

MEMORANDUM

TO: Council and Board Members

FROM: Jane DiCosimo  
Fishery Biologist

DATE: January 27, 1998

SUBJECT: Halibut Management Issues

**ACTION REQUIRED**

- (a) Protocol for halibut local area plans.
- (b) Review of Sitka Sound Local Area Halibut Management Plan.
- (c) Update on rescheduling final action on subsistence/personal use.
- (d) Discuss Halibut GHL Committee.

**BACKGROUND**

(a) Local Area Plans

A draft protocol for development of local area fishery management plans is under Attachment 1. It was developed by the joint committee at its early January meeting. On October 24, 1997, the Board put out a call for local plans for Cook Inlet and Kodiak for its 1998-99 cycle. Proposals are due in April 1998 and will be considered by the Board next November. The committee recommends that the Board/Council approve the protocol and begin using it for processing local area proposals in 1998.

(b) Sitka Sound Local Area Plan

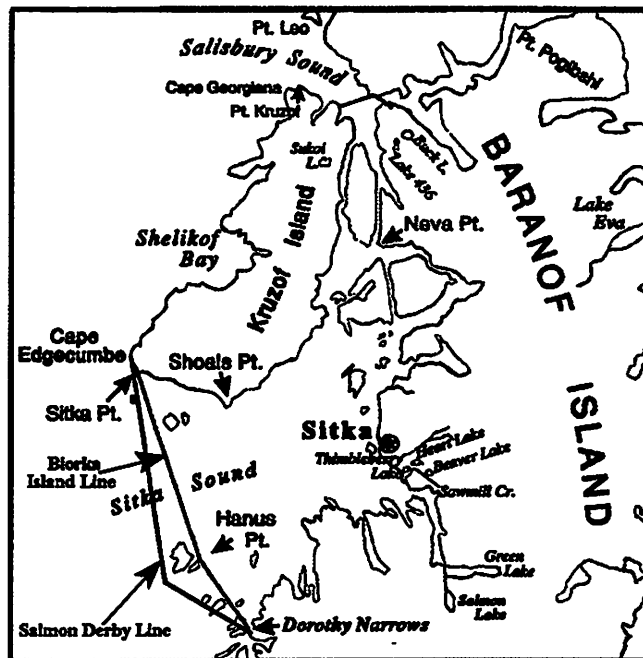
The Council is scheduled to take final action on the Sitka Sound local area management plan as it was last forwarded by the BOF. The analysis had been scheduled for final action in September 1997, but was delayed until February 1998 to allow the BOF's committee to readdress a problematic residency requirement. The Sitka Sound Task Force reconvened in November 1997 and removed the residency requirement and modified a commercial vessel trip limit. The Sitka Fish and Game Advisory Committee Chairman submitted these changes to the Council in December 1997. The Council has not been formally notified that the BOF accepted these changes from its committee.

Since both the trip limit and residency requirement changes are less restrictive than those analyzed, the Council could make a final decision in February without reanalysis. The alternatives included in the analysis before the Council are:

Alternative 1. Status Quo. Do not develop a local area management plan for Sitka Sound.

Alternative 2. Create a local area management plan for Sitka Sound with the following provisions:

- (1) Halibut longliners larger than category "D" (> 35 ft LOA) would be prohibited from harvesting halibut in the Sitka Sound area, defined as a line across Kakul Narrows at the Green Buoy and from a point on Chichagof Island to Kruzof Island adjacent to Sinitsin Island, on the North to the Sitka Salmon Derby Boundary on the South.
- (2) Halibut longliners in the category "D" would be prohibited from harvesting halibut in the Sitka Sound area, same boundaries for larger vessels in the North, and inside of a line from Sitka Pt. to Hanus Pt. (14450 Loran Line) and from Hanus Pt. to the Green Marker in Dorothy Narrows and Across to Baranof Islands in the South in June, July, and August. 1,000-pound trip limit in this area during the time it is open. Halibut catch in Sitka Sound will be monitored for growth rate.



- (3) Inside the same areas defined for the category "D" longliners during the months of June, July, and August, fishing for halibut would only be allowed by: (a) personal use fishery; (b) subsistence fisheries; and/or (c) non-guided sport fishery

(c) GHL Committee

The NMFS Alaska Region Administrator informed the Council that the guideline harvest level (GHL) for the halibut guided sport (charterboat) fleet for Areas 2C and 3A approved by the Council in September 1997, will not be published as a regulation (Attachment 2). Further, since the Council has not yet articulated the specific management measures NMFS should implement if the GHL were reached, no formal decision by the Secretary is required for the GHL. The Council's intent will be met by publishing the GHL as a notice in the Federal Register. It would have no restrictive or constraining effect on the guided sport fishery, but would formally announce the Council's intent to establish measures to maintain the guided sport fleet at or below the GHL.

To that end, the Council announced the formation of a halibut charterboat committee (Attachment 3). The committee is comprised of three representatives of the guided fleet, three representatives of the non-guided sector, Council member Joe Kyle, Board of Fisheries member Ed Dersham, and Council member Dave Hanson as chairman. The committee is tasked to report to the Council at its April meeting on development of management measures to keep the charter fleet under the GHL. The committee's meeting date and location will be announced in the Council's February newsletter.

Joe Scordino, NMFS-NW Region, Seattle, will brief the Council and Board on management measures used to control the recreational halibut fisheries off Oregon and Washington.

**Draft Board/Council Protocol on Local Area Management Plans**

On February 3, 1998, the Alaska Board of Fisheries and the North Pacific Fishery Management Council adopted this protocol to guide the successful development, processing, and implementation of local area fisheries management plans.

**Scope and Content of Proposals**

*= State the respective roles of Bd + Council  
Bd w/ by (AMRS) & applicational Spec  
Plan of Reg'd hal. & species covered by NMFS*

It is the expectation of the Board and Council that any proposals submitted for review will be well thought out and reflect the efforts and a high degree of consensus of representatives of all users of the fish species in the local area covered by the proposed plan. Local commercial, sport, charter and subsistence representatives, and others as appropriate should be involved in the development of proposals, preferably using a local advisory committee or task force approach. When submitting a proposal, users should be identified and their involvement in the process documented. During development, appropriate agency staff (NMFS, ADF&G, Council, Board, IPHC, etc.) should be contacted to provide guidance and legal limitations so that the proposal has a much higher likelihood of not facing difficulties in the review process. Proposals should encompass all shared fish stocks in the local area and should address as appropriate, catch and possession limits, gear types, effort limitation, closed areas, seasons and overall boundaries of the local area plan. Proposers should anticipate that the local plan, if approved, likely will be implemented for no less than three years before there will be another opportunity to revise it. They should also be aware that the schedule below spans over a year from the April deadline for proposals to implementation sometime in the spring or summer of the following year.

**Schedule for Proposal Review and Implementation**

November Board of Fisheries calls for proposals (each area is on a specific three-year cycle). The Board will identify its interests in the call for proposals, including a paragraph on how halibut fisheries are handled. (Alternatively, the call for proposals could be statewide, but still on a three-year cycle.) *and other legal rights*

April Deadline for proposals (April 10, 1998). Staff would screen proposals to evaluate if they meet the Board's call for proposals.

*July  
(Comm. mtgs)*

In early July, all proposals for a specific area would be grouped together, and along with all other proposals, sent out to the Board's mailing list for comment. ADF&G advisory committees and public would have the opportunity to comment by the prescribed deadline. Their comments would be numbered and made available to the Board for their deliberation. Agency staffs would meet and develop concerns for consideration by the joint Board/Council committee at its July meeting. They would weigh <sup>relevant concerns</sup> legal issues and whether the proposal violates any of the Magnuson-Stevens Act <sup>national standards</sup>, or other applicable law. *add to P. Halibut Act*

*Strike dates  
↓  
August  
jus the order*

Agency staffs would work together to develop information needed for the Board to make its decision. This would include economic, biological impact information, as well as legal guidance on the ultimate viability of the proposed course of action. The goal is to have sufficient information available to meet the Board's needs and to allow for timely development of an environmental and regulatory assessment that would meet federal requirements once the halibut portion of the plan is forwarded to Council and NMFS review.

September Joint Board/Council committee meets to review proposal and supporting information.

*footnote = Sequence, rather than specific dates  
as it can vary from year to year*

*Start = Fall*

October

Joint Board/Council committee reports to the Council and the Council develops comments for November Board meeting.



November

Board considers proposals, public, agency, and Council comments, and deliberates proposal, possibly using a Board committee to work with interested parties during the meeting to develop a unified plan. If the committee successfully resolves outstanding issues, the Board could take final action. If, however, major issues remain unresolved, the Board has the option of sending the proposed plan out for further public involvement and development, perhaps via a task force or other working group. Final action then would be postponed.

December

Council would receive the Board's proposal along with available analyses and resolution of any legal issues. The Council will then send the proposal out for public review.

February

Council schedules final action on proposed area plan. Final plan would then be submitted to NMFS for review and approval of the halibut portion.

Spring

Final local area management plan could be in place for the upcoming season, for a minimum of three years.

*in cycle*



*Upon comp. Bd Process + approval ✓  
Cred, ---*



*hal*  
**UNITED STATES DEPARTMENT OF COMMERCE**  
**National Oceanic and Atmospheric Administration**  
 National Marine Fisheries Service  
 P.O. Box 21668  
 Juneau, Alaska 99802-1668

November 24, 1997

Dr. Clarence G. Pautzke, Executive Director  
 North Pacific Fishery Management Council  
 605 West 4th Avenue, Suite 306  
 Anchorage, AK 99501-2252

Dear Clarence:

Thank you for your letter inquiring about our ability to implement the guideline harvest level (GHL) developed by the Council for the guided sport fishery for halibut. I understand that the Council intended the GHL to have no immediate effect on the charterboat fishery and that setting the GHL served as a notice that growth of that fishery will be limited in some manner, yet to be decided. The fact that the Council did not specify any regulatory response to the attainment of the GHL, however, makes establishing the GHL in regulations problematical. Without specifying what would happen if the GHL is reached, the GHL by itself would be ineffective as a regulation.

The Northern Pacific Halibut Act of 1982 (Halibut Act) provides the Council with discretionary authority to develop regulations which are in addition to and not in conflict with regulations developed by the International Pacific Halibut Commission (IPHC). Such regulations are implemented with approval of the Secretary, and generally pertain only to the allocation of halibut fishing privileges while regulations developed by the IPHC pertain primarily to the biological conservation of the halibut resource. The Council has previous experience with this process, for example, in developing regulations for Area 4C, for the halibut Individual Fishing Quota and Community Development Quota programs, and the Catch Sharing Plan (CSP) for Area 4. In each case, the regulatory regime was well articulated by the Council before Secretarial review. By comparison, the GHL for guided sport catch of halibut is not fully developed; the Council has not specified what we would implement if the GHL were reached.

The Council's intent regarding its GHL policy may be satisfied, however, by publishing it as a notice in the Federal Register. This notice would describe how and why the Council arrived at this policy. Such a notice would be similar to publication of a control date. It would have no restrictive or constraining effect on the guided sport fishery, but it would formally announce the Council's intention to develop management measures to maintain guided sport fishery catches at or below the GHL. This alternative would involve the publication of only one notice in the Federal Register and no Secretarial approval or disapproval decision. No further action by the Council would be required. The Council's policy recommendation on this issue is



clear. The Federal Register publication would serve primarily to memorialize the GHL policy without regulatory effect.

The Council's attention on this issue should next focus on the development of charterboat fishery management measures. To facilitate the industry discussion and development of management measures, I recommend that the Council establish an ad hoc charterboat industry committee similar to the industry committee created to develop practical measures to improve retention and utilization of groundfish based on general policy direction from the Council. We should not expect the Board of Fisheries (BOF) local advisory committees to perform this role because the management measures would have to be applied to entire regulatory areas (2C or 3A). Also, my staff would be able to consult with one Council committee but not with many BOF local advisory committees. We should rely on the BOF local advisory committees only to develop and recommend local area management plans for halibut. Council-established industry committees have worked well in the past in developing negotiated management measures for the Council, and I suggest that the Council use the same organizational vehicle to develop charterboat industry management measures.

Sincerely,



Steven Pennoyer  
Administrator, Alaska Region

January 20, 1998

North Pacific Fishery Management Council  
Halibut GHL Committee

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## PACIFIC HALIBUT CATCH SHARING PLAN FOR AREA 2A

(as of January 1998)

### (a) FRAMEWORK

This Plan constitutes a framework that shall be applied to the annual Area 2A total allowable catch (TAC) approved by the International Pacific Halibut Commission (IPHC) each January. The framework shall be implemented in both IPHC regulations and domestic regulations (implemented by NMFS) as published in the *Federal Register*.

### (b) ALLOCATIONS

This Plan allocates 35 percent of the Area 2A TAC to U.S. treaty Indian tribes in the State of Washington in subarea 2A-1, and 65 percent to non-Indian fisheries in Area 2A. The allocation to non-Indian fisheries is divided into three shares, with the Washington sport fishery (north of the Columbia River) receiving 36.6 percent, the Oregon/California sport fishery receiving 31.7 percent, and the commercial fishery receiving 31.7 percent. Allocations within the non-Indian commercial and sport fisheries are described in sections (e) and (f) of this Plan. These allocations may be changed if new information becomes available that indicates a change is necessary and/or the Pacific Fishery Management Council takes action to reconsider its allocation recommendations. Such changes will be made after appropriate rulemaking is completed and published in the *Federal Register*.

### (c) SUBQUOTAS

The allocations in this Plan are distributed as subquotas to ensure that any overage or underage by any one group will not affect achievement of an allocation set aside for another group. The specific allocative measures in the treaty Indian, non-Indian commercial, and non-Indian sport fisheries in Area 2A are described in paragraphs (d) through (f) of this Plan.

### (d) TREATY INDIAN FISHERIES

Thirty-five percent of the Area 2A TAC is allocated to 12 treaty Indian tribes in subarea 2A-1, which includes that portion of Area 2A north of Point Chehalis, WA (46°53'18" N. lat.) and east of 125°44'00" W. long. The treaty Indian allocation is to provide for a tribal commercial fishery and a ceremonial and subsistence fishery. These two fisheries are managed separately; any overages in the commercial fishery do not affect the ceremonial and subsistence fishery. The commercial fishery is managed to achieve an established subquota, while the ceremonial and subsistence fishery is managed for a year-round season. The tribes will estimate the ceremonial and subsistence harvest expectations in January of each year, and the remainder of the allocation



will be for the tribal commercial fishery.

- (1) The tribal ceremonial and subsistence fishery begins on January 1 and continues through December 31. No size or bag limits will apply to the ceremonial and subsistence fishery, except that when the tribal commercial fishery is closed, treaty Indians may take and retain not more than two halibut per day per person. Halibut taken for ceremonial and subsistence purposes may not be offered for sale or sold.
- (2) The tribal commercial fishery begins between March 1 and April 1 and continues through November 15 or until the tribal commercial subquota is taken, whichever is earlier. Any halibut sold by treaty Indians during the commercial fishing season must comply with IPHC regulations on size limits for the non-Indian fishery.

(e) NON-INDIAN COMMERCIAL FISHERIES

The non-Indian commercial fishery is allocated 31.7 percent of the non-Indian share of the Area 2A TAC for a directed halibut fishery and an incidental catch fishery during the salmon troll fishery. The non-Indian commercial allocation is approximately 20.6 percent of the Area 2A TAC. Incidental catch of halibut in the primary directed sablefish fishery north of Point Chehalis, WA will be authorized if the Washington sport allocation exceeds 224,110 lb (101.7 mt) as described in section (e)(3) of this Plan. The structuring and management of these three fisheries is as follows.

(1) Incidental halibut catch in the salmon troll fishery.

Fifteen percent of the non-Indian commercial fishery allocation is allocated to the salmon troll fishery in Area 2A as an incidental catch during salmon fisheries. The quota for this incidental catch fishery is approximately 3.1 percent of the Area 2A TAC.

- (i) The Council will recommend landing restrictions at its spring public meeting each year to control the amount of halibut caught incidentally in the troll fishery. The landing restrictions will be based on the number of incidental harvest license applications submitted to the IPHC, halibut catch rates, the amount of allocation, and other pertinent factors, and may include catch or landing ratios, landing limits, or other means to control the rate of halibut harvest. NMFS will publish the landing restrictions annually in the *Federal Register*, along with the salmon management measures.
- (ii) Inseason adjustments to the incidental halibut catch fishery.
  - (A) NMFS may make inseason adjustments to the landing restrictions, if requested by the Council Chairman, as necessary to assure that the incidental harvest rate is appropriate for salmon and halibut availability, does not encourage target fishing on halibut, and does not increase the likelihood of exceeding the

quota for this fishery. In determining whether to make such inseason adjustments, NMFS will consult with the applicable state representative(s) on the Halibut Managers Group, a representative of the Council's Salmon Advisory Sub-Panel, and Council staff.

(B) Notice and effectiveness of inseason adjustments will be made by NMFS in accordance with paragraph (f)(5) of this Plan.

- (iii) If the quota for this fishery is not harvested during the May/June salmon troll fishery, the remaining quota will be made available by the IPHC to the directed halibut fishery on July 1.
- (iv) If the quota for the non-Indian commercial fishery has not been harvested by July 31 and the quota for the salmon troll fishery was not harvested during the May/June fishery, landings of halibut caught incidentally during salmon troll fisheries will be allowed effective August 1 and will continue until the quota for the troll fishery is taken or the overall non-Indian commercial quota is estimated to have been achieved by the IPHC. Landing restrictions implemented for the May/June salmon troll fishery will apply to this reopening of the fishery. Notice of the August opening of this fishery will be announced on the NMFS hotline (206) 526-6667 or (800) 662-9825. No halibut retention in the salmon troll fishery will be allowed in August unless the August opening has been announced on the NMFS hotline.
- (v) A salmon troller may participate in this fishery or in the directed commercial fishery targeting halibut, but not in both.

(2) Directed fishery targeting halibut.

Eighty-five percent of the non-Indian commercial fishery allocation is allocated to the directed fishery targeting halibut (e.g., longline fishery) in southern Washington, Oregon, and California. The subquota for this directed catch fishery is approximately 17.5 percent of the Area 2A TAC. This fishery is confined to the area south of Subarea 2A-1 (south of Point Chehalis, WA; 46°53'18" N. lat.). The commercial fishery opening date(s), duration, and vessel trip limits for this fishery, as necessary to ensure that the subquota for this fishery is not exceeded, will be determined by the IPHC and implemented in IPHC regulations. If the IPHC determines that poundage remaining in the subquota for this fishery is insufficient to allow an additional day of directed halibut fishing, the remaining subquota will be made available for incidental catch of halibut in the fall salmon troll fisheries.

(3) Incidental catch in the sablefish fishery north of Point Chehalis.

If the Area 2A TAC is greater than 900,000 lb (408.2 mt), the primary directed sablefish

fishery north of Point Chehalis will be allocated the Washington sport allocation that is in excess of 214,110 lb (97.1 mt), provided a minimum of 10,000 lb (4.5 mt) is available (i.e., the Washington sport allocation is 224,110 lb (101.7 mt) or greater). If the amount above 214,110 lb (97.1 mt) is less than 10,000 lb (4.5 mt), then the excess will be allocated to the Washington sport subareas according to section (f) of this Plan.

The Council will recommend landing restrictions at its spring public meeting each year to control the amount of halibut caught incidentally in this fishery. The landing restrictions will be based on the amount of the allocation and other pertinent factors, and may include catch or landing ratios, landing limits, or other means to control the rate of halibut landings. NMFS will publish the landing restrictions annually in the Federal Register.

(4) Commercial license restrictions/declarations.

Commercial fishers must choose either (1) to operate in the directed commercial fishery in Area 2A and/or retain halibut caught incidentally in the primary directed sablefish fishery north of Point Chehalis, WA or (2) to retain halibut caught incidentally during the salmon troll fishery. Commercial fishers operating in the directed halibut fishery and/or retaining halibut incidentally caught in the primary directed sablefish fishery must send their license application to the IPHC postmarked no later than April 30, or the first weekday in May, if April 30 falls on a weekend, in order to obtain a license to fish for halibut in Area 2A. Commercial fishers operating in the salmon troll fishery who seek to retain incidentally caught halibut must send their application for a license to the IPHC for the incidental catch of halibut in Area 2A postmarked no later than March 31, or the first weekday in April, if March 31 falls on a weekend. Fishing vessels licensed by IPHC to fish commercially in Area 2A are prohibited from operating in the sport fisheries in Area 2A.

(f) SPORT FISHERIES

The non-Indian sport fisheries are allocated 68.3 percent of the non-Indian share, which is approximately 44.4 percent of the Area 2A TAC. The allocation is further divided as subquotas among seven geographic subareas.

- (1) Subarea management. The sport fishery is divided into seven sport fishery subareas, each having separate allocations and management measures as follows.

(i) Washington inside waters (Puget Sound) subarea.

This sport fishery subarea is allocated 28.0 percent of the first 130,845 lb (59.4 mt) allocated to the Washington sport fishery, and 32 percent of the Washington sport allocation between 130,845 lb (59.4 mt) and 224,110 lb (101.7 mt) (except as provided in section (e)(3) of this Plan). This subarea is defined as all U.S. waters east of the Bonilla-Tatoosh line, defined as follows: From Bonilla Point (48°35'44" N. lat., 124°43'00" W.

long.) to the buoy adjacent to Duntze Rock (48°24'55" N. lat., 124°44'50" W. long.) to Tatoosh Island lighthouse (48°23'30" N. lat., 124°44'00" W. long.) to Cape Flattery (48°22'55" N. lat., 124°43'42" W. long.), including Puget Sound. The structuring objective for this subarea is to provide a stable sport fishing opportunity and maximize the season length. Due to inability to monitor the catch in this area inseason, a fixed season will be established preseason based on projected catch per day and number of days to achievement of the quota. No inseason adjustments will be made, and estimates of actual catch will be made postseason. The fishery will open in May and continue at least through July 4, or until a date established preseason (and published in the sport fishery regulations) when the quota is predicted to be taken, or until September 30, whichever is earlier. The Washington Department of Fish and Wildlife will sponsor a public workshop shortly after the IPHC annual meeting to develop recommendations to NMFS on the opening date and weekly structure of the fishery each year. The daily bag limit is one fish per person, with no size limit.

(ii) Washington north coast subarea.

This sport fishery subarea is allocated 57.7 percent of the first 130,845 lb (59.4 mt) allocated to the Washington sport fishery, and 32 percent of the Washington sport allocation between 130,845 lb (59.4 mt) and 224,110 lb (101.7 mt) (except as provided in section (e)(3) of this Plan). This subarea is defined as all U.S. waters west of the Bonilla-Tatoosh line, as defined above in paragraph (f)(1)(i), and north of the Queets River (47°31'42" N. lat.). The structuring objective for this subarea is to maximize the season length for viable fishing opportunity and, if possible, stagger the seasons to spread out this opportunity to anglers who utilize these remote grounds. The fishery opens on May 1, and continues 5 days per week (Tuesday through Saturday). If May 1 falls on a Sunday or Monday, the fishery will open on the following Tuesday. The highest priority is for the season to last through the month of May. If sufficient quota remains, the second priority is to establish a fishery that will be open July 1, through at least July 4. If the preseason prediction indicates that these two goals can be met without utilizing the quota for this subarea, then the next priority is to extend the fishery into June and continue for 5 days per week (Tuesday through Saturday) for as long a period as possible. No sport fishing for halibut is allowed after September 30. The daily bag limit in all fisheries is one halibut per person with no size limit. A closure to sport fishing for halibut will be established in an area that is approximately 19.5 nm (36.1 km) southwest of Cape Flattery. The size of this closed area may be modified preseason by NMFS to maximize the season length. The closed area is defined as the area within a rectangle defined by these four corners: 48°17'00" N. lat., 125°10'00" W. long.; 48°17'00" N. lat., 125°00'00" W. long.; 48°05'00" N. lat., 125°10'00" W. long.; and, 48°05'00" N. lat., 125°00'00" W. long.

(iii) Washington south coast subarea.

This sport fishery is allocated 12.3 percent of the first 130,845 lb (59.4 mt) allocated to

the Washington sport fishery, and 32 percent of the Washington sport allocation between 130,845 lb (59.4 mt) and 224,110 lb (101.7 mt) (except as provided in section (e)(3) of this Plan). This subarea is defined as waters south of the Queets River (47°31'42" N. lat.) and north of Leadbetter Point (46°38'10" N. lat.). The structuring objective for this subarea is to maximize the season length, while providing for a limited halibut fishery. The fishery will open on May 1 and continue five days per week (Sunday through Thursday) until 1,000 lb (0.45 mt) are projected to remain in the subarea quota. If May 1 falls on a Friday or Saturday, the fishery will open on the following Sunday. Immediately following this closure, the area from the Queets River south to 47°00'00" N. lat. and east of 124°40'00" W. long. will reopen for 7 days per week until either the subarea quota is estimated to have been taken and the season is closed by the IPHC, or until September 30, whichever occurs first. The daily bag limit is one halibut per person, with no size limit. Sport fishing for halibut is prohibited in the area south of the Queets River (47°31'42" N. lat.), west of 124°40'00" W. long. and north of 47°10'00" N. lat.

(iv) Columbia River subarea.

This sport fishery subarea is allocated 2.0 percent of the first 130,845 lb (59.4 mt) allocated to the Washington sport fishery, and 4 percent of the Washington sport allocation between 130,845 lb (59.4 mt) and 224,110 lb (101.7 mt) (except as provided in section (e)(3) of this Plan). This subarea also is allocated 2.0 percent of the Oregon/California sport allocation. This subarea is defined as waters south of Leadbetter Point, WA (46°38'10" N. lat.) and north of Cape Falcon, OR (45°46'00" N. lat.). The fishery will open on May 1, and continue 7 days per week until the subquota is estimated to have been taken, or September 30, whichever is earlier. The daily bag limit is one halibut per person, with a 32-inch (81.3 cm) minimum size.

(v) Oregon central coast subarea.

If the Area 2A TAC is 388,350 lb (176.2 mt) and greater, this subarea extends from Cape Falcon to the Siuslaw River at the Florence north jetty (44°01'08" N. lat.) and is allocated 88.4 percent of the Oregon/California sport allocation, which is approximately 18.21 percent of the Area 2A TAC. If the Area 2A TAC is less than 388,350 lb (176.2 mt), this subarea extends from Cape Falcon to the California border and is allocated 95.4 percent of the Oregon/California sport allocation. The structuring objectives for this subarea are to provide two periods of fishing opportunity in May and in August in productive deeper water areas along the coast, principally for charterboat and larger private boat anglers, and provide a period of fishing opportunity in the summer for nearshore waters for small boat anglers. Fixed season dates will be established preseason for the May and August openings and will not be modified inseason except that the August openings may be modified inseason if the combined Oregon subarea quota is estimated to be achieved. Recent year catch rates will be used as a guideline for estimating the catch rate for the May and August fishery each year. The number of fixed season days established will be based on the projected catch per day with the intent of not exceeding the subarea season

subquotas. ODFW will monitor landings and provide a post-season estimate of catch within 2 weeks of the end of the fixed season. If sufficient catch remains for an additional day of fishing after the May season or the August season, openings will be provided if possible in May and August respectively. Potential additional open dates for both the May and August seasons will be announced preseason. If a decision is made inseason to allow fishing on one or more of these additional dates, notice of the opening will be announced on the NMFS hotline (206) 526-6667 or (800) 662-9825. No all-depth halibut fishing will be allowed on the additional dates unless the opening date has been announced on the NMFS hotline. Any poundage remaining unharvested in the subquotas from earlier seasons will be added to the next season. The daily bag limit for all seasons is two halibut per person, one with a minimum 32-inch (81.3-cm) size limit and the second with a minimum 50-inch (127.0 cm) size limit. ODFW will sponsor a public workshop shortly after the IPHC annual meeting to develop recommendations to NMFS on the open dates for each season each year. The three seasons for this subarea are as follows.

A. The first season is an all-depth fishery that begins on the second Thursday in May and is allocated 68 percent of the subarea quota. Fixed season dates will be established preseason based on projected catch per day and number of days to achievement of the subquota for this first season. No inseason adjustments will be made, except that additional opening days (established preseason) may be allowed if any quota for this season remains unharvested. The fishery will be structured for 2 days per week (Friday and Saturday) if the season is for 4 or fewer fishing days. The fishery will be structured for 3 days per week (Thursday through Saturday) if the season is for 5 or more fishing days.

B. The second season opens the day following closure of the first season, only in waters inside the 30-fathom (55 m) curve, and continues daily until 7 percent of the subarea quota is taken, or until the day before the first Friday in August, whichever is earlier.

C. The last season is a coastwide (Cape Falcon to Oregon/California border) all-depth fishery that begins on the first Friday in August and is allocated 25 percent of the subarea quota. Fixed season dates will be established preseason based on projected catch per day and number of days to achievement of the combined Oregon subarea quotas south of Cape Falcon. The fishery will be structured for 2 days per week (Friday and Saturday). No inseason adjustments will be made (unless the combined Oregon subarea quota is estimated to be achieved), except that additional opening days (established preseason) may be allowed if quota remains unharvested. If quota remains unharvested, but is insufficient for one day of an all-depth fishery, the sport fishery will be reopened in the area inside the 30-fathom (55 m) curve and will continue each day until the combined Oregon subarea quotas (south of Cape Falcon) are estimated to have been taken, or September 30, whichever is earlier.

(vi) Oregon south coast subarea.

If the Area 2A TAC is 388,350 lb (176.2 mt) and greater, this subarea extends from the Siuslaw River at the Florence north jetty (44°01'08" N. lat.) to the California border (42°00'00" N. lat.) and is allocated 7.0 percent of the Oregon/California sport allocation, which is approximately 1.44 percent of the Area 2A TAC. If the Area 2A TAC is less than 388,350 lb (176.2 mt), this subarea will be included in the Oregon Central Coast subarea. The structuring objective for this subarea is to create a south coast management zone that has the same objectives as the Oregon central coast subarea and is designed to accommodate the needs of both charterboat and private boat anglers in the south coast subarea where weather and bar crossing conditions very often do not allow scheduled fishing trips. Fixed season dates will be established preseason for the May and August openings and will not be modified inseason except that the August openings may be modified inseason if the combined Oregon subarea quota is estimated to be achieved. Recent year catch rates will be used as a guideline for estimating the catch rate for the May and August fishery each year. The number of fixed season days established will be based on the projected catch per day with the intent of not exceeding the subarea season subquotas. ODFW will monitor landings and provide a post-season estimate of catch within 2 weeks of the end of the fixed season. If sufficient quota remains for an additional day of fishing after the May season or the August season, openings will be provided if possible in May and August respectively. Potential additional open dates for both the May and August seasons will be announced preseason. If a decision is made inseason to allow fishing on one or more of these additional dates, notice of the opening will be announced on the NMFS hotline (206) 526-6667 or (800) 662-9825. No all-depth halibut fishing will be allowed on the additional dates unless the opening date has been announced on the NMFS hotline. Any poundage remaining unharvested in the subquotas from earlier seasons will be added to the next season. The daily bag limit for all seasons is two halibut per person, one with a minimum 32-inch (81.3-cm) size limit and the second with a minimum 50-inch (127.0 cm) size limit. ODFW will sponsor a public workshop shortly after the IPHC annual meeting to develop recommendations to NMFS on the open dates for each season each year. The three seasons for this subarea are as follows.

A. The first season is an all-depth fishery that begins on the second Thursday in May and is allocated 80 percent of the subarea quota. Fixed season dates will be established preseason based on projected catch per day and number of days to achievement of the subquota for this first season. No inseason adjustments will be made, except that additional opening days (established preseason) may be allowed if any quota for this season remains unharvested. The fishery will be structured for 2 days per week (Friday and Saturday) if the season is for 4 or fewer fishing days. The fishery will be structured for 3 days per week (Thursday through Saturday) if the season is for 5 or more fishing days.

B. The second season is a restricted area fishery that is allocated 20 percent of the

subarea quota. The restricted season opens the day following closure of the first season, only in waters inside the 30-fathom (55 m) curve, and continues daily until the subarea quota is estimated to have been taken, or until the day before the first Friday in August, whichever is earlier.

C. The last season is a coastwide (Cape Falcon, OR to Oregon/California border) all-depth fishery that begins on the first Friday in August. Fixed season dates will be established preseason based on projected catch per day and number of days to achievement of the combined Oregon subarea quotas south of Cape Falcon, OR. The all-depth fishery will be structured for 2 days per week (Friday and Saturday). No inseason adjustments will be made unless the combined Oregon subarea quota is estimated to be achieved. Additional openings of the all-depth fishery (established preseason) may be allowed if quota remains unharvested. If quota remains unharvested, but is insufficient for one day of an all-depth fishery, the sport fishery from Cape Falcon, OR to the Oregon/California border will be reopened in the area inside the 30-fathom (55 m) curve and will continue each day until the combined Oregon subarea quotas is estimated to have been taken, or September 30, whichever is earlier.

(vii) California subarea.

This sport fishery subarea is allocated 2.6 percent of the Oregon/California subquota, which is approximately 0.54 percent of the Area 2A TAC. This area is defined as the area south of the California border (42°00'00" N. lat.). The structuring objective for this subarea is to provide anglers in California the opportunity to fish in a continuous, fixed season that is open from May 1 through September 30. The daily bag limit is one halibut per person, with a minimum 32-inch (81.3 cm) size limit. Due to inability to monitor the catch in this area inseason, a fixed season will be established preseason by NMFS based on projected catch per day and number of days to achievement of the subquota; no inseason adjustments will be made, and estimates of actual catch will be made post season.

- (2) Port of landing management. All sport fishing in Area 2A (except for fish caught in the Washington north coast subarea and landed in Neah Bay) will be managed on a "port of landing" basis, whereby any halibut landed into a port will count toward the quota for the subarea in which that port is located, and the regulations governing the subarea of landing apply, regardless of the specific area of catch. The one exception is for halibut caught west of the Bonilla-Tatoosh line and landed in Neah Bay, which are counted against the Washington north coast subarea quota, and are governed by the regulations governing the Washington north coast subarea.
- (3) Possession limits. The sport possession limit on land north of Cape Falcon, OR is two daily bag limits, regardless of condition, but only one daily bag limit may be possessed on the vessel. The possession limit on land south of Cape Falcon is the same as the bag



limit.

- (4) Ban on sport vessels in the commercial fishery. Vessels operating in the sport fishery for halibut in Area 2A are prohibited from operating in the commercial halibut fishery in Area 2A. Sport fishers and charterboat operators must determine, prior to May 1 of each year, whether they will operate in the commercial halibut fisheries in Area 2A which requires a commercial fishing license from the IPHC. Sport fishing for halibut in Area 2A is prohibited from a vessel licensed to fish commercially for halibut in Area 2A.
- (5) Flexible inseason management provisions.
  - (i) The Regional Administrator, NMFS Northwest Region, after consultation with the Chairman of the Pacific Fishery Management Council, the IPHC Executive Director, and the Fisheries Director(s) of the affected state(s), is authorized to modify regulations during the season after making the following determinations.
    - (A) The action is necessary to allow allocation objectives to be met.
    - (B) The action will not result in exceeding the catch limit for the area.
    - (C) If any of the sport fishery subareas north of Cape Falcon, OR are not projected to utilize their respective quotas by September 30, NMFS may take inseason action to transfer any projected unused quota to a Washington sport subarea projected to have the fewest number of sport fishing days in the calendar year.
  - (ii) Flexible inseason management provisions include, but are not limited to, the following:
    - (A) Modification of sport fishing periods;
    - (B) Modification of sport fishing bag limits;
    - (C) Modification of sport fishing size limits;
    - (D) Modification of sport fishing days per calendar week; and
    - (E) Modification of subarea quotas north of Cape Falcon, OR consistent with the standards in section (f)(5)(i)(C) of this Plan
  - (iii) Notice procedures.
    - (A) Inseason actions taken by NMFS will be published in the *Federal Register*.

(B) Actual notice of inseason management actions will be provided by a telephone hotline administered by the Northwest Region, NMFS, at 800-662-9825 (May through September) and by U.S. Coast Guard broadcasts. These broadcasts are announced on Channel 16 VHF-FM and 2182 kHz at frequent intervals. The announcements designate the channel or frequency over which the notice to mariners will be immediately broadcast. Since provisions of these regulations may be altered by inseason actions, sport fishermen should monitor either the telephone hotline or U.S. Coast Guard broadcasts for current information for the area in which they are fishing.

(iv) Effective dates.

(A) Inseason actions will be effective on the date specified in the *Federal Register* notice or at the time that the action is filed for public inspection with the Office of the Federal Register, whichever is later.

(B) If time allows, NMFS will invite public comment prior to the effective date of any inseason action filed with the *Federal Register*. If the Regional Administrator determines, for good cause, that an inseason action must be filed without affording a prior opportunity for public comment, public comments will be received for a period of 15 days after of the action in the *Federal Register*.

(C) Inseason actions will remain in effect until the stated expiration date or until rescinded, modified, or superseded. However, no inseason action has any effect beyond the end of the calendar year in which it is issued.

(v) Availability of data. The Regional Administrator will compile, in aggregate form, all data and other information relevant to the action being taken and will make them available for public review during normal office hours at the Northwest Regional Office, NMFS, Fisheries Management Division, 7600 Sand Point Way NE, Seattle, WA.

(6) Sport fishery closure provisions.

The IPHC shall determine and announce closing dates to the public for any subarea in which a subquota is estimated to have been taken. When the IPHC has determined that a subquota has been taken, and has announced a date on which the season will close, no person shall sport fish for halibut in that area after that date for the rest of the year, unless a reopening of that area for sport halibut fishing is scheduled by NMFS as an inseason action, or announced by the IPHC.

(g) PROCEDURES FOR IMPLEMENTATION

Each year, NMFS will publish a proposed rule with any regulatory modifications necessary to implement the Plan for the following year, with a request for public comments. The comment period will extend until after the IPHC annual meeting, so that the public will have the opportunity to consider the final Area 2A TAC before submitting comments. After the Area 2A TAC is known, and after NMFS reviews public comments, NMFS will implement final rules governing the sport fisheries. The final ratio of halibut to chinook to be allowed as incidental catch in the salmon troll fishery will be published with the annual salmon management measures.

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*Sources:*        63 FR        (January 26, 1998) (proposed)  
                  62 FR 12759 (March 18, 1997)  
                  61 FR 11337 (March 20, 1996)  
                  60 FR 14651 (March 20, 1995)  
                  59 FR 22522 (May 2, 1994)  
                  58 FR 17791 (April 6, 1993)



**Magnum Charters**  
P.O. Box 2423  
Kodiak, Ak. 99615  
(907) 486-7600 ph/fax

**RECEIVED**

Jan. 22, 1998

JAN 28 1998

**N.P.F.M.C**

Mr. Chris Oliver  
NPFMC  
605 W. 4th Ave. Rm 306  
Anchorage, AK. 99501

Mr. Oliver,

I am writing this letter with great concern that the proposed reporting requirements for sport charter operators will be used in the future as a measure to implement a sport charter IFQ system. Without clarification concerning the long term intent of the NPFMC policies concerning sport charter halibut operators, business management decisions would have to be changed in order to position myself to fully utilize an IFQ windfall. Due to the amount of time needed (3 years) to develop industry data, sport charter operators will have a tremendous advantage over the commercial longline fisherman. It's conceivable that a sport charter operator, over a 3 year period, could land in excess of 300,000 lbs of sport caught halibut each year. This would be detrimental to both the sport and commercial industries, not to mention subsistence or personal use. Coastal community residents would find themselves split apart, fighting over who owns the resource. Price wars between operators and, "hard core meat fishing" would be the norm. This is not what I would consider to be the "Alaska experience". As a 20 year resident of Kodiak, I have seen many changes in resource management policies. Some of those changes were good for the community, some were not. An IFQ sport charter system would not be good for anyone. It is a well known fact that limiting the number of resource users is the only management tool that works. There are proposals being developed at this time for consideration by the council.

Respectfully,

*Gary Salter*  
Gary Salter

**Outline - Testimony**  
**Joint Meeting - Alaska Board of Fisheries**  
**&**  
**North Pacific Fishery Management Council**  
**February 3, 1998**

**Introduction**

George Hiller, Owner Grey Eagle Charters, and Captain C/V Grey Eagle, fishing out of the port of Seward. Speaking on behalf of the Seward Charterboat Association.

**Body**

We understand there must be a limit on the number of individuals appointed to the NPFMC GHL Committee, however, we are disappointed that there is no representative from Seward. Seward has a large charter fleet and the SCA would like direct input into decisions that may effect the operation of the fleet.

While data, from the ADF&G, concerning halibut landed by sportfishermen on charter vessels may be the best available, we do not believe it is totally accurate. The SCA supports record keeping by the charter fleet in order to establish a reliable data base to support research, draw conclusions, and manage the halibut resource. There are vessels that register every year as charterboats, both with the IPHC and the Alaska Department of Commerce, that do not fish for halibut at all. Record keeping would help identify these vessels and reflect an accurate weight and number of fish caught .

The SCA does not support, reducing the halibut limit per person or boat, closing of areas, or having only certain days in which halibut may be taken. Establishment of a GHL such as closing areas, reducing the limit, or having shutdown days, places a tremendous burden on charterboat operators and the public. Although they would be placed in effect the following year, these GHL's would most likely be announced in January or February of the fishing year. Some individuals book fishing trips a year in advance based on the number of fish they can expect to catch, in conjunction with a planned vacation, and going to a place they want to fish. If a GHL prevents any of these some individuals may cancel or may not be able to reschedule to a time they could fish. Profit margins are low for most boats fishing out of Seward and any reduction in the number of days fishing or loss of clients would be a financial burden. Weather is a big factor in calculating the number of days the charter fleet can search for the truly great Alaskan halibut. Weather and any of the above GHL may be insurmountable for the existing or a larger halibut charter fleet. Additionally, we believe a GHL that encompasses an entire area, such as 3A, is not a correct approach because it covers to large an area. There may be plenty of halibut in the Homer area and few halibut in the Seward area, so imposing rules across all of 3A would not be logical.

There has been talk that charterboat operators are getting excited about nothing since the quotas that have been established will not immediately effect the fleet. The NPFMC published a draft of what was being considered as management tools to control the unchecked growth of the charter fleet. Two of the items, limited entry into the fishery and record keeping, seemed logical. Only record keeping made it out of the Council and the GHL plan was put in place of limited entry. The SCA supports a limited entry because consideration must be given to what will happen when halibut stocks decline to traditional levels and the charter fleet's growth is left unchecked. In other words if the fleet doubles in the next couple of years we still will not exceed the GHL, *but* when the Total Allowable Catch is reduced in the future there will be an over capitalized charter fleet and a much smaller GHL, i.e., to many fishermen and not enough fish.

In conjunction with limited entry the SCA would like to see a ruling that would restrict charterboats fishing for halibut to traditional areas and not allow vessels to relocate to another areas without permission of the Council/BOF. Example - it does not seem like good management to allow boats from Seward to move over to Homer if there are no halibut in the Seward area. Once again this would produce to many boats and not enough fish and would deplete the stock in a given locality faster. Restricting vessel movement for halibut would be another way to manage the resource. A limited entry decal could be issued with authorized halibut sub-fishing area(s) displayed.

The SCA would welcome an opportunity to work with any member or members of the GHL Committee on any issue that would effect fishing for the Seward charter fleet.

Thank you.

Andrew D. Mezirow, President  
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## **CHRONOLOGY OF SPORT FISHERY MANAGEMENT IN AREA 2A**

**1987**

**Concern that sport catch was exceeding 50% of Area 2A TAC**

**Separate allocation needed for Treaty Indian tribes**

**Directive from NOAA Administrator that allocations, if needed, must be done by Councils, not IPHC**

**1988**

**First Catch Sharing Plan for Area 2A  
developed by Pacific Council**

**Area 2A TAC includes separate limits for**  
**Tribes**  
**Non-Indian Commercial**  
**Non-Indian Sport users**

**Non-Indian share divided**  
**55% Commercial**  
**45% Sport**

**Four Sport Geographic Areas**

**1989**

**Catch Sharing Plan more complex**

**Tribal and Sport Fisheries Increase**

**All User Groups Capable of Harvesting entire 2A TAC**

**More IPHC Restrictions on Sport Fisheries**

**1990 - 1994**

**Continued Development of Annual Catch Sharing Plans**

**Quotas adopted as sub-TACs**

**Tribal Share at 25% - Tribal entitlement in litigation**

**Geographic Areas for Sport Fisheries Increases**

**Sport measures incorporated into Plan in 1992**

**NMFS begins implementing Sport Measures in Domestic rule in 1993**

**Sport Management Measures shifting between Quota Management and Seasons**

**Court Order increases Tribal Share to 35% in 1994**



**1995**

**Development of Long-term Plan (framework)**

**Commercial fishery reduced and restricted by area**

**Sport Harvest allocated by geographic area**

**Sport Sub-areas and seasons created**

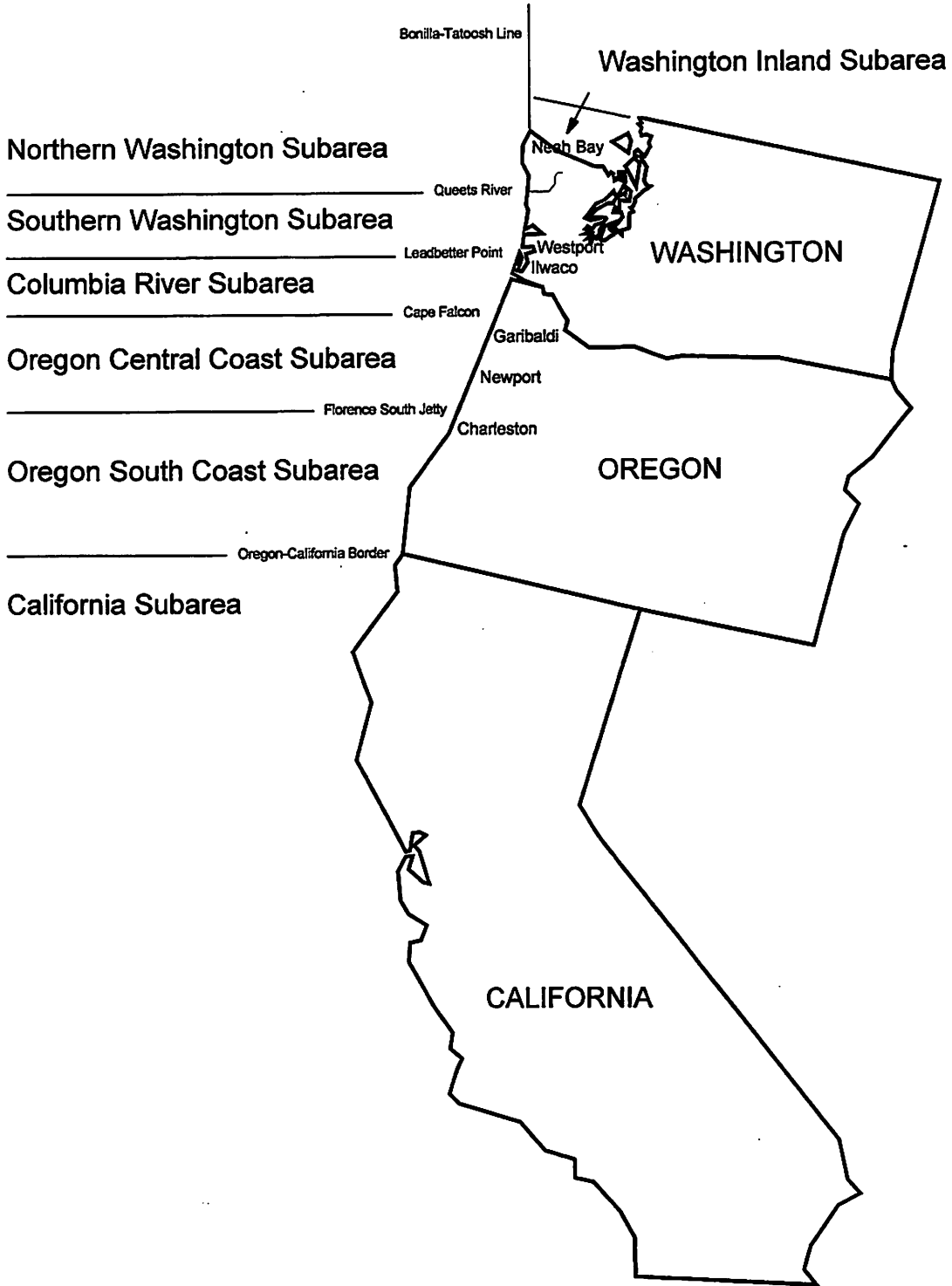
**1996-97**

**Minor changes to Plan on Sport Measures**

**1998**

**Increasing TAC**

**Changes to Allocations between Sport Areas**



# **CATCH SHARING PLAN**

**Allocations**

**Objectives**

**Management measures**

**Framework**

## **SPORT MANAGEMENT MEASURES**

**Geographic area provisions**

**Quotas and subquotas**

based on need/expectation

based on % of TAC

based on varying percentages depending on TAC level

**Seasons**

Fixed seasons vs quota management

Fixed dates, no closure (post-season accounting)

Fixed dates, no closure (season based on estimated catch from prior years)

Fixed dates with reopening if quota left - establish reopening dates preseason

Continuous vs staggered openings

Days per week

Weekends vs weekdays

**Target fishing season vs incidental catch in other sport fishery**

**Rollover provisions for unused quota**

**Within area restrictions**

depth restrictions

closed sub-areas

**Limiting access**

Vessels used commercially cannot participate in charter or sport fishery

Charterboats cannot participate in commercial fishery  
License limitation (control dates)

Bag limits

Size limits

minimum size/no size  
add-on for trophy limit

Punch Card

Annual limits

Daily limits (on water)

Possession limits on land

Monitoring

Inseason vs postseason  
Port samplers  
Telephone survey

Catch accounting

by area where caught  
by port/area

# **Gulf Coastal Communities Seek Economic Survival**

**For Immediate Release: February 3, 1998**

**The Gulf of Alaska's fisheries dependent communities are nearing a state of economic crisis according to testimony by representatives of a newly formed coalition to the joint meeting of the Alaska Board of Fish/North Pacific Fishery Management Council.**

**The group called Gulf of Alaska Fisheries Dependent Communities Coalition includes Southeast Alaska, Prince William Sound, Kodiak and Alaska Peninsula communities. Their testimony at the Alaska Board of Fish/North Pacific Fishery Management Council expressed concern that "state and federal fisheries policies have resulted in residents of coastal communities losing fishing rights and fishing opportunities which has had a devastating impact on our families and our communities."**

**"The coalition believes strongly that a grave economic crisis exists throughout the fisheries dependent communities in the Gulf of Alaska," said Dick Jacobsen of Sand Point. "This is a community and regional issue which involves both Native and non-Native residents with widespread impacts on the Alaskan economy."**

**Byron Skinna, Sr. from Klawock stated that "the declining fishing economy of our coastal communities is destroying the future for our youth who increasingly cannot pursue livelihoods in their communities. We are literally losing our children and consequently, unless action is taken now, we will see these communities disappear."**

**Thirty-four representatives from twenty-two Gulf of Alaska communities joined in the statement to the Board of Fish and the NPFMC. The Gulf Communities Coalition will be meeting again in March and will be submitting specific proposals to both fisheries management bodies in April.**

**-30-**

**Contact: Tim Richardson (907) 278-6100**

**Statement by Gulf of Alaska Fisheries Dependent Communities Coalition  
to  
The State of Alaska Board of Fish  
and  
North Pacific Fishery Management Council**

**February 3, 1998**

**Chairman White, Chairman Lauber and Members of the Board of Fish and the North Pacific Fishery Management Council:**

**My name is Byron Skinna, Sr. I am joined today by Dick Jacobsen, Freddy Christiansen, Hubert G. McCallum, and Robert J. Hendrichs. We are here on behalf of a coalition of fisheries dependent communities, individual fishermen, and others within the Gulf of Alaska. We request your assistance with a grave problem. . . the economic survival of our communities.**

**Our communities are nearing a state of economic crisis which we believe is a direct result of the inability to access and be eligible for fishing opportunities. This situation is related to the market economies and to the fishery policies of both the federal government and the State of Alaska applicable to halibut and other species throughout the Gulf. These policies have inadvertently resulted in residents of coastal communities losing fishing rights and fishing opportunities which has had a devastating impact on our families and our communities. We are concerned about the viability of our communities, the conservation of the fisheries, and the loss of our children from our communities.**

**There has recently been great misperception about what is actually occurring in Gulf of Alaska coastal communities economies. This is a community and regional issue which involves both Native and non-Native residents with widespread impacts on the Alaskan economy. The declining economies of these communities have a spiraling negative impact on regional centers -- such as Kodiak, communities of Prince William Sound, Homer, Sitka, Juneau, Sand Point, Seward, Ketchikan and even Anchorage. It will take the combined efforts of many people, both within the Gulf and throughout the fisheries community, to work toward a creative and equitable solution. Contrary to many reports, we are not pursuing CDQ's in the Gulf or any other specific solution at this time. We are not sure yet what the solutions should be.**

**We, as a group and individually, plan to do everything we can to research and provide the necessary demographic reports which will help to describe the economic situation in our coastal communities. With your assistance, we hope to construct a plan which will be beneficial to all. Below are some of the members of our coalition on whose behalf this statement is submitted.**

**We plan to submit our recommendations regarding fisheries matters to the Board and the Council and will seek your consideration and support.**

**Thank you very much for your time.**

NAME	COMMUNITY
Marvin Hoff MARVIN Hoff	KING Cove, AK
Gary Rulle	Akiok, AK
Howard Torsen	Auzinkie, ak.
David Wilson	Sand Point, AK.
Debbie Daugherty	Chignik Bay, AK
RUSSELL SWANSON	IVANOFF BAY AK
Edna Smith	Perryville, AK
Clida R. Lyon	Anch. AK
Irene K. Cough	Aktive
Alfred KALMAKOFF	DRAWOFF BAY AK
Obru Kalmakoff	Uvanof Bay, AK
GLENN KALMAKOFF	IVANOF BAY, AK.
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