

A variety of approaches has been used to control effort in harvesting the renewable resources managed by the United States. These procedures have tended to control the number of participants (access), rather than overall effort. Management approaches tend to use quotas or limit the amount of use as a means of protecting the resource. Not all measures are totally successful nor applicable to other types of renewable resources. Timber harvests on public lands are managed by competitive bid. Water rights are most often based on historical use. Exclusive grazing rights on public lands are granted by the government, usually based on historical use, although these rights can also be sold or leased by private parties. Air pollution for certain types of pollutants is controlled by issuing marketable rights (waste allocations) to historical polluters. In some fisheries, access is controlled by marketable permits.

Additionally, management of these resources relies on specific effort restrictions designed to reduce use by each entity or to make each entity less efficient. These can be fines for excess use (air pollution), restrictions on types of use (grazing, fishing), fees (grazing), or restrictions on the type of harvest equipment (fishing). This list is not comprehensive but gives some idea of the variety of measures currently in use by the United States government.

1.3.2 Halibut Hook and Line Fishery off Alaska

The overriding characteristic of the halibut hook and line fishery is that it has developed into a "derby" fishery as a direct outgrowth of open access. This type of fishery is characterized by progressively greater numbers of fishermen and/or increased fishing power of vessels pursuing a finite resource during progressively shorter seasons. These developments have led to problems directly related to the length of seasons and to intensified competition on the grounds. Season length in Area 3A, which typically comprises the bulk of the halibut harvest off Alaska, has declined steadily from 47 days in 1977 to 3 days in 1990. The 1991 season in this area is expected to be 2 days. Increasingly there are reports of grounds overcrowding and gear conflicts where fishermen are laying skates of longline gear over other fishermen's gear. One result of this is that many miles of baited longline gear are lost on the fishing grounds. The derby type fishery is typical of the halibut fisheries throughout the Gulf of Alaska while in the Bering Sea it is mitigated, in some regulatory areas, by special trip limits and clearance requirements designed to allocate the harvest to specific native communities. The result is that seasons are spread out over a much longer period of time in these areas. Halibut landings from these represent a small portion of the overall annual harvest off Alaska.

A further description of the halibut fishery, participation, landings and so forth can be found in subsequent chapters of this document.

1.3.3 Goals and Objectives of Limited Entry

Ten problems have been identified by the Council. Some are more applicable to the groundfish and crab fisheries than to the halibut fishery, but all are, at least in part, relevant to halibut management. The ten identified problems are:

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| 1. Allocation conflicts | 5. Discard mortality | 9. Economic stability in the fishery and communities |
| 2. Gear conflict | 6. Excess harvesting capacity | 10. Rural coastal community development of a small boat fishery |
| 3. Deadloss | 7. Product wholesomeness | |
| 4. Bycatch loss | 8. Safety | |

DRAFT FOR PUBLIC REVIEW

ENVIRONMENTAL IMPACT STATEMENT
REGULATORY IMPACT REVIEW
INITIAL REGULATORY FLEXIBILITY ANALYSIS
FOR
PROPOSED INDIVIDUAL FISHING QUOTA
MANAGEMENT ALTERNATIVES FOR THE
HALIBUT FISHERIES IN THE
GULF OF ALASKA
AND
BERING SEA/ALEUTIAN ISLANDS

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