MEMORANDUM

TO: Council, SSC and AP Members

FROM: Clarence G. Pautzke  
Executive Director

DATE: December 3, 1998

SUBJECT: Staff Tasking

ACTION REQUIRED

Review and confirm staff tasking.

BACKGROUND

For your reference, Item D-4(a) contains a status of current and ongoing actions (other than American Fisheries Act and Steller sea lion measures), some of which have been addressed earlier in this meeting. Item D-4(b) is a summary of the proposals received in this year’s groundfish amendment cycle - this includes a list of the proposals which the Council approved for development at the October meeting, a list of those which were removed from further consideration, and a brief description of each of the remaining proposals for which Council direction is pending.

The timeline for development of many of these potential new projects will be affected by your earlier actions with regard to the American Fisheries Act, Steller sea lions, or other agenda items (and is therefore left blank at this time in the summary). We will have those actions compiled in time for your consideration of this agenda item.
STATUS OF COUNCIL TASKING

December 9, 1998

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<td>1. IFQ Weighmaster Report</td>
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<td>3. Essential Fish Habitat Amendments</td>
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<td>being developed</td>
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<td>6. Groundfish Overfishing Definitions</td>
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<td>8. Salmon O/F Definitions</td>
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<td>REGULATORY AMENDMENTS:</td>
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<td>1. Halibut Subsistence Program</td>
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<td>Program</td>
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2  GOA P. cod/ATF MRBs  Final Action in Feb 99  Region

3  Observer Program Adjustments  Action in Oct 98. PR pending  NMFS/Council

5  Sitka Sound Local Halibut Plan  Council Approved Feb 98 PR being prepared at Region  NMFS

6  Local Area Halibut Plans  As necessary  Council/ADF&G/BOF

7  IR/IU Regulatory Amdmt Pkg  Final Action in Dec 98  NMFS/Council

8  GOA DSR Retention in IFQ Fisheries  Final Action in Dec 98  NMFS/ADFG/Council

9  Revise MRBs  Review in Feb 99  NMFS/Council

PLAN AMENDMENTS:

1  Comp. Rationalization Plan
   (a) LLP Amendments
   (b) BSAI Pollock IFQ Prgm
   (c) VBAs/HMAP
   (a) Final Action in Dec 98
   (b) On hold
   (c) In Progress  Council/Region
                     Council/Committee/Region/ ADF&G

2  Delegate Mgmt Authority to State/Scallop  Effective July 14, 1998  ADF&G

3  Scallop License Limitation  Final Action in Feb 99  Council/Region/ADFG

4  Groundfish Plan Update  On hold  Council/Region

5  Streamline Spec Process  Council Approved April 1998 PR pending  Region

6  Inshore/Offshore 3  Comments to SOC in Nov 98 Consider GOA in Dec 98  NMFS/Council

7  Observer Program Funding  On hold - discuss in April 99  Center/Region/Council

8  VIP Program for C. bardi in BSAI cod fishery  On hold pending other priorities  Council/NMFS

9  Limited Processing for Catcher Vessels  Final action in Oct 98 PR in preparation  Center/Region/Council

10 Chinook Salmon PSC  Initial review in Oct 98 Final Action in Feb 99  ADF&G/Council
11 Vessel Registration
Submit in 1999
PR in preparation
Council/NMFS

12 Bottom Trawl Gear
Prohibition/BSAI Pollock
Proposed Rule being prepared.
Discuss adjustments in Feb 99
NMFS

13 Vessel Moratorium Ext.
Submitted to SOC 9/8/98
PR on
NMFS

14 Cape Edgecumbe Pinnacle
Closure
PR being prepared in Region
NMFS

15 EFH/HAPC designation
In progress
NMFS/Council

16 Shark Management
Analysis in progress
Review in April 99
ADFG/Council/NMFS

17 Baird Rebuilding Plan
Analysis in progress
Review in April 99
ADFG/Council/NMFS

18 CDQ Omnibus Amendment
In progress
NMFS/Council

19 Change CDQ Fishery Start
Dates
In progress
NMFS/Council

OTHER ACTIONS:

1 Halibut Charter Control
Date
6/24/98 Control Date published
in FR 6/24/98

2 Halibut GHL
"Notice of Inquiry" published in
FR March 10, 1998
GHL Committee Report &
Council Discussion in Feb 99
Council/ADF&G/Region

3 Crab Vessel Buyback
Program
Review in Feb 99
Council/Industry

COUNCIL COMMITTEES:

1 Observer Advisory
Committee
Meet as necessary

2 Ecosystem Committee
Will meet January 21-22, 1999

3 Crab Rebuilding Committee
Meet as necessary

4 Enforcement Committee
Meet on December 9, 1998

5 VBA Committee
Meet January 6-7, 1999

6 HMAP/IVCP Committee
Meet January 6-7, 1999
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<td>7</td>
<td>IFQ Implementation Team</td>
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<td>8</td>
<td>W/C GOA Mgmt Committee</td>
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<td>9</td>
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Proposals for 1998-1999 Analytical Cycle

This discussion paper has been reorganized to reflect the Council’s October 1998 actions. The Council approved a total of 16 of the 39 proposals for development, removed three proposals from further consideration, and deferred action on the remaining 20 proposals until this meeting because of the uncertainty of additional staff tasking related to the American Fisheries Act (AFA) and Steller sea lion issues. For four proposals related to stellar sea lions, it was requested that NMFS consider the issues raised in their Section 7 consultation process.

The following staff tasking timeline does not reflect staff tasking directly related to required actions to implement AFA, actions related to the biological opinion on Steller sea lions, nor Council actions at this meeting to initiate additional analyses related to the AFA. Also not included in the timeline are actions NMFS is completing to implement the Supplemental Environmental Impact Statement, Environmental Assessment for the 1999 fisheries, cost recovery fee program for IFQ fisheries, along with numerous additional regulatory changes. NMFS staff are also tasked to prepare and publish proposed, interim, and final specifications and four housekeeping amendments to address changes to CDQ regulations, IFQ regulations, electronic reporting, and GOA gear requirements. AFA actions may be implemented via the specification process, except for CDQ changes which will require separate rulemaking.

In addition to workload requirements related to the AFA, Council and NMFS staff are scheduled to complete several projects tasked in 1997/1998: development of an EA/RIR for the halibut charterboat GHL and moratorium, scallop LLP, rewrites of both the BSAI and GOA FMPs, changes to MRBs for GOA Pacific cod and arrowtooth flounder, and continued staffing of the Groundfish, Crab, and Scallop Plan Teams, Ecosystems Committee, EFH Core Team, and VBA/HMAP/TVCP, Socioeconomic, Observer Advisory, Western/Central Gulf, Halibut GHL, Halibut Subsistence, Enforcement, IR/IU, IFQ, and CDQ Implementation committees in support of additional analyses in the planning stage.

APPROVED IN OCTOBER 1998 FOR ANALYSIS

1. Incorporated with OAC recommendations.
2. Incorporated with OAC recommendations.
3. Extend ban on non-pelagic trawling to Cook Inlet to protect crab.
11. Analysis of living substrates for consideration as HAPC.
12. Analyze seamounts, pinnacles, ice edge, shelf break and fine grain sediments as HAPC.
13. Establish framework procedure for EFH and designating HAPC.
16. Analyze three specific cites for HAPC (includes aspects of proposal 31).
17. Require retention of rougheye and shortraker rockfish as bycatch in IFQ fisheries.
27. Ensure prohibited species bycatch mortality is assigned to a correct target fishery.
37. Reduce GOA MRB for shortraker/rougheye and thornyhead rockfish.
38. Start CDQ trawl fisheries on January 1.
39. Avoid closure of the CDQ pollock fishery from bycatch of squid or “other species.”

New1 Defer shark management to State of Alaska.
New2 Four NMFS housekeeping measures.
New3 Baird crab rebuilding plan
97-1 Revise MRB for GOA arrowtooth flounder.
97-2 Revise MRB for GOA Pacific cod.
97-3 Implement GHL/moratorium management measures.
97-4 Crab Vessel Buyback.
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<td>2. Observer</td>
<td>Sue Salveson/Bill Karp</td>
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<td>39. CDQ</td>
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<td>New1 GAO Mgt.</td>
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<td>97-1 GAO Mgt.</td>
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<td>97-4 Crab</td>
<td>Jay Ginter/Chris Oliver</td>
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REMAINING PROPOSALS FOR COUNCIL CONSIDERATION

LLP/Comprehensive Rationalization

Five industry proposals were submitted to address allocation issues in the groundfish fisheries. The Council removed two proposals from tasking consideration. The crab buyback program was ranked as in progress, but staff have not yet been tasked to prepare this analysis. At this meeting, the Council will review the impacts of Senate Bill 1221 on LLP, as revised in October 1998. Remaining proposals in this category are:

4. Add species endorsement to LLP (Groundfish Forum). This BSAI plan amendment proposal addresses allocation issues. The Plan teams noted that this measure has previously been considered by the Council in the original LLP (Amendments 39/41).

STAFF WORKLOAD: MEDIUM/HIGH

30. Establish IFQs for groundfish and crab (Fraser). This is a BSAI and GAO plan amendment proposal addressing economic efficiency issues. This proposal seeks to amend the crab and groundfish FMP to develop a comprehensive IFQ system for these fisheries. The Crab Team supports this proposal in that it addresses overcapacity and the race for fish. The Team noted, however, that there might be other options available for crab fishery management, such as individual transferrable pot quotas (ITPOs). The Groundfish Plan Teams noted that this proposal would address many other allocative groundfish proposals. They noted that the analysis could be ready for final action in time for the expiration of the Congressional moratorium on IFQs.

STAFF WORKLOAD: HIGH
Proposals 4 could be prepared for Council final action at the June 1999 meeting. Some of the concerns presented by the proposal’s author may be relieved by the spillover provisions in the current S. 1221 draft. (Darrell Brannan, Chris Oliver, and Chuck Hamel).

Proposal 30 would be a separate analysis and could not be implemented until the moratorium on new IFQ programs is lifted (October 1, 2000). Given the complexity of an IFQ program for all species, it is not likely that such a program could be implemented before that date even if the analysis were started immediately. Council staff (Darrell Brannan, Chris Oliver, and Chuck Hamel) would likely prepare this EA/RIR with help from both the NMFS Region and Center, as well as outside consultants. A multi-faceted project, this would likely take through the end of 1999 to complete. Note that Bering Sea pollock fisheries were the latest focus of the Council relative to IFQs, and the pollock fisheries were just addressed by SB 1221.

Groundfish Bycatch Mitigation

Eight proposals were submitted to reduce or manage bycatch in the open access and multi-species CDQ fisheries. Four were approved in October for development into analyses in 1999. Remaining proposals in this category are:

6. Prohibit the production of fish meal from IR/PU species in the BSAI and GOA as a primary product (Groundfish Forum). This plan amendment would address bycatch reduction and may have some allocative impacts due to the different processing abilities of vessels. The Plan Teams noted that this action may result in further reducing the harvest of small pollock and cod.
   PLAN TEAM RANK: MEDIUM
   STAFF WORKLOAD: LOW

14. Phase-in PSC reductions (AMCC). This is a BSAI and GOA regulatory amendment proposal to reduce bycatch. It proposes to decrease all prohibited species catch limits by 5, 7.5, or 10% each year in the BSAI and GOA. The Plan Teams noted that this proposal conforms with MSA requirements to reduce bycatch. The Crab Team noted that crab bycatch limits were only recently reduced, and were driven by industry negotiations (allocative decisions). At this time, the Team does not have conservation concerns about the bycatch level of red king crab. The Team also feels that the current C. opilio caps should be in place for a few years, then re-evaluated for possible changes. Regarding C. bairdi, the team will address all sources of mortality, including PSC bycatch, as part of the rebuilding plan. In general, the Team felt that the proposed reduction was generic, and that bycatch limits should be based to some extent on population abundance. Team members further noticed that there were other options available to reduce bycatch (such as VBAs).
   PLAN TEAM RANK: MEDIUM/LOW
   STAFF WORKLOAD: HIGH

26. Sell Halibut PSC by GOA flatfish trawl fleet; phase out non-pelagic trawling (GOA CCC). This is a GOA plan amendment proposal to allow retention of trawl halibut bycatch in the GOA and donate proceeds of its sale to a fund for research and to phase out non-pelagic trawling in the GOA. If approved, it should also be expanded to the BSAI. Not all halibut are dead when caught by trawls and may result in increased halibut bycatch mortality. This proposal took the place of the agenda item to address concerns expressed by the Gulf Coastal Communities Coalition.
   PLAN TEAM RANK: LOW
   STAFF WORKLOAD: HIGH

36. Disburse discard over large area (Hillstrand). This is a regulatory amendment to both plans to spread bycatch discards over a wide area to eliminate bottom putrefaction. The Teams noted that the proposal addressed real concerns of unknown biological impacts by discharges, but that this proposal was more appropriate for changes to EPA regulations.
   PLAN TEAM RANK: Not Applicable
   STAFF WORKLOAD:
Proposal 6 for an IR/IU change could be prepared by NMFS SF staff (Kent Lind) for final action at the June 1999 meeting. This issue was discussed at length during the original IR/IU amendment process where it was decided to allow meal as a primary product.

Proposals 14 would be a significant economic/allocation issue with attendant complex analyses, and would require significant time from either Council or NMFS economists. It is unlikely that this analysis could be completed before late in 1999 (depending on whether other major projects are pursued).

Proposal 26 to retain and sell halibut trawl bycatch would be prepared by Council and possibly IPHC staff (Jane DiCosimo and IPHC staff) for final action at the ____ meeting.

Proposal 36 was deemed not applicable to the Council proposal cycle.

Crab Bycatch Closures

Four plan amendment proposals to close BSAI fishing grounds were submitted by industry and ranked as low priorities by the Plan Team. Staff recommends no action at this time on these proposals.

7. Study and close areas of high opilio crab bycatch to trawling in BSAI (Hillstrand/ERA). This proposal seeks to create trawl closure zones in areas of high C. opilio bycatch rates. Crab Team members were concerned about movement of C. opilio crab. Survey data indicate that this stock can have widespread distribution, and the centers of concentration shift annually. Hence, an area that appears to be a low bycatch area this year may contain a lot of snow crabs next year, and vice-versa. The Team was also concerned about tradeoffs with other PSC’s by shifting the fleet into other areas. Most Team members felt that the PSC cap approach was adequate to control snow crab bycatch.

PLAN TEAM RANK: LOW

STAFF WORKLOAD: MEDIUM.

8. Close areas of high baird bycatch to trawling and dredging in BSAI (Hillstrand). This proposal seeks to create trawl closure zones in areas of high C. bairdi bycatch rates. Many of the comments for proposal 7 apply. The team noted that more information on Tanner crab bycatch will be generated from the rebuilding analysis, and ideas from this proposal could be incorporated.

PLAN TEAM RANK: LOW

STAFF WORKLOAD: MEDIUM.

9. Divide zones 1 and 2 and allocate crab PSCs among new areas (Hillstrand/New ERA). This proposal seeks to subdivide the bycatch limitation zones into smaller management areas. The Crab Team noted that a possible drawback of this would potentially limit the fleet from avoiding areas of high bycatch. Also, because the distribution of crab changes, small areas with specific bycatch limits could potentially create a worse situation for bycatch, and add to the management costs for the groundfish fleet. That said, the Team agreed that bycatch limitation zones for Tanner crab should be examined in the analysis of the C. bairdi rebuilding plan. If information warrants splitting the stock into two separate stocks, bycatch management zone boundaries may need to be changed.

PLAN TEAM RANK: LOW

STAFF WORKLOAD: MEDIUM.

10. Create Bristol Bay closed area to tanner & baird trawls & scallop dredges (Hillstrand). This proposal is the same as Proposal 8 but the author associates it with EFH. Comments for Proposal 8 apply here.

PLAN TEAM RANK: LOW

STAFF WORKLOAD: MEDIUM.

The Council recently addressed crab bycatch and area closures with BSAI Amendments 37, 40, and 41. The current closure areas encompass 30,000 square miles, or about 25% of the Bering Sea shelf fished by trawl gear. Proposal 9 will be addressed to some extent in the C. bairdi rebuilding plan, which will be ready for final action at the June meeting. The analysis would be prepared by ADF&G, NMFS, and Council staff (David Witherell). The other proposals could be tabled for now.
Habitat Areas of Particular Concern

The Council received six proposals for BSAI and GOA plan amendments in response to its call to address identification of HAPC. The first four were ranked by the Plan Teams and EFH Core Team as high priority. The EFH Core Team indicated that it would bundle these proposals for analysis. Of the remaining two proposals, Proposal 19 will be addressed in the crab rebuilding plan and Proposal 31 will be addressed in the HAPC evaluation.

19. Establish “no fishing zone” in BSAI to protect bairdi crab (Steele). This proposal seeks to establish a "no fishing zone" in a specified area of the Bering Sea. The stated objective of the proposal is to protect critical habitat for C. bairdi crab. The Crab and Plan Teams believes that 'no fishing zones' may be appropriate to protect EFH in some situations, but noted that the proposed location did not overlay EFH identified for C. bairdi. The Crab Team noted that C. bairdi are widely distributed over mud and silt substrates at depths greater than 200 feet, and that the distribution shifted from year to year. The Team suggests that closure areas be given some consideration in the C. bairdi rebuilding analysis. The Team further noted that C. bairdi are widely distributed over mud and silt substrates, and that the distribution shifted from year to year. The Core Team was apprised of the upcoming rebuilding plan for this crab stock and suggested that some aspects of this proposal be given consideration in the rebuilding analysis.

PLAN TEAM RANK: LOW
STAFF WORKLOAD: MEDIUM

31. Establish HAPC for crabs in GOA (UFMA). This proposal would establish the Kodiak red king crab areas as HAPC. These areas likely contain some shallow water living substrate that is critical for red king crab juvenile survival. The EFH Core Team believes that these areas were originally developed to address both bycatch and habitat concerns, and therefore may not be adequate, per se, as HAPC. The Team believes that the lines drawn on the map for these areas may not adequately describe the shallow water living substrate found in the area and used by red king crab. This information may become available as part of the analysis of proposal 11. An issue was raised about defining HAPC for red king crab, given that this is not an FMP species. The Team believes that HAPC identified (shallow water living substrate) was ecologically important for a number of species in addition to crab. Further, managers are not precluded from taking action to protect crab habitat from potential fishing gear impacts. The Core Team recommends that this proposal be given some consideration in a comprehensive HAPC analysis.

PLAN TEAM RANK: MEDIUM/HIGH
STAFF WORKLOAD: MEDIUM

Proposal 19 will be addressed in the crab rebuilding plan.
Proposal 31 will be addressed in the HAPC evaluation.

General Management

Two industry proposals were submitted on general management issues. Both addressed economic efficiency. One was ranked as high priority.

5. Start third-quarter trawl fisheries after July 4th, rather than before (Groundfish Forum). The Plan Team noted that this regulatory change would aid in-season management, but may have impacts on the timing of the reordered sablefish survey.

PLAN TEAM RANK: HIGH
STAFF WORKLOAD: LOW

25. Framework BSAI fix gear cod seasons (NPLA). This proposal aims to change fishing seasons around the Christmas holiday. The Teams noted that this plan amendment change would have no biological impacts.

PLAN TEAM RANK: LOW
STAFF WORKLOAD: LOW

SUMMARY.REV 5 October 30, 1998
Proposals 5 and 25 are unrelated, but could be combined into one analytical package for Council consideration at the ____ meeting. NMFS or Council staff could prepare the analysis.

**Western/Central Gulf Pollock and Pacific cod**

Four industry proposals were submitted to address allocation and efficiency consideration in the GOA Pollock and Pacific cod fisheries. Proposals 20 and 33 are included in the options being addressed by NMFS for managing fisheries that are impacting Steller sea lions and could be removed from review. Proposals 21 and 32 could be referred to the Western/Central GOA Committee as it reviews the impacts of S.B. 1221 on Gulf fisheries.

20. Change trimester allocations of GOA pollock (AGFDB). This regulatory amendment would readdress fishing efficiency issues related to pollock trimester allocations. The Teams noted that the analysis should address biological and economic (roe quality) considerations, in addition to impacts on Steller sea lions. This was deemed as in progress because the biological opinion might require changes to the timing and location of pollock removals. Two previous apportionment changes were implemented in 1997 and 1998.

**PLAN TEAM RANK: IN PROGRESS**  **STAFF WORKLOAD: LOW**

21. Restrictions on processing of trawl caught groundfish in GOA (AGFDB). The Plan Teams noted that this proposal for regulatory changes addressed efficiency and allocations, and had no biological impacts.

**PLAN TEAM RANK: LOW**  **STAFF WORKLOAD: LOW**

32. Limit catcher vessel size in GOA to 125 ft (ADA). This proposal was identified as allocative. It would also lower Observer data on catches. No other biological impacts were identified.

**PLAN TEAM RANK: LOW**  **STAFF WORKLOAD: LOW**

33. Synchronize pollock openings between GOA and BSAI (ADA). This regulatory amendment proposal addresses the same goal as Proposal 20, and may have impacts on Steller sea lions. The Teams deemed this proposal as in progress because of the pending biological opinion.

**PLAN TEAM RANK: IN PROGRESS**  **STAFF WORKLOAD: LOW**

Proposal 20 and 33 could be combined into a single analysis, along with other possible alternatives identified as a result of the pending biological opinion, such as Proposals 15, 22, 23, and 24. NMFS staff would likely prepare the analysis in time for final action at the ____ Council meeting.

Proposals 21 and 32 are unrelated but could be combined into one analytical package for Council consideration at the ____ meeting. NMFS or Council staff (Jane DiCosimo) could prepare the analysis.

**Allocations**

18. Change fixed/trawl gear allocation for sablefish in BSAI. (Clipper Seafoods). This is a BSAI plan amendment to raise the fixed gear allocation to 95%, with 5% as trawl bycatch (the current allocation is 50/50 in the BS and 75%-fixed/25%-trawl in the AI). The Teams noted that catches by gear type result in differentially sized fish with as yet unquantified impacts on stocks and noted that unharvested TACs are reassigned to other fisheries.

**PLAN TEAM RANK: LOW**  **STAFF WORKLOAD: LOW**
Proposal 18 is allocative in nature and would require economic analyst time, but could be prepared by NMFS or Council staff in time for the ____ Council meeting (David Witherell).

REMOVED FROM CONSIDERATION

28. Shift to weight based system for accounting crab bycatch in BSAI.
29. Allow use of MW trawl gear east of 140° in rockfish and pollock fisheries.
34. Species endorsement for pollock fishery