

equity provisions of National Standard 4 of the FCMA. The Council, anticipating the possibility of this provision being disapproved, stated that should this occur the rest of the plan should be implemented. The FMP proposes to adopt Alaska's system for limiting the number of trollers in the FCZ. This limited-entry provision will be implemented as a one-year Federal moratorium on entry into the power-troll fleet, but many difficulties with respect to a joint Federal-State limited-entry regime remain to be resolved for future years.

With the exception of Washington and Oregon, who may object to the FMP because it permits present fishing levels to continue on certain salmon stocks, no other States will object to the plan. No adverse reaction is expected from the Congress or industry.

cc: F Fx31 F3(2) F36(3) FNW F11 FAK NPFMC
F35 F37 GCF ES A

F36:NMFS:AMAndersen:634-7432:bv:2/6/79

REVISED:Andersen:2/21/79, 3/5/79, 3/22/79, 4/11/79, and 4/12/79

REVISED:NOAA:A:CMHessler:377-2977:hh:5/8/79

I request that you concur in my decision to disapprove that provision of the FMP banning hand trolling and implement all other provisions of the FMP by emergency regulation.

BACKGROUND

History of the Fishery

The Alaskan salmon fishery (all species, all waters, all gears) is a multimillion dollar a year industry. In 1977 the ex-vessel value was \$144.9 million. Since the early 1900's, the fishery has been directed at all five species of Pacific salmon that spawn in North America: pink, sockeye, chum, coho, and chinook. The troll salmon fishery, however, is based chiefly on coho and chinook.

The FMP divides all salmon fisheries off Alaska into two management units (Figure 1). The dividing line at Cape Suckling (about 144 degrees West longitude) separates the salmon fisheries of Southeastern Alaska from those of the rest of the State. There are no domestic salmon fisheries in the FCZ west of Cape Suckling except for the marginal intrusion of three net fisheries which have been managed by the State. Alaska has prohibited commercial trolling for salmon in all waters west of Cape Suckling since 1973. In contrast, east of Cape Suckling net fishing has been prohibited since 1953, but commercial salmon trolling was allowed to continue.

The Troll Fishery

The number of boats in the troll fishery, using either powered gear (power trollers) or manually operated gear (hand trollers), has increased steadily since the early 1900's. The State of Alaska limited the number of power trollers to approximately 950 in 1974, but has not limited the number of hand trollers. However, legislation has recently been introduced in the State Legislature to limit the number of hand trollers because the size of the fleet increased from about 2,000 boats in 1973 to about 4,000 in 1978. In recent years, only a few hand trollers have fished in the FCZ off the coast of Southeastern Alaska; the remainder fished in the inside waters of the State. Alaska prohibited hand trolling in the ocean seaward of the surfline to prevent an increase in fishing effort (Figure 2). Less than 200 power trollers have fished consistently in the FCZ, although many occasionally fish in the FCZ during the fishing season.

In 1977, the troll fishery in the FCZ accounted for 64,822 salmon, or about six percent of the total Southeastern Alaska troll landings. These stocks migrate through the inside waters of Alaska as well as the FCZ. Some are wild stocks, others are of hatchery origin. A number of the stocks, especially wild stocks, have declined from overfishing,

habitat destruction, and other causes. Chinook salmon dominated the FCZ troll catch, making up 77.5 percent(%) of the total. Next in importance were coho with 14.1%, followed by pinks (6.9%), sockeye (0.5%), and chums (1.0%). In terms of the total Southeastern Alaska troll landings, the troll fishery in the FCZ accounted for 18.5% of the chinook, and less than 6% each for the other species.

Current Status of the Stocks

The troll fishery is based on mixed stocks of salmon which originate in streams along the entire Pacific Coast north of San Francisco. These stocks migrate through Alaskan waters as well as the FCZ.

Chinook Salmon:

All chinook stocks contributing to the Southeastern Alaska salmon fishery have declined. Catches peaked during the 1920's and 1930's when an average of over one-half million chinook were harvested annually. From 1940 to 1970, the 10-year average annual harvest declined by about 100,000 individual chinook per decade. Since 1970, the annual harvest has averaged 322,000 fish, but it has been as low as 286,000. Combined with this decline in numbers has been a coastwide (California-Alaska), long-term, downward shift in size and age of chinook. Thus, not only are there fewer chinook, but those present are younger and smaller. These are classic signs that a stock is being overharvested.

The decline in chinook has been caused by habitat destruction as well as overfishing. Construction of dams, logging practices, and other land-based activities of man have eliminated significant spawning and rearing habitats in Washington, Oregon, California, and British Columbia. In Southeastern Alaska, most spawning and rearing habitats are still available and, for the most part, are capable of supporting much larger numbers of fish than they do now. Through proper fisheries management and land use practices, the stocks of Southeastern Alaska chinook salmon can be increased and provide a higher sustainable yield.

Coho Salmon:

Stocks of coho salmon contributing to the Southeastern Alaska salmon fisheries have also declined from past levels due mostly to overfishing rather than to habitat destruction. Most of these coho are of Alaskan origin. Annual catches of coho in Alaska by all gear averaged 1.6 million fish from 1926-1955, but dropped to about 1.0 million fish during 1960-1970, and to about 0.8 million fish during 1973-1975.

Segments of the spawning and rearing habitats of coho salmon are subject to rapid destruction because of poor land management practices despite guidelines to prevent or mitigate this destruction. However,

unless specific stock components are overfished or major parts of the present spawning and rearing habitats are lost, stocks of Southeastern Alaska coho should continue to produce yields near present levels.

ISSUES

Issue 1: Overfishing.

National Standard 1 of the FCMA mandates that "Conservation and management measures shall prevent overfishing while achieving, on a continuing basis, the optimum yield from each fishery." The issue is whether or not this FMP will prevent overfishing on two "groups" of chinook salmon: (a) native Southeastern Alaska chinook stocks, and (b) native non-Alaskan chinook stocks.

When separate genetic stocks of a fish species are unequal in abundance, intermingle, and are harvested while mixed, there is no practical way to prevent overfishing of the smaller stock. The rate of harvest on the combined mixture of stocks is controlled by the total number of individual fish in the mixture, and will therefore be too high on the smaller stock and not high enough on the largest. This argument is supported by statistics on wild and hatchery-produced salmon runs.

The only way to prevent single genetic stocks from being overfished is to harvest each stock on its spawning ground, taking only fish that are surplus to the number needed for spawning. None of the fisheries for Pacific salmon operates this way and, because of traditional fishing practices, politics, and the poor quality of salmon on the spawning grounds, it is unlikely that any ever will.

Of the two management units designated by the Council, the FMP is primarily concerned with that unit comprised of all salmon occurring in the FCZ and Alaskan waters east of Cape Suckling. The FMP states:

"For purposes of management in terms of the Council's jurisdiction in waters where intermingling of both Alaska and non-Alaskan chinook and coho occurs, these stocks must be considered as a unit because present knowledge is not sufficient for the management of discrete stocks throughout their range."

The FMP states that native (wild) Southeastern Alaska chinook stocks have been overfished in the past, and that some small runs may have already been fished to extinction. The FMP suggests that, biologically, the most acceptable harvest of these wild chinook is no harvest. The Council recognizes, however, that some of the wild Southeastern Alaska chinook will be harvested while intermingled with other salmon even if no fishery is directed on them. There is some evidence (from tagging

studies and scale analyses) that the troll fishery in the FCZ, which landed 18.5 % of all the chinook caught by trollers in Southeastern Alaska during 1977, harvests mostly non-Alaskan chinook stocks.

Since most of the wild Southeastern chinook stocks are harvested in Alaskan waters, State management has much greater impact on spawning escapement. Alaska recently implemented several measures to prevent overfishing and help rebuild these wild chinook stocks. Not enough time has passed, however, to determine if the new regulations have been effective. Nonetheless, there is no evidence that these wild Alaskan chinook stocks are now being overfished.

The Council concluded that while a biologically desirable harvest would include no wild Southeastern Alaska chinook, this level would be socially and economically unacceptable since it would require eliminating the high-seas troll fishery. Therefore, the optimum yield was set equal to the average yield of the past seven years.

The second group of chinook, for which possible overfishing is an issue, consists of the wild non-Alaskan stocks that occur in the FCZ off Southeastern Alaska but originate to the south. The Council included these salmon in its definition of the management unit and has included past harvest information in its calculations of maximum sustainable yield (MSY) and optimum yield (OY). Recent information indicates that for 1979 many runs of chinook and coho from Washington to California will be much lower than normal. The Pacific Fishery Management Council has recommended measures in its salmon management plan to restrict the 1979 fisheries on these stocks to prevent overfishing, provide adequate spawning escapement, and provide for the inshore fisheries, including treaty Indian fisheries. Although the high-seas salmon fishery off Alaska might contribute to overfishing of these non-Alaskan chinook, the Pacific Council has reviewed this FMP. There has been no indication from the Pacific Council that the high-seas troll fishery off Alaska will contribute significantly to overfishing of the non-Alaskan chinook stocks.

If this FMP is not implemented, the fishing effort in the FCZ will undoubtedly expand from its present level, since trollers that lack Alaskan permits could fish outside the three-mile limit. This is particularly likely this year because of the Pacific Council's proposal to restrict greatly the ocean salmon fisheries in its jurisdiction. This increased fishing would greatly increase the chance of overfishing the non-Alaskan chinook.

The Council previously considered completely closing the FCZ off Southeastern Alaska to salmon fishing. This alternative would cause power trollers with Alaskan permits to move inshore to Alaskan waters. Because the proportion of wild Alaskan chinook appears to be much greater in inshore waters, the result would be an increased chance of overfishing the wild Alaskan chinook.

PROPOSED ACTION: I recommend that you concur in my proposed action to accept the Council's judgment that the FMP will not contribute to overfishing either the Alaskan or non-Alaskan salmon stocks.

Issue 2: Proposal to Ban a Technique of Fishing Known as "Hand Trolling."

A basic objective of the FMP is to maintain the status quo with respect to fishing effort in the FCZ. The FMP's proposed ban on hand trolling is intended to help achieve this objective. The ban was deemed necessary to prevent hand trollers from expanding into the FCZ and increasing the amount of fishing pressure on stocks that are already fully utilized. The State of Alaska's ban on hand trolling in its offshore waters (i.e., from the outer coast to the FCZ; see Figure 2) is an attempt to control the burgeoning hand troll fishery which increased from roughly 2,000 boats in 1973 to almost 4,000 in 1978. By keeping the growing number of hand trollers from fishing on the fully exploited stocks in offshore waters, Alaska is promoting wise use of the resource and ensuring escapement to the spawning grounds. Permitting hand trolling in the FCZ could negate the beneficial effects of this State measure and create an enforcement problem.

Section 303(b) of the FCMA allows an FMP to "prohibit, limit, condition, or require the use of specified types and quantities of fishing gear" However, there is little to distinguish hand- from power-trolling gear. The essential difference is that the reels of hand trollers are cranked manually, whereas those on power trollers are cranked by power from the boat's engine. In general, hand trollers operate smaller boats (average length: 22 feet) than power trollers (average length: 35 feet), but some hand trollers have boats longer than 40 feet. Power trollers landed 76 percent of the salmon but made up only 31 percent of the troll fleet. The FMP notes that only five persons hand trolled in the FCZ during 1975-1977.

After studying all the available information, I have determined that no conservation purpose is served by distinguishing hand-troll from power-troll gear. The FCMA requires in National Standard 4, that

"Conservation and management measures shall not discriminate between residents of different States. If it becomes necessary to allocate or assign fishing privileges among various United States fishermen, such allocations shall be (A) fair and equitable to all such fishermen; (B) reasonably calculated to promote conservation; and (C) carried out in such manner that no particular individual, corporation, or other entity acquires an excessive share of such privileges."

The ban would apply equally to residents of all States and therefore is consistent with the discrimination clause.

However, although the ban has potential merit by reducing the chance of overfishing and by enhancing enforcement of Alaska's regulations, I have determined that this measure is inconsistent with the fairness and equity provisions of National Standard 4. The proposed ban would allocate fishing privileges unfairly between two groups of fishermen who use essentially the same type of gear. While power trollers who have previously fished off Alaska would be permitted to continue to do so, hand trollers who have previously fished this area would not. A provision which would allow all fishermen who have fished these waters to continue to do so would satisfy National Standard 4.

Deleting the ban on hand trollers from the FMP will not destroy the integrity of the FMP. Optimum yield can still be attained since the FMP gives the NMFS Regional Director authority to make in-season adjustments necessary for conservation and management.

PROPOSED ACTION: I propose to disapprove that portion of the FMP which bans hand trollers from the FCZ.

Issue 3: Limit on the number of power trollers in the FCZ.

The FMP proposes to adopt Alaska's system for limiting the number of power trollers. The Council determined that a limited entry system for the FCZ was necessary to prevent expanded fishing effort and overfishing. The Council determined that alternative means of limiting fishing effort in the FCZ would be either too disruptive to present social and economic structures or too costly to administer and enforce (e.g., a separate limited entry system for the FCZ, or a separate FCZ catch quota).

Presently, there is no restriction on the number of power trollers fishing in the FCZ. Although fishermen may not land salmon in Alaska without an Alaskan limited-entry permit, they can land salmon taken off Alaska in Washington, Oregon, and California. A small number of power trollers presently do so. Because of increasing restrictions off Washington, Oregon, and California, it is likely that additional trollers will seek to fish in the FCZ off Alaska.

The proposal to limit entry maintains a fishing privilege gained by those who have historically fished in the FCZ off Alaska. The proposal does not grant excessive privileges to particular groups. The FMP provides that any power-troll fisherman who does not have a State of Alaska power-troll permit is entitled to a Federal entry permit if he can show that he fished in the FCZ in any one of the base years of 1975, 1976, or 1977. Unlike the State permit, the Federal permits would be nontransferable. If a holder of one of the Federal permits should retire from the fishery, that permit would be retired from the fishery.

A number of difficulties are associated with adopting the State limited entry system in the FCZ. Under that system, the State has already issued 932 permanent permits. An additional 40 persons have been granted nontransferable interim-use permits pending a final decision by the State on their applications for permanent-entry permits.

With respect to the permits which the State has already issued, it is possible to simply grant permission to fish in the FCZ. However, any subsequent action that the State of Alaska may take with respect to the permits already issued or permits which may be issued in the future will effect both individual fishing rights in the FCZ and the ultimate level of fishing effort. If such future actions by the State operate automatically in the FCZ, without any affirmative action on the part of the Council or the Secretary, this action could be considered a delegation to the State of authority that Congress intended to reside with the Federal government. To overcome this objection, it will be necessary to implement a parallel, but independent, Federal limited entry system in the FCZ.

Since those participating in this fishery generally fish in State as well as Federal waters during the season, the Council deemed it desirable to have a unified State-Federal limited entry system. The FMP, however, does not indicate how this should be accomplished, or whether an independent federal system would be consistent with the Council's intent. Under an independent Federal system, there is the potential for proliferation of fishing vessels, which would be contrary to the Council's intent.

I have determined that it is possible to implement the limited entry system as a one-year moratorium in a manner that avoids delegation of Federal authority yet is consistent with the intent of the FMP. However, many difficulties with respect to a joint Federal-State authority must be dealt with before such a system can be extended. NOAA General Counsel will work with the Council to resolve these issues.

PROPOSED ACTION: I propose to accept the Council's judgment as expressed in the FMP, and approve its power-troll, limited-entry plan as a one-year moratorium.

Issue 4: Nontransferable entry permits to power-trollers.

Nontransferable permits would be issued to power-troll fishermen who lack Alaska permits but could prove that they fished in the FCZ during one of the three base years. Historical data indicate that all such fishermen reside outside Alaska.

It is the ultimate intent of the FMP to reduce the number of vessels in the power-troll fishery to an optimum number. This number has yet to be established, but is likely to be somewhat less than 950. The granting of a small number of nontransferable permits is an attempt to incorporate gradually all fishing permits into a unified system, while recognizing established fishing presence in the FCZ. The Alaskan system does not discriminate between residents of different States. Therefore, a transferable permit can be acquired by anyone seeking to enter the fishery.

There is a reasonable basis for distinguishing the fishermen eligible for the nontransferable permit. Their current, nonproprietary right to fish in the FCZ is protected. There is no additional proprietary right conferred on them. These fishermen were able to establish a fishing presence in the FCZ only because they resided outside Alaska. Alaska residents, since they are subject to Alaska law, could not fish in the FCZ without an Alaska permit. While it is necessary to recognize their presence in the fishery, it is not necessary to grant them an additional proprietary right which is not available to others. Thus, both current fishing rights and the goals of the FMP are recognized.

PROPOSED ACTION: I propose to accept the Council's decision and approve the nontransferable permits for those power trollers who qualify.

MANAGEMENT MEASURES, REGULATIONS, AND ENFORCEMENT

One intent of this FMP was to have management measures for the salmon fishery in the FCZ that are compatible, to the extent practicable, with existing Alaskan, Federal, and other Fishery Management Council regulations.

In addition to limiting the number of power trollers, the management measures set forth in this FMP include gear, areas, seasons, fish size, recreational bag limits, and specific landing requirements (Table 1). The FMP permits the Director of NMFS Alaska Region to make necessary in-season adjustments of seasons and areas, provided that these adjustments are made, to the extent possible, in close coordination with the State of Alaska.

Enforcement of the salmon fishery regulations in the FCZ and State waters has been simplified by the proposed management measures. Concurrent opening and closing dates, minimum legal length for chinook, and the closure of the areas west of Cape Suckling are measures applied jointly to the FCZ and State waters. The requirements that power trollers fishing in the FCZ must possess either a State-of-Alaska limited entry permit or one of the proposed Federal power-troll permits greatly simplifies enforcing the requirement for permits.

Alaska's ban on hand trolling in its waters from the outer coast to the FCZ should present no significant enforcement problems. The harsh fishing environment combined with the need to land their fish outside of Alaska will effectively prevent most non-Alaskans from hand trolling in the FCZ. Alaska's landing laws would likely prevent Alaskans from hand trolling there.

A cooperative enforcement agreement among NMFS, the U.S. Coast Guard, and Alaska has recently been completed. The regulations proposed in this FMP are written so that the State of Alaska can provide most of the enforcement effort at the dock.

REGULATORY ANALYSIS

A regulatory analysis, as required by Executive Order 12044, shows that meaningful alternatives to the proposed management measures were considered. The adopted management measures minimize the burden on the public and are the best choice for the high-seas salmon fisheries at the present time.

JUSTIFICATION FOR EMERGENCY REGULATIONS

The FMP clearly demonstrates that the high-seas salmon fishery must be regulated to prevent overfishing. One of the objectives of the FMP is to prevent any additional fishing on the already fully utilized stocks. Because salmon fishing is scheduled to begin on April 15, 1979, there is now insufficient time for final regulations to be implemented before fishing starts. Emergency regulations are required to regulate the fishery until final regulations can be implemented.

Failure to have regulations in effect at the start of the season will permit an influx of fishermen who lack Alaska limited entry permits into the fishery and would result in severe overfishing of the very stocks the FMP was designed to protect. This influx of fishermen will come from Washington, Oregon, and California, because the fishing seasons in those states have been shortened to protect severely decreased salmon stocks. Some of these same stocks are found off Southeastern Alaska early in the year. To permit the transfer of fishing effort northward would defeat not only the purpose of this FMP but the FMP governing the salmon fisheries off the coasts of Washington, Oregon, and California, as well as the State's plan for managing the salmon fisheries in their waters.

Although Alaska landing laws would prevent fishermen who lack Alaska limited entry permits from landing salmon in Alaska, they could export salmon from the FCZ to the southern States with freezer boats that would be completely unrestricted by Alaska landing laws.

IMPACTS OF THE PROPOSED ACTION

Conformance with the FCMA

Except for the provision to ban hand trollers, I have judged this FMP to be consistent with the seven National Standards and other provisions of the FCMA. The plan fails to explain fully its relationship to the Marine Mammal Protection Act, the Endangered Species Act, and the Coastal Zone Management Act, but there appear to be no significant conflicts. We are preparing a memorandum to advise the Councils on the legal issues they must consider and the procedures they should follow to assure that their FMP's meet the requirements of these Acts.

Impact on Domestic Fishermen

The status quo of those power trollers who have historically fished in the FCZ is maintained, but no additional power trollers will be permitted to start fishing there. A few Alaskan hand trollers may be excluded because of Alaskan landing laws; however, the economic base for the hand-troll fleet lies primarily in inside waters. Hence, there will be no significant disruption of present social and economic structures.

Impact on Foreign Fishermen

There will be no impact on foreign fishermen except those from Canada. In some years as many as 30 Canadian boats have fished off Alaska. In other years, because of predicted large runs of albacore tuna or salmon elsewhere on the coast, the Canadian effort off Alaska has been minimal. Because of the breakdown last summer of the U.S.-Canadian fishing agreement, Canadians are now prohibited from fishing in the U.S. FCZ. Further, under the FMP there is no surplus available for foreign fishing. Negotiations are underway between the U.S. and Canada to establish an international commission to manage the salmon fisheries of both countries. The Canadian and Alaskan troll fleets are major considerations in these negotiations.

Impact on Processors and Consumers

No adverse impacts on processors and consumers will occur. If present stock conditions are improved through the State's and the Council's management regimes, more salmon will be available for the U.S. market.

Impact on the National Marine Fisheries Service

Existing resources of NMFS preclude a substantial enforcement and management program. Historically, the enforcement and management of the Alaska salmon fishery has been conducted by the State. Functionally, this practice will continue in accordance with the State-Federal cooperative agreement recently executed.

RECOMMENDATION

I recommend that this FMP be partially disapproved. The proposal to ban hand trollers from the FCZ unfairly allocates fishing privileges between two groups of fishermen (hand trollers and power trollers) without adequate justification. As this portion is severable, the remaining parts of the FMP should be approved and implemented. I intend to accept the Council's judgement on the three remaining major issues: (a) overfishing, (b) limited entry of power trollers, and (c) nontransferable permits. However, I will advise the Council that to avoid delegation of Federal authority to the State, the limited entry system can only be implemented as a one-year moratorium.

Overfishing on either management unit can not be demonstrated. The last two issues were raised by management measures designed to prevent overfishing while permitting the optimum yield to be harvested. These measures will maintain the well-being of existing social and economic structures. The fishery and the resources will be better served by implementing the approved parts of this FMP than by disapproving all parts and not implementing the FMP.

VII. PREDICTED REACTIONS

Councils

The North Pacific Council supports approval of the FMP. Because the FMP is designed to prevent any expansion of the fishery on salmon stocks originating south of Alaska, the Pacific Council also supports approval. The Pacific Council indirectly--through common membership on both Council's and both scientific and statistical committees--participated in developing this FMP.

Both Councils recognize the future desirability of developing a unified Pacific Coast salmon management plan because their conservation and management problems are interrelated.

Discussions with the Executive Director of the Council indicate that the limited entry system contained in the draft regulations is consistent with the intent of the Council as expressed in the plan. This includes the concept, as embodied in the regulations, that the limited entry system is essentially a moratorium on expansion of effort for a period of one year, which might be extended for another year, until the issue of limited entry can be fully addressed in the proposed comprehensive salmon plan that will cover waters of both Alaska and the FCZ.

Industry

The need to control expanding effort on Pacific salmon stocks off Alaska is apparent to all segments of the fishing industry. Some segments outside Alaska will appreciate controlled effort on Washington-Oregon-California stocks, while others may object to being restricted from fishing on hatchery stocks paid for by Federal taxes.

Congress

A few fishermen will probably find fault with this plan. If they are unable to obtain a legal solution they will contact their Members of Congress. To date we have received no direct criticism from Congress concerning this FMP.

State Department

The State Department will focus on the possible consequences of excluding Canadians from participating in the salmon fishery off Alaska. However, DOS will appreciate that such exclusion cannot be avoided until Canada and the U.S. can agree on joint management of the salmon runs.

Coast Guard

The Coast Guard will not object to the plan and will continue its enforcement cooperation.

Foreign Nations

Canada is the only foreign nation likely to comment on the plan, since some of its citizens will be excluded from the Alaska fishery; but Canada will view the restrictions as inevitable, given the absence of a reciprocal fishing agreement.

States

The States of Washington and Oregon may object to this FMP because it allows a "status quo" fishery on chinook salmon stocks, some of which come from their States. None of the other States will object to the plan's approval.

SCHEDULE OF EVENTS

<u>Date (Day)</u>	<u>Event</u>
Apr. 12 (Thu)	Action Memorandum recommending partial disapproval signed by the Assistant Administrator (F).
Apr. 13 (Fri)	Administrator concurs.
Apr. 13 (Fri)	FMP, Proposed Regulations, and Emergency Regulations filed with the <u>Federal Register (F.R.)</u>
Apr. 14 (Sat)	Fishermen notified by FAK.
Apr. 15 (Sun)	Salmon fishing starts in FCZ under Emergency Regulations. Start of 45-day period of Emergency Regulations.
Apr. 19 (Thur)	Emergency Regulations published in <u>F.R.</u>
Apr. 23 (Mon)	FMP and Proposed Regulations published in the <u>F.R.</u> Begin E.O. 12044, 60-day public review of Proposed Regulations.
May 18 (Fri)	Emergency Regulations repromulgated.
June 19 (Tue)	End 60-day E.O. 12044 public review of proposed regulations.
June 25 (Mon)	Final regulations published in <u>F.R.</u> become effective, and supersede the emergency regulations.

~~CONCURRENCE~~

I concur.
 I do not concur.
 I wish to consult with you further.
 I wish to consult with _____ .

MAY 3 1979

Date



 Richard A. Frank
 Administrator

CLEARANCES:

Signature and Date

GC:EGreenberg	<i>cont for EVCG-</i>	<i>5/2/79</i>
PP:HGlazer	<i>cont for HLG-</i>	<i>5/3/79</i>
A:JWalsh	<i>cont for BW</i>	<i>5/2/79</i>

Prepared by: A. Andersen, NMFS, F36, 634-7449, 4/10/79

ATTACHMENTS

1. - Map of Alaska showing the two management areas.
2. - Map of Southeastern Alaska showing hand trolling areas.
3. - Summary of management measures.

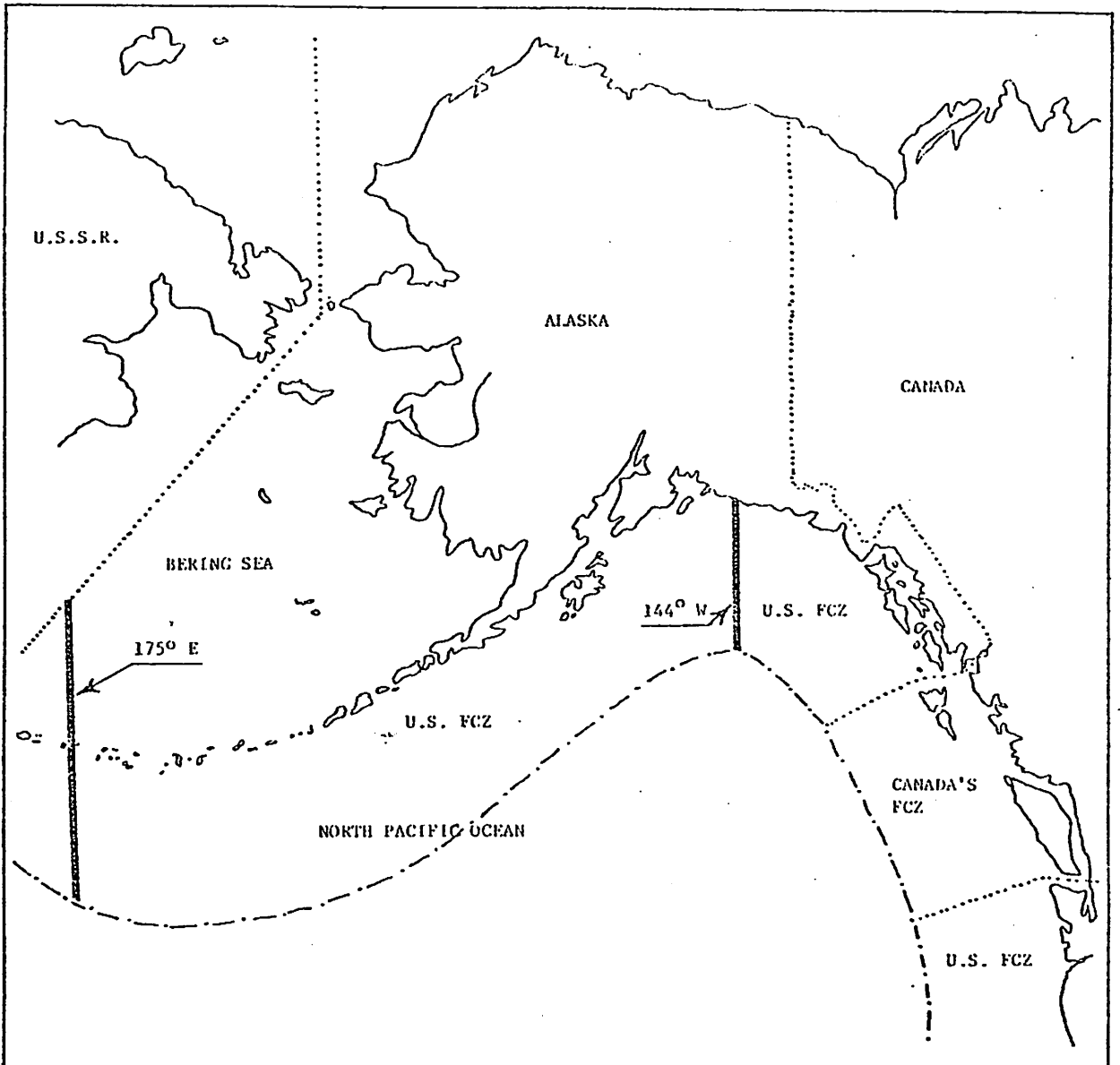


Figure 1. Map of Alaska showing the adjacent U. S. Fishery Conservation Zone (FCZ) in the North Pacific Ocean.

Figure 2. Map of Southeastern Alaska showing areas for handtrolling.

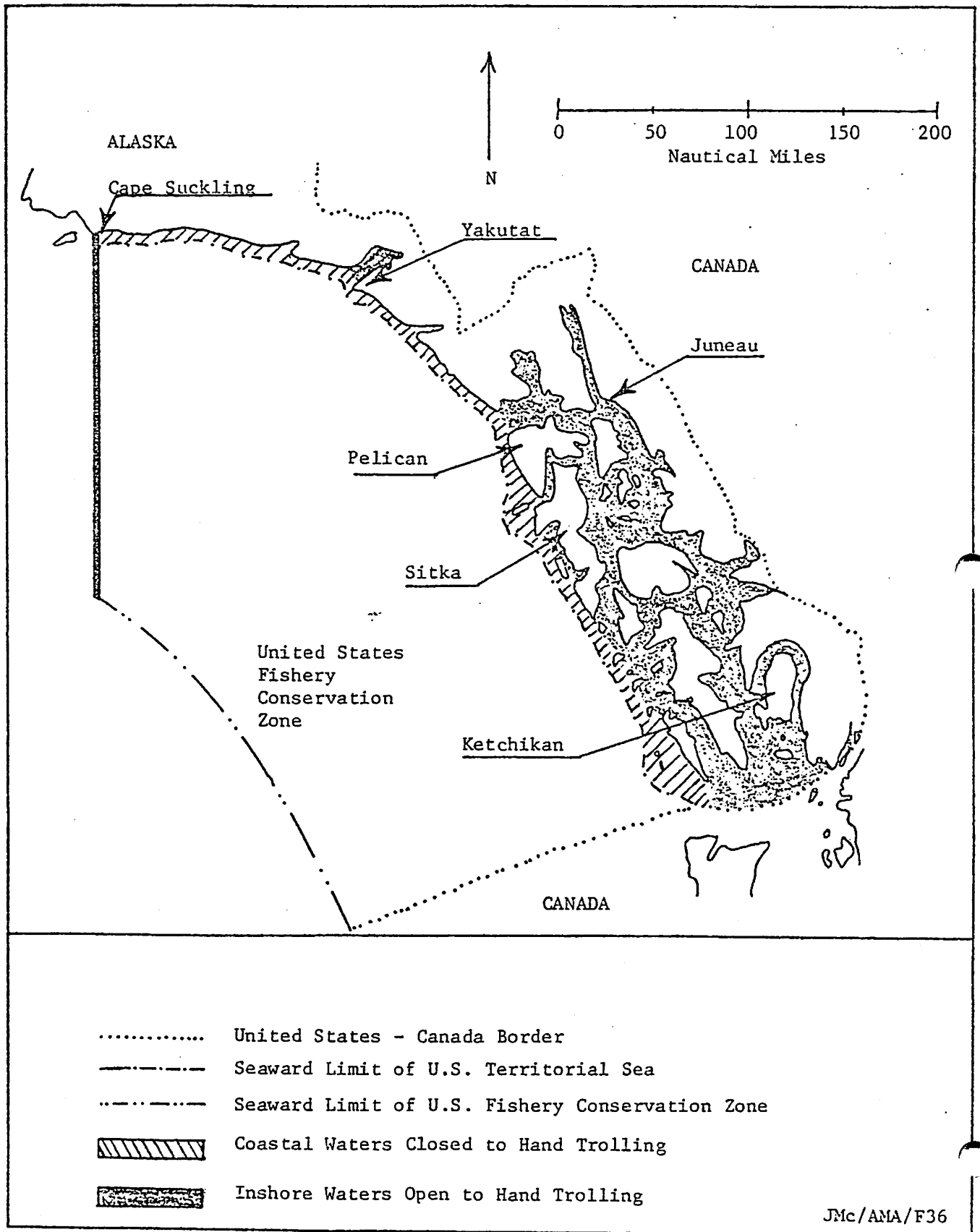


Table 1. Management Measures for the High-Seas Salmon Fisheries off the Coast of Alaska. (No restrictions on subsistence fishing.)

<u>MANAGEMENT MEASURES</u>	<u>COMMERCIAL FISHING</u>	<u>RECREATIONAL FISHING</u>
Gear	Trolling gear only. No limit on the number of fishing lines per boat.	Per fisherman: single line, which may be attached to a rod, with no more than two single bait hooks, or two flies, or one lure attached to the line.
Area	East of Cape Suckling only.	All waters.
Seasons	Coho (June 15 to Sept. 20); all other salmon (April 15-October 31).	All year.
Size limit	Chinook (minimum total length of 28 inches); all other salmon (no size limits).	Same as for commercial fishing.
Catch quota	None.	Daily bag or possession limit of six salmon, only three of which may be chinook.
Landing requirements	Must possess a Federal or State of Alaska limited entry permit. Any fin-clipped salmon must be landed with its head attached to its body.	Any fin-clipped salmon must be landed with its head attached to its body.