

North Pacific Fishery Management Council

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VICE CHAIRMAN
Date: 1-19-88

ADVISORY PANEL MINUTES Anchorage, Alaska December 7-9, 1987

The Advisory Panel for the North Pacific Fishery Management Council met in the Westward Hilton Hotel on December 7-9, 1987. The following members were present:

Nancy Munro, Chairman	Barry Fisher	Rick Lauber
Robert Alverson, Vice Chairman	Edwin Fuglvog	Dan O'Hara
Rupe Andrews	Ron Hegge	Ron Peterson
Terry Baker	Oliver Holm	Thorn Smith
Alvin Burch	Pete Isleib	Dave Woodruff
Joseph Chimegalrea	Cameron Jensen	John Woodruff
Lamar Cotten		

The minutes of the September 21-23, 1987 Advisory Panel meeting were approved as read.

C-4 HALIBUT MANAGEMENT

Denby Lloyd, Grant Thompson, and Ron Miller presented the staff report and described the four alternatives. The AP heard public testimony in favor of Alternative 3 and variations on Alternative 1. The AP recommends Alternative 1, the status quo, with the following revisions:

- (1) Season dates would be set by the IPHC.
- (2) Clearing procedures would stay the same.
- (3) In Area 4C fishing would be one day on/one day off with a 10,000-pound trip limit until 50% of the quota was caught, then the trip limit would be increased to 20,000 pounds.
- (4) In Area 4E fishing would be two days on/one day off with a 6,000-pound trip limit throughout the season.

The motion passed 12 to 1.

C-6 FUTURE OF GROUND FISH MANAGEMENT

Dorothy Lowman reported on the FOG (Future of Groundfish) Committee's first meeting in Seattle on November 19-20.

The AP heard public testimony on whether the Council should include December 31, 1987 as a possible cut-off date in its Statement of Commitment on groundfish.

Jim Branson explained that a cut-off date does not exclude people from the fishery. Cut-off dates mean that should the Council implement a limited entry system at some time in the future, participation in the fishery may not count or may be discounted if the participation occurs after a cut-off date. When asked to define "participation" Mr. Branson said it could mean: (1) the catching or sale of fish, (2) a vessel under construction, or (3) a purchase contract for a vessel. Mr. Branson stated that if the AP recommends a cut-off date it should define participation. The AP voted to exclude the December 31, 1987 cut-off date for groundfish from the Council's Statement of Commitment. The motion carried 9 to 6.

The majority either:

- (1) Thought it premature or unwise to include a date without defining exactly what it means.
- (2) Thought it premature to send this message and its consequent chilling effect to industry.
- (3) Opposed the concept of limiting access.

Minority report. The Council should not exclude the cut-off date of December 31, 1987 as an option. It may be the ultimate decision of the Council that this date, 12/31/87, is appropriate for the longline, trawl, and/or pot segments of the industry. It may be appropriate for the Gulf of Alaska but not for the Bering Sea operations. The Council should take no action at this meeting (12/87) and not prejudice the options that the FOG Committee may choose to submit in June.

The FOG Committee may not be able to agree that all segments of the industry should be put under limited entry but may agree that certain segments of the industry should have limited entry apply to them. A generic date of 12/31/87 will polarize the industry and prejudice whether current overdeveloped parts of the industry can get relief from limited entry and force them to wait for an underdeveloped part of the industry to reach its optimal level before limited entry is accepted for all.

Signed by: Robert Alverson, Pete Isleib, R. Barry Fisher, Al Burch, Ron Peterson, and Edwin Fuglvog.

D-2 GULF OF ALASKA GROUND FISH

The AP congratulated the Gulf of Alaska Groundfish Plan Team for sending out the Resource Assessment Document (RAD) in advance for review. The AP heard a report on the status of stocks as well as public testimony.

The AP recommends the Council adopt TACs as indicated in the attached table (Attachment 1). The motion passed 12 to 3.

The AP did not apportion between districts except for sablefish. The AP assumes the fish will be apportioned as DAP industry interests request. On sablefish the AP recommends that the fish be allocated between districts based on the 400-1,000 meter survey. The motion passed 11 to 2.

The AP recommends the Council continue with the halibut PSC cap of 2,000 mt. The motion passed 11 to 3.

The AP heard testimony from Mark Hutton about his proposal to delay the sablefish season to coincide with the first halibut opening. No action was taken.

The AP recommends that the Council reaffirm its intent that pot and longline gear be allowed in Gulf of Alaska for all groundfish other than sablefish. The motion passed unanimously.

D-3 BERING SEA/ALEUTIAN ISLANDS GROUND FISH

The AP congratulated the Bering Sea/Aleutian Islands Plan Team for sending out the Resource Assessment Document in advance for review. The AP suggested that explaining the F models in layman's terms would be helpful in the future.

The AP heard reports on the status of stocks, the "donut hole" fisheries, Dr. Murray Hayes, Jon Pollard of NOAA-GC on legal issues, NMFS on the DAP survey, and Clarence Pautzke on the Permit Review Committee recommendations.

The AP heard public testimony including the following comments:

- (1) Fishermen report that sablefish in the western Aleutians are large but sparse; several fishermen testified that the stock appeared to be very fragile.
- (2) DAP fishermen expressed concern over joint ventures targeting on rock sole with roe.
- (3) Industry members expressed concern over harvesting pollock at a higher exploitation rate when the stock is declining.
- (4) Industry members expressed concern over the economic hardship imposed by a sudden phase-out of joint ventures in the pollock fishery.
- (5) Industry members testified both for and against the 2 million metric ton OY cap.

The AP recommends the Council adopt the TACs listed in Attachment 2. Several points came out in the AP discussion:

- (1) The AP wishes to maximize the value of the remaining joint venture fisheries, and maximize the opportunity for the joint ventures to fish early.
- (2) The AP is concerned over using F_{max} , F_{msy} theories to calculate ABCs.
- (3) The AP recognizes the TAC numbers may need to be changed to incorporate bycatch.

The motion passed 14 to 4.

Minority report. The overwhelming majority of fisheries scientists reporting to the Advisory Panel--from the plan team, the SSC, the Northwest and Alaska Fisheries Center, and the Fisheries Research Institute at the University of Washington--using the best scientific data available have repeatedly advised that the overall allowable biological catch for the BS/AI area, conservatively calculated, is in excess of 2.8 million metric tons. In addition, the NWAFC

has supported the plan team and SSC recommendation of a 1,500,000 mt ABC for pollock, stating that no adjustments need to be made at this time to accommodate uncertainties regarding "donut hole" stocks. Clearly, the weight of scientific opinion supports the ABCs recommended by the plan team and SSC.

Regarding the condition of major target species, the Resource Assessment Document states that pollock stocks are relatively high and stable, Pacific cod are very high and stable, yellowfin sole are very high and stable, and other flatfish are very high and stable. In short, the fish are there.

Under these circumstances it is unconscionable to impose drastic quota reductions on United States fishermen engaged in joint ventures. We recommend that the Council increase the Bering Sea OY cap to 2,500,000 mt, distributed by species in Attachment 3.

Conclusion: Failure to implement these increases by emergency rule or through early JVP allocation in anticipation of an amendment incorporating them will prevent American fishermen from harvesting 500,000 mt of pollock and other species worth some \$75,000,000. No biological or socioeconomic information has been presented which justifies this substantial loss to the nation.

Signed by: R. Barry Fisher, Cameron Jensen, Thorn Smith, and Al Burch.

The AP recommends the Council adopt the DAP numbers listed in Attachment 2. The motion carried 11 to 1.

The AP recommends to the Council that there be no emergency action taken to increase the cap of 2,000,000 mt. Effective January 1, 1988 the Bering Sea cap would be 2,000,000 mt. If the Council feels a desire to increase the current cap based on the ABC analyses presented by the plan team and SSC this should be done within the plan amendment cycle. An EA should be completed which would include an analysis of:

- (1) Socioeconomics (JVP/DAP impacts)
- (2) Environmental impacts, including
 - a. Bycatch
 - b. Marine mammals
 - c. Discussion on choices of factors to determine ABC (i.e., does Fmsy drive the fishery to a recruit fishery and what effect does this have on short-lived versus long-lived species).

The motion carried 15 to 4.

The AP recommends that the joint venture allocation of rock sole be released in a manner to allow only bycatch for the yellowfin sole fishery up to April 1. After that date, the remainder of the joint venture apportionment will be released. The motion carried 16 to 3.

The intent of this motion is that there should be no joint venture directed fishing on rock sole.

The AP recommends to the Council that any surplus fish not used or needed by DAP be released on a quarterly basis. Once a fishery reaches its quota, DAP should be resurveyed before reserves are released to JVP. The motion carried unanimously.

TABLE D-2(b)(2). PRELIMINARY 1988 RECOMMENDATIONS FOR ABC, TAC, DAP AND JVP APPORTIONMENTS FOR GULF OF ALASKA GROUND FISH (IN MT).

Species	Area	1987 TAC	1987 CATCH 1/	1988 ABC Recommendations		Advisory Panel Recommendations		
				PT	SSC	TAC	DAP	JVP
Pollock	W/C	84,000	45,390	90,000-120,000	90,000	90,000	90,000	0
	E	4,000	114	3,375	3,000	3,000	3,000	0
	Out.Shel.(1/15-4/10)	20,000				20,000 W. Gulf	20,000	0
	Total	108,000	45,504	93,375-123,375	93,000	113,000	113,000	0
Pacific cod 3/	W	15,000	1,740	19,000-35,000	19,000	13,000	13,000	0
	C	33,000	23,124	73,000-137,000	73,000	56,800	56,800	0
	E	2,000	228	7,000-13,000	7,000	200	200	0
	Total	50,000	25,092	99,000-185,000	99,000	70,000	70,000	0
Flounder 3/	W	3,000	2,261	142,650	142,650	1,600	1,600	0
	C	5,500	6,783	538,280	538,280	23,300	23,300	0
	E	500	270	86,770	86,770	100	100	0
	Total	9,000	9,314	767,700	767,700	25,000	25,000	0
Sablefish	W	3,000	3,526		5,075	4,060	4,060	0
	C	8,800	10,889		15,680	12,540	12,540	0
	W.Yak.	4,000	3,608		6,125	4,900	4,900	0
	S.E./E.Yak.	4,200	4,827		8,120	6,500	6,500	0
Total	20,000	22,850	35,000	35,000	28,000	28,000	0	
Rockfish 2/	W	N/A	1,775	4,850	4,850	4,850	4,850	0
	C	N/A	2,047	7,100	7,100	7,100	7,100	0
	E	N/A	5,469	4,850	4,850	4,850	4,850	0
	Total (GW)	9,000	9,291	16,800	16,800	16,800	16,800	0
Pelagic Shelf Rockfish	W	N/A	N/A	550	550	550	550	0
	C	N/A	N/A	2,350	2,350	2,350	2,350	0
	E	N/A	20	400	400	400	400	0
	Total		20	3,300	3,300	3,300	3,300	0
Demersal Shelf Rockfish	SE Out	1,250	625	N/A	N/A	660	660	0
Thornyhead	GW	3,750	1,927	3,750	3,750	3,750	3,750	0
Other species	GW	10,050	598	N/A	N/A			
GULF OF ALASKA TOTAL		211,050	115,221	1,019,585	1,018,550	260,510	260,510	0
				to 1,135,585				

Notes:

1. Catch as of December 1, 1987, PacFIN.
2. Rockfish refers to all rockfish of the genera Sebastes and Sebastolobus unless specifically separated into other management
3. The SSC and PT note that these ABC's may not be attainable given the Council's past bycatch policy.

TABLE D-3(b)(1). PRELIMINARY 1988 RECOMMENDATIONS FOR ABC, TAC, DAP AND JVP FOR BERING SEA/ALEUTIAN ISLANDS GROUND FISH (MT).

Species	Area	1987		ABC Recommendations		Advisory Panel Recommendations		
		TAC	Catch 1/	PT	SSC	TAC	DAP	JVP
Pollock	EBS	1,200,000	1,153,359	1,500,000	1,500,000	1,300,000	614,162	685,838
	AI	88,000	28,754	160,000	160,000	45,000	4,160	40,840
Pacific cod		280,000	134,148	385,300	385,300	200,000	87,416	112,584
Yellowfin sole		187,000	183,086	254,000	254,000	250,000	26,356	223,644
Greenland turbot		20,000	8,684	14,100	14,100	11,200	11,200	0
Arrowtooth flounder		9,795	3,678	109,500	99,500	10,000	0	10,000
Other flatfish		148,300	49,656	331,900	331,900	130,000	26,403	103,597
Sablefish	EBS	3,700	3,909	4,500	3,400	3,400	3,400	0
	AI	4,000	3,657	7,700	5,800	5,000	5,000	0
Pacific ocean perch	EBS	2,850	1,317	6,000	6,000	5,000	5,000	0
	AI	8,175	1,207	16,600	16,600	6,000	6,000	0
Other rockfish	EBS	450	505	400	400	400	400	0
	AI	1,430	385	1,100	1,100	1,100	1,100	0
Atka mackerel		30,800	30,152	21,000	21,000	21,000	0	21,000
Squid		500	36	10,000	10,000	1,000	1,000	0
Other species		15,000	6,485	54,000	54,000	10,000	0	10,000
BS/AI TOTAL		2,000,000	1,609,018	2,876,100	2,863,100	1,999,100	791,597	1,207,503

NOTES:

1. JVP and foreign catch data from December 1, 1987, PacFIN; DAP catch-to-date, November 14, 1987, NMFS-AKR.

	ABC	TAC	RES	DAP	JVP
pollock EBS	1,500,000	1,500,000	225,000	614,162	660,838
	AI	160,000	160,000	4,160	131,840
cod	385,300	280,000	42,000	87,416	150,000
offin sole	254,000	254,000	38,100	26,356	189,644
G turbot	14,100	14,100	2115	12,000 11,200	
amnetooth	109,500	48400		by catch	by catch
other flat	331,900	178,000	26,750	26,403	124900
solefish	12,200	8400		8400	0
POP	22,600	22,600		11,000	0
other rock	1500	1500		1500	0
atka m	21,000	21,000	3150	by catch	17,850
Squid	10,000	2000		1000	by catch
Other	54,000	10,000		by catch	by catch
	<u>2,876,100</u>	<u>2,500,000</u>		<u>792,397</u>	<u>1,275,072</u>