

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

DATE: 12 Dec 79

I wish to testify on:

AGENDA TOPIC: DRAFT FMP. Adminal. BERING CIVERKENS

AGENDA Numbers: G 3

Time required for presentation: 15 MIN.

NAME: WENNBKENS PAT M.

MAILING ADDRESS: P.O. Box 3724 - Downtown Seward - ANCH -
AK - 99510 -

DATE:

12/12

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

I wish to testify on:

AGENDA TOPIC:

G-3 Bering Herring FMP

AGENDA Numbers:

G-3

Time required for presentation:

10 min or less.

NAME:

Steve Johnson

MAILING ADDRESS:

3030 Bank of Cal / Seattle

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

DATE: _____

I wish to testify on:

AGENDA TOPIC: HERRING PLAN

AGENDA Numbers: G 3.

Time required for presentation: 10 MIN.

NAME: WALLY PEREYRA

MAILING ADDRESS: _____

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

DATE: _____

I wish to testify on:

AGENDA TOPIC: Permitting FMB

AGENDA Numbers: ~~#2~~ G-3

Time required for presentation: 2 MINUTES

NAME: Ed Furia

MAILING ADDRESS: _____

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

DATE: _____

I wish to testify on:

AGENDA TOPIC: Harold Spack Herring

AGENDA Numbers: _____.

Time required for presentation: 2 minutes.

NAME: 1

MAILING ADDRESS: _____

DATE: 13 FEB 79

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

I wish to testify on:

AGENDA TOPIC: HERRING

AGENDA Numbers: G3

Time required for presentation: 3 MIN

NAME: WENNBKENS M.P.

MAILING ADDRESS: P.O. Box 3724 DOWNTOWN STATION ANCH. AK

99510

DATE: 12/12

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

I wish to testify on:

AGENDA TOPIC: _____

H-1 Bering Sea Herring issues
Bd of Fish

AGENDA Numbers: _____

H-1

Time required for presentation: _____

10min or less.

NAME: _____

~~Sub. John~~ Steve Johnson

MAILING ADDRESS: _____

3030 Bank of Cal. Ctr.
Seattle 98104

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Agenda Item G-3
January, 1980

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Florence

MEMORANDUM

DATE: January 7, 1980

TO: Council Members, Scientific & Statistical Committee and
Advisory Panel

FROM: Jim H. Branson

SUBJECT: Bering Sea Herring

Action Required

*Recommendation on the estimated surplus for joint ventures
and TALFF for the 1980 season.*

BACKGROUND

At the December meeting, the Council asked the SSC to review the OY, DAH and TALFF estimates proposed by the PDT for the 1980 season. These estimates are based on procedures to determine spawning biomass and allocations similar to methods proposed in the draft Herring FMP. The fishing year in the draft FMP runs from April 1 to March 31. The draft FMP is not yet finally approved by the Council, and is not scheduled to be implemented until the end of 1980. In the meantime, the offshore foreign fisheries are managed under a preliminary fishery management plan (PMP).

The fishing year in the PMP is from January 1 to December 31. For the 1980 season, NMFS has revised the 1979 estimates of OY, DAH and TALFF

(see Table 1), and have included an estimate of herring available for joint ventures in early 1980 (6,000 mt) in response to a joint venture permit application for 4,900 mt by Marine Resources, Inc. The revised PMP and implementing regulations have been published in the Federal Register as Final Regulations (January 4, 1980) with a comment period of 30 days. Thus the regulations will be implemented immediately but can be reconsidered if public comment warrants a change.

MD

TABLE 1. MSY, OY, DAH, TALFF (by country) and reserve for herring,
as published in the PMP for Herring Gillnet Fishery in the Bering Sea, 1977-1980

	MSY	OY		DAH	TALFF				RESERVE	
	X1000	J.V.			JAPAN	USSR	TAIWAN	KOREA		
1977 ¹	50-100	21,000		1,000	5,800	13,600			19,400	
1978 ¹	50-100	18,670		10,000	2,580	6,060	10	20	8,670	3,670 ²
1979 ³	50-100	18,670		10,000	2,413	5,657	25	450	8,670	?
1980 ⁴	48.1	41,200	6,000	33,200 ⁵					6,000	2,000

1. from: Summary of 1977/1978 allocations, NMFS, March 24, 1978
2. from: SEIS for Trawl Fisheries and Herring Gillnet PMP of the Bering Sea, November. 1977.
3. PMP extended, no change in numbers except in foreign fisheries allocation.
4. from: Final Regulations for Amendments to the Trawl Fisheries and Herring Gillnet PMP, 12/28/1979 (effective January 1, 1980); prepared by NMFS, Plan Review Office, Washington, D.C.
5. DAH - 27,000 (DAP) + 6000 (JVP) + 200 (Subsistence)

G-3

MEMORANDUM

DATE: December 7, 1979
TO: Council Members, Scientific & Statistical Committee and
Advisory Panel
FROM: Jim H. Branson
SUBJECT: Fishery Management Plan for Herring in the Bering-Chukchi
Sea . . . A Briefing.

ACTION REQUIRED

No action is required . . . informational only.

BACKGROUND

On Thursday, December 13th, at the joint Council/Alaska Board of Fisheries meeting the Herring Plan will be discussed. The Board of Fisheries will have considered a number of proposals for the Bering Sea herring fishery by that time, though none relate to our proposed plan. No action needs to be taken on the Herring Plan at this Council meeting.

The schedule for the development of this plan is as follows:

Joint Council/Board Meeting	December 13
Final public hearing	Mid-January 1980
End of public comment period	January 31
PDT revision of portions of plan	January-February
SSC review	March
Council review and approval (?)	March
Secretarial review (60 days?)	End of April to end of June
Regulations review (60 days?)	End of July to September
Final regulations	October
Plan implemented	November

Attached is a briefing paper for review now and use tomorrow at the joint Board meeting.

Attachments

Council Briefing Paper
Attachment 1
SUMMARY OF PUBLIC HEARINGS ON THE HERRING DRAFT FMP

Six public hearings were held in Kotzebue, Nome, Unalakleet, Dillingham, Kodiak and Anchorage.

Attendance at the meetings was good, and general interest in the herring fishery itself was high. Several formal statements were made which addressed the need to protect the subsistence harvest, the allocation of the optimum yield and gear conflicts. Most of the time was spent informally answering questions.

As expected, the major concern of the local people were problems relating to inshore harvesting. Issues most commonly raised were: inshore gear conflicts between gillnets and purse seine; protection of the subsistence harvest; limited entry schemes and processing of herring as a food fish. Comments and questions on the FMP were: the setting of optimum yield figures, how it was done and why; percentage of biomass taken by marine mammals; areas open to foreign fisheries and the foreign fisheries allocation? Some expressed concern over the status of the Bering Sea herring stocks feeling that the proposed levels of exploitation do not support the rate of rebuilding necessary to bring the stocks back to their former level of abundance.

The hearings in Bethel, Tooksook Bay and Hooper Bay were postponed because no Council members were available to attend. As it turned out the weather would have precluded it anyway. Togiak was postponed because of weather. The public comment period has been extended to January 31st, 1980 so that these hearings can be scheduled for mid to late January.

Attachment 2
SUMMARY OF BOARD OF FISHERY HERRING PROPOSALS

There are approximately 73 proposals to the Board of Fisheries for regulatory changes in the herring fisheries. All of these proposals refer to inshore fishing activity, within 3 miles. They generally deal with the boundaries of statistical areas, establishment of exclusive registration areas, exclusive gear quotas and areas, opening dates, gear specifications vessel limitations and buyer reporting requirements.

The Board's decisions on these proposal will affect the numbers of fish available to the offshore harvest.

Council Briefing Paper
Attachment 3

ISSUES OF MUTUAL CONCERN TO THE NORTH PACIFIC COUNCIL AND THE BOARD OF FISHERIES
HERRING

I. DOMESTIC TRAWLING IN THE FCZ
State of Alaska Regulations

A small bait fishery off the Alaska Peninsula is the only significant domestic herring fishery in the FCZ at present.

Current State of Alaska regulations prohibit domestic trawling north of 56° North latitude in the adjacent seaward biological influence zone to the Territorial Sea. There is no proposal before the Board to reconsider this regulation.

Proposed Regulations in the FMP

One of the objectives of the FMP is: "To promote full utilization of the herring resource by the domestic fisheries." The FMP proposes to allow a domestic fishery in the FCZ and proposes several options for the control of harvesting of herring offshore by the domestic fleet.

1. Allocation Procedure

Based on the latest stock information in September of each year the food and bait fishery is allocated:

- (a) The surplus of the OY not harvested by the inshore fishery during the last season. This amount is allocated for the period September 31 to March 31.
- (b) A small initial allocation is made to the fishery for the next season, April 1 to September 31, to provide for the crab bait fishery and incidental herring catches in the groundfish fishery.

2. Time/Area closures during the inshore roe season.

During the inshore roe season, the plan proposes that the FCZ be closed to herring fishing from April 1 to July 1 south of 60° North latitude, and to August 1 north of 60° North latitude.

Two options are proposed to allow U.S. food and bait fisheries to harvest their allocation, if any.

- (a) Restrict trawling in the FCZ to west of 168° West longitude. Foreign fisheries are now restricted to west of 168° in the preliminary fishery management plan (and in the proposed FMP regulations).
- (b) Restrict trawling to south of 56° North latitude.

3. Time/area closures during years of reduced stock availability or abundance.

The second series of time/area closure options are for the harvest of the initial allocation when stock conditions warrant no surplus allocation. These options provide protection if the stock assessment surveys or fishery performance indicate any declining trends. If there is no surplus there are two courses of action proposed.

- (a) If any of the initial allocation remains: the food and bait fishery will be allowed to harvest the remaining portion from September to March 31. Either (i) unrestricted, (ii) south of 56° North, (iii) everywhere but in the herring savings area.
- (b) If there is no remaining initial allocation there will be no herring fishing allowed. A savings area will be implemented and an allocation will be made to the domestic trawl fishery for incidental catch purposes only.

II. THE ROLE OF THE ALASKA DEPARTMENT OF FISH AND GAME IN THE MANAGEMENT OF THE OFFSHORE FISHERY

The Fishery Management Plan addresses the stocks of herring throughout their range. It estimates the total optimum yield for both the inshore and offshore fisheries.

Allocation between fisheries has become a complicated procedure based on priorities of user groups (first subsistence then inshore domestic commercial fisheries, offshore domestic commercial fisheries and last, foreign fisheries). The inshore fisheries receive first allocation and the offshore fisheries essentially get whatever remains after the inshore harvest has taken place except small initial amounts would be allocated to the offshore fisheries for their incidental requirements.

The allocation procedure depends on timely information on stock conditions and fishery performance to be provided by Alaska Department of Fish & Game.

In September of each year, three determinations will be made: (1) reevaluation of the optimum yield of the stocks based on survey data from ADF&G and National Marine Fisheries Service; (2) determination of surplus from the previous season's inshore harvest to be allocated to offshore domestic fisheries first and then foreign fisheries for their winter operations (October to March); and (3) preliminary estimation of optimum yield of stocks for the next year's season for all fisheries and allocation of initial quotas to offshore fisheries for their summer operations (April to September), to allow for an Alaska Peninsula bait fishery and an incidental catch of herring in the small summer foreign groundfishery.

The Board of Fisheries sets guideline harvest levels for the inshore fishery at their meeting in December.

The analysis of data to make these determinations will be a cooperative process, although as lead agency the Alaska Department of Fish and Game will play the dominant role.

ESTIMATED OPTIMUM YIELDS AND ALLOCATIONS IF HERRING FMP
IN EFFECT IN 1979-80

12-14-79
V. J. J. Weststad

Sept. 1978 Preliminary estimate of 1979 OY

1978 Biomass Estimate	146,193 mt
Exploitation Rate from Plan Formula	12%
Preliminary 1979 ABC = Biomass x Exploitation Rate + 2000 mt Estimate from Aleutian Island-Alaska Peninsula	19,736 mt
Preliminary OY ABC adjusted for 10% Exploitation Rate for Norton Sound and 0% for Yukon-Kuskokwim	18,879 mt

Allocations for 1st half of Fishing Year April-September 1979

Incidental Catch for Apr-Sept. 1979 Foreign Fishery	1,000 mt
Domestic Food & Bait Fishery for July-Sept. 1979	2,000 mt
1979 Roe Fishery	15,879 mt

Sept. 1979 Final Estimate of 1979 OY

1979 Biomass Estimate	224,874 mt
Exploitation Rate from Plan Formula	18%
Final 1979 ABC 40,477,+2,000	42,477 mt
Final 1979 OY same adjustments as above	41,064 mt
Available Surplus OY for Oct-Mar Domestic Food & Bait Fishery 41,064-11,750 (actual roe harvest) -1,000 (Foreign incidental)	28,314 mt
Potential Domestic Harvest 5,000 (joint venture) -3,000 (Other domestic)	8,000 mt
Maximum Potential TALFF	20,314 mt
Actual TALFF 20,314 x 0.392 (mortality factor)	7,965 mt

Sept. 1979 Preliminary 1980 OY

	41,064
Incidental catch for Apr-Sept. 1980	1,000 mt
Domestic Food & Bait July-Sept. 1980	2,000 mt
Roe Fishery	38,064 mt
Harvest Capacity for 1980 roe fishery	30 - 50,000 mt <u>1/</u>
Expected Harvest	30,000 mt

IF biomass estimate in 1980 same as in 1979
THEN surplus OY is

8,064 mt

IF domestic food and bait capacity is the same in 1980
as in 1979, food and bait allocation is

8,000 mt

Maximum available TALFF for Oct-Mar 1980-81

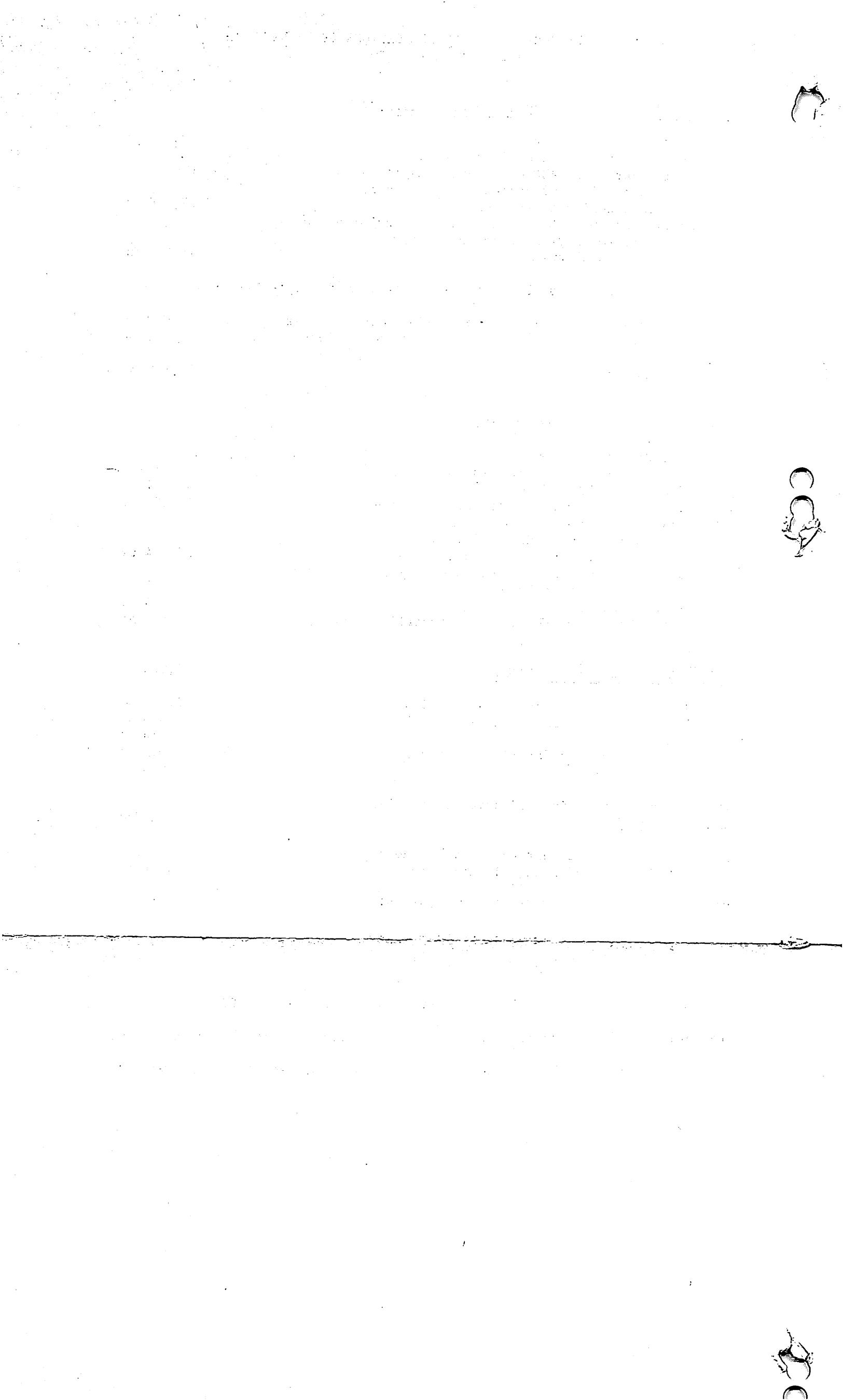
64 mt

Under the Plan, this situation would trigger a time-area closure

1/ Board of Fisheries Guideline Harvest Levels 22,750-42,750

PROJECTED Maximum harvest capacity 220 Purse Seine Vessels x 259 mt/vessel

+ 600 Gillnet vessels x 14 mt/vessel = 65,380



Report to the Board of Fisheries

on the

North Pacific Council's

Draft Fishery Management Plan

for

Bering/Chukchi Sea Herring

December 1979

Extended Jurisdiction Section
Alaska Department of Fish and Game

This management plan was developed by the North Pacific Council for the herring resource occurring in the eastern Bering Sea/Chukchi Sea and the waters lying off the western Aleutians. It addresses the inshore and offshore fisheries, both foreign and domestic, but proposes a management regime only for the offshore fisheries beyond State waters.

The plan is in a draft stage. It presents certain aspects of the proposed management regime as options. If the Board wishes to comment on the plan it may do so through the end of January 1980.

The management regime presented in the plan is based on a harvest quota for the entire herring resource. This quota (referred to as total allowable catch in the plan) is to be established annually utilizing data collected through aerial surveys of the spawning population. Once a quota has been established, any portion not taken by the inshore subsistence and commercial roe fisheries may be allocated to the domestic and foreign offshore fisheries.

A summary of the allocation process and the management regulations proposed for the foreign and domestic high seas fisheries is presented below.

Allocation process

The fishing year is established from April 1 to March 31. Before each fishing year commences, an allowable catch (quota) is established based on data from the previous fishing year. Initial allocations are made from the total allowable catch to provide for: (1) an incidental

herring catch during the first six months of the fishing year by the summer foreign offshore fisheries targeting on other species; and (2) any domestic offshore catch of herring, either directed or nondirected, but not to exceed 2,000 mt. The balance of the allowable catch is made available to the inshore domestic fisheries.

After the inshore domestic fisheries are complete, the allowable catch may be revised based on current aerial surveys of the spawning population.

If the revised allowable catch is greater than the sum of the initial allocations and the inshore catch, the domestic offshore fishery allocation may be increased if the domestic fleet is able to harvest this additional allocation. If a portion of the allowable catch still remains, all or part of this surplus is allocated to foreign nations. The actual percentage allocated will depend on stock conditions (particularly age composition) and on growth projections for the domestic fisheries. No such reduced allocation is provided for the offshore domestic fishery.

If the revised allowable catch is less than the sum of the initial allocations and the inshore catch, a second allocation is still made to the foreign offshore fisheries to allow for an incidental catch of herring during the last six months of the fishing year.

Towards the end of the fishing year, if it appears that the domestic offshore fishery will be unable to harvest its full allocation, any

remainder is re-allocated to foreign nations.

Domestic management regulations

Domestic fishing for herring in offshore areas will be regulated primarily through a quota. Once this quota has been taken, no further fishing will be allowed. All gear types may be used, however, offshore fishing will be subject to various time/area closures:

(1) the Bristol Bay Pot Sanctuary is closed to trawling except during open fishing seasons for the Bering Sea crab fisheries;

(2) the Winter Halibut Savings Area is closed from December 1 to May 31, provided that 2,000 mt of groundfish have been taken from this area during this period;

(3) all or part of the offshore waters will be closed to herring fishing during the spawning migration. Waters south of 60° N latitude will be closed from April 1 to July 1 and waters north of 60° N latitude will be closed from April 1 to August 1. If this closure will adversely impact the domestic offshore fishery, then there are two options to permit operation of this fishery during the roe fishing period: (a) fishing could be restricted to west of 168° W longitude or, (b) fishing could be restricted to south of 50° N latitude.

Additional time/area closures on domestic offshore fishing might also be invoked if the allowable catch is taken in its entirety by the inshore fisheries, and all or a portion of the initial domestic offshore

allocation remains. In this situation, domestic offshore fishing might be limited to waters south of 56° N latitude or might be excluded from those waters within a "herring savings area" (a block northwest of the Pribilof Islands where herring stocks congregate in the winter).

Foreign management regulations

Foreign fishing for herring is also controlled through quotas placed on each nation's fleet and through a series of time/area closures. Once a foreign nation's herring quota has been exceeded, no additional fishing by that nation is permitted throughout the management unit during the balance of the fishing year. The time/area closures applicable to foreign fishing for herring are as follows:

- (1) fishing for herring is not allowed within 12 miles of the shoreline except in certain waters adjacent to the western Aleutian Islands;
- (2) fishing for herring is prohibited east of 168° W longitude;
- (3) trawling is not permitted from December 1 to May 31 in the Winter Halibut Savings Area;
- (4) trawling is not permitted in the Bristol Bay Pot Sanctuary;
- (5) trawling is not permitted in an area adjacent to the Aleutian Islands between 172° W latitude and 179° E latitude; and
- (6) trawling is not permitted in a "herring savings area" if the foreign allocation does not exceed the level of the incidental catch.

Received
1-11-80

ALASKA BOARD OF FISHERIES

Resolution No. 80-68-FB

Regarding Bering Sea Herring

WHEREAS, the Alaska Board of Fisheries and the North Pacific Fishery Management Council held a joint meeting on December 13, 1979, and discussed the Bering Sea herring fishery; and

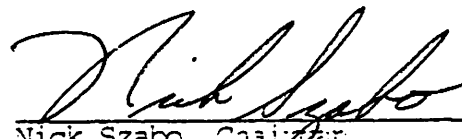
WHEREAS, the Board of Fisheries has adopted regulations prohibiting the offshore harvest of mixed stocks of herring north of 56° North latitude because

- (a) important subsistence fisheries exist along the western shore of Alaska and protection of the herring stocks upon which these Alaskans depend is of paramount importance to the State of Alaska,
- (b) only mixed stocks of herring are present in the offshore areas north of 56° North latitude. Sound principles of biological management favor the harvest of herring in discrete stocks, such as when the herring have separated to spawn along the coast,
- (c) certain Western Alaska herring stocks are currently depleted and sound biological management principles dictate that harvest of these depleted stocks be undertaken only after they have separated,
- (d) harvest of herring on the high seas is not advisable due to the inability to make accurate assessments of abundance in the high seas,
- (e) accurate catch reporting is more difficult in a high seas fishery.

NOW THEREFORE BE IT RESOLVED that the Alaska Board of Fisheries requests the Commissioner of the Alaska Department of Fish and Game to exercise his Emergency Order authority granted under Alaska Statute 16.05.060 to allow a high seas herring fishery if unanticipated conditions result in an inshore harvest of herring that has not achieved a level consistent with sound biological management principles and such a harvest is determined to be in the broad public interest.

ADOPTED: January 11, 1980
Anchorage, Alaska

VOTE: 6/0



Nick Szabo, Chairman
Alaska Board of Fisheries