


MEMORANDUM

TO: Council, SSC, and AP Members

FROM: Clarence G. Pautzke   
Executive Director

DATE: January 10, 1989

SUBJECT: Gulf of Alaska and Bering Sea/Aleutian Islands Groundfish Fishery Management Plans

**ACTION REQUIRED**

Select proposals for development as amendments to the Gulf of Alaska and/or the Bering Sea/Aleutian Islands Groundfish FMPs during 1989.

**BACKGROUND**

During September 1988, the Council requested proposals for changes to either the GOA or the BS/AI groundfish FMPs. When the public notice period closed on October 1, 43 proposals had been received. The Council staff categorized the proposals into nine general areas and sent them to the GOA and BS/AI groundfish Plan Teams for review. The teams met jointly in November 1988 to review the proposals and to provide recommendations to the Council and the Plan Amendment Advisory Group (PAAG). The teams also reviewed several proposals carried over from 1987 which dealt with the directed fishing definition and with rockfish management. Copies of all proposals were sent to you on December 27. We have a few extra copies available.

The PAAG met January 5, 1989 at the NWAFC to review the proposals and team recommendations. The PAAG also discussed alternatives to the proposed actions, determined which were appropriate for plan amendment or for regulatory amendment, and prioritized the proposals. The PAAG and team recommendations are in item D-2/D-3(a)(1). The PAAG's recommendations for Council action are as follows:

Place on current plan amendment cycle:

- \* Add 4-6  
Nos. 10 and 12      Establish fishing seasons framework in BS/AI and GOA.
- \* Add 17-18  
Nos. 21 and 22      Establish a comprehensive GOA bycatch control mechanism (including an alternative to trawl closure zones).
- \* 15
- No. 26      Extend Pacific cod trawl exemption in the Closed Area from 25 to 30 fathoms in BS/AI.
- No. 31, 32, 34-37      Develop a comprehensive data gathering and data reporting system for BS/AI and GOA. (Of all proposals reviewed, this combination was rated the highest priority. The PAAG recommended the Council appoint a special technical work committee to develop this amendment package.)
- No. 39      Delete species lists under three categories in BS/AI and GOA FMPs (excluding Prohibited Species category).



Place on extended cycle (with specified milestone):

~~No. 3~~

Increase the upper limit of OY in BS/AI. First milestone: draft EIS by December 1989.

Develop as regulatory amendments:

No. 11

Establish season openings/closings at noon local time in the BS/AI and GOA.

*to amend*  
No. 15

Establish Shelikof District in the GOA.

Nos. 23 & 1988-14

Redefine directed fishing in BS/AI and GOA (amendment analysis package requested from NMFS by April 1989).

No. 38

Require hook and line gear documentation in BS/AI and GOA.

Nos. 42 & 43

Establish single species rule in GOA.

The PAAG found that the other proposals were of low or moderate priority and they should not be addressed during the current year. Representatives of the Plan Teams met during the PAAG meeting. They concurred with the PAAG and determined that the proposals recommended by the PAAG could be analysed given existing manpower and time constraints.

Proposals selected by the Council as plan amendments will be prepared by the Plan Teams. Under the current cycle a draft amendment with the accompanying environmental and economic analyses will be available for Council and public review at the April Council meeting. The Council is scheduled to take final action at its June meeting with Secretarial review and implementation scheduled for November.

Proposals placed on an extended cycle will be similarly prepared as amendments and presented to the Council by the April 1990 meeting unless otherwise directed by the Council. Proposals identified as regulatory amendments are relatively routine and will be prepared by NMFS-Ak Region and submitted for Secretarial review and implementation when possible.



Plan Amendment Advisory Group (PAAG) Evaluation of Proposals for 1989 Groundfish FMP Amendment Cycle (Gulf of Alaska and Bering Sea/Aleutian Islands).

Proposal Number (Applicable FMP)	Proposal Description	Plan Amendment Priority			PAAG/PT Comments
		Plan Team	PAAG	AP	
<b>Harvest Allocation</b>					
1. (GOA, BS/AI)	Establish DAP apportionments on quarterly basis.	Low	Low	High	Defer to future FOG.
2. (GOA, BS/AI)	Transfer unused DAP to JVP of following year.	Low	Low	- -	Council disapproved in 1988.
<del>3. (BS/AI)</del>	<del>Set upper limit of OY range equal to sum of ABCs.</del>	Low	Extended	Extended	<del>Draft EIS by 12/89.</del>
<del>4-6. (BS/AI)</del>	<del>Allocate sablefish TAC (DAP) by gear type.</del>	Moderate	- -	High	<del>Defer to sablefish management.</del>
<b>Roe-Stripping/Full Utilization</b>					
7-9. (GOA, BS/AI)	Prohibit roe-stripping/require full utilization.	Low	Low	High	Council disapproved in 1987.
<b>Fishing Seasons</b>					
10. (GOA, BS/AI)	Remove references to fishing season dates in FMP.	High	High	High	Combine with # 12.
11. (GOA, BS/AI)	Establish season openings/closings at noon local time.	Endorse	Endorse	Endorse	Regulatory amendment.
12. (GOA)	Establish fishing seasons framework.	High	High	High	Combine with # 10.
13. (GOA)	Establish summer closure for JV flounder fishery.	Moderate	Moderate	High	Could be handled with framework.
14. (GOA)	Establish July 1 opening for non-pelagic rockfish.	Moderate	Moderate	High	Could be handled with framework.
<b>Fishing Areas</b>					
15. (GOA)	Establish inside and outside Shelikof districts.	High	Endorse	High	Regulatory amendment.
16. (BS/AI)	For sablefish, divide Aleutian area at 175 degrees W.	Moderate	or endorse	Extended (with moderate high priority)	Possible regulatory amendment.
17-18. (BS/AI)	Establish trawling closure near Walrus Islands.	Moderate	Low	Discussion (high priority)	Promote discussion between USFWS, EWC, ADF&G, and industry.
<b>Bycatch Control</b>					
19. (GOA, BS/AI)	Manage halibut bycatch on adult equivalent basis.	- -	Low	- -	Perhaps consider in other amendments.
20. (GOA, BS/AI)	Establish halibut/sablefish limited access fishery.	Low	- -	- -	Defer to future FOG and SMC.
21. (GOA)	Revise time/area closures for king crab near Kodiak.	High	High	High	Combine with #22.
22. (GOA)	Develop comprehensive bycatch controls.	High	High	High	Combine with #21.
23. (GOA)	Redefine directed fishing for trawl sablefish at 15%.	- -	Low	High	Could handle under directed fishing.

24.	(GOA)	Prohibit bottom-trawling until sablefish/halibut TACs taken.	Low	Low	--	Not appropriate.
25.	(BS/AI)	Prohibit bottom-trawling in Zone 1 (Area 511).	Low	Low	--	Not appropriate.
26.	(BS/AI)	Extend P. cod trawl exemption in Closed Area to 30 fathoms.	--	High	High	Not withdrawn; needs attention.
27.	(BS/AI)	Establish trawl closures to protect soft-shell crab.	--	--	--	Withdrawn.
28.	(BS/AI)	Develop bycatch controls for C. opilio Tanner crab.	--	--	--	Withdrawn.
29.	(BS/AI)	Set declining limits on trawl bycatch of salmon.	Low	Low	High	Handle observers/other bycatch first.
30.	(BS/AI)	Set declining limits on trawl bycatch of herring.	Low	Low	--	Encourage voluntary efforts.

#### Observer Coverage

31.	(GOA, BS/AI)	Prohibit fishing without approved data gathering program.	High	Highest	High	Combine with #32, and #34-37.
32.	(GOA, BS/AI)	Require observers for at-sea and catcher processors.	High	High	High	Combine with #31.

#### Gear Restrictions

33.	(GOA, BS/AI)	Establish mesh-size restriction for 12 inch fish.	Low	--	--	Defer to industry/NWAFRC discussion.
-----	--------------	---	-----	----	----	--------------------------------------

#### Reporting Requirements

34.	(GOA, BS/AI)	Require reporting of effort and economic data.	High	High	High	Combine with #31.
35.	(GOA, BS/AI)	Require catcher/processors to submit fish tickets weekly.	High	High	High	Combine with #31.
36.	(GOA, BS/AI)	Make buyers responsible to submit fish tickets.	High	High	High	Combine with #31.
37.	(GOA, BS/AI)	Require all vessels to maintain fishing logbooks.	High	High	High	Combine with #31.

#### Administrative

38.	(GOA, BS/AI)	Require documentation on hook and line gear.	Endorse	Endorse	Endorse	Regulatory amendment.
39.	(GOA, BS/AI)	Delete species lists under four categories in FMPs.	Moderate	Moderate	High	Housekeeping?
40.	(GOA, BS/AI)	Combine GOA and BS/AI groundfish FMPs.	Low	--	--	Defer to NMFS comparison.
41.	(GOA)	Establish non-specific reserve system.	Low	Low	--	No comment.
42-43.	(GOA)	Establish single-species rule.	Endorse	Endorse	Endorse	Regulatory amendment.

#### Extended Cycle Proposals from 1988.

1.	(GOA, BS/AI)	Redefine directed fishing.	Handle by comprehensive regulatory amendment, NMFS to report by April 1989.			
2.	(GOA)	Rockfish management.	Drop; issue has lost importance.			

Plan Amendment Advisory Group (PAAG) Evaluation of Proposals for 1989 Groundfish FMP Amendment Cycle (Gulf of Alaska and Bering Sea/Aleutian Islands).

Proposal Number (Applicable FMP)	Proposal Description	Plan Amendment Priority		PAAG/PT Comments
		Plan Team	PAAG	
<b>Harvest Allocation</b>				
1. (GOA, BS/AI)	Establish DAP apportionments on quarterly basis.	Low	Low	Defer to future FOG. Council disapproved in 1988. Draft EIS by 12/89.
2. (GOA, BS/AI)	Transfer unused DAP to JVP of following year.	Low	Low	
3. (BS/AI)	Set upper limit of OY range equal to sum of ABCs.	Low	Extended	
4-6. (BS/AI)	Allocate sablefish TAC (DAP) by gear type.	Moderate	- -	Defer to sablefish management.
<b>Roe-Stripping/Full Utilization</b>				
7-9. (GOA, BS/AI)	Prohibit roe-stripping/require full utilization.	Low	Low	Council disapproved in 1987.
<b>Fishing Seasons</b>				
10. (GOA, BS/AI)	Remove references to fishing season dates in FMP.	High	High	Combine with # 12. Regulatory amendment.
11. (GOA, BS/AI)	Establish season openings/closings at noon local time.	Endorse	Endorse	
12. (GOA)	Establish fishing seasons framework.	High	High	Combine with # 10.
13. (GOA)	Establish summer closure for JV flounder fishery.	Moderate	Moderate	Could be handled with framework.
14. (GOA)	Establish July 1 opening for non-pelagic rockfish.	Moderate	Moderate	Could be handled with framework.
<b>Fishing Areas</b>				
15. (GOA)	Establish inside and outside Shelikof districts.	High	Endorse	Regulatory amendment.
16. (BS/AI)	For sablefish, divide Aleutian area at 175 degrees W.	Moderate	Not endorse	Possible regulatory amendment.
17-18. (BS/AI)	Establish trawling closure near Walrus Islands.	Moderate	Low	Promote discussion between USFWS, EWC, ADF&G, and industry.
<b>Bycatch Control</b>				
19. (GOA, BS/AI)	Manage halibut bycatch on adult equivalent basis.	- -	Low	Perhaps consider in other amendments.
20. (GOA, BS/AI)	Establish halibut/sablefish limited access fishery.	Low	- -	Defer to future FOG and SMC.
21. (GOA)	Revise time/area closures for king crab near Kodiak.	High	High	Combine with #22.
22. (GOA)	Develop comprehensive bycatch controls.	High	High	Combine with #21.
23. (GOA)	Redefine directed fishing for trawl sablefish at 15%.	- -	Low	Could handle under directed fishing.
24. (GOA)	Prohibit bottom-trawling until sablefish/halibut TACs taken.	Low	Low	Not appropriate.

25.	(BS/AI)	Prohibit bottom-trawling in Zone 1 (Area 511).	Low	Low	Not appropriate.
26.	(BS/AI)	Extend P. cod trawl exemption in Closed Area to 30 fathoms.	- -	High	Not withdrawn; needs attention.
27.	(BS/AI)	Establish trawl closures to protect soft-shell crab.	- -	- -	Withdrawn.
28.	(BS/AI)	Develop bycatch controls for C. opilio Tanner crab.	- -	- -	Withdrawn.
29.	(BS/AI)	Set declining limits on trawl bycatch of salmon.	Low	Low	Handle observers/other bycatch first.
30.	(BS/AI)	Set declining limits on trawl bycatch of herring.	Low	Low	Encourage voluntary efforts.

#### Observer Coverage

31.	(GOA, BS/AI)	Prohibit fishing without approved data gathering program.	High	Highest	Combine with #32, and #34-37.
32.	(GOA, BS/AI)	Require observers for at-sea and catcher processors.	High	High	Combine with #31.

#### Gear Restrictions

33.	(GOA, BS/AI)	Establish mesh-size restriction for 12 inch fish.	Low	- -	Defer to industry/NWAFC discussion.
-----	--------------	---	-----	-----	-------------------------------------

#### Reporting Requirements

34.	(GOA, BS/AI)	Require reporting of effort and economic data.	High	High	Combine with #31.
35.	(GOA, BS/AI)	Require catcher/processors to submit fish tickets weekly.	High	High	Combine with #31.
36.	(GOA, BS/AI)	Make buyers responsible to submit fish tickets.	High	High	Combine with #31.
37.	(GOA, BS/AI)	Require all vessels to maintain fishing logbooks.	High	High	Combine with #31.

#### Administrative

38.	(GOA, BS/AI)	Require documentation on hook and line gear.	Endorse	Endorse	Regulatory amendment.
39.	(GOA, BS/AI)	Delete species lists under four categories in FMPs.	Moderate	Moderate	Housekeeping?
40.	(GOA, BS/AI)	Combine GOA and BS/AI groundfish FMPs.	Low	- -	Defer to NMFS comparison.
41.	(GOA)	Establish non-specific reserve system.	Low	Low	No comment.
42-43.	(GOA)	Establish single-species rule.	Endorse	Endorse	Regulatory amendment.

#### Extended Cycle Proposals from 1988.

1.	(GOA, BS/AI)	Redefine directed fishing.	Handle by comprehensive regulatory amendment, NMFS to report by April 1989.		
2.	(GOA)	Rockfish management.	Drop; issue has lost importance.		



D-SARKOUD 1115 n

# ALASKA BOARD OF FISHERIES & ALASKA BOARD OF GAME

## REGULATION PROPOSAL FORM RECEIVED

Box 3-2000, Juneau, Alaska 99802-2000

**BOARD OF FISHERIES REGULATIONS**

- Fishing Area \_\_\_\_\_
- Subsistence  Personal Use
- Sport  Commercial

**BOARD OF GAME REGULATIONS**

- Game Management Unit (GMU) 17
- Hunting  Trapping
- Subsistence  Other State Game Refuges and Sanctuaries
- Resident  Nonresident

**JOINT BOARD REGULATIONS**

- Advisory Committee  Regional Council  Rural  Nonresident

Please answer all questions to the best of your ability. All the answers will be printed in the proposal packets along with the proposer's name (addresses and phone nos. will not be published). Use separate forms for each proposal.

1. Alaska Administrative Code Number 5 AAC 84.250 Regulation Book Page No. 5-151

2. What is the problem you would like the Board to address?

Disturbance of the male summering walrus at Round Island by the yellowfin sole fishery.

3. What will happen if this problem is not solved?

We fear that the summering walrus will not use the State Walrus Sanctuary at Round Island if disturbances continue to happen. This is the one of the only protected State Walrus Sanctuary in the State of Alaska.

4. What solution do you prefer? In other words, if the Board adopted your solution, what would the new regulation say?  
 (a) In the Walrus Islands Game Sanctuary (Bristol Bay-Unit 17): Round Island, Crooked Island, High Island, Summit Island, and Black Rock at Bristol Bay and the adjacent state waters within three from May thru September are closed to hunting and trapping. All access to Round Island and adjacent waters within three miles from May thru September of Round Island is prohibited except under terms of a permit by the department.

5. Solutions to difficult problems benefit some people and hurt others:

A. Who is likely to benefit if your solution is adopted?

Male summering walrus and sea birds using rookeries at Round Island.

B. Who is likely to suffer if your solution is adopted?

Same as 5.A.

6. List any other solutions you considered and why you rejected them.

No other solution.

Peak haul out counts

1986-12,500  
 1987-4,800  
 1988-4,400

Peak haul outs  
 10 years ago 14,000+  
 23

Submitted By: Name ESKIMO WALRUS COMMISSION

Address P.O. Box 948 Nome, Alaska Individual or Group  Zip Code 99762 Phone 443-5231

Working for the Nature of Tomorrow



# NATIONAL WILDLIFE FEDERATION

---

750 West Second Avenue, #200, Anchorage, Alaska 99501 (907) 258-4800

STATEMENT OF  
ANN L. ROTHE  
ON BEHALF OF  
THE NATIONAL WILDLIFE FEDERATION  
BEFORE THE  
NORTH PACIFIC FISHERIES MANAGEMENT COUNCIL  
REGARDING THE  
PROPOSAL TO AMEND THE BERING SEA GROUND FISH FMP  
SUBMITTED BY THE ESKIMO WALRUS COMMISSION

January 17, 1989



Members of the Council, my name is Ann Rothe and I am the Alaska Regional Representative for the National Wildlife Federation (NWF). I appreciate the opportunity to testify today in support of the proposal to amend the Bering Sea Groundfish Fisheries Management Plan submitted to you by the Eskimo Walrus Commission.

The National Wildlife Federation is the nation's largest conservation organization with over five million members and supporters. We are actively involved in promoting the conservation and wise use of Alaska's wildlife resources and protection of the state's wildlife sanctuaries. To this end, we strongly support the proposal of the Eskimo Walrus Commission to amend the Bering Sea Groundfish Fisheries Management Plan to ensure protection of Walrus Island State Game Sanctuary from disturbance by activities of the yellowfin sole fishery operating in the area.

Walrus Islands State Game Sanctuary was created by the Alaska Legislature in 1960. This was the first area to be specifically recognized by the state legislature for its unique wildlife values. Careful management of the Sanctuary over the years has resulted in its becoming a significant

haulout area for North Pacific Walrus, with up to 13,000 subadult and adult bulls using Round Island, the best known island in the sanctuary group, during the 1986 season.

Since 1987 a large fishing fleet has been targeting on yellowfin sole in the area immediately east of Round Island during May and June. The fishing fleet produces considerable noise and activity near the Round Island walrus haulouts. In 1987, when the fleet was present from May until early June, the number of walrus using the haulout areas dropped from over 12,500 to only 4,800. Again in 1988, the use of Round Island haulouts was greatly reduced, with only 4,500 animals using the beaches. In 1988, sanctuary staff reported that the noise from the large fishing vessels was so loud at night they found it difficult to sleep, and visitors complained that the noise greatly interfered with their ability to appreciate the sanctuary.

We believe the Eskimo Walrus Commission's proposal to institute a seasonal closure on groundfish fishing in a portion of northern Bristol Bay will help to ameliorate the impacts of the yellowfin sole fishery on walrus populations using Round Island haulout areas. The closure would apply

to the area north of a line extending from Cape Constantine to Cape Pierce. This area would be closed to groundfish fishing from April 1 to September 30, which corresponds to the period during which walrus use the Walrus Islands State Game Sanctuary in large numbers.

We think that a closure of the area described is the minimum required to provide adequate protection to important walrus haulouts, particularly those on Round Island, and we urge you to consider the proposal of the Eskimo Walrus Commission to amend the Bering Sea Groundfish Fisheries Management Plan to include this seasonal closure.

Thank you again for the opportunity to testify today.