

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

DATE: 3/26/80

I wish to testify on:

AGENDA TOPIC: Herring FMP

AGENDA Numbers: 6-5

Time required for presentation: 5-10 min.

NAME: Stephen Johnson

MAILING ADDRESS: 30th Floor, Bank of Calif. Ctr.
Seattle 98164



Agenda Item G-5
March, 1980

MEMORANDUM

DATE: March 21, 1980

TO: Council Members, Scientific & Statistical Committee
and Advisory Panel

FROM: Jim H. Branson, Executive Director 

SUBJECT: Draft Fishery Management Plan for Bering/Chukchi Sea Herring

ACTION REQUIRED

Information only.

BACKGROUND

The comment period for the Herring Plan started November 11, 1979, was extended three times and ended March 15, 1980. Hearings were held in Nome, Kotzebue, Unalakleet, Anchorage, Kodiak, Bethel, Dillingham and Hooper Bay. We never did manage to get to Togiak and Tooksook Bay. A copy of the summarized list of comments and commentors is attached.

A subcommittee of the SSC met with the Plan Drafting Team last week to begin identifying significant issues identified by the comments. The Team will meet again in April to develop responses. Their report should be ready for the April Council meeting. Council approval of the plan is scheduled for the May meeting.

Attachment

MD

PUBLIC COMMENTS ON THE HERRING DRAFT FISHERY MANAGEMENT PLAN
PRIOR TO PUBLIC COMMENT PERIOD

May 2, 1979	David Nanalook	Togiak, Alaska	a) Conservative management until better information available.
May 24, 1979	Jesse Foster	Quinhagak, Alaska	a) Conservative management until better information available. b) Research needed on high seas stocks c) Need for protection of stocks supporting subsistence harvests and developing fisheries d) Need to control incidental harvest by time/area closures
August 10, 1979	AP Review Group Chuck Jensen Al Otness Jesse Foster		a) Joint ventures not considered in DAH b) Offshore opening for roe fishery during years of poor inshore fishing c) Inadequacy of foreign catch reports
August 23, 1979	Chip Toma	Legislative Aid George Hohman Juneau	a) Cautious development strategy b) Benefits of harvest should be to local people c) Against use of seiners in areas north of Cape Newenham d) Socio-economic impacts of plan e) Lower OY f) Prohibit mixed stock fishery
August 24, 1979	Jack Fuller	Representative Juneau	a) Protection of subsistence fishery b) Conservative management until better information available c) Protection of local development of the fishery d) OY too high
September 9, 1979	City of Tooksook		a) Protection of Nelson Island area against commercial harvest of herring

PUBLIC COMMENTS ON THE HERRING DRAFT FISHERY MANAGEMENT PLAN
AND
ENVIRONMENTAL IMPACT STATEMENT

<u>Date</u>	<u>Name</u>	<u>Organization/Address</u>	<u>Issues Raised</u>
(1) Oct. 3, 1979	Mr. Ronald Aaberg	Bristol Bay Native Association Dillingham, AK	a) Resolution - location of public hearings in Bristol Bay.
(2) Nov. 12, 1979	Summary of Public Hearing - Kotzebue		a) protection of stocks on high seas b) request to support research on herring in the food chain
(3) Nov. 12, 1979	Summary of Public Hearing - Nome		a) primary emphasis on subsistence b) cautious commercial development c) question of limited entry d) low OY until better information available e) expansion of observer program needed
(4) Nov. 13, 1979	Summary of Public Hearing - Unalakleet		a) importance of subsistence b) the importance of herring in the diet of marine mammals c) the impact of no plan d) the area open to Japanese fishing
(5) Nov. 16, 1979	Summary of Public Hearing - Dillingham		a) open areas to foreign fishing if inshore fisheries leave surplus b) if time/area closures and gear restrictions for foreign fisheries was adequate to protect herring stocks

(6) Nov. 16, 1979	Fred Angasan	Bristol Bay Native Association Dillingham, AK	a) criticizes plan for not setting aside a quota for gillnetters and their ability to catch DAH
(7) Nov. 12, 1979	Lynne Zeitlin Hale	Nana Development Corp. Anchorage, Alaska	a) exclusion of waters in Bering Straits from Plan b) need for research on Chukchi Sea stocks c) impact of closures on Chukchi Sea
(8) Nov. 19, 1979	Patrick Travers	General Counsel, NOAA Alaska Regional Office Juneau, AK	a) State/Federal relationship, (consistency with National Standards?) b) use of subsistence factors in OY deduction from MSY and inclusion of subsistence catch in DAH c) insufficient support for MSY methodology d) relationship of TAC to OY e) derivation of TALFF from OY f) TALFF and DAH - longterm figures? g) use of a formula to determine OY h) use of an OY range i) initial TALFF - highest priority j) specification of TALFF in advance, large reserve k) year class composition - factor in OY determination, not TALFF l) closure of the groundfisheries m) incorrect description of DAH n) spawn on kelp in management o) expansion of marine mammals section p) other

(9)

- a) concern over status of stocks
- b) need for rehabilitation
- c) clarification of terms and numbers in draft plan
- d) use of MSY methodology criticized
- e) explanation of decision process in plan needed
- f) management uncertainty - need for analysis of management problems
- g) lack of spawning biomass methodology
- h) size of TALFF and OY
- i) need for cautious management for kelp
- j) need for socioeconomic explanation of impact of fishery management strategy
- k) why rebuilding of stocks as an objective was dropped from draft
- l) low quotas for offshore food and bait fisheries
- m) need to protect local fishermen
- n) objection to priority status of subsistence fishermen

(11) Nov. 30, 1979 Kay Larson

Bristol Bay Native Association
Dillingham, AK

- a) cautious and conservative approach to management important

(12) Dec. 1, 1979 Steve Langdon

Bristol Bay Native Association
Dillingham, AK

- a) need for orderly development of Bristol Bay fisheries
- b) protection of local gillnetters

(13) Dec. 6, 1979 Hank Pennington

AK Sea Grant Program
Kodiak, AK

- a) approves conservative management approach
- b) support for offshore domestic food and bait fishery

(14) Dec. 28, 1979

Margie Ann Gibson

Friends of the Earth
Regional Office
Anchorage, AK

- a) EIS comment procedure unclear
- b) public review process unclear
- c) impact on marine mammals, migratory species, endangered species not adequate
- d) health of ecosystem not considered
- e) impact on marine plants
- f) need to rehabilitate Bering Sea herring stocks
- g) MSY methodology not suitable

(15) Jan. 25, 1980

Paul Gates

Regional Office, Office
of the Secretary,
U.S. Dept. of Interior
Anchorage, AK

- a) need to include rehabilitation in management objectives
- b) exploitation rates - not appropriate to use
- c) use of Beverton and Holt model on unhealthy stocks
- d) include the conservative management policy until better data are available in management objectives
- e) lower OY based on historic factors
- f) include protection for inshore fisheries
- g) Cape Newenham National Refuge - inshore environmental concerns
- h) marine plants - removal and damage
- i) incidental catch of other fishes
- j) inshore pollutants from fishing
- k) research on bottom fisheries incidental harvest of herring
- l) better research on spawning biomass and biomass estimations
- m) no offshore fishing until better biomass methodology developed

(16) Jan. 30, 1979 Bruce Hart

ADF&G, E.J.
Juneau, AK

- a) inclusion of "no trawling N. of 56°N" management option
- b) revision of biomass estimates and methodology sections
- c) use of mortality factor for all offshore trawling fisheries
- d) use of methodology for DAH, ABC and TALFF to avoid annual amendments
- e) other editorials

(17) Feb. 1, 1980 Stephen Johnson

Houger et al,
Rep. Japanese Trawlers
Seattle, WA

- a) avoidance of unnecessary regulations, especially those which curtail groundfisheries
- b) OY for 1980 too low
- c) partial allocation of surplus to TALFF is illegal
- d) AIC formula should reflect changes in allocation and biomass
- e) time/area closures in Bering Sea unsupported by conservation needs
- f) biomass estimates are too low
- g) several criticisms of methodology

(18) Feb. 4, 1980 Lee Alverson

Natural Resources
Consultants
Seattle, WA

- a) support of statements made by Stephen Johnson
- b) criticizes spawning biomass methodology - not based on best scientific data and methodology
- c) critical of use of low end of range for biomass estimate
- d) no supporting data for density figures
- e) inappropriate to use 25 percent reduction factor
- f) TALFF allocation - confusing, unscientific

(19) Feb. 1, 1980

Steve Pennoyer

Office of
Commissioner
ADF&G, Juneau, AK

- a) offshore trawl fishery by foreigners should be confined to incidental catch only
- b) supports use of mortality factor to reduce TALFF

(20) Feb. 20, 1980

Harold Sparck

Nunam Kitlutsisti
Bethel, AK

- a) warns of adverse environmental conditions and possibility of stock crash
- b) cautious management strategy due to need for rebuilding of stocks
- c) importance of herring savings area until data available on offshore stocks
- d) termination for foreigners targetting on herring stocks
- e) importance of subsistence harvest
- f) propose 1 percent by-catch of herring for foreign groundfisheries and for domestic trawl fisheries
- g) supports by-catch only for domestic groundfisheries
- h) need for observers
- i) 10 percent exploitation rate until more data available
- j) DAH = OY
- k) OY reflect market supply and demand
- l) supports development of food and bait fishery inshore, instead of reserves and directed offshore fisheries

(21) Fe. 13, 1980 Norman Cohen

Rural Alaska
Community Action
Program
Anchorage, AK

- a) failure of roe market and inshore fishery what actions by management agency?
- b) allocation process inadequate to protect subsistence fishery
- c) does not support high allocation leading to a directed fishery
- d) proposed exploitation rate to 2-5 percent offshore to avoid directed fishery
- e) herring savings area should be mandatory
- f) criticizes multi-stock fishery
- g) criticizes 'numbers game'
- h) effect of increased harvests on marine mammals - relationship of OSP and MSY
- i) concern over Council response to public comments

(22) Feb. 14, 1980 H. Clifton Eames

Regional Office
National Wildlife
Federation
Anchorage, AK

- a) DEIS fails to discuss impacts of DFMC on marine mammals and birds
- b) effect on ecosystem as a whole not addressed
- c) issue of harrassment not addressed
- d) cumulative impacts of herring fishery and other fisheries on ecosystem
- e) need for additional data before decisions can be made

(23) Fe. 29, 1980

Henry Happel

Rep. Japanese
Longline Gillnet
Association
Mundt, et al,
Seattle, WA

- a) against prohibition of directed foreign fishery for herring
- b) TAC or OY might not be achieved if foreign fisheries restricted
- c) allocation of all herring to foreign trawl fisheries discriminatory
- d) advantages of gillnet caught herring
- e) historic directed gillnet fishery for herring
- f) requests exemption to herring savings area closure for longliners

(24) March 7, 1980

John Burns

ADF&G
Fairbanks, AK

- a) ranking of roe fishery not appropriate
- b) emphasis needed on importance of environmental factors in stock cycles
- c) OY and subsistence criticisms
- d) approves of conservative MSY, ABC, OY
- e) importance of herring as forage species
- f) relationship of marine mammal distribution and sea ice to options
- g) expansion of marine mammals and feeding habits
- h) herring as part of an ecosystem

(25) Dec. 31, 1979

Doug Karlberg

Fisherman
Bellingham, WA

- a) biological/management advantages/disadvantages of gear types
- b) Subsistence and surplus harvest

(26) Feb. 8, 1980

Loh-Lee-Low

PDT Leader, Groundfish
Plan, NMFS, NWAFC
Seattle

- a) 'Sacrificial' amounts of prohibited species
- b) Herring savings area closures and groundfish impacts

(27) March 5, 1980 Wally Pereyra

Marine Resources Co.
Seattle, WA

- a) Update on domestic commercial fishery,
- b) Update on stock units
- c) Qualification of data sources
- d) Update current status of stocks
- e) Update high seas herring fishery discussion
- f) Update DAH section
- g) Update OY section
- h) Criticism of goals and objectives
- i) Allocation process
- j) Scientific basis of plan

(28) March 14, 1980 David Hoffman

Bering Sea Fishermen's
Association
Anchorage, Alaska

- a) Conservative management
- b) Support of Pat Wenneken's testimony
- c) 10% exploitation rate recommended
- d) Support for time/area closure
- e) Trawler mesh size limitation

ALASKA BOARD OF FISHERIES

Resolution No. 80-68-FB

Regarding Bering Sea Herring

WHEREAS, the Alaska Board of Fisheries and the North Pacific Fishery Management Council held a joint meeting on December 13, 1979, and discussed the Bering Sea herring fishery; and


WHEREAS, the Board of Fisheries has adopted regulations prohibiting the offshore harvest of mixed stocks of herring north of 56° North latitude because

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- (e) accurate catch reporting is more difficult in a high seas fishery.

NOW THEREFORE BE IT RESOLVED that the Alaska Board of Fisheries requests the Commissioner of the Alaska Department of Fish and Game to exercise his Emergency Order authority granted under Alaska Statute 16.05.060 to allow a high seas herring fishery if unanticipated conditions result in an inshore harvest of herring that has not achieved a level consistent with sound biological management principles and such a harvest is determined to be in the broad public interest.

ADOPTED: January 11, 1980
Anchorage, Alaska

VOTE: 6/0


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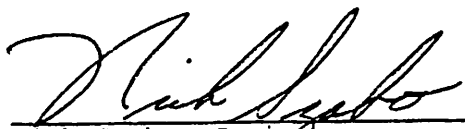
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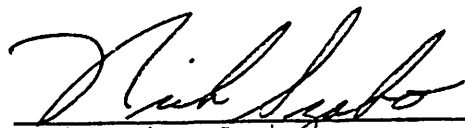
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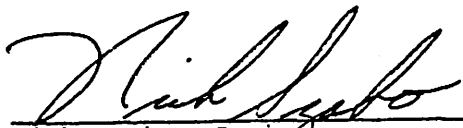
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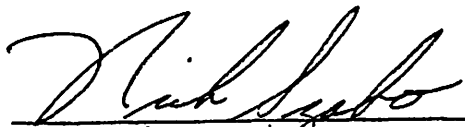
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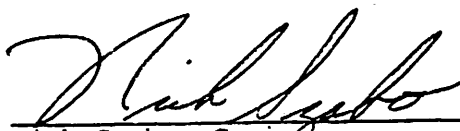
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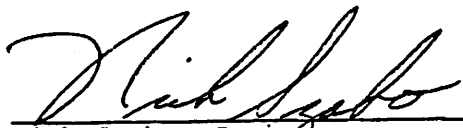
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ADOPTED: January 11, 1980
Anchorage, Alaska

VOTE: 6/0


 Nick Szabo, Chairman
 Alaska Board of Fisheries

ALASKA BOARD OF FISHERIES

Resolution No. 80-68-FB

Regarding Bering Sea Herring

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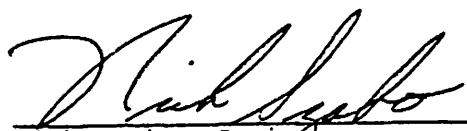
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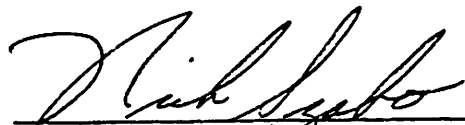
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Resolution No. 80-68-FB

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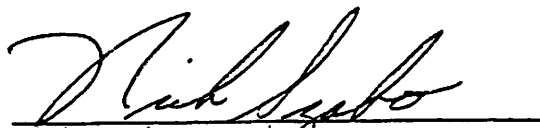
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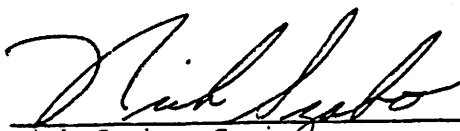
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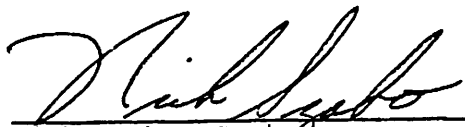
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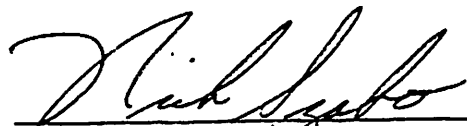
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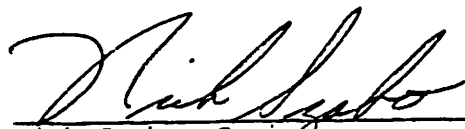
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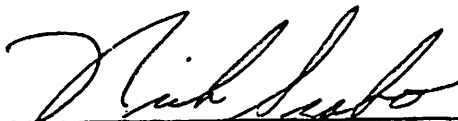
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