North Pacific Fishery Management Council

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NEWSLETTER

5/8/90

APRIL COUNCIL MEETING A LONG ONE -- JUNE MEETING MAY BE LONGER

At its April 24-27 meeting the Council approved a revised analysis of an individual fishery quota system (IFQ) for the sablefish longline and pot fishery off Alaska for public review. Final action has been rescheduled for June. They also reviewed six proposed amendments to the Gulf of Alaska and Bering Sea Groundfish Fishery Management Plans which will be sent out for public review before final approval in June. The Council received recommendations from its Fishery Planning Committee on further analysis and development of a moratorium on entry into the fisheries under its jurisdiction, refined a problem statement and definitions for the inshore/offshore allocation analyses, and took emergency action to protect herring stocks in the Bering Sea. Details of these and other highlights of the April Council meeting are provided in this newsletter.

The Council will meet again in Anchorage, Alaska June 25-29 at the Anchorage Hilton. In addition to the action items mentioned above on sablefish and groundfish amendments, the Council will receive a report from the National Marine Fisheries Service on the comprehensive data gathering program initiated in January and make recommendations for the 1991 program, review for final approval a notice of a moratorium on fisheries under the Council's jurisdiction, take final action on an amendment to prohibit pollock roe-stripping, and further consider the inshore/offshore issue.

In This Newsletter

Council Sets 1991 Meeting Schedule

The Council has scheduled the following meeting weeks for 1991:

Week of January 13
Week of April 21
Week of June 23
Week of September 22
Week of December 1

The Council has expressed an interest in scheduling one meeting out of Anchorage, possibly in Kodiak or Sitka, however plans have not yet been finalized.

SSC Elects Officers for 1990

Drs. Richard Marasco and Douglas Eggers have been elected to continue as Chairman and Vice Chairman, respectively, of the Scientific and Statistical Committee for 1990. Dr. Marasco, Director of the Resource Ecology and Fisheries Management Division of the Northwest & Alaska Fisheries Center in Seattle, has served as chairman of the SSC since 1988. Dr. Eggers, Chief Fisheries Scientist for the Alaska Department of Fish and Game, also was first elected in 1988.

Domestic Observer and Data Reporting Programs Up for Review for 1991

The National Marine Fisheries Service (NMFS) staff presented the Council with an update on the domestic observer program, the logbook program, and reporting requirements system. When approving the 1990 observer program in June 1989, the Council discussed the likelihood of making refinements to the observer and other data gathering programs as experience was gained with the new system. These refinements and guidance to NMFS with regard to operations in 1991 should be completed by the Council by its September 1990 meeting. Therefore, the Council has requested NMFS to prepare a discussion paper for the June meeting that explores ways to modify and improve the data gathering system in light of public comments. NMFS may also prepare a draft regulatory amendment for June if it is determined that one is needed to change the system for 1991.

Council Moves Forward on Moratorium

After hearing public testimony and recommendations from the Advisory Panel, the Council moved forward to develop a moratorium. The Council instructed staff to prepare a Federal Register notice that the Council is proceeding to develop a moratorium for all entry into all fisheries except salmon (which is already limited) under Council jurisdiction. It is the Council's intent that the effective date of the moratorium shall be January 19, 1990. Included in this notice will be a definition of vessels in the pipeline. Any vessel entering the fishery after January 19, 1990 that does not meet the criteria published in the notice may be precluded from further participation in the fisheries following publication of the final rule implementing the moratorium. This could be as early as January 1, 1992. The moratorium will expire either December 31 of the fourth year following the date of implementation, or earlier if terminated by Council action.

The staff was directed to develop an options paper for Council consideration to implement the moratorium as proposed. The options will be directed at attaining the goals and objectives of the relevant fishery management plans and the optimum yield of each fishery. The staff was directed to work with the Fishery Planning Committee. The Council intends to complete this process in time for final action at the June 1991 Council meeting. The <u>Federal Register</u> notice will be prepared for Council approval at their June 25-30, 1990 meeting.

Final Action Scheduled for June on Sablefish Limited Access

In January, the Council designated Individual Fishing Quotas (IFQs) as their preferred alternative for management of the sablefish fixed gear fishery. A final decision was scheduled for April. Following requests for longer public review of the preferred alternative and its analysis, the Council postponed final action until June.

The preferred alternative would assign harvest privileges to fishermen for a specified percentage of the fixed gear total allowable catch by area. These privileges would provide a guaranteed portion of the allowable sablefish to IFQ holders. The actual amount of sablefish represented by each IFQ would vary from year to year with the total allowable catch. The IFQs would be usable with hookand-line gear in all EEZ waters off Alaska and with pot gear in the Bering Sea/Aleutian Islands areas (sablefish fishing with pots is prohibited in the Gulf of Alaska). The IFQs would be area specific and could not be used for sablefish caught outside that area.

This system, if chosen by the Council and approved by the Secretary of Commerce, is anticipated to take effect in 1992. An analysis of the preferred alternative and continued status quo will be available for public review in late May. All options, including licenses and annual fishing allotments, remain available to the Council for a final decision at the June meeting. Those persons interested in obtaining a copy of the sablefish public review package should contact the Council office at (907) 271-2809.

The Council will review its halibut, groundfish, and crab limited access work schedules following its June decision on sablefish management. The work schedules could be revised or abandoned depending on the outcome for sablefish.

Notice to Commercial Fishermen - Sea Lion Alert

The National Marine Fisheries Service briefed industry on actions being taken to protect Northern (Steller) sea lions, which were listed as "threatened" on April 5, 1990. Emergency regulations are now in place which will affect the operations of many commercial fishing vessels. Attached to this newsletter is a copy of a Notice to Commercial Fishermen which outlines these new regulations and indicates sea lion rookeries which have three-mile closed zones.

Revised Inshore/Offshore Problem Statement and Management Alternatives to be Analyzed

The Council received recommendations from its Fishery Planning Committee on further refinements to the inshore-offshore problem statement, proposed alternatives, and working definitions, analytical assumptions, and work schedule. The Council approved the following revised problem statement and alternatives for analysis.

INSHORE-OFFSHORE ALLOCATION

Problem Statement

The finite availability of fishery resources, combined with current and projected levels of harvesting and processing capacity and the differing capabilities of the inshore and offshore components of the industry, has generated concern for the future ecological, social and economic health of the resource and the industry. These concerns include, but are not limited to, localized depletion of stocks or other behavioral impacts to stocks, shortened seasons, increased waste, harvests which exceed the TAC, and possible pre-emption of one industry component by another with the attendant social and economic disruption.

Domestic harvesting and processing capacity currently exceeds available fish for all species in the Gulf of Alaska and most species in the Bering Sea. The seafood industry is composed of different geographic, social, and economic components which have differing needs and capabilities, including but not limited to the inshore and offshore components of the industry.

The Council defines the problem as a resource allocation problem where one industry sector faces the risk of preemption by another. The analysis will evaluate each of the alternatives as to their ability to solve the problem within the context of harvesting/processing capacity exceeding available resources.

The Council will address these problems through the adoption of appropriate management measures to advance the conservation needs of the fishery resources in the North Pacific and to further the economic and social goals of the Act.

Management Alternatives

- 1. Status quo with no change in regulations to address the problem (Required by law).
- 2. Use traditional management tools including but not limited to: trip limits, periodic allocations, super-exclusive registration areas, and gear sizes. (Council may ask to analyze one or more of these depending on need).
- *3. Allocate the Total Allowable Catch (TAC) between inshore and offshore components of the industry. Specifically this alternative would examine the Gulf of Alaska pollock pollock and Pacific cod fisheries, and the Bering Sea pollock and Pacific cod fisheries, under various allocation percentages, and define operational areas for pollock in the Bering Sea.

The Council requested the following percentages be used as parameters for analysis:

Allocative Percentage Alternatives

(1) Snapshot of 1989 fisheries.

In GOA:		<u>Inshore</u>	<u>Offshore</u>	
	Pollock	46%	54%	
	Pacific cod	87%	13%	
In BSAI:				
	Pollock	34%	66%	
	Pacific cod	38%	62%	

(2) Historical inshore/offshore average with 80% of JVP and 20% of JVP historical catch be apportioned to inshore and offshore, respectively. (1986-89; for GOA pollock, 1986-1988 will be examined as well.)

	In GOA:		<u>Inshore</u>		<u>Offshore</u>		
		Pollock Pacific cod	69% (77) 81%	31% (19%	(23)		
	In BSAI:	Pollock Pacific cod	59% 50%	41% 50%			
(3)	In GOA:		<u>Inshore</u>	Offshore			
		Pollock Pacific cod	100% 80%	0% 20%			
	In BSAI:	Pollock Pacific cod	50% 50%	50% 50%			

- *4. Allocate TAC on basis of species (as specified in Alternative 3) and vessel length (for example, partition the BSAI TAC 50-50 between vessels over 150' and those less than 150'. A threshold for the GOA might be 125').
- *5. Use a combination of the following measures: ban pollock roe-stripping everywhere, delay opening of GOA pollock season until after roe season, split pollock into roe, non-roe seasonal quotas, and divide GOA pollock area into separate districts.

In any allocation scheme, analysis will consider a provision for community development.

*Management Alternatives 3, 4 and 5 will be analyzed to determine the effects of the option with and without a moratorium.

The Council also approved a set of inshore-offshore working definitions and a list of assumptions for analysis. A comprehensive, industry-wide economic survey is being prepared that will be distributed this summer. Because of the need to gather more information and the complexity of the analysis, the amendment package will not be available for initial Council review until September 1990. The Fishery Planning Committee is tentatively scheduled to meet next on May 25, from 8:30 a.m. to 5:00 p.m. at the Alaska Fisheries Science Center in Seattle.

Pollock Roe-Stripping Amendment Deferred

The Council agreed to defer action on the pollock roe-stripping and seasonal apportionment amendment until its June meeting. Action in June still will allow any alternative to the status quo to take effect by the start of the 1991 fishing year. In a related action, the Council unanimously concurred with the Secretary of Commerce's decision to rescind the emergency rule limiting roe-stripping. The roe season has concluded and there is no longer a basis for emergency action.

Groundfish Amendment Analyses Approved for Public Review

The Council reviewed draft analyses for six proposed groundfish amendments and approved them for public review:

- o Revised bycatch management measures in the BSAI;
- o Develop overfishing definitions for the GOA and BSAI;
- o Establish procedures for interim total allowable catch (TAC) specifications in the GOA and BSAI;
- o Modify the authorization language for demersal shelf rockfish management in the GOA;
- o Change fishing gear restrictions in the GOA and BSAI; and
- o Expand halibut bycatch management measures in the GOA.

The analyses will be released for public review in mid-May. Written comments will be due in the Council office no later than Friday, June 15. The Council is scheduled to take final action on these amendments at its June meeting. The amendments as approved will be forwarded to the Department of Commerce for Secretarial review and implementation by 1991. A Notice of Availability is attached to this newsletter.

One other chapter, addressing herring bycatch in BSAI trawl fisheries, will be expanded and returned to the Council for review at the June meeting. In addition, the Council tasked staff to prepare a supplemental analysis of BSAI crab and halibut bycatch measures that would involve in-season authority to temporarily close bycatch "hot-spots" to groundfish fishing, apportionment of the Bering Sea and Aleutian Islands pollock TACs to mid-water trawl gear, and possibly, a ban on night trawling. These analyses will go out for public review in mid-July, and be scheduled for Council action, as Amendment 16a to the BSAI groundfish fishery management plan, in September. They will not be implemented until about March 1991.

The Council also requested NMFS to develop a regulatory amendment for final Council action in June that would close the yellowfin sole/other flatfish fishery in the Bering Sea from January 1, 1991 to sometime between May 15 and June 15. The intent is to delay fishing beyond the period when crab and halibut bycatch are high.

Council Requests Emergency Action on Bering Sea Herring Bycatch

The Council requested the Secretary of Commerce to take emergency action to limit the bycatch of herring in Bering Sea trawl fisheries. Several Bering Sea herring stocks are depressed because of repeated poor recruitment, and the Alaska Department of Fish and Game presented information suggesting that the bycatch of herring has grown in recent years. The emergency action would:

- o establish a bycatch cap for herring at 2.5% (approximately 1,875 metric tons) of the biomass;
- o herring bycatch will be counted starting January 1, 1990;
- o close two areas of the Bering Sea north of the Alaska Peninsula as follows if this cap is attained:
 - A. between 162° and 164° W and south of 56°30' N from June 15 to July 1; and
 - B. between 164° and 166°30'W and south of 55°30'N from July 1 to August 15;
- o allocate this bycatch cap equally to shorebased and at-sea operations; and
- o require 100% observer coverage on trawlers fishing in the two zones during the specified times.

This action will protect herring during their summer migration along the Alaska Peninsula. A 1990 assessment of herring spawning stocks will be presented to the Council in June. The Council then may consider additional emergency measures to protect herring in their wintering area northwest of the Pribilof Islands and to establish a migration corridor between the summer and winter areas.

Council Extends Emergency Action Apportioning Halibut Bycatch in the Gulf

The Council requested that the Secretary of Commerce extend for another 90 days the emergency rule which apportions the groundfish trawl and fixed gear halibut bycatch limits on a quarterly basis in the Gulf of Alaska for 1990. For trawl gear, 400 mt halibut of non-retainable PSC will be made available on July 1, and the remainder (400 mt plus bycatch left over from previous quarters) on August 15 when the extended emergency rule expires. The Council believes that an emergency still exists in the Gulf, and without adequate halibut bycatch available later this year, the pollock, cod, rockfish, and flatfish trawl fisheries may close prematurely.

Groundfish Harvests and Closures in 1990

U.S. industry harvested and processed 595,402 mt of groundfish off Alaska by April 14. The catch in the Gulf of Alaska was 87,386 mt, including 25,156 mt pollock, 42,566 mt Pacific cod, 7,653 mt sablefish, 4,302 mt rockfish, 6,141 mt flatfish, and lesser amounts of other species. This compares with a catch of 85,657 mt groundfish as of April 14, 1989. In the Bering Sea/Aleutian Islands the total catch to date was 508,016 mt (317,540 mt was caught in 1989 by then), which included 389,722 mt pollock, 74,863 mt Pacific cod, 18,495 mt rock sole, and smaller amounts of other groundfish species. The following Bering Sea closures occurred in the first quarter:

February 27:	Closed fully	U.Sharvested and	processed (D.	AP) flatfish	fisheries in

Zone 1 because of C. bairdi bycatch. These resumed March 1 after

reapportionment of crab bycatch from joint ventures.

March 14: Closed DAP flatfish fisheries in Zones 1 and 2H because of halibut

bycatch.

March 19: Entire Bering Sea and Aleutians closed to DAP flatfish fisheries because

of halibut bycatch.

The joint venture flatfish fishery in the Bering Sea/Aleutian Islands caught 129,310 mt. This catch included 65,489 mt yellowfin sole, 19,066 mt other flatfish, and 44,755 mt of pollock, cod, and other groundfish species allowed as retainable bycatch during prosecution of the JVP flatfish fishery. The joint venture season went quickly with NMFS taking the following inseason actions:

January 25: Closed directed joint ventures in Zone 1 because the red king crab

bycatch cap was reached.

February 27: Closed directed joint ventures in Zone 2H because the primary halibut

bycatch cap was reached.

March 5: Closed directed joint ventures in entire Bering Sea/Aleutian Islands

because the secondary halibut bycatch cap was reached.

Preliminary Results of the Gulf of Alaska Hydroacoustic Survey for Pollock

The Alaska Fisheries Science Center conducted an echo integration/midwater trawl survey of pollock in the Gulf of Alaska between February 5 and April 2, 1990. During the first leg of the survey, the area from Cape Spencer to Unimak Pass between the 100- and 500-fathom depth contours and to the south of Kodiak Island was surveyed. Extra survey effort was expended in areas where pollock had been encountered in harvestable quantities by fishing vessels in previous years. These areas included Prince William Sound, Marmot Bay, Chiniak Bay, Barnabas Canyon, areas adjacent to Chirikof Island, and Sanak Bank. During the second leg, the areas near Chirikof Island were resurveyed and Shelikof Strait was surveyed twice. Within Shelikof Strait, the area between the 40-fathom isobaths was surveyed.

Extensive pollock concentrations were not encountered during the first leg although schools of fish were observed in Prince William Sound, Amatuli Canyon, Marmot Bay, and Chiniak Bay. Juvenile and young adult pollock were observed in lower Shelikof Strait during both surveys of the area. Adult pollock were encountered in the center of the Strait, especially towards the west side, while a mixture of adult and juvenile fish was observed on the east side. General patterns in the distribution of prespawning and spawning fish in Shelikof Strait appear to be similar to past years.

Fifty-one midwater trawl and thirteen bottom trawls were completed during the survey. Immature twoyear-old fish were abundant, but the relative importance of this year class to the fishery in future years cannot be predicted until there is better understanding of how well the survey assesses juvenile pollock. Analysis of the survey data is currently being conducted by Center scientists. Preliminary biomass estimates should be available by the September 1990 Council meeting.



UNITED STATES DEPARTMENT OF COMMERCE National Oceanic and Atmospheric Administration

National Marine Fisheries Service P.O. Box 21668 Juneau. Alaska 99802-1668

April 9, 1990

NOTICE TO ALL COMMERCIAL FISHERMAN

SEA LION ALERT

New regulations now apply to all human activities, including commercial fishing, near Steller (northern) sea lions at-sea and near some of the islands where they breed.

- *1 Shooting at or near any Steller sea lion for any reason is now prohibited in U.S. waters. Fishermen may still use other means which do not result in injury or death to the animal to deter sea lions from interfering with their gear.
- *2 Subject to certain limited exceptions, operating vessels within 3 miles of any Steller sea lion rookery (locations where pups are born) west of 150° W longitude is now prohibited. A map and table describing these rookeries is included here. More detailed maps or additional clarification are available from the National Marine Fisheries Service in Juneau.
- *3 The Secretary of Commerce is now empowered to place observers on any fishing vessel in order to monitor the accidental capture of sea lions in fishing gear. No more than 675 sea lions may be killed accidentally each year during fishing operations west of 141° W longitude.
- *4 Violations of laws protecting Steller sea lions are subject to severe civil and criminal penalties including vessel forfeiture, fines of up to \$25,000, and imprisonment for up to one year for each violation.

These changes are due to the designation of the Steller sea lion as threatened throughout its range under the Endangered Species Act on April 5, 1990. This designation is based on declines of 63% since 1985 and 82% since 1960 in observed counts on certain Alaskan rookeries, which are in the primary range of the species.

The National Marine Fisheries Service is undertaking these and other measures in order to allow the sea lion population to recover. Consequently, your assistance in reducing all sources of unnatural disturbance and mortality is an important component of these efforts.

FOR MORE INFORMATION CONTACT:

National Marine Fisheries Service P.O. Box 21668 Juneau, Alaska 99802-1668

(907) 586-7233 or (907) 586-7510



TABLE OF PROTECTED STELLER SEA LION ROOKERIES

		From		T	То		
Island	Lat.	Long.	Lat.	Long.	Chart	Notes	
1	Outer I.	59°20.5 N	150°23.0 W	51°21.0 N	150°24.5 W	16681	S quadrant
2	Sugarloaf I.	58°53.0 N	152°02.0 W			16580	whole island
}	Marmot I.	58°13.0 N	151°48.0 W	58°09.5 N	151°52.0 W	16580	SE quadrant
:	Chirikof I.	55°47.5 N	155°33.5 W	55°48.5 N	155°43.0 W	16580	S quadrant
5	Chowiet I.	56°02.0 N	156°41.0 W	56°01.5 N	156°44.0 W	16013	S quadrant
;	Atkins I.	55°03.5 N	159°19.0 W			16540	whole island
•	Chernabura I.	54°47.5 N	159°31.0 W	54°45.5 N	159°33.5 W	16540	SE corner
}	Pinnacle Rock	54°46.0 N	161°46.0 W			16540	whole island
)	Clubbing Rks(N)	54°43.0 N	162°27.5 W			16540	whole island
	Clubbing Rks(S)	54°42.0 N	162°27.5 W			16540	whole island
	Sea Lion Rks	55°28.0 N	163°12.5 W			16520	whole island
1	Ugamak I.	54°14.0 N	164°48.0 W	54°13.0 N	164°48.0 W	16520	
	Akun I.	54°18.0 N	165°33.0 W	54°18.0 N	165°34.0 W	16520	
.3	Akutan I.	54°03.5 N	166°00.0 W	54°05.5 N	166°05.0 W	16520	SW corner, Cape Morga
.4	Bogoslof I.	53°56.0 N	168°02.0 W			16500	whole island
	Ogchul I.	53°00.0 N	168°24.0 W			16500	whole island
.6	Adugak I.	52°54.5 N	169°09.0 W			16500	whole island
.7	Yunaska I.	52°41.0 N	170°34.5 W	52°42.0 N	170°38.5 W	16500	NE end
.8	Sequam I.	52°21.5 N	172°33.5 W	52°21.5 N	172°35.0 W	16480	N coast, Saddleridge
9	Agligadak I.	52°06.25N	172°54.0 W			16480	whole island
	Kasatochi I.	52°10.5 N	175°29.0 W	52°10.0 N	175°31.5 W	16480	N half of island
	Adak I.	51°36.0 N	176°55.5 W	51°38.0 N	176°59.5 W	16460	SW point, Cape Yakak
2	Gramp rock	51°29.0 N	178°20.5 W			16460	whole island
	Tag I.	51°33.5 N	178°34.5 W			16460	whole island
	Ulak I.	51°20.0 N	178°57.0 W	51°18.5 N	178°59.5 W	16460	SE corner, Hasgox Pt.
5	Semisopochnoi	51°58.5 N	179°45.5 E	51°57.0 N	179°46.0 E	16440	E quadrant, Pochnoi P
	Semisopochnoi	52°01.5 N	179°39.0 E	52°01.5 N	179°37.5 E	16440	N quadrant, Petrel Pt
	Amchitka I.	51°23.5 N	179°26.0 E	51°22.0 N	179°23.0 E	16440	East Cape
	Amchitka I.	51°32.5 N	178°50.0 E	J. 2210 M		16440	Column Rocks
	Ayugadak Pt.	51°45.5 N	178°24.5 E			16440	SE coast of Rat I.
	Kiska I.	51°58.0 N	177°21.0 E	51°56.5 N	177°19.5 E	16440	W central, Lief Cove
	Kiska I.	51°54.5 N	177°14.5 E	51°52.5 N	177°13.0 E	16440	Cape St. Stephen

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

FISHERY MANAGEMENT PLAN FOR GROUNDFISH OF THE GULF OF ALASKA

AMENDMENT 21

FISHERY MANAGEMENT PLAN FOR GROUNDFISH OF THE BERING SEA/ALEUTIAN ISLANDS

AMENDMENT 16

NOTICE OF AVAILABILITY

The North Pacific Fishery Management Council has directed the Groundfish Plan Teams for the Gulf of Alaska and Bering Sea/Aleutian Islands to prepare Amendments 21 and 16, respectively, and supporting documentation for management of the Gulf of Alaska and Bering Sea/Aleutian Islands groundfish fisheries. The Council has identified the issues and problems to be addressed by Amendments 21 and 16 but has not yet chosen preferred solutions. The Plan Teams have reviewed the issues and identified and analyzed the biological, socioeconomic, and management impacts of various alternative solutions for public and Council consideration based on all information available to it at this time.

A draft Environmental Assessment/Regulatory Impact Review/Initial Regulatory Flexibility Analysis (EA/RIR/IRFA) was reviewed by the Council at their April 24-27 meeting and approved for public distribution. This document, which includes both Amendment 21 and 16, is available upon request by calling the Council staff at 907-271-2809.

The Council requests that anyone having additional information pertaining to the amendment, its alternatives, or the EA/RIR/IRFA, submit it to the Council during the 30-day public comment period which commences May 15. All new information will be summarized and included when possible in the final documents. Due to the time constraints imposed by the annual management cycle and Council meeting schedule, it will not be possible to include information received after the close of the comment period at 5:00 p.m. (ADT) on June 15.

The Council is also asking for the opinions of the fishing community and other affected individuals regarding which alternatives the Council should approve. It is hoped that the draft EA/RIR/IRFA will help the public provide meaningful and constructive feedback to aid the Council in their deliberations.

At their June 25-30 meeting in Anchorage, the Council will make their final decision and submit the amendment and supporting documentation to the Secretary of Commerce for implementation. The Council will accept oral testimony at the June meeting; however, such testimony should be limited to clarification of earlier written comments and recommendations about the Council's choices rather than submission of new information.

NOA 21/16 HLA/CORR