

M E M O R A N D U M

TO: Council, AP and SSC Members
FROM: Jim H. Branson
Executive Director
DATE: December 5, 1985
SUBJECT: Gulf of Alaska Fishery Management Plan

ACTION REQUIRED

Review status of FMP rewrite. Consider and approve revised work schedule for 1986.

BACKGROUND

The Gulf of Alaska Groundfish Plan Team met with the Council's GOA Groundfish Workgroup on October 29-30 and November 19, 1985 to continue development of the framework FMP. The Team has developed several approaches using computer modeling and spreadsheets for the setting of Total Allowable Catch (TAC). Draft framework measures have been prepared and presented to the Workgroup for apportioning TAC among DAP and JVP; for setting fishing seasons; for setting prohibited and fully-utilized species bycatch limits; and for making inseason adjustments. However, given other responsibilities of the Plan Team and the absence of specific management objectives, it has become increasingly difficult to meet deadlines.

The Council originally instructed the Team to revise the plan using the annual amendment cycle as shown on the left below.

<u>Original</u>	<u>Event</u>	<u>Workgroup Proposal</u>
January 1986	Council initially reviews draft FMP	March 1986
March	Council reviews & approves draft FMP, RIR, etc., to go to public review.	June
April-May	Public Review	July-September
June	Council gives final approval.	September
July-November	Secretarial Review	October-January
January 1	New FMP takes effect	mid-February 1987

The team and workgroup propose the cycle at the right which would mean a one- to two-month delay in implementing the plan in early 1987. The original schedule is just too tight to allow for adequate analysis and review given such a massive overhaul of the plan.

November 15, 1985

Chairman James O. Campbell
North Pacific Fishery Management Council
411 W. 4th Suite 2D
Anchorage, Alaska 99510

Dear Jim:

Individuals from the trawl industry have sat through several meetings of the Gulf of Alaska Plan Development Team concerning the development of a framework plan for the Gulf groundfish fishery.

We believe this attempt to understand bycatch target species relationships is good and long overdue. The concept of a well-functioning multi-year plan for the Gulf is also desired by the trawl industry.

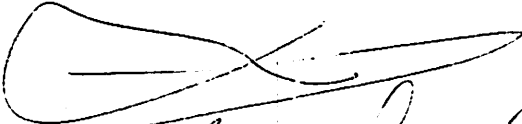

We do have a problem, however, with the apparent desire to create, document, and install this complex plan within the time limits established for the new plan amendment cycle in 1986. We are concerned that in the interest of achieving the schedule set by the plan amendment cycle, important aspects of the plan will not be understood or may be ignored. We are concerned that impacts of the plan on the industry will not have been analyzed as they should. The Council has yet to define goals and objectives for the Gulf framework plan. This process, we feel, should involve all segments of the domestic industry in a deliberate process. At this point no one has any idea where the Council is headed. It is simply looking at a management tool (the matrix) which could be applied in a number of different ways.

We have tried to be constructive in attending the plan meetings and think that our contribution has aided the process. However, in doing so, we have become aware of the multitude of issues which require a resolution before the framework plan is considered by the Council. Many of us in the industry are faced with a myriad of problems

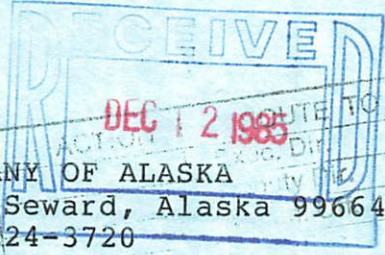
Chairman James O. Campbell
November 15, 1985
Page 2

in running our businesses that prevent our total focus on this particular issue. We think this important planning needs time for reflection, for information dissemination, and for debate. Putting this framework plan amendment (Amendment 15) through the upcoming plan amendment cycle would not allow for this. The trawl industry therefore requests that the Council place the plan amendment on a later cycle.

Thank you.

Edward O. Evans	Alaska Trawler Assoc.
H. Shanker	Alaska Resources Co. Ltd.
R. Barry Foster	Pres. Mid Water Trawl Coop
Jerris Peterson	Ocean Spray Fisheries Inc.
Ernan Peterson	Chalice Trawler Corp.
	Cape Flattery Fisheries Inc.
Thomas Smith	North Pacific Fisheries
W. Neudorfer	Wessel Vessels Association
	ALYESKA OCEAN, INC.
Al Burch	Golden Bay Fish
Sam O. Gjelle	Golden Bay Fish S.V.
Walter Peterson	A.O.A.
Frank T. Stewart	Glacier Fish. Co. Ltd.
J.P. Bohun	PROFISH INTL.
Benny Beza	Stewart Fisheries, Inc.
	FV NEAHKANIE INC.
	ALPETERSON

Eric Block	Northern Deep Sea Fisheries, Inc.
Bent O. Bodal	F/V STARFISH
Ernst Svason	F/V STARFISH
Cary K. Swenson	F/V STARWARD.
Arvid Thorsen	Klaskan J.V. Fish, Inc.
Richard Tyms	F/V American Star.
Dave Haisville	KODIAK WESTERN TRAWLER
Veon Hall	MT-BARKET LYN/HICKORY WIND/LITTLE
James W. Wilby	F/V PROGRESS, VANGUARD, ARGOSY BENT
Michael R. Thompson	F/V American Eagle
Tommy Jensen	Alaska Contact, Ltd.
Francis L. Miller	Sea-Alaska Products/Sea Aqua
Konrad S. Uhi	Arctic Alaska Seafoods Inc
	Trans Pacific Seafoods Inc



FISHING COMPANY OF ALASKA
Post Office Box 1121, Seward, Alaska 99664
(907) 224-3720

December 3, 1985
Sec. 7/Bkkr.
Sec. 7/Typist

Mr. Jim H. Branson
Executive Director
North Pacific Fishery Management Council
Post Office Box 103136
Anchorage, Alaska 99510

Dear Mr. Branson:

My objective is to receive a fair share of the annual quotas allocated by the North Pacific Fisheries Management Council in the following areas.

I. We seek to catch a total of (A) 4,800 tons of rockfish in 1986, of which 4,400 tons in the Gulf of Alaska and remaining 400 tons in Aleutians, respectively. The North Pacific Fishery Management Council has in its (1) preliminary estimate of allowable catch allocated 5,452 tons of Rockfish in the Bering Sea and Aleutians to the foreign fishing interests and only 155 tons to the domestic interests in the same location, (2) this is a grossly unfair allocation, depriving American wholly-owned and managed fishing companies the right to make an economically viable catch during the year.

II. We wish to catch a total of (A) 3,600 tons of Sablefish. The proposed allocation of sablefish is 11,500 tons for domestic fishing interests. However, (1) our gear type, trawling, is only allowed a 5% of 3,000 tons allocated to domestic operations in the Eastern area (i.e., 150 tons against our desired 500 tons), a 20% in the Central and Western areas (i.e., 1,180 tons against our desired 1,600 tons), and a zero % in the Southern area against our desired 500 tons.

III. We must catch also, a total of 960 tons of Pacific Ocean Perch, 510 tons of Flounders, 160 tons of Squid and Octopus, and 300 tons of Thornyheads all in the Gulf of Alaska, Bering Sea and Aleutians in order to economically survive.

July 1 1953

Dear Mr. [Name],
I have received your letter of the 28th and am glad to hear that you are interested in the [Project Name]. I am sure that the information I have provided will be helpful to you. I will be glad to discuss this further if you have any questions.

I have also enclosed a copy of the [Document Name] which you may find of interest. It contains a detailed description of the [Project Name] and the various stages of the [Project Name]. I hope this will give you a better understanding of the [Project Name] and the work that is being done. I will be glad to discuss this further if you have any questions.

I am sure that you will find this information of interest and I will be glad to discuss this further if you have any questions. I am sure that you will find this information of interest and I will be glad to discuss this further if you have any questions.

In following the hearing procedure - my public comments - at the North Pacific Fishery Management Council meetings since April, 1985 - left me feeling quite frustrated from the treatment I received. This feeling has been reinforced by the continual rejection of my letter writing attempts to be considered by the Council.

As a new Alaskan Company with a state-of-the-art catching and processing operation we began fishing in Alaska this year. And, we are a local company in Alaska that pays taxes, procures a large amount of fuel and foodstuff, employs seamen etc., locally.

Since being informed that my Rockfish quota was seriously cut, I have spent a great deal of time, money and people on research in preparing for this upcoming December meeting. It appears to me, and I feel, that the Council has no intention of recognizing my efforts or needs.

Under the provisions of the Magnuson Act, this grossly unfair allocation, is depriving American wholly-owned and managed fishing companies of the right to make an economically viable catch during the year.

In order to meet the requirements of the Magnuson Act, I feel that the (1) groundfish workgroup of the FMP promote fair and equitable allocation of identified available resources in a manner such that no particular group acquires an excessive share of the privileges, (2) and provide for limited foreign participation in the groundfish fishery; consistent only with the three following objectives, to take the portion of the quota not utilized by domestic fishermen; (1) Provide for rational and optimal use, in a biological and socioeconomic sense, of the region's fishery resources as a whole; (2) Minimize the impact of groundfish fisheries on prohibited species and continue the rebuilding of the Pacific halibut resource; (3) Provide for the opportunity and orderly development of domestic groundfish fisheries, consistent with (1) and (2) above.

The Councils recommended measure reflects a predisposition to phase trawl gear out of specific fisheries, i.e., Rockfish. This proposition was recently proposed by the Council staff.

The measure unjustifiably discriminates, favoring longline gear over other gears and favoring shoreside processing over at-sea processing. The unstated objectives of bestowing economic advantages on these segments of the industry is illegal.

We believe that the measure thwarts a national policy for the development of groundfish. For example; the Council's Scientific and Statistical Committee, which is statutorily charged with assisting the Council "in the development, collection, and evaluation of such statistical, biological, economic, and social as is relevant to the amendment of any fishery management plan" so advised the Council in its May meeting.

We will attend the December meeting in an attempt to be

the Committee on the Judiciary of the House of Representatives, which was created in 1859, has been the only committee of the House which has existed continuously since its inception. It was originally composed of seven members, and its jurisdiction was limited to the impeachment of judges. Over the years, its jurisdiction has expanded to include the impeachment of all federal officers, and it has become the primary vehicle for the House's exercise of its impeachment power. The committee's current membership includes five members, and it has held numerous hearings and conducted extensive investigations into the conduct of various federal officials.

The committee's jurisdiction is defined by the Constitution, which grants the House the sole power of impeachment. The committee's role is to investigate the charges against the accused officer and to recommend to the full House the appropriate course of action. The committee's reports are often the basis for the House's impeachment resolutions, which are then voted on by the full House. The committee's work is often characterized by thoroughness and a commitment to the highest standards of integrity and accountability. Its actions are subject to public scrutiny, and its reports are widely read and discussed in the media and among the general public.

recognized, make needed public input to avoid indiscriminate hardship on Alaskan trawl owners.

Sincerely,

Helen Marie Davis
Helen Marie Davis
on behalf of
Karena Adler, President
Fishing Company of Alaska

CC: President of the United States
Secretary of State Department of Commerce
Senator Frank Murkowski
Senator Ted Stevens
Congressman Don Young
Governor Bill Sheffield
James O. Campbell
Sara Hemphill
John Winther
Oscar Dyson
Al Burch
John Peterson
Dr. John Harville
Dr. Donald E. Bevan
and All Council members

FISHING COMPANY OF ALASKA
Post Office Box 1121, Seward, Alaska 99664
(907) 224-3720

December 3, 1985

North Pacific Fishery
Management Council
Post Office Box 103136
Anchorage, Alaska 99510

Members of the Council:

On September 6, 1985, a letter was sent to Mr. Robert W. McVey, Director of the Alaska Region, of the National Marine Fisheries. In that letter, you were advised of specific issues and complaints that area Trawlers have regarding management action which will have a direct impact on U.S. Trawlers operating in the Gulf of Alaska, and the Bering Sea.

It appears that the Council has neglected the fact that the U.S. Trawler industry is a growing concern and that the FISHING COMPANY OF ALASKA is not only a leader in this area of fisheries but is also an Alaskan owned and operated corporation. It appears that the Council has favored only the longline fishing concerns when directing their interests toward the SABLEFISH fishery.

The FISHING COMPANY OF ALASKA, requests on its own behalf, and on behalf of all other U.S. Trawlers, the Council reconsider its position in the following areas:

1. The 5%-20% allowances to Trawl gear regarding Sablefish.
2. The denial of a reasonable Bycatch for other species.
3. Arguments for the gear conflict between pot and longline gear, that are extended 1500 miles to the West without analysis to justify it.

Although there are several more areas that we can address concerning issues the Council has neglected to research, prior to putting its plan into effect, we feel that these are the most important to the FISHING COMPANY OF ALASKA.

In summation, regarding the three aforementioned subjects, the FISHING COMPANY OF ALASKA sees the situation like this:

- I. The FISHING COMPANY OF ALASKA believes that the various gear types can co-exist. We strongly believe that there is a serious imbalance in the allocation issue for SABLEFISH and ROCKFISH and it is completely unfair to Trawlers.

- II. It is probably too late by now, however, by adopting Amendment 14 in its present form, we also feel the Council has shown beyond any doubt that it favors the Longline gear over Trawlers. It also shows a bias against sea processing. (We can only conclude that due to the obvious conflict of interests of members of the Council, (WHICH WE ARE PREPARED TO PRESENT IF NECESSARY), the Council cannot render a fair and equitable management plan by maintaining its present attitude towards Trawlers and the bottomfish industry.
- III. The Council has also failed to produce any positive contributions delivered by Trawlers to the fishing industry, once again showing its obvious and deliberate intent to eliminate Trawling in favor of Longliners. It has failed to show that Bycatch mortality also exists among Longliners. It has failed to show that very few Trawlers fish specifically for Sablefish. The Council has also failed to make any attempt to gather information about the impact on Trawl gear and the development of the groundfish resource after being advised to do so by its own legal counsel. The Council has also failed to produce any up to date scientific or statistical information for the Trawler industry.

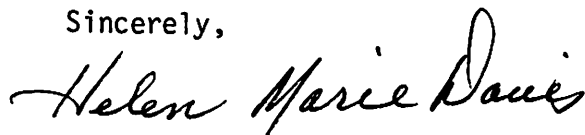
In addition, the Council shows a predisposition to phase Trawl gear out of other fisheries. The Council's plan unjustifiably discriminates against the FISHING COMPANY OF ALASKA and other Trawlers in favor of Longline gear and shoreside processing, thus giving Longline gear a clear and obvious economic advantage. All of which is beyond the Council's scope and authority, not to mention illegal.

The FISHING COMPANY OF ALASKA, hereby requests that in view of all the aforementioned issues, the following ANNUAL QUOTAS be granted to them, for the 1986-87 fishing season.

We also request that before any further Quotas are set, or any other action is taken that may in any way effect the Trawlers of U.S. origin, the Council ask for and take into consideration their opinions and concerns, on any matters that may effect any part of their operations.

We at the FISHING COMPANY OF ALASKA do not wish to pursue legal avenues on these matters. However, rest assured, we have done our homework on every issue and will, if necessary, present our evidence for Presidential investigation, which not only covers the NORTH PACIFIC FISHERY MANAGEMENT COUNCIL actions, but those of its members as to their individual business interests both in the United States fishing industry and the foreign fishing interests of those members.

Sincerely,



Helen Marie Davis
on behalf of
Karena Adler, President
Fishing Company of Alaska

CC: President of the United States
Secretary of State Department of Commerce
Senator Frank Murkowski

CC: Continued

Senator Ted Stevens
Congressman Don Young
Governor Bill Sheffield
James O. Campbell
Sara Hemphill
John Winther
Oscar Dyson
Al Burch
John Peterson
Dr. John Harville
Dr. Donald E. Bevan
and all Council members

Final as approved

Revised 12/14/85 11:00 am

GULF OF ALASKA GROUND FISH 1986 ABCs, OYS, DAPs, JVPs, TALFF, and PSCs (MT)

Species	Area	1986 ABC	1986 OY	Reserves 20% OY	1986 DAP	1986 JVP	1986 DAH	TALFF
Pollock	Western/Central	100,000	100,000	20,000	40,000	40,000	80,000	0
	Out. Shel. (1/15-4/10)	50,000	50,000	10,000	5,000	35,000	40,000	0
	Eastern	16,600	16,600	3,320	1,841	11,439	13,280	0
	Total	166,600	166,600	33,320	46,841	86,439	133,280	0
Pacific Cod	W	37,500	29,951	5,990	9,800	2,521	12,321	11,640
	C	76,000	33,049	6,610	19,600	2,959	22,559	3,880
	E	22,500	12,000	2,400	5,600	4,000	9,600	0
	Total	136,000	75,000	15,000	35,000	9,480	44,480	15,520
Flounders	W	23,000	5,360	1,072	3,252	1,036	4,288	0
	C	101,000	5,000	1,000	2,916	1,084	4,000	0
	E	17,000	4,020	804	332	0	332	0
	Total	141,000	14,380	2,876	6,500	2,120	8,620	0
Pacific ocean perch	W	2,800	1,316	0	1,316	0	1,316	0
	C	3,300	1,511	0	1,511	0	1,511	0
	E	4,400	875	0	875	0	875	0
	Total	10,500	3,702	0	0	0	0	0
Sablefish	W	2,500	2,850	0	2,850	0	2,850	0
	C	11,600	6,150	0	6,150	0	6,150	0
	W. Yakutat	2,200	2,550	0	2,550	0	2,550	0
	E. Yakutat	800	1,104	0	1,104	0	1,104	0
	S.E. Outside	1,700	2,346	0	2,346	0	2,346	0
	Total	18,800	15,000	0	15,000	0	0	0
Atka Mackerel	W	4,700	4,678	936	0	3,742	3,742	0
	C	0	0	0	0	0	0	0
	E	0	0	0	0	0	0	0
	Total	4,700	4,678	936	0	3,742	3,742	0
Rockfish	S.E. Central							
	Outside	n/a	600	0	600	0	600	0
	Remaining Gulf	n/a	4,400	0	4,400	0	4,400	0
Total		5,000		5,000				
Thornyhead	GW	n/a	3,750	750	0	0	0	3,000
Squid	GW	n/a	5,000	1,000	0	0	0	4,000
Other Species	GW	n/a	14,656	2,931	0	200	200	11,524
TOTAL			307,766	61,553	220,384	200,020	420,404	


December 9, 1985

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

Dear Jim:

In the fall of 1979 I sent the attached letter to the Council. I suggest that the Council ask its working group on Gulf groundfish to consider this suggestion for the Gulf of Alaska DAP. It is my view that it could be an incentive to Americanization if those that initiate DAP operations are able to stake a claim to protect their investments. I would specifically suggest that shares equal to some multiple of actual tonnage processed be awarded in equal proportions to both harvester and processor.

Sincerely,



Donald E. Bevan

Attachment

P.S. In the above I refer to next
years plan revision process

FB

UNIVERSITY OF WASHINGTON
SEATTLE, WASHINGTON 98195

College of Fisheries
WH-10

FILE	AGY	1/80	12/79
CC:SSC-			
			DEC 14 1979

December 11, 1979

The Honorable Clem Tillion, Chairman
North Pacific Fisheries Council
P.O. Box 3136DT
Anchorage, Alaska 99510

Dear Clem:

As you well know the Fishery Conservation and Management Act of 1976 under which our Council operates has, as one of its goals, the encouragement of development of fisheries which are currently underutilized or not utilized by United States fish industry, including bottomfish off Alaska.

The largest underutilized resource in U.S. waters is the pollock of Bering Sea.

I suggest that we ask our Plan Development Team and the Scientific and Statistical Committee to develop a plan to provide an increased incentive to the U.S. fishing industry to harvest Bering Sea pollock.

If we look back into our country's history, the methods for encouraging the development of the land area and the mineral resources of the West was by grants of land for homesteads or for building railroads and the system of filing claims for private ownership by prospectors who had located and proved the existence of mineral resources.

I suggest we establish this system to allow fishing claims or "seastead" rights to Bering Sea pollock.

The first question will be, "Is this a Limited Entry Program?" I believe it is and we must look to the Law to see what the Council and the Secretary must take into account.

The Law, in Section 303, is quite specific in its requirements to a system for limited access to a fishery in order to achieve Optimum Yield. The Council and the Secretary must take into account (a) present participation in the fishery, (b) historical fishing practices in and dependence on the fishery, (c) the economics of the fishery, (d) the capability of fishing vessels

TWX: 910-444-2235 / Telephone: (206) 543-4270

used in the fishery to engage in other fisheries, (e) the cultural and social framework relevant to the fishery and (f) any other relevant considerations. Since there is no present fishery, the major item to be considered is item f. and the other relevant considerations are the need to encourage the development of fisheries, which are currently underutilized or not utilized by the U.S. fish industry, including bottom-fish off Alaska.

There are a number of ways such a program could be established. The following are only examples. I believe it very important that the exact details of a number of alternatives be worked out by the Council and tested in the public hearing process.

For example, an individual, partnership, or corporation would be eligible for the right to take one percent of the total allowable catch per month for Bering Sea pollock for each metric ton of pollock caught and processed each year for a two-year period. There are obviously all kinds of alternatives for the amount of leverage or the multipliers applied to what is caught during the proving up period to the later right of fishing.

Another possibility is to provide the right to utilize a certain amount of fishing effort. For example, an individual, partnership, or corporation that caught a metric ton of pollock which was processed could be allowed the application of one tillion¹ of fishing effort in perpetuity with the right to sell or lease that right.

May I suggest that this topic be added to our Agenda for discussion and, that with approval of the Council, it be referred to the Plan Development Team and the Scientific and Statistical Committee.

Sincerely yours,


Donald E. Bevan
Associate Dean

DEB/aw
cc: Charles Fullerton
D. L. Alverson
Steve Penoyer

1/ A tillion is that amount of fishing effort which will provide one percent of the monthly catch of Bering Sea pollock.

Council Workgroup Meeting on Gulf of Alaska Groundfish
November 18-19, 1985

Draft Minutes

The Council Workgroup met in Seattle on November 18-19, 1985 to consider management of Gulf of Alaska groundfish fisheries. In attendance were:

<u>Council</u>	<u>AP</u>	<u>SSC</u>	<u>Others</u>
Sara Hemphill	Ron Hegge	Don Bevan	Steve Davis
John Harville	Al Burch		Terry Smith
John Peterson			Joe Terry
John Winther			Fred Gaffney
Oscar Dyson			Clarence Pautzke
			Paul MacGregor
			Mark Lundsten
			Ray Olson
			Susan Blanding

Sara Hemphill chaired the meeting and the workgroup considered two main items: (1) goals and objectives, and (2) guidance to the Plan Team on revising the FMP.

Goals and Objectives

The workgroup reviewed what little progress has been made so far in setting specific goals and objectives for the Gulf of Alaska groundfish fisheries. When faced with a choice of the Council continuing to manage reactively, or taking the initiative to design a long-range plan that would give guidance to the industry, the workgroup strongly recommends that the Council choose the latter approach. At the suggestion of John Peterson, the workgroup chose the following statement as the overriding goal against which to judge all management decisions:

"Fish resources of the Gulf of Alaska will be managed in such a manner as to produce the maximum economic benefit to this nation."

The workgroup then reviewed the major issues concerning future management of the groundfish fisheries and recommended the goals statement in Attachment 1 for Council consideration. In defining "maximum economic benefit to this nation," the workgroup recommends that the Council first determine an economic value for each species and by gear group if necessary. This economic value would be determined by multiplying a total annual catch of each species (by gear type if necessary) by the average dockside or shipside price paid to the harvesters. The product value would be further increased by appropriate multipliers reflecting the value of the end product at retail level when sold in the U.S. or the F.O.B. dock value when sold export. The economic values so determined will be the basis for making management decisions so that the maximum economic benefit for the entire complex of species is achieved.

The workgroup realizes that the appropriate multiplier may be very difficult to determine. It will depend on the product market form. They recommend that whatever approach is taken to establish economic benefit, it be as simple as possible.

If the Council agrees with the workgroup's recommendations in Attachment 1 as a starting point, they can go on to consider more specific goals and objectives for the fisheries.

Revisions to the FMP

Schedule. The workgroup reviewed the revision schedule with members of the Plan Team. The Council originally instructed the Team to revise the plan using the annual management cycle as shown on the left below:

<u>Original</u>	<u>Event</u>	<u>Workgroup Proposal</u>
January 1986	Council initially reviews draft FMP	March 1986
March	Council reviews & approves draft FMP, RIR, etc., to go to public review.	June
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January 1	New FMP takes effect	mid-February 1987

The workgroup proposes the cycle at the right which would mean a one-to-two-month delay in implementing the plan in early 1987. The original schedule is just too tight to allow for adequate analysis and review given such a massive overhaul of the plan.

Economic approach to setting TACs. The workgroup reviewed three different approaches to setting TACs in the revised plan. The first two had been reviewed previously and are discussed in Attachment 2 which summarizes the workgroup's meeting of October 29-30, 1985. Method 1 sets target quotas on the basis of how much bycatch will be taken in that fishery. Method 2 is used by IPHC in setting halibut quotas and first accounts for the bycatch needs in other fisheries. Whatever remains is apportioned to the target fisheries. The third approach is an economic approach developed by Grant Thompson and Jim Balsiger which maximizes revenues from the fishery. It was explained to the workgroup and is summarized in Attachment 3. The workgroup recommended that the Plan Team and economists more fully develop this particular approach for Council review at a later date. The three methods being developed by the Plan Team will henceforth be known as Method 1, Bycatch-driven Target Quotas; Method 2, IPHC Accounting Method; and Method 3, Revenue Optimization Strategy.

Team Questions and Workgroup Responses. At the late October meeting the workgroup had requested the Team to identify various issues and pressure points on which Council advice would be needed. The Plan Team prepared a list of problems and questions with emphasis on the setting of TACs and the

Council workgroup gave some preliminary responses. At this meeting the Council further considered their responses as follows:

(1) Does the Council intend to allocate groundfish harvests by gear group, e.g. hook and line, trawls and pots?

Response: Yes.

(2) Does the Council intend to framework procedures for allocating harvests among gear groups or establish allocations by plan amendment?

Response: Everything that can be frameworked should be.

(3) Does the Council intend to constrain the target groundfish fisheries by controlling bycatch levels? If so, what are the criteria for determining these bycatch levels? (Historical levels? Maximum revenues? Other?)

Response: This question is premature. We really shouldn't talk about target fisheries or bycatch fisheries but rather mixed fisheries over a whole array of stocks.

(4) Does the Council intend to regulate bycatches of all species or just those that are now fully utilized by the U.S. fisheries, i.e., pollock and sablefish.

Response: The Council intends to manage all species but not necessarily regulate all of them.

(5) Should traditional fisheries receive priority to resources that they are fully harvesting, or should some accommodation to developing fisheries be made?

Response: The Council should give due consideration to maintaining traditional fisheries while maximizing economic benefit to the nation.

(6) Should wastage be allowed by adopting the prohibited species catch concept for halibut, crab, salmon and those groundfish species which have been fully harvested, or should retention be mandated?

Response: Wastage cannot be tolerated but we don't have a better way right now to manage the fishery.

(7) Should long-lived species, e.g. rockfish and POP continue to be a part of the management unit if their conservation and management impose substantial costs on other target fisheries?

Response: Again, we need to determine whether that protection produces the maximum economic benefit to the nation.

Next Meeting of Workgroup

The workgroup will meet again sometime during the week of the Council meeting in December, possibly on Wednesday, December 11, early in the morning. The workgroup wants to review its draft recommendations before they go forward to the Council.

11/22/85

Draft Goals Statement
for Management of Gulf of Alaska Groundfish Fisheries

Preamble

The North Pacific Council is committed to develop long-range plans for the Gulf of Alaska groundfish fisheries that will create financial stability in industry investment and will maintain the health of the resource and environment. In developing solutions to allocation and harvesting schemes, the Council will give overriding consideration to maximizing economic benefits to the nation. However, such management will:

- (1) Conform to the National Standards;
- (2) Be designed to assure that to the extent practicable:
 - a. a supply of food and other products may be taken and that recreational and subsistence benefits may be obtained on a continuing basis.
 - b. irreversible or long-term adverse effects on fishery resources and the marine environment are minimized;
 - c. there will be a multiplicity of options available with respect to future uses of these resources; and
 - d. give due consideration to traditional fisheries.

Principle Management Goal: Groundfish resources of the Gulf of Alaska will be managed in such a manner as to produce the maximum economic benefit to this nation.

In pursuit of this overriding goal, the Council establishes the following objectives:

Objective 1: The Council will establish annual harvest guidelines for each major groundfish fishery or species complex in the Gulf of Alaska.

Objective 2: The Council will consider all fishery-related removals for each groundfish species in setting annual harvest guidelines.

Objective 3: The Council will manage the fisheries to minimize waste by:

(a) developing alternative schemes to the existing PSC tool to address enforcement and covert targeting issues; and

(b) developing management schemes that encourage gear and fishing technique modifications to minimize the catch of non-targeted species.

Objective 4: Harvest guidelines for major Gulf of Alaska fisheries will include allocations for target and non-target species. These target species harvest levels will be set to allow the target fishery to proceed while minimizing bycatch of non-target species.

Objective 5: The Council will manage groundfish resources of the Gulf of Alaska to give priority to fully domestic fishery operations.

Objective 6: The Council will seek to develop effort control measures for Gulf of Alaska groundfish fisheries which enhance the opportunity to maximize their economic benefits from those fisheries and which extend harvest seasons or otherwise enhance the processing and marketing of fish products for the benefit of the fish industry and consumers.

DRAFT

Gulf of Alaska Groundfish
FMP Council Workgroup
and Plan Team Workgroup Meeting Report

INTRODUCTION

The Council's Gulf of Alaska and plan team subgroups met in Anchorage on October 29-30, 1985 to review preliminary results of the plan team's efforts to develop a computer spreadsheet accounting system for calculating bycatch and total allowable catches based on the TAC approach introduced by Don Bevan at the August Council meeting and further developed by Gary Stauffer and Steve Davis. The subgroups also reviewed progress in rewriting and frameworking the FMP. In attendance were:

Council Subgroup	Plan Team Workgroup	Other
Sara Hemphill	Ron Berg	Jim Branson
John Peterson	Terry Smith	Steve Dickinson
John Harville	Jim Balsiger	Ted Evans
Don Bevan	Will Barber	Paul MacGregor
Oscar Dyson	Ron Rogness	Ron Hegge
John Winther		Clarence Pautzke
Al Burch		H. Hirai
		Fred Gaffney

BACKGROUND

The plan team and Council subgroup met initially on October 3-4 in Seattle and discussed how to account for and control directed and bycatch fishery removals of groundfish species, halibut, salmon, and crabs in the groundfish fisheries. A plan team subgroup was assigned to develop a catch accounting system based on a computer spreadsheet such as Lotus 1-2-3, that would be capable of using bycatch rates observed in the fishery and specified bycatch ceilings to calculate directed TACs using the Bevan-Stauffer-Davis approach noted above (hereafter Method I). The subgroup reported back at this meeting with an example using Pacific cod and sablefish.

Method I: ABC for cod = 500,000 mt
 TAC for sablefish = 10,000 mt
 Expected bycatch rate of sablefish
 in the cod fishery = 1%
 Acceptable sablefish bycatch = 2,000 mt

Target Quota = Acceptable Bycatch/Bycatch Rate
 = 2,000 mt/ 0.01
 = 200,000 mt cod

Method I is based on the premise that the Council wants to account for and control the bycatch of less abundant groundfish species (e.g. sablefish, rockfish, POP, and Atka Mackerel) and halibut, crab, and salmon in major directed groundfish fisheries for much more abundant species such as pollock, Pacific cod, and flounders. The method assumes that bycatch rates developed from previous fisheries will apply to the next year's fishery. Then given a bycatch limit acceptable to the Council, the method back calculates TACs for

major species. These TACs may or may not be less than the respective ABCs. A computer spreadsheet program is used to facilitate these calculations.

A second method was introduced that is patterned after IPHC's system for setting halibut quotas. An example was presented using sablefish.

Method II: Sablefish ABC = 16,000 mt
Sablefish PSC = True bycatch mortality + Rebuilding
= 6,000 mt

Sablefish TAC = ABC - PSC
= 16,000 mt - 6,000 mt
= 10,000 mt

The major difference between the methods is that Method II gives first priority to bycatches in other fisheries by subtracting them away from ABC. The directed fishery for sablefish is what's left over. In contrast, Method I first establishes a bycatch ceiling and then constrains the other target fisheries via the bycatch rate.

A second difference is that in Method II, bycatch is treated as a prohibited species and cannot be retained. This has important regulatory, enforcement, and economic implications.

RESULTS

The subgroups reviewed both methods and Terry Smith and Jim Balsiger presented the results of the computer model based on Method I. Bycatch rates were based on the 1985 fishery and a 1,000 mt bycatch cap was specified for each species. TACs for directed fisheries were calculated for the following species and gear types:

Species	Gear Types
Pollock	Bottom trawl (BT), Mid-water trawl (MT)
Pacific cod	BT, Longline (LL)
Flounders	BT
POP	BT
Sablefish	BT, LL, Pot
Atka Mackerel	BT
Rockfish	BT

The Council subgroup suggested that the approach be modified by (1) using preliminary ABCs for 1986 as initial TACs; (2) calculating expected bycatches by fishery and distributing them the same as was observed in the 1985 fishery; and (3) making the following allocations between gear types:

Pollock	1/3 bottom trawl and 2/3 mid-water trawl
Pacific cod	85% bottom trawl; 15% longline
Sablefish	20% trawl; 55% longline; 25% pot

(After amendment 14)

Using this approach reveals that the directed fisheries for some species is zero because the species total TAC is dissipated as bycatches in other fisheries. The Council subgroup then recommended using expected 1986 catches instead of ABCs because there may be a large difference between the two for

such species as flounders. They also recommended that when presenting the computer model to the full Council, the team also provide an example of the model's output, a summary of problem areas, and a thorough explanation of how the model operates and its underlying assumptions.

The Council subgroup scheduled their next meeting for November 18-19 at the NWAFC in Seattle, the same week the plan team will meet to prepare the final Status of Stocks report. They will meet jointly at 4:00 pm, November 18 to review progress.

OTHER BUSINESS

FMP Rewrite: Steve Davis' draft outline and text was presented. The draft has four main framework sections including (1) setting harvest levels; (2) apportionments to DAP and JVP; (3) PSC limits and inseason adjustments; and (4) setting fishing seasons. Ron Berg discussed NOAA's guidelines for frameworking management measures, and noted that the most optimal measure is one that allows adjustments without OMB review. The adjustment would have to fall within bounds previously established and analyzed through the amendment process. He also presented a draft paper on modifying the Regional Director's authority to make inseason time/area adjustments for socioeconomic reasons as well as for conservation. Will Barber distributed a list of draft goals and objectives which he derived from the existing FMPs. The Council subgroup will provide comments on these documents by November 11 for the Plan Team to use at its November 18 meeting.

Request for Council Guidance: The Council subgroup noted that the plan team in the past has requested Council guidance in preparing amendments. Conversely, the Council has requested that the team inform them of trouble areas or pressure points on which Council advice would be needed. On the request of the Council subgroup, the plan team prepared a list of current problems and questions with emphasis on the setting of TACs using Method I and the computer spreadsheet model. The questions and the Council subgroup's preliminary responses follow:

1. Does the Council intend to allocate groundfish harvests by gear group, e.g. hook-and-line, trawls, and pots?

Response: Conceivably the Council could promote a "free-for-all"; other methods, eg. time and/or area divisions may be adopted when stocks are fully utilized.

2. Does the Council intend to framework procedures for allocating harvests among gear groups or establish allocations by plan amendment?

Response: The nature of the framework mechanism must be looked at; whatever should be frameworked should be; stressing the system will be continued, OMB objections notwithstanding.

3. Does the Council intend to constrain the target groundfish fisheries by controlling bycatch levels? If so, what are the criteria for determining these bycatch levels? (historical levels? maximum revenues? other?)

Response: This question should be a part of Question 1. Determining allocations is really the issue; the target species itself may be limiting; one must consider the interrelationship of all species.

4. Does the Council intend to regulate bycatches of all species or just those that are now fully utilized by the U.S. fisheries, i.e., pollock and sablefish.

Response: This question should be rewritten as follows: "Does the Council intend to manage all species or just those being fully utilized?"

5. Should traditional fisheries receive priority to resources that they are fully harvesting, or should some accomodation to developing fisheries be made?

Response: The conjunction "or" should be changed to "and"; The answer is "yes"; this question is already addressed by two Council objectives; see Council goal #6.

6. Should wastage be allowed by adopting the prohibited species catch (PSC) concept for halibut, crab, salmon, and those groundfish species which have been fully harvested, or should retention be mandated?

Response: This question is not relevant to developing the model. Wastage is economic; the PSC tool is the ultimate lever to prevent covert targetting if it is the only tool; alternatives to the PSC tool are better, if possible.

7. Should long-lived species, eg. rockfish and POP, continue to be a part of the management unit if their conservation and management impose substantial costs on other target fisheries?

Response: This question should be rewritten as follows: "Should long-lived species be managed?" Benign neglect and accepting loss is part of management.

NOTES ON A LINEAR PROGRAMMING APPROACH TO THE
MANAGEMENT OF GROUND FISH IN THE GULF OF ALASKA

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A program has been developed which prescribes harvest allocations to directed groundfish fisheries in the Gulf of Alaska. The program makes use of the three management areas currently used for most species in the Gulf of Alaska: western, central, and eastern. Within each area, catch is looked at in terms of 10 species or species groups and 16 fisheries (the number of fisheries exceeds the number of species because some species support target fisheries by more than one gear type).

The program prescribes harvest allocations to the involved fisheries by a process of constrained maximization, i.e. it attempts to maximize a given quantity subject to the condition that certain restrictions not be violated. In this case, the objective chosen was the maximization of total revenue from all fisheries in each area. The constraints imposed are as follow:

1) For each species, total catch from all fisheries (i.e. both directed catch and bycatch) must be less than or equal to the pre-determined TAC for that species in the area.

2) For each species, the harvest allocations prescribed for the fisheries which target on that species must be proportionate to a pre-determined ratio. For example, if the Council wished to set the harvest allocation of the pollock mid-water trawlers equal to that of the pollock bottom trawlers, an input ratio of 50:50 would be used. This set of constraints is optional; if the Council does not wish to use pre-determined ratios between gear types, input ratios of 0:0 will nullify these constraints.

3) For each fishery, the harvest allocation must be greater than or equal to a pre-determined minimum allocation. Care must be taken in exercising this type of constraint, because if minimum allocations are set too high, it may be impossible to find a feasible solution. This is because high minimum allocations may cause bycatches of some species to exceed TAC. As with the constraints described in (2) above, the minimum allocation constraints are optional; using minimum allocations of zero will nullify these constraints.

Sample output from the program (western area) is shown on the attached sheet. This output is offered purely for discussion purposes; different results could be obtained by using different inputs. The first table lists catch by fishery (row) and species (column). Species totals are compared with TAC's on the bottom two rows of the upper table.

The second table lists revenue (in thousands of dollars) by fishery and species. The bottom two rows compare total revenue for each species with the revenue which would have resulted from harvesting TAC for that species. The second table also shows total revenue for all species combined, compared with the revenue that would result from harvesting TAC for all species.

PLFPLAN/OUTPUT (11/15/85)

No. of Prio

		POL	COD	FLO	POP	SAB	ATK	ROC	CRA	HAL	SAL
100											
200	POL BT	16282	456	1856	993	651	293	98	0	179	0
300	POL MT	8129	114	171	33	33	0	8	0	16	0
400	COD BT	124	2703	343	5	0	0	0	0	14	0
500	COD LL	92	15317	123	0	398	0	0	0	858	0
600	FLO BT	4	9	100	1	10	0	0	0	6	0
700	POP BT	5	7	4	100	3	4	12	0	6	0
800	SAB BT	40	4	10	81	690	0	2	0	3	0
900	SAB LL	0	2	2	1	251	0	5	3	4	0
1000	SAB PD	0	1	2	0	553	0	0	0	0	0
1100	ATK BT	324	495	114	1086	44	4378	83	0	79	0
1200	ROC BT	0	9	41	313	7	3	551	0	9	0
1300	CRA PD	0	2530	0	0	0	0	0	1861	0	0
1400	HAL LL	0	18	0	0	1	0	0	0	100	0
1500	SAL TR	0	0	0	0	0	0	0	0	0	8970
1600	SAL GN	0	0	0	0	0	0	0	0	0	8970
1700	SAL SE	0	0	0	0	0	0	0	0	0	8997
1800											
1900	SUM	25000	21664	2766	2613	2640	4678	759	1864	1273	26937
2000	TAC	25000	37500	23000	3500	2640	4678	759	1864	1273	26937
2100											
2200											

RESULTS IN 1000'S OF \$: (TOTAL = 144976, POTENTIAL = 152562)

		POL	COD	FLO	POP	SAB	ATK	ROC	CRA	HAL	SAL
2500											
2600	POL BT	1547	121	286	307	356	45	30	0	296	0
2700	POL MT	772	30	26	10	18	0	3	0	27	0
2800	COD BT	12	716	53	2	0	0	0	0	22	0
2900	COD LL	9	4059	19	0	218	0	0	0	1419	0
3000	FLO BT	0	2	15	0	5	0	0	0	11	0
3100	POP BT	0	2	1	31	2	1	4	0	10	0
3200	SAB BT	4	1	1	25	378	0	1	0	5	0
3300	SAB LL	0	1	0	0	137	0	2	17	6	0
3400	SAB PD	0	0	0	0	302	0	0	0	0	0
3500	ATK BT	31	131	18	336	24	674	26	0	130	0
3600	ROC BT	0	2	6	97	4	0	170	0	15	0
3700	CRA PD	0	670	0	0	0	0	0	12314	0	0
3800	HAL LL	0	5	0	0	1	0	0	0	165	0
3900	SAL TR	0	0	0	0	0	0	0	0	0	39558
4000	SAL GN	0	0	0	0	0	0	0	0	0	39558
4100	SAL SE	0	0	0	0	0	0	0	0	0	39677
4200											
4300	SUM	2375	5741	426	807	1444	720	234	12330	21061	118792
4400	TAC	2375	9938	3542	1082	1444	720	234	12330	21061	118792