the proposal and preparing recommendations to present to the Council at the February meeting.

### G. PUBLIC COMMENTS

No further public comments were received by the Council.

### H. CHAIRMAN'S CLOSING COMMENTS AND ADJOURNMENT

Chairman Tillion extended an invitation to Chairman Szabo and the Board of Fisheries for Board members to participate with the Council at any time with the right of full debate for improved communications between the Board and Council. Chairman Szabo extended the same invitation to Council members wishing to participate with the Board.

The Executive Director reminded the Council that the March meeting would be a joint session with the Board of Fisheries for the purpose of making final decisions on 1981 amendments to the Salmon FMP.

There being no further business to come before the Council, the 37th Plenary Session of the North Pacific Fishery Management Council was adjourned on Friday, January 9, 1981 at 10 a.m.

## LIST OF APPENDICES

- Appendix I: Schedule for Salmon FMP
- Appendix II: Hearing Summary of the Council/Board of Fisheries  
Joint Public Hearing, Juneau, January, 1981
- Appendix III: Graph, "Costs and Benefits Associated With  
Reduction of Southeast Alaska Chinook Salmon  
Harvest Below the 1980 Optimum Yield Ceiling of  
320,000"