

M E M O R A N D U M

TO: Council, SSC, and AP Members

FROM: Jim Branson
Executive Director

DATE: September 17, 1981

SUBJECT: Bering Sea/Aleutian Islands Groundfish Fishery Management Plan

ACTION REQUIRED

- I. *Council approval of Amendment #3, Controlling the Incidental Catch of Prohibited Species, is required in order to submit this amendment for Secretarial Review.*
- II. *The Council needs to reiterate its policy for the development of the domestic groundfish fishery and the incidental catch of salmon, halibut, king crab and Tanner crab.*

BACKGROUND

- I. The Bering Sea/Aleutian Island PDT met with Council, AP, and SSC subgroup members on August 18 and 19 to draft the final form of Amendment #3. This draft was mailed to the public shortly thereafter.

This latest version of the amendment differs from previous drafts in that reductions in prohibited species catches (PSC) are calculated based on catch rates. Two main objectives of the amendment have also been included, as well as a suggested Council policy statement for the domestic trawl fishery.

These changes respond to comments made by individual council members at the July meeting.

Copies of the Amendment package are available from Peggy.

- II. Participants at the August 18 and 19 meeting felt that the Council needed to clarify and state its policy on domestic trawling and the incidental catch of prohibited species. The PDT concurs with that feeling.

The Council has already taken some action to limit the incidental halibut catch in the Bering Sea and the Gulf of Alaska by the domestic trawl fishery.

A one percent Pacific halibut incidental catch limit was set for domestic trawlers fishing in the Bristol Bay Pot Sanctuary.

In the Gulf of Alaska, from December 1 through May 31 when the incidental trawl catch of halibut in the Western, Central or Eastern statistical area exceeds 29 mt, 52 mt or 31 mt respectively, the area closes to domestic trawling for the remainder of the period.

In addition, the flatfish OY (33,500 mt) for the Gulf of Alaska has been set at 50% of the ABC (67,000 mt) to minimize adverse impacts on the halibut fishery.

The Federal Regulations for the Gulf of Alaska domestic trawl fishery prohibit the retention of halibut, Tanner crab, or salmon.

III. The Bering Sea/Aleutian Islands FMP is scheduled to be implemented on January 1, 1982. The Region and Council staff collaborated to submit the final documentation needed to publish the Final Regulations. We are anticipating that Amendment 1a, protection of chinook salmon and Amendment #2, increasing Pacific cod OY and yellowfin sole DAH, will be implemented simultaneously with the FMP.

Amendment #1, the multi-species Optimum Yield, was received in Washington, D.C. on September 2, 1981. We will keep you informed of its progress through the labyrinth, we do not expect implementation until after the FMP is implemented.

Bering Sea/Aleutians Groundfish Amendment:Annex

The North Pacific Fishery Management Council believes that domestic fishermen targeting on the groundfish fisheries of the Bering Sea and Aleutians share a responsibility to avoid to the fullest extent practicable the incidental taking of halibut, salmon, king crab, and Tanner crab. They also share with the North Pacific Fishery Management Council a responsibility to develop an accurate information base concerning these species through maintenance of logbooks, accurate reporting of catch, and contributions to knowledge of fish distribution, behavior, etc.

The North Pacific Fishery Management Council advocates and strongly supports development of domestic harvesting and processing of the groundfisheries of the Bering Sea and Aleutian Islands. To avoid any unnecessary impediments to that development, the Council will not at this time recommend any regulations of the domestic fishery specifically designed to protect "prohibited" species. However, the Council also is fully committed to protection from needless waste of stocks of salmon, halibut, king crab, and Tanner crab which are fully utilized in other domestic fisheries. Furthermore, in accordance with MFCMA provisions, the Council has a continuing obligation to assure their management in accordance with optimum use objectives. Therefore, the Council charges domestic fishermen to develop their fishing strategies, techniques, and practices with full regard for and attention to the objectives of the Council for protection of species not properly a target of those groundfisheries, as demonstrated by the measures taken to assure protection by foreign fleets. The Council urges domestic fishermen to study the techniques used by foreign

fleets to meet Council requirements for protection of non-target species, to adapt those techniques where appropriate for domestic use, and to experiment actively with gear modifications, selection of time and area fishing strategies designed to avoid concentrations of prohibited species, and other techniques designed to develop a clean fishery. The Council will work with domestic fishermen to facilitate transfer of useful information and technology from foreign sources, and to insure the collection of relevant fisheries data and information from all sources, foreign and domestic.

The Council will follow the development of Bering Sea and Aleutian Island groundfish fisheries with much interest, and with particular attention to the success of those fisheries in avoiding unnecessary or excessive taking of prohibited species.

The Council hopes that through voluntary measures developed with the cooperation of domestic fishermen, stocks of salmon, halibut, king crab, and Tanner crab can be sufficiently sequestered from unnecessary and wasteful bycatch to make unnecessary the imposition of special protective regulations upon the domestic groundfish fishery.

ATTACHMENT 2

TABLE 1 -- Target Reduction Schedule from 1977-80 Base Levels

Year	Metric Tons per mt groundfish		Number of Individuals per mt groundfish		
	Halibut	Chinook	Salmon ^{2/} Total Salmon ^{1/}	King Crab	Tanner Crab
<u>Base Catch Rates</u>					
1977-80	3,182	74,400	80,000	916,804	16,003,329
Average	1,258,102			1,258,102	1,258,102
<u>Schedule of Reduction (percent of base catch rates or absolute catch levels)</u>					
(1981)	--	--	--	--	--
(1982)	90%	55,200	60,054	90 95%	95%
(1983)	80%	45,500	49,457	80 90%	90%
(1984)	→ 70%	to be determined ^{3/}	85%	70 85%	→
(1985)	60%	to be determined	80%	60 80%	
(1986)	50%	16,250 ^{3/}	17,663 ^{3/}	50 75%	75%

1/ Absolute numbers of salmon are calculated on the assumption that ⁹³92% of incidentally-caught salmon are chinook.

2/ The total salmon will not be exceeded for all salmon. Further, the chinook shall not exceed the yearly limit subject to the roll over provisions.

3/ A full and complete review of the salmon incidental catch reduction program will be conducted in 1983 to determine what the salmon incidental catch limits should be thereafter. This review will consider the status of the salmon resource, the economic and technological possibility of further incidental catch reductions, and other relevant matters. The review would also consider the economic and technological reasonableness of the goal set out above.

North Pacific Fishery Management Council

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

Suite 32, 333 West 4th Avenue
Post Office Mall Building



Mailing Address: P.O. Box 3136DT
Anchorage, Alaska 99510

Telephone: (907) 274-4563
FTS 271-4064

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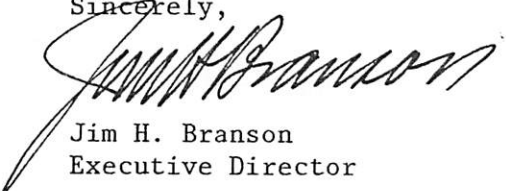
Dear Reviewer:

Enclosed is the latest draft of Amendment #3, Controlling the Incidental Catch of Prohibited Species, to the Bering Sea/Aleutian Islands Groundfish FMP. The Council will review it at the September 24-25 meeting and, if they approve it, will submit it to the Secretary of Commerce for review and implementation.

This version of Amendment #3 differs from previous versions which you have received and the Council has considered. Reduction in prohibited species catches (PSC) are now calculated as a catch rate rather than a fixed number and two main objectives for the amendment have been included.

Comments and testimony on this draft of Amendment #3 are welcome through the September 24-25 Council meeting.

Sincerely,



Jim H. Branson
Executive Director

JP

AMENDMENT #3

Controlling the Incidental Catch of Prohibited Species in the Bering Sea/Aleutian Groundfish Fishery (August 19, 1981 Draft)

INTRODUCTION

The first version of Amendment #3, Controlling the Incidental Catch of Prohibited Species in the Bering Sea/Aleutian Islands Groundfish Fishery, has gone through two public hearings (April 18 and 22, 1981) and been reviewed by the North Pacific Fishery Management Council (NPFMC). This version is drafted to take into consideration the comments and recommendations made by the public, the SSC, and the Council through the July 1981 meeting. The purpose of Amendment #3 is to reduce the amount of those prohibited species taken incidentally in the extensive groundfish fisheries in the Plan region.

This package contains: I. Council Instructions to the PDT; II. Objectives and Guidelines; III. Proposed Procedure; and IV. Domestic Fisheries.

I. COUNCIL INSTRUCTIONS TO PDT

At the May meeting of the NPFMC, the Council instructed the Plan Development Team (PDT) to redraft Amendment #3 to the Bering Sea/Aleutians Groundfish FMP. The specific instructions, according to minutes of the Council, are:

"Don Bevan moved that the Council ask the Plan Development Team to draft a modified version of Amendment #3 based on the Allowable Incidental Catch concept which would close a nation's fishery when it reaches its assigned AIC. The draft should include the use of an initial AIC (a percentage reduction of final AIC) to assure that the Bering Sea/Aleutian Islands area is closed to a nation before the final AIC is reached, and authority for the Regional Director to re-open areas to specific gear types which demonstrate an ability to avoid prohibited species until the final AIC is reached, when the entire area would close to all that nation's groundfish fleets. The Team should explore additional incentives to minimize prohibited species catches and provide flexibility for the Regional Director to respond in emergency situations. Amendment #3 would not apply to the domestic fishery; the foreign longline fishery would be exempted for catches of crab and salmon; and further study would be conducted to explore the impact of foreign longliners on the catch of halibut. The motion was seconded by Charles Meacham. Upon call for the question, the motion was unanimously approved. The Council expressed concern over the connotation of the term "Allowable Incidental Catch" because it infers that such catches are permissible and retainable. They asked the Plan Development Team to find a term to replace AIC--possibly PSC--"Prohibited Species Catch," which would underscore the fact that prohibited species are to be avoided and cannot be retained."

At the July Council meeting, Council members gave the PDT the following instructions for further modification of the amendment package:

- A. Unlink the domestic and foreign fisheries when calculating the foreign PSC. Establish a separate management regime for the foreign fishery.
- B. Consider 10 percent for the yearly reduction for Pacific halibut.
- C. Calculate percent reductions in PSC from the latest available status of stocks and abundance estimates. Reductions should not be a percentage reduction from the previous year's prohibited species catch, nor a straight line reduction over time from a base figure.
- D. Exempt foreign longliners from any prohibited species management measures at this time. The foreign longline fishery will be closely monitored and appropriate action taken if warranted.
- E. Provide for determination of PSC's in advance of the fishing year, so that fishermen know what to expect and can plan strategies accordingly.
- F. Consider using incidental exploitation rates applied to the latest status of stocks information to arrive at the PSC figures. The incidental exploitation rate could be changed according to prohibited species' abundance and/or according to the Council's goals.

Council members mentioned two points of concern for determining when to apply prohibited species management measures to domestic fishermen:

- A. when the domestic prohibited species by-catch threatens the biological condition of the stocks, i.e., causes a conservation problem; and
- B. when the domestic fishermen catch double their present prohibited species catch.

II. OBJECTIVES AND GUIDELINES

- A. The two main objectives are:
 - 1. to effect gradual reductions in the catch of prohibited species by the foreign groundfish fishery consistent with the need to provide opportunities to catch the TALFF of groundfish; and
 - 2. to provide an environment which is supportive of domestic harvesting of groundfish with an awareness of principles and techniques for minimizing incidental catches of Pacific halibut, salmon, and king and Tanner crabs.

- B. Two sets of guidelines are used to determine procedures for controlling the incidental catch of prohibited species:
1. that procedures chosen should provide incentives and opportunities for fishermen to modify their gear, fishing techniques, or whatever is appropriate to reduce incidental catch of prohibited species so that long-term solutions would result from the actions; and
 2. that regulations chosen would be applied to foreign fisheries only at this time.

III. PROPOSED PROCEDURE

The recommended procedure of the Council is to establish prohibited species catch (PSC) levels for certain species whereby elements of the groundfish fishery may be subject to closure if exceeded.

Prohibited species catches will be established for salmon (all species combined), Pacific halibut, king crabs, and Tanner crabs. All other prohibited species listed in the FMP are subject to their present regulations.

Features of the PSC concept include the following:

- A. Establishment of targets for PSC's:
 1. determination of base PSC rates for measurement,
 2. determination of target rates and period of reduction, and
 3. determination of annual percentage rate of reduction.
 - B. Annual review and adjustment of PSC.
 - C. Distribution of PSC's to foreign nations.
 - D. Non-retention of prohibited species.
 - E. In-season implementation of PSC proposal and incentives for PSC reduction.
 - F. Estimation of PSC.
- A. Establishment of Targets for Prohibited Species Catches

This Amendment proposes to control incidental catch of prohibited species in the foreign groundfish fishery by gradually reducing the incidental catch rate of prohibited species over a fixed period. Prohibited species catches will be determined each year based on target catch rates and the amount of TALFF available that year. They may be further adjusted for changes in population abundance and socioeconomic implications of prohibited species regulations on the foreign groundfish fisheries and the domestic fisheries dependent on these species.

Target catch rates are established through 1986 by the following three steps: determination of base PSC rates for measurement, determination of target rate and period of reduction, and determination of the annual percentage rate of reduction.

1. Base PSC rates for measurement. The average incidental catch of prohibited species and total groundfish by foreign nations during 1977-80 are used to calculate the catch rate (prohibited species/total groundfish) as the base level for each prohibited species from which PSC's are determined.
2. Target rates and period of reduction. Target rate and period of reduction for each prohibited species are determined differently as follows:

Pacific halibut - 50% reduction in 5 years.

Note: The PDT originally recommended 75% reduction in 5 years but the Council suggested a less stringent schedule of reduction because of the difficulty of avoiding halibut in the yellowfin sole fishery.

Salmon - About 80% reduction in 6 years (75% reduction from 1981 in 5 years) as proposed by agreement for chinook salmon between western Alaskans and Japanese trawling interests. This schedule is very similar to the original PDT proposal.

King and Tanner Crabs - 25% reduction in 5 years.

Note: This reduction schedule differs from the earlier proposal. The PDT felt that the reduction schedule should more accurately reflect conditions in these fisheries, i.e., (1) the insignificant biological impact of the incidental catch on the population of crabs, and (2) the lesser socioeconomic impact of the incidental catches on the domestic crab fishing industry. As reported in Reeves (1981, Council Document #13) most of the crabs taken are golden king crabs (77-91% of king crab by-catch) and Chionocetes opilio (59-75% of Tanner crab catches).

3. Annual percentage rate of reduction. A straight line schedule of reduction from the base catch rates is adopted as annual target rates of reduction for each prohibited species.

Based on the principles adopted for the three main steps for determination of PSC rates, the following schedule for reductions are recommended:

TABLE 1 -- Target Reduction Schedule from 1977-80 Base Levels.

Year	Metric Tons per mt groundfish		Number of Individuals per mt groundfish	
	Halibut	Salmon ^{1/}	King Crab	Tanner Crab
<u>Base Catch Rates</u>				
1977-80	3,182	80,042	916,804	16,003,329
Average	1,258,102		1,258,102	1,258,102
<u>Schedule of Reduction</u> (percent of base catch rates or absolute catch levels)				
(1981)	--	--	--	--
(1982)	90%	59,400	95%	95%
(1983)	80%	48,900	90%	90%
(1984)	70%	to be determined	85%	85%
(1985)	60%	to be determined	80%	80%
(1986)	50%	to be determined	75%	75%

^{1/} Absolute numbers of salmon are calculated on the assumption that 93% of incidentally-caught salmon are chinook salmon whose limits have been agreed by principal user groups.

Based on information in the Council Document #13, it is believed that the established catch rates contained in Table 1 are consistent towards meeting Objective A of this Amendment. However, it is conceivable that changes to the stocks and the fishery could occur, in which case the established catch rates may no longer meet the objective, and therefore must be adjusted. Therefore, this Amendment contains provisions for annual reviews and adjustments to PSC regulations.

Halibut and Crabs

The catch reduction schedule for halibut and crabs is expressed as a percentage of 1977-80 incidental catch rates (weight or number of prohibited species per metric ton of groundfish caught). Since the amount of TALFF and reserves cannot yet be determined by year (year i), the absolute amount of prohibited species (species j) will have to be determined each year as follows:

$$PSC_{ij} = (\text{Base Catch Rate}_j \times \text{Percent Target Reduction}_{ij}) \times (\text{TALFF}_i + \text{Reserves}_i)$$

The calculated PSC's will be reviewed annually and may be adjusted by the Regional Director, in consultation with the Council, as provided for in the annual review process of this Amendment.

PSC's are not established for DAH of groundfish since this Amendment does not apply to domestic fishermen. However, when groundfish releases are made from unneeded DAH to TALFF during the fishing year, additional PSC's are calculated to supplement PSC's established for the foreign fisheries at the beginning of the year as follows:

$$\text{PSC}_{ij} = (\text{Base Catch Rate}_j \times \text{Percent Target Reduction}_{ij}) \\ \times \text{release from DAH}_i$$

As any nation's established PSC for halibut, king crab, or Tanner crab is approached by the fishery (i.e., when the Regional Director projects that a nation's groundfish allocation may not be reached due to premature achievement of PSC and if the problem cannot be resolved by voluntary actions of the foreign fleets), the Regional Director may, in consultation with the Council, issue field orders to impose time, area, and/or gear restrictions on that nation to reduce the incidental catch of that prohibited species. Once the final PSC is reached, the entire Plan region is closed to fishing of the affected nation, unless exempted by the Regional Director for selected elements of the fleet to continue fishing as provided for in this Amendment.

Salmon

The catch reduction schedule for salmon is for all species of salmon combined. The principal user groups (western Alaskans and Japanese trawling interests) have further agreed that the schedule of reduction for chinook salmon should be as follows:

65,000 fish in 1981
55,250 fish in 1982
45,500 fish in 1983

The principal parties have also agreed that to the extent reasonably possible, incidental catch limits after 1983 should be reduced further for the purpose of achieving a goal of a 75% reduction from the 1981 level within five years; i.e., 16,250 chinook salmon for the 1986 fishing year.

The principal parties have further agreed that the salmon incidental catch limits will be subject to annual review and that a full and complete review of the incidental catch reduction program should be conducted in 1983 to determine what incidental catch limits should be established thereafter. This review would consider the status of the chinook salmon resource, the economic and technological possibility of further incidental catch reduction, and other relevant matters. The review would also consider the economic and technological reasonableness of the goal set out above.

The PDT endorses this agreement. The catch reduction schedule in Table 1 for all salmon is based on the assumption that 93% of incidentally-caught salmon are chinook salmon.

The recommended schedule of reduction for salmon also includes the following features:

- (a) A rolling PSC limit for chinook salmon which fixes the by-catch levels over a moving three-year period, will be in effect. In any year, a nation's incidental catch may exceed the specified limit by up to 10%.

Provided that the total incidental catch by that nation in any consecutive three-year period may not exceed the sum of the PSC limits for those three years.

Note: The rolling PSC concept applies to chinook salmon only, but not to other prohibited species.

- (b) Once the rolling PSC limit is reached for chinook salmon, Bering Sea Area II will be closed to trawlers of the affected nation, as well as part of Area I lying between 55°N and 57°N and between 165°W and 170°W for so much of the months of January, February, March, October, November, and December which remain in that fishing year.
- (c) If any more chinook salmon are caught in the areas which remain open, those catches would be deducted from the next years' by-catch of the affected nation consistent with the rolling PSC limit.

B. Annual Review and Adjustment of Prohibited Species Catch

Since fisheries resources and socioeconomic conditions of the fishing community are expected to change, the Council should review, annually, the PSC regulations.

Calculated PSC's will be reviewed annually and may be adjusted by the Regional Director, in consultation with the Council, to respond to such changes to the stocks and the fishery as:

1. changes in the stock condition and abundance of prohibited species;
2. changes in stock condition and abundance of target groundfish species;
3. impact on operational ability of foreign fisheries to take their TALFF; and
4. degree of socioeconomic impact of prohibited species catches on domestic fisheries dependent on them.

Based on similar changes, the Council may also review annually,

1. the target rates and period of reduction; and
2. the percentage reduction in rates from the previous year which are used to calculate PSC's.

In the annual adjustments of PSC's, the Regional Director, in consultation with the Council, will consider all of the following, in order of priority:

1. the need to protect prohibited species for biological and other conservation reasons;
2. the impact of PSC's on the domestic fisheries dependent on these species;
3. the impact of the PSC regulations on development and operation of domestic groundfish fisheries; and
4. the impact of PSC's on the foreign groundfish fisheries.

Prior to the beginning of each year, the latest technical information bearing on changes to the stocks and the fishery will be provided to the Regional Director and the Council so that decisions for adjusting PSC's can be made by the beginning of the year. Once determined, the final PSC's shall be established through field orders by the Regional Director.

C. Distribution of PSC's to Foreign Nations

It is recommended that PSC's in any year (year i), be distributed by specific species (species j) by nation in direct proportion to the nation's groundfish allocation as follows:

$$\text{Nation's PSC}_{ij} = \frac{\text{Nation's Groundfish Allocation}_i}{\text{TALFF}_i + \text{Reserves}_i} \times \text{PSC}_{ij}$$

Using the above formula, small amounts of PSC's are expected to be held in reserve for later distribution since some groundfish are also held in reserve.

The foreign longline fisheries are exempted for PSC's on salmon, halibut, king crab, and Tanner crab; but will be monitored closely for its impact on them.

The Regional Director, in consultation with the Council, will be empowered to include foreign longliners by field order in the PSC regulations if they are determined to have detrimental impact on prohibited species.

Although a nation's PSC may have been reached, the Regional Director, in consultation with the Council, will also be empowered to allow selected fishing elements of the nation's fleet to continue fishing under specified conditions until the nation's allocation is reached, if the enforcement and observer coverage are sufficient to ensure that the elements are not a serious threat to prohibited species. Any additional prohibited species catch may be considered when establishing future PSC limits.

After evaluation, the decisions to include and exclude these selected gear types from PSC regulations will be established through field orders by the Regional Director.

D. Non-retention of Prohibited Species

Incidentally caught prohibited species cannot be retained. Each foreign fishing vessel shall sort its catch as soon as possible after retrieval of the catch and, after allowing for sampling by an observer (if any), shall return any catch of prohibited species, or parts thereof, to the sea immediately with a minimum of injury regardless of its condition.

E. In-Season Implementation of PSC Proposal and Incentives for PSC Reduction

In making supplemental foreign allocations during a fishing year, it is recommended that the Secretary of State, in consultation with the Secretary of Commerce, consider the effort and ability of each nation to fulfill the objectives of this Amendment. It is inconsistent with the objectives of this Amendment for any nation to conduct its fishing operations without: (1) an earnest attempt to reduce its catch of prohibited species; and (2) remaining within its PSC limitations. Supplemental allocations should serve to reward a nation for its past performance and should serve as an incentive to continue its operating methods that avoid prohibited species. A nation's effort to comply with this amendment is therefore a legitimate and important consideration in making foreign allocations.

In order to arrive at long-term solutions for controlling incidental catch of prohibited species, the foreign groundfish fisheries are encouraged to:

1. conduct approved gear research and experiments to reduce PSC;
2. collect detailed information on the characteristics of incidental catches; and
3. transfer the information and gear technology to the U.S. for use by the Government and the industry.

As an incentive for gear research, catches of prohibited species during any research aimed at long-term solutions for controlling incidental catches of prohibited species that are approved by the National Marine Fisheries Service will be exempted from the PSC limits for that nation, for that year. Groundfish catches during the research will continue to be counted towards the nation's allocations.

F. Estimation of Prohibited Species Catch

Catches of prohibited species will be estimated from data by U.S. observers and other reported statistics that are considered reliable.

IV. DOMESTIC FISHERY

The PDT requests that the Council clarify and state its policy for the domestic groundfish fishery and the incidental catch of salmon, halibut, king crab, and Tanner crab.

ANNEX I. A PROPOSAL FOR A COUNCIL POLICY STATEMENT ON THE DOMESTIC FISHERIES

The following statement was drafted by interested parties at the August 19 PDT meeting:

The Council believes that domestic fishermen should be aware that incidental catches of halibut, salmon, king crab, and Tanner crab may affect other domestic fisheries and appreciate the need to minimize, to the fullest extent practicable, their incidental take of these species. It also believes that all domestic fishermen have a responsibility to develop an information base concerning these species through maintenance of logbooks, accurate catch reports and contributions to knowledge of fish distribution, behavior, etc.

The Council advocates and strongly supports development of domestic harvesting and processing of Bering Sea and Aleutian Islands groundfish. At the same time, it is fully committed to minimize the impact of groundfish trawl fisheries on stocks of salmon, halibut, king crab, and Tanner crab, consistent with rational utilization of the resources. In so doing, the Council recommends that domestic fishermen develop their fishing strategies, techniques, and practices with appreciation of the objectives of this Amendment.

The Council urges domestic fishermen to study and adopt, where possible, proven techniques used by foreign fleets and to develop their own techniques and strategies which accomplish the same objectives.

The Council will help facilitate direct transfer of information and technology from foreign and domestic sources to the fishing industry.

The Council will follow the development of Bering Sea and Aleutian Islands domestic groundfish fisheries with particular attention to their incidental catches of salmon, halibut, king crab, and Tanner crab. It recognizes that the policy implication of these incidental catches by the domestic fishery are quite different from those by the foreign fishery. These implications include allocation of catches among domestic groups and must be fully evaluated from a different perspective from this amendment if it is necessary to develop any regulations in the future.