

Draft

Bering Sea Fishery Ecosystem Plan



North Pacific
Fishery Management Council
September 2018

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Executive Summary

Fisheries management in Alaska has long been recognized as being particularly responsive to ecosystem concerns. The Council has practiced an ecosystem approach for many years. The Alaska Fisheries Science Center (AFSC) has worked closely with the management process (i.e., stock assessment authors, Plan Teams, SSC and Council members) since the early 1980s to incorporate ecosystem science into decision-making. The Council has adopted harvest conservation measures, protection measures for ecosystem resources, and has adopted ecosystem-based policy goals for its groundfish Fishery Management Plans (FMPs). Nonetheless, while there are strong relationships between management and ecosystem science in Alaska, which are recognized worldwide as exemplary, they often remain informal.

At the same time, the Bering Sea is experiencing significant change environmentally. With the loss of sea ice, the ecosystem is undergoing shifts in species distribution that affect fisheries, fishing communities, and may have sustainability implications for many marine species. Understanding the connections among species, humans, and the physical environment both within the Bering Sea and with surrounding areas is increasingly important. Further, designing, testing and transparently implementing environmentally-robust management systems that take into account a full range of ecological and human interactions will be critical to ensuring long-term resource sustainability.

Accordingly, the Council is formalizing its ecosystem approach as ecosystem-based fisheries management (EBFM) through the development of this Fishery Ecosystem Plan (FEP). The Council has acknowledged that moving toward EBFM is a process and as new information or tools become available the Council responds by improving the fishery management program. The FEP will serve as a framework for continued incorporation of ecosystem goals and actions in regional management. Under the overarching guidance of the Council's Ecosystem Approach Statement, the FEP sets goals and objectives for the Bering Sea ecosystem which direct how process by which the Council should manage fisheries, monitor the ecosystem, and prioritize new research projects through the identification of Action Modules. This document describes how the FEP will function as a framework for transparently describing the Council's current procedures and best practices for EBFM, and guiding Council work on ways to improve that process. The FEP also prioritizes the exchange of information through two-way communication with stakeholders, as a means of diversifying information inputs, knowledge, and perspectives. The Council's FEP:

1. provides added value to existing Council documents, processes, and decision-making;
2. delivers targeted, evolving ecosystem evaluations but does not overwhelm the audience with a compilation of ecosystem information; and
3. results in measurable improvements to Bering Sea fishery management but does not directly authorize management actions (action-informing rather than action-forcing).

How will the FEP function?

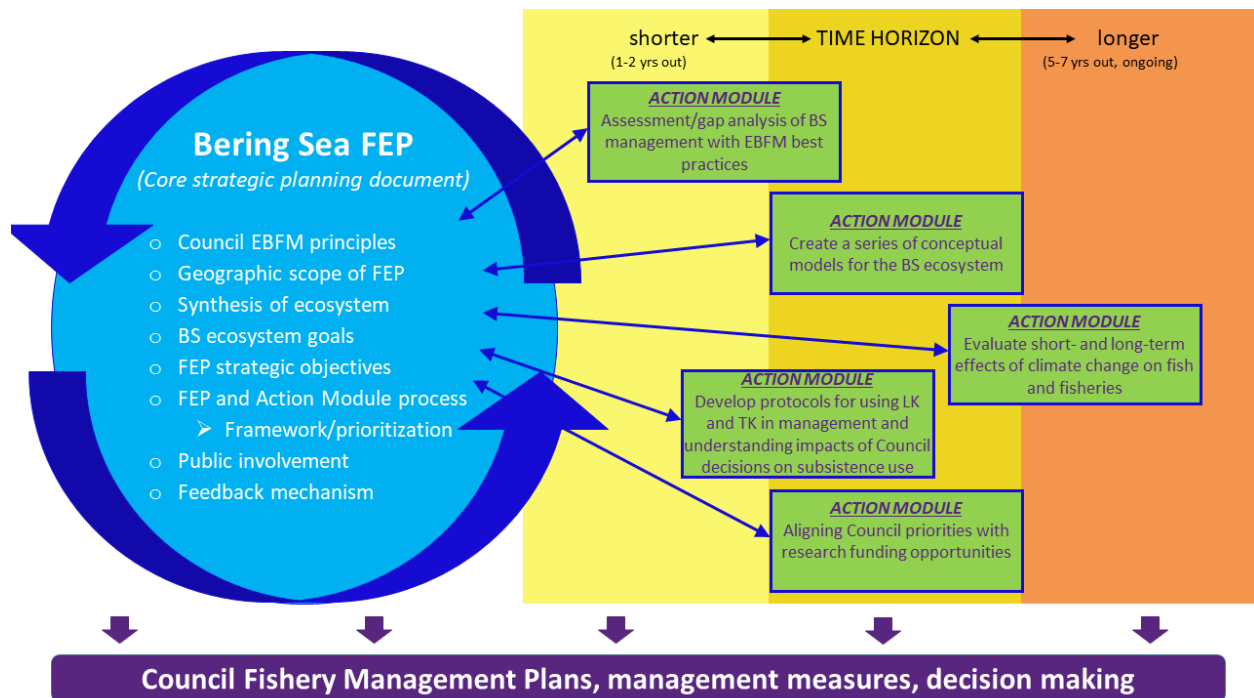
This FEP uses and improves upon the Council's existing open and transparent process of public involvement in decision making. This is a strategic planning document that describes a process for addressing management concerns about the Council's expressed ecosystem policy and goals and is flexible to new information and changing resources. The FEP is structured with a **Core FEP** document identifying a series of strategic components for the FEP (Figure ES-1). The Core FEP identifies goals for the Bering Sea ecosystem, and strategic objectives for the Bering Sea FEP to achieve those goals. There are sections describing the purpose and structure of the FEP, assessing the current management approach for its ecosystem-based elements, and a plan for public involvement. The intent is to form a structured FEP framework to regularly evaluate and initiate specific Action Modules to address Council priorities. The Council will approve and prioritize a list of Action Modules which can be tasked as resources/staff time permits. This type of structure is responsive to the Council's concerns about staff resources, as the

Action Modules can be initiated progressively and when management needs and available resources allow.

Action Modules are specific analyses or research efforts that can be initiated within the framework of the FEP, but are projects with their own scope, tasking, and timeline. The Action Modules are linked directly to the FEP’s strategic objectives, and the purpose and scope of each task, as well as a description of how the outcome will be used in management, is defined in this Core FEP. The outcome of the Action Modules will filter in to the Council’s established decision-making processes. For example, if the Action Module identified new information for the Council to consider, changes to management based on that new information would be evaluated by initiating an amendment analysis for the relevant Council Fishery Management Plan(s). In this way, the Action Modules will be responsive to the Council’s management needs, and their outcomes will have a direct effect on the Council’s decision-making process. The Council also has the flexibility to prioritize Action Modules and initiate them concurrently or sequentially depending on Council needs and resource constraints. A website will be developed to track the Action Modules, assessing progress that has been made in each active Action Module, and reviewing findings of previous Modules.

The Council envisions that the Modules will be an evolving part of the FEP that change over time to meet novel management challenges and ecosystem pressures. One of the advantages of this strategic FEP/Action Module structure is that it requires the Council to consider the utility of a project’s outcome for Council decision making and management, its staffing requirements, and how it will be applied, before it is initiated. By requiring the Council to specify at the outset how the work product will be used in Council decision making, the Council ensures that there is a constant connection between the FEP and direct management action.

Figure ES-1 Illustration of the relationship between the Core FEP and example Action Modules



Goals and objectives

The Council established an Ecosystem Vision Statement in 2014, which is overarching to Council management in the North Pacific. Additionally, through development of the FEP, the Council has

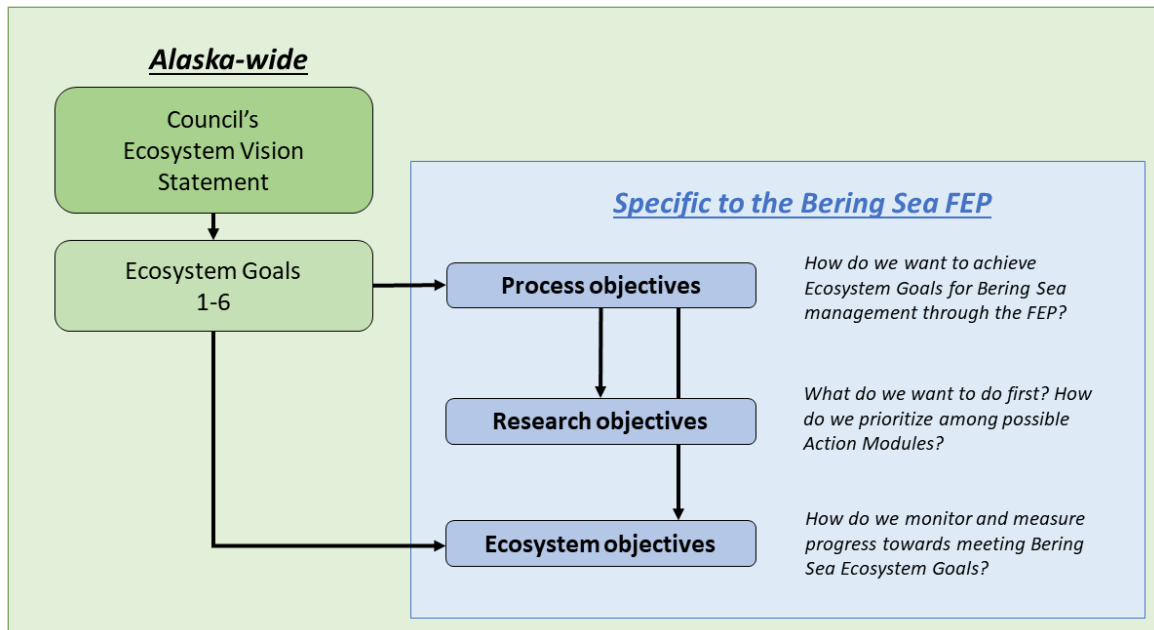
identified six Ecosystem Goals, which are also universal to the Council's management across all of the Alaska fisheries. These are:

1. Maintain, rebuild, and restore fish stocks at levels sufficient to protect, maintain, and restore food web structure and function;
2. Protect, restore, and maintain the ecological processes, trophic levels, diversity, and overall productive capacity of the system;
3. Conserve habitats for fish and other wildlife;
4. Provide for subsistence, commercial, recreational, and non-consumptive uses of the marine environment;
5. Avoid irreversible or long-term adverse effects on fishery resources and the marine environment;
6. Provide a legacy of healthy ecosystems for future generations.

Using these six Ecosystem Goals, the Council's main purpose with the FEP is to enable the Council to continue moving toward achieving its six Alaska-wide overarching Ecosystem Goals. As such, the FEP identifies a series of Process Objectives, which define objectives for how the Council manages Bering Sea fisheries (Figure ES-2). Some of these Process Objectives call for monitoring of ecosystem trends and performance metrics, to allow the Council to manage adaptively and responsively to changes in environmental conditions, especially associated with climate change, loss of sea ice, or ocean acidification. To help provide specific targets for monitoring of the ecosystem, the FEP identifies a series of Ecosystem Objectives that provide more specificity as to how the Ecosystem Goals should be translated in the Bering Sea ecosystem. Specific indicators will be associated with each of the Ecosystem Objectives and routinely monitored. An assessment of their status reported back to the Council at regular intervals, using the existing Ecosystem Status Report (or Ecosystem Considerations Report) process that is presented annually to the Council in December.

In addition to the Process Objectives, the FEP also defines a series of Research Objectives that the Council will use to initiate specific actions to further the Ecosystem Goals. It is expected that the Research Objectives will be the most likely to change and evolve, as the Council identifies information gaps and research needs, and develops Action Modules to address them under the FEP framework (see more on Action Modules in Chapter 3).

Figure ES-2 Schematic of the relationship between the Council's ecosystem goals and the Bering Sea FEP objectives.



List of Action Modules

Four example Action Modules were proposed to the Council in December 2015 when the FEP was initiated. These four Modules were selected from a longer list of potential candidates by the Ecosystem Committee, to illustrate the range of ecosystem and management objectives that could be addressed through the Action Module process. Additionally, in spring 2017, the FEP Team suggested, and the Ecosystem Committee concurred with, including an additional example Action Module (the fifth bullet below). As part of its adoption of a final BS FEP, and periodically thereafter, the Council will adopt a prioritized list of action modules that will be included in this section and will specifically initiate action on a subset of the Action Modules to move forward as active projects.

The example Action Modules included in the FEP at this time are as follows:

- Assessment/gap analysis of Bering Sea management with EBFM best practices
- Create a series of conceptual models for the Bering Sea ecosystem
- Evaluate the short- and long-term effects of climate change on fish and fisheries
- Develop protocols for using LK and TK in management and understanding impacts of Council decisions on subsistence use
- Aligning Council priorities with research funding opportunities

Public involvement

The Council recognizes that Bering Sea fisheries are important to coastal communities throughout the Bering Sea region, as well as communities of people who, while they may reside elsewhere, come to the region to work, or are significantly invested in the region (e.g., seasonal fishermen, offshore processors). One intent of the FEP is to engage stakeholders and the public in the process of implementing EBFM, so that the BS FEP is informed by the broadest realm of perspectives and increases public connection with the Bering Sea marine ecosystem. An exchange of information through two-way communication with stakeholders has been highlighted as an important requirement for diversifying information inputs, knowledge, and perspectives (NPFMC 2018). Building shared knowledge can strengthen the Council and

stakeholders' understanding of ecosystem function and change, provide insight to anticipate how stakeholders will respond, and develop broad support for fishery management science and decision-making. The FEP offers a framework for strengthening trust, transparency, and a sense of shared investment among managers, scientists, and stakeholders.

While the Council's existing framework provides for public outreach and involvement in all of the Council groups and processes, there is also a desire to improve that communication and consultation over time. There are three distinct phases of public involvement as relates to the FEP, and each phase may draw upon different tools for outreach or engagement.

Initial development of the Core FEP: The Council conducted extensive scoping when deciding whether to proceed with developing a Bering Sea FEP. During the Council's scheduled initial review and final action on this draft FEP, the public is encouraged to provide feedback about whether this draft of the Core FEP is meeting the needs that were identified in scoping, information gaps that should be addressed through Action Modules, or other input that pertains to the Council's action to adopt the Bering Sea FEP.

FEP Action Modules: A public involvement plan will be created for each Action Module, including explicit steps for supporting and strengthening two-way communication along with all other forms of involvement (e.g., outreach, engagement, consultation, etc.).

Ongoing Bering Sea FEP EBFM process: Once the FEP framework is adopted by the Council, implementation will continue through the development of Action Modules and the monitoring of the Bering Sea ecosystem through the annual Ecosystem Status Report (also known as the Ecosystem Considerations report). The Council has highlighted two-way communication as critical to enhancing and providing value to the decisions that the Council makes about managing fisheries in the Bering Sea ecosystem, and it will be important to consider how best to provide appropriate forums for such information, and how it should be synthesized and assessed in the Council decision-making process.

Other components of the FEP

The FEP also includes chapters that provide a high level synthesis of connections and key components of the Bering Sea ecosystem (Chapter 6) and an assessment of the Council's current ecosystem-based fishery management practice (Chapter 7). There is also a placeholder in Chapter 8 for ecological risk analysis. Considering risks and tradeoffs is one of the purposes of the FEP. There are ongoing studies at the Alaska Fisheries Science Center that will be synthesized in this chapter once the results are available.

1 Introduction

Fisheries management in Alaska has long been recognized as being particularly responsive to ecosystem concerns. The Council has practiced an ecosystem approach for many years. The Alaska Fisheries Science Center (AFSC) has worked closely with the management process (i.e., stock assessment authors, Plan Teams, SSC and Council members) since the early 1980s to incorporate ecosystem science into decision-making. The Council has adopted harvest conservation measures, protection measures for ecosystem resources, and has adopted ecosystem-based policy goals for its groundfish Fishery Management Plans (FMPs). Nonetheless, while there are strong relationships between management and ecosystem science in Alaska, which are recognized worldwide as exemplary, they often remain informal.

At the same time, the Bering Sea is experiencing significant change environmentally. With the loss of sea ice, the ecosystem is undergoing shifts in species distribution that affect fisheries, fishing communities, and may have sustainability implications for many marine species. Understanding the connections among species, humans, and the physical environment both within the Bering Sea and with surrounding areas is increasingly important. Further, designing, testing and transparently implementing environmentally-robust management systems that take into account a full range of ecological and human interactions will be critical to ensuring long-term resource sustainability.

Accordingly, the Council is formalizing its ecosystem approach as ecosystem-based fisheries management (EBFM) through the development of this Fishery Ecosystem Plan (FEP). The Council has acknowledged that moving toward EBFM is a process and as new information or tools become available the Council responds by improving the fishery management program. The FEP will serve as a framework for continued incorporation of ecosystem goals and actions in regional management. The broad scope and open-ended nature of a FEP lends itself to considering cumulative impacts and tradeoffs across an entire ecosystem, including ecological impacts on habitat or bycatch issues, impacts to communities, and interactions between Federal and state fisheries. Although a FEP is not ‘actionable’ in the way a FMP is, the FEP process encourages thinking ‘outside the box’ about novel solutions to complex problems (Lenfest 2016).

The Bering Sea FEP will be used to guide policy options and associated opportunities, risks, and tradeoffs affecting FMP species, communities, and the broader Bering Sea ecosystem in a systematic manner. Under the overarching guidance of the Council’s Ecosystem Approach Statement, the FEP sets goals and objectives for the Bering Sea ecosystem which direct how process by which the Council should manage fisheries, monitor the ecosystem, and prioritize new research projects through the identification of Action Modules. This document describes how the FEP will function as a framework for transparently describing the Council’s current procedures and best practices for EBFM, and guiding Council work on ways to improve that process. The FEP also prioritizes the exchange of information through two-way communication with stakeholders, as a means of diversifying information inputs, knowledge, and perspectives.

The Council’s intent has been to develop a FEP bringing together Council FMPs and actions throughout the Bering Sea region in a way that:

1. provides added value to existing Council documents, processes, and decision-making;
2. delivers targeted, evolving ecosystem evaluations but does not overwhelm the audience with a compilation of ecosystem information; and
3. results in measurable improvements to Bering Sea fishery management but does not directly authorize management actions (action-informing rather than action-forcing).

1.1 Purpose of the FEP

The Council has identified the following potential benefits from developing a FEP for the Bering Sea, in the short term and long term:

- Create a transparent public process for the Council to identify ecosystem goals and management responses.
- Serve as a communication tool for ecosystem science and Council policy.
- Provide a framework for strategic planning that would guide and prioritize fishery, habitat, and ecosystem research, modeling, and survey needs.
- Identify connected Bering Sea ecosystem components, and their importance for specific management questions.
- Assess Council management with respect to ecosystem-based fishery management best practices and identify areas of success and gaps indicating areas for improvement on a regular basis.
- Provide a framework for considering policy options and associated opportunities, risks, and tradeoffs affecting FMP species and the broader Bering Sea ecosystem (e.g., evaluation of management tradeoffs among FMPs, fisheries, or with other activities).
- Build resiliency of Council management strategies, and options for responding to changing circumstances (e.g., climate change-driven changes to fish distribution and abundance, changes in shipping patterns, etc.).

The FEP provides value by facilitating dialogue and information exchange among stakeholders, scientists, and fishery managers. In the 2014 ecosystem approach statement (Section 2.1), the Council set out a commitment to managing fisheries through a precautionary, transparent, and inclusive process. Public outreach and stakeholder involvement throughout the process helps develop a common understanding of the Bering Sea ecosystem by managers, scientists, and user groups. As such, the Bering Sea FEP includes methods for the Council to bring information into management from those people closest to the resource, for example through local knowledge and traditional knowledge (LK and TK).¹ Expanded understandings of existing best available science (including social science) are outlined as well, including best practices for building strong understandings and incorporation of LK and TK in the Council process. Although all of this might also be achieved outside of a FEP, a formal FEP coordinates and directs research and outreach resulting in a transparent and efficient mechanism to integrate best available science into management decisions, while maintaining strong communication with stakeholders that are affected by management policies.

While the intention of the FEP is to focus on actions within the Council's authority, the Council will also use the FEP to promote dialogue with non-fishery authorities about activities affecting fishery resources. The FEP framework can also be used to inform new lines of research relevant to management. The value of including individuals who cannot attend Council meetings for various reasons is significant, and by increasing transparency the FEP process will make the decision-making process more accessible.

The FEP presents a step in the process of EBFM, by allowing the Council to define its information needs with respect to ecosystem considerations in stock assessments and management. The NOAA Integrated Ecosystem Assessment (IEA) program emphasizes that best practices for EBFM include developing a

¹ Local Knowledge (LK) and Traditional Knowledge (TK) are two different types of bodies/systems of knowledge. LK generally describes knowledge of a person or group – non-Indigenous knowledge or Indigenous – that is based on observations, experiences, and other engagements with a particular environ. TK is a form of Indigenous knowledge and is a living body of knowledge which pertains to explaining and understanding the universe and living and acting within it. It is acquired and utilized by Indigenous communities and individuals in/through long-term sociocultural, spiritual and environmental observation, and is transmitted intergenerationally. A more detailed definition of TK can be found in Raymond-Yakoubian et al., 2017.

shared vision, or “handshake,” for ecosystem-based management between stakeholders and scientists. Researchers need to develop science that is timely and actionable for managers, while managers need to be prepared and expect to receive and (as relevant) act on results. The proposed structure of this FEP ensures that this “handshake” takes place early in the process, thus setting clear expectations on both sides for any given analysis or piece of research. Currently, there is a strong atmosphere of collaboration at the AFSC between ecosystem scientists and the management process. A visible product of that collaboration is the Ecosystem Considerations report of the groundfish SAFE, presented annually to the SSC and the Council as an immediate prelude to setting quotas on groundfish. Similarly, some stock assessments also directly incorporate ecosystem and climate variables. While this collaboration would continue regardless, the Bering Sea FEP provides the Council with greater control over the ongoing transition to EBFM and helps to formalize current ad hoc practices.

The FEP provides specific advantages for both the Council and the AFSC by improving communication about management needs and the relationship to research. The FEP process coincides well with the process of Activity Planning that is currently used to prioritize research in the AFSC. While multiple methods of prioritization exist (e.g., the Council’s annual Research Priorities), the combination of the FEP planning and activity plans aids in prioritizing (and allocating) current funds and when seeking future growth.

The Council also believes it is valuable to synthesize our scientific understanding of the Bering Sea ecosystem from a fishery management perspective. The Bering Sea is well-studied, and the Council is not interested in creating a redundant compilation of information that is available elsewhere. Rather, it is useful to develop our understanding of ecosystem connectivity as it may relate to specific fishery management concerns (e.g., the halibut stock, Norton Sound communities, or red king crab spawning habitat in Bristol Bay). The FEP builds off the existing Eastern Bering Sea Ecosystem Assessment, which is produced in conjunction with the annual groundfish Stock Assessment and Fishery Evaluation (SAFE) report, and which already synthesizes ecosystem information on an annual basis. FEP-relevant findings will be readily incorporated into the existing process.

Another purpose of the FEP is to document our current procedures and best practices for EBFM. While the Council believes that our current approach is precautionary and effective, documentation is helpful to demonstrate this to the broader public. The FEP describes methods for the Council to utilize and adapt existing scientific tools and policy instruments for achieving EBFM. Additionally, this documentation will allow the Council to conduct a gap analysis (an Action Module in Section 7.1) to have a more informed understanding of the strengths and areas for improvement of its EBFM approach.

Finally, the FEP provides a framework to address tradeoff issues that arise, and supplement existing decision-making processes to respond to a range of issues, such as changing environmental conditions, or potential conflicts with other sectors (e.g., shipping or oil extraction). In working with other agencies or stakeholders in other industries, it is extremely valuable to have a clear statement of the ecosystem goals and concerns of the fishing sector. Under the FEP framework, decision tools are developed that allow the Council to evaluate tradeoffs and alternative management policies and tools (e.g., harvest limits, time/area closures) for their performance and effectiveness (especially stationary and static management tools). Thus, the FEP helps ensure that management is flexible, responsive, and resilient to ecosystem shifts and changing pressures, and able to continue to support long-term sustainable fisheries harvest in the Bering Sea.

1.2 Background / EBFM theory

NMFS recognizes the importance of considering ecological and human components of any ecosystem during the management process. NMFS defines EBFM as:

a systematic approach to fisheries management in a geographically specified area that contributes to the resilience and sustainability of the ecosystem; recognizes the physical, biological, economic, and social interactions among the affected fishery-related components of the ecosystem, including humans; and seeks to optimize benefits among a diverse set of societal goals.” (NMFSPD 01-120, 23 May 2016)²

In their paper, Link and Brownman (2014) describe EBFM on the spectrum of management philosophies between EBM and single species management (Figure 4). EBM, which may be considered place-based management, necessarily considers and tries to balance trade-offs in multisectoral (sometimes conflicting) mandates that may be acting on system of interest (e.g., between tourism, extraction, shipping, fisheries, land use, and conservation). In contrast, single species management (SSM) is focused on a species of interest but does not specifically consider the species in the context of the broader ecosystem or food-web, or effects of the species-specific managed activities on non-target species per se (usually due to a lack of sufficient data). An Ecosystem Approach to Fisheries management (EAFM), is on the EBM – SSM spectrum, where fisheries management considers the ecological and ecosystem context of the focal species in that habitat, environmental, and trophic considerations are included in the management process. EBFM builds upon EAM while still primarily focused on the fisheries sector. In EBFM, trophic and environmental interactions and cumulative impacts are specifically accounted for in the management process (e.g., using multi-species or environmentally enhanced singles species models, food web-models, coupled physical-fishery-socioeconomic models).

Both EBFM and EBM are expected to result in more holistic management recommendations that are robust to the non-stationarity characteristic of ecosystem dynamics, which can confound single species management. EBFM has a particular advantage of quantifying the value of marine resources beyond fisheries extraction and providing a management framework for optimizing fisheries productivity and meeting ecosystem-level goals (Fogarty, 2014; Large et al., 2013; Link, 2010; Samhuri et al., 2010). Specifically, in the context of fisheries management, implementing ecosystem-based fisheries management requires: recognition that no fish population is independent of other species in the ecosystem; acknowledgement of interdependent biological and human systems; and, use of the best available science (including social science) for understanding interactions among interdependent ecosystem components to sustain fisheries and conserve all valued components of marine ecosystems. EBFM does not require the development of new methods or even necessitate the collection of new data. Instead, it is centered around considering the most comprehensive range of factors possible (qualitative and quantitative), to capture the tradeoffs involved in management decisions (Patrick and Link, 2015).

“Implementation of EBFM is not a single large action but rather a series of ongoing and cumulative actions leading to comprehensive management...” (NMFSPD 01-120).

Globally, EBFM of living resources of the oceans has made substantial progress over the past decade in balancing tradeoffs and meeting multiple, sometimes conflicting management objectives for a region (Link 2010; Belgrano and Fowler 2011). Examples include establishing and showing the effectiveness of marine protected areas (e.g., Halpern 2003), building ecosystem resilience and resource sustainability (e.g., Levin and Lubchenco 2008, Link 2010) though anticipating and avoiding tipping points and ecosystem state changes (e.g., Scheffer et al. 2009, Travis et al. 2014), and adapting management to test and monitor impacts of management actions (e.g., Pauly et al. 2000).

In ecosystem-based fisheries management (EBFM), “the point is to not necessarily include more complex data or analytical approaches but rather to be more comprehensive in the range of factors being

² It is noted that ‘Societal goals’ should “consider and include any relevant economic, social, and ecological factors in the context of relating to fisheries and fishery resources.”

considered to manage a fishery” (Patrick and Link, 2015). One way that the Council intends to become more comprehensive in managing the Bering Sea ecosystem is through the incorporation and integration of local knowledge and traditional knowledge (LK and TK) in fisheries management.

Defining Local Knowledge and Traditional Knowledge (LK and TK)

The Bering Sea FEP is part of a ‘next generation’ of FEPs aimed at assessing tradeoffs between environmental, economic, and social costs and benefits of management decisions (Marshall et al., 2017). As such, this ecosystem plan explicitly includes the human dimension, and aims to continue making forward strides in formalizing the use and review of local knowledge (LK) and traditional knowledge (TK) within and alongside natural and social science in the fisheries management process.

LK broadly includes observations and experiences of local people in a region. LK is the product of knowledge formation and dissemination based on personal, shared and inherited experience (Martin et al., 2007). It is a way of knowing that is connected to a specific place. Bearers of local knowledge are often relatively small groups of people, living in or connected to a common geographic location who actively engage with the environment through local harvest of wild resources. These people may or may not be Indigenous to the area or base their understandings on knowledge that evolves over many generations (PFRCC, 2011). In the current Council process LK is commonly utilized in the form of public testimony from skippers, coastal community residents, etc., and stakeholder interactions with Plan Teams.

LK is often recently acquired (over a few generations or less) as compared to TK which is deeply embedded in cultures who have dwelled in a landscape since time immemorial (Berkes 1999:8; Ingold 2000:43). TK refers more specifically to knowledge held by Indigenous people, and is:

a living body of knowledge which pertains to explaining and understanding the universe and living and acting within it. It is acquired and utilized by Indigenous communities and individuals in and through long-term sociocultural, spiritual and environmental engagement. [Traditional knowledge] is an integral part of the broader knowledge system of Indigenous communities, is transmitted intergenerationally, is practically and widely applicable, and integrates personal experience with oral traditions. It provides perspectives applicable to an array of human and nonhuman phenomena. It is deeply rooted in history, time, and place, while also being rich, adaptable, and dynamic, all of which keep it relevant and useful in contemporary life. This knowledge is part of, and used in, everyday life, and is inextricably intertwined with peoples' identity, cosmology, values, and way of life. Tradition – and [traditional knowledge] – does not preclude change, nor does it equal only 'the past'; in fact, it inherently entails change. (Raymond-Yakoubian et al., 2017)

In the Bering Sea Ecosystem, LK and TK are relevant for all fisheries sectors and all aspects of fisheries management. LK and TK are relevant to commercial, recreational, and subsistence fisheries issues. For example, LK and TK knowledge holders might be members of remote rural communities that depend on fishing and harvesting activities (e.g., marine mammals, seabirds, ground fish, salmon, and shellfish) for their livelihood as part of the subsistence way of life and might participate in commercial fishing. LK and TK knowledge holders might also be those who are tied to the Bering Sea as commercial fishers who spend considerable time in the region, and are possibly intergenerational participants in the fishery, yet reside part of the year in Lower 48 ports such as Seattle or Astoria.

| Local Knowledge | Traditional Knowledge |
|---|--|
| <ul style="list-style-type: none"> • Close environmental observations • Place-based • Empirical • Pragmatic • Often inter-generational | <ul style="list-style-type: none"> • A living body of knowledge • Acquired through long-term sociocultural, spiritual, and environmental engagement • Defines human – animal reciprocal relationships • Defines human – human kinship and reciprocity • Embodies rules about right conduct that intertwine the pragmatic and spiritual • Transmitted inter-generationally through oral history and ritual • Rooted in time and place, while having wide applicability • Rooted in tradition, while adaptable and dynamic |

NOAA Fisheries further recognizes the value of local and traditional ecological knowledge (LEK and TEK) as they relate to EBFM of our Nation’s fisheries. *Local ecological knowledge (LEK) generally refers to what people know about the particular environments in which they work or subsist that is acquired through observations and experience* (NOAA, 2007). *Traditional ecological knowledge, or TEK, is the compendium of environmental knowledge Indigenous people have accumulated over numerous generations observing and interacting with the local environment* (NOAA, 2017). Much like TK, TEK involves Indigenous peoples with self-determined ways of life and political sovereignty.

Every Indigenous culture in the Bering Sea region has their own unique TK and TEK system, which may or may not align closely with NOAA Fisheries definitions. More broadly, LEK and TEK may be understood as understandings of the world situated in empirical observations and experience. In the case of TEK these observations and experiences are embedded in an Indigenous cultural context and cannot be separated from it (Usher 2000:186; Nadasdy 1999). Specific Indigenous groups, such as the Inupiat, the Inuit speaking peoples of Northwest Alaska, are tied to knowledge systems such as Inuit Qaujimagatuqangit (IQ), or Inuit knowledge held by those in the northern part of the Bering Sea Region (Collings et al 2017:4). Each of the 12 Inupiaq nations of Northwest Alaska had their own knowledge system (Burch 1998). The same could be shown for Yup’ik and Cup’ik knowledge for those that inhabit the central part of the Bering Sea Region in western Alaska and Bristol Bay (Fienup-Riordon 1990). The Unangan (Aleut) people of the Aleutian Islands represent the largest east-west span of a single Indigenous culture anywhere on the planet.³ Inhabiting an island chain of over a thousand miles and a focus on hunting marine mammals by kayak, the Unangan had complex knowledge of weather patterns, animal behavior, and other factors that allowed for success in the Bering Sea region and continue to be a marine orientated culture today (Laughlin 1980: 27; Liapunova 1989; Reedy-Maschner 2010).

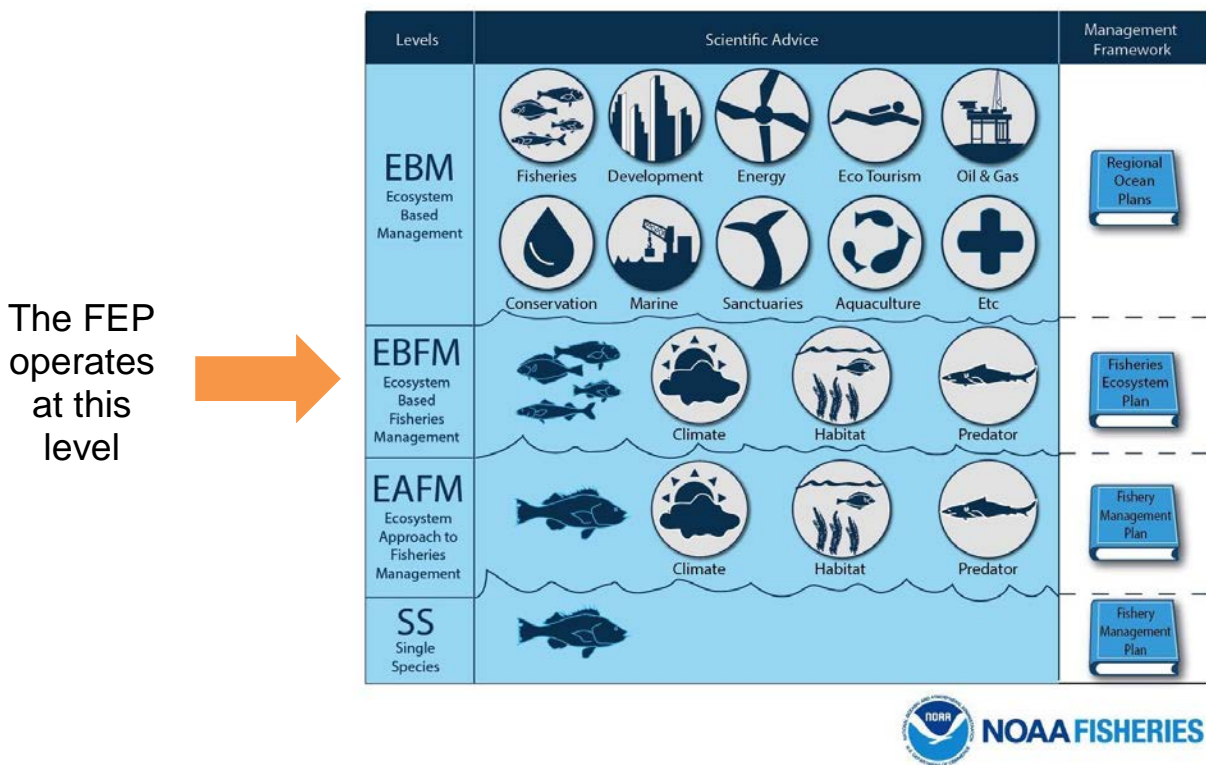
To further expand, LEK and TEK are components of LK and TK, respectively. While the ecological component of LK and TK are of great interest to the Council and its bodies, the Council considers LEK and TEK to be specific versions of LK and TK more broadly. Therefore, ‘TK’ will be used for most of the remainder of this document to refer to TK, TEK, IQ, Yup’ik, and other forms of knowledge held by Indigenous peoples in the Bering Sea FEP region. ‘LK’ will be used to refer to LK, LEK, and local fisheries knowledge (LFK) to understand more recent observations and experience by those whose livelihoods depend on the Bering Sea for food security and economic benefit.

³ After discovery of the Pribilof Islands in 1786 by Russian *promyshlenniki* (Cossack fur trappers and traders), Unangan hunters and their families were forcibly relocated to the islands to hunt fur seals. Descendants of these hunters and their families still make their home on St. Paul and St. George today (Langdon 2014:37).

Tools for implementing EBFM regionally

Regionally, significant progress has been made at the Regional Fishery Management Council-level toward implementing EBFM and EAFM. The North Pacific Fishery Management Council (NPFMC) has been a leader in implementing these approaches including developing a fishery ecosystem plan, protecting forage species, basing management choices on reliable science and modeling, and implementing precautionary protection measures. The resources of the Bering Sea cross multiple jurisdictions, and effective governance of the BS region requires regional and international cooperation in research, enforcement, and management. The importance of regional and international partnerships increases as species distributions and predator-prey relationships respond to a changing climate. Section 6.1.2 highlights several of the partnerships, international treaties, and interjurisdictional efforts that aim to collectively study and manage shared Bering Sea resources. These steps and others are of great benefit to the conservation and management of fishery resources. Particularly in light of changing conditions in the ocean, continuing the momentum and progress toward ecosystem-based management approaches is a key to ensuring the long-term sustainability of the nation’s fisheries.

Figure 4 The spectrum of ecosystem-based fisheries management



Source: <http://www.st.nmfs.noaa.gov/ecosystems/ebfm/ebfm-myths#>

FEPs are a tool to assist in the process of operationalizing EBFM approaches (Lenfest 2016). FEPs can outline a process to consolidate information in order to better understand linkages and tradeoffs between environmental, economic, and social aspects of fisheries ecosystems in the long term (Marshall et al. 2017). Lenfest (2016) produced a conceptual model for translating FEP goals into action, named ‘The FEP Loop’ (Figure 1-1), visually represented as a nonlinear process based on learning and adjusting over time. The Loop recommends five considerations be re-assessed on a continuing basis throughout the FEP process: 1) Where are we now? 2) Where are we going? 3) How will we get there? 4) Implement the plan, and 5) Did we make it? This approach provides a useful model for the Bering Sea FEP process, which complements the Council’s existing EBFM processes while providing an opportunity to continually adapt and improve in response to changing environmental conditions and stakeholder feedback.

Figure 1-1 The FEP Loop



Source: Lenfest 2016, page 23

2 Goals and objectives

2.1 Council's Ecosystem Approach

In February 2014, the Council adopted an Ecosystem Approach document that expressed the Council's intent to continue moving towards EBFM:

Ecosystem Approach for the North Pacific Fishery Management Council

Value Statement

The Gulf of Alaska, Bering Sea, and Aleutian Islands are some of the most biologically productive and unique marine ecosystems in the world, supporting globally significant populations of marine mammals, seabirds, fish, and shellfish. This region produces over half the nation's seafood and supports robust fishing communities, recreational fisheries, and a subsistence way of life. The Arctic ecosystem is a dynamic environment that is experiencing an unprecedented rate of loss of sea ice and other effects of climate change, resulting in elevated levels of risk and uncertainty. The North Pacific Fishery Management Council has an important stewardship responsibility for these resources, their productivity, and their sustainability for future generations.

Vision Statement

The Council envisions sustainable fisheries that provide benefits for harvesters, processors, recreational and subsistence users, and fishing communities, which (1) are maintained by healthy, productive, biodiverse, resilient marine ecosystems that support a range of services; (2) support robust populations of marine species at all trophic levels, including marine mammals and seabirds; and (3) are managed using a precautionary, transparent, and inclusive process that allows for analyses of tradeoffs, accounts for changing conditions, and mitigates threats.

Implementation Strategy

The Council intends that fishery management explicitly take into account environmental variability and uncertainty, changes and trends in climate and oceanographic conditions, fluctuations in productivity for managed species and associated ecosystem components, such as habitats and non-managed species, and relationships between marine species. Implementation will be responsive to changes in the ecosystem and our understanding of those dynamics, incorporate the best available science (including local and traditional knowledge), and engage scientists, managers, and the public.

The vision statement shall be given effect through all of the Council's work, including long-term planning initiatives, fishery management actions, and science planning to support ecosystem-based fishery management.

2.2 Ecosystem Goals

The FEP, though not legally binding, incorporates explicit principles, policies, and guidelines for ecosystem-based management to be implemented in Fishery Management Plans, including measures designed to meet the mandates of the Magnuson-Stevens Fishery Conservation and Management Act, other applicable law, and six established Ecosystem Goals (Figure 2-1). The Ecosystem Goals are listed below, and are not prioritized in any particular order:

1. Maintain, rebuild, and restore fish stocks at levels sufficient to protect, maintain, and restore food web structure and function;
2. Protect, restore, and maintain the ecological processes, trophic levels, diversity, and overall productive capacity of the system;
3. Conserve habitats for fish and other wildlife;
4. Provide for subsistence, commercial, recreational, and non-consumptive uses of the marine environment;
5. Avoid irreversible or long-term adverse effects on fishery resources and the marine environment;
6. Provide a legacy of healthy ecosystems for future generations.

2.3 Objectives

Figure 2-1 illustrates how the Council's vision statement and the six Ecosystem Goals described above, which are universal to the Council's management across all of the Alaska fisheries, relate to the objectives that are specific to the Bering Sea FEP. The Council's main purpose with the FEP is to enable the Council to continue moving toward achieving its six Alaska-wide overarching Ecosystem Goals. As such, the FEP identifies a series of Process Objectives, which define objectives for how the Council manages Bering Sea fisheries. Some of these Process Objectives call for monitoring of ecosystem trends and performance metrics, to allow the Council to manage adaptively and responsively to changes in environmental conditions, especially associated with climate change, loss of sea ice, or ocean acidification. To help provide specific targets for monitoring of the ecosystem, the FEP identifies a series of Ecosystem Objectives that provide more specificity as to how the Ecosystem Goals should be translated in the Bering Sea ecosystem. Specific indicators will be associated with each of the Ecosystem Objectives and routinely monitored. An assessment of their status reported back to the Council at regular intervals, using the existing Ecosystem Status Report (or Ecosystem Considerations Report) process that is presented annually to the Council in December.

In addition to the Process Objectives, the FEP also defines a series of Research Objectives that the Council will use to initiate specific actions to further the Ecosystem Goals. It is expected that the Research Objectives will be the most likely to change and evolve, as the Council identifies information gaps and research needs, and develops Action Modules to address them under the FEP framework (see more on Action Modules in Chapter 3).

Figure 2-1 Schematic of the relationship between the Council’s ecosystem goals and the Bering Sea FEP objectives.

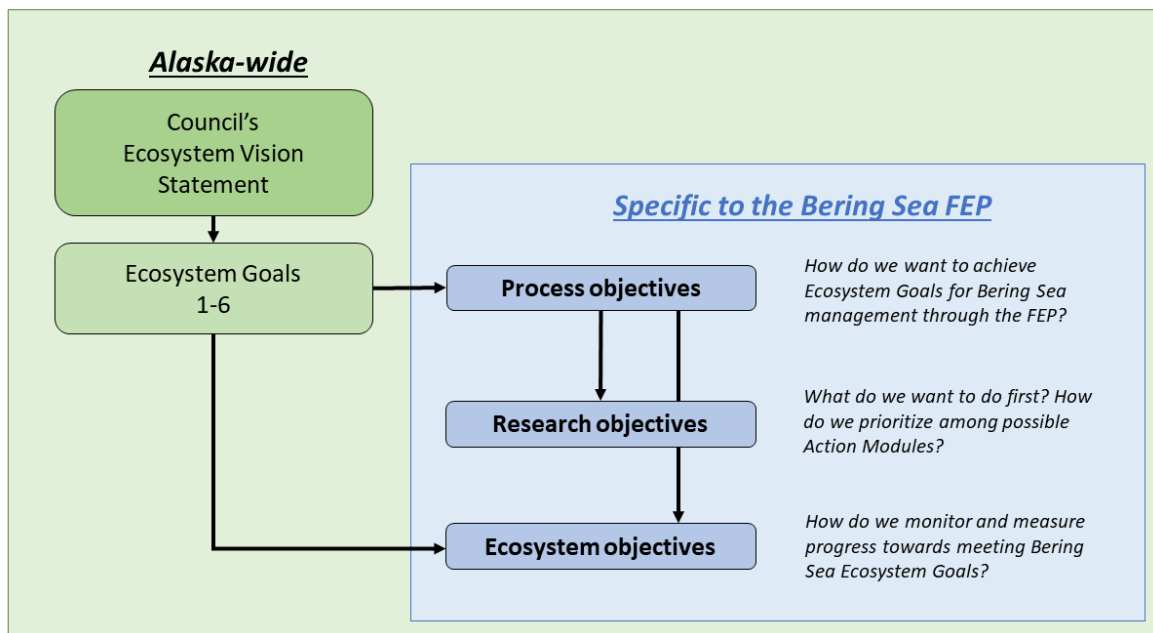
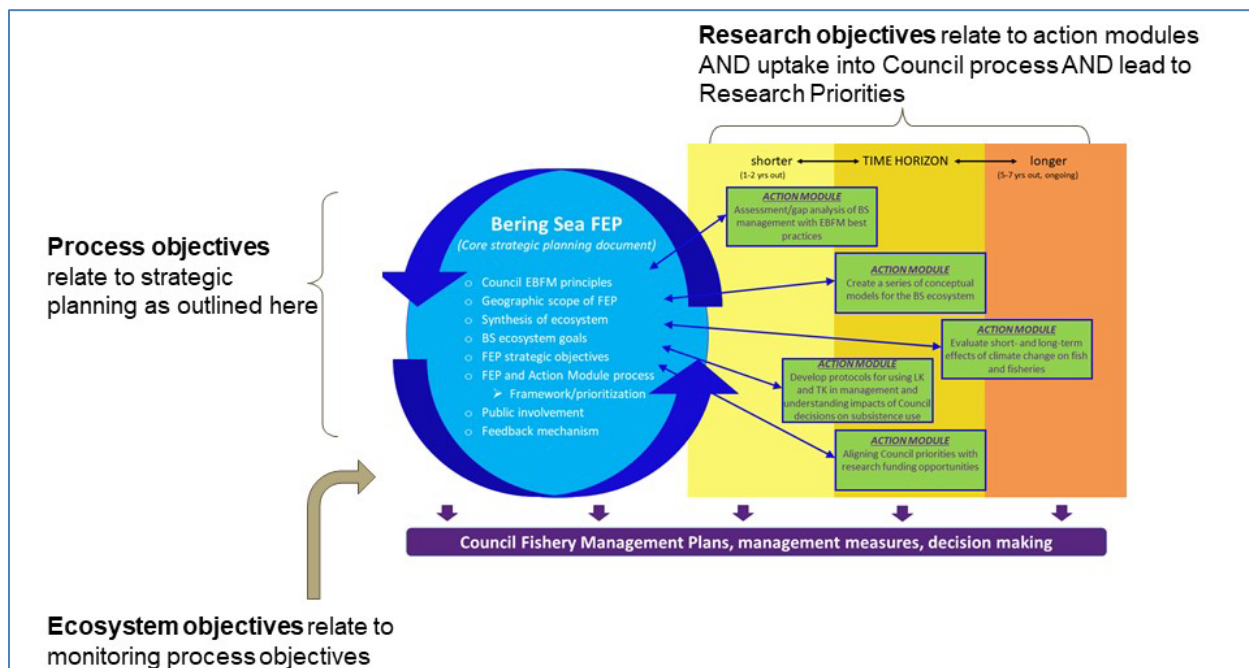


Figure 2-2 provides a different look at the same relationship, by linking the Process Objectives to the core FEP, where they describe what the Council is trying to achieve with the FEP. The Research Objectives are linked to the Action Modules, prioritizing among possible actions, and influencing the Council’s research priorities. The Ecosystem Objectives are also identified in the Core FEP but will be monitored on a regular basis through linkages with the existing Ecosystem Status Report (also known as the Ecosystem Consideration Report).

Figure 2-2 Relationship of objectives to the structure of the FEP



2.3.1 Process Objectives

The following Process Objectives provide the Council's objectives for implementing the Alaska-wide ecosystem goals specifically for the Bering Sea ecosystem area, through the FEP.

1. Create and implement a cohesive process for Bering Sea EBFM, using the Council's ecosystem vision statement, which provides a mechanism for incorporating new sources of ecosystem information into Council processes, and defines the Council's management process to improve understanding by the broader public.
2. Create a transparent process to track the Council's progress towards achieving its six ecosystem goals.
3. Maintain and improve upon the open and public process for the Council to identify ecosystem objectives and management responses, including engaging with communities that are in the Bering Sea ecosystem or users of the ecosystem
4. Develop discrete research objectives and associated Action Modules to identify and address research and information needs.
5. Improve incorporation of local knowledge (LK) and traditional knowledge (TK) in Council management for the Bering Sea ecosystem
6. Facilitate and organize communication of ecosystem science, LK, TK, and relevant Council policy between scientists, communities, and decision makers
7. Provide a framework that would identify and prioritize research and information needs across disciplines
8. Synthesize and update current scientific understandings of Bering Sea ecosystem processes and status, including fisheries and subsistence use, to inform fishery management.
9. Maintain and enhance systematic status and trend monitoring of Bering Sea ecosystem processes and status relative to ecosystem objectives to detect change.
10. Create and track performance metrics to evaluate the ecosystem effects of specific management actions.
11. Track how FEP information is used in Council process
12. Establish a process to use ecosystem information to inform decisions for adaptive management, including to address changing circumstances under novel or intensified stressors.
13. Provide a framework for considering management strategies and associated opportunities, risks, tradeoffs, and cumulative effects affecting Council-managed species and the broader Bering Sea ecosystem, with consideration for ecological, economic, social, and cultural factors of fishery harvest.
14. Periodically review and refine the content of the core FEP, including specification of process, ecosystem, and research objectives.

2.3.2 Research Objectives

The Research Objectives provide the bridge between the Process Objectives and Action Modules to be initiated under the Bering Sea FEP framework. Every Research Objective is related to at least one of the Process Objectives. Additionally, each Research Objective has two equally important parts: the research question, and the avenue for that information feeding into the management process.

1. Assess Council management in the Bering Sea with respect to ecosystem-based fishery management best practices and identify areas of success and gaps indicating areas for improvement, on a regular basis.
 - *Links to Process Objective 1*

2. Identify and develop conceptual model(s) of the connected Bering Sea ecosystem components to respond to specific management questions.
 - *Links to Process Objective 7*
3. Evaluate and develop resiliency for the Council's management strategies in the Bering Sea, and investigate options for responding to changing environmental and climatic circumstances such as changes to fish distribution and abundance, shipping patterns, etc.
 - *Links to Process Objective 14*
4. Develop processes to guide the use of subsistence data, local knowledge (LK), and traditional knowledge (TK) information from the Bering Sea in the Council process.
 - *Links to Process Objective 6*
5. Develop methods to track whether Council Bering Sea research priorities are effectively articulated to partner research agencies, and how funded research is eventually used in the Council process.
 - *Links to Process Objective 8*

2.3.3 Ecosystem Objectives

Process objectives 10 and 11 call for status and trend monitoring of the Bering Sea ecosystem to detect change, and to track the effectiveness of Council management actions. In order for fishery management to more explicitly take into account and be responsive to changes in the ecosystem, each of the six overarching Ecosystem Goals identified in Section 2.2 are associated with one or more strategic Ecosystem Objectives. The Ecosystem Objectives provide a clear avenue to monitor for change, as they can be associated with specific indicators. Table 2-1 provides an illustration of specific indicators that are currently monitored and reported in the annual Ecosystem Status Report (or Ecosystem Considerations Report) that is presented to the Council each December. Once the Council adopts the FEP, the intent would be to identify appropriate indicators for all of the Ecosystem Objectives, which can then be reported through the annual Ecosystem Status Report.

Ecosystem Goal 1: Maintain, rebuild, and restore fish stocks at levels sufficient to protect, maintain, and restore food web structure and function

1. Maintain target biomass levels for target species, consistent with optimum yield, using available tools.
2. Maintain healthy populations and function of non-target and forage species.
3. Adjust fishing-related mortality from the system to be sustainable and commensurate with total productivity and continue to limit optimum yield to 2 million metric tons for the BSAI groundfish fisheries.

Ecosystem Goal 2: Protect, restore, and maintain the ecological processes, trophic levels, diversity, and overall productive capacity of the system

4. Maintain key predator/prey relationships.
5. Conserve structure and function of ecosystem components.

Ecosystem Goal 3: Conserve habitats for fish and other wildlife

6. Minimize adverse impacts to essential fish habitat, to the extent practicable.
7. Avoid and/or minimize impacts to ecologically-sensitive habitat, including habitat areas of particular concern (HAPCs).
8. Avoid and/or minimize impacts to seabirds, marine mammals, and protected species.

Ecosystem Goal 4: Provide for subsistence, commercial, recreational, and non-consumptive uses of the marine environment

9. Support benefits in the Bering Sea fishery and fishery-related industries.
10. Provide opportunities for new entrants in Federal fisheries.
11. Promote economic and community stability to all commercial harvesting and processing sectors.
12. Support sustainable opportunities and community resilience for subsistence users and Alaska Native communities.
13. Provide for directed fisheries including subsistence fisheries by minimizing bycatch mortality, to the extent practicable.
14. Preserve the ability for stakeholders to derive non-consumptive and cultural value from the Bering Sea ecosystem.

Ecosystem Goal 5: Avoid irreversible or long-term adverse effects on fishery resources and the marine environment

Ecosystem Goal 6: Provide a legacy of healthy ecosystems for future generations

Combined objectives for goals 5 and 6:

15. Establish appropriate thresholds to minimize risk of crossing ecosystem tipping points caused by fishery or other human activity.
16. Encourage responsible parties to minimize adverse impacts to fish and other wildlife associated with changes in shipping activity, tourism, energy, and other types of development.
17. Ensure that fishery management is sufficiently adaptive to account for the effects of climate change or other ecosystem changes, including loss of sea ice and ocean acidification.

Table 2-1 Indicators that are currently tracked in the annual Ecosystem Status Report, as they relate to the Bering Sea FEP Ecosystem Objectives

| Ecosystem Objective | Indicators to track |
|--|--|
| 1. Maintain target biomass levels for target species, consistent with optimum yield, using available tools. | Fish Stock Sustainability Index (FSSI); Groundfish distribution and abundance; Groundfish recruitment predictions (PCod and pollock); Commercial crab biomass indices; Stability of Groundfish Biomass |
| 2. Maintain healthy populations and function of non-target and forage species. | Jellyfish; Forage fish and juvenile salmon distribution and abundance; Groundfish condition metric; Miscellaneous species; Non-Target Species Catch |
| 3. Adjust fishing-related mortality from the system to be commensurate with total productivity and continue to limit optimum yield to 2 million metric tons for the BSAI groundfish fisheries. | Aggregated CPUE |
| 4. Maintain key predator/prey relationships. | RZA zooplankton indicator |
| 5. Conserve structure and function of ecosystem components. | CEATTLE? Species richness and diversity |
| 6. Minimize adverse impacts to essential fish habitat, to the extent practicable. | Winter spawning flatfish recruitment and wind forcing; Area Disturbed by Trawl Gear |
| 7. Minimize and/or avoid impacts to ecologically-sensitive habitat, including habitat areas of particular concern (HAPCs). | Structural epifauna (EBS shelf) |
| 8. Minimize and/or avoid impacts to seabirds, marine mammals, and protected species. | Coccolithophores; Seabird monitoring; Northern fur seal pup production; Seabird bycatch |
| 9. Support benefits in the Bering Sea fishery and fishery-related industries. | Trends in unemployment; Human population; School enrollment |
| 10. Provide opportunities for new entrants in Federal fisheries. | |
| 11. Promote economic and community stability to all commercial harvesting and processing sectors. | Landings; Value and Unit Value |
| 12. Promote sustainable opportunities and community resilience for subsistence users and Alaska Native communities. | Halibut and salmon subsistence trends |
| 13. Provide for directed fisheries including subsistence fisheries by minimizing bycatch mortality, to the extent practicable. | Juvenile Chinook index; Groundfish Discards |
| 14. Preserve the ability for stakeholders to derive non-consumptive and cultural value from the Bering Sea ecosystem. | Recreational fishing participation |
| 15. Establish appropriate thresholds to minimize risk of crossing ecosystem tipping points caused by fishery or other human activity. | Mean Lifespan, Length of Fish Community |
| 16. Encourage responsible parties to minimize adverse impacts to fish and other wildlife associated with changes in shipping activity, tourism, energy, and other types of development. | |
| 17. Ensure that fishery management is sufficiently adaptive to account for the effects of climate change or other ecosystem changes, including loss of sea ice and ocean acidification. | North Pacific Climate Overview; Climate indices; Eastern Bering Sea Climate; Spatial distribution of groundfish stocks |

3 How will the FEP function?

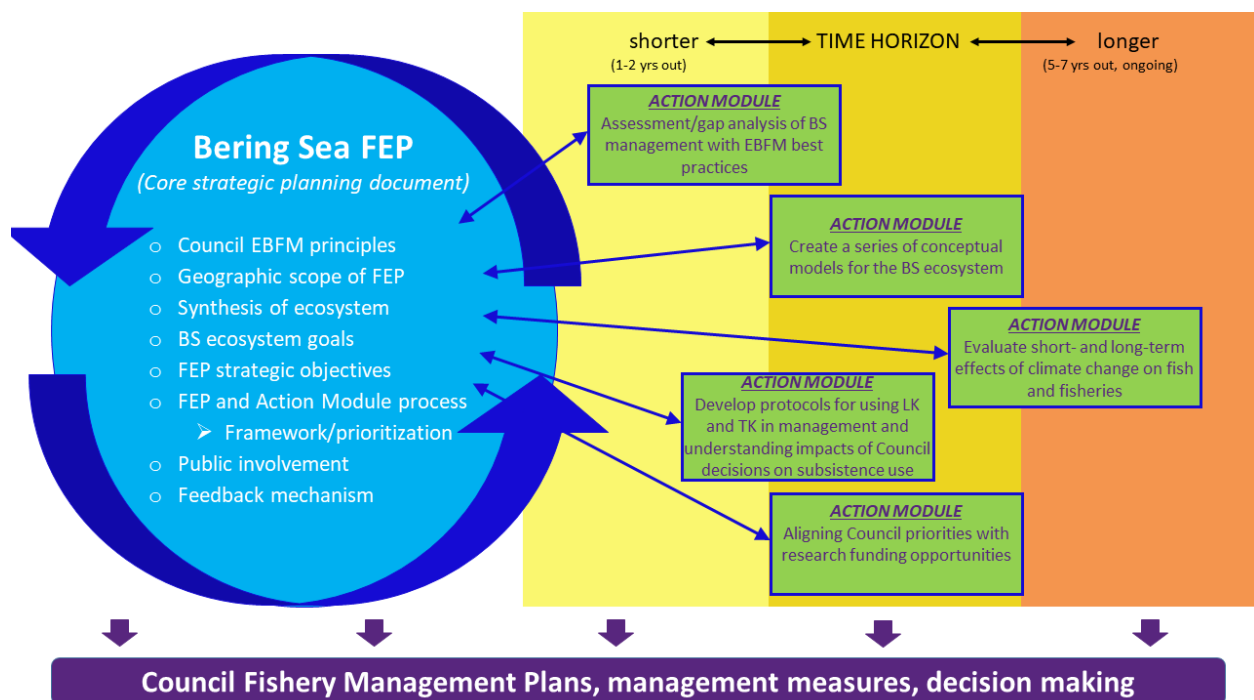
This FEP uses and improves upon the Council’s existing open and transparent process of public involvement in decision making. This is a strategic planning document that describes a process for addressing management concerns about ecological goals, as expressed in the Council’s ecosystem policy statement (Section 2.1) and is flexible to new information and changing resources. This FEP document is centered around a **Core FEP** document identifying Council goals and policies. The Core FEP forms a structured framework to regularly evaluate and initiate specific **Action Modules** to address Council priorities. This type of structure is responsive to the Council’s concerns about staff resources, as the Action Modules can be initiated progressively when management needs and available time/resources allow.

For the FEP to be useful and utilized in the Council process, there must be clear forethought about how the Core FEP and the Action Modules initiated under the FEP framework will be incorporated into the Council management process. This is described below.

3.1 Core FEP

The Core FEP (Figure 3-1) contains the strategic components of the FEP. Core FEP sections describe the purpose and structure of the FEP, how it will function, including the role of public involvement, and provide a synthesis of the Bering Sea ecosystem as well as an assessment of the current management approach for its ecosystem-based elements. This section (Section 3) describes how the FEP functions as a framework process, with strategic elements in the Core FEP document and tasking of individual projects through Action Modules. Action Modules allow the Council to be adaptive to new information and changing circumstances, as specific projects under the “umbrella” of the FEP investigate different connections, processes or data that can improve understanding and management of Bering Sea fisheries. The Core FEP describes the framework process for the Council to prioritize and initiate specific Action Modules, and the list and description of initiated or potential Action Modules is included in the Core FEP.

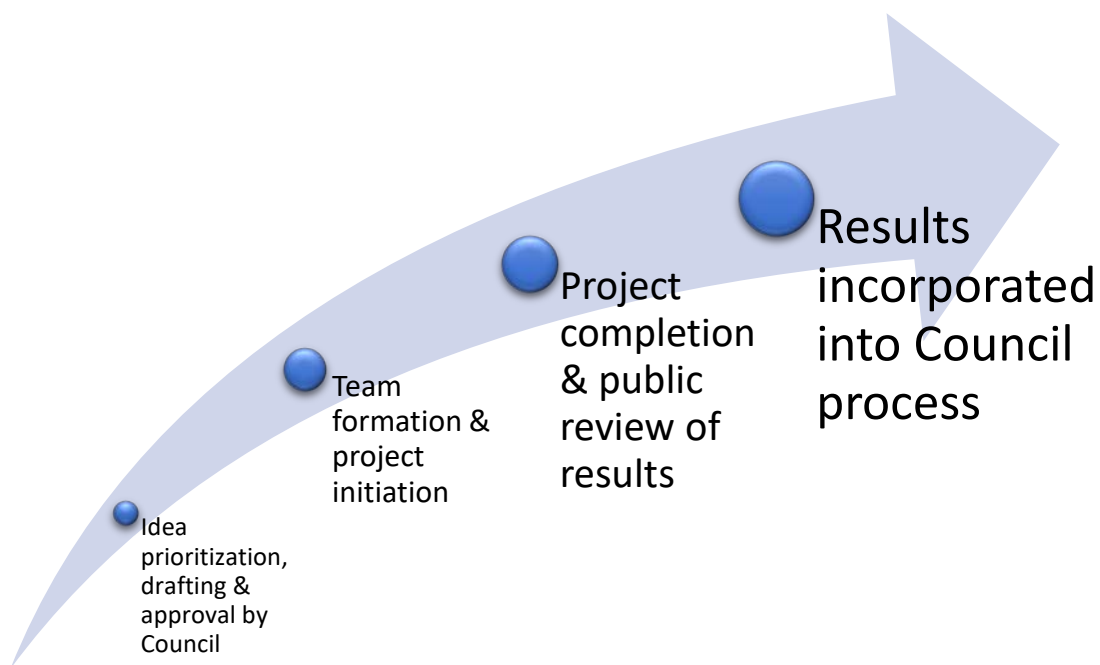
Figure 3-1 Illustration of the relationship between the Core FEP and example Action Modules



3.2 Action Modules

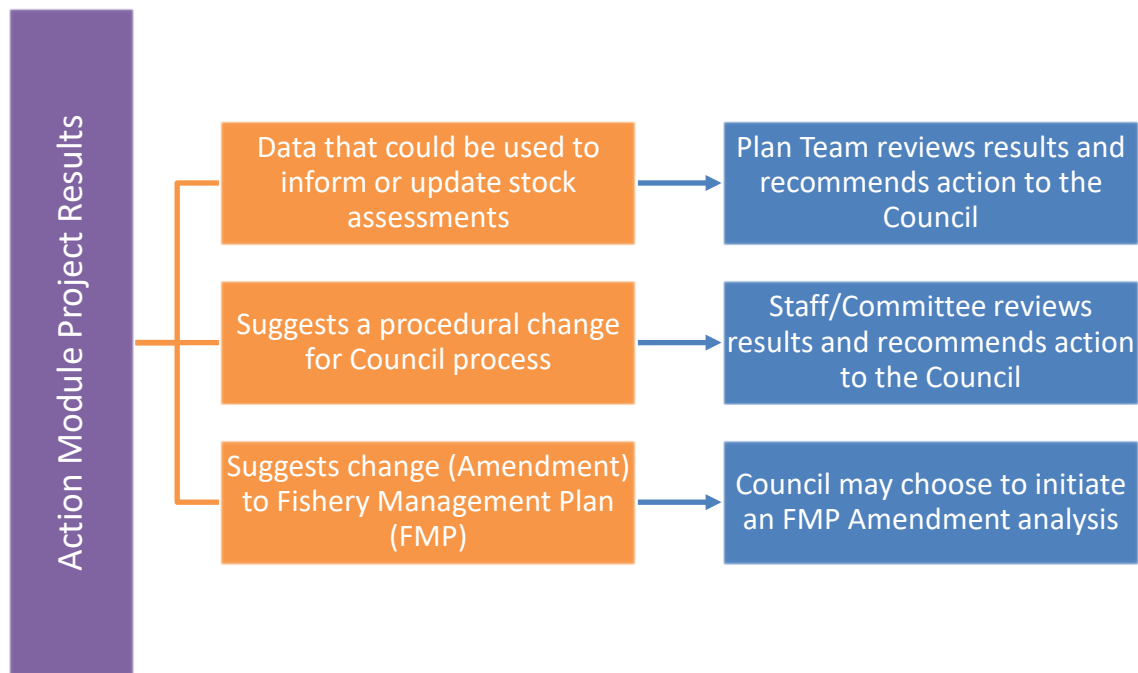
Action Modules are specific analyses or research efforts initiated by the Council, within the framework of the FEP. Each Action Module has its own scope, tasking, and timeline. The Action Modules are linked directly to the FEP’s objectives, and the purpose and scope of each task, as well as a description of how the outcome will be used in management, is defined in the Core FEP. The Council has the flexibility to prioritize Action Modules and initiate them concurrently or sequentially depending on Council needs and resource constraints. Outcomes from Action Modules will filter in to the Council’s decision-making processes using existing **Onramps** (i.e., action or entry points into the existing Council process; see further discussion in Section 3.5; Figure 3-2).

Figure 3-2 Life cycle of an Action Module



For example, if an Action Module identifies new information for the Council to consider about a particular fishery, changes to management measures in that fishery based on that new information might be evaluated by initiating an amendment analysis for the relevant Council Fishery Management Plan(s). In this way, the Action Modules will be responsive to the Council’s management needs, and Action Module outcomes are intended to have direct effects on the Council’s decision-making process (through the Onramps discussed in Section 3.5). As they are completed, Action Modules should be synthesized and evaluated in aggregate, and should use information from other Action Modules where possible (Figure 3-3).

Figure 3-3 Elements of Action Modules and how Action Modules are used.



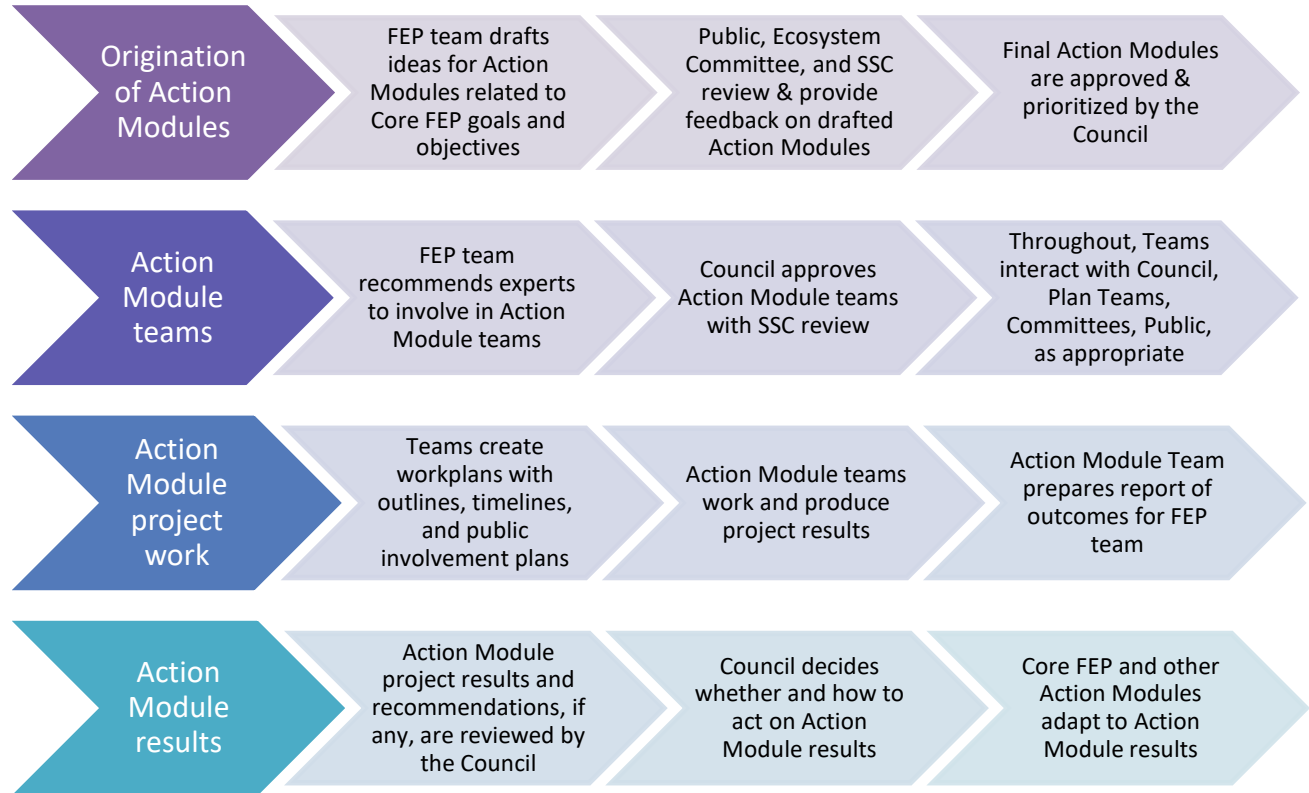
Section 4 of the Core FEP includes the Council’s approved list of Action Modules, and a description of each one, along with its priority. To be included as a Module in this FEP, a series of specific questions must be addressed for each candidate project:

1. Synopsis of the task, including how it will be accomplished
2. Purpose it will achieve (relationship to the FEP’s objectives)
3. How it will inform the Council’s decision making and management process
4. How it will be integrated in the Council’s decision making and management process
5. Estimate of time and staff resources required to achieve it
6. Plan for public involvement

A website will be developed to track the Action Modules, assessing progress that has been made in each active Action Module, and reviewing findings of previous Modules.

One of the advantages of this strategic FEP/Action Module structure is that it requires the Council to consider the utility of a project’s outcome for Council decision making and management, its staffing requirements, and how it will be applied, before it is initiated. By requiring the Council to specify at the outset how the work product will be used in Council decision making, the Council ensures that there is a constant connection between the FEP and direct management action (Figure 3-4).

Figure 3-4 Action Module feedback cycle



Identifying the staffing resources required for completing each Action Module will help with staff tasking. Some Action Modules will be largely synthetic exercises, with Council and NMFS staff pulling together information from disparate sources to create an evaluation for the Council (e.g., a compilation of information available about climate change impacts or ecosystem information to inform Council NEPA analyses). Others will require specific data, knowledge, and tools and thus may be projects of longer duration requiring more than Council and agency staff in their development. For example, an Action Module that proposes to develop ecosystem decision tools to address a specific problem would require AFSC expertise. Each Action Module might engage a diverse set of stakeholders and agency personnel and it is envisioned that there will likely be different teams of people for each FEP Action Module, although with some common participants to ensure consistency. This has the advantage of providing an opportunity for broader participation in the FEP process and involving diverse stakeholders that are impacted by the issue, including local communities or fishermen, in the FEP process.

In order to accommodate the appropriate range of public participation in the development of an Action Module, a public involvement plan delineates how the public participation process will be facilitated. To ensure the FEP achieves the Council’s intent for it to be a transparent, inclusive communication tool, the plan identifies stakeholders potentially impacted by or interested in the Action Module, and opportunities for them to interact in its development. This includes the Council’s existing public process, which provides the opportunity for public involvement throughout the multiple stages of the decision making process but may also identify other opportunities. The plan should also address how both Local and Traditional Knowledge (LK and TK) will be considered.

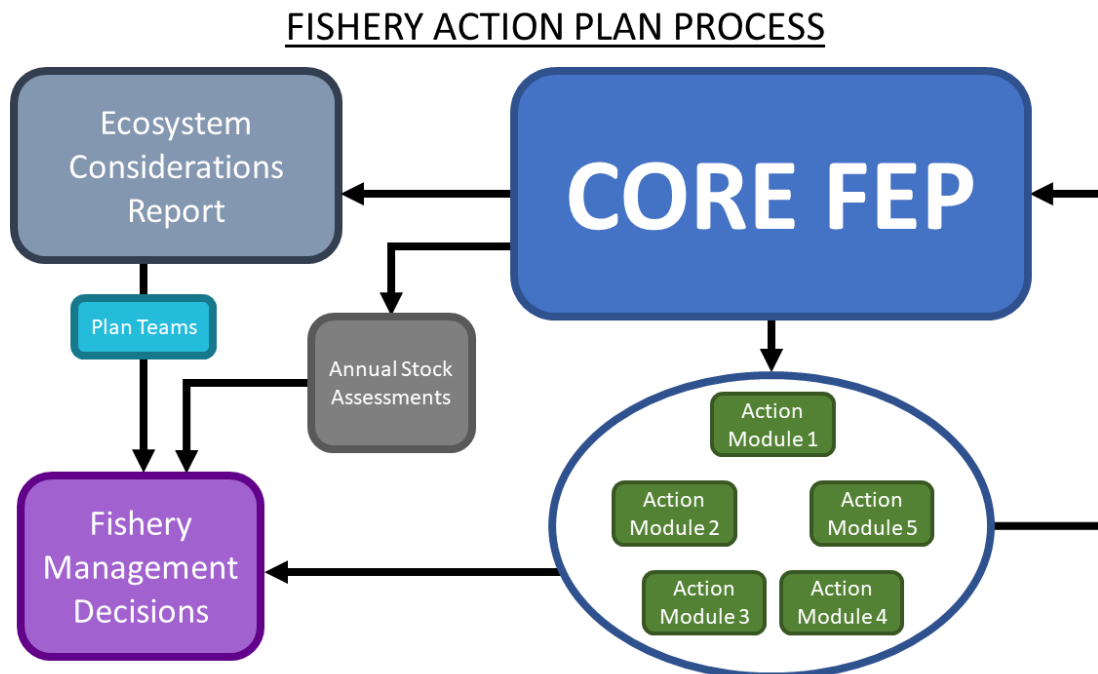
Application of Action Module results to inform the Council process will vary depending on the nature of the Action Module. Depending on the nature of the Action Module, its findings may be relevant to monitoring/research priorities, vulnerability assessments, stock assessments, annual harvest limits, spatial management actions, international agreements, and emerging fisheries. First, and in all cases, the Action Module will likely result in a report or presentation to the Council. Second, for some Modules, the analysis or research may suggest the Council consider some immediate fishery response. In this instance, the Council is expected to use the Action Module outcome to initiate a FMP analysis to consider how to implement change based on the Module's findings. Third, the Action Module may provide tangible information that affects future Council decision making, for example identifying an indicator threshold that will be a pivot point for Council action once it is reached. Finally, the outcome of an Action Module may require iterative Council feedback and may lead the Council to re-evaluate this FEP or re-prioritize other Action Modules (Figure 3-4).

The Council envisions that the Action Modules will be an evolving part of the FEP that change over time to meet novel management challenges and ecosystem pressures. The FEP specifies the process for how Action Modules were proposed, considered, and adopted by the Council into the FEP. The Council has also worked with NMFS and the AFSC to identify management needs and how Action Modules could be designed to address them. This process has been an opportunity for researchers conducting fisheries-relevant research to bring their science forward into management, by proposing Action Modules for Council consideration, such as the climate change Module (Section 4.3). As with other aspects of this FEP development, we anticipate that there would be public involvement in scoping possible Action Modules, and opportunities for input on how they are prioritized. The Council may wish to initiate a periodic review process to consider whether Action Modules should be revised, new Modules added, priorities changed, or actions initiated. Results of Action Modules will also be presented publicly and made accessible through a public website.

The relationship of the Core FEP with four example Action Modules is demonstrated in Figure 3-1. Action Modules should be designed to focus on a specific Council need, to ensure a strong connection between FEP work and its utility in the Council process. By prioritizing the Action Modules, the Council is also signaling its interests and priorities to other agencies, especially NMFS and the AFSC. At the same time, NMFS, while responsive to the Council's needs, also has other clients for its work. Therefore, even though the Council may not yet have initiated a specific Module, NMFS may have other reasons to be conducting research that may inform that Module in the future. By providing the list and prioritization, however, the Council is also signaling a future interest in specific topics that may allow a research project to be designed to accommodate a variety of needs.

As individual Action Modules are initiated by the Council and eventually completed, they will contribute to the broader understanding of the Bering Sea ecosystem, the EBFM actions that the Council is undertaking, and the tools available to the Council to make informed decisions. Figure 3-2 provides a general illustration of the potential elements of specific Action Modules and how they may relate to the scientific understanding of the Bering Sea ecosystem as a whole.

Figure 3-5 Recurrence / feedback between individual Action Modules, the Core FEP, and the management process



3.3 Role of the FEP team

Following the adoption of the Bering Sea FEP, a FEP Plan Team will be formed and “function” similarly to the other Council Plan Teams such as BSAI Groundfish and Crab Plan Teams, with the Team making recommendations to the Council. Any FEP Team recommendations will be reviewed through the SSC and Ecosystem Committee.

With respect to groundfish management, the proposed cycle for the FEP team is to meet in the spring, potentially January, with meeting summaries to be presented to the Council during the February or April Council meetings. The goal of the spring FEP team meeting would be to:

1. Review the Ecosystem Status Report and other ecosystem information that passed through the fall groundfish review cycle as well as the SSC/Council review. Consider developing an FEP summary of how ecosystem information was used in the specifications process or other Council actions each year.
2. Review ongoing Action Module work, consider how completed Action Modules inform the Core FEP, and consider the need for new Action Modules. Provide appropriate reporting and, if appropriate, recommendations, to the Council and other Council advisory bodies.
3. Provide a strategic review of ecosystem products, red flags, discussion points from the previous fall cycle, particularly with respect to the FEP’s Ecosystem Objectives. Coordinate with the ongoing AFSC effort to discuss ecological processes in the spring.
4. Provide prioritization for ecosystem research topics in time for spring requests for proposals for NOAA funding programs, the May AFSC Activity Plan development, and in coordination with the Council’s existing research priorities process.

Other roles

The FEP Plan Team will provide the Council with periodic overviews of AFSC ecosystem products and research. AFSC ecosystem products include the Ecosystem Status Reports, which include ecosystem data from sources outside the AFSC such as academia and outside agencies (e.g. USFWS) and may include reports on other ongoing research. These could be in the form of written reports, presentations, or ecosystem workshops.

Outside the groundfish management cycle

The FEP Plan Team will “track” how and what ecosystem products enter the Council process at an annual scale, defined as a review of the previous year and anticipated for the upcoming year. This differs from the general outline of how ecosystem products reach the Council as defined in the Onramps. The FEP Team would consider, for example, the separate USFWS reports to the Council – how many, when, are there other groups that might benefit from hearing/reading these reports, etc.

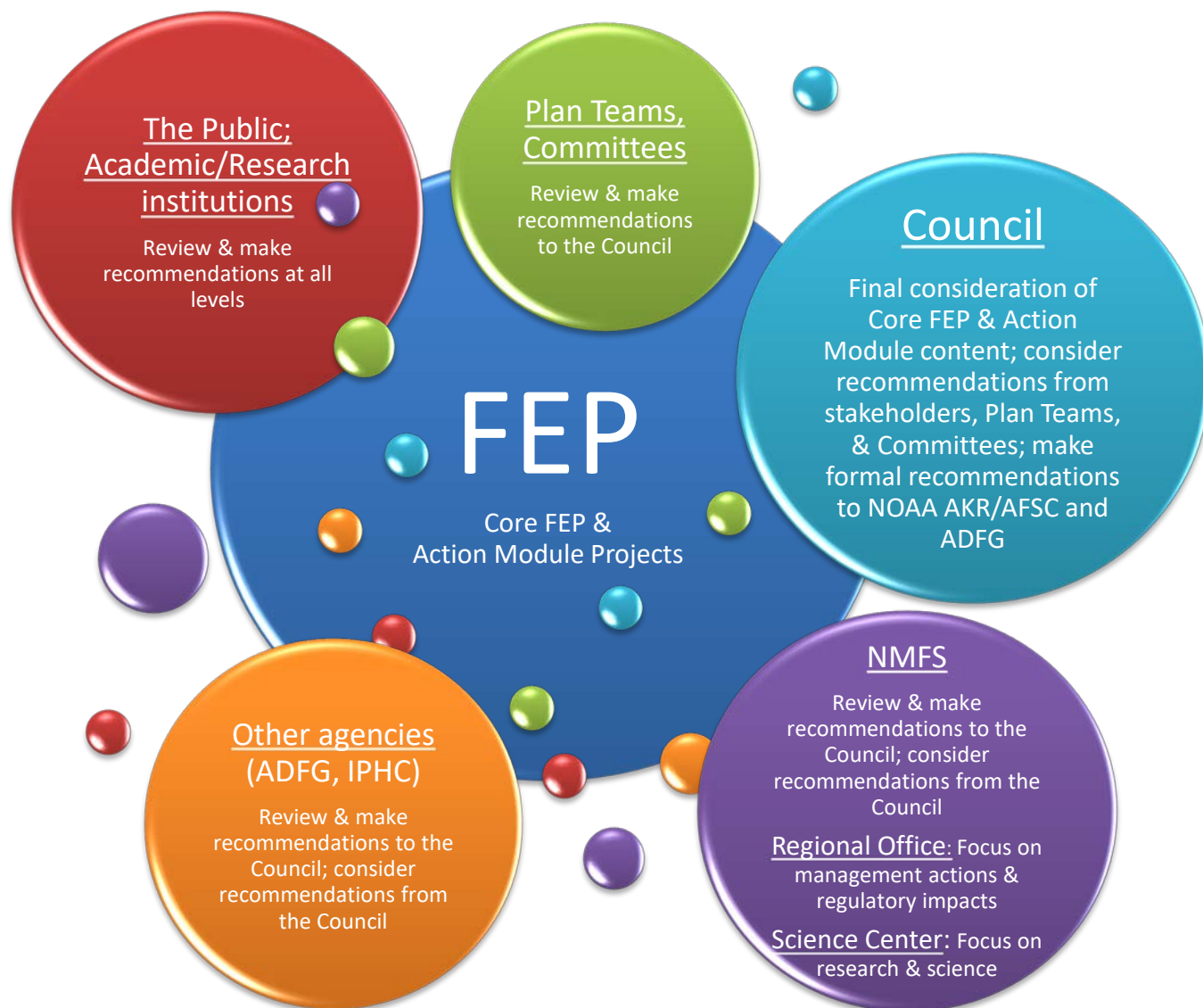
3.4 FEP interaction with Council processes

The BSAI groundfish FMP outlines the management measures that govern Bering Sea and Aleutian Island groundfish, excluding salmon, steelhead, Pacific halibut, Pacific herring and tuna. The fishery mainly targets pollock, cod, flatfish, mackerel, sablefish, and rockfish. The BSAI management area encompasses the U.S. Exclusive Economic Zone (EEZ) of the eastern Bering Sea and that portion of the North Pacific Ocean adjacent to the Aleutian Islands west of 170W longitude. The northern boundary of the Bering Sea is the Bering Strait, defined as a straight line from Cape Prince of Whales to Cape Dezhneva, Russia.

Management measures within the BSAI FMP range from excluding foreign vessels from the fishery to allocating catch shares to individuals and communities. The measures define the management areas as well as how to establish and apportion the total allowable catch (TAC) for target species. Within the measures are applicable gear and catch restrictions as well as conservation measures to protect marine mammals, seabirds, and non-targeted fish stocks. Lastly, the FMP lays out the management protocols for delegating some management authority to the State of Alaska, and defines the rationale and actions allowed for in-season adjustments to a fishery. These measures are accounted for through recordkeeping and observer monitoring. These measures are regularly reviewed by the Council and may be adjusted through the amendment process.

FEPs are defined by scale of the fishery system, and provide a means for considering the system holistically, which is different from FMPs that are specific to species groups. FEPs also provide a platform to examine cumulative impacts in a system. Through the FEP framework, any new information that leads the Council to think differently about its management measures would be implemented using the standard FMP amendment process. As previously stated, the Bering Sea FEP is not intended to build a new independent structure within existing Council infrastructure. Rather, it is a key aim of the FEP to build on and utilize existing groups and processes, to the extent practicable. Figure 3-6 presents how the Core FEP and the Action Modules interact with the Council and other entities.

Figure 3-6 How the Core FEP and the Action Modules interact with the Council and other entities.



Examples of existing groups and processes for operationalizing the Bering Sea FEP are outlined below. These are meant to highlight potential avenues for implementing the FEP and are not meant to exclude other possibilities.

Interaction with Council groups

Council: The FEP is the Council’s document, and any policy embodied in the FEP, or actions undertaken under the “umbrella” of the FEP must all be authorized by the Council. The FEP does not have inherent authority, but the FEP can provide context for the Council to take action through its existing authority under the Magnuson-Stevens Act.

SSC: As the Council’s scientific advisory body, any recommendations from the BS FEP team, or recommendations arising from information undertaken through an Action Module of the FEP, should be reviewed by the SSC as per the Council’s standard procedure. The SSC may then choose to make recommendations to the Council regarding the FEP.

Ecosystem Committee: The Council has designated the Ecosystem Committee with oversight for BS FEP team's development and ongoing implementation of the BS FEP. The Ecosystem Committee also has an ongoing role in advising the Council on EBFM implementation. The Committee will continue to liaise with the BS FEP team, and will provide policy recommendations to the Council on the appropriate direction for the FEP and Action Modules. The Ecosystem Committee may also choose to make recommendations to the Council regarding the FEP.

Plan Teams: To the extent that FEP information affects a particular FMP, that information should be shared with stock assessment authors and the Plan Teams. The Plan Teams may choose to make recommendations to the Council regarding the FEP.

Social Science Planning Team (SSPT): The SSPT was established to improve the quality and application of social science data that informs management decision-making and program evaluation in the Council process. Social science considerations are an important component of EBFM, and feedback from the SSPT concerning social science aspects of the Core FEP and Action Module projects may be helpful for the FEP team. The SSPT will be appointing an LK/TK expert in October 2018, and current members have expressed interest in contributing to Part A of Action Module 4, focused on assessing and integrating LK and TK into Council processes as relevant. The SSPT may choose to make recommendations to the Council regarding the FEP.

Community Engagement Committee: The Council created this new Committee in 2018 to advise the Council on strategies for improving engagement with rural and Alaska Native communities, but at the time of this draft the Committee had not yet met or developed a Terms of Reference. Much of the Council discussion to date that proved to be the genesis of this Committee has been evolved with the development of the Bering Sea FEP. It is anticipated that engagement strategies and public involvement that is developed and recommended by the Committee will be applied to the FEP as well. The Community Engagement Committee may choose to make recommendations to the Council regarding the FEP.

Interaction with existing processes

Ecosystem status report (or ecosystem considerations report): The FEP has been designed to integrate closely with the annual ESR for the Bering Sea. The FEP team will review the annual ESR and use the information as a basis for recommendations for developing and prioritizing Action Modules and the work that they instigate. The ecosystem objectives identified in the Bering Sea FEP will be monitored through the ESR.

Research priorities: The consideration of Action Modules for the BS FEP will likely identify gaps and research needs. The Council has an established research priorities process by which it annually reviews and produces a list of 5-year research recommendations, which are disseminated to other agencies. It is anticipated that the information from the BS FEP will feed into this established research priorities review.

3.5 How will FEP and EBFM information enter into the Council process

The Bering Sea FEP is inclusive of broad perspectives and is intentionally flexible as a management guide for fisheries in the Bering Sea. At the same time, *a key goal of this FEP is to provide clear paths for turning strategic objectives into Council action related to EBFM.* One way the FEP aims to provide pathways for progress along the EBFM continuum is through highlighting specific **onramps** for action. An onramp to EBFM from a FEP can take many forms.⁴ Seven modes of existing Onramps are highlighted below, and six case studies are highlighted. Onramps in this document highlight starting

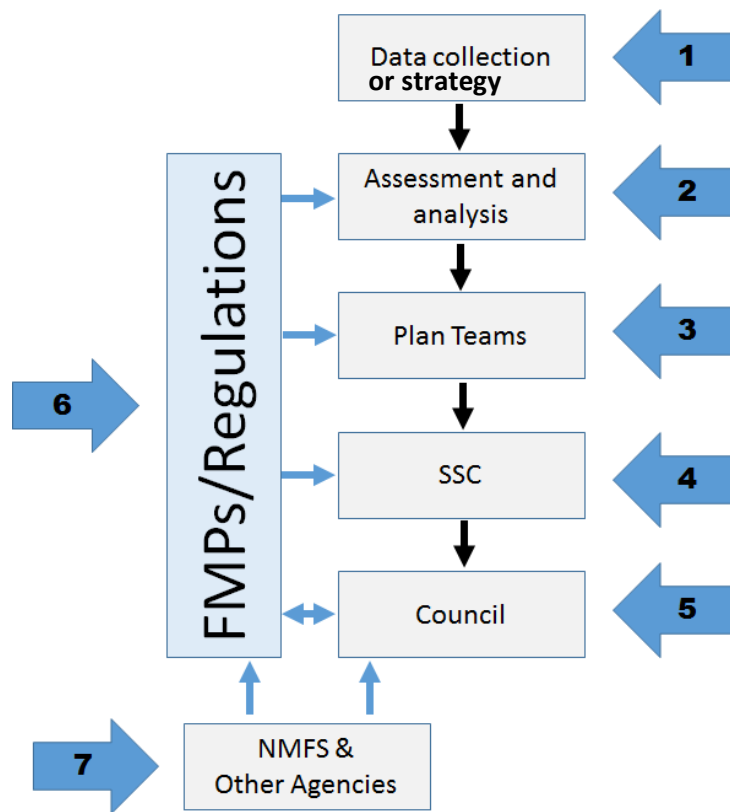
⁴ For considerations with the development of a conceptual model for the FEP, this note is intended to provide ideas for how it can feed into the catch specification process as well as other actions taken by the Council.

points for Council actions related to EBFM and are not meant to limit the development of additional Onramps in the future.

Specific Council management Onramps

The Council’s management framework includes specific opportunities for information derived from a FEP to provide guidance (Figure 3-7). It may be of value to identify *a priori* which of these potential Onramps will be targeted for a specific set of results, to accommodate the transfer of information during the applicable part of the process. For example, adjustments to Harvest Control Rules would require a FMP amendment, and thus should be presented to the SSC (ramp 4) and Council (ramp 5), whereas guidance on adjusting annual OYs would go directly to the Council’s annual deliberations.

Figure 3-7 Schematic of potential Onramps for Fishery Ecosystem Plan results to provide information for use in Council management.



List of current NPFMC ecosystem Onramps and examples:

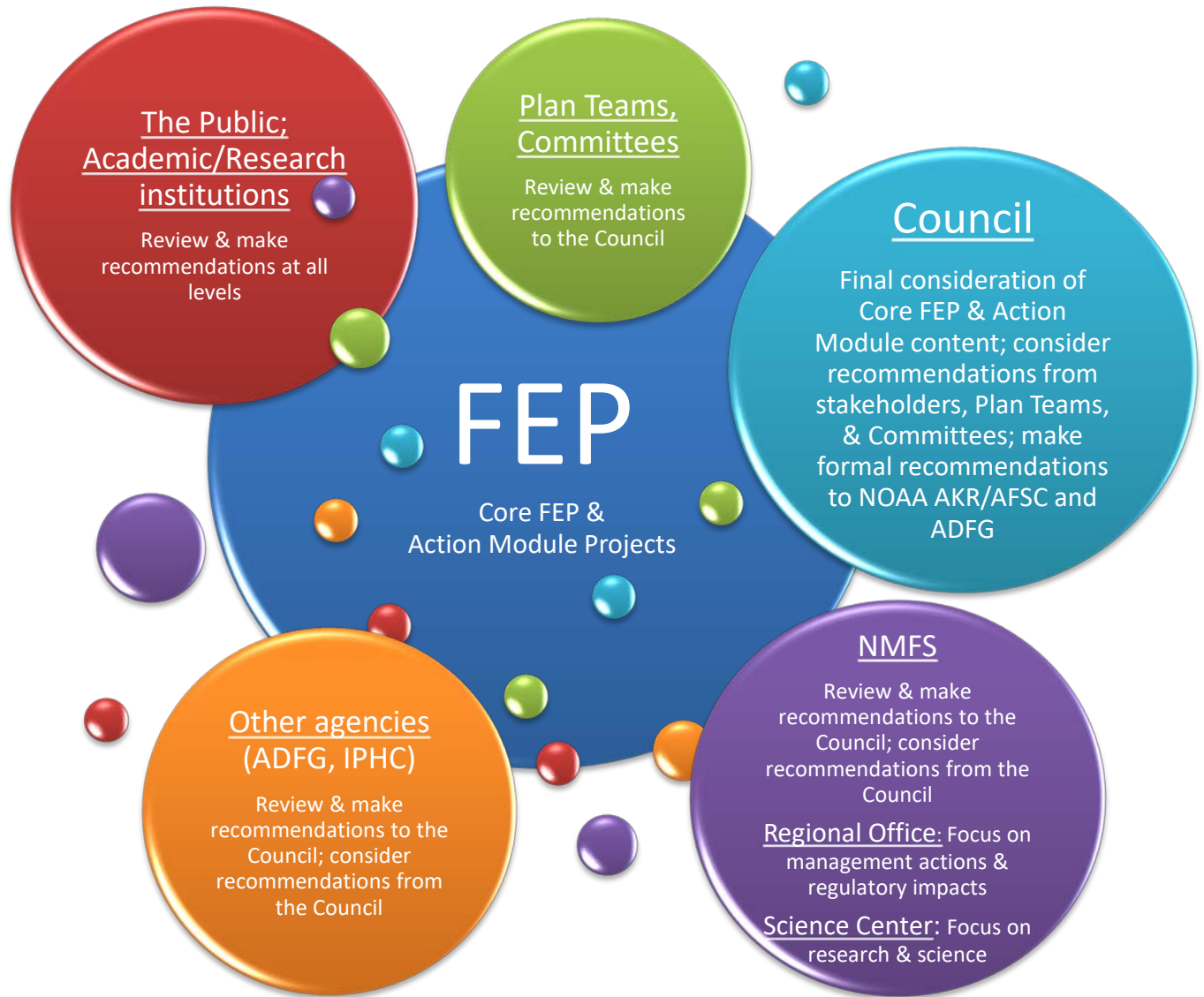
1. **Inputs to data collection and strategic planning:** Natural and social science data to be collected, survey timing, geographic range of surveys, the Observer Program, targeted research studies, LK, TK, etc.
2. **Inputs to analysts and/or stock assessment authors:** Covariates for potential consideration for stock assessment or MSE, model structural considerations, LK, TK, etc.
3. **Inputs to the FMP Plan Teams:** Ecosystem considerations report, recommendations on model structural considerations, contextual ecosystem information (based on indicators, LK, TK, etc.), for setting ABCs relative to OFLs (scientific buffers), for research prioritization, etc.

4. **Inputs to the SSC:** Ecosystem considerations report, contextual ecosystem information (based on indicators, LK, TK, etc.), recommendations for setting ABCs relative to OFLs (scientific buffers), for research prioritization, for amendments to the FMPs (e.g., control rules, reference points), etc.
5. **Inputs to directly the Council:** Ecosystem considerations report, recommendations for amendments to the FMPs, guidance on setting TACs relative to ABCs, spatial closures, identification of thresholds for management action, information/ideas/concerns posed by members of the public during staff tasking (e.g., LK and TK holders), etc.
6. **Inputs to regulation:** OY limits, Biological Opinions, Social Impact Assessment results and other social science, LK, TK, etc.
7. **Inputs to NMFS and other agencies:** Ongoing natural and social science research, LK, TK, outcomes from Tribal consultation activities, etc.

Note that specific actions will often move through several Onramps, but that clearly identifying where they might start and stop is important.

3.6 FEP interaction with agencies

Figure 3-8 How the Core FEP and the Action Modules interact with the Council and other entities.



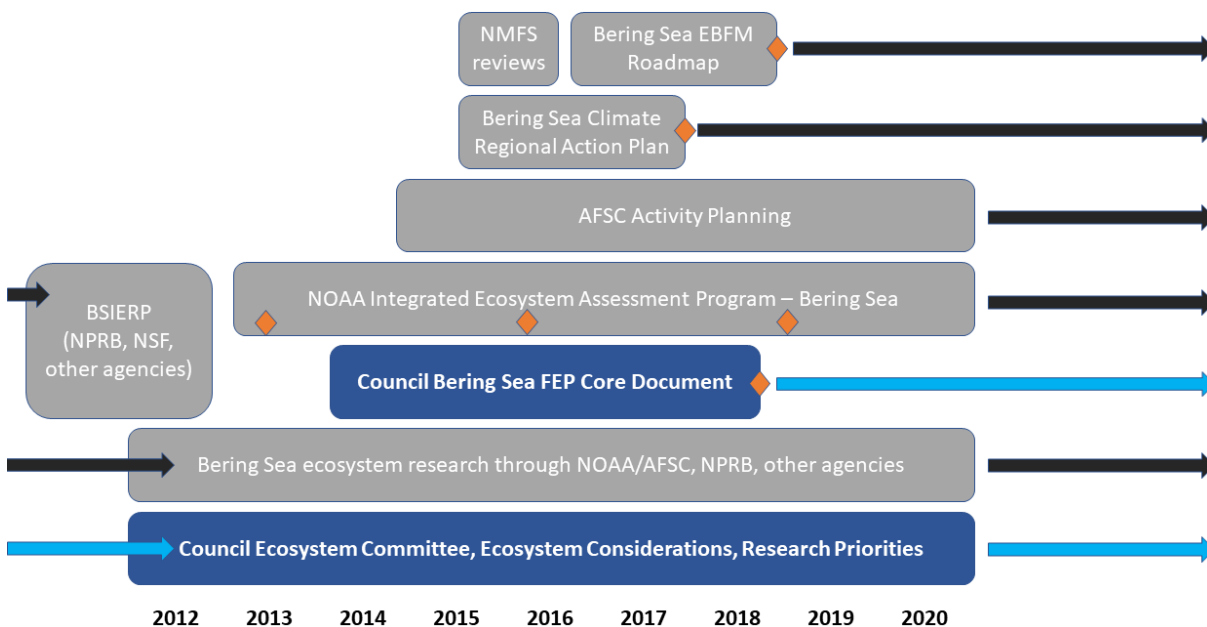
3.6.1 Interaction with NOAA

The Council works closely with NOAA. In the most general of terms, the Council makes final decisions about the Core FEP and Action Module content after considering recommendations from all other groups (Plan Teams, Committees, the public, academic or research institutions, other agencies, NOAA). The Council may also choose to make formal recommendations to NOAA regarding specific issues or actions.

Between 2011-2018, NOAA Fisheries has conducted a range of planning activities at both the national and the regional level; these include stock assessment and habitat assessment improvement plans (SAIP and HAIP), climate regional action plans (climate RAPs), research plans for the NOAA Integrated Ecosystem Assessment (IEA) program, and a national EBFM Policy and [Roadmap](#) (Figure 4-3 in NOAA 2018). In the Alaska region, these planning exercises included AFSC scientists, Regional Office staff, and Council staff.

In 2016, NOAA Fisheries conducted both national and regional-level reviews of EBFM programs at all fisheries science centers. At the national level, a key finding was that the science for conducting EBFM had been strongly developed, but there was the need of better integration and coordination between existing programs, and the need to ensure operational ecosystem science was making the “final step” of being delivered to management in such a way as to maximize uptake by management bodies through stakeholder-driven processes.

Figure 3-9 Planning documents/programs for conducting EBFM in the Bering Sea. Blue denotes a Council project. Orange diamonds show planning documents produced.



The results of the AFSC program review further stressed that the data, technologies, and science for conducting EBFM had a strong history of support by the Center (e.g. data collection and research on ecosystem processes, ecosystem models, and the Ecosystem Considerations chapter), a history of Council uptake of EBFM, and recognized the good dialog between the Center and Council to identify Council needs. The reviewers noted that substantial resources at AFSC had been committed to EBFM research and uptake. However, the reviewers also noted:

1. There was not a single “ecosystem program” at AFSC, but “rather a series of programs including the Recruitment Processes Alliance addressing recruitment processes for fish, several other programs addressing loss of sea ice, ocean acidification, and essential fish habitat, and a separate ecosystem modeling and assessment program”, further noting that “There does not appear to be an overarching set of goals and objectives for ecosystem research that could be used to help prioritize or even organize/streamline projects at the AFSC. A vision for ecosystem science connected with ecosystem-based advice is not yet evident.”
2. The work prioritized a relatively small set of (commercially important) processes and species, and while the science was high quality it omitted much of the ecosystem – it is “delivering to the Council’s perception of what is needed today, but it may overlook the need to consider broader (or future) stressors and risks that may not be directly requested by the Council today.”
3. Much of the capacity existed in “research and development” mode rather than “operational” mode; that is, EBFM funding sources and projects were not necessarily stable. For the Council to

include a product (e.g. ecosystem indicators) in its management process, there must be reasonable certainty that the product will be available on an ongoing basis. Further, the products needed to be proactive rather than reactive; there is insufficient time to develop tools and indicators in response to a crisis as opposed to having a range of applicable information maintained beforehand.

A standing Council FEP team with coordinated links to NOAA planning processes will greatly enhance these programs. A standing FEP team will not recommend reorganization of programs away from the diversity that exists at AFSC but will form a bridge between the Council’s ecosystem vision, goals and objectives and AFSC/NOAA Fisheries science goals and objectives. The FEP team’s ongoing process objectives will guide coordination of individual research programs in implementing EBFM, for example using the IEA process (Figure 4-4) as an organizational framework that includes stakeholder-driven goal setting, indicators, monitoring, risk assessment, and management strategy evaluation.

Figure 3-4 The Integrated Ecosystem Assessment (IEA) process for conducting Ecosystem-Based Management.



The Action Modules for gap analysis, conceptual models, and research prioritization will provide valuable feedback in coordinating separate programs and ensuring the EBFM research portfolio is sufficiently broad while continuing critical information for high-value species. The FEP team, on an ongoing basis, will track successes and gaps, and in addition to addressing immediate needs (prioritization from Plan Teams and the Council) can recommend the development of specific operational capacity in advance of potential developing crises.

In 2016, NOAA Fisheries adopted a national EBFM Policy and Roadmap to assist the agency in coordinated implementation of EBFM across its mandates, in part by establishing a framework of EBFM guiding principles (see Section 1.3). In 2017, Roadmap implementation was begun at a regional level by the formation of regional teams, consisting in each U.S. fishery region of members from the science centers, regional offices, and Council staffs, in order to develop region-specific plans. The Alaska regional team further separated its EBFM implementation plan into Large Marine Ecosystem (LME)-

specific implementation plans for each of the Bering Sea, Gulf of Alaska, Aleutian Islands and High Arctic LMEs.

The development of implementation plans for each Alaska ecosystem is staged, beginning with the Bering Sea EBFM Roadmap in conjunction with the current Core FEP. The staging of ecosystem plans is specifically aligned with:

1. the completion of ecosystem-wide scientific studies and synthesis through NPRB Integrated Ecosystem Research Programs (IERPs, completed for the Bering Sea in 2012); and,
2. Council interest in strategic EBFM planning as reflected through the development of ecosystem-specific FEPs.

All members of the Alaska regional EBFM team are also members of the core Bering FEP team. As NPRB is currently completing IERP synthesis for the Gulf of Alaska, it is anticipated that Bering Sea efforts will be followed by similar development in the GOA.

The national policy recognizes that EBFM has been ongoing for many years in many places, but serves to coordinate and communicate this work, while the regional implementation plans allow differing regional approaches to match regional needs. The national policy does not in itself add effort or resources, but helps to organize, prioritize and coordinate EBFM activities while identifying gaps.

Strategically, the NOAA Fisheries Alaska Region [EBFM Roadmap](#) (NOAA 2018) describes specific regional research and efforts to fulfill the EBFM Roadmap’s guiding principles. Tactically, EBFM Roadmap progress (progress of implementation in each region) will be tracked at the national level with annual updates. The EBFM Roadmap focuses on aligning EBFM milestones with Council needs through the FEP. In the EBFM Roadmap, the six EBFM Principles (Table 3-1) are paired with short-, medium, and long-term goals for implementation (NOAA 2018). As the FEP Action Modules change over time, tracking Action Module progress through the Roadmap will form a bridge between Council priorities and both regional and national NOAA research and implementation.

Table 3-1 NOAA Fisheries’ EBFM principles

| EBFM Principles | |
|-----------------|--|
| | 1. Implement ecosystem level planning |
| | 2. Advance our understanding of ecosystem processes |
| | 3. Prioritize vulnerabilities and risks of ecosystems and their components |
| | 4. Explore and address trade-offs within an ecosystem |
| | 5. Incorporate ecosystem considerations into management advice |
| | 6. Maintain resilient ecosystems |

3.6.2 Other agencies

The Council works closely with many agencies. In the most general of terms, the Council makes final decisions about the Core FEP and Action Module content after considering recommendations from all other groups (Plan Teams, Committees, the public, academic or research institutions, other agencies, NOAA). The Council may also choose to make formal recommendations to other agencies regarding specific issues or actions.

In more specific terms, the Bering Sea FEP provides an opportunity for ongoing engagement with many agencies, including NOAA, ADFG, IPHC, and USFWS. Creation of the Core FEP has been a collaborative, interdisciplinary process, using materials and input from all these agencies and individual staff members. The resulting Core document streamlines a number of definitions for jargon and terms that can sometimes be unclear or misinterpreted when used outside their original agency or context. This is expected to aid in future inter-agency collaboration during completion of Action Modules. Comprehensive overviews have also been incorporated where possible to allow for diversity in how ideas

relate to terms across different agency or stakeholder groups (e.g., see Section 6.3.3 for a comprehensive overview of how subsistence is understood in different contexts by ADFG, NMFS, and stakeholders). Streamlining definitions while allowing for comprehensiveness will be a great resource for a broad spectrum of agencies to use as a living document going forward.

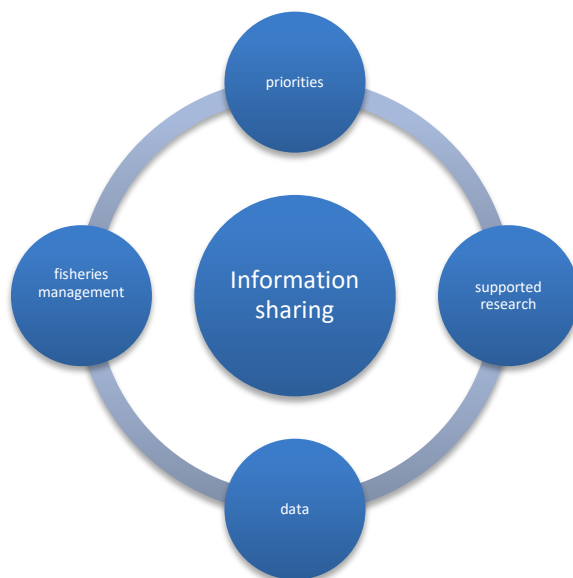
The completed Core FEP will serve as a living summary of the Bering Sea ecosystem as well as an assessment of the current management approach for its ecosystem-based elements. The Action Module process will use the completed Core FEP to guide each project. Complete Action Modules are specific efforts initiated by the Council, and meant to have real-world, potentially inter-agency, impacts. Efforts made from the beginning of the FEP process to streamline while allowing for comprehensive summaries will aid in future processes when other agencies wish to use information, guidelines, and outcomes from the Bering Sea FEP (including the Core FEP and completed Action Modules).

3.7 Relationship with funding agencies

The Council relies on original research from Federal, state, and academic organizations to evaluate potential management actions. Management plans and fishery regulations are continuously changing as new information or problems arise. The Council prepares and modifies management plans (FMPs) for fisheries under its jurisdiction. Council and NMFS staff prepare regulatory and FMP amendment analyses using the best scientific information available (including natural and social science, LK, TK, etc.).

In keeping with the shift to integrated science in general, and to EBFM in particular, many agencies and organizations are actively pursuing ways to strengthen existing collaborations, engage new partners, and increase the effectiveness of their outputs beyond traditional metrics (e.g., publications). The platform for these endeavors is enhanced communication and information sharing among groups that share complementary missions. Broader understandings of flexibility and accessibility across organizational protocols will strengthen Onramps for effective information sharing (Figure 3-5).

Figure 3-5 Information cycle. Connections are bi-directional and cross-organizational.



In its simplest form, a partnership consists of two organizations with additional groups as relevant to a specific Action Module or larger FEP effort (see Section 4). The Council and the North Pacific Research Board (NPRB) are an example for one method of approaching enhanced communications. This includes a

description of the overlap in mission, a draft agreement for information sharing, and types of optional actions to be considered for specific needs.

3.7.1 Example Partnership: North Pacific Research Board

The mission of the North Pacific Research Board is ‘To develop a comprehensive science program of the highest caliber that provides a better understanding of the North Pacific, Bering Sea, and Arctic Ocean ecosystems and their fisheries.’ NPRB has historically funded basic and applied science that has relevance to Council management actions. NPRB’s protocol for the development of requests for proposals also includes several portals for Council priorities to be considered, making it a prime candidate for a strong partnership effort.

Despite several formal and informal linkages, no standard protocol for the transfer of information that would be relevant to both NPRB and the NPFMC existed. Similar to the Council, NPRB has significant interest in developing and strengthening relationships that promote effective application of funded research and contribute to the development of robust research programs. Modern approaches to the assessment of impacts are likely to be most effective with a wider-ranging, collaborative effort and bi-directional flow of information. A review of the basic and enhanced avenues for communications from NPRB, as a representative funding agency, to the Council and other potential partners (e.g., ADF&G, NOAA, as described in the research tracking Action Module in Section 4.5) is summarized in Table 3-2.

Table 3-2 Basic and enhanced avenues for information transfer among partners

| | | |
|--|-----------------|--|
| NPRB | Basic | NPRB Board includes a seat for the Council, as well as two other Council members: the State of Alaska Commissioner of Fish and Game, and the Regional Administrator of the National Marine Fisheries Service |
| | | NPRB Science Panel typically includes one Council staff member |
| | | Council staff participate in external peer reviews of NPRB proposals |
| | | consideration of Council priorities during the development of the Core RFP |
| | | inclusion of “Management and Ecosystem Implications” narrative section in proposals |
| | | regular distribution of final reports to Council Staff (quarterly to semi-annually) |
| | Enhanced | Council staff engage NPRB staff on relevant teams (e.g., Bering Sea FEP) |
| | | development of a standard practices document that outlines intent and defined pathways to share information in a meaningful manner for both parties |
| | | specific Council priorities highlighted to the NPRB during RFP development (e.g. FEP relevance) |
| | | inclusion of Council-specific tracking tags to proposal metrics (e.g., FEP, risk analysis) |
| | | Information on newly-funded projects provided to Council staff |
| | | facilitation of access to NPRB embargoed data for time-sensitive analyses |
| | | Enable early dialogue between appropriate active research projects and Council staff |
| | | identification of Council awareness/consideration of NPRB-funded research in management decisions |
| participation of NPRB-funded researchers in Council meetings | | |

While many avenues were pre-existing, and some actions were already in place, a single document that outlined current formal and informal practices was lacking. A standard practices document was drafted to serve as a template to incorporate both general information sharing and specific attributes as needed (e.g., Bering Sea FEP, see research tracking Action Module in Section 4.5 for more information). Implementation will also include adoption of the standard practices and evaluation of appropriate enhanced features.

Early considerations of partnerships have not only included larger organizations. Engagement as early in the process as practicable is also highly encouraged to increase the potential window for collaboration.

3.8 Tracking and feedback mechanisms

The Council wants to ensure that the development and implementation of the FEP are transparent and effective and afford the opportunity to adapt in response to feedback from stakeholders. One important question to consider is: how do we know if the FEP is working?

What to communicate to Council (SSC, Ecosystem Committee, Plan Teams, etc?).

This requires defining our performance measures and management strategies (Lenfest 2017)

1. **Effectiveness monitoring** (Lenfest 2017) or performance measures
Used to evaluate whether specific management actions had the desired effect on the system component that is directly targeted by the management action. It links threat reduction to changes in the status of the fishery system components that are specified in the operational objectives.
 - New EBFM indicators, tracked in the Ecosystem Considerations, in Table 1 ECR format discussed (objective, significance threshold, indicators).
 - Example: Describe specific example of current indicator that can monitor effectiveness or description of new indicator to develop.
 - Annual synthesis of performance measures with specific reference to FEP objectives
2. **Trend monitoring** (Lenfest 2017) Did we make it? Comparing monitoring data with predictions. Have unanticipated outcomes or trade-offs occurred since implementation of the management strategies?
A systematic series of observations over time for the purpose of detecting change in the state of the fishery system (Metcalf et al., 2008). It is directly tied to the initial “taking inventory” activities of the FEP, and to the subsequent adaptive management process, risk analyses, and management strategy evaluations. These subsequent activities will reveal if additional indicators need to be included as part of the monitoring process. Typically, trend monitoring is not used to evaluate management actions, although some indicators may prove useful for this.
 - Ecosystem Considerations Reports, Report Cards
 - Already included in the Assessment. Expand to specifically include discussion of predictions and outcomes.
3. **Uptake of FEP information into Council management process** - These are metrics for representing success, defined as uptake by Council and others. Ideally, all summaries listed below would be undertaken at least once per year. Metrics that are quantifiable (such as word searches in minutes) could be presented in time series. Other summaries could be provided in a report presented to Council bodies according to the timeline listed below in the When To Communicate To Council section.
 - Summary of SSC and Council minutes pertaining to FEP-provided information.
 - Track the volume (text analysis of ecosystem and FEP-related words, including LK, TK, etc.) and location (SSC discussion of stock assessments vs. ecosystem status reports vs. FEP). Are there changes over time in how ecosystem information is being used by the Council? [to be shown in slides during Sept mtg]
 - Use the Fine/Not Fine framework to document contextual ecosystem information usage in annual harvest specifications. Taken from Zador and Harvey (in prep). [to be shown in slides during Sept mtg]
 - Real-time recording/note-taking by Council staff of when Council *considers* FEP-related information either in discussion or in the analysis and this occurs in say, the preamble to regulatory actions such as FMP amendments
 - Feedback that affects research priorities - FEP-related issues added to research priorities indicates success

- Uptake of research priorities/Action Modules into external RFPs
 - Inclusion in RFP - keyword searches in RFPs and/or proposals
 - Funding through RFP (and how many proposals)
 - Summary of FEP-informed actions in other sources
 - Reports, publications?
 - Databases (e.g., surveys, environmental indices, ?)
 - Summary reports of Action Module status
 - Action Module status
 - Action Module completion
 - Documentation of Action Module incorporation/use in management - annual tracking, whose responsibility?
4. **Update on outreach activities.** Summaries of activities that are relevant to the FEP
- Partnerships - who, what, etc.
 - Stakeholder workshops - who, what, when, etc.
 - Website Google Analytics - how many views? how many section downloads (as appropriate depending on downloadable content on website)?

How to communicate (these metrics) to Council?

- Website - same as for public outreach?
 - Social media - primarily for public outreach
 - Online database (information delivery platform)
- Report (other than that which goes into Council minutes)
 - New report
 - Metrics for success/uptake statistics
 - Action Module status
 - Ecosystem Considerations Report
 - FEP objective indicators summary
- Presentations
 - During various Council meetings
- Periodic workshops (more opportunities for informal information sharing)
- Align with Onramps (whatever form these take)

When to communicate (these metrics) to Council?

- February or April are likely the best times for a regular update on the FEP, with the FEP team meeting beforehand to prep. Consider that there may be different stakeholders in attendance at the February and April meetings, given one occurs in the Pacific Northwest and the other in Anchorage.
- To SSC and/or Ecosystem Committee, as well as the Council

4 List of Action Modules

Four example Action Modules were proposed to the Council in December 2015 when the FEP was initiated. These four Modules were selected from a longer list of potential candidates by the Ecosystem Committee, to illustrate the range of ecosystem and management objectives that could be addressed through the Action Module process. Additionally, in spring 2017, the Team suggested, and the Ecosystem Committee concurred with, including an additional example Action Module (the fifth bullet below). As part of its adoption of a final BS FEP, and periodically thereafter, the Council will adopt a prioritized list of action modules that will be included in this section and will specifically initiate action on a subset of the Action Modules to move forward as active projects.

The example Action Modules addressed in this section are as follows:

- Assessment/gap analysis of Bering Sea management with EBFM best practices
- Create a series of conceptual models for the Bering Sea ecosystem
- Evaluate the short- and long-term effects of climate change on fish and fisheries
- Develop protocols for using LK and TK in management and understanding impacts of Council decisions on subsistence use
- Aligning Council priorities with research funding opportunities

The intent is for each Action Module to link specifically to one or more of the research objectives identified in Section 2.3.2. In this chapter, each action Module is outlined using the six questions identified in section 3.2:

1. Synopsis of the task, including how it will be accomplished
2. Purpose it will achieve, including relationship to FEP objectives
3. How it will inform the Council's decision making and management process
4. How it will be integrated in the Council's decision making and management process
5. Estimate of time and staff resources required to achieve it
6. Plan for public involvement

An initial outline has been developed for four of the five example Action Modules. These can be found in Appendix B: Preliminary Study Plans for Action Modules.

4.1 Assessment/gap analysis of Bering Sea management with EBFM best practices

| | |
|---|---|
| <p>1. Synopsis</p> <p><i>including how it will be accomplished</i></p> | <p>Conduct an assessment of the Council’s Bering Sea management with respect to EBFM best practices. Evaluate different sources for a list of best practices, and then evaluate Council management across Council-managed fisheries with respect to the criteria. Also compare Council practice against the Council’s Ecosystem Vision Statement, groundfish management approach statement (i.e., the objectives that came out of the 2004 Groundfish Programmatic SEIS), and the NOAA EBFM definition. Identify areas of success, and gaps indicating opportunities for improvement (e.g., using methods like citizen science data collection). Report the findings of the study in a format that communicates with a diverse audience of stakeholders.</p> |
| <p>2. Purpose</p> <p><i>relationship to the FEP’s strategic objectives</i></p> | <p>This assessment would serve as an internal assessment of the Council’s state of EBFM practice, and a gap analysis of areas where there may be opportunity for further action. Such a gap analysis would help to prioritize areas of future work, for Council management and for other Action Modules. This Action Module is specifically responsive to Process Objective 1, which calls for the implementation of a cohesive plan for Bering Sea EBFM. This Action Module also dovetails with an identified benefit of a FEP, to be an effective tool for better communication about the Council’s current integration of the ecosystem approach in its management and is consistent with the Council’s ecosystem vision statement.</p> |
| <p>3. How it will inform the Council process</p> | <p>On the basis of this study, the Council will have a more informed understanding of the strengths and areas of improvement of its ecosystem approach to management, and its findings will be incorporated in the Core FEP. As such, there may be some benefit to begin work on this Module concurrently with the preparation of the Core FEP document.</p> |
| <p>4. How it will be integrated in the Council process</p> | <p>This Module will allow the Council to prioritize its efforts with respect to initiating other Action Modules, and to exercise increased precaution in certain areas if appropriate. The results of the study itself will not be implemented as a FMP amendment, but if the study identifies areas in need of Council action, the Council will be prompted to initiate an appropriate response, be it a request for more research, or specific analyses.</p> |
| <p>5. Estimate of time and staff resources</p> | <p>The assessment will require a dedicated staff person to spend two to three months compiling the background information and criteria on which to base the evaluation and making an initial assessment of the Council’s management program with respect to each criterion. Once a draft is prepared, the assessment will need input from a variety of stakeholders (including LK and TK), ideally through an interdisciplinary team, to ensure that the review accurately captures the state of Council EBFM. Once the assessment is reviewed and finalized, staff time will also be required to turn the findings into a glossy report.</p> |
| <p>6. Plan for public involvement</p> | <p>Public participation in the development of this Action Module will be most important in reviewing the initial assessment of the Council’s management program with respect to EBFM best practices. All stakeholders are affected by the process by which the Council manages fisheries and may have input into the assessment of both EBFM best practice benchmarks, and how the Council management program measures up against them. While the Council process will provide one avenue for facilitating input from stakeholders (including LK and TK), it may be more inclusive to schedule other opportunities to solicit input on the review. A discussion of EBFM practices should address how human observations, whether from LK and TK, are used in Bering Sea fishery management, and there should be specific outreach to experts to review the findings on this topic. Once the report is prepared, there should also be a broader effort to publicize the findings outside of the Bering Sea ecosystem region.</p> |

4.2 Create a series of conceptual models for the Bering Sea ecosystem

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| <p>1. Synopsis <i>including how it will be accomplished</i></p> | <p>Non-quantitative ecosystem “conceptual models” (system diagrams) will be created to each highlight a key ecosystem component (e.g. “groundfish”, “crabs”, “salmon”, “marine mammals”, “Norton Sound coastal communities”) and detail our conceptual understanding of the pressures and drivers that contribute to the status and trends of that sector. This will allow the scope to be organized from the entire ecosystem into a set of connected ecosystem components, each one of which may be researched separately or as a whole. For the development of these models, the analysts will consider the appropriate geographic scope, even if it is outside of the Bering Sea ecosystem boundary that is defined in the FEP.</p> |
| <p>2. Purpose <i>relationship to the FEP’s strategic objectives</i></p> | <p>It is envisioned that using these conceptual models to frame the scope will greatly improve the targeting of specific research, as well as ensuring that no critical components are missed. These conceptual models will also serve to synthesize ecosystem information for the Council as well as the public, through inclusion in glossy documents and presentations. As such, this Action Module is directly responsive to Process Objective 7, to organize communication of ecosystem science between scientists and decision makers.</p> |
| <p>3. How it will inform the Council process</p> | <p>By illustrating connections among ecosystem components, both environmental and human, the models will help the Council in assessing tradeoffs of management actions on different components of the ecosystem, leading to more informed decision making. It may be that the conceptual models are most effective integrated into the FEP strategic document.</p> |
| <p>4. How it will be integrated in the Council process</p> | <p>Conceptual models may be integrated in annual SAFE reports, FMP updates, and may inform the setting of TACs. These models could help provide an ecosystem context for decisions that have traditionally been made with a narrow focus on one or only a few species at a time.</p> |
| <p>5. Estimate of time and staff resources</p> | <p>The development of the models will require an interdisciplinary and interagency team of scientists, and a graphic designer or scientist with exceptional graphic design skills. The time commitment will vary based on how many different models are determined to be most useful.</p> |
| <p>6. Plan for public involvement</p> | <p>For this Module, the Council may solicit public input (including LK and TK) to identify priorities for conceptual models (for example, which three specific ecosystem components should be the focus of the first conceptual models). Stakeholders will also be involved in the review process for conceptual Modules, through the Council process.</p> |

4.3 Evaluate the short- and long-term effects of climate change on fish and fisheries

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| <p>1. Synopsis <i>including how it will be accomplished</i></p> | <p>The goal of this climate Module is to evaluate the vulnerability of key species and fisheries to climate change, to strengthen resilience in regional fisheries management. Methods will leverage projects at AFSC. The Module will: (1) coordinate to synthesize results of various ongoing and completed climate change research projects; (2) evaluate the scope of impacts on priority species identified in initial studies; and (3) strategically reevaluate management strategies every 5-7 years. The climate change Module team will work with the Council to iteratively identify and assess the performance of potential short-term, medium and long-term management actions for climate adaptation (i.e., derive alternative strategies for MSEs).</p> |
| <p>2. Purpose <i>relationship to the FEP's strategic objectives</i></p> | <p>This Action Module is specifically responsive to Process Objective 13, to establish a process for addressing change under novel or intensified stressors, as well as the implementation strategy of the Council's ecosystem policy vision statement. While the Action Module leverages ongoing AFSC research projects on climate change, including it in the FEP provides a direct link for the Council to be involved in prioritizing that research to focus on questions that are most relevant for the Council's fishery management. This is in keeping with the FEP's purpose to facilitate dialogue between managers and scientists. This Module will provide a seven-year climate context within which to interpret and respond to annual signals and will establish a more formal process for considering those variables. This is responsive to the FEP purpose to build resiliency into the Council's management strategies, and to provide options for responding to changing circumstances.</p> |
| <p>3. How it will inform the Council process</p> | <p>Climate-ready fisheries management will help continue the legacy of sustainable fisheries management in the region, including management to promote a productive marine ecosystem and healthy vibrant marine fisheries. Results of the Module will inform short, medium, and long-term "climate ready" tactical and strategic management measures.</p> |
| <p>4. How it will be integrated in the Council process</p> | <p>Short-term "climate-ready" management actions can be developed and implemented relatively quickly, thus climate change management strategy evaluations would be focused on testing their performance under the full scope of potential future conditions. In contrast, modification of medium- and long-term management measures require more specific characterization of risk and uncertainty around future trajectories, mandating thorough scientific evaluation as well as ample stakeholder and Council review and feedback and would take years to develop and implement if deemed necessary. This information can provide a frame of reference for setting harvest recommendations and implementation of other management actions. Alternatively, climate-specific biomass reference limits (e.g. temperature-specific F_{ABC}) are derived using projections of environmentally enhanced single- or multi-species assessment models and can be used to set harvest rates that account for future climate variability. If management strategy evaluations as part of objective (3) of the Module determine the performance of these reference points is acceptable or preferable, they could be used to set harvest recommendations (or alternatively, could be presented along with status-quo assessment values). See above for additional examples.</p> |
| <p>5. Estimate of time and staff resources</p> | <p>Multiple ongoing projects at AFSC are already providing the logistical and analytical support to meet the first two parts of the Module, as well as provide the modeling platforms for part 3. Inter-disciplinary teams like those already assembled for ongoing projects will be needed to conduct the full 5- to 7-year MSE evaluations, but personnel needs will depend greatly on the number and complexity of MSE scenarios and the number of new species evaluations.</p> |
| <p>6. Plan for public involvement</p> | <p>For this Module, the Council may solicit public input (including LK and TK), to identify priorities for MSE evaluations. Stakeholders will also be involved in the review process for conceptual Modules, through the Council process.</p> |

4.4 Develop protocols for using LK and TK in management and understanding impacts of Council decisions on subsistence use

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| <p>1. Synopsis</p> <p><i>including how it will be accomplished</i></p> | <p>This Action Module has two parts. In Part A, methods for integrating/incorporating LK and TK into Council processes in the short- to long-term will be addressed. In Part B, a methodology will be developed for how the Council can consider potential impacts to subsistence species, habitats that support those species, and access to subsistence resources. To develop this Action Module, the Council will strengthen and broaden ties with Alaska Native organizations, organizations that are familiar with subsistence data, non-economic social scientists, and agency scientists. Through collaboration with LK, TK, and subsistence experts, a protocol will be developed to ensure Council analysts know how to review and utilize LK, TK, and subsistence information successfully in analyses.</p> |
| <p>2. Purpose</p> <p><i>relationship to the FEP's strategic objectives</i></p> | <p>This Action Module is most responsive to FEP Research Objective 4, which links directly to Process Objective 6. As relates to Part A, the Council is interested in strengthening relationships with bearers of LK and TK and better capturing LK and TK in Council analyses. As relates to Part B, the Council is interested in developing a process for better understanding and considering how removals from commercially important fish stocks may affect subsistence resources important to Alaska Native communities or affect resource use patterns of those communities.</p> |
| <p>3. How it will inform the Council process</p> | <p>This Action Module will improve Council decision-making by giving the Council access to a more complete picture of the ecosystem and the potential impacts of their actions. This Action Module aims to provide a roadmap for operationalizing LK, TK and potentially processes like Co-Production of Knowledge (CPK) in the short- to long-term, as well as formulate a method for assessing the likelihood a given Council action may affect subsistence resources or the ability of users to access those resources. This Module will guide the use of subsistence data in analyses and is expected to help the Council be increasingly responsive to National Standards 2 and 8.</p> |
| <p>4. How it will be integrated in the Council process</p> | <p>This Module is meant to positively inform the overall Council process and decision-making structure. The completed Module will provide a framework and data for analysts to consider ways to make better use of non-economic social science data in the form of LK and TK along with outcomes from engagement actions (e.g., CPK processes), as well as whether fishery activities or changes in regulation are likely to impact subsistence resources or patterns of subsistence use. It is anticipated that incorporating subsistence data in to the Council process would involve adding a section to future analyses. If included in the discussion paper and preliminary draft stages, it is expected that subsistence data would be considered during development of alternatives for specific actions. Impacts to subsistence resources or use will thus be considered throughout the Council process.</p> |
| <p>5. Estimate of time and staff resources</p> | <p>This is expected to be an ongoing process to cultivate relationships, with short- to medium-term goals including gathering existing data about specific issues. Once protocols for reviewing and using LK, TK, and subsistence use information are in a format that can be accessed and used by analysts, there may be limited commitment of Council time or staff resources to incorporate that information into analyses. Regular staff time would be required to maintain ongoing relationships and update descriptions in the FEP.</p> |
| <p>6. Plan for public involvement</p> | <p>As described above, the Council is reliant on partnering with other organizations to create an environment conducive to processes like CPK, as well as identifying and using subsistence data in analyses. It is anticipated that LK, TK, and subsistence experts would need to be actively involved on the development team for this Module. Outreach to partner agencies and their constituents as well as ongoing collaboration with Tribes and communities throughout the Bering Sea region will be important in verifying the data, products, and methods to use in management.</p> |

4.5 Aligning Council priorities with research funding opportunities

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| <p>1. Synopsis <i>including how it will be accomplished</i></p> | <p>The focus of this Module is on tracking research that is relevant to the FEP Action Modules, and how that information is subsequently used in management. A review of the basic and enhanced avenues for communications from NPRB, as a representative funding agency, to the Council and other potential partners (e.g., ADF&G, NOAA) will be summarized.</p> |
| <p>2. Purpose <i>relationship to the FEP's strategic objectives</i></p> | <p>This Module is most responsive to process objectives 4, 12, and 13 of the BS FEP (see Chapter 2) and is potentially relevant for all ecosystem objectives of the FEP. The Council relies on original research from partners such as NMFS, ADF&G, IPHC, other Federal agencies and academia to evaluate potential management actions. Modern approaches to the assessment of impact are most effective with a wider-ranging, collaborative effort and bi-directional flow of information. For several years, the Council has been working to make the identification of research priorities more relevant and useful.</p> |
| <p>3. How it will inform the Council process</p> | <p>Better aligning Council priorities with research funding opportunities will improve the efficiency and effectiveness of research throughout the Bering Sea Region. This Action Module will strengthen existing partnerships with organizations that support and perform research, as sharing reciprocal information about the research needs and outcomes is mutually beneficial.</p> |
| <p>4. How it will be integrated in the Council process</p> | <p>The Council may choose to develop a protocol for communicating updated research priorities on a regular basis (e.g., annually, semi-annually).</p> |
| <p>5. Estimate of time and staff resources</p> | <p>Staff will be tasked with communicating Council priorities to research funding sources. This would not significantly increase any staffer's workload.</p> |
| <p>6. Plan for public involvement</p> | <p>The Council and different research funding sources have pre-established protocols for receiving public input (including LK and TK) about research priorities. Additional public involvement may be solicited about research, if the Council deems that to be a potentially useful endeavor.</p> |

5 Public involvement

This FEP is a strategic planning document that describes a process for addressing management concerns about the Council's expressed ecosystem policy and goals and is flexible to new information and changing resources. Some sections describe the purpose and structure of the FEP; others assess the current management approach for its ecosystem-based elements. This section describes public involvement. The Council recognizes that Bering Sea fisheries are important to coastal communities throughout the Bering Sea region, as well as communities of people who, while they may reside elsewhere, come to the region to work, or are significantly invested in the region (e.g., seasonal fishermen, offshore processors). One objective of the FEP is to engage stakeholders and the public in the process of implementing EBFM, so that the BS FEP is informed by the broadest realm of perspectives and increases public connection with the Bering Sea marine ecosystem. In this way, it is important that outreach and public involvement take place at every stage of developing the FEP framework and the Action Modules that will be initiated within that framework.

One of the primary goals of the Bering Sea FEP is to continue to strengthen the Council's EBFM processes with respect to management of Bering Sea fisheries, which depend on meaningful outreach to, and integration of input from, the public in the fisheries management process. An exchange of information through two-way communication with stakeholders has been highlighted as an important requirement for diversifying information inputs, knowledge, and perspectives (NPFMC 2018). Building shared knowledge can strengthen the Council and stakeholders' understanding of ecosystem function and change, provide insight to anticipate how stakeholders will respond, and develop broad support for fishery management science and decision-making. The FEP offers a framework for strengthening trust, transparency, and a sense of shared investment among managers, scientists, and stakeholders.

The Council already has a robust system for receiving stakeholder input, especially in the form of local knowledge (e.g., through public comments during meetings, as well as participation on Plan Teams, Committees, and Workgroups). The public have a space for involvement and sharing of local knowledge and traditional knowledge at every stage of the FEP process, and the Council supports involvement from the public in all arenas of creating and operationalizing the Bering Sea FEP, including in the form of sharing LK and TK.

The Bering Sea FEP does not necessarily aim to develop new groups of processes within existing Council infrastructure. Rather, it is a key aim of the FEP framework to rely on existing Council groups and processes, to the extent practicable. Some particular Council arenas that are focused on public involvement include the following.

Rural Outreach Committee (active 2009-2011): The Council's Rural Outreach Committee has worked in the past to advise the Council on how to provide opportunities for better understanding of fishery management issues and participation from Alaska Native and rural communities; provide feedback on community impacts sections of specific analyses; and provide recommendations to the Council about which proposed actions need a specific outreach plan. Through the Rural Outreach Committee, the Council developed a set of public involvement tools that are successfully in use for project-specific outreach, most recently for Council consideration of salmon and halibut bycatch reduction measures. These include (in no particular order):

- improvements to the Council website,
- Council presence on social media,
- direct mailings of flyers and summary documents when Council actions are upcoming,
- maintaining a list of regional contacts,
- statewide teleconferences for providing information and/or receiving testimony,

- staff presence and presentations at community, fishermen, or Alaska Native conferences and annual meetings,
- Council member and staff regional outreach,
- holding Council meetings in different locations in Alaska,
- audio streaming of Council meetings,
- development of educational workshops (by the Council or with partners),
- contractors or Council staff dedicated as a community liaison.

Community Engagement Committee (established 2018): The Council’s newly formed Community Engagement Committee was created in June 2018 to identify and recommend strategies for the Council and Council staff to enact processes that provide effective community engagement with rural and Alaska Native Communities. Much of the Council discussion to date which provided the genesis of this Committee has evolved along with the development of the Bering Sea FEP. It is anticipated that engagement strategies and public involvement that are developed and recommended by the Committee will be applied to the FEP as well.

Tribal Consultation: It is the Council’s independent desire to improve communication and consultation with communities and Alaska Native entities. In 2004, the Council adopted a priority goal statement and accompanying objectives in the groundfish management policy that is in the Council’s groundfish FMPs, to increase Alaska Native and community consultation. The establishment of the Rural Outreach Committee, and ideas for improving consultation stemmed directly from this goal statement.

Executive Order 13175 (see Section 7.3) requires “executive agencies” to establish regular and meaningful consultation and collaboration with Indian Tribes in the development of Federal policies that have Tribal implications. The Council does not fall under the definition of “executive agency” for the purposes of EO 13175, and the formal responsibility for Tribal Consultation remains within NMFS. The Council may request to be a part of the formal consultation process, which has occurred in the past on specific Council actions. More generally, however, the Council and the Ecosystem Committee have reaffirmed the importance of the consultation objectives throughout development of the Bering Sea FEP.

5.1 Phases of public involvement for the FEP

While the Council’s existing framework provides for public outreach and involvement in all of the Council groups and processes, there is also a desire to improve that communication and consultation over time. The ultimate goal of a successful FEP is to support a robust EBFM-based fishery management system. There are three distinct phases of public involvement as relates to the FEP, and each phase may draw upon different tools for outreach or engagement. The FEP will use and build on the Council’s existing open process of public involvement in decision making. The three phases are described below.

Initial development of the Core FEP

The Council conducted extensive scoping when deciding whether to proceed with developing a Bering Sea FEP. Generally, there was broad support for developing the FEP, and stakeholders provided comments about how the FEP process should work, potential goals and objectives, and tasks that might be included within an FEP. During the Council’s scheduled initial review and final action on this draft FEP, the public is encouraged to provide feedback about whether this draft of the Core FEP is meeting the needs that were identified in scoping, information gaps that should be addressed through Action Modules, or other input that pertains to the Council’s action to adopt the Bering Sea FEP.

Public involvement tools in use:

- Scoping meetings held by staff in Anchorage, Nome, and Seattle, where comments were synthesized and presented to the Council (a form of Comment Analysis Report or CAR).

- The Council public testimony process: opportunities for the public to submit written and verbal comment on the development of the core FEP at FEP team meetings, Ecosystem Committee meetings, SSC/AP/Council meetings
- Ad hoc engagement opportunities with partners and community representatives: meetings during the Council trip to St Paul, FEP Team discussion with the USFWS Bering Sea and Aleutian Islands Landscape Conservation Cooperative Steering Committee
- Council Ecosystem Workshop in February 2018, which created a model for information sharing and exchange among Council stakeholders

The Council may consider whether it is appropriate to identify additional opportunities during the intermediary time between initial review and Council final action to solicit input from stakeholders. Such opportunities could draw on the tools that have successfully been used for project-specific outreach by the Council in the past, by engaging in various ways with affected stakeholders to ensure their perspectives are included in the document or in testimony to the Council, as appropriate. The Council may also choose to solicit advice from the newly-formed Community Engagement Committee.

FEP Action Modules

A public involvement plan will be created for each Action Module (Section 3.2), including explicit steps for supporting and strengthening two-way communication along with all other forms of involvement (e.g., outreach, engagement, consultation, etc.). Public involvement plans will provide a framework to guide all forms of consultation, engagement, outreach, etc. with Bering Sea stakeholders and the public on that topic. It is anticipated that the public involvement plans will be individually tailored to each Action Module, but will draw upon tools for public involvement that are highlighted in this document and developed through Council committees. The project teams for the Action Modules should also include external expertise where appropriate, which may include tribal and community representatives, and non-economic social scientists (particularly those with experience working with TK and Alaska communities).

Ongoing Bering Sea FEP EBFM process

Once the FEP is adopted by the Council, operationalization of the FEP will continue through the development of Action Modules and the monitoring of the Bering Sea ecosystem through the annual Ecosystem Status Report (also known as the Ecosystem Considerations report). The Council has highlighted two-way communication as critical to enhancing and providing value to the decisions that the Council makes about managing fisheries in the Bering Sea ecosystem, and it will be important to consider how best to provide appropriate forums for such information, and how it should be synthesized and assessed in the Council decision-making process. It is envisioned that this will be an evolving discussion, supported through this FEP.

Public involvement tools identified in the FEP so far:

- The FEP contemplates periodic reporting to the Council on the BS FEP, the status of the ecosystem, findings from action modules (Section 3). This will include public testimony opportunities at FEP team meetings, Ecosystem Committee meetings, and SSC/AP/Council meetings.
- The FEP also proposes development of an FEP website or other digital mechanisms (social media, smartphone accessible apps) to get information out to stakeholders about resources, Action Modules, engagement opportunities relating to fishery management in the Bering Sea ecosystem. Note that given the need for regular updating, the Team has discussed opportunities to develop this in partnership with other organizations.

The FEP team, the Ecosystem Committee, and the Council have also received many ideas for public involvement tools from public testimony on the FEP, the Council's February 2018 Ecosystem Workshop,

and the Council's consideration of establishing a Community Engagement Committee. A synthesis of the ideas that have arisen from public testimony is included in Appendix C. The Council could choose to develop any of these ideas for ongoing application in the FEP.

6 Synthesis of the Bering Sea Ecosystem

The EBFM management approach used in this Bering Sea FEP document recognizes:

*fishing is only one variable that affects a species' population. Additional elements come in to play, such as interactions with other species, the effects of environmental changes, or pollution and other stresses on habitat and water quality. To more effectively assess the health of any given fishery and to determine the best way to maintain it, fishery managers should take ecosystem considerations into account.*⁵

Every ecosystem has many interrelated variables, or components. This FEP aims to consider the Bering Sea ecosystem as a synthesis of its components, rather than focusing on a single species or a single fishing sector (see Section 1.2).

The chapter that follows presents the Bering Sea ecosystem through a description of three major components: Section 6.1 outlines the FEP ecosystem area and associated regulatory boundaries; Section 6.2 summarizes major ecological and oceanographic characteristics; and, Section 6.3 highlights key human networks throughout the region. The descriptions in this chapter are not meant to be comprehensive; there are many references in other sources that provide a detailed discussion of the Bering Sea ecosystem and the species and people that inhabit and use the area. Rather, these sections are meant to assist the reader in better understanding linkages between major Bering Sea ecosystem components at a big picture perspective. Ultimately, promoting stronger understandings of linkages between ecosystem components is expected to enhance EBFM in the Bering Sea.

6.1 Bering Sea FEP Boundaries

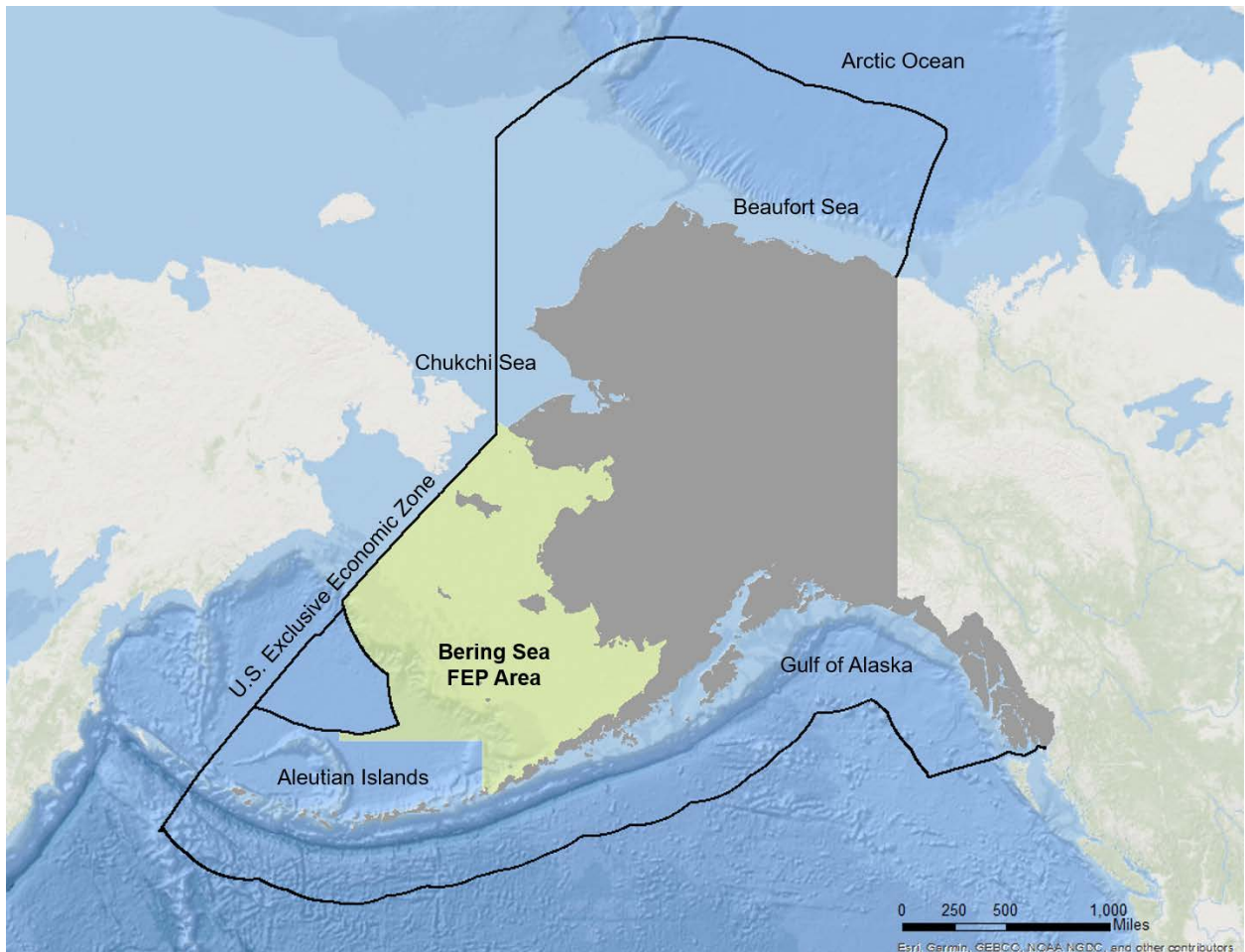
The geographic extent of the FEP is approximated by the eastern Bering Sea large marine ecosystem or LME. The LME concept was developed by NOAA and the University of Rhode Island to help assess, manage, and sustain resources and environments that are continuous in their physical and biological characteristics⁶. The FEP ecosystem area comprises the area of the East Bering Sea LME that is in the U.S. Exclusive Economic Zone, excluding the Aleutian Islands west of 169° W. longitude (Figure 6-1).

The Council recognizes that there is considerable connectivity of the Bering Sea ecosystem with neighboring areas. Where appropriate, the geographic boundaries are relaxed to allow understanding external pressures, impacts, and drivers, for example, as they relate to nearby regions, including eastern Russia, the North Slope region in Alaska, or the western Gulf of Alaska. As such, the FEP boundary of the Bering Sea ecosystem is also flexible. Studies have shown that there are multiple biogeographic regions within the Bering Sea FEP ecosystem area as well (e.g., Sigler et al. 2011).

⁵ Sourced from NOAA: <https://www.st.nmfs.noaa.gov/ecosystems/ebfm/about>

⁶ "Large Marine Ecosystems (LMEs) are regions of ocean and coastal space that encompass river basins and estuaries and extend out to the seaward boundary of continental shelves and the seaward margins of coastal current systems. As their name states, LMEs are relatively large regions that have been delineated according to continuities in their physical and biological characteristics, including inter alia: bathymetry, hydrography, productivity and trophically dependent populations. The LME as an organizational unit facilitates management and governance strategies that recognize the ecosystem's numerous biological and physical elements and the complex dynamics that exist amongst and between them" (UN 2018).

Figure 6-1 Map of Bering Sea FEP ecosystem area



6.1.1 Regulatory authority

Although there is a single geographical boundary of the Bering Sea FEP, fishery management boundaries vary with respect to species and agency. The FEP considers the interactions of Federal and State fisheries with each other and with other components of the ecosystem.

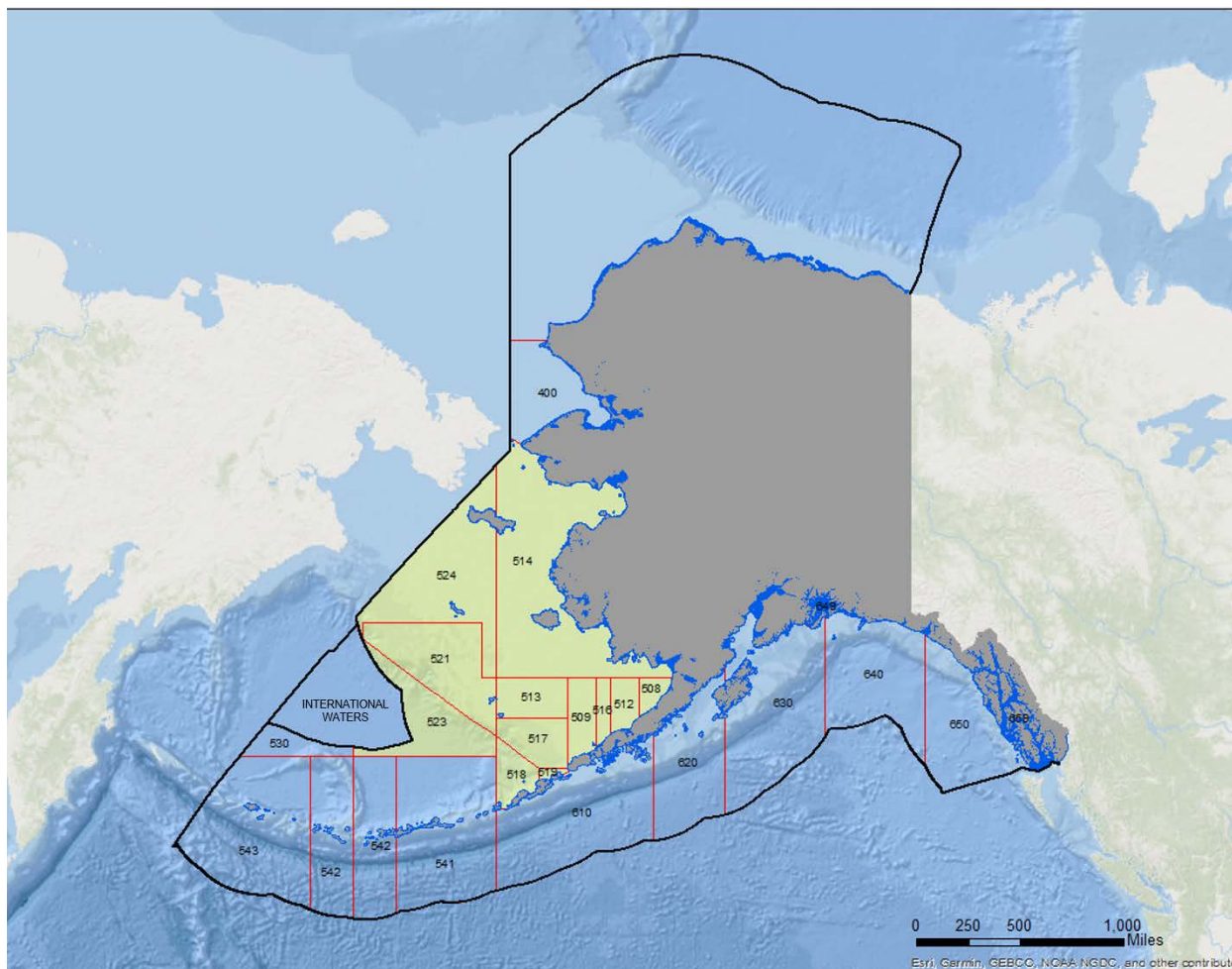
The bulk of Federally managed fisheries in the Bering Sea are concentrated in the southern region, which also includes the southern shelf and the whole of the Bering Sea slope area. Federal fisheries within the geographical area include those for groundfish crab, scallops, and halibut. Groundfish species in Federal waters are managed under the authority of the Bering Sea/Aleutian Islands fishery management plan (BSAI FMP). The BSAI FMP includes two subareas, for the Bering Sea and the Aleutian Islands, and defines the Bering Sea subarea as that area of the exclusive economic zone (from 3-200 miles offshore) that is north of the Aleutian peninsula, south of Bering Strait, and does not include the Aleutian Islands subarea (that area west of 170° W. and south of 55° N.). The Bering Sea subarea accounts for approximately 95% of BSAI groundfish catch.

For management purposes, the Bering Sea subarea is divided into a series of reporting areas (Figure 6-2). Certain groundfish species may also be harvested in State of Alaska waters, within 3 nm of shore. The State of Alaska is also responsible for day-to-day management of the king crab, Tanner crab, and snow crab fisheries that take place in the Bering Sea, as well as the Alaska scallop fishery. These fisheries are managed under the oversight of the Council's Bering Sea and Aleutian Islands King and Tanner Crab

Fishery Management Plan and Alaska Scallop Fishery Management Plan, which defer direct management to the State. Additionally, the State manages herring and salmon fisheries in the areas, which are wholly prosecuted within State waters, and some groundfish, octopus, and squid fisheries. The State of Alaska uses its own grid of statistical areas to record catch and manage these fisheries.

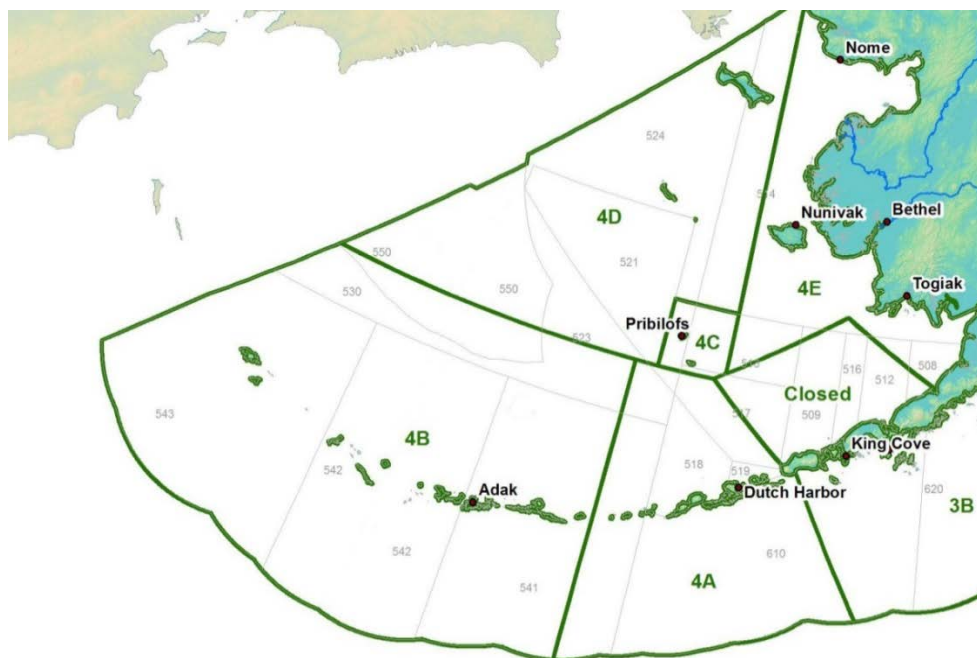
Figure 6-2 Map of Federal groundfish management areas in the Bering Sea ecosystem

Note, areas in blue denote State waters that are outside of Federal jurisdiction. Yellow is BS FEP area.



Pacific halibut fisheries in the Bering Sea are governed under the authority of the Northern Pacific Halibut Act of 1982. For the United States, the Halibut Act gives effect to the Convention between the United States and Canada for the Preservation of the Halibut Fishery of the North Pacific Ocean and Bering Sea (Convention). The Convention gives the International Pacific Halibut Commission broad authority to adopt regulations to maintain halibut abundance, while the Council and NMFS have the authority to develop management measures governing harvesting privileges among U.S. fishermen in U.S. waters. The Council has developed halibut management programs for three fisheries that harvest halibut in Alaska: the subsistence, sport, and commercial fisheries. The IPHC regulatory areas do not match exactly to NMFS management areas (Figure 6-3), and for the Bering Sea FEP ecosystem area, include Areas 4C, 4D, 4E, and part of Area 4A.

Figure 6-3 Map of IPHC regulatory areas in the Bering Sea.



Source: Adapted from NMFS Alaska Region map by Northern Economics Inc.

Jurisdiction for subsistence activities in the Bering Sea falls under the remit of the USFWS or NMFS, with the exception of halibut subsistence which is under the jurisdiction of the Council and NMFS. In October 2000, the Council recognized and now manages the subsistence fishery for halibut. The subsistence halibut regulations authorize eligible persons who possess subsistence halibut registration certificates (SHARCs) to conduct subsistence halibut fishing in waters in and off Alaska. A person was eligible for a SHARC to harvest subsistence halibut only if he or she is a rural resident of a specified community or rural area, or a member of an Alaska Native Tribe, with customary and traditional uses of halibut.

Inseason data are collected at many spatial levels, including Federal reporting areas, State of Alaska statistical areas, IPHC areas. Additionally, for some directed fisheries, precise global positioning systems provide specific haul locations.

Figure 6-4 describes the regulatory responsibility of various international, Federal, State, and municipal agencies over the resources and people of the Aleutian Islands ecosystem. While the Council only has direct authority to recommend management actions for fisheries occurring in the Federal waters off Alaska, information that is learned through the FEP process can be shared with other agencies with management jurisdiction by the Council or through partnership with NMFS.

Figure 6-4 Regulatory responsibility in the Bering Sea FEP area

| Resource, Population | Agency | Responsibility |
|---|-------------------------------------|--|
| groundfish | NPFMC/NMFS ADF&G | 3-200nm; population abundance; setting harvest levels, fishery management, monitoring, and enforcement 0-3nm |
| halibut | IPHC NPMFC/NMFS | population abundance, setting harvest levels management of fishery |
| crab | NPFMC/NMFS ADF&G | monitor overfishing levels, allocations harvest levels; fishery management, monitoring, enforcement |
| scallop | NPMFC/NMFS ADF&G | monitor overfishing levels harvest levels, fishery management, monitoring, enforcement |
| salmon | ADF&G NPFMC/NMFS | population abundance, harvest levels, fishery management retention prohibited 3-200nm |
| herring | ADF&G | population abundance, harvest levels, fishery management |
| other fish | NMFS | advisory authority for habitat for all fish incl nearshore watersheds |
| marine mammals (except walrus and otters) | NMFS | population abundance, advisory authority, protection under MMPA and ESA |
| walrus and otters | USFWS | population abundance, advisory authority, protection under MMPA and ESA |
| birds | USFWS | population abundance, advisory authority, protection under MBTA |
| citizens of each coastal community | Municipal entity [update] | municipal responsibility |
| Land [update] | USFWS BLM, DNR | protection of Alaska Maritime National Wildlife Refuge, including marine responsibility extending offshore own some small parcels |
| shipping | DEC USCG | oversight of spill response ensure safety of vessels in US ports and waterways |
| oil and gas development | BOEM DNR or DEC | 3-200nm 0-3nm |
| military activity | Alaskan Command, Pacific Command | add |
| formerly used defense sites | AFCEE | cleanup |

KEY: ADF&G – Alaska Department of Fish and Game; AFCEE – US Air Force Corps of Engineers; DEC – Alaska Department of Environmental Conservation; DNR – Alaska Department of Natural Resources; DOD – Department of Defense, EPA – Environmental Protection Agency, MMS – Minerals Management Service, NMFS – National Marine Fisheries Service, NPFMC – North Pacific Fishery Management Council, USFWS – US Fish and Wildlife Service

6.1.2 International Partnerships in the Bering Sea Region

Because Bering Sea resources are multi-jurisdictional, management decisions at the Council level can have consequences beyond our borders. Many marine species in the Bering Sea FEP region (e.g., marine mammals, salmon species) cross political boundaries throughout their life cycles, and utilize habitat in Russian, Japanese, Chinese, or other national waters, and international waters. Coastal and marine activities beyond the Council’s jurisdiction (including fishing, shipping, oil and gas extraction, pollution, etc.) can therefore impact species of importance to the Bering Sea ecosystem. The importance of this interconnectedness as a part of the Council decision-making process is anticipated to increase as climate change alters physical and biological components of the Bering Sea ecosystem.

- In the middle of the Bering Sea, the area of international waters nested between territorial waters of the United States and Russia is known as the “Donut Hole” (Figure 6-2). In the 1980s, unregulated catch of pollock in this area caused long-lasting damage to the resource. The Agreement Between the Government of the United States of America and the Government of the Union Soviet Socialist Republics on Mutual Fisheries Relations, which established the Intergovernmental Consultative Committee (ICC), was signed in 1988 and set the stage for

conservation, management and optimal utilization of shared fisheries resources between both nations (U.S. Department of State n.d.). The Council Chairperson and Executive Director, or their designee, attend the ICC meetings each year.

- In 1994, the Convention on the Conservation and Management of the Pollock Resources in the Central Bering Sea was signed in 1994 by the People's Republic of China, the Republic of Korea, the Republic of Poland, the Russian Federation, Japan, and the United States of America to establish an international regime for conservation, management, and optimum utilization of the pollock resources in the international waters (beyond 200 nautical miles) in the Bering Sea. This international agreement banned commercial fishing in the Donut Hole. In 2017, foreign fishing vessel activity was low along the marine boundary line with an average of two vessels detected within 20 miles of the marine boundary line during October (USCG 2017). Additional objectives include of the Convention include restoring and maintaining pollock resources in the Bering Sea at levels that permit their maximum sustainable yield, cooperating in gathering and examining factual information concerning pollock and other living marine resources in the Bering Sea, and providing a forum in which to consider the establishment of necessary conservation and management measures for living marine resources other than pollock in the Bering Sea as may be required.
- The United States and Russia consult on issues of fisheries conservation and management beyond their exclusive economic zones and third-party zones, and cooperate to address illegal, unreported, and unregulated (IUU) fishing activities on the high seas of the North Pacific Ocean and Bering Sea. Other agreements to combat IUU fishing have been signed by the U.S. and Russia, as it remains a concern in the western Bering Sea, particularly for illegally harvested Russian king crab. The U.S. and Russia also cooperate on scientific research, such as: 1) walrus research in the Russian and U.S. sides of the Bering Sea, 2) ice seal research in the Bering and Chukchi Seas, 3) pollock research on both sides of the transboundary area of the northern Bering Sea, and 4) salmon and integrated ecosystem research in the Arctic region. 5) Other species such as seabirds, steller sea lions, right whales, and fur seals.
- Disputes between the United States and Canada surrounding harvest of at-sea salmon led to a framework for conserving Pacific salmon coast-wide. The 1985 Pacific Salmon Treaty, which established the bilateral Pacific Salmon Commission, was designed to conserve and optimize the production of intermingling salmon stocks along the coasts of Oregon, Washington, British Columbia, and Southeast Alaska, to reduce interceptions of salmon originating in one country by fisheries of the other country, and to regulate salmon harvests between the two countries (U.S. Department of State n.d).
- The North Pacific Anadromous Fish Commission (NPAFC) is an inter-governmental organization established in 1992 by the Convention for the Conservation of Anadromous Stocks in the North Pacific Ocean. The objective of the Commission is to promote the conservation of anadromous stocks (Pacific salmon and steelhead trout) in the Convention Area. The Convention Area includes the international waters of the North Pacific Ocean and its adjacent seas north of 33° North beyond the 200-mile zone (exclusive economic zones) of the coastal States. Current member countries include: Canada, Japan, the Republic of Korea, the Russian Federation and the United States of America (NPAFC 2018)
- The North Pacific Fisheries Commission (NPFC) is an inter-governmental organization established in 2015 by the Convention on the Conservation and Management of High Seas Fisheries Resources in the North Pacific Ocean. The objective of the Convention is to ensure the long-term conservation and sustainable use of the fisheries resources in the Convention Area while protecting the marine ecosystems of the North Pacific Ocean in which these resources occur. Current Members include: Canada, China, Japan, the Republic of Korea, the Russian Federation, Chinese Taipei, the United States of America and Vanuatu (NPFC n.d.)

- The Arctic Council is an intergovernmental forum promoting cooperation, coordination and interaction among the Arctic States, Arctic indigenous communities and other Arctic inhabitants on common Arctic issues. The Council focuses on arctic contaminants, monitoring and assessment, biodiversity conservation, emergency prevention, preparedness, and response, protection of the marine environment, and sustainable development in the Arctic. Their work encompasses the Bering Sea as part of the 18 Arctic LMEs, and their members include Canada, the Kingdom of Denmark, Finland, Iceland, Norway, the Russian Federation, Sweden and the United States. In addition, six organizations representing Arctic indigenous peoples have status as Permanent Participants.
- International management of marine mammals:
 - The International Whaling Commission (IWC), established in 1946, is the global body charged with the conservation of whales and the management of whaling. The IWC currently has 87 member governments from countries all over the world. Uncertainty over whale numbers led to the introduction of a moratorium on commercial whaling in 1986. The Commission also works to understand and address a wide range of non-whaling threats to cetaceans including entanglement, ship strike, marine debris, climate change and other environmental concerns (IWC n.d.).
 - The Eskimo Walrus Commission (EWC), formed in 1978, represents 19 Alaskan coastal walrus hunting communities from Barrow to Bristol Bay. Initially formed as a consortium of Native hunters, the EWC is now a recognized statewide entity working on resource co-management of walrus on behalf of Alaska Natives. A cooperative agreement between the U.S. Fish and Wildlife Service (FWS) and the EWC, authorized under the MMPA, was developed in 1997 to ensure the participation of subsistence hunters in conserving and managing walrus stocks in the coastal communities (EWC 2018).
 - The Ice Seal Committee (ISC), originally called the Ice Seal Working Group, was formed in December of 2004 and consisted of five delegates, one from each of the five regions where ice seals occur in Alaska. The purpose of the is "to preserve and enhance the marine resources of ice seals including the habitat; to protect and enhance Alaska Native culture, traditions, and especially activities associated with subsistence uses of ice seals; to undertake education and research related to ice seals." The ISC has identified the collection of harvest information as a priority and is an important contribution to management that federal managers have not been able to accomplish. In 2006, the ISC and the National Marine Fisheries Service (NMFS) entered into an agreement for the co-management of Alaska Ice Seal Populations (North Slope Borough 2018).

6.2 Bering Sea Ecological and Oceanographic Characteristics

The Bering Sea is a high-latitude, partially enclosed sea that supports considerable fish, seabird, marine mammal, and invertebrate populations and some of the world's most productive fisheries. It can be divided into several distinct biomes based on climatology, oceanography, and resulting species communities as described below. Detailing these communities, their species composition, biological/human interactions, and the drivers and pressures affecting each one, will be conducted through the Conceptual Model Action Module (Section 4.2).

6.2.1 Biomes

The Bering Sea is made up of a deep central basin surrounded by continental shelves of Alaska and Kamchatka. The western and eastern continental shelves are considered separate large marine ecosystems (LMEs). The waters in the Bering Sea form part of the North Pacific sub-Arctic gyre, with water entering from the Gulf of Alaska through several Aleutian passes, continuing counter-clockwise around the Bering

Sea, and exiting through Kamchatka Strait. Further, northward currents over the northern Bering Sea shelf flow through the Bering Strait into the Arctic Ocean.

The Bering Sea straddles a major Arctic/sub-Arctic atmospheric front and is influenced by both Arctic and sub-Arctic weather patterns, in particular the Aleutian Low and the Siberian High pressure systems. The relative strength of these systems and the gradient between them affects the path and intensity of Bering Sea storms, which have a major influence on ice, mixing of nutrients in the water, temperature, and other oceanographic processes. The Aleutian Low and Siberian High themselves vary in response to decadal climate variability over the North Pacific and in the Arctic, and also respond to shorter-term variability in the tropical Pacific.

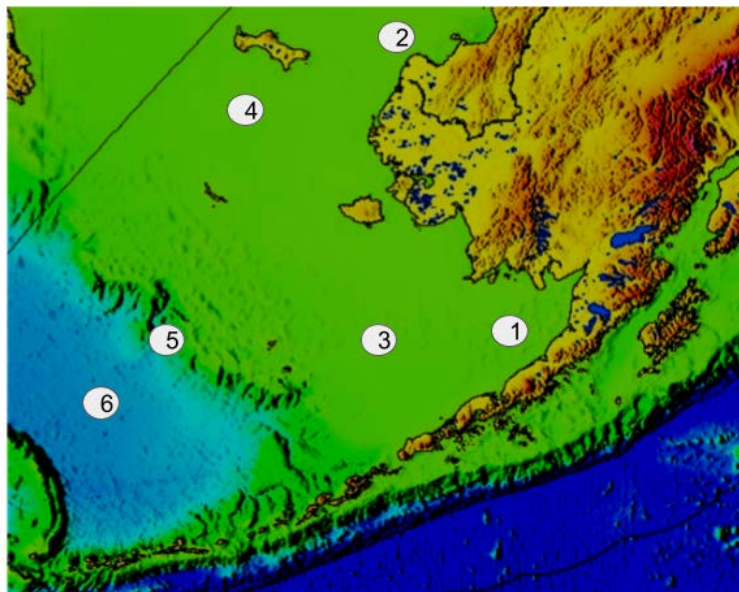
Winter ice coverage is a major driver of the ecosystem dynamics of the Bering Sea and shows extreme seasonal and interannual variability. The northern continental shelf is generally covered by sea ice in the winter, whereas cover in the southern Bering Sea is highly variable. The advance and retreat of sea ice each year is larger than in any other sub-Arctic sea, averaging about 1,700 km but varying greatly from year to year, both in extent and timing. When ice is at its maximum extent each year, between 20–56% of the Bering Sea is ice covered. Winter ice conditions strongly influence temperature conditions during the following summer. In particular, melting ice in the eastern Bering Sea results in the formation of a subsurface cold pool of water that persists into summer that affects the spatial distribution and biology of the region, including commercial fish stocks during summer.

The western (Kamchatka) shelf is narrow, covering less than 10% of the portion of the Bering Sea within the Russian exclusive economic zone (EEZ). On the other hand, the eastern Bering (Alaskan) shelf (hereafter EBS) has an extremely broad continental shelf (4500 km). The broad EBS is separated by ocean stratification and tidal movement into Inner, Middle and Outer shelf domains with differing species and community compositions. In the EBS, the combination of a broad shelf with inner, middle, and outer shelf oceanographic domains, in combination with the north/south variation of climatology and ice, leads to the definition of several distinct biomes; as these biomes are partially defined by oceanography and climate, their precise boundaries may vary over time. For the purposes of the FEP and Action Modules, the biomes defined, as shown in Figure 6-5, are: (1) Bristol Bay/Inner Shelf; (2) Norton Sound/Inner Shelf; (3) Southern Middle/Outer Shelf; (4) Northern Middle/Outer Shelf; (5) eastern Bering Sea Slope; and (6) Bering Sea Basin.

Figure 6-5 Map of six biomes in the Bering Sea

Numbered circles show the “center” of each biome to de-emphasize exact boundaries between regions.

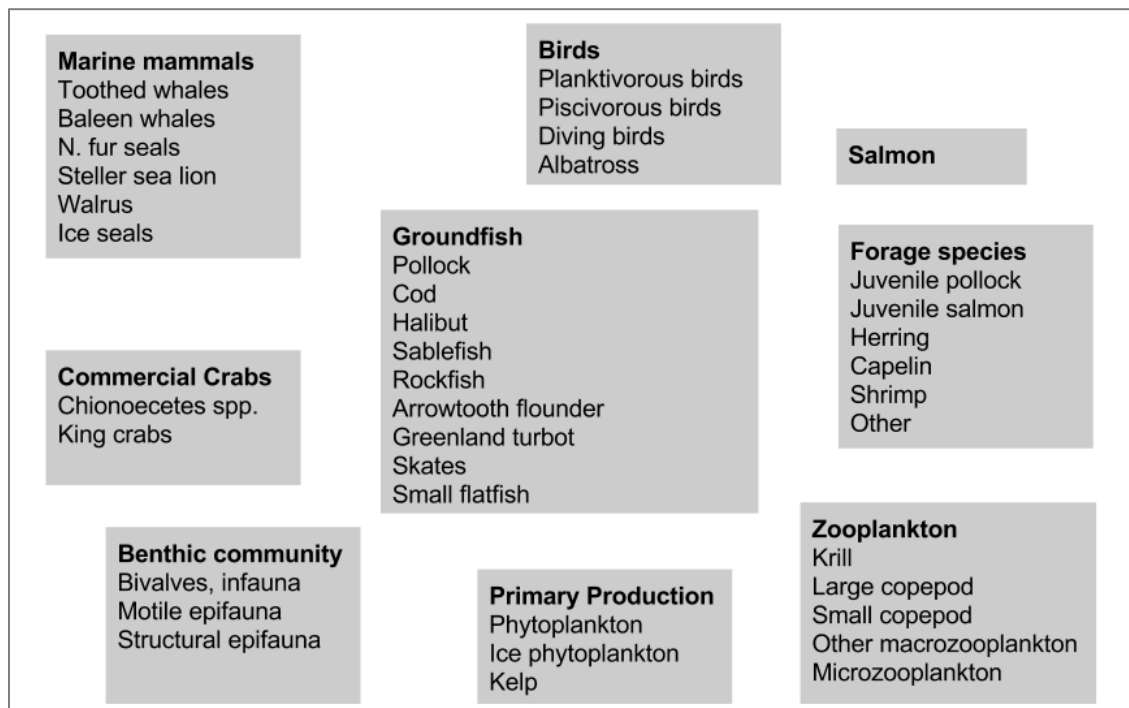
1. Bristol Bay / Inner shelf
2. Norton Sound / Inner shelf
3. Southern middle/outer shelf
4. Northern middle/outer shelf
5. Slope
6. Basin



6.2.2 Species Groupings

The ecological biomes of the Bering Sea are complex and highly productive, with the relatively shallow and broad shelf providing habitat for extensive interplay between benthic and pelagic species. In general, species can be grouped by different metrics depending on the ecological or social context, including grouping by taxonomy, life history, ecology, habitat, feeding habits, human importance, or management system. For the Conceptual Model Action Module (Section 4.2), we have developed non-human species groupings (“guilds”) that combine aspects of all of these elements to describe key interactions within and across biomes. The guilds are as follows (1) Primary Production; (2) Zooplankton; (3) Benthic Community; (4) Forage Species; (5) Groundfish; (6) Commercial Crabs; (7) Salmon; (8) Birds; and (9) Marine Mammals. Major species within each guild in the EBS are shown in Figure 6-6. Through the Action Module, a figure showing relative non-human species distribution within the biome, and detailing critical connections, will be developed for each guild.

Figure 6-6 Dominant non-human species groups with ecological and management importance in the Bering Sea

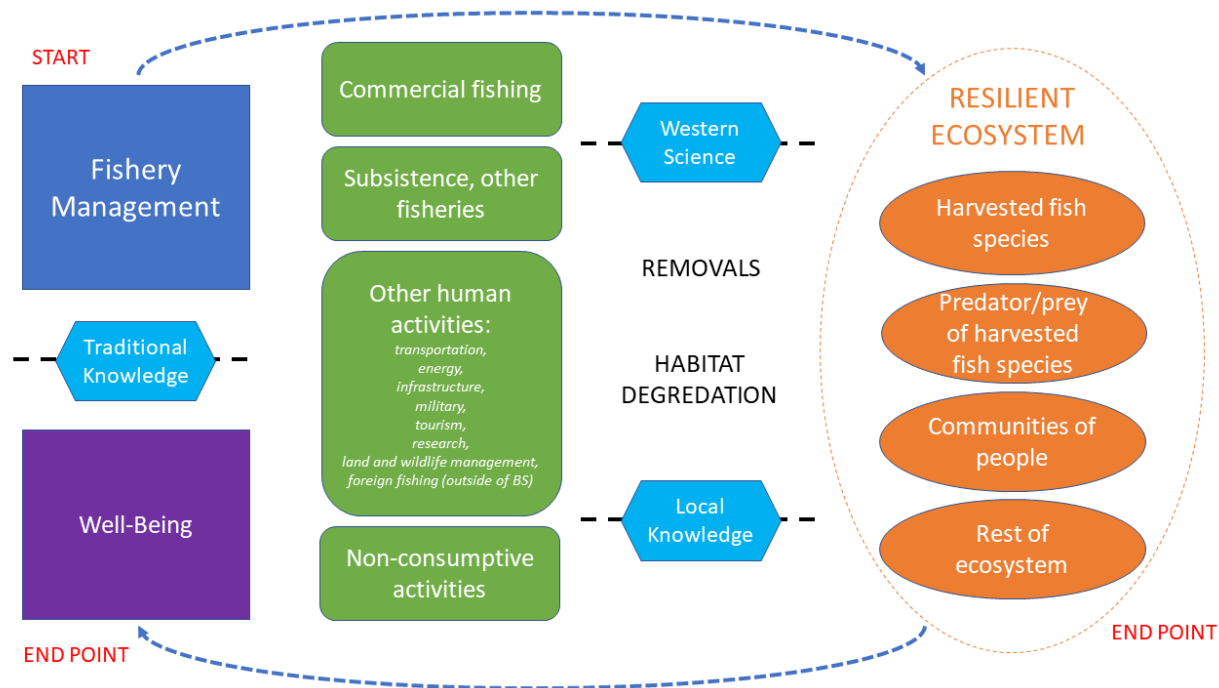


6.3 Bering Sea Human Networks

This section summarizes five key human networks that exist in the Bering Sea ecosystem. This set of examples is not meant to be exhaustive but is meant to act as a starting point for conceptualizing human components within the Bering Sea ecosystem. Human networks have interrelated characteristics. A spatial map of the Bering Sea region provides a starting point for comparing communities active within the Bering Sea ecosystem area; commercial fishing; subsistence activities; local knowledge and traditional knowledge guiding human activities; and other human and non-consumptive activities (Figure 6-7).

Figure 6-7 presents some of the ways that different human networks interact and influence one another in the Bering Sea ecosystem. Overall, this figure is meant to communicate the interrelatedness of all components within the ecosystem. Additionally, it is shown that comprehensive assessment—such as that outlined in the FEP—should not be limited to addressing *some* environmental, economic, and social factors in an ecosystem, but should strive to address the complex and interrelated networks within each of these categories as well.

Figure 6-7 Schematic of the connections between fishery management, human activities, maintaining a healthy ecosystem, and human well-being and culture.



6.3.1 Communities

Within the context of marine resource management, what constitutes a fishing community is complex and has been long debated. The Magnuson Stevens Fishery and Conservation Act (MSA) defines fishing communities as those “substantially dependent on or substantially engaged in the harvest or processing of fishery resources to meet social and economic needs, and includes fishing vessel owners, operators, and crew and United States fish processors that are based in such community.” Within the MSA, National Standard 8 requires conservation and management measures to “take into account the importance of fishery resources to fishing communities in order to: (1) provide for the sustained participation of such communities; and (2) to the extent practicable, minimize adverse economic impacts on such communities” (50 CFP 600.345). Identifying and considering appropriate communities is central to effective marine resource management.

The National Marine Fisheries Service interprets the MSA definition to emphasize the relevance of geographic place. The geographic Bering Sea FEP ecosystem area includes over 80 inhabited coastal⁷ communities in and adjacent to waters where commercial fishing occurs. For the purposes of describing human activity within the Bering Sea, Bering Sea communities were placed in one of three regions: Arctic (including communities from Diomedes south to Koyuk, including those on St. Lawrence Island), Western (encompasses communities from Shaktoolik to Platinum/Security Cove (essentially covering the Yukon and Kuskokwim River regions, and also including the Pribilof Islands and St. Matthews), or Southwest (Togiak to Nikolski, encompassing communities in the Bristol Bay and the Peninsula regions). The communities thus far included are shown in Figure 6-8 and listed in Table 6-1.

⁷ For the purposes of this chapter, communities are considered coastal and within the Bering Sea ecosystem area if they are within 50 miles of the coast.

Figure 6-8 Map of communities within the Bering Sea FEP ecosystem area

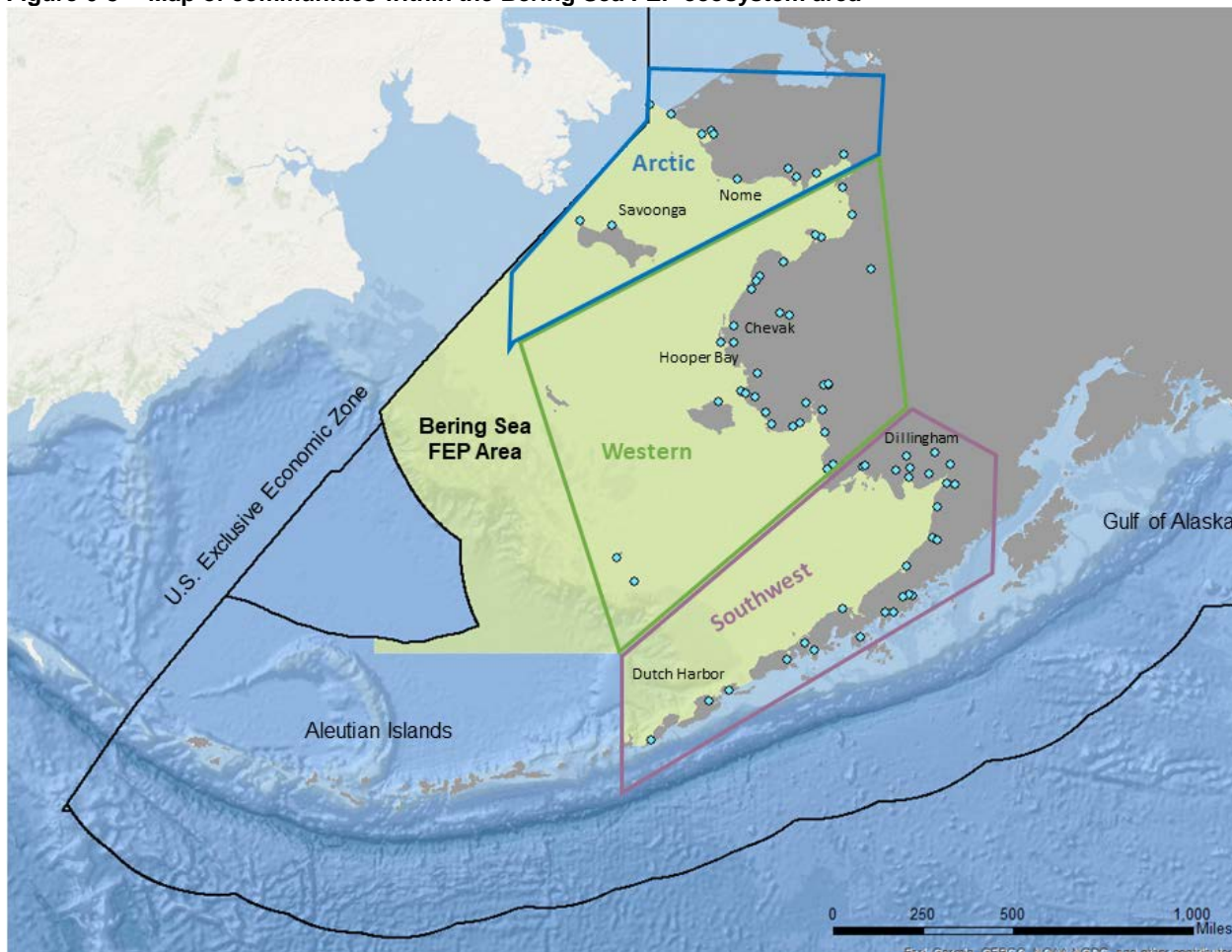


Table 6-1 Bering Sea FEP Communities

| Arctic | Western | Southwest |
|----------------|------------------|-----------------------|
| Brevig Mission | Alakanuk | Akutan |
| Diomede/Inalik | Chefornak | Aleknagik |
| Elim | Chevak | Chignik |
| Gambell | Eek | Chignik Lagoon |
| Golovin | Emmonak | Chignik Lake |
| Koyuk | Goodnews Bay | Clark's Point |
| Nome | Grayling | Cold Bay |
| Port Clarence | Hooper Bay | Dillingham |
| Savoonga | Kipnuk | Egegik |
| Teller | Kongiganak | Ekwok |
| Wales | Kotlik | False pass |
| White Mountain | Kwigillingok | Ivanof Bay |
| | Mekoryuk | King cove |
| | Mountain Village | King Salmon/Savohoski |
| | Napakiak | Levelock |
| | Napaskiak | |
| | Newtok/Metarvik | |
| | Nightmute | Manokotak |
| | Nunam Iqua | Naknek |
| | Oscarville | Nelson Lagoon |
| | Pitkas Point | Nikolski |
| | Platinum | Perryville |
| | Quinhagak | Pilot Point |
| | Scammon Bay | Port Heiden/Meschick |
| | Shaktoolik | Portage Creek |
| | St George | Sand point |
| | St Michael | South Naknek |
| | St Paul | Togiak |
| | Stebbins | Twin Hills |
| | Toksook Bay | Ugashik |
| | Tuntutuliak | Unalaska/Dutch |
| | Tununak | |
| | Unalakleet | |

Many of the Alaskan communities directly involved in the federally-managed fisheries off Alaska are heavily dependent on these fisheries as a key component of a relatively small and undiversified local economy. Additionally, many of the communities heavily dependent on these fisheries are communities that are predominately Alaska Native, while others have drawn a relatively high percentage of non-Alaska Native residents for opportunities in the commercial fishing sector.

Table 6-1 identifies communities from the State of Alaska Community Index⁸ which lie within 50 miles of the Bering Sea FEP area. Although the jurisdiction of the Council ends at the boundary of Federal and State waters, 3nm from shore, the human communities on the map include those extending 50 miles inland for the purposes of understanding and acknowledging human communities that may be impacted by changes in the Bering Sea and decisions surrounding its resources.⁹ Residents of inland communities rely on river networks to the coast to participate in both subsistence harvesting and commercial fishing activities. Pacific salmon is a key component of subsistence and commercial fisheries throughout the region. Some of these communities in the State of Alaska Community Index are currently listed as having a population of zero, or those without census data. Those communities were not included in Figure 6-8 or the list of BS communities in Table 6-1.

While geographic location may be relatively easy to determine, defining “fishing community” solely on geography risks excluding social complexity including social networks valuable to the flow of people, information, goods, and services. Some researchers have expanded “community” to include those areas, resources, and social networks on which people depend (Calhoun et al. 2016, St. Martin and Hall-Arber 2008). Recognizing the shift toward ecosystem-based management within fisheries, Kevin St. Martin and co-authors (2007) have suggested a similar move in fisheries social science, “to emphasize community-level processes, practices, interactions and interdependencies as *starting points* for understanding the relationship between the rich and complex social practice of fishing and marine ecosystems” (Zador and Siddon 2017). For example, Indigenous communities along or near the coast are distinct from non-Indigenous communities in their longstanding connections to subsistence lifestyle and cultural systems (see Section 6.3.3). As fisheries managers and policy makers continue to develop management strategies which directly affect fishing communities, it is essential to advance a greater understanding of the complexity of social systems.

In the context of the annual Ecosystem Status Report (or Ecosystem Considerations Report), (Zador and Siddon 2017), fishing communities were identified by three criteria:

1. Geographical location,
2. Current fishing engagement (commercial, recreational, and subsistence),
3. Historical linkages to subsistence fishing.

There are other communities that are engaged in and dependent upon activities that occur in the Bering Sea ecosystem area. These include upriver communities in Alaska and Canada that rely on fish from the Bering Sea, and fishing ports in other parts of Alaska and the Pacific Northwest that are homeports to vessels that participate in Bering Sea fisheries. Vessel owners and crew often come from outside of the Bering Sea region to participate in commercial fisheries; commercial fishery and subsistence participation is discussed in the following sections.

There are several comprehensive resources available for understanding Alaska fishing communities; a brief summary is provided in Section 9.4.

6.3.2 Commercial fishing

The Bering Sea ecosystem provides fish and other seafood products that are consumed all over the world. Residents of Bering Sea communities as well as those from communities throughout the West coast and United States interact with the Bering Sea ecosystem through federal and state commercial fisheries. As described in Chapter 3, the federal fisheries of Alaska are managed by the Council and NMFS. The largest fishery is the federal groundfish fishery, which primarily targets pollock, cod, and flatfish, along

⁸ <https://www.commerce.alaska.gov/dcra/DCRAExternal/community>

⁹ The 50 miles line is reflective of quota allocations in the Community Development Quota program (see also Section 6.3.2).

with some rockfish and other species. State-managed commercial fisheries in the Bering Sea include salmon fisheries, as well as nearshore groundfish, herring, octopus and squid fisheries. The Council has joint management agreements with the State of Alaska for the federal crab and scallop fisheries. The Council also has jurisdiction over the Bering Sea halibut fishery, with the International Pacific Halibut Commission (IPHC); the IPHC oversees the biological management of halibut throughout its range in the U.S. and Canada, while the Council and NMFS oversee the allocative management of halibut within EEZ waters off Alaska.

This section provides information on commercial fishing catch in the Bering Sea, including the vessels and processors currently participating in these fisheries. NOAA commonly uses quantitative indices to describe participation in Federal commercial fisheries including, but not limited to, reliance and engagement.¹⁰ Commercial fishing *reliance* measures the presence of commercial fishing in relation to the population of a community through fishing activity. Commercial fishing *engagement* measures the presence of commercial fishing through fishing activity as shown through permits and vessel landings. In the Bering Sea, existing data gaps¹¹ in crew and processing labor data make meaningful indices of participation like reliance or engagement unreliable. For this reason, participation by communities in the commercial Bering Sea fisheries is not described quantitatively in this chapter.

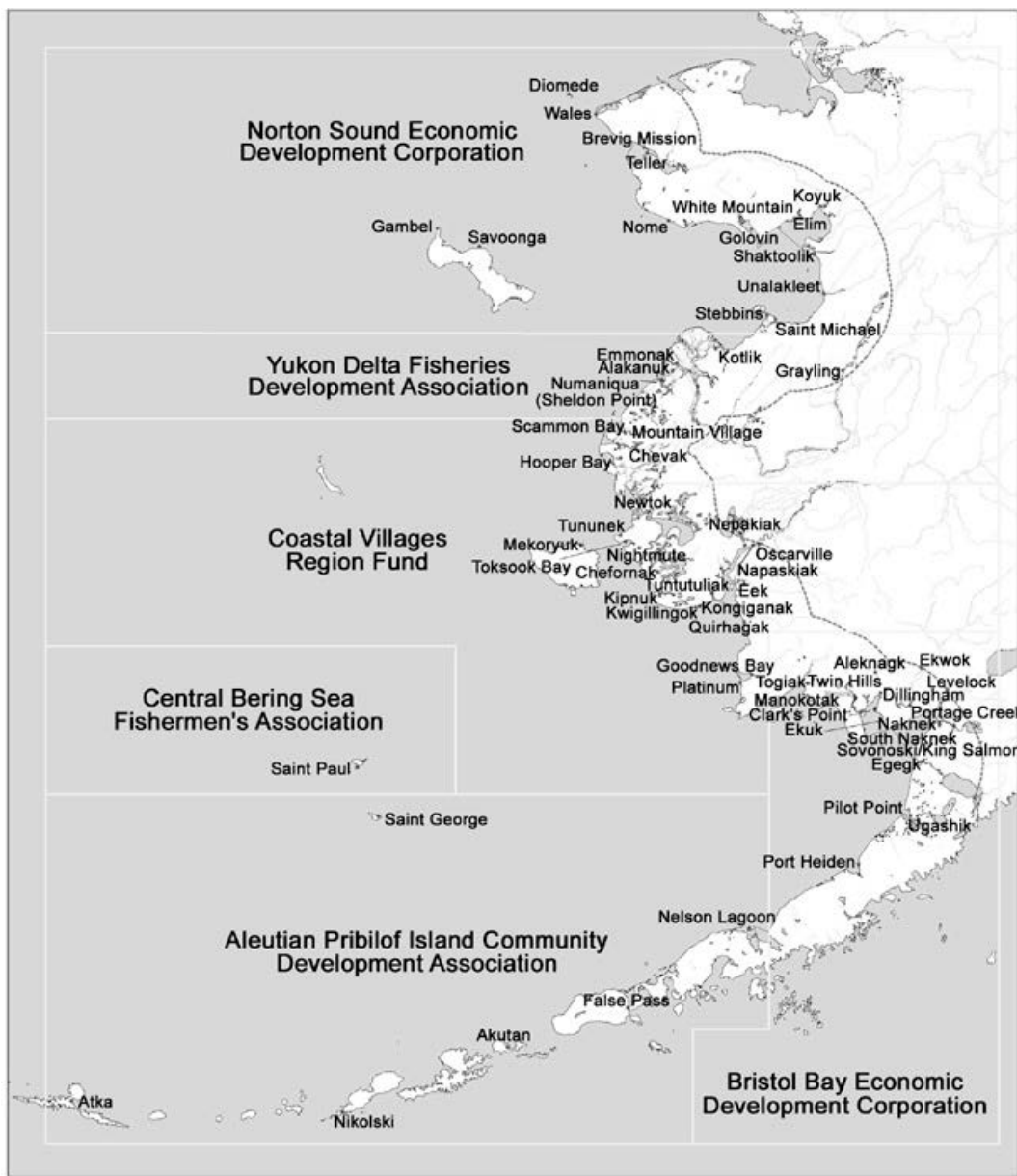
From a qualitative standpoint, it is known that Bering Sea community economies are dependent on commercial fisheries and participation in federal and state commercial fisheries varies by community and by fishery. For example, some Bering Sea communities may not be heavily engaged in federal fisheries, yet are quite reliant on state fisheries, such as salmon. One example of participation in Federal fisheries is the Western Alaska Community Development Quota (CDQ) program (see Figure 6-9 for map of CDQ groups and communities). The CDQ program provides western Alaska communities an opportunity to participate in the BSAI fisheries that had been foreclosed to them because of the high capital investment needed to enter the fishery. The CDQ Program allocates a percentage of all Bering Sea and Aleutian Islands quotas for groundfish, prohibited species, halibut, and crab to eligible communities.¹² The Council expects that Bering Sea community residents are involved in multiple commercial fisheries, and that this diversification of participation may be related to the diversity in Bering Sea ecology, the remoteness of Bering Sea communities, and lack of access to other economic means.

¹⁰ <https://www.st.nmfs.noaa.gov/humandimensions/social-indicators/ind-categories>

¹¹ See pages 2-3, in: <http://npfmc.legistar.com/gateway.aspx?M=F&ID=93b24773-f5d5-4524-9b5d-0bbb6c052d81.pdf>; and page 168, in: https://www.npfmc.org/wp-content/PDFdocuments/halibut/IFQProgramReview_417.pdf

¹² The purpose of the CDQ Program is to (i) to provide eligible western Alaska villages with the opportunity to participate and invest in fisheries in the Bering Sea and Aleutian Islands Management Area; (ii) to support economic development in western Alaska; (iii) to alleviate poverty and provide economic and social benefits for residents of western Alaska; and (iv) to achieve sustainable and diversified local economies in western Alaska.

Figure 6-9 Western Alaska CDQ groups and eligible communities



The following series of graphics (Figure 6-10 through Figure 6-13) provide information on commercial fishing harvest in the Bering Sea, the species composition of landings, and how this catch represents a valuable portion of Alaska’s seafood products and its relation to global seafood markets. Additionally, these graphics also illustrate differences in participation in the harvesting and processing sectors of various fisheries, and how different geographic regions, both within the Bering Sea region as well as outside, contribute to these sectors.

Much of this information is included annually in the Economic SAFEs, and in periodic Economic Value of Alaska’s Seafood Industry reports commissioned by the Alaska seafood marketing Institute (e.g., McDowell 2017). Data in the SAFE documents are, however, generally displayed to include BSAI fisheries together, rather than the Bering Sea region on its own. The graphics that follow (Figure 6-10 through Figure 6-13) present Bering Sea FEP area-specific commercial fisheries information. Confidentiality requirements prevent a full disclosure of the details of much of this information.

Figure 6-10 Fishery species caught and processed in the Bering Sea in 2017

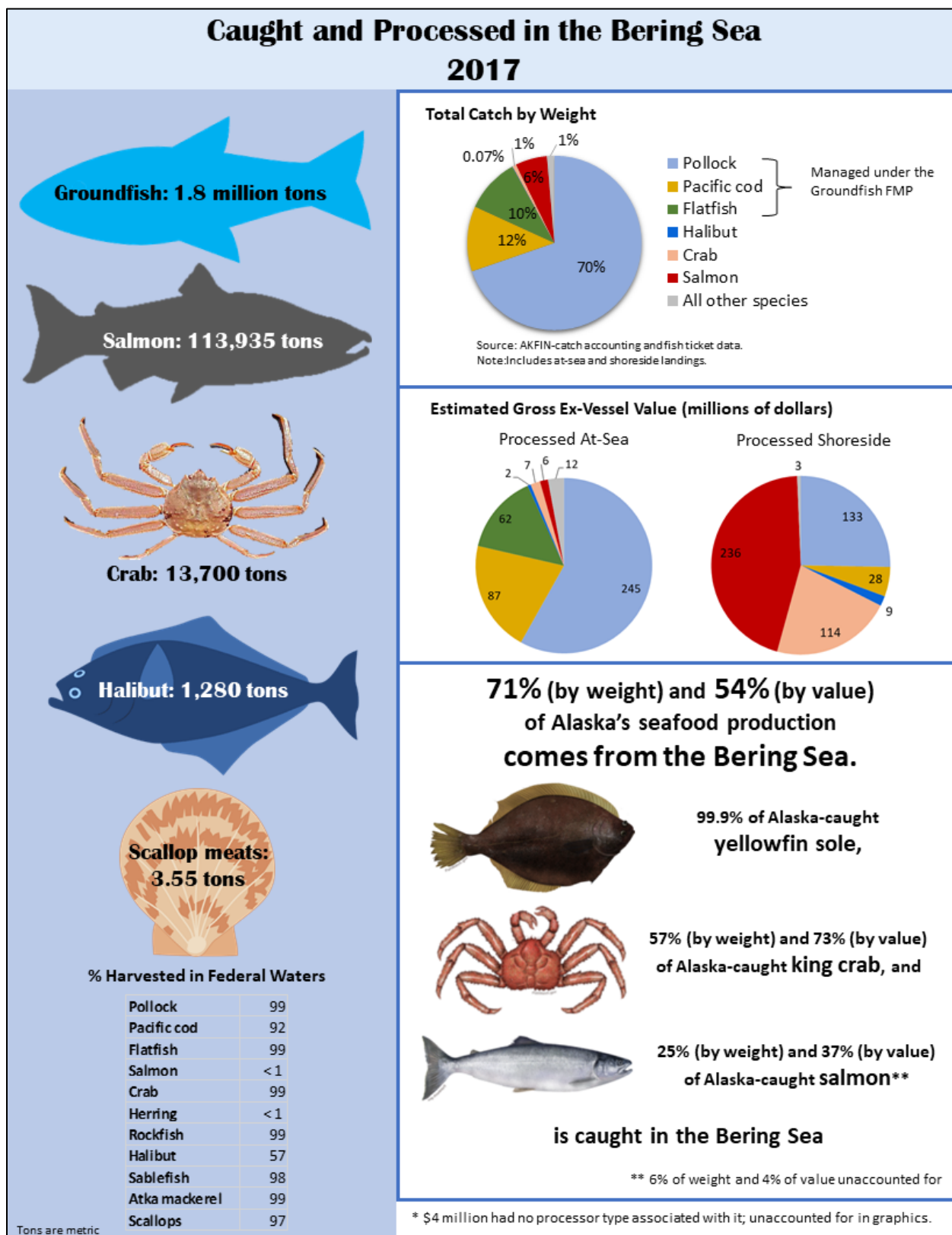


Figure 6-11 Commercial fishing in the Bering Sea by gear type, 2013-2017

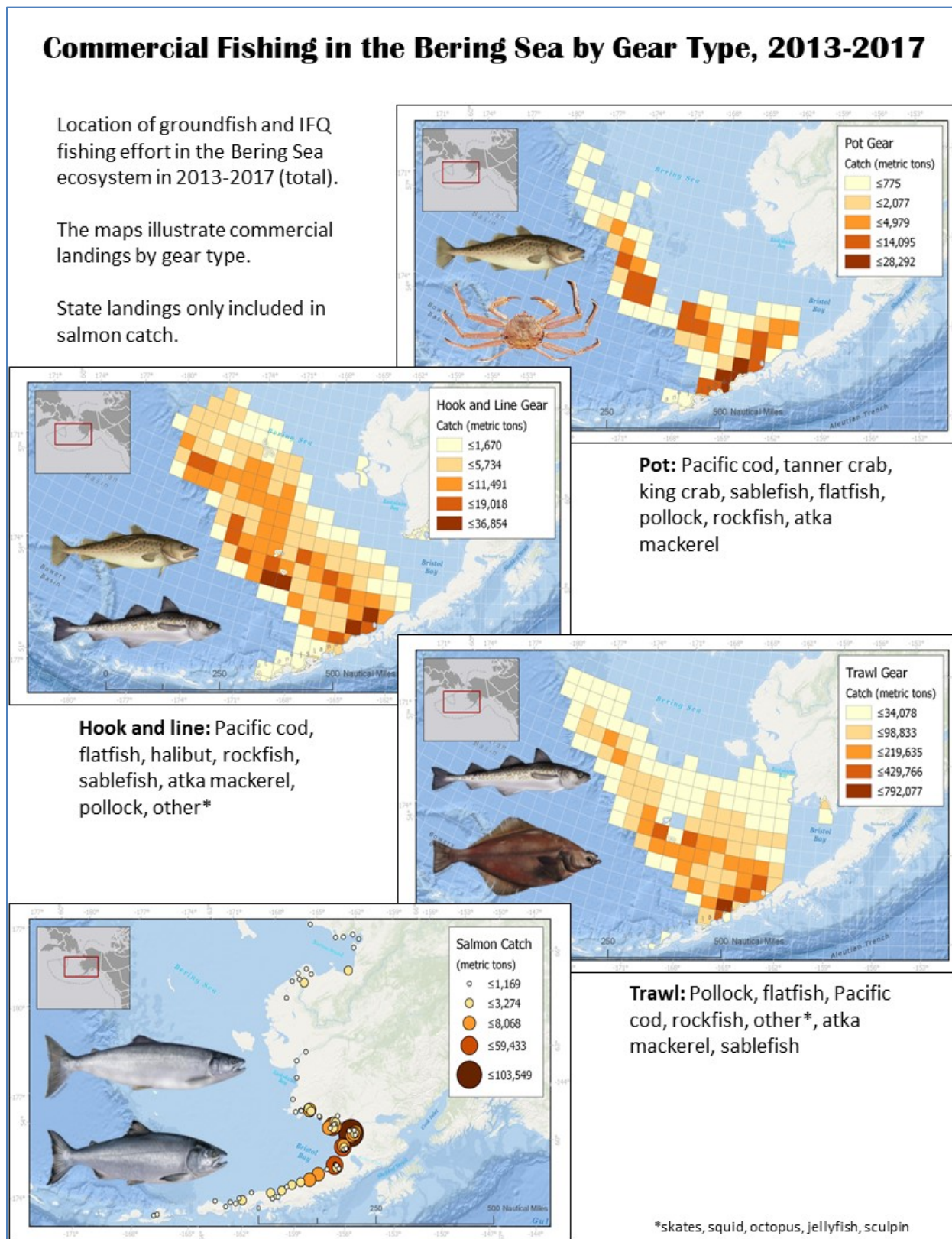


Figure 6-12 Vessels and processors participating in commercial Bering Sea fisheries

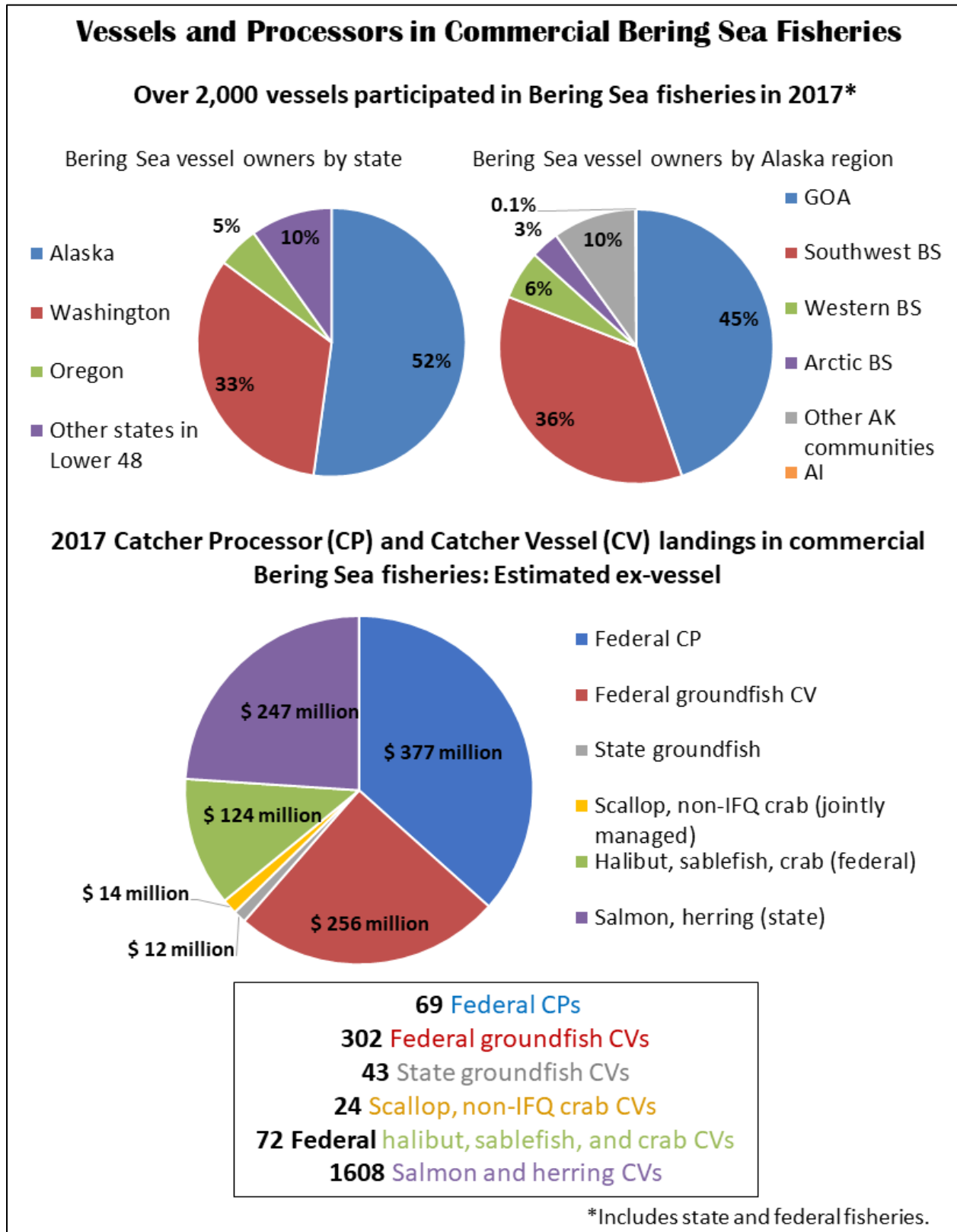


Figure 6-12 (continued) Vessels and processors participating in commercial Bering Sea fisheries

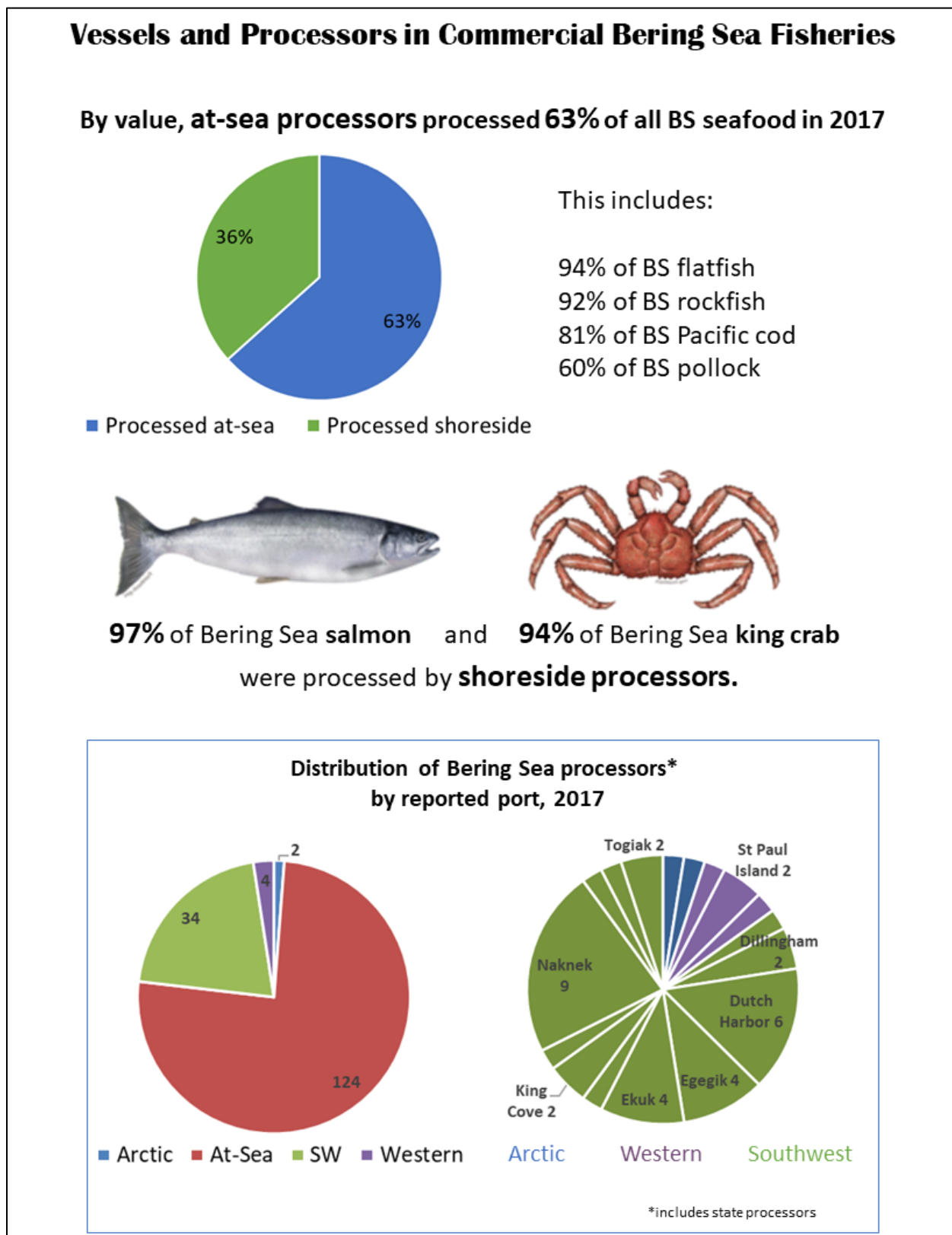


Figure 6-13 Export of Bering Sea seafood

Where are Bering Sea seafood exports going?

Bering Sea seafood commodities are exported all over the world with markets that include Canada, China, Japan, Korea, and many other countries. For example, Europe imports pollock fillets and king crab while Canada imports king crab and sockeye salmon. A complication is that some U.S. trade partners such as China, Japan, and Korea, re-export seafood products back home, but presently, U.S. trade data do not report country of origin for imported seafood commodities.

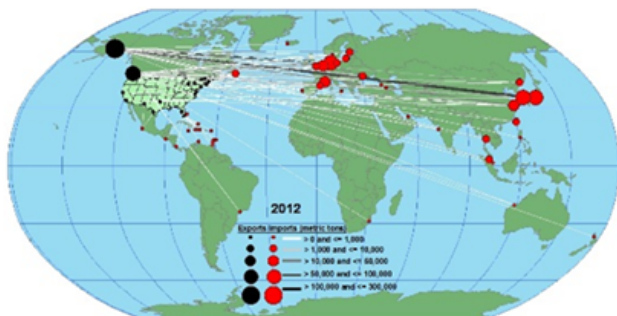
McDowell Group’s [Alaska seafood exports Tableau profile](#) includes an interactive map of where Alaska’s seafood is exported. The maps can be displayed by species group, species, and year.

Alaska’s seafood exports in 2011:

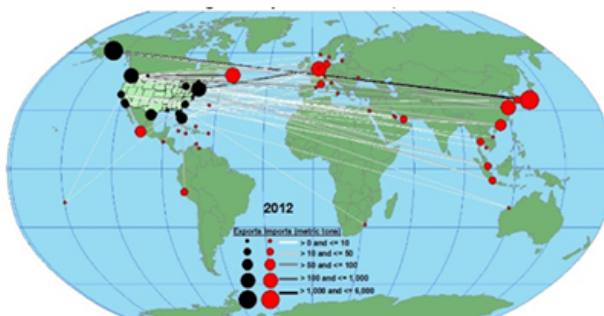


Alaska Department of Commerce, Community, and Economic Development

U.S. walleye pollock exports, 2012



U.S. King crab exports, 2012



Black disks represent U.S. customs districts and red disks represent importing countries.

Source: U.S. Merchandise Trade Statistics, GIS: Alaska Fisheries Science Center (Michael.Dalton@noaa.gov)

6.3.3 Subsistence activities

There are various definitions of subsistence which exist, and people may refer to any one of them in a given context (e.g., the legal definitions of subsistence are relevant to people's activities). Subsistence uses of wild resources is defined in Alaska state law as:

*noncommercial, customary and traditional uses for a variety of purposes. These include: Direct personal or family consumption as food, shelter, fuel, clothing, tools, or transportation, for the making and selling of handicraft articles out of nonedible by-products of fish and wildlife resources taken for personal or family consumption, and for the customary trade, barter, or sharing for personal or family consumption (AS 16.05.940[32]).*¹³

NOAA defines subsistence fishing in comparison with commercial or recreational fishing:

Commercial – catching and marketing fish and shellfish for profit.

Recreational – fishing for sport or pleasure.

*Subsistence – fishing for personal, family, and community consumption or sharing.*¹⁴

Subsistence is also a concept often used by Indigenous people of the region to refer a wide variety of activities from hunting, fishing, gathering of foods, to the gathering of firewood, bones, drinking water, and other interactions with the environment that lead to food security and well-being:

By the term “subsistence,” the authors employ the senses commonly used by Indigenous residents of this region (as opposed to, for example, the State of Alaska's understanding). The Indigenous perspective on subsistence encompasses hunting and gathering related activities which have a deep connection to history, culture, and tradition, and which are primarily understood to be separate from commercial activities. (Raymond-Yakoubian et al. 2017: 133; and Kawerak, Inc. Social Science Program 2017).

Subsistence in terms of food security is a way of life for many rural residents to meet their needs for nutrition, personal, family, and community wellbeing, as well as spiritual and ritual ties to the land and animals, fish, and birds they harvest (Holen et al. 2017:90). The subsistence way of life continues strong traditions governing human-animal relations. The subsistence way of life includes both cultural characteristics and pragmatic aspects of food security (Holen et al. 2017:90). Food security allows for Inuit in the northern Bering Sea to:

Obtain, process, store and consume sufficient amounts of healthy and nutritious preferred food – foods physically and spiritually craved and needed from the land, air and water, which provide for families and future generations through the practice of Inuit customs and spirituality, languages, knowledge, policies, management, practices and self-governance. It includes the responsibility and ability to pass on knowledge to younger generations, the taste of traditional foods rooted in place and season, knowledge of how to safely obtain and prepare traditional foods for medicinal use, clothing, housing, nutrients and, overall, how to be within one's environment (ICC 2015:5).

Similar sentiments have been expressed regarding this topic in non-Inuit areas of the Bering Sea, though formal definitions for food security have not been developed in all these other areas. Subsistence is centrally important to culture and is a key priority for rural Indigenous communities. Subsistence activities are highly informed by TK and are connected to healthy, protected ecosystems. Subsistence is a crucial part of identity and social structure and is related to key cosmological principals. Subsistence is

¹³ <http://www.adfg.alaska.gov/index.cfm?adfg=fishingSubsistence.main> Retrieved June 22, 2018.

¹⁴ <https://www.fisheries.noaa.gov/insight/fisheries-management-united-states> Retrieved June 22, 2018.

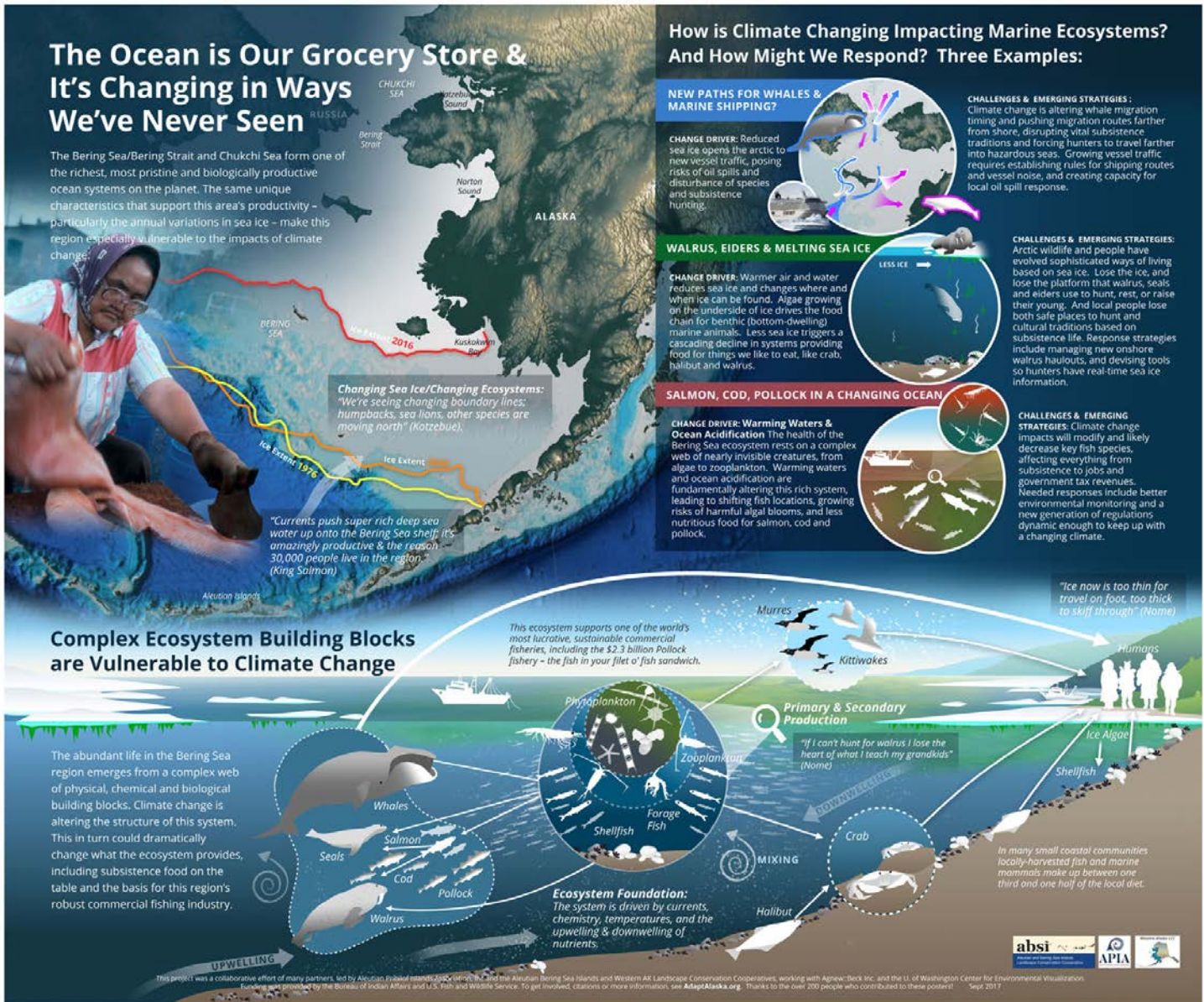
informed by values (e.g., sharing, not wasting, etc.) and entails important forms of natural resource management. Subsistence is closely related to food security, though it is not synonymous with it.¹⁵ In sum, subsistence is connected to TK as well as to all kinds of human-animal and human-environment relationships (e.g., intergenerational relationships; intra- and inter-community relationships; relationships to place and personal or collective identity; rules for being in and with the environment; and, much more).¹⁶

In 2016, a partnership of organizations led by the Aleutian Bering Sea Islands and Western AK Landscape Conservation Cooperatives and the Aleutian Pribilof Islands Association held a series of coastal resilience and adaptation workshops in western Alaska and the Aleutian Islands, which involved over 200 stakeholders in discussions about how the environment is changing, and how communities can adapt. Using the feedback and input from these workshops, in 2017 they developed two posters to visually describe the importance of subsistence (Figure 6-14) and communities' connection to the ocean (Figure 6-15). The posters are a result of four workshops held with residents in the Bering Sea region who participated in Nome, King Salmon, Unalaska, and Kotzebue. Residents of small communities converged in these four hub communities to participate in the workshops. As part of the workshops the over 200 participants reviewed draft posters created by the organizers, added their own content, and directed what the posters would cover.

¹⁵ The definition of 'food security' can be found in ICC Alaska's 2015 food security report. This report also discusses the many components of food security and drivers of food in/security.

¹⁶ Raymond-Yakoubian and Raymond-Yakoubian 2017; Moncrieff and Bue 2010; Moncrieff and Bue 2012; Moncrieff and Klein 2009; Raymond-Yakoubian 2013; Raymond-Yakoubian and Raymond-Yakoubian 2015; Kawerak 2013a; Kawerak 2013b; Oceana and Kawerak 2014; ICC 2015; Gadamus 2013; Raymond-Yakoubian and Raymond-Yakoubian 2015; Raymond-Yakoubian 2013; Durkalec et al. 2015; Gadamus 2013; Gamble et al. 2016; Gadamus and Raymond-Yakoubian 2015; Raymond-Yakoubian et al. 2014; ICC 2015; UNESCO 2018; Magdanz et al. 2007; Thornton 1998; Thornton 2001; Cunsolo Willox et al. 2013; Raymond-Yakoubian 2013; Gadamus and Raymond-Yakoubian 2015; ICC 2015; Oceana and Kawerak 2014; Raymond-Yakoubian and Raymond-Yakoubian 2015; Raymond-Yakoubian 2013; Gadamus and Raymond-Yakoubian 2015; Audubon Alaska et al. 2017; see the Kawerak White Paper for a discussion of this;

Figure 6-15 Poster outlining the relevance and meaning of climate change in coastal Alaska communities.



Source: <http://adaptalaska.org/poster-ocean/>

Harvest and use of wild resources in coastal communities in the Bering Sea is diverse across the region, as well as between neighboring communities. Subsistence data has been compiled for three areas of Bering Sea: the Arctic, which is the north slope of Alaska to Norton Sound; Western, which mainly comprises Yukon and Kuskokwim River area communities; and Southwest, which is Bristol Bay, the Alaska Peninsula and the Aleutian Islands (Figure 6-16). These areas are defined by ADF&G management areas. Figure 6-16 displays subsistence harvest areas noted as used by residents of 26 communities in the Bering Sea. Use areas in Figure 6-16 have been generalized to protect the private information shared by individual harvesters, but this figure demonstrates the massive spatial extent of subsistence activities throughout the region. Subsistence harvests cover nearly all of the nearshore environment (and further offshore areas used for marine mammal harvests). This means that subsistence use is potentially impacted by all Council decisions that may impact the coastline(s) in the Bering Sea region.

Maps in Appendix B show the generalized locations of harvest split into groupings by species assemblages across coastal communities in the three illustrated regions of the Bering Sea (Arctic, Western, and Southwest) as well as describing the methodology for compiling the data. The data used on these maps to show a generalized harvest and use area is available at the individual species level in reports cited in Appendix B. All data has been reviewed by the participating communities for approval to be released as noted in the methodology sections of the cited reports that cover the 26 communities.

Figure 6-16 Subsistence harvest areas noted as used by residents of 26 communities in the Bering Sea. Pink circles denote community locations. Gray circles and blue-gray dashed lines denote harvest and search areas, respectively.

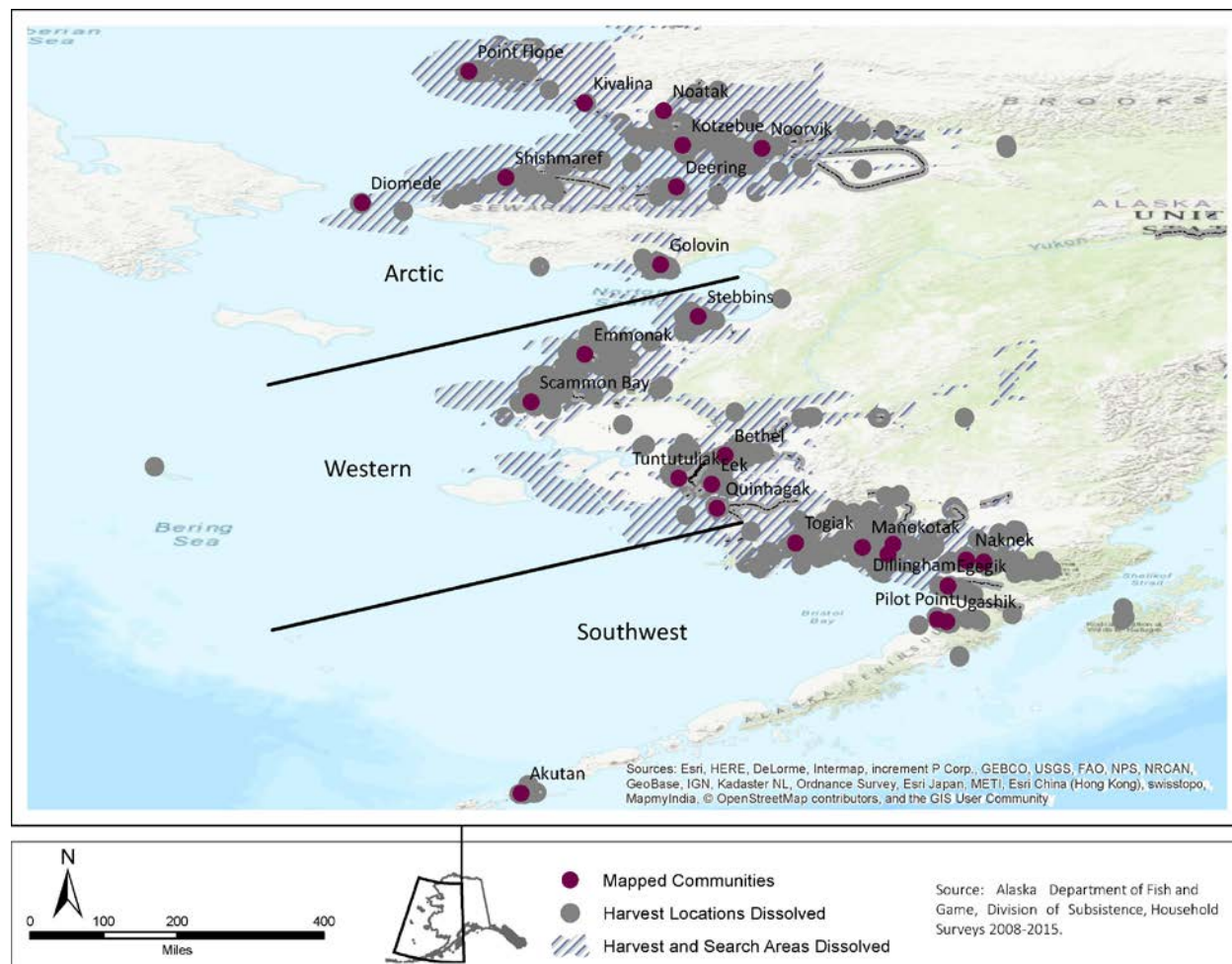
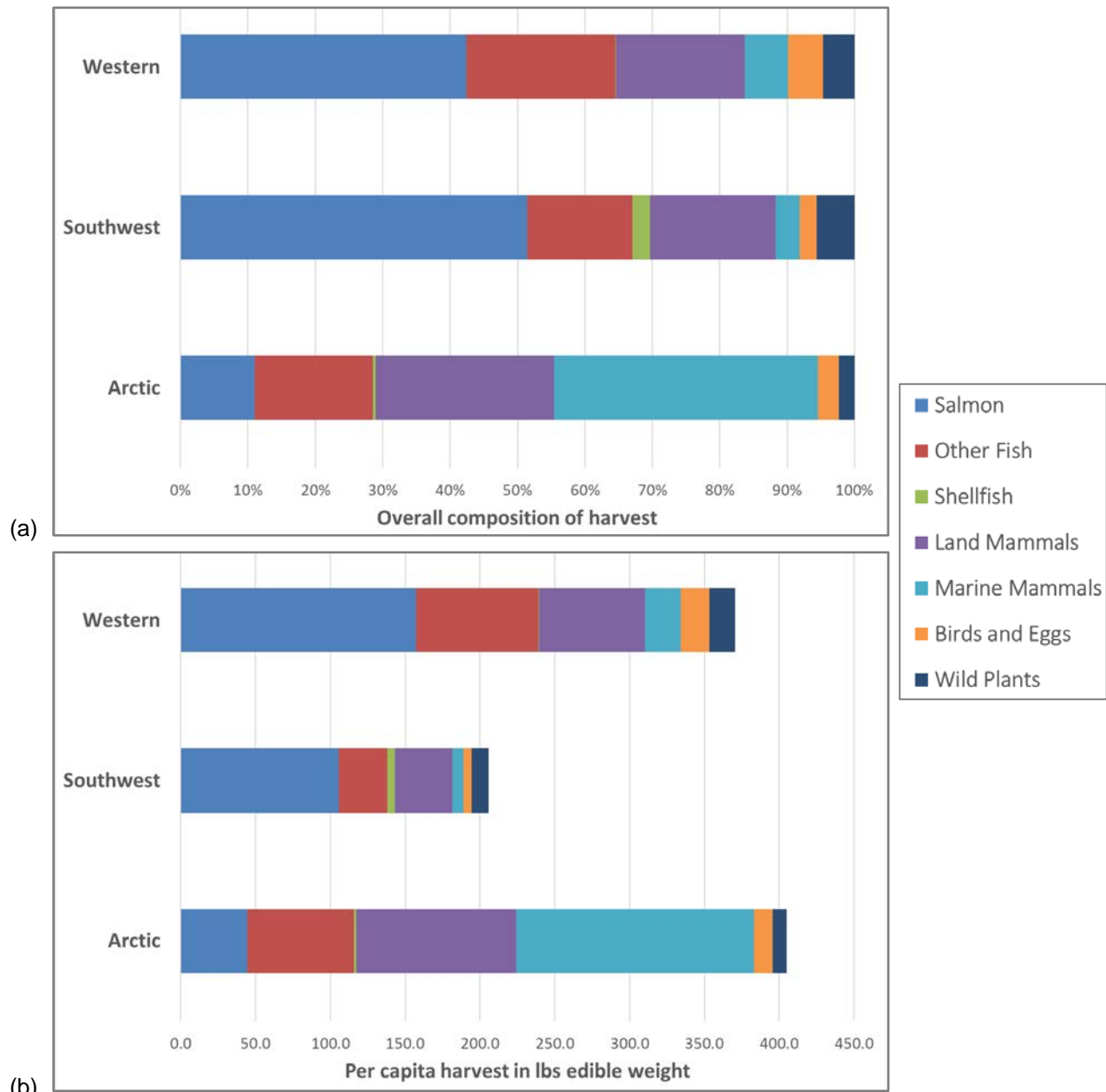


Figure 6-17(a) shows the overall composition of harvest (based on pounds edible weight) for these areas, while Figure 6-17(b) shows the same composition in terms of overall per capita harvest of pounds edible weight. In Southwest Alaska for example, in pounds edible weight, salmon make up 51% of the harvest, while in the Arctic the largest source of protein comes from marine mammals at 39% of the harvest in pounds of edible weight (Fall 2016). Although types of marine mammals vary between the regions, harbor seals dominate in Southwest and Western Alaska, while in the Arctic there is greater diversity including ringed seals, bowhead whales, and walrus. Land mammals vary greatly by region and include caribou, moose (especially in Southwest Alaska), black bear, and small edible furbearers such as rabbits and hare. The “other fish” category is quite diverse and includes resident marine and freshwater fish. Birds and eggs harvested include both resident upland game birds such as ptarmigan and grouse, migratory waterfowl, and eggs (especially sea gull eggs, which are highly sought after especially by people in Southwest and western Alaska). Wild plants, although not a high percentage overall represent a

high degree of effort and include berries, mushrooms where available, and plants commonly eaten or used for medicinal reasons.

The Arctic area has the highest per capita harvest of wild foods at 405 lbs per person, while Western Alaska communities have an average harvest of 370 lbs per person, and Southwest Alaska an average harvest of 205 lbs per person (Figure 6-17(b)). Both Southwest and Western Alaska harvests (Figure 6-17(a)), are mainly comprised of fisheries resources.

Figure 6-17 Subsistence harvest composition in 2014 in the western, southwestern, and Arctic coastal areas of the Bering Sea, in terms of (a) overall composition and (b) composition in terms of overall per capita harvest in pounds.



Source: Adapted from Fall (2016) by D. Holen.

There is a broader diversity of resources harvested in Western Alaska, and in the Arctic marine mammals are dominant in the diet. Of the recommended daily allowance of protein, residents of the Arctic region receive 259%, Western Alaska 237%, and 131% in Southwest Alaska from locally harvested wild sources (Fall 2016). There is also a correlation between commercial fishing and the subsistence way of life. A household's wild food harvest increases by 125.8% if the household is also involved in commercial fishing (Wolfe et al. 2010).

6.3.4 Local Knowledge and Traditional Knowledge

The Council intends to become more comprehensive in managing the Bering Sea ecosystem through explicitly valuing Local Knowledge (LK) and Traditional Knowledge (TK). Valuing LK and TK can take multiple forms, through integrating LK and TK into decisions made regarding fisheries management processes. Over the past few decades empirical observations provided from LK and TK to understand marine systems, especially related to changes occurring in habitat, species, and livelihoods at small local scales, have been increasingly recognized by researchers (Thornton et al. 2012). This provides an opportunity for local residents who live on the land, or those that work on the water, to be included in research and management decisions for resources on which their livelihoods depend.

Recent academic work has identified evaluative criteria for how best available social science—especially qualitative social science—might be incorporated into the Council process alongside other forms of best available science (Huntington, 2013; Charnley et al., 2017; Raymond-Yakoubian et al., 2017). “These studies caution against simple, extractive approaches and show how deeper-level ethnographic, participatory, and iterative methods can lead to more ethical, respectful, and constructive engagement” with knowledge holders and communities (Thornton et al. 2012). Qualitative social science “does not seek a single or generalizable truth, but rather uncover[s] multiple perspectives and interpretations” of the world (Charnley et al., 2017). Social science can take many forms, including methods that utilize the ecological knowledge of Indigenous people and fishermen or coastal residents. Traditional and local ecological knowledge (TEK and LEK) is:

not an information source of last resort when others are limited; traditional and local ecological knowledge can provide a rich source of scientific information to consider in any best available natural or social science effort. When attempting to include TEK and LEK as a source of BASS [best available social science], it is important to recognize that some TEK and LEK is sacred or proprietary; and, that use and engagement with TEK or LEK and its knowledge holders should follow established local protocols for free, prior, and informed consent (c.f. Harding et al., 2012; Williams and Hardison, 2013). (Quotation source: Charnley et al., 2017)

LK is intrinsically rooted in a locale, while TK is not necessarily constrained to a single place. At the same time, commonly, LK and TK can provide fine-scale ecosystem observations that are unobtainable by larger scale scientific efforts. As a form of best available social science, fine-scale LK and TK can be used alone or results may be combined with large scale scientific efforts to paint a more complete picture of the ecosystem than either type of information produces on its own. Actively seeking out LK and TK from local residents, Tribes, fishing vessel captains, crew, processors, and others in structured, systematic ways may prove critical in understanding and reacting to shifting ecosystem characteristics over time (e.g., resulting from climate change). Actively seeking LK and TK also creates a dialogue between researchers and communities to answer sometimes complex research questions that are meaningful to residents of the region.

LK and TK are not limited to use with science, but also comprise knowledge systems that operate independently from Western science, and especially in the case of TK include best practices and rules about how to live within and engage with the natural world on which livelihoods depend. LK and TK can interface with science by providing narrative histories of ecosystems and species and can “refine research questions and suggest multiple plausible solutions” (Bart 2006: 546 in Thornton et al. 2012). Local

residents want to participate in discussions on the resources and ecosystems on which their livelihoods depend, share their knowledge about the biological, physical, cultural, and spiritual worlds in which they inhabit and engage with, and participate in ensuring the continuity of their way of life for future generations (ICC 2015:7).

Implications for Council Management Strategies

Benefits of including LK and TK of the marine environment for research, management, and policy include better understanding of changes occurring at a number of levels in the Bering Sea and better inclusion of local and Indigenous voices in decision making. Steps for improvement by the Council could include “1) stronger recognition of the relationship between marine biodiversity and the cultural diversity among maritime peoples; 2) acknowledgement of threats and stresses to marine LK, TK, and sustainable livelihoods by historical and contemporary commercial harvesting, development, and environmental change in coastal zones and seascapes; and, 3) the nurturing of traditional and collaborative stewardship systems to protect, restore, and enhance the productivity, diversity, and resilience of critical marine ecosystems that support sustainable maritime cultures.” (Thornton et al. 2012).

With the understanding that LK and TK may not be relevant in every ecological research and management activity, LK and TK will be “promoted on [their] merits, scrutinized as other information is scrutinized, and applied in those instances where it makes a difference in the quality of research, the effectiveness of management, and the involvement of resource users in decisions that affect them” (Huntington, 2000).

The intent of the Bering Sea FEP is for LK and TK to be incorporated into the Council decision-making process *from the beginning* through meaningful collaboration with local and Indigenous peoples who reside and/or work in the Bering Sea region. LK and TK will not simply be integrated *into* Western science, as it currently exists in the Council process. Instead, to the extent practicable, space will be made for LK and TK to influence the decision-making process in forms that LK and TK knowledge holders feel are appropriate and relevant.

NMFS has a responsibility for government-to-government consultation with Tribal governments, and the NMFS Alaska Regional Office conducts formal consultation with Federally-recognized Tribes¹⁷ in the Bering Sea region and share that information with the Council. Council staff are encouraged to develop collaborative relationships with bearers of LK and TK, through communications with Tribal governments, community organizations, Alaska Native organizations, fisheries organizations, individuals, and others, as well as through reviews of existing literature pertaining to LK and TK in the Bering Sea region.

An initial consideration of best practices for how LK and TK may be gathered, communicated, and considered *from the beginning* of the Council decision-making process is outlined in the preliminary study plan for Action Module 4, in Appendix B. Emphasis is placed on developing appropriate ways to build relationships between LK and TK knowledge holders and Council members, Council staff, and other groups (e.g., the SSC, AP), at all levels of the Council process. Short- and medium-term perspectives may be developed that focus on making space for LK and TK in the existing management process. Medium and long-term perspectives may be developed that focus on ways for LK and TK knowledge holders to inform the evolution of Federal fisheries management in the North Pacific, to increasingly reflect the standards of EBFM.

¹⁷ Politically sovereign Federally-recognized Tribes within the Bering Sea region can be identified for consultation, from the list at → <https://www.bia.gov/regional-offices/alaska/Tribes-served>.

Recent work by Indigenous leaders and Western scientists in Alaska develops a conceptual framework for carrying out Co-Production of Knowledge (CPK; Behe, Daniel, and Raymond-Yakoubian, 2018). CPK is a process for bringing together knowledge-holders from different systems. The CPK conceptual framework is focused on bringing together TK knowledge systems with LK and Western science through an equitable process that strengthens partnerships between these different knowledge systems. CPK will be approached as a potential method for carrying out Bering Sea FEP objectives focused on bringing together LK, TK, and Western science for evidence-based decision making and policy.

6.3.5 Other human and non-consumptive activities

Some human and non-consumptive activities are detailed below. This list is not meant to be exhaustive, but instead it is meant to highlight and summarize a broad spectrum of human and non-consumptive activities.

Recreational fisheries

Recreational fisheries are currently not a significant factor in the Bering Sea ecosystem, due to the relative remoteness of the ports. Most recreational fishing occurs nearshore, and less than 1% of all halibut removals were those recreationally caught in the Bering Sea (IPHC 2017).

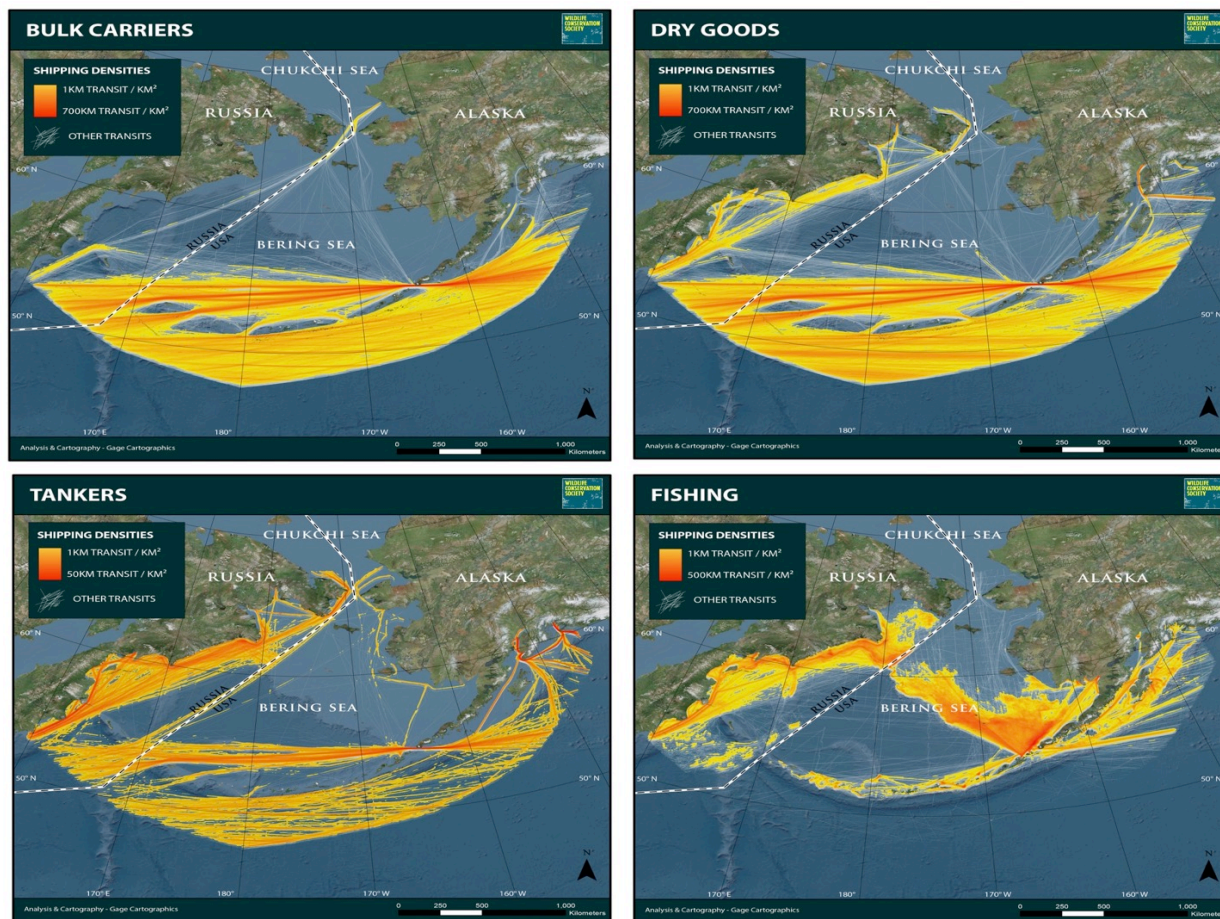
Transportation

Vessels that travel through the Bering Sea include cargo ships (bulk carriers, container ships), fishing vessels, government vessels (research, U.S. Coast Guard), passenger vessels (cruise ships), tankers, tugs, and barges. Bering Sea shipping is dominated by traffic through the Aleutian Islands between North America and East Asia, particularly during the summer and fall. The North Pacific Great Circle Route enters the southern Bering Sea at Unimak Pass, in the eastern Aleutian Islands (Figure 6-18). Only a small portion of this route traverses the BS FEP area, however, the vessel traffic in the area is significant; each year, several thousand deep-draft vessels such as bulk carriers and tankers travel this route between the United States and major ports in Asia (Nuka Research and Planning Group, LLC 2014).

Shipping and transportation in the Bering Sea region creates an overlap between human and animal communities in the region and the noise, air emissions, and waste associated with increased vessel activities. It also increases the potential for marine mammals strikes or spills of oil or other hazardous substances (Nuka Research and Planning Group 2016). Vessel traffic is dominated by fishing vessels and vessels serving communities and industrial activity in the Bering Sea area (Nuka Research and Planning Group, LLC 2016). Commercial fishing vessels operate in the southern Bering Sea year-round, traveling back and forth from fishing grounds to ports and processing plants. Cargo ships and containerships carry processed seafood to global markets throughout the region. Tankers, cargo ships, and barges carry goods and materials to communities in western Alaska. The hub port of Nome receives fuel deliveries from barges for transport to outlying communities. The Arctic Marine Shipping Assessment found that community supply activity, primarily by tug/barge combinations in the Bering Sea region, is likely to grow as populations increase in the Arctic (Arctic Council 2009). Figure 6-19 depicts cumulative vessel tracks in the Bering Strait region from 2013-2015 by vessel type¹⁸.

¹⁸ The dataset included Automatic Identification System (AIS) data from 532 unique vessels operating for a total of 18,321 days in the area. Due to the extensive use of barges to serve ports on the U.S. side, tugs are far more prevalent there than in Russian waters. Similarly, fishing vessels are more common on the Russian side where there is less sea ice coverage and different fishing rules. Note that barges are not required to carry AIS transmitters, but most of the tugs that move them do.

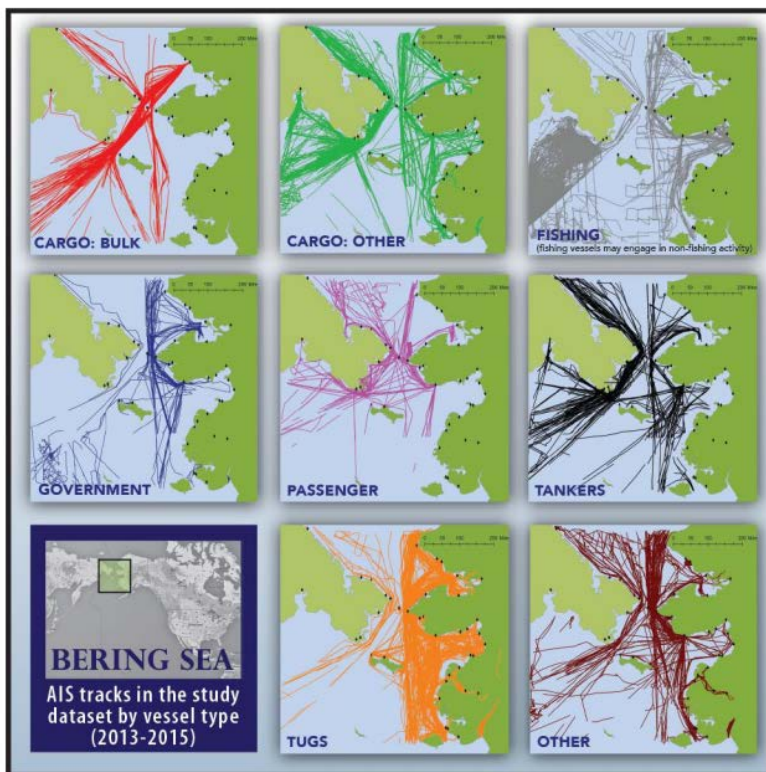
Figure 6-18 Bulk carrier, dry goods, tanker, and fishing vessel traffic in the Bering Sea, 2010-2013.



Source: <https://absilcc.org/science/SitePages/MVT%20gifs.aspx>. Based on July 2010 - August 2013 satellite AIS data compiled by the Aleutian Islands and Bering Sea LCC, Wildlife Conservation Society, and University of Alaska Fairbanks' SNAP using exactEarth data.

As a chokepoint between the Arctic and Pacific Oceans, shipping activity in the Bering Sea and the Bering Strait is expected to continue expanding as Arctic sea ice retreats and both trans-Arctic shipping and resource extraction increase. An estimated 480 transits were made through the Bering Strait in 2012 (Nuka Research and Planning Group, LLC 2014). In comparison, there were over 4,500 transits the same year through Unimak Pass (Nuka Research and Planning Group, LLC 2014). This speaks to the vast difference in traffic between the southern and northern Bering Sea. However, the general trend is towards increasing maritime activity in both regions, as transits through the Bering Strait more than doubled between 2008 and 2012 (Nuka Research and Planning Group, LLC 2014). The U.S. Coast Guard has been working to propose safer shipping routes that avoid shallow waters and areas of heightened concern for subsistence and environmental considerations (USCG 2016).

Figure 6-19 Vessel traffic Automatic Identification System (AIS) data from 2013-2015 for the Bering Strait region.



Source: Nuka Research and Planning Group, LLC 2016

Energy

A few public offshore gold mining areas exist around Nome, both less than 350 acres in size (Alaska DNR n.d.). Some suction dredging activities occur in offshore waters in Norton Sound. The DNR will likely not have another lease sale offshore of Nome until these leases expire in 2021. As some state lands are open to mining, extraction of mineral resources in areas that border the Bering Sea (such as Bristol Bay) have the potential to affect salmon fisheries in that region.

As of January 2018, the Trump Administration has included the northern Bering Sea in their Five-Year Outer Continental Shelf Offshore Leasing Program for oil and gas. While this proposal is just a draft, there is potential for one sale each in Bering Sea areas such as Norton Basin, St. Matthew-Hall, Navarin Basin, Aleutian Basin, St. George Basin, and Bowers Basin in the year 2023. There is also potential for one sale each in the Aleutian arc, and Hope Basin which border the FEP region (BOEM 2018).

In the long-term, vessel activity associated with exploration, development, production, and extraction of massive petroleum reserves and mineral resources are expected to grow (Bird et al. 2008). The extraction of natural resources in the Arctic has the potential to increase traffic through the Bering Sea. This can include vessel activity associated with supply or construction, pollution response, and offshore drilling rigs, depending on the type of activity. With the extraction of mineral resources and oil and gas development both expected to expand in the Arctic, related shipping is expected to increase as well (Nuka Research and Planning Group, LLC 2016).

Infrastructure

The current trend in decreasing arctic sea ice extent has initiated the construction of cable projects in the Arctic region. The Alaska Arctic portion (Phase 1) of the international Quintillion Subsea Cable System was completed in October 2017. This is a 1,200-mile submarine fiberoptic cable main trunk line between Nome and Prudhoe Bay, Alaska. Additional branches are installed into the Alaskan communities of Kotzebue, Point Hope, Wainwright and Utqiagvik (Barrow). The system has been in service since December 1, 2017, enabling 21st Century communications in the Alaska Arctic for the first time. The Quintillion Subsea Cable System is ultimately intended to connect Asia to Western Europe through the Alaska and Canadian Arctic via the Northwest Passage (Phases 2 and 3) (Quintillion 2016). There is potential for this cable system to expand to other parts of the Aleutian Islands in the future, and oil, shipping, and mining companies which can benefit from faster internet will continue to increase with access to ice-free waters.

When installing an undersea cable, a plow digs a narrow trench, which self-seals when dirt collapses over the cable. Fishing gear causes the “vast majority” of damage to underwater cable, however in Alaska, ice scouring is a larger issue than fishing gear hitting the cable. The burial of the Quintillion cable several feet under the sea floor should aid in prevention of damage. Figure 6-20 illustrates the current extent and future plans for the Quintillion Subsea Cable System.

Figure 6-20 The three phases of the Quintillion Subsea Cable System. Phase 1 was completed in 2017



Source: Quintillion 2016. <http://qexpressnet.com/system/>.

Military

Military presence in the area is mostly limited to the 17th Coast Guard District cutters conducting lengthy patrols. These vessels’ primary objectives are to provide law enforcement and ensure safety for the domestic fishing fleet in the Bering Sea. As countries such as China and Russia boost their military presence in the resource-rich far north, these vessels may traverse the Bering Sea with more frequency.

Research

The Bering Sea and its surrounding areas host ongoing oceanographic, ecological, climatological, anthropological, and other research conducted by many agencies, academic bodies, research foundations, and other entities. In 2008, the NPFMC implemented the Northern Bering Sea Research Area (NBSRA) which prohibited bottom trawling in the northern part of the Bering Sea. The purpose for this was to gain further understanding of the potential impacts of trawling on the benthic and epibenthic fauna of the northern Bering Sea before authorizing commercial trawling. Research on Alaskan coastal communities

in the Bering Sea has increased in recent years, particularly as these communities face the direct impacts of climate change and the importance of local knowledge and traditional knowledge gains acceptance.

Land and wildlife management

Areas around the Bering Sea host administrative and research facilities for land and wildlife management purposes.

Islands within the Bering Sea region are owned largely by Alaska native corporations (St. Lawrence Island, St. Paul and St. George Islands) or are within the public estate (e.g., Alaska Maritime National Wildlife Refuge, Yukon Delta National Wildlife Refuge). Mainland areas adjacent to the region of interest represent a wide variety of public (state and federal), private, and tribal ownership. Throughout the region, ecological monitoring is conducted by federal and state agencies, tribes and communities including studies of oceanography, terrestrial wildlife, seabirds, marine mammals, fish, contaminants and biotoxins. Table 6-2 contains a non-comprehensive list of major non-fisheries activities in the region.

Table 6-2 Non-comprehensive list of major non-fisheries activities in the region.

| | |
|--|---|
| <p><u>Habitat/Population Management Activities:</u></p> <ul style="list-style-type: none"> • Research/management studies and methodologies using: <ul style="list-style-type: none"> ○ Moorings; ○ Benthic sampling; ○ Station occupancy and sampling (both biotic and abiotic) ○ Manned and unmanned vessels ○ Icebreakers; research vessels; marine and aerial drones; survey aircraft • Ecological monitoring • Fish and wildlife inventories • Habitat improvement • Wildlife stocking • Water quality and quantity monitoring • Administrative facilities • Remote camera facilities <p><u>Public Facilities</u></p> <ul style="list-style-type: none"> • Visitor contact facilities • Boat launch sites • Roads, airstrips, trails • Navigation aids/remote weather stations (includes facilities for national defense, and facilities for monitoring weather, climate, and fisheries research and monitoring) <p><u>Subsistence</u></p> <ul style="list-style-type: none"> • Fishing, hunting, trapping, berry picking • Access (snowmobiles, motor boats etc) | <p><u>Fisheries Development</u></p> <ul style="list-style-type: none"> • Fish passes, weirs, spawning channels • Physical habitat modifications • Native fish reintroductions • Fish hatcheries • Fish rearing ponds • Supplemental fish production • Egg take sites • Chemical habitat modification • Predator / competitor control <p><u>Public Access</u></p> <ul style="list-style-type: none"> • Nonmotorized access (kayaks, rafts) • Motorboats, airplanes, helicopters, etc. • Hunting and fishing • Wildlife observation • Interpretation and environmental education <p><u>Economic Uses</u></p> <ul style="list-style-type: none"> • Surface geology studies • Core sampling • Seismic studies (geophysical) • Oil and gas leasing • Other mineral leasing • Hydroelectric power development • Transmission lines / pipelines • Guiding / outfitting / transporting |
|--|---|

Foreign fishing (outside of Bering Sea)

In Figure 6-19, the map in the top right illustrates the vast difference in fishing tracks between the eastern (US) Bering Sea and the western (Russian) Bering Sea. Fishing vessels dominate the overall number of vessels and operating days associated with the Russian portion of the Bering Sea, operating mostly south and west of the Bering Strait (Nuka Research and Planning Group, LLC 2016). Fishing fleets of the Far

Eastern Basin annually produce and process 2.6–2.8 million tons of various aquatic living resources including 1.5–1.7 million tons of pollock. About 200 catchers and processors of various types and classes operate annually in the pollock fishery in the Far Eastern Basin (Pollock Catchers Association 2015). As discussed in Section 6.1.2, international agreements exist to manage the resources in the Donut Hole and IUU fishing.

Tourism

Tourism is relatively limited in the Bering Sea ecosystem but is expected to grow. Marine tourism on cruise ships of various sizes is on the rise globally and cruises through the Arctic sometimes pass through the Bering Sea. 2016 marked the first voyage of a larger cruise ship through the Northwest Passage, from Seward, AK, to New York City. The 1,000 passenger *Crystal Serenity* stopped in Nome, Alaska on its way through the Bering Sea. The fuel capacity of these large ships can be over 20,600 bbl (Nuka Research and Planning Group, LLC 2016). Many smaller cruise vessels which carry up to 200 passengers also offer expeditions on these routes. Cruises occasionally stop for short layovers in the Pribilof Islands while in route to Nome.

Ecotourism groups also visit the Bering Sea region for wildlife viewing, photography, and other opportunities. The Pribilof Islands are world-renowned for birdwatching, as they are home to nesting seabirds, migrating shorebirds and waterfowl from Asia and other parts of Alaska. For this reason, the islands are sometimes referred to as the “Galapagos of the North.” Approximately 250 birders travel to the island each year, which represent approximately 70% of all tourists on the island (Alaska Dispatch News 2011). Other popular birding destinations include the city of Nome and Gambell, a community on the northwest corner of St. Lawrence Island (ADFG n.d.). Travelers also come to the region to see the marine mammals that travel to the region, such as fur seals, sea lions, walrus, and whales.

Non-consumptive activities

Armchair tourists appreciate knowing Bering Sea ecosystem is healthy. People who may not directly interact with the ecosystem often still share an intrinsic value for healthy marine ecosystems such as the Bering Sea. Mainstream media and shows such as “Deadliest Catch” have brought much attention to this ecosystem and the living marine resources it supports.

6.4 Summary

EBFM and FEP literature sources typically highlight the importance of simultaneously considering the environmental, the economic, and the social during consideration of costs, benefits, objectives, and priorities of potential or proposed actions (e.g., Marshall et al. 2017; NMFS 2017). This chapter has attempted to summarize overarching characteristics of physical geography, ecological and oceanographic characteristics, and key human networks that exist in the Bering Sea ecosystem at present.

Comprehensive consideration is useful for EBFM, but it does not mean that all characteristics will be relevant for every action. Tradeoffs are often made out of necessity to balance multiple types of information and the interests of multiple stakeholders. FEPs can help prioritize systemic issues that managers face, and establish goals, so that comprehensive consideration can occur in an organized way that leads to specific actions.

7 Assessment of EBFM in current Bering Sea fishery management

NMFS defines EBFM as “a systematic approach to fisheries management in a geographically specified area that contributes to the resilience and sustainability of the ecosystem, recognizes the physical, biological, economic and social interactions among the affected fishery-related components of the ecosystem, including humans; and seeks to optimize benefits among a diverse set of societal goals” (NMFS 2016). This section documents how the Council’s existing procedures and policies for managing fisheries in the Bering Sea EEZ account for interactions among Bering Sea fisheries, ecosystems, and human activities to optimize food production and protect the marine ecosystem.

7.1 Description of the Council process

The North Pacific Fishery Management Council (the Council) is one of the eight regional Councils established by the Magnuson-Stevens Fishery Conservation and Management Act in 1976 to manage fisheries in the U.S. 200-mile Exclusive Economic Zone. The Council’s jurisdiction includes all Federally managed fisheries off Alaska, with a focus on groundfish species (including cod, pollock, flatfish, mackerel sablefish, and rockfish), harvested by trawl, longline, jig, and pot gear. The primary purpose of the Council is to develop fishery management plans to provide sustainable fisheries, through a partnership of the Council and National Marine Fisheries Service (NMFS), with input from the Alaska Department of Fish and Game (ADFG), other state and Federal agencies, and the affected public (including LK and TK).

The guiding law for Federal marine fisheries in the U.S. is the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act). Adopted in 1976, the Act established:

- Federal jurisdiction in the form of the 3-200 nm exclusive economic zone (EEZ) [200-mile limit];
- national standards and other requirements for conservation and management of resources; and,
- a system of 8 regional Councils (composed of fishermen and government agency representatives) to develop fishery management plans (FMPs) and other regulations for their specific area, subject to approval and implementation by the Federal government (i.e., the National Marine Fisheries Service).

It is important to note that in Alaska, Federal jurisdiction generally does not extend into State of Alaska waters (within 3 nm from shore) nor beyond the EEZ (200 nm from shore). Federal requirements outside the EEZ can, in certain circumstances, be extended to vessels operating with a Federal fisheries permit (e.g., VMS and other monitoring requirements). An exception is Federal management of the Pacific halibut fishery, which extends throughout U.S. waters (including State of Alaska waters). In all circumstances, however, coordination between state, Federal, and international¹⁹ management organizations is critical. The Council’s membership is purposely designed to help facilitate such coordination (see further description below), and the Council also has joint meetings periodically with the State of Alaska Board of Fish (the management body for State of Alaska fisheries).

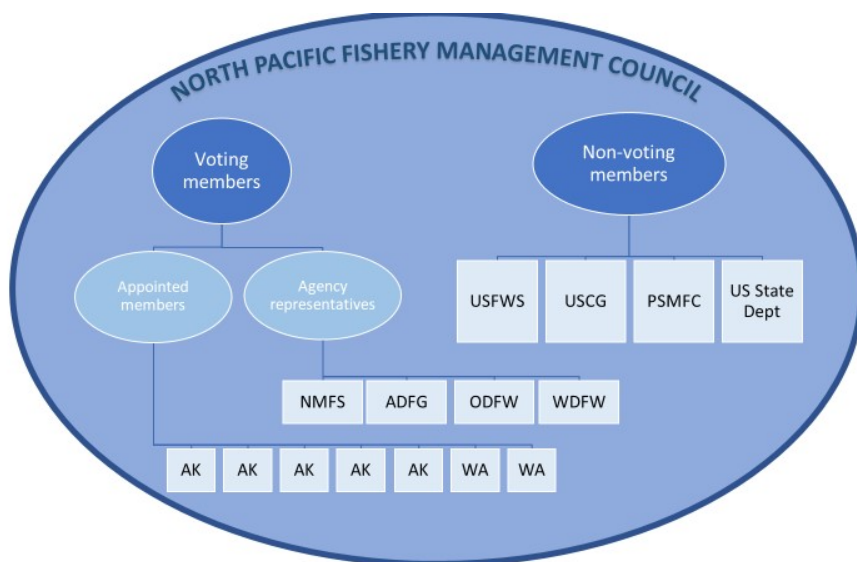
The Magnuson-Stevens Act encourages integrated management of fish stocks via FMPs and stipulates that FMPs must prevent overfishing; rebuild overfished stocks; and, protect, restore, and promote the sustainability of fish stocks. In addition to the Magnuson-Stevens Act, U.S. FMPs be consistent with the requirements of other regulations including the Marine Mammal Protection Act (MMPA), the Endangered Species Act (ESA), the Migratory Bird Treaty Act, the National Environmental Policy Act (NEPA), the Regulatory Flexibility Act, as well as other applicable law and executive orders.

¹⁹ Especially for halibut (through the International Pacific Halibut Commission) and salmon (under the Pacific Salmon Treaty).

To maintain its commitment to responsible fisheries management, the Council adjusts harvest specifications, gear requirements, and closure areas as necessary. FMPs may also include limited access regimes, harvest incentives for reduced bycatch, requirements for fishery observers, and conservation of target and nontarget species and habitats (Lenfest 2016). The Council can also affect the policy process, by writing letters of support to representatives, providing guidance to NMFS, and hold consultations regarding important conservation topics such as essential fish habitat. The FMPs and fishery regulations are dynamic and continuously changing as new information or issues arise.

The Council is made up of 11 voting members—five appointees from Alaska, two appointees from Washington, and four agency representatives from: NMFS, Alaska, Oregon, and Washington (Figure 7-1). Additionally, there are four non-voting members representing the U.S. Fish and Wildlife Service, the U.S. Coast Guard, the Pacific States Marine Fisheries Commission (PSMFC), and the U.S. State Department.

Figure 7-1 Council membership



When reviewing potential rule changes, the Council draws upon the services and recommendations of knowledgeable people from State and Federal agencies, universities, and the public, who serve on advisory bodies. These experts provide written and oral comments on relevant issues being considered by the Council. Advisory bodies include the Advisory Panel (AP), the Scientific and Statistical Committee (SSC), Plan Teams, and Committees.

- **Advisory Panel** members represent experts from the fishing industry and several related fields, representing a variety of gear types, industry, and related interests as well as a spread of geographic regions of Alaska and the Pacific Northwest having major interest in the fisheries off Alaska. The Council relies on the AP for comprehensive advice on how various fishery management alternatives will affect the industry and local economies, on potential conflicts between user groups of a given fishery resource or area, and on the extent to which the United States will utilize resources management by the Council’s FMPs. The Advisory Panel often relies heavily on Local Knowledge and has used Traditional Knowledge in some cases.
- **SSC** members include Federal and State agency personnel, academics, and independent experts²⁰ that have strong scientific or technical credentials and experience relevant to Alaska fisheries.

²⁰ Independent experts on the SSC cannot be employed by an interest group or advocacy group.

The SSC is composed of experts in biology, statistics, economics, sociology, and other relevant disciplines. The SSC provides ongoing scientific and technical advice for management decisions; assists in the identification, development, collection, and evaluation of scientific information relevant to fishery management planning, particularly with regard to determining the best scientific data available; and serves as the Council's peer review body. The SSC often relies heavily on natural science and economic information and has recently discussed ways to increase usage of Local Knowledge and Traditional Knowledge.

- **Plan Team** members are appointed by the Council from government agencies and academic institutions having expertise relating to a given plan. The Council has Plan Teams for each of its FMPs with active fisheries (BSAI and GOA groundfish, BSAI crab, and Alaska scallop). The purpose of the Plan Teams is to provide the Council with advice in the areas of regulatory management, natural and social science, mathematics, and statistics as they relate to the Council's fisheries. In practice, the primary function of these teams is as a stock assessment review body for fishery species. The Council has established Plan Teams for each of its Fishery Ecosystem Plans, including this Bering Sea FEP, although the Aleutian Islands FEP team is currently inactive. The FEP teams' purpose is develop the FEPs, and update and maintain information on ecosystem interactions as they relate to each ecosystem. Plan Teams often rely heavily on natural science and economic information and have made less use of Local Knowledge or Traditional Knowledge. The Council also established a Social Science Planning Team, whose advice is not focused on a plan per se, but rather was formed to facilitate and enhance the use of social science in the management process.
- **Committees** are convened by the Council to address specific, timely topics and are appointed to advise the Council on a particular issue. The Council has standing Committees that have been in existence for many years and meet periodically, for topics such as enforcement, observer issues, of IFQ implementation. For example, the Ecosystem Committee has been active since 1996 and among other things, has played an integral role in the development and implementation of the Council's FEPs. There are also Committees that are formed to complete a specific task and then disbanded, such as to provide advice on contentious management measures such as a salmon bycatch amendment, the development of a binding arbitration clause, or the implementation of an electronic monitoring program. Committees often rely on a mix of natural science, social science, and Local Knowledge, and have used Traditional Knowledge in some cases.

The Council meets five times each year, with each meeting lasting about seven days. The SSC and AP usually meet around the same times as the Council, following the same agenda, but beginning their meetings two days earlier. As needed, Committee meetings are held either in conjunction with the Council meeting or preceding it. Three of the annual Council meetings are held in Anchorage, one (usually in June) is held in a fishing community in Alaska, and the other (usually in February) is held in either Seattle or Portland. The SSC and AP provide input to the Council at each meeting, and public testimony is taken on each agenda item.

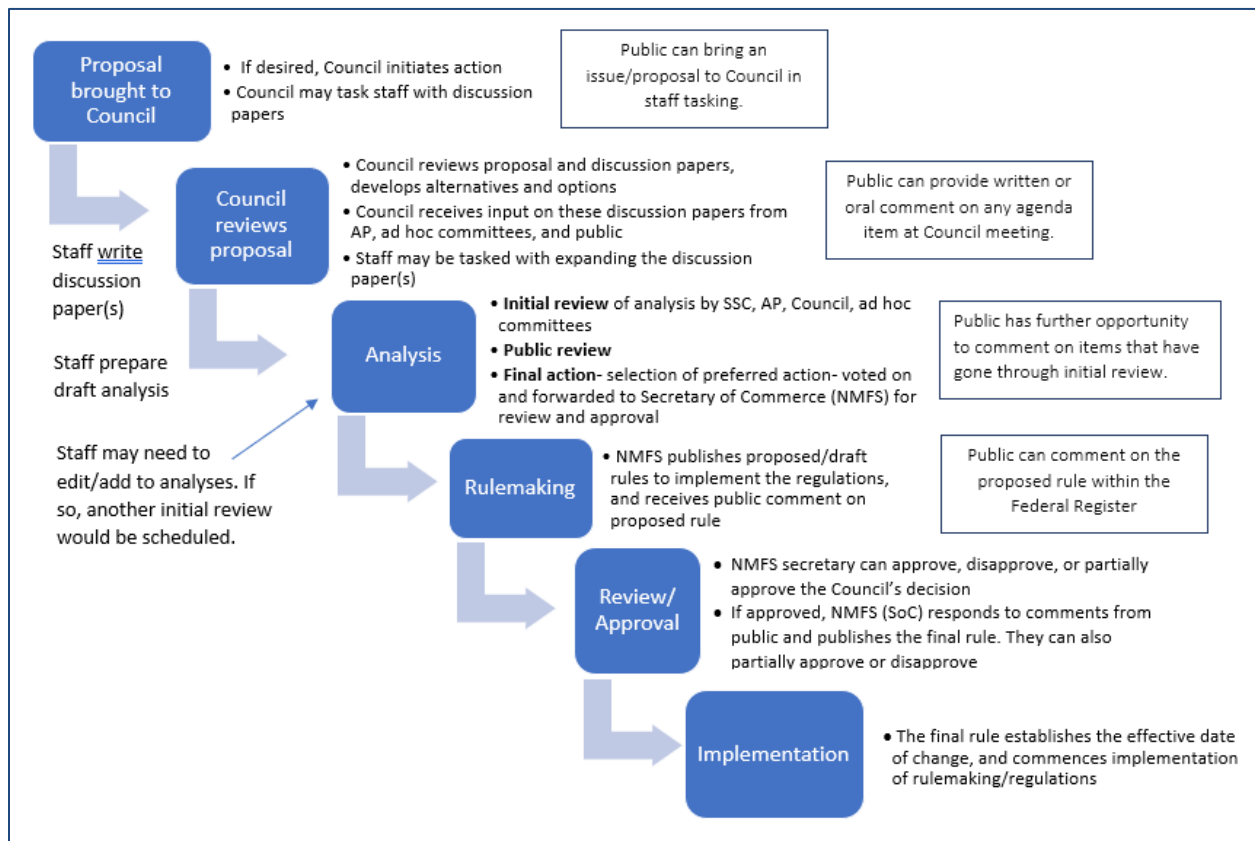
The Council process is, by design, an open and public process where all decision materials are shared with the public and recommendations are made in an open forum. All Council-related meetings (including Committees and Plan Teams) are open to the public, except for occasional executive sessions where the Council deals with personnel, administrative, or litigation issues. Anyone may attend meetings of the SSC, AP, the Council, or other advisory bodies, and may provide written and/or oral comments for the public record at any Committee or Council meeting (these commonly include some form of LK and/or TK). Minutes are taken for each Council meeting and are available to the public. Additionally, the Council broadcasts meetings online, with links and details posted on the website. Archived digital audio files of the Council meetings are available on the internet.

Concerns and proposals for change are brought to the Council’s attention by the public through the AP or another advisory body, or directly to the Council via written or oral comment from the public or a stakeholder group during the ‘Staff Tasking’ agenda item at each Council meeting (Figure 7-2). The Council reviews each proposal and decides whether to initiate analysis of alternatives and options. Often, the Council directs staff to prepare a discussion paper to fully flesh out the scope of an issue that has been identified. For relatively simple changes to a FMP, a discussion paper may not be necessary. In contrast, very complex issues may require several discussion papers before reasonable alternatives can be developed.

When the Council determines that discussion papers are warranted, they review each proposal and completed discussion paper, provide recommendations, and identify and develops options and alternatives. After discussion papers are reviewed, the Council normally adopts a problem statement and tasks Council staff with draft analyses. Draft analyses are reviewed by the SSC and the AP during an initial review, and the proposed action may either go through final public review or be required to undergo further analysis and another initial review before going to final public review. If the analysis is deemed ready, the Council votes on a preferred alternative which is then forwarded to the Secretary of Commerce for review and approval.

NMFS then prepares draft regulations, and once cleared by the national Office of Management and Budget, the proposed rule is published in the Federal Register. The public is provided with time to comment on the proposed rule. NMFS region staff may adjust the rule based on the public comments and publish a final rule. They can also partially approve or disapprove the action. A final rule establishes the effective date of change and commences implementation of rulemaking/regulations.

Figure 7-2 Council process and opportunities for public input (including LK and TK)



The Council's policy is to proactively apply judicious and responsible fisheries management practices, based on sound scientific research and analysis, to ensure the sustainability of fishery resources and associated ecosystems for the benefit of future, as well as current generations. The Council utilizes a precautionary approach to management that incorporates forward-looking conservation measures that address differing levels of uncertainty. Recognizing that potential changes in productivity may be caused by fluctuations in natural oceanographic conditions, fisheries, and other non-fishing activities, the Council intends to continue to take appropriate measures to insure the continued sustainability of managed species. This precautionary approach to management recognizes the need to balance many competing uses of marine resources and different social and economic goals for sustainable fishery management, including protection of the long-term health of the resource and the optimization of yield.

7.2 EBFM Measures Embedded in Magnuson-Stevens Act Legal Framework

In addition to establishing a regional public process for fishery management in the United States (see description in Section 7.1), the Magnuson-Stevens Act embodies other ecosystem-based principles. Specifically, the Magnuson-Stevens Act provides for the development of FMPs which achieve and maintain the optimum yield from each fishery and promote the protection of essential fish habitat (EFH) in the review of Federal permits, licenses, or projects of any nature. The Magnuson-Stevens Act requires that fishery conservation and management measures be designed to ensure that irreversible or long-term adverse effects on the fishery resources and environment are avoided and that there are a multiplicity of options available with respect to future uses of these resources.

The Magnuson-Stevens Act established 10 national standards for fishery conservation and management and requires that all FMPs or regulations implementing the FMPs be consistent with these standards. Several of these standards compel the Council to take non-fishery aspects of the ecosystem into account when making fishery policy and setting fishery total allowable catch. For example, National Standard 1 compels the Council to take the protection of marine ecosystems into account and to consider relevant social, economic and ecological factors when setting the fishery optimum yield (OY). National Standard 2 requires that management decisions be based on the best available scientific information. National Standard 8 compels the Council to take the importance of fishery resources to fishing communities into account when establishing conservation and management measures and National Standard 9 requires management measures to minimize bycatch and bycatch mortality in the fisheries to the extent practicable²¹.

By design of the Magnuson-Stevens Act, all FMPs center on preventing overfishing and protecting the long-term productivity of the fishery resource to allow for the achievement of OY on a continuing basis. Magnuson-Stevens Act section 3(33) further defines the term "optimum" with respect to the yield from a fishery to mean, "the amount of fish which -- (A) will provide the greatest overall benefit to the Nation, particularly with respect to food production and recreational opportunities, and taking into account the protection of marine ecosystems; (B) is prescribed on the basis of the maximum sustainable yield from the fishery, as reduced by any relevant social, economic, or ecological factor; and (C) in the case of an overfished fishery, provides for rebuilding to a level consistent with producing the maximum sustainable yield in such fishery."

The Magnuson-Stevens Act requires each FMP to describe and identify EFH for the fishery, minimize adverse effects of fishing on EFH to the extent practicable, describe non-fishing effects on EFH, and identify other actions to encourage the conservation and enhancement of EFH. All Council FMPs identify and describe EFH. To date, all fishery impacts on EFH have been found to be minimal in nature,

²¹ A complete explanation of the National Standards is provided online at: http://www.fisheries.noaa.gov/sfa/laws_policies/national_standards/

however, the Council has adopted precautionary conservation and management measures to conserve EFH. Such measures adopted by the Council in the Bering Sea are described in Section 7.5.

Regulations relating to EFH provide a means for the Council to identify Habitat Areas of Particular Concern (HAPCs) [50 CFR 600.815(a)(8)] within FMPs. Specific to fishery actions, HAPCs are areas within EFH that are ecologically important, sensitive to disturbance, or rare. In 2010, the Council revised the process by which it solicits nominations for HAPC designations to align the nomination process with the EFH 5-year review. During each EFH 5-year review, the Council decides whether to initiate a call for HAPC proposals focused on specific sites consistent with HAPC priorities identified by the Council.

The Council may designate HAPCs as habitat sites and consider management measures to be applied to a habitat feature or features in a specific geographic location if needed. The habitat feature(s), as identified on a map or chart, must meet the considerations established in the Federal regulations and address identified problems for a FMP species. Proposals must provide clear, specific, and adaptive management objectives. HAPC designations in the Bering Sea are described below.

7.3 EBFM requirements of applicable Federal Law

The Council must comply with all applicable Federal law when establishing fishery conservation and management measures. NMFS must comply with all applicable law when authorizing fisheries per the Council's FMPS in the Bering Sea. Many Federal laws require consideration of and/or minimization of effects of the fisheries on components of the ecosystem. Such applicable laws and policy related to EBFM include the National Environmental Policy Act (NEPA), the Regulatory Flexibility Act (RFA), the Endangered Species Act (ESA), the Marine Mammal Protection Act (MMPA), and Executive Order 12866 (EO 12866).

NEPA

The chief purpose of NEPA is to declare a national environmental policy, which directs Federal agencies to use all practicable means to maintain conditions in which man and nature can live in productive harmony (i.e., fulfilling the social, economic, and other requirements of present and future generations of Americans). NEPA includes requirements for Federal agencies to consider the effects of their actions on the environment, to consider alternatives during the decision-making process, and to provide opportunities for public involvement.

Environmental review under NEPA is required whenever the Council proposes to take an action. The environmental review under NEPA can involve three different levels of analysis: categorical exclusion determination (CATEX), environmental assessment/finding of no significant impact (EA/FONSI), and an environmental impact statement (EIS). An action may be categorically excluded from the requirement to prepare a detailed environmental analysis under NEPA if the action does not individually or cumulatively have a significant effect on the human environment. Each Federal agency has a set of procedures detailing the categories of actions eligible to be categorically excluded from environmental review under NEPA. If an action does not meet the CATEX criteria, then Council staff prepare an EA which determines whether or not the action has the potential to cause significant environmental effects.

In essence, the EA and EIS analytical documents compare and contrast the effects of the various alternatives on the affected environment so that decision-makers and the public are informed of the tradeoffs associated with policy choices. For example, a NEPA analysis examines effects of fishery management alternatives on the target species, non-target species, marine mammals, seabirds, habitat, and the marine ecosystem.

RFA

The RFA (5 USC 601, et seq.) requires Federal agencies to assess the impacts of their proposed regulations on small entities and to seek ways to minimize economic effects on small entities that would be disproportionately or unnecessarily adverse. Under the RFA, a business primarily engaged in commercial fishing is classified as a small business if it is independently owned and operated, is not dominant in its field of operation (including its affiliates) and has combined annual receipts not in excess of \$11 million for all its affiliated operations worldwide. For Alaska fisheries, these criteria include most fishing firms except for the large catcher processor vessels and most coastal communities except for Anchorage. Although the RFA allows agencies to certify that a proposed rule will not have significant impacts on a substantial number of small entities, an initial regulatory flexibility analysis (IRFA) is routinely prepared for most proposed Alaska fishery management measures. The IRFA is usually combined with the EA or EIS document required by NEPA. If, following public comments on the proposed rule, the action is still considered to meet the criteria for requiring RFA analysis, then a final regulatory flexibility analysis (FRFA) must be prepared. The FRFA contains most of the same information presented in the IRFA, but also must include (1) a summary of significant issues raised in public comment on the IRFA and the agency's response to those comments, and (2) a description of the steps the agency has taken to minimize the significant economic impacts on small entities, including a statement of factual, policy, and legal reasons for selecting the alternative adopted in the final rule and why all other alternatives considered were rejected. Finally, the FRFA or a summary of it must be published in the Federal Register with the final rule.

EO 12866

Regulatory Planning and Review EO 12866 requires agencies to take a deliberative, analytical approach to rulemaking, including assessment of costs and benefits of the intended regulations. For fisheries management purposes, it requires NOAA Fisheries (1) to prepare a regulatory impact review (RIR) for all regulatory actions, (2) to prepare a unified regulatory agenda twice a year to inform the public of the agency's expected regulatory actions, and (3) to conduct a periodic review of existing regulations. The purpose of an RIR is to assess the potential economic impacts of a proposed regulatory action. As such, it can be used to satisfy NEPA requirements and to serve as a basis for determining whether a proposed rule will have a significant impact on a substantial number of small entities which would trigger the completion of an IRFA under the RFA. For this reason, the RIR is frequently combined with an EA and an IRFA in a single EA/RIR/IRFA document that satisfies the analytical requirements of NEPA, RFA, and EO 12866. Criteria for determining "significance" for EO 12866 purposes, however, are different than those for determining significance for RFA purposes. A significant rule under EO 12866 is one that is likely to (1) have an annual effect on the economy (of the nation) of \$100 million or more; (2) create serious inconsistency or otherwise interfere with an action taken or planned by another agency; (3) materially alter the budgetary impact of entitlements, grants, user fees, or loan programs or the rights and obligations of recipients thereof; or (4) raise novel legal or policy issues.

Although fisheries management actions rarely have an annual effect on the national economy of \$100 million or more, or trigger any of the other criteria, OMB makes the ultimate determination of significance under this EO, based in large measure on the analysis in the RIR.

EA/RIR/IRFA

In sum, an EA/RIR/IRFA provides assessments of the environmental impacts of an action and its reasonable alternatives (the EA), the economic benefits and costs of the action alternatives, as well as their distribution (the RIR), and the impacts of the action on directly regulated small entities (the IRFA). An EA/RIR/IRFA is a standard document produced by the Council and NOAA Fisheries Alaska Region to provide the analytical background for decision-making.

ESA

The ESA (16 USC 1531 et seq.) provides a means for the conservation of threatened and endangered species and the ecosystems upon which they depend. Section 7 of the ESA requires Federal agencies to use their authorities to advance conservation for threatened and endangered species and to ensure that any action authorized, funded, or conducted by a Federal agency is not likely to jeopardize the continued existence of a listed species or destroy or adversely modify designated critical habitat.

NOAA Fisheries conducts consultations under the ESA on any proposed action that may affect a listed species or its designated critical habitat. If a proposed action has the potential to adversely affect a listed species or critical habitat, NOAA Fisheries or the USFWS (depending on the affected species) conducts an analysis of the expected effects to determine whether the effects of the action, when added to the baseline, would be expected to reduce a species' survival or recovery. If the proposed action may reduce a species' survival or recovery, or adversely modify critical habitat, the Federal agency must include reasonable and prudent alternatives with the implementation of the action, developed in consultation with NOAA Fisheries or the USFWS, to ensure that the action is not likely to jeopardize the continued existence of the species or destroy or adversely modify critical habitat. As discussed below, many conservation and management measures have been implemented in the Bering Sea fisheries to conserve threatened and endangered species and their critical habitat.

MMPA

The MMPA (16 USC 1361, et seq.) establishes a Federal responsibility to conserve marine mammals. Congress declared that marine mammals are resources of great international significance and that they should be protected, and their development promoted to the greatest extent feasible, commensurate with sound resource management policies. Finding that certain species and populations of marine mammals are or may be in danger of extinction or depletion due to human activities, Congress vested NOAA Fisheries with management responsibility for cetaceans (whales) and pinnipeds (seals and sea lions) other than walrus. All other marine mammals found in Alaska, such as the sea otter, walrus, and polar bear, fall under the jurisdiction of the USFWS.

The MMPA's primary management objective is to maintain the health and stability of the marine ecosystem, with a goal of obtaining an optimum sustainable population of marine mammals within the carrying capacity of the habitat. The MMPA is intended to work in concert with the provisions of the ESA. The MMPA prohibits take of marine mammals where "take" is broadly defined to mean "to harass, hunt, capture, or kill, or attempt to harass, hunt, capture, or kill any marine mammal." If a fishery affects a marine mammal population, then the potential impacts of the fishery must be analyzed in the appropriate EA or EIS, and the Council may be requested by NOAA Fisheries or the USFWS to consider regulations to mitigate adverse impacts. As discussed below, conservation and management measures have been implemented in the Bering Sea fisheries to mitigate incidental take of marine mammals.

EO 13175

Consultation and Coordination with Indian Tribal Governments EO 13175, signed by the President on November 6, 2000, and published November 9, 2000 (65 FR 67249), is intended to establish regular and meaningful consultation and collaboration between Federal agencies and Tribal governments in the development of Federal regulatory practices that significantly or uniquely affect Tribal communities. EO 13175 also prohibits regulations that impose substantial direct compliance costs on Tribal communities. EO 13175 requires "executive agencies" to establish regular and meaningful consultation and collaboration with Indian Tribes in the development of Federal policies that have Tribal implications. "Policies that have Tribal implications" refers to regulations, legislative comments or proposed legislation, and other policy statements or actions that have substantial direct effects on one or more Indian Tribes, on the relationship between the Federal government and Indian Tribes, or on the

distribution of power and responsibilities between the Federal government and Indian Tribes. The Council does not fall under the definition of “executive agency” for the purposes of EO 13175 and is not required to conduct formal consultation with Indian Tribes. The responsibility for consultation as required under EO 13175 remains with NMFS. NMFS has a responsibility to carry out government-to-government consultation with Tribal governments, and the NMFS Alaska Regional Office is encouraged to conduct formal consultation with Federally-recognized Indian Tribes²² in the Bering Sea region and share that information with the Council.

EO 13186

Signed by the President on January 10, 2001, this EO directs executive departments and agencies to take action to further implement the Migratory Bird Treaty Act (16 U.S.C. 703-711). EO 13186 directed each Federal agency taking actions that have, or are likely to have, a measurable negative effect on a migratory bird population to develop and implement a Memorandum of Understanding (MOU) with the USFWS to promote the conservation of migratory birds.

Summary

Many Federal laws and policies require the Council and NOAA Fisheries to consider effects of the fisheries on the ecosystem when choosing and implementing conservation and management measures. The Council considers tradeoffs among ecosystem components and cumulative impacts of fishery management decisions through analyses presented in an EA/RIR/IRFA (or EIS/RIR/IRFA) prepared for each action it proposes. When Council members make a final recommendation on a proposed management measure, they will frequently justify for the record how they balanced the various tradeoffs of their final decision based on the dictates of the Magnuson-Stevens Act National Standards and other applicable law. The Council recommends measures to ensure compliance with the ESA, MMPA and relevant EOs to minimize effects of the fisheries on other components of the ecosystem. In approving the Council’s recommendations, NMFS also reviews applicable law to ensure compliance.

7.4 Ecosystem-considerations in Council management policies

7.4.1 Council’s Overarching Ecosystem Approach to Management

In 2014, the Council underscored its commitment to EBFM by formally adopting an Ecosystem Approach document including a value statement, a vision statement, and an implementation plan for fisheries in the EEZ off Alaska (see Section 2.1). The Council’s ecosystem approach applies to all of the Council’s work, including long-term planning initiatives, fishery management actions, and science planning to support EBFM, and is included in full in Section 2.1.

7.4.2 Policy statements in the Council’s Bering Sea Management Plans

The Council’s fishery management policy in the Bering Sea EEZ recognizes the dynamics of the Bering Sea ecosystem and the need for a flexible management regime to accommodate new information as more is learned about the ecosystem. This section describes the extent to which ecosystem considerations are incorporated into the management approach in each Bering Sea FMP. A more detailed description of management and fishing activity under the fishery management plans is included in Section 0.

Groundfish FMP

The BSAI groundfish FMP, implemented in 1981, is based on ecosystem principles reflected in policy goals and objectives. These policy goals and objectives were unchanged from 1981 through 2004.

²² Politically sovereign Federally-recognized Tribes within the Bering Sea region can be identified for consultation, from the list at → <https://www.bia.gov/regional-offices/alaska/Tribes-served>.

Through the 2004 Alaska Groundfish PSEIS, the Council updated its management approach and objectives for BSAI groundfish fisheries and formalized its intention to consider and adopt measures that accelerate the Council's precautionary, adaptive management approach through:

- community-based or rights-based management;
- EBFM principles that protect managed species from overfishing; and,
- where appropriate and practicable, increase habitat protection and bycatch constraints.

The Council uses the management objectives in the 2004 Alaska Groundfish PSEIS as guideposts when considering amendments to the BSAI groundfish FMP. Forty-five management objectives are organized into the following nine categories:

- prevent overfishing;
- promote sustainable fisheries and communities;
- preserve the food web;
- manage incidental catch and reduce bycatch and waste;
- avoid impacts to seabirds and marine mammals;
- reduce and avoid impacts to habitat;
- promote equitable and efficient use of fishery resources;
- increase Alaska Native consultation; and,
- improve data quality, monitoring and enforcement.

The Council's BSAI groundfish policy goals and objectives include a broad ecosystem view of the fisheries. The goals and objectives²³ are multifaceted and in aggregate comprise a precautionary, ecosystem-based approach. The Council's groundfish management approach incorporates forward-looking conservation measures that address differing levels of uncertainty. All management decisions are based on the best scientific information available to:

- provide sound conservation of living marine resources;
- provide socially and economically viable fisheries for the wellbeing of fishing communities;
- minimize human-caused threats to protected species;
- maintain a healthy marine resource habitat; and,
- incorporate ecosystem-based considerations into management decisions.

Crab FMP

The goals and objectives of the crab FMP have not been updated since the FMP was implemented in 1989. However, an ecosystem focus was added to the crab FMP through the requirement in the 1996 Magnuson-Stevens Act reauthorization to identify essential fish habitat (EFH) in every FMP. The policy objectives of the crab FMP are to:

- ensure the long-term viability of king and Tanner crab populations;
- maximize the social and economic benefits to the nation over time; and,
- protect, conserve, and enhance adequate quantities of EFH to support king and Tanner crab populations and maintain a healthy ecosystem.

The FMP also notes the importance of considering the potential impact of king and Tanner crab fisheries on other fish and shellfish populations.

²³ Applies to Bering Sea/Aleutian Islands and Gulf of Alaska groundfish management

Scallop FMP

The management goals and objectives of the scallop FMP were established in 1998 and centered on operational, biological, and socio-economic aspects of the scallop fishery. In 1999, the scallop FMP was amended to add a habitat objective: to protect, conserve, and enhance adequate quantities of EFH to support scallop populations and maintain a healthy ecosystem.

Salmon FMP

The Council's existing salmon FMP is the application of judicious and responsible fisheries management practices, based on sound scientific research and analysis, proactively rather than reactively, to ensure the sustainability of fishery resources and associated ecosystems for the benefit of future, as well as current generations. The salmon FMP recognizes the need to balance many competing uses of marine resources and different social and economic objectives for sustainable fishery management, including protection of the long-term health of the resource and the optimization of yield. The management objectives of the FMP center on conserving the fishery resource, maximizing economic and social benefits of the fishery, and promoting crew safety at sea. As with all FMPs, the salmon FMP identifies EFH needed to support targeted populations and maintain a healthy ecosystem.²⁴

Halibut Fisheries

Pacific halibut fisheries are governed under the authority of the Northern Pacific Halibut Act of 1982. For the United States, the Halibut Act gives effect to the Convention between the United States and Canada for the Preservation of the Halibut Fishery of the North Pacific Ocean and Bering Sea (Convention). The Convention gives the International Pacific Halibut Commission broad authority to adopt regulations to maintain halibut abundance, while the Council and NMFS have the authority to develop management measures governing harvesting privileges among U.S. fishermen in U.S. waters. The Council has developed halibut management programs for three fisheries that harvest halibut in Alaska: the subsistence, sport, and commercial fisheries. There is no formal halibut management plan, however, so there is no specific policy statement for managing the halibut fisheries.

Nonetheless, in 1991, the Council recommended an Individual Fishing Quota program for the management of the commercial fixed gear (hook-and-line) halibut and sablefish fisheries off Alaska and included allocations of halibut and fixed gear sablefish to the Community Development Quota Program that divides the quota among 66 communities in western Alaska. The IFQ and CDQ programs were implemented in response to growing concerns about issues that had emerged from management of the fixed-gear halibut and sablefish fisheries under the open access regime and included clear objectives for management under the program. In both fisheries, growth in fishing capacity under open access had necessitated large reductions in length of the fishing seasons and caused a host of undesirable biological, economic, and social effects. The fixed gear halibut and sablefish IFQ program successfully reduced the previously overcapitalized fleet, extended the fishing season, reduced gear conflicts, reduced deadloss from lost gear, increased fisher safety, reduced bycatch and discard mortality and resulted in increased economic stability in the fisheries.

Summary

Through the requirements of the Magnuson-Stevens Act and the Council's stated ecosystem policy objectives, both in their vision statement and in individual FMPs, the Council approaches Bering Sea fishery management with EBFM principles. The Magnuson-Stevens Act requires the Council to take the

²⁴ Ninth Circuit Court of Appeals (Court) remanded to NMFS, Amendment 12 to the salmon FMP on February 21, 2016. Amendment 12 removed the historic net-fishing area of Cook Inlet from the salmon FMP and delegated management authority to the State of Alaska. The Council is developing an analysis to amend the salmon FMP in response to the Court's remand. However, the overarching management objectives of the existing salmon FMP are not affected by the February 2016 ruling.

protection of the marine environment and the social, economic, and ecological factors into account when setting the fishery OY; to take into account the effects of conservation and management measures on fishing communities; and to minimize any adverse effects of fisheries on EFH. Moreover, the Council has used an ecosystem approach to groundfish fishery management since 1981, to halibut fishery management since 1991, and has expanded those broad ecosystem principles to all FMPs through its 2014 Ecosystem Approach document.

7.5 Existing Ecosystem-based Fishery Management in the Bering Sea

This section describes examples of existing processes employed by the Council to take ecosystem considerations into account during the annual TAC setting process and the existing ecosystem-based conservation and management measures that the Council has recommended (and NMFS has implemented) in the Bering Sea fisheries in accord with the overarching policies, objectives, and applicable law described above. The following sections address each of these topics:

- Protecting marine food webs
- Monitoring ecosystem health
- Evaluating ecological, social, and economic tradeoffs of different management actions
- Reducing bycatch
- Conserving important habitat
- Avoiding impacts to seabirds and marine mammals
- Adapting management to maintain resilient fisheries and ecosystems in a changing climate
- Providing for sustained participation of fishing communities
- Fostering meaningful and diverse stakeholder participation in the Council process

7.5.1 Protecting Marine Food Webs

Optimum Yield

All OY amounts account for protection of marine ecosystems

- The OY of the BSAI groundfish complex is 85% of the historical estimate of MSY, or 1.4 to 2.0 million mt.
- Salmon OY specifications vary according to species and area and are based on the State of Alaska's MSY escapement goal policies.
- The weathervane scallop OY (BSAI and GOA combined) is 1.284 million lbs and is based on the average retained catch from 1990 through 1997 plus additional fishing mortality from discards mortalities in the directed scallop fishery, the groundfish fisheries, and agency surveys.
- The OY for king and Tanner crab is 0 to < OFL where OFL is the annualized MSY. The annualized MSY is derived through the annual stock assessment process using a five-tier system.

Ecosystem Considerations for Total Allowable Catch

The annual groundfish fishery TAC setting process considers the marine food web. Formally, stock assessments focus on biological limits and stock production variability; account for uncertainty at each step to manage in a precautionary manner; account for natural mortality, including predation mortality; and aim to continually reduce uncertainty through continually improved understanding of functional relationships. The status of ecosystem indicators in the Ecosystem Status Report (ESR, also referred to as the "Ecosystem Considerations Report") are considered through informal steps in the annual groundfish

TAC setting process²⁵. Interdisciplinary experts serve on the Council's FMP teams and on the Council's SSC and consider ecosystem factors in the recommendation of the annual ABCs. The Council considers biological, social and economic tradeoffs when it specifies the TAC for each groundfish fishery at an amount not to exceed ABC.

With reference to the groundfish management cycle, one current best practice is to present contextual ecosystem information from the ESRs immediately preceding the review of species-specific harvest recommendations. This allows for general discussion of ecosystem status and observations that are outside the scope of individual stock assessments yet may have impacts to the considerations of harvests. These may reflect new or very recent observations or an accumulation of observations across multiple ecosystem indicators that suggest a widespread shift. This process allows for rapid incorporation of ecosystem information that may or may not be based on previously established causal relationships or mechanisms. Examples would be temperature patterns outside the range of that previously observed ("the Blob") and unusual die-offs of seabirds and marine mammals that may indicate that additional caution is warranted (or not) in the consideration of individual harvest recommendations. With this process, all single-species harvest recommendations are then evaluated in light of the overall ecosystem status. There are multiple documented occurrences of this process supporting adjustments or maintenance of max ABC.

A complementary effort still in development, currently identified as an Ecosystem Socio-Economic Profile or ESP, is the identification of ecosystem indicators with established mechanistic relationships mapped to the managed species life cycle conceptual model. These indicators can be presented alongside the stock assessment and can be evaluated in stoplight or scoring form with reference to the species. Additionally, ecosystem indicators with valuations or thresholds may eventually be directly incorporated into the stock assessment model. A best practice is for the ESP to be coordinated by the stock assessment author with an ecosystem scientist(s) and/or specialist(s) in ecosystem factors influencing different life stages of the assessed species. The ESP enters the annual groundfish management cycle through the stock assessment, presented concurrent to the individual stock assessments.

IPHC Harvest Strategy for Halibut

The IPHC Harvest Strategy Policy is designed to manage the Pacific halibut resource for long-term ecological sustainability and economic viability and has been developed to be consistent with the Pacific halibut in the food web and marine environment during the establishment of annual harvest levels.²⁶

Forage Fish Protections

Groundfish FMP Amendment 36 (1998) established a forage fish category as a FMP ecosystem component. Regulations to implement FMP Amendment 36 prohibited directed fishing on forage fish species to conserve prey for marine mammals, seabirds, and commercially important groundfish species. The forage fish category includes sand lance, herring, capelin, smelts, gunnels, sand fish, krill and species in the *Stichaeidae* and *Gonostomatidae* family.

In 2017, the Council recommended that squid species be reclassified from their current classification as target species to non-target ecosystem component species in the BSAI groundfish FMP. Squid are caught incidentally in other directed fisheries for groundfish. Squid are short-lived, highly productive, and there are currently no conservation concerns about incidental harvest of squid. However, given their ecological importance as prey, the Council recommended keeping squid species in the FMP and recommended that directed fishing for squid be prohibited, that a maximum retainable amount be established to discourage retention of squid in other fisheries, and that recordkeeping and reporting of squid catch be required to

²⁵ Currently there is no stock assessment model for weathervane scallops. OTHERS

²⁶ Source: <https://iphc.int/the-commission/harvest-strategy-policy>, accessed January 9, 2018.

continue to monitor squid catch. This proposed amendment to the BSAI groundfish FMP is under review by the Secretary of Commerce.

Conserving Prey for Steller sea lions

Since the listing of Steller sea lions under the Endangered Species Act in 1990, the Council and NMFS have taken many actions to reduce the potential for the groundfish fisheries to compete for prey with Steller sea lions.

Beginning in 2001, NOAA Fisheries implemented a modified harvest control rule for three Steller sea lion prey species (Atka mackerel, pollock, and Pacific cod) targeted in the groundfish fisheries.²⁷ There are directed fisheries for pollock and Pacific cod in the Bering Sea. The 2001 emergency interim rule and 2002 final rule, modified the harvest control rule for these species to reduce the fishing mortality rate when the biomass of a pollock or Pacific cod stock is projected to be below a biomass necessary to achieve maximum sustainable yield; when the spawning biomass per recruit is estimated to be 20 percent of its unfished level (or lower), fishing for that species would be prohibited. For all other groundfish species, fishing for a target species would be prohibited when the spawning biomass per recruit of the target stock is reduced to 2 percent of its unfished level.²⁸ This modified harvest control rule is designed to ensure adequate levels of prey for Steller sea lions.

Beginning in 1999, NMFS closed important foraging areas around Steller sea lion rookeries to fishing with trawl gear to conserve prey for Steller sea lions. Additional areas around Steller sea lion rookeries and haulouts were closed to directed fishing for pollock and Pacific cod starting in 2002. The number of sea lion sites closed to each Bering Sea fishery within 10 and 20 nm of the site is shown in Table 7-1. Fishing for pollock and Pacific cod is prohibited within 20 nm of all five Steller sea lion rookeries in the Bering Sea.

Annual Bering Sea pollock and Pacific cod TACs are apportioned among seasons to disperse harvest and reduce the potential that the fisheries deplete Steller sea lion prey on time scales relevant to foraging sea lions.

Table 7-1 Number of sites in the Bering Sea where directed fishing for pollock or Pacific cod is closed out to 10 or 20 nm to conserve prey for Steller sea lions.

| Closure Area | Pollock Trawl ¹ | Pacific Cod | | |
|--------------|----------------------------|--------------------|------------------------------|--------------------|
| | | Trawl ¹ | Hook and Line ^{1,2} | Pot ^{1,2} |
| 10 nm | 8 | 10 | 2 | 0 |
| 20 nm | 7 | 5 | 7 | 7 |

¹ The Bogoslof Area (Figure 7-3) is also closed to these

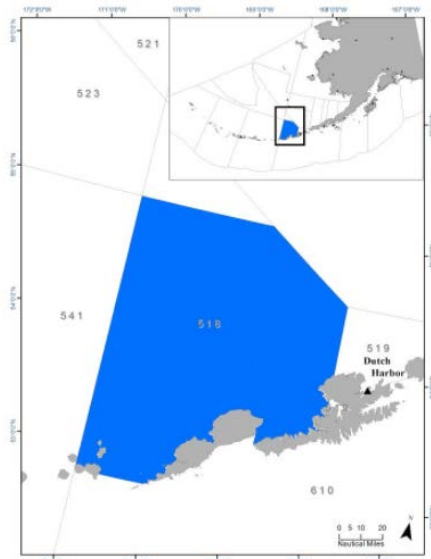
² One site, Sea Lion Rock, is closed out to 7 nm to hook-and-line and pot gear

²⁷ 66 FR 7276, January 22, 2001 and 67 FR 956, January 8, 2002

²⁸ Regulations at 50 CFR 679.20(d)(4)

Figure 7-3 The Bogoslof Area, closed to fishing for pollock and Pacific cod.

Source: Steve Lewis, AKR.



7.5.2 Monitoring Ecosystem Health

Stock Assessments and Annual Catch Limits

Annual catch limits are based on the biological condition of the stock and socioeconomic considerations ~ based on annual stock assessments, annual stock assessments based on current survey and fishery dependent data. [Need to add expanded overview].

Bottom Trawl Surveys

The AFSC Groundfish Assessment Program (GAP), in cooperation with the AFSC Shellfish Assessment Program, conducts bottom trawl surveys to assess the condition of groundfish and king and Tanner crab stocks in the Bering Sea shelf (annually since 1979) and Bering Sea slope (intermittently from 1979 to 1991 and biennially in even years since 2000). Biennial bottom trawl surveys in the Northern Bering Sea began in 2017. GAP also investigates biological processes and interactions with the environment to estimate growth, mortality, and recruitment to improve the precision and accuracy of forecasting stock dynamics. Impacts of bottom trawls on the seafloor and the description of bottom type are also being studied in the Bering Sea via data generated from these surveys. The ADFG conducts triennial stock assessment surveys for red king crab in Norton Sound.

Midwater/Acoustic Trawl Surveys

The AFSC Midwater Assessment and Conservation Engineering Program has assessed the status of Bering Sea pollock since 1977. Pollock assessment is conducted with midwater trawl surveys combined with acoustic (echo integration) technology to develop distribution and abundance time series. Winter surveys of spawning pollock abundance have been conducted annually in the Bogoslof Island area of the Bering Sea since 1988. Assessment of summer pollock abundance in the Bering Sea has occurred routinely since 1979. The acoustic/midwater trawl survey estimates of distribution and abundance are documented in various scientific reports and incorporated into stock assessment advice to the Council.

Longline Survey

The AFSC Marine Ecology and Stock Assessment Program conducts annual longline surveys to assess the sablefish stock in the Bering Sea. These data are combined with fishery-dependent data to estimate abundance and determine ABC for several groundfish species.

IPHC Fishery-Independent Setline Survey (FISS)

The IPHC FISS is conducted across Pacific halibut fishing grounds each summer. Biological data collected on the FISS are used to monitor changes in biomass, growth and mortality of the Pacific halibut population. These data are also valuable for other stock assessments (e.g., Pacific cod). IPHC's FISS is one of the most extensive fishery-independent surveys in the world.

Figure 7-4 IPHC FISS stations in the Bering Sea.



Source: <https://iphc.int/data/fiss-data-query>, assessed January 17, 2018.

Bering Sea Integrated Ecosystem Research Program

The Bering Sea Project, a partnership between the North Pacific Research Board (NPRB) and the National Science Foundation (NSF), sought to understand the impacts of climate change and dynamic sea ice cover on the eastern Bering Sea ecosystem. NOAA also committed major in-kind resources of personnel, equipment, and ship time as well program leadership.

More than one hundred scientists engaged in field research and ecosystem modeling to link climate, physical oceanography, plankton, fishes, seabirds, marine mammals, humans, traditional knowledge and economic outcomes to better understand the mechanisms that sustain this highly productive region.

Field research began in 2007 and concluded in 2010. Synthesis and reporting concluded in 2016. Major program results were reported at the 2014 Alaska Marine Science Symposium and to NPRB and NSF.²⁹

Alaska Integrated Ecosystem Assessment

NOAA's Integrated Ecosystem Assessment Program (IEA) supports EBFM by providing a tool to help transfer scientific information to management. IEAs are intended to provide a structure to assess

²⁹ A presentation of the major results is available online:
https://www.afsc.noaa.gov/HEPR/docs/2014_04_30_AMSS_2014_revised_for_NPRB.pdf

ecosystem status relative to objectives, account for the holistic impact of management decisions, and guide management evaluations. The Alaska IEA leverages substantial ongoing ecosystem assessment work conducted by the AFSC Resource Ecology and Ecosystems Modeling (REEM) group. This group works closely with the AFSC Status of Stocks and Multispecies Assessment group to address fisheries impacts on Alaska marine ecosystems including non-target and ESA listed species. Members from both groups have been appointed by the Council to participate on the assessment Plan Teams. In particular, the Council requires that FMPs in Alaska include annual updates of an Ecosystems Consideration chapter of the Groundfish Stock Assessment and Fishery Evaluation (SAFE) reports. The ecosystems considerations (EC) chapter is currently assembled in part with programmatic support from FATE (Fisheries And The Environment) and many scoping and indicator selection efforts have been completed to meet the needs of the EC chapter. The Alaska IEA will compliment this process, leverage current efforts, and provide an assessment tool that will be used to evaluate various concomitant ecosystem outcomes from climatic or fishery effects under different management and/or climate scenarios. In particular, the Alaska IEA will be used to further quantify and strengthen the Implications section of each ecosystem indicator of the EC chapter.

Marine Mammal Assessment

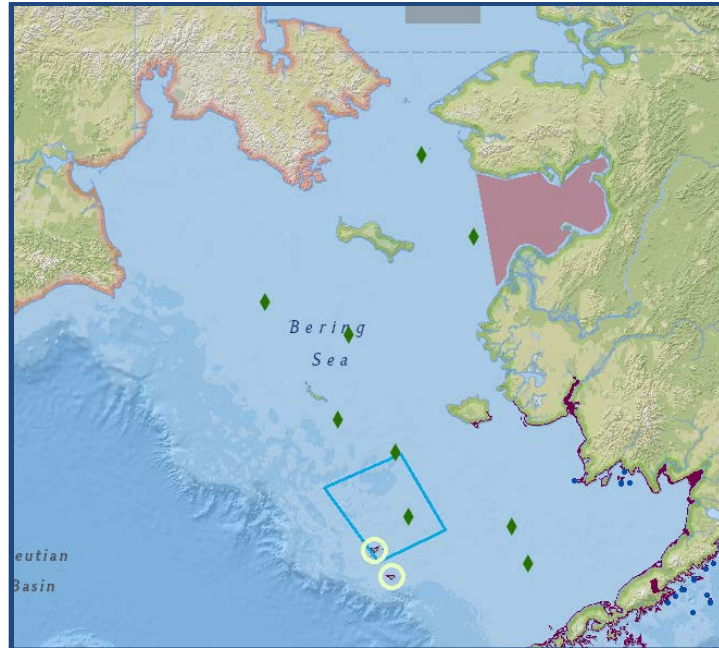
Marine mammal research in support of NOAA's mission in Alaska is conducted by the AFSC Marine Mammal Lab (MML). MML uses a variety of methods and tools to obtain needed marine mammal information. Determination of status and trends of marine mammal populations requires information on abundance, stock structure, mortality and net productivity. To obtain these data, censuses are carried out from ships, aircraft and on land. Radio and satellite-linked telemetry is used to determine movements and migrations, critical feeding areas and depths, and other behavioral data. Sophisticated analyses and modeling are carried out to determine necessary population parameters. Research programs are carried out cooperatively with many other Federal, state and private sector collaborators.

Ecosystem Component Species

Ecosystem component species are stocks that a Council has determined do not require conservation and management but are listed in a FMP to achieve ecosystem management objectives. In addition to the forage species mentioned above, the Council has designated grenadier species as ecosystem component species in the BSAI groundfish FMP. The Council also designated all non-targeted scallop species, including pink or reddish scallops, spiny scallops, and rock scallops as ecosystem component species in the Scallop FMP. Directed fishing on these species is prohibited and they will continue to be monitored to ensure they are not targeted and that incidental catch does not reach a point where there are concerns for the sustainability of these stocks.

Figure 7-5 Location of National Marine Mammal Lab fieldwork in the Bering Sea in 2017.

Green diamonds are locations of marine mammal passive acoustic recorders, the blue box represents northern fur seal foraging and diet study locations, the shaded polygon in Norton Sound represents the location of EBS beluga aerial surveys, the maroon nearshore polygons represent the location of harbor seal aerial surveys, blue dots indicate Steller sea lion aerial survey locations, and yellow circles on the shelf represent the location of northern fur seal demographic studies.



7.5.3 Evaluating Ecological, Social and Economic Tradeoffs of Different Management Actions

Available information and processes allow for varying degrees of formal evaluations of ecological, social and economic tradeoffs of different management actions. Existing evaluations of tradeoffs are conducted through NEPA, RFA and E O 12866 analyses. Tradeoff analyses could be advanced to allow for more systematic, formal evaluations which explicitly consider tradeoffs among multiple, relevant ecosystem components. Continued development of the Alaska IEA is intended to support these types of analyses going forward. Supporting Tribal consultation as defined in E O 13175 and continued strengthening of relationships with rural and Indigenous communities throughout Alaska is also intended to support these analyses.

The AFSC Economic and Social Science research program collects economic and sociocultural data for the conservation and management of living marine resources off Alaska and provides information in support of analyses conducted under NEPA, the RFA and E.O. 12866 to evaluate ecological, social and economic impacts of fishery management actions. The AFSC Economic and Social Science Research Program prepares an annual Economic Status Report for the BSAI groundfish fisheries and for the King and Tanner Crab Fisheries of the BSAI. The Groundfish Economic Status Report presents summary statistics on catch, discards, prohibited species catch, ex-vessel and first-wholesale production and value, participation by small entities, and effort in these fisheries. The BSAI Crab Economic Status Report includes information on: production, sales, revenue, and price indices in the harvesting and processing sectors; income, employment, and demographics of labor in both sectors; capital and operating expenditures in the fishery; quota share lease and sale market activity; changes in distribution of quota holdings; productivity in the harvesting sector; U.S. imports and exports of king and Tanner crab; price forecasts; performance metrics for catch share programs and other information regarding data collection and ongoing economic and social science research related to the BSAI crab fisheries and related communities.

In addition, the Council’s Ecosystem Committee reviews pending Council actions with ecological implications and provides input to the Council on potential impacts of fishery management decisions on ecological and social tradeoffs of various fishery management decisions.

7.5.4 Reducing Bycatch

Bycatch reduction is a key part of fisheries management in the Bering Sea. Impacts of bycatch reach across social, cultural, ecological, and economic aspects of the ecosystem. As such, the Council has adopted measures to limit the catch of species taken incidentally in directed fisheries. Certain species are designated as prohibited species in the FMPs because they are the target of other, fully utilized domestic fisheries. For example, halibut, herring, salmon, steelhead trout, king crab and Tanner crab are prohibited species in the groundfish fisheries. The Council has managed salmon prohibited species catch (PSC) in the Bering Sea since 1981 (beginning with Amendment 1a to the BSAI groundfish FMP). With limited exceptions (e.g., for food donation, for a full salmon census, and some exceptions for operators with halibut IFQ), PSC may not be retained and must be returned to sea immediately, with a minimum of injury, regardless of its condition. [Need to add explanation of PSC caps and fishery closures, development of abundance-based management approaches.]

The Council has taken numerous actions to control and reduce PSC in the BSAI groundfish fisheries (Table 7-2). The Bering Sea trawl fisheries also report to the Council annually on PSC reduction efforts for salmon and halibut through cooperative reports.

Table 7-2 Amendments to the BSAI Groundfish FMP that addressed prohibited species catch

| Amendment number | Year | Action |
|------------------|------|--|
| 1a | 1981 | Foreign Fleet Salmon PSC Caps |
| 3 | 1980 | Halibut, Crab, and Salmon PSC Caps for Foreign Fleet |
| 8 | 1983 | 1984 and 1985 Salmon PSC Caps for Foreign Trawl Vessels |
| 10 | 1986 | Crab and Halibut PSC Caps |
| 12 | 1988 | PSC Framework |
| 12a | 1988 | Revised Crab and Halibut PSC Caps |
| 16 | 1990 | Revised Crab and Halibut PSC Caps |
| 16a | 1990 | Herring PSC |
| 19 | 1991 | Establish PSC Caps for Non-Trawl Fisheries |
| 21 | 1992 | Halibut PSC Framework |
| 21b | 1995 | Chinook Salmon Savings Area |
| 25 | 1992 | Adjust Trawl Halibut PSC Caps |
| 29 | 1993 | Salmon Bycatch Accounting |
| 35 | 1995 | Chum Salmon Savings Areas |
| 37 | 1996 | Red King Crab PSC Caps |
| 40 | 1996 | Establish Opilio PSC Caps |
| 41 | 1996 | Reduce Bairdi PSC Caps |
| 50 | 1997 | Halibut Donation Program |
| 57 | 1998 | Reduce Crab and Halibut PSC Caps |
| 58 | 1999 | Reduce Chinook Salmon PSC Caps |
| 80 | 2006 | Reduce Halibut and Crab PSC for non-AFA groundfish trawl CPs |
| 84 | 2005 | Salmon Bycatch—Exemption for rolling hotspot closures |
| 91 | 2009 | Salmon Bycatch |
| 110 | 2014 | Salmon Bycatch Measures |
| 111 | 2014 | Reduce Halibut PSC Caps |

Seabird Bycatch Mitigation Measures

In 1996 the Council adopted seabird bycatch avoidance measures for all hook-and-line vessels fishing for groundfish in the BSAI (and GOA) and expanded similar measures for the Pacific halibut fisheries using hook-and-line gear in 1997. These measures were designed to reduce interactions between the hook-and-line fisheries and seabirds, including the rare, but occasional interactions with short-tailed albatross. From 1999 through 2005, several research projects were conducted to test the efficacy of various seabird avoidance tactics on hook-and-line vessels. For example, at its June 2004 meeting, the Council approved an Exempted Fishing Permit for IWG research. As a result of this research, the seabird avoidance requirements for hook-and-line vessels were revised in 2007 (72 FR 71601) and again in 2009 (74 FR

13355). These regulations and additional information on seabirds and commercial fisheries are available on the [NMFS AK Region web site](#). The Council has also encouraged research on integrated weight groundline gear and seabird interactions with trawl sonar cables, called “third wires”. To date, bycatch of seabirds in trawl third wires represents a small proportion of seabird bycatch in Alaska fisheries, and no regulatory measures have been introduced to require seabird avoidance.

Each year, NMFS provides a report to the USFWS on the amount of seabird bycatch in the fishery in the prior year. The USFWS issued a biological opinion under section 7 of the ESA on the effects of the groundfish hook-and-line fisheries on endangered short-tailed albatross in December, 2015 and concluded that the fisheries were not likely to jeopardize the continued existence of the short-tailed albatross. NMFS reinitiated ESA section 7 consultation on the effects of the hook-and-line halibut fisheries with the USFWS on September 1, 2017.

Annual crab Bycatch Limits

Annual crab bycatch limits in the Bering Sea scallop fishery are specified red king crab and Tanner crab by the State of Alaska Board of Fisheries.

7.5.5 Conserving Important Habitat

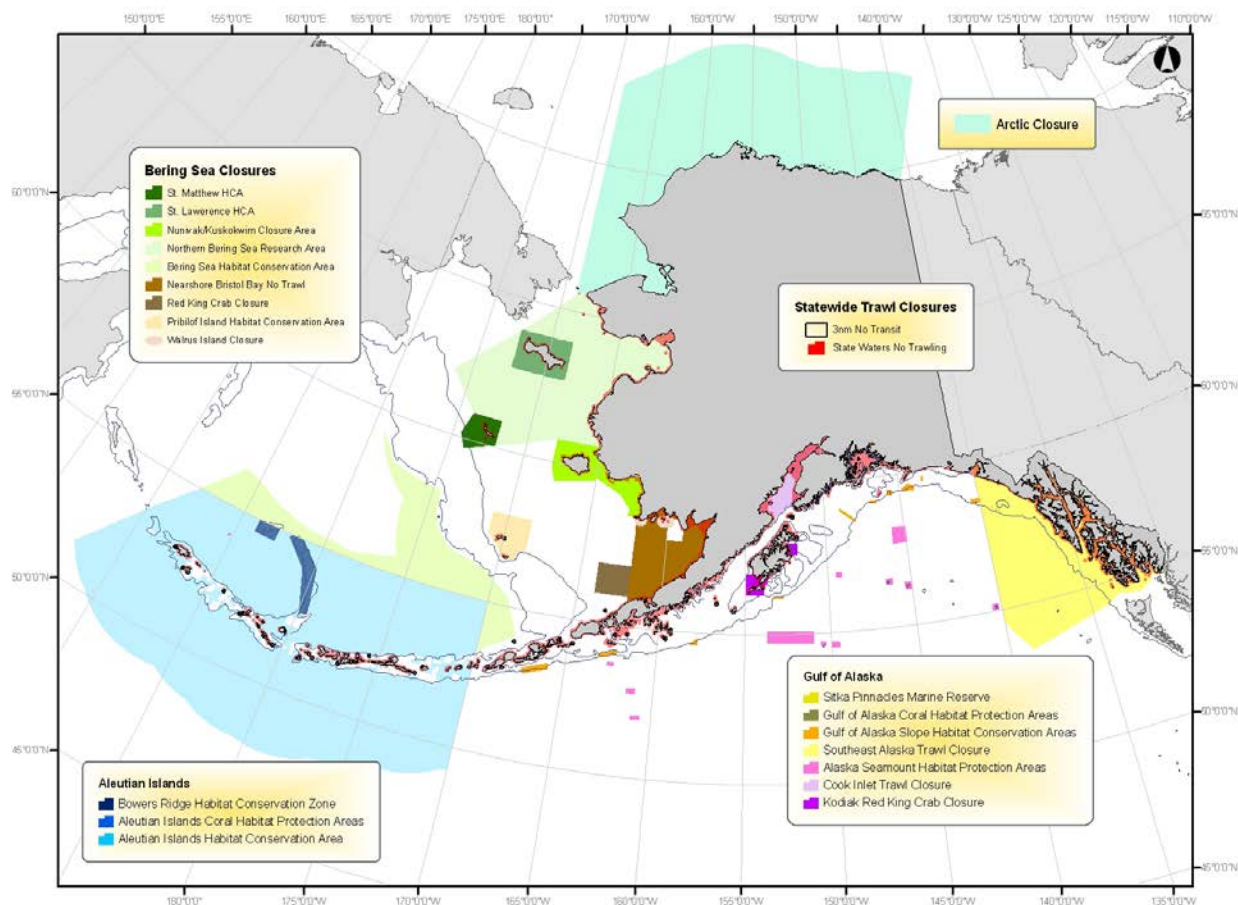
The Council has taken numerous actions to conserve essential Bering Sea habitats (Table 7-3, Figure 7-6).

Table 7-3 Amendments to the BSAI Groundfish FMP that addressed habitat protection

| Amendment number | Year | Action |
|------------------|------|--|
| 9 | 1985 | Incorporate Habitat Protection Policy |
| 21a | 1992 | Establish the Pribilof Island Habitat Conservation Area (HCA) |
| 37 | 1996 | Establish Bristol Bay Red King Crab Savings Area |
| 55 | 1998 | Define EFH |
| 57 | 1998 | Pollock Bottom Trawl Prohibition |
| 78 | 2005 | EFH EIS, which redefined EFH, and established the Aleutian Islands (AI) HCA, the AI Coral Habitat Protection Areas, Alaska Seamount Halibut Protection Areas, and the Bowers Ridge HCA |
| 89 | 2007 | Bering Sea Habitat Conservation Area |
| 94 | 2009 | Required bottom trawl sweep modification to revise boundaries of the Northern Bering Sea Research Area and the Saint Matthew Island HCA |
| 98 | 2011 | Essential Fish Habitat Omnibus Amendments |
| 104 | 2013 | Develop Skate HAPCs |
| 115* | 2017 | Essential Fish Habitat Omnibus Amendments |

* Pending public notice and Secretarial approval as of January 18, 2018.

Figure 7-6 North Pacific habitat conservation areas, including areas closed to fishing in the Bering Sea.



Bering Sea Habitat Conservation Area

In June 2007, the Council adopted precautionary measures to conserve benthic fish habitat in the Bering Sea by “freezing the footprint” of bottom trawling by limiting trawl effort only to those areas more recently trawled. Implemented in 2008, the new measures prohibit bottom trawling in a deep slope and basin area (47,000 nm²), and three habitat conservation areas around St Matthew Island, St Lawrence Island, and an area encompassing Nunivak Island-Etolin Strait-Kuskokwim Bay. The Council also established the Northern Bering Sea Research Area that includes the shelf waters to the north of St. Matthew Island (85,000 nm²). The northern Bering sea was set aside for research on impacts of bottom trawling on benthic habitat. Bottom trawling is prohibited in the Northern Bering Sea Research Area. The Council sought to develop a research plan that would provide data to allow better understanding of the potential impacts of trawling on the benthic and epibenthic fauna of the northern Bering Sea before any commercial trawling was authorized.

Bering Sea HAPC

The most recent call for HAPC proposals was April 26, 2010. The process concluded with the designation of the only HAPCs in the Bering Sea to date, the designation of six areas in the eastern Bering Sea where relatively high concentrations of skate eggs occur for several skate species (family Rajidae). Fishing activities are not restricted within these skate egg HAPCs.

- Large areas around Pribilof Islands, Bristol Bay and the Bering Sea Red King Crab Closure Area closed to scallop fishing and bottom trawling to protect crab and other sensitive habitat

- Ten miles around St. Lawrence, King and Little Diomed Islands closed to king and Tanner crab fishing to protect subsistence fisheries for crab.

Bering Sea Canyons and Deep Sea Corals

The North Pacific Fishery Management Council has consistently acted to identify significant concentrations of deep sea corals and to protect those areas from fishery impacts. Between 2006 and 2016 the Council considered whether protections were needed for deep sea corals in five submarine canyons along the Eastern Bering Sea slope. Results from a 2007 video transect survey in Zhemchug and Bering Sea Canyons (Miller et al. 2012) indicated that the canyons supported high densities of deep sea corals and demersal fish habitat and the Council received many requests to enact protections from fishing gear in the canyons. After careful evaluation of data compiled from the best information available prior to 2014 (Sigler et al. 2015) and, subsequently, from direct observations of deep sea coral occurrence and density from an underwater camera survey conducted by the AFSC in 2014 (Rooper et al. 2016), the Council determined that protections from fishing gear for deep sea corals are not needed. MacLean et al. (2017) provide a thorough summary of the process the Council used to carefully consider and determine that deep sea corals are not present in significant densities in the Eastern Bering Sea canyons and that deep sea corals in the canyons, and Pribilof Canyon in particular, have low vulnerability to impacts from fishing. In this instance of implementing EBFM, the best available science did not support the need to enact fishing limitations to conserve important deep sea corals or fish habitat.

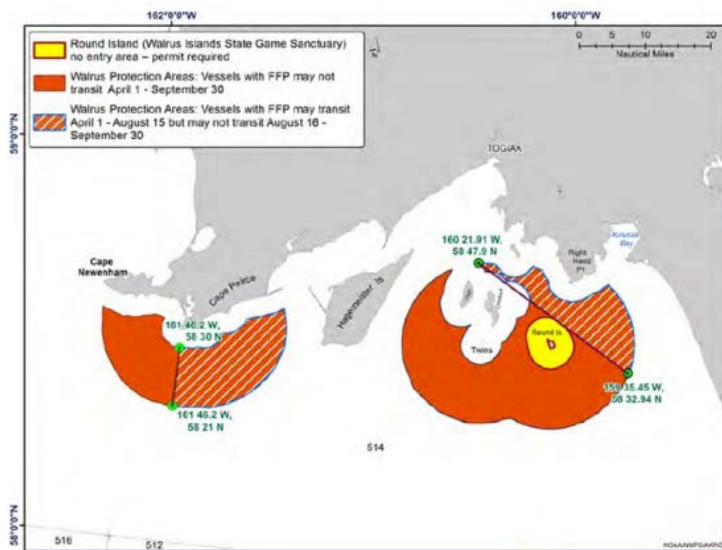
7.5.6 Avoiding impacts to seabirds and marine mammals

In addition to required seabird avoidance gear requirements and Steller sea lion protection measures described above, the Council has adopted measures to reduce vessel disturbance on Pacific walrus.

Walrus Transit Areas

Beginning in 1990, waters surrounding the Walrus Islands (Round Island and the Twins) and Cape Pierce, between 3 and 12 nm were closed to fishing for groundfish from April 1 through September 30 to protect hauled-out walrus from fishing vessel disturbance (BSAI Groundfish FMP Amendment 13; renewed via Amendment 17). In 2014, the Council adopted Amendment 107 to the BSAI Groundfish FMP to permit vessels with Federal Fishing Permits to transit in designated areas near Round Island and Cape Pierce (Figure 7-7) from April 1 to August 15 each year. Vessels are still prohibited from deploying fishing gear in these areas.

Figure 7-7 Cape Pierce and Round Island Walrus Protection Areas

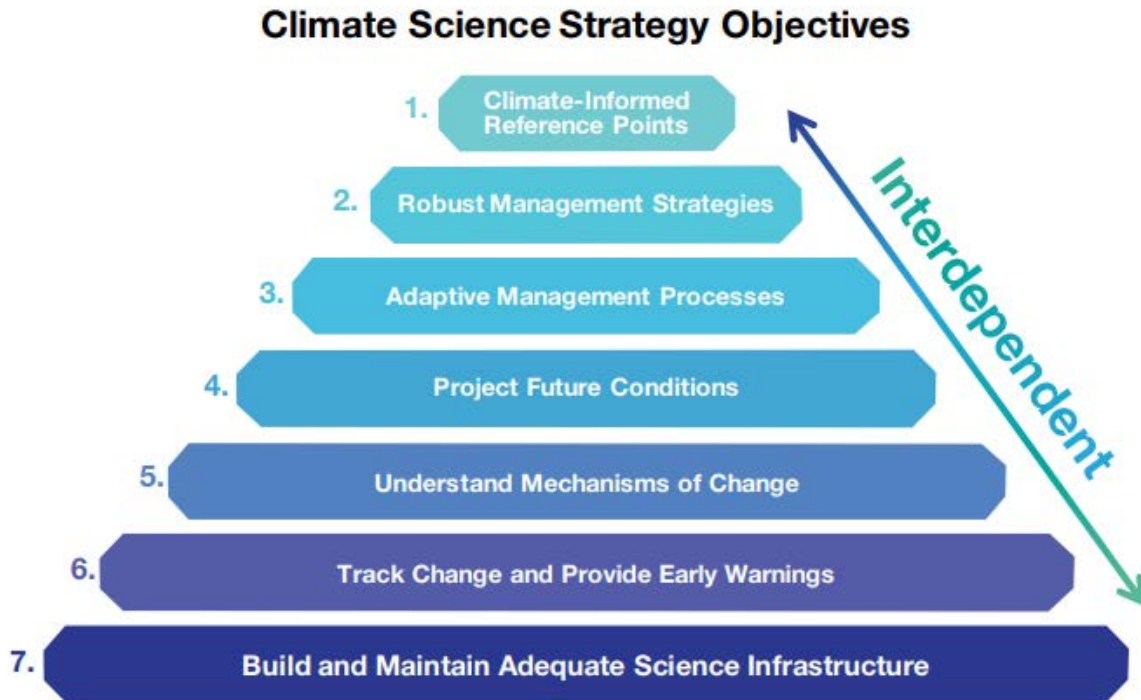


7.5.7 Adapting management to maintain resilient fisheries and ecosystems in a changing climate

Climate-related changes are impacting Bering Sea living marine resources and are projected to continue and increase (IPCC 2013). To meet the Council and NMFS’s long-term sustainable fishery goals, management will need to be sufficiently responsive to accommodate ecosystem changes resulting from long-term climate change. NMFS and its partners are conducting research to improve the scientific understanding of baseline and projected climate and oceanographic conditions and the response of Bering Sea ecosystem components to projected changes.

In 2016, NMFS released a Regional Action Plan (RAP) for Southeastern Bering Sea Climate Science (Sigler et al. 2016). The goal of the RAP is to increase the production, delivery and use of climate related information for Bering Sea marine resource management. The RAP identifies strengths, weaknesses, priorities, and actions to implement the NOAA Fisheries Climate Science Strategy (Strategy) in Alaska in the near term and focuses on building regional capacity and partnerships to address the Strategy’s seven science objectives (Figure 3-7). The RAP discusses the current knowledge of projected climate impacts on species’ productivity and abundance and describes the information needed to make connections between the environment and species’ response. The RAP notes the challenges for predicting species’ responses to climate change and incorporating emerging information into management decisions in a relevant time frame and provides an action plan for the Alaska Fishery Science Center and the Pacific Marine Environmental Laboratory for the next 3 to 5 years to advance climate-ready fisheries management in the eastern Bering Sea.

Figure 3-9 NOAA Fisheries Climate Science Strategy Objectives.



The Council’s Ecosystem Approach Value Statement, Vision Statement and Implementation Strategy are underpinned by understanding and planning for managing fisheries for current and future generations under rapidly changing conditions. To advance this vision, the Council has identified research priorities to increase understanding about effects of climate change on living marine resources in the North Pacific. The Council identified the following climate-related research priorities at its meeting in June 2017:

- Assess how changes in pH and temperature would affect managed species, upper level predators and lower trophic levels.
- Develop and evaluate global climate change models (GCM) or downscaled climate variability scenarios to assess impacts to recruitment, growth, and spatial distributions.
- Collect climate and oceanographic information covering a wider range of seasons.
- Develop projection models to evaluate (a) the robustness and resilience of different management strategies under varying environmental and ecological conditions and (b) to forecast seasonal abundance.
- Evaluate incorporation of climate change impacts into stock assessments.

In February 2018, the Council held a one-day ecosystem research workshop in conjunction with its February meeting. Tools that are currently available and under development for understanding and planning for climate change effects was a focal topic of the workshop. The Council will use the results of that workshop to continue advancing EBFM. The climate change Action Module (Section 4.3) planned as part of this FEP will advance the Council’s framework for ensuring its policies are sufficiently responsive to accommodate ecosystem changes resulting from long-term climate change.

7.5.8 Providing for sustained participation of fishing communities

Understanding how fishing communities may be affected by changes in the Federally managed fisheries begins with understanding how these communities are currently engaged in and dependent upon those

fisheries, as well as the overall social and economic context of those communities. Impacts to communities involved in fisheries can occur as a result of changes to FMPs, fish stocks, the location of productive fishing grounds, etc., or a combination of all of these factors. The Council is required, under the Magnuson-Stevens Act, to consider the importance of fisheries to fishing communities, and minimize adverse impacts to the extent practicable. It is the Council's goal to balance the needs of all human communities that rely on the Bering Sea to survive and thrive. The Council recognizes that Bering Sea fisheries are important to coastal communities throughout the region, as well as communities of people who, while they may reside elsewhere, come to the region to work or are significantly invested in the region (e.g., seasonal fishermen, offshore processors).

Information about community needs is often heard in the form of LK or TK during the public comment process and the Council has a long practice of considering coastal community needs in its management decisions. The Council has also built various different community protection measures into catch share programs that have been developed, as well as balancing the needs of communities in developing protection measures for Steller sea lions to ensure continued local access for small boat fleets. In 1992, the Council's western Alaska Community Development Quota (CDQ) program went into effect to set aside an allocation of all groundfish, crab, and halibut quota in the BSAI for exclusive use by 65 remote, coastal communities along the Bering Sea with limited alternative economic infrastructure. In 2001, the Council developed regulations to fully recognize and authorize halibut subsistence fishing activities by certain rural residents and Alaska Native Tribal members of Alaska, with the acknowledgement that Alaska Native Tribes have customary and traditional practices of using halibut to feed their families and support local economies (through sharing and bartering) that have occurred for thousands of years.

7.5.9 Fostering meaningful and diverse stakeholder participation in the Council process

The Council is committed to creating an environment that fosters meaningful participation from diverse groups of stakeholders, including the incorporation of LK and TK. This commitment has led to a longstanding pattern of successful public participation through public comments at meetings, membership on Plan Teams and Committees, and attendance at Council-hosted workshops. In some cases, like that of the Electronic Monitoring Committee, the public have played a crucial role in working collaboratively with Committee member representatives from industry, agency, management, and the science community to develop new regulations, from start to finish. In situations when controversial decisions must be made, Council, SSC, and AP members, staff, agency representatives, and the public all take *décorum* seriously. It is a shared sense of purpose and respect for process that has fostered and continues to foster meaningful stakeholder engagement throughout the Council process.

From a practical standpoint, travel in Alaska can be prohibitively expensive and Council meetings are designed to be accessible. To mitigate financial stressors of in-person attendance at meetings, the Council hosts:

- joint meetings of the SSC, AP, and the Council;
- three meetings in the centrally-located city of Anchorage each year;
- a meeting in Seattle/Portland each year; and,
- a meeting in a coastal Alaskan community each year.

The Council additionally has been able to make every meeting accessible online. The Council meetings have been streamed through user-friendly Adobe Connect web conferencing software since February 2014, so that in-person attendance is not necessary for members of the public that want to listen to Council presentations, discussions, and decisions. Starting in February 2018, stakeholders have been able to submit their meeting comments electronically through <http://meetings.npfmc.org/> and meeting agendas will be available on the same site starting in December 2018.

8 Risk analysis – PLACEHOLDER

Ecological risk assessment is defined as a process that evaluates the likelihood that adverse ecological effects may occur or are occurring as a result of exposure to one or more stressors. A risk does not exist unless (1) the stressor has the inherent ability to cause one or more adverse effects and (2) it co-occurs with or contacts an ecological component (i.e., organisms, populations, communities, or ecosystems) long enough and at a sufficient intensity to elicit the identified adverse effect. An ecological risk assessment may evaluate one or many stressors and ecological components (EPA 1992).

Ecological risk may be expressed in a variety of ways. While some ecological risk assessments may provide true probabilistic estimates of both the adverse effect and exposure elements, others may be deterministic or even qualitative in nature. In these cases, the likelihood of adverse effects is expressed through a semiquantitative or qualitative comparison of effects and exposure (EPA 1992).

The FEP Team is interested in evaluating different ways to assess risk within the Bering Sea ecosystem area. Considering risks and tradeoffs is one of the purposes of the FEP and relates specifically to Process Objective 14 in Section 2.3.1. There are some studies ongoing that may prove useful, and which can be synthesized here once the results are available. For example, there is a study ongoing within NMFS that is evaluating vulnerability of Alaska fishery species to climate change, which will be finalized this year. The climate change Action Module that is described in Section 4.3 also evaluates risk from potential future climate scenarios. The Council may choose to include other research objectives or future Action Modules to prioritize other evaluations.

9 Preparers, Glossary, References, Resources

9.1 Preparers

BS FEP team

Kerim Aydin (Co-chair), Michael Dalton, Ben Daly, Diana Evans (Co-Chair), Anthony Fischbach, Brandee Gerke, Brad Harris, Davin Holen, Jim Ianelli, Jo-Ann Mellish, Heather Renner, Elizabeth Siddon, Phyllis Stabeno, Ian Stewart, Stephani Zador

Other contributors

Sara Cleaver, Elizabeth Figus, Kirstin Holsman, Steve MacLean, Sarah Wise

9.2 Glossary of terms

| <u>Term</u> | <u>Definition</u> |
|--------------------|---|
| Core FEP | Contains the strategic components of the FEP |
| Action Module | Specific analysis or research efforts in the FEP framework |
| Onramp | Starting point for Council actions related to EBFM |
| Seafood production | Landings by functional group, mariculture |
| Profits | Revenue by functional group |
| Recreation | Numbers of anglers and trips |
| Employment | Indicator under development |
| Stability | Diversity indices (fishery and species) |
| Sociocultural | Community vulnerability, fishery engagement and reliance |
| Biomass | Biomass or abundance from surveys, biomass relative to reference |
| Productivity | Condition and recruitment, fishing mortality relative to reference |
| Trophic structure | Relative biomass of trophic groups |
| Habitat | Thermal habitat volume, physical properties |
| Well-being | A way of being with others that arises when people and ecosystems are healthy, and when individuals, families, and communities equitably practice their chosen ways of life and enjoy a self-defined quality of life now and for future generations ³⁰ |

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³⁰ <https://alaskasalmonandpeople.org/wpcontent/uploads/2018/03/SASAP-Booklet-2nd-printing-small.pdf>

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9.4 Resources for Bering Sea ecosystem information

Community information

Defining Fishing Communities (Alaska Fisheries Science Center)

Within the context of marine resource management, what constitutes a fishing community is complex and has been long debated. The Magnuson Stevens Fishery and Conservation Act (MSA) defines fishing

communities as those “substantially dependent on or substantially engaged in the harvest or processing of fishery resources to meet social and economic needs, and includes fishing vessel owners, operators, and crew and United States fish processors that are based in such community.” Within the MSA, National Standard 8 requires conservation and management measures to “take into account the importance of fishery resources to fishing communities in order to: (1) provide for the sustained participation of such communities; and (2) to the extent practicable, minimize adverse economic impacts on such communities.” Identifying and considering appropriate communities is central to effective marine resource management.

The National Marine Fisheries Service interprets the MSA definition to emphasize the relevance of geographic place, stating “A fishing community is a social or economic group whose members reside in a specific location...” Pacific States Marine Fisheries adheres to this definition as well, although it is recognized that taking social networks and shared interests into account “would result in a greater understanding of socioeconomic indicators”. While location may be relatively easy to determine, defining fishing community solely on geography risks excluding social complexity including social networks valuable to the flow of people, information, goods, and services. Some managers have turned to “multiple constructions of communities” to better understand fishing communities.

By restricting the definition of fishing community to a geographic place—particularly in the marine environment—St. Martin and Hall-Arber (2008) argue that geographically restricted notions of community ignore the complexity of social landscapes. The authors expand “community” to include those areas, resources, and social networks on which people depend. In an effort to acknowledge women’s role in fisheries, Calhoun, Conway, and Russel (2016) discuss fishing community in terms of participation in the broader industry. Acknowledging power dynamics and the issue of scale when describing “fishing community,” Clay and Olson (2008) complicate the MSA definition, bringing forward the importance of “political, social, and economic relationships.” Kevin St. Martin and co-authors (2007) recognize the shift toward ecosystem-based management within fisheries and suggest a similar move in fisheries social science, “to emphasise community-level processes, practices, interactions and interdependencies as starting points for understanding the relationship between the rich and complex social practice of fishing and marine ecosystems”. As fisheries managers and policy makers continue to develop management strategies which directly affect fishing communities, it is essential to advance a greater understanding of the complexity of social systems.

Communities and the Alaska Marine Ecosystem Status Report

In the context of the [Alaska Marine Ecosystem Status Report](#), fishing communities were identified by three criteria: 1) Geographical location, 2) Current fishing engagement (commercial, recreational, and subsistence; 3) Historical linkages to subsistence fishing. Engagement was defined as the value of each indicator as a percentage of the total present in the state, for example, the percent of all fishing vessels registered in the state that are owned by residents of a given community. The quantitative indicators used to represent commercial fisheries participation included commercial fisheries landings (e.g., landings, number of processors, number of vessels delivering to a community), communities that are the registered homeports of vessels participating in the fisheries, and communities that are home to documented participants in the fisheries (e.g., crew license holders, state and federal permit holders, and vessel owners). The indicators used to represent recreational fisheries participation included sportfish licenses sold in the community, sportfish licenses held by residents, and the number of charter businesses and guides registered in the community. The indicators used to represent subsistence fisheries participation included participation in the Subsistence Halibut Registration Certificate program, number of subsistence salmon permits issued to households in the community, and local marine mammal harvests. A community was selected to be profiled when it surpassed the median index score on either the ranking of community dependence or engagement. Given the heavy dependence on subsistence fishing for survival in Alaska, as well as the reliance on river networks for marine resource extraction, a buffer area was created along coastal Alaska to identify those communities living near coastal resources. Up river communities with

historic ties to subsistence fishing were included. Anchorage and Fairbanks were excluded in some analyses in order to avoid skewing results.

Alaska Fisheries Science Center Community Profiles and interactive maps.

<https://www.afsc.noaa.gov/REFM/Socioeconomics/Projects/communities/profiles.php>

In 2005, the Alaska Fisheries Science Center (AFSC) compiled baseline socioeconomic information about 136 Alaska communities most involved in commercial fisheries to produce the first version of the Community Profiles for North Pacific Fisheries - Alaska. In 2010 and 2011, AFSC went through the process of evaluating the Community Profiles and determining how to update them. A NOAA Technical Memorandum, *Improving Community Profiles for the North Pacific Fisheries*, documents the process for updating the Community Profiles, including modifying the community selection methodology to ensure that communities with significant reliance on commercial, recreational and subsistence fishing were included. A total of 196 communities have been profiled. The updated profiles add new information to better contextualize communities' reliance on fishing.

The North Pacific Fishery Management Council's ***Fishing Communities of Alaska Engaged in Federally Managed Fisheries***, from May 2016.

<https://npfmc.legistar.com/View.ashx?M=F&ID=4472388&GUID=9A7B5279-6583-4BEC-BA28-2FB45B4EB9C0>

A summary of communities that are most engaged in the Federally-managed commercial fisheries off Alaska, including groundfish, crab, halibut, and scallops. This resource includes communities in Southeast Alaska, the Central Gulf, Western Gulf, and Aleutian Islands in addition to those in the Bering Sea region. The document includes communities with access to an engaged fishing port on the coastal waters of Alaska with one of three factors for the year 2014: (1) a resident had to have an active Alaska Commercial Fisheries Entry Commission (CFEC) permit; (2) a resident had to be an owner of a vessel that participated in a Federally-managed fishery; or (3) local processing of fish caught as part of the Federally managed fishery had to have occurred.

The ***Comprehensive Baseline Commercial Fishing Community Profiles*** prepared for North Pacific Research Board and NPFMC by EDAW/AECOM with Northern Economics.

<https://www.npfmc.org/wp-content/PDFdocuments/resources/AKCommunityProfilesVol1.pdf>
<https://www.npfmc.org/wp-content/PDFdocuments/resources/AKCommunityProfilesVol2.pdf>

These include Unalaska, Akutan, King Cove, and Kodiak (March 2005) and Sand Point, Adak, St. Paul, and St. George (June 2008). These profiles include in-depth demographic and economic information on the specified fishing communities, meant as a template for the collection and analysis of community profile information for fishing communities of the North Pacific region. The results of this resources are intended to provide information central to the understanding of community engagement in, and dependency on, the range of Federally managed commercial fisheries.

Additionally, the ***10-year program review for the Bering Sea/Aleutian Islands crab rationalization program*** included a social impact assessment includes harvest trends, fleet participation, processor information, and other fishery and economics trends for specified communities involved in the program.

https://www.npfmc.org/wp-content/PDFdocuments/catch_shares/Crab/AppendixA-SocialImpactAssessment.pdf

Information Resources for LK and TK

The Alaska Fisheries Science Center and the Alaska Fisheries Information Network (AKFIN) maintain a database with information about Bering Sea Communities, which may be consulted during planning stages of these collaborative activities. Other resources may be consulted on an issue-by-issue basis:³¹

Arctic Research Consortium of the United States <https://www.arcus.org/>
Principles for the conduct of research in the arctic <http://ankn.uaf.edu/IKS/conduct.html>
Products of social science research with Bering Strait communities www.kawerak.org/socialsci.html
Heritage Program Archives www.kawerak.org/ehp.html
Marine Program at Kawerak www.kawerak.org/marine.html
A video about best practices for research on the North Slope <https://vimeo.com/197939591>
Information about the North Slope <http://www.leadershipandstrength.com/collaboration/>
Database maintained by the University of Alaska Fairbanks <http://jukebox.uaf.edu/site7/>
Principles and guidelines for the protection of the heritage of Indigenous people
<http://ankn.uaf.edu/IKS/protect.html>
Research ethics: a source guide to conducting research with Indigenous peoples
<http://www.Indigenousgeography.net/ethics.shtml>
Source of information about changes related to climate change around the region (mix of LEK and TEK)
<http://adaptalaska.org/stories/>
Bering Sea Sub-Network Indigenous observations of the environment and subsistence harvest
<http://www.bssn.net/>

Bering Sea Elders Advisory Group: The Northern Bering Sea

This resource is explicitly “not an in-depth inquiry into traditional ecological knowledge of the natural history of species and their environment”. It includes maps of the Bering Sea and coastal areas which were developed through interviews and mapping activities with experts from Tribes, local commercial fishermen, and the Coastal Resource Service Areas. Accompanying these maps are biological descriptions from a combination of western science sources, information produced by TEK related to the subsistence or local commercial use of certain species, cultural practices, and short anecdotal quotes describing specific knowledge of the resource provided by community elders. Migratory routes included in these maps illustrate routes from both TEK sources as well as NOAA DATA. The maps depict areas used for hunting walrus, seals, whales, and important habitat areas for each of these species, such as migratory routes. Additionally, this book contains maps with general areas for harvesting subsistence fish and shellfish, as well as areas for small-scale commercial fisheries for halibut, herring, salmon and crab. Areas that elders and hunters believe to be important habitat for eiders were also illustrated, as these areas are also thought to be ecologically important to marine mammals. Often species are grouped together in terms of their distribution on the maps, so use of the maps for species-level information may not be feasible. It seems that the biological information is strictly generated from western science, while harvest data and information on cultural comes from TEK, leaving questions for how to really utilize the TEK portion of this in the FEP. BS FEP species maps which incorporate TEK include:

- Pacific walrus (subsistence use areas & migratory routes)
- All seals (subsistence use)
- Bearded, ribbon, ringed, spotted seals (migratory routes)
- All whales (category includes bowhead, beluga, gray as one) (subsistence use)
- Beluga whales (subsistence use, feeding grounds, migratory routes)
- Bowhead whales (subsistence use, feeding grounds, migratory routes)
- Shellfish: clams, mussels, king crab, shrimp (subsistence use, commercial harvesting)
- Blue and red king crab (subsistence use, commercial harvesting)

³¹ This list is a work in progress

- Herring, salmon, halibut (migratory routes, commercial harvesting, subsistence)
- Area of potential growth for commercial halibut fishery

Oceana and Kawerak: Bering Strait Data Synthesis

This resource includes ecological information specifically about the Bering Strait, not the entire Bering Sea, using data from both TEK and Western scientific studies. The primary source of TEK used in the synthesis is the Kawerak Ice Seal and Walrus Project (ISWP). This synthesis consists of seasonal subsistence use areas for bowhead whales, belugas, walruses, polar bears, seals, fish (grouped as one category) & invertebrates (grouped as one category). Additionally, local community experts used their traditional knowledge to edit landfast ice extents in the ISWP which was used in this document. Data limitations: subsistence use areas only cover regions where they are hunted, many of these species are migratory and conservation policies would need to reflect habitat and prey throughout life history. See Concentration Area maps to fill in these data gaps. Some seasons for certain species are missing maps. Data for subsistence use was patchy and old. Any information that conflicted with ISWP data or local expert experience was removed from analysis. Species-level fish distributions within this synthesis did not employ TEK, however a different [Kawerak document](#) includes a non-salmon subsistence harvest survey in five Bering Strait communities, followed by semi-structured ethnographic interviews with local experts. Spatial information was documented during interviews and a map was produced for each community. This report documents local knowledge regarding when, where and how residents harvest non-salmon fish; information about fish abundance and biology; the cultural values associated with fish; climate change observations; community concerns related to fishing; and other topics.

Ecological Atlas of the Bering Sea

This resource is a comprehensive, trans-boundary atlas that contains over 100 maps of Arctic marine mammals, seabirds, sea ice, subsistence, and more. The Atlas is organized into six sections that build, layer by layer, the ecological foundation of the Bering, Chukchi, and Beaufort seas. The Atlas represents ecological information using science, LK, and TK, and can be downloaded at: <http://ak.audubon.org/conservation/download-ecological-atlas-bering-chukchi-and-beaufort-seas>.

The Atlas contains spatial information derived from Kawerak's ISWP. TEK is expressed in subsistence-use areas and species use patterns. Natural history maps (species' ranges and concentrations) for BS FEP species where TEK was used: Pacific walrus, ice seal, beluga whale. Additionally, TEK data was used for the "subsistence harvest by species" maps.

Appendix A: Subsistence Use Maps

The following maps are designed to show the diversity of harvest by coastal communities in the Bering Sea region. The goal is to describe contemporary harvesting activities and potential interaction with commercial fishing activities. Note, however, that the location of where harvests occur and their potential intersection with commercial fishing activities are only one way to describe subsistence activities. Reports from this region describe subsistence also in terms of food harvest and preparation, sharing, cultural values, cultural identity, intergenerational relationships and the importance of passing on traditions to children, as well as the interrelationship between traditional practices and contemporary management.

The data used in the maps represent all rural communities in these three regions of Alaska where data is available (see Fall 2016). The data represent a single calendar year of harvest effort, and one year does not necessarily represent all activity and the area used may be larger than that represented on the maps. The communities noted on the maps represent recent studies where face-to-face household surveys were completed between 2008 and 2015. Communities within 50 miles of the coast where contemporary data is available have been included on the maps, however not all communities in the region have been included, as not all have been surveyed. To mask individual community data, the areas have been summarized by region³².

The maps represent the following coastal communities in each region. The study year is indicated in parentheses after each community.

Arctic

- Deering (study year 2013),
- Diomed (2013),
- Golovin (2012),
- Kivilina (2007),
- Kotzebue (2014),
- Noatak (2007),
- Norvik (2012),
- Point Hope (2014),
- Point Lay (2012), and
- Shishmaref (2014).

Western Alaska

- Bethel (study year 2012),
- Eek (2013),
- Emmonak (2008),
- Quinhagak (2013),
- Scammon Bay (2013),
- Stebbins (2013), and
- Tuntutuliak (2013).

Southwest Alaska

- Akutan (study year 2008),
- Clark's Point (2008),
- Dillingham (2010),
- Egegik (2015),
- King Salmon (2007),
- Manokotak (2008),
- Naknek (2007),
- Pilot Point (2015),
- South Naknek (2007),
- Togiak (2008), and
- Ugashik (2015).

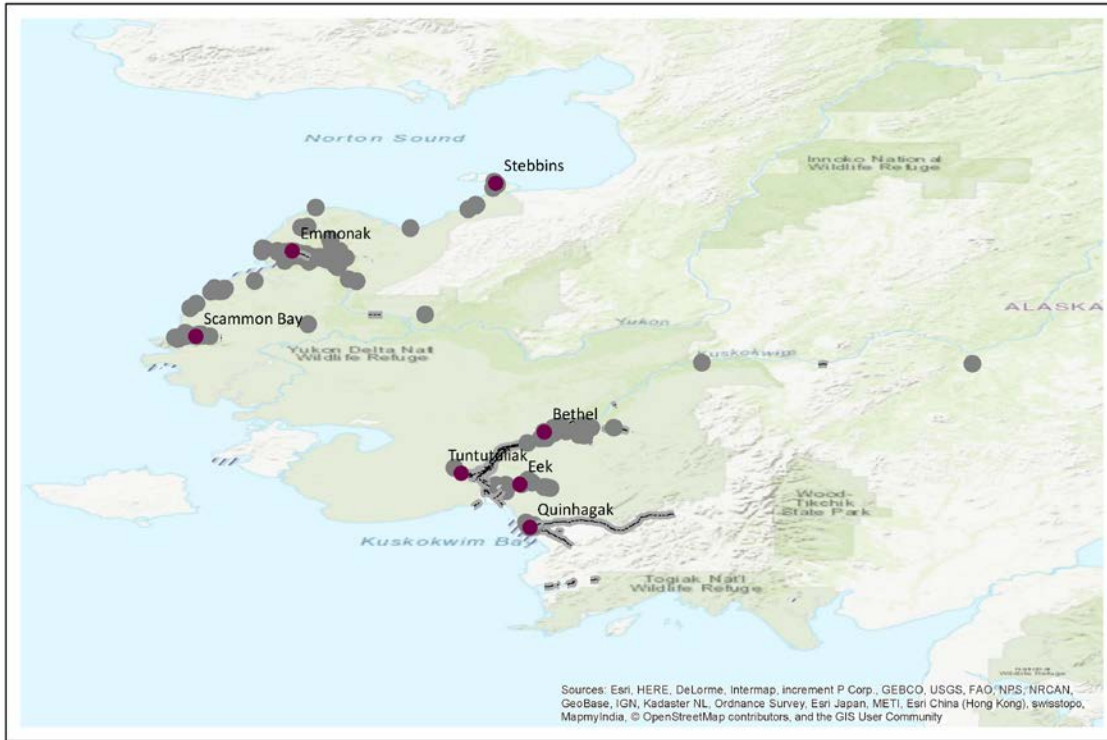
³² Data was collected at the household level and include either a census of smaller communities to a stratified sample of larger regional hub communities in the Bering Sea region such as Bethel, Kotzebue, and Dillingham. Typically, data collection occurs between January and April for the previous calendar year to ensure an adequate recall, so only activities conducted during the study year are recorded. Spatial data collection methodology is consistent across the study communities and the methodology as well as other characteristics, such as sample size for each study, are described in study reports (Braem et al. 2017; Evans et al. 2013; Fall et al. 2012; Holen et al 2012; Holen et al. 2011; Hutchinson-Scarborough & Koster *in prep*; Ikuta et al. 2016; Magdanz et al. 2010, Rufola et al. 2017). Final scale detailed maps are also found in the reports by community, and in some cases by individual species. Data was collected using point data for specific harvest locations, line data for areas where fishing may occur along rivers or trap lines are set, and polygon data that shows a general harvest area for berries for example, or a search area for land mammals or marine mammals. The shape used best represents the activity as described by the respondent to characterize their harvest and use as specifically as possible. Although point data for specific harvest locations for land mammals such as moose and caribou, and marine mammals such as seals are collected, the data are not included in the maps, nor in study reports, based on agreed upon confidentiality standards, and only general search areas are shown. All data have been published at the individual community level as static maps and are publicly available in the study reports, often at the individual species level. Community review of the data was completed in each of the communities prior to publishing the data. In each case the protocol is to remove any data deemed sensitive by the community. An effort is underway by ADF&G Division of Subsistence and the Adapt Alaska Project (adaptalaska.org) to provide an online interactive data portal so data can be displayed by community, species category, month of harvest, harvest method, and access. For an example, see socioeconomic data available on the AOOS data port (<https://portal.aos.org>), especially the layer Wild Resource Harvest and Use by Cook Inlet Communities.

Each of the maps correlates to a subsistence harvest category:

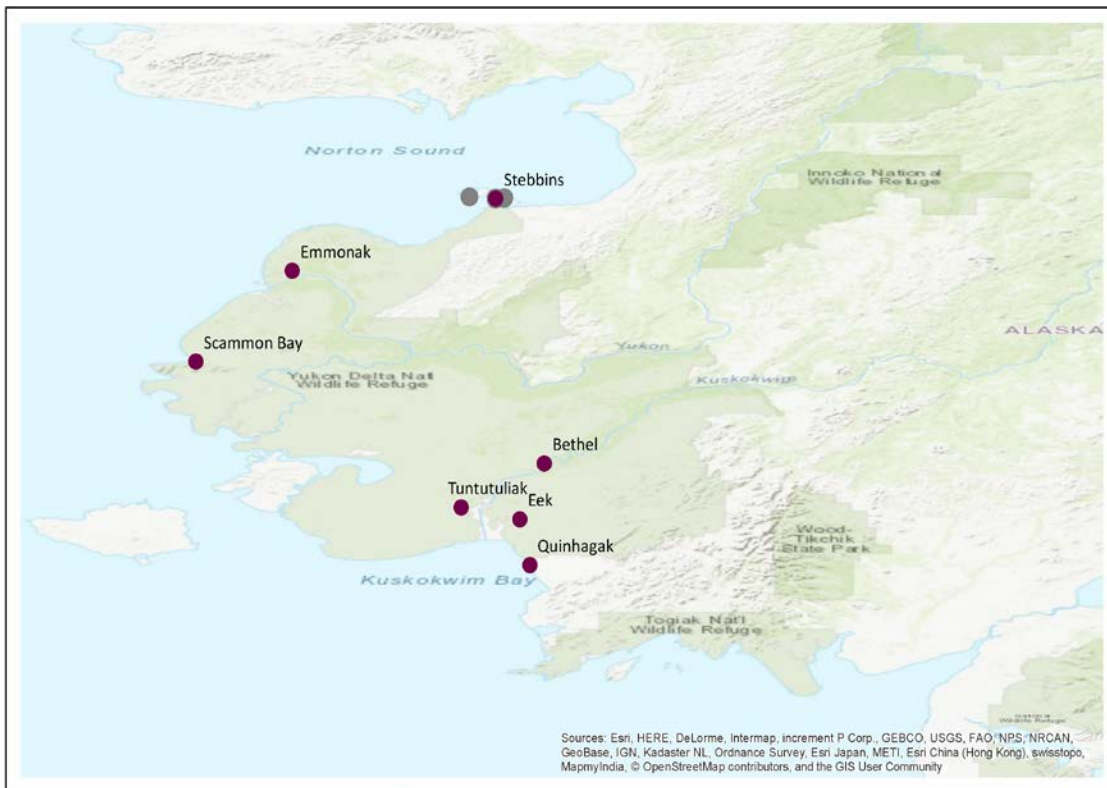
- (a) salmon,
- (b) shellfish including crab and clams,
- (c) other fish including freshwater and marine fishes,
- (d) marine mammals,
- (e) birds and eggs including migratory waterfowl, resident upland birds, and sea ducks, and
- (f) land mammals including large land mammals, small land mammals and furbearers that are eaten by residents.

Figure A-1 Locations of subsistence harvest around communities in the western coastal areas of the Bering Sea, based on studies from 2008, 2012, and 2013.

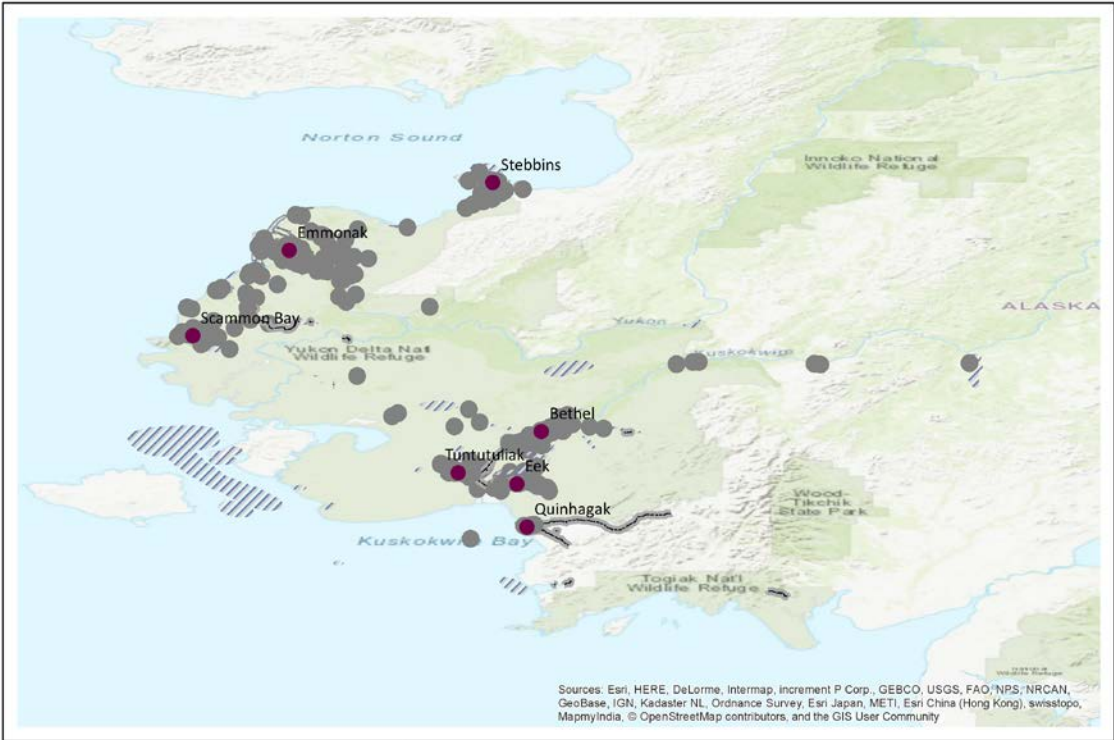
(a) salmon



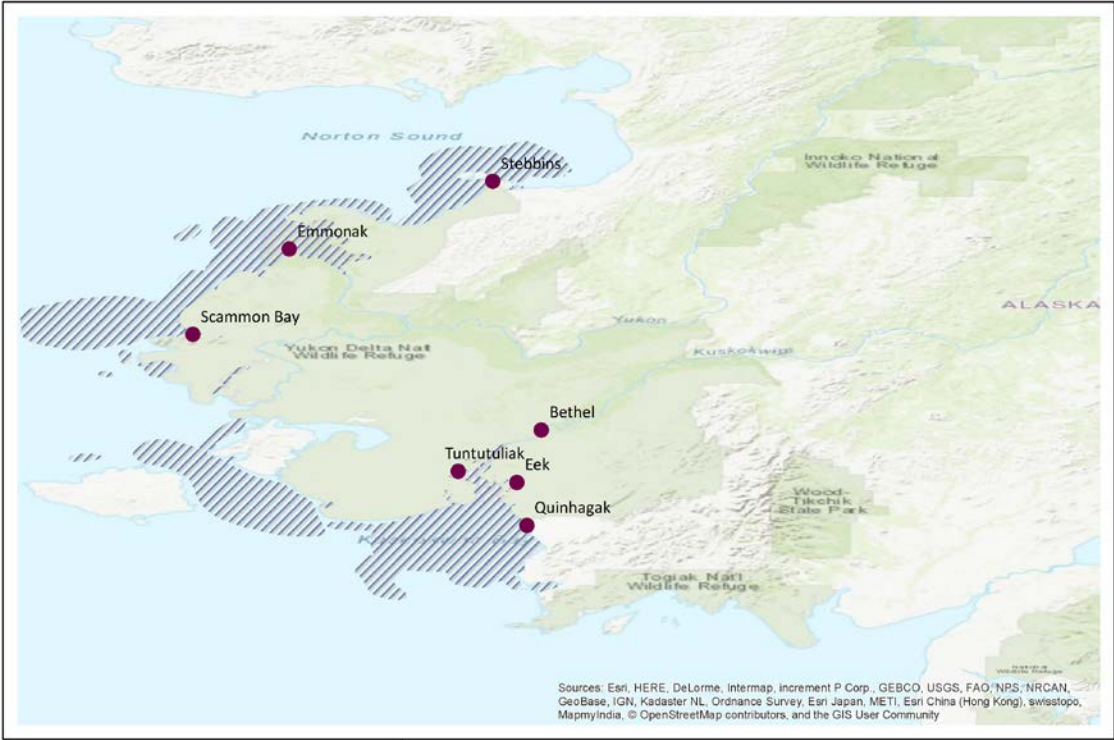
(b) shellfish



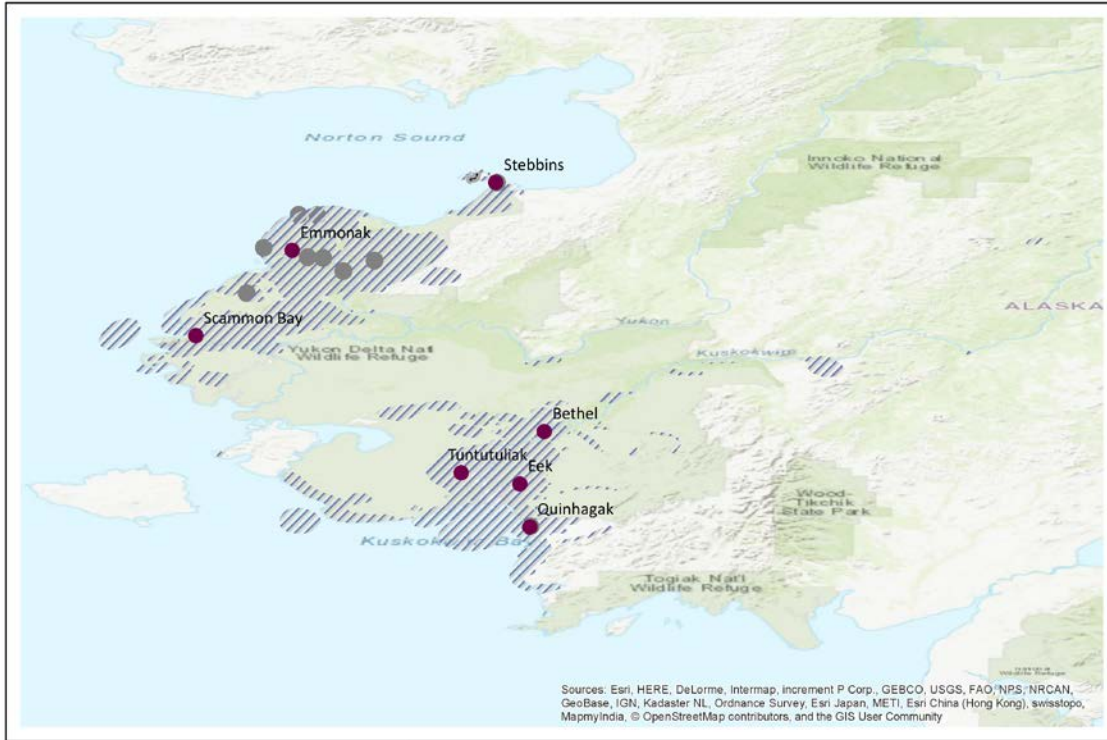
(c) other fish



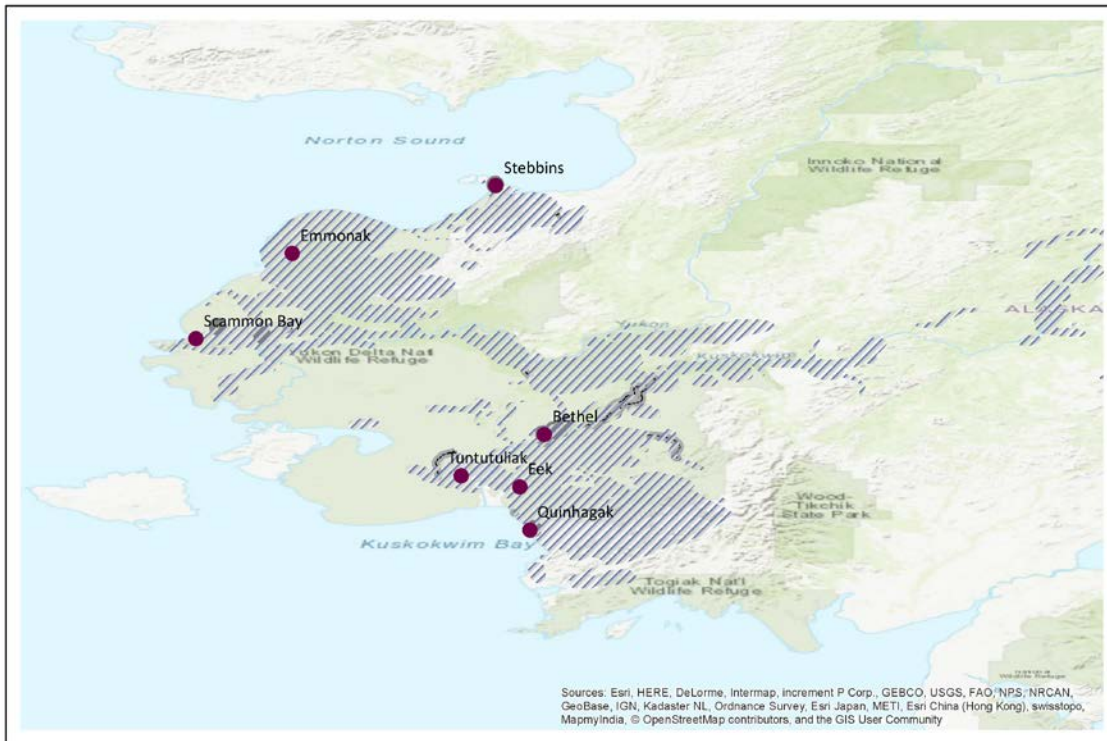
(d) marine mammals



(e) birds and eggs



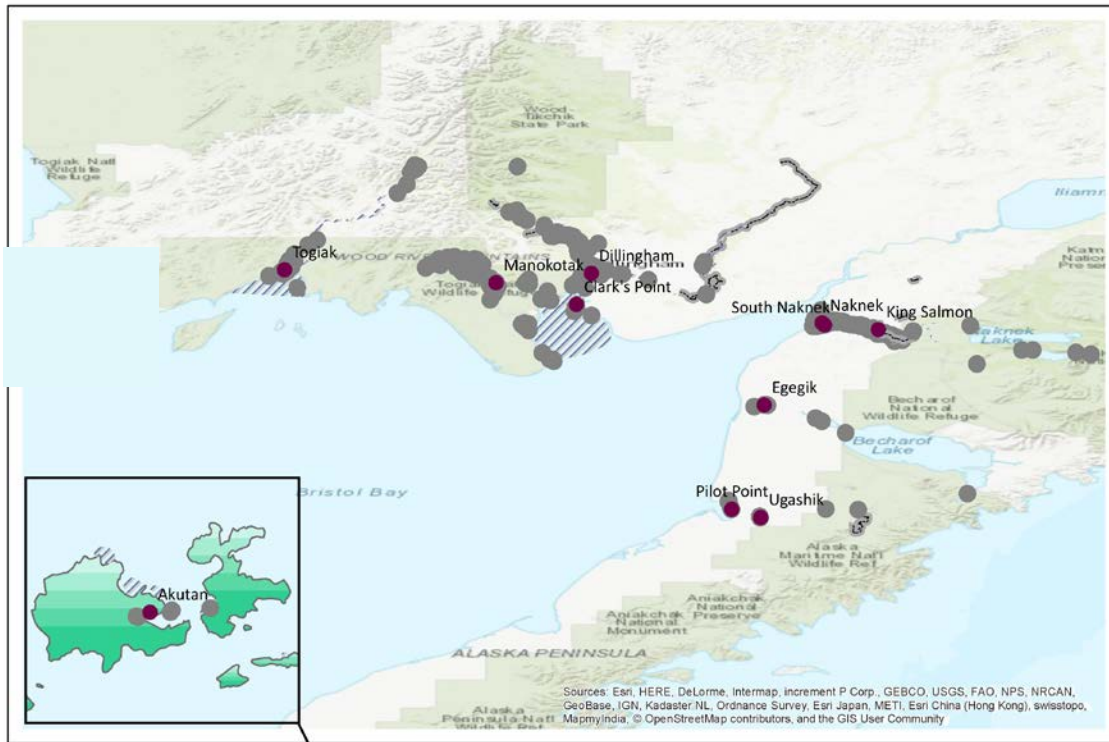
(f) land mammals



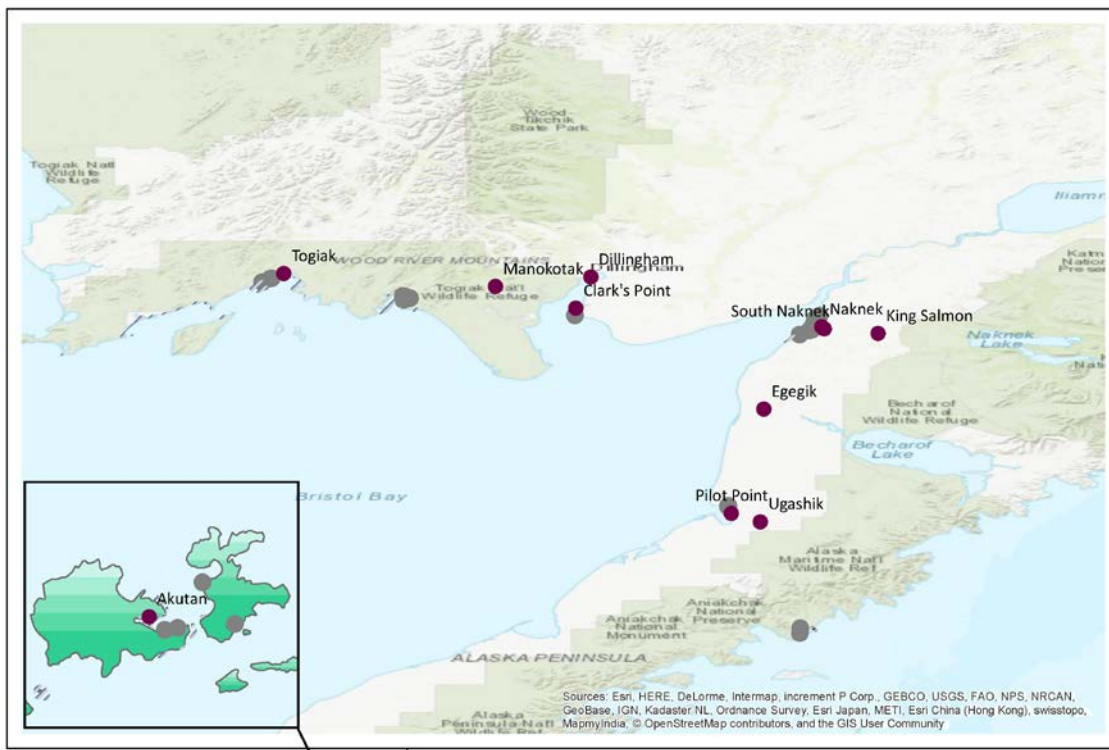
Source: Braem et al. 2017 (Stebbins), Fall et al. 2012 (Emmonak), Ikuta et al. 2016 (Eek, Quinhagak, Scammon Bay), Runfola et al. 2017 (Bethel)

Figure A-2 Locations of subsistence harvest around communities in the southwestern coastal areas of the Bering Sea, based on studies from 2007, 2008, 2010, and 2014.

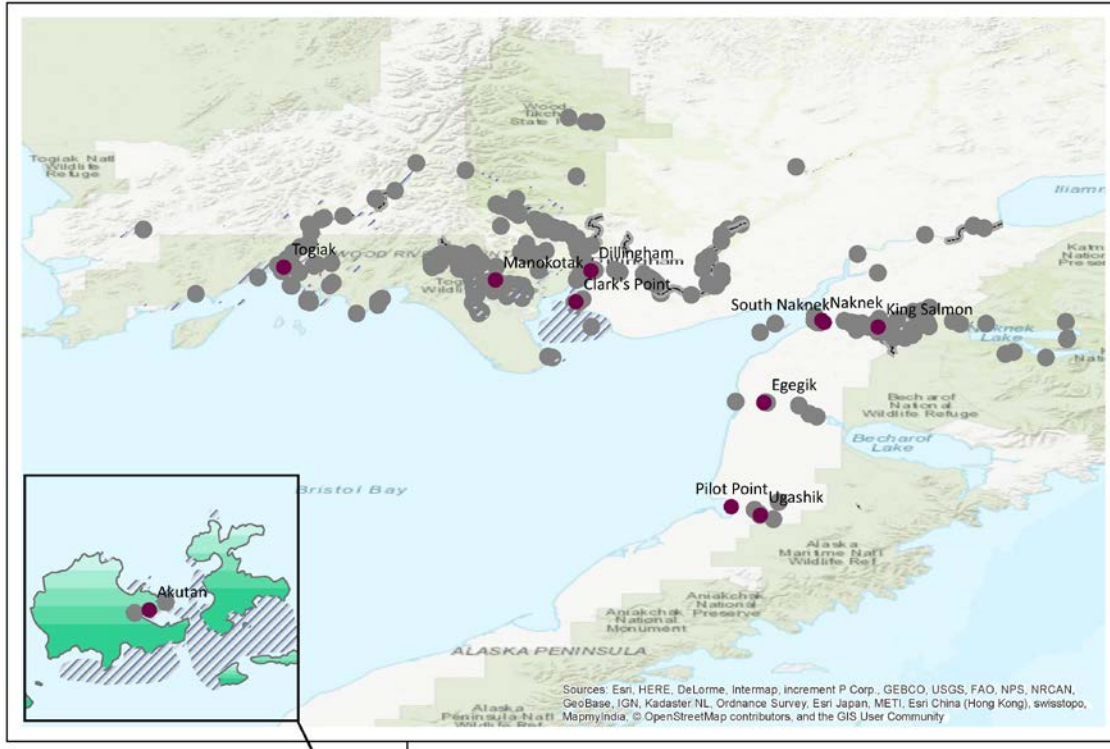
(a) salmon



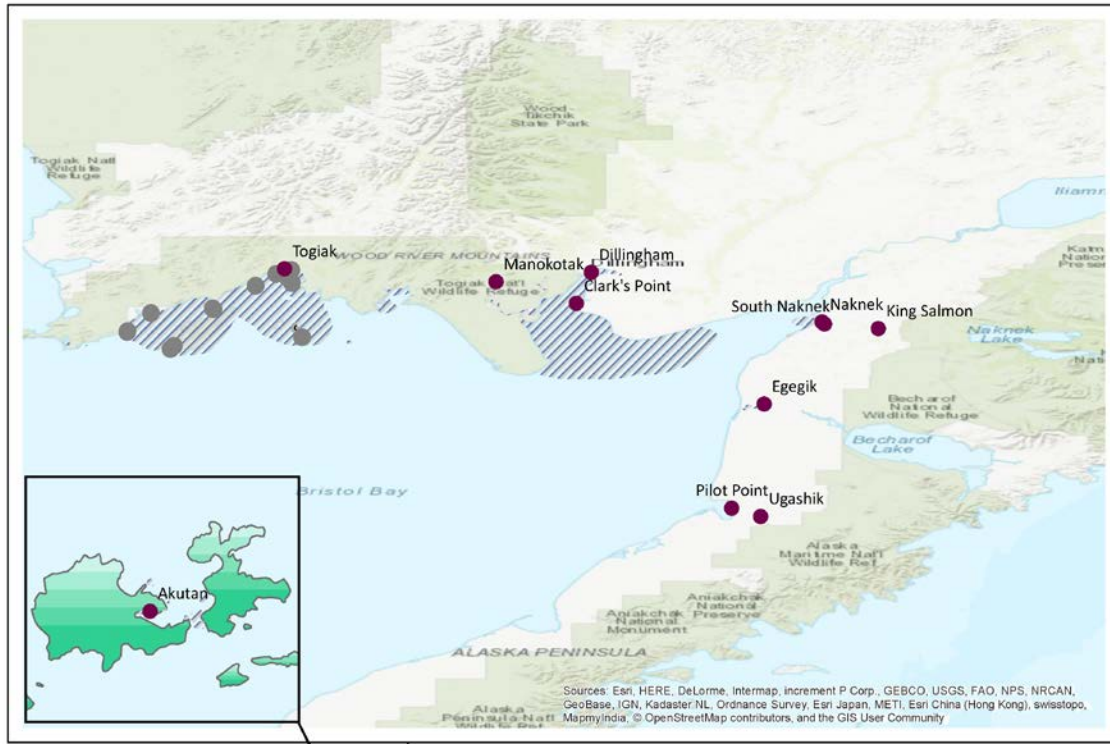
(b) shellfish



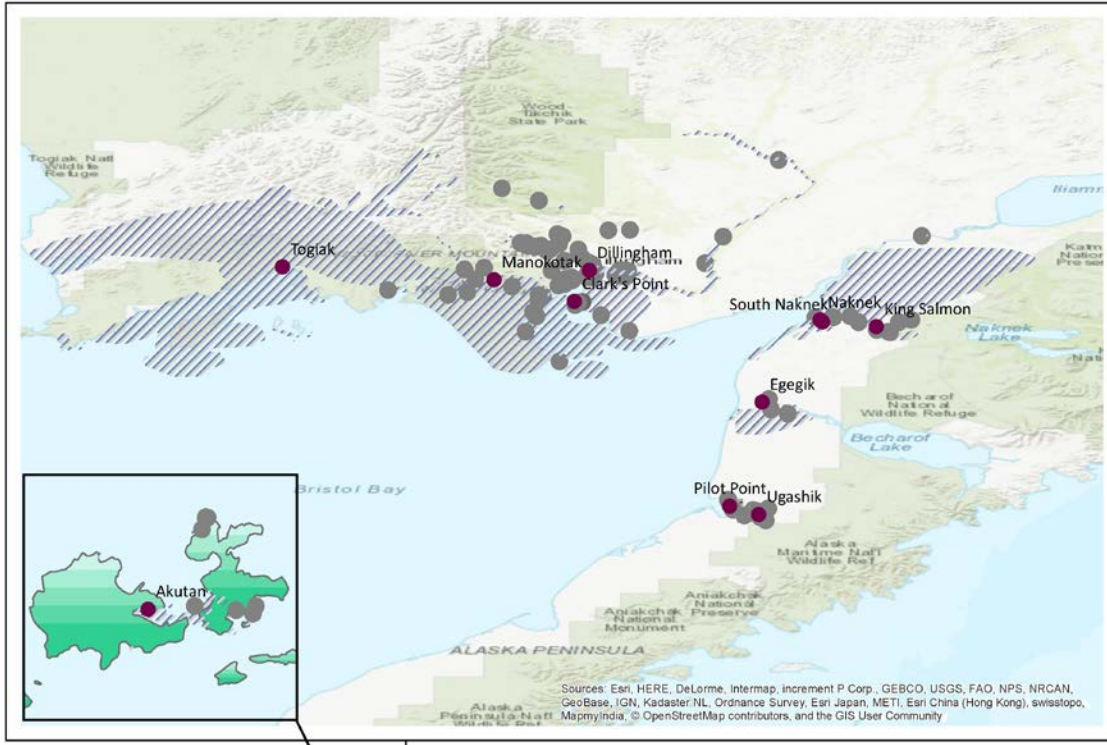
(c) other fish



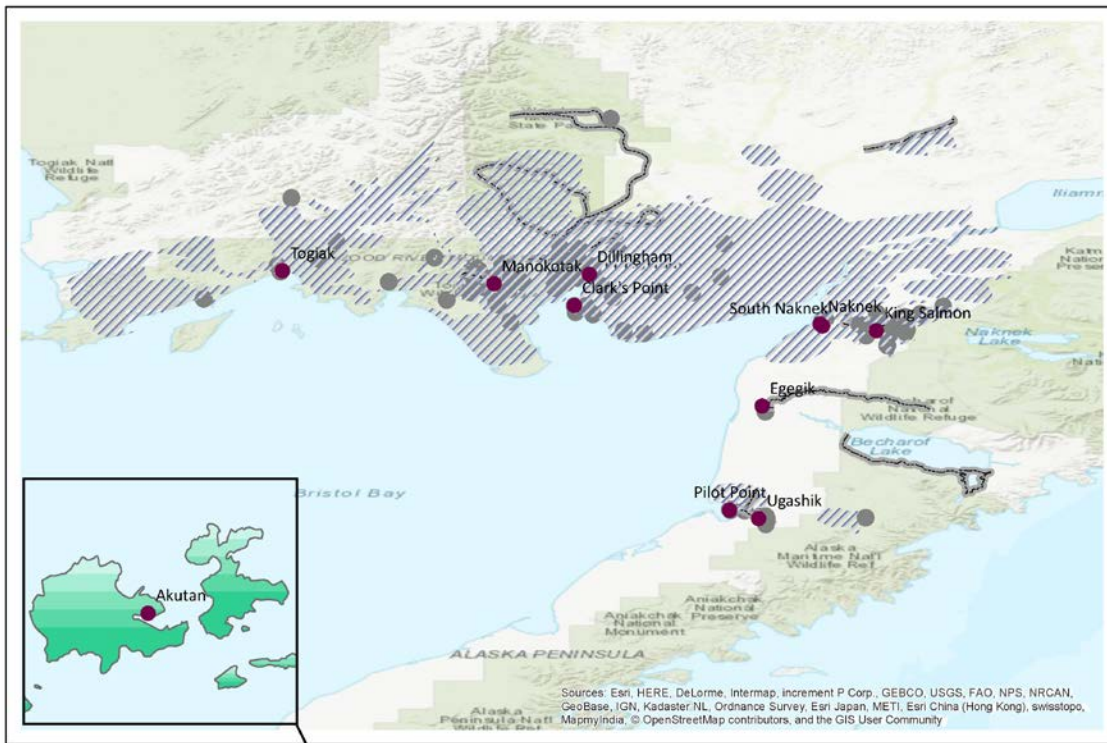
(d) marine mammals



(e) birds and eggs



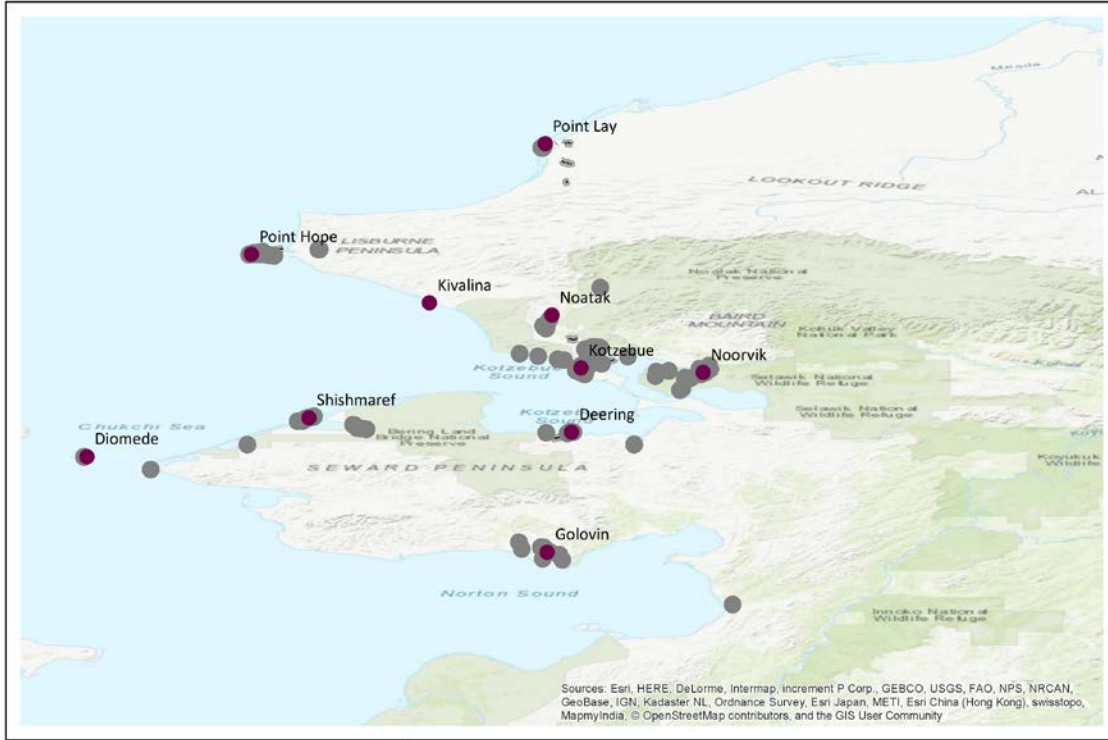
(f) land mammals



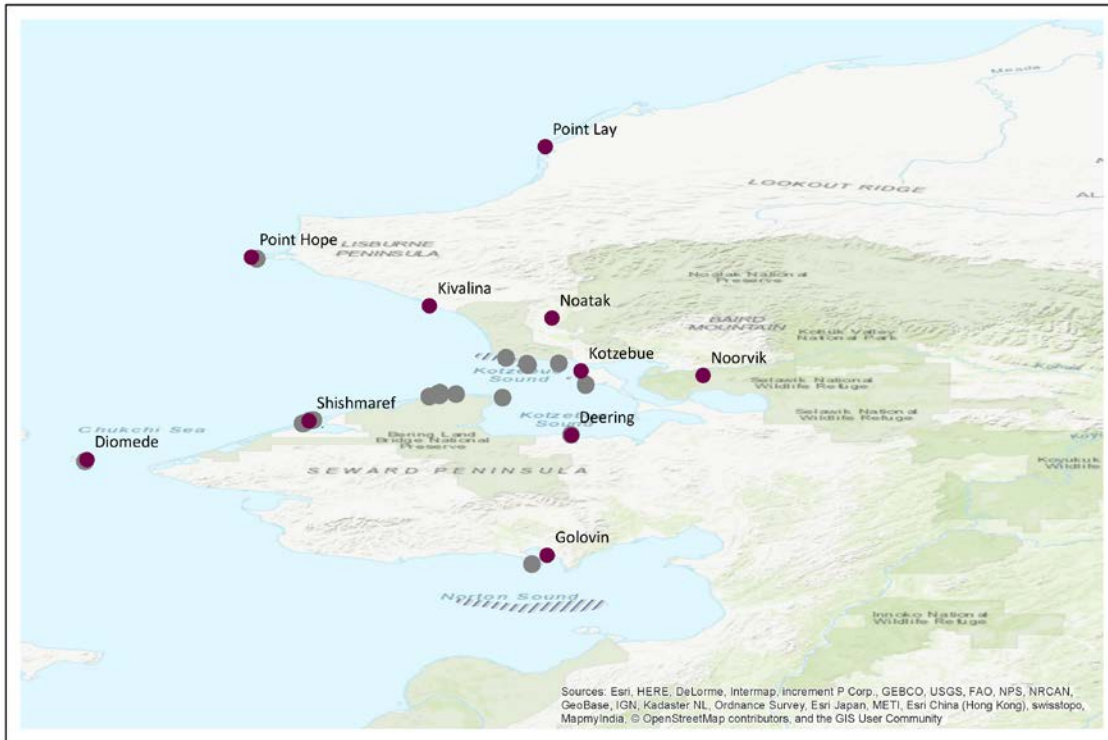
Source: Evans et al. 2013 (Dillingham), Fall et al. 2012 (Akutan, Togiak), Holen et al. 2012 (Clark's Point, King Salmon, Manokotak, Naknek, South Naknek), Hutchinson-Scarborough & Koster in prep. (Egegik, Pilot Point, Ugashik).

Figure A-3 Locations of subsistence harvest around communities in the Arctic coastal areas of the Bering Sea, based on studies from 2007, 2012, 2013, and 2014.

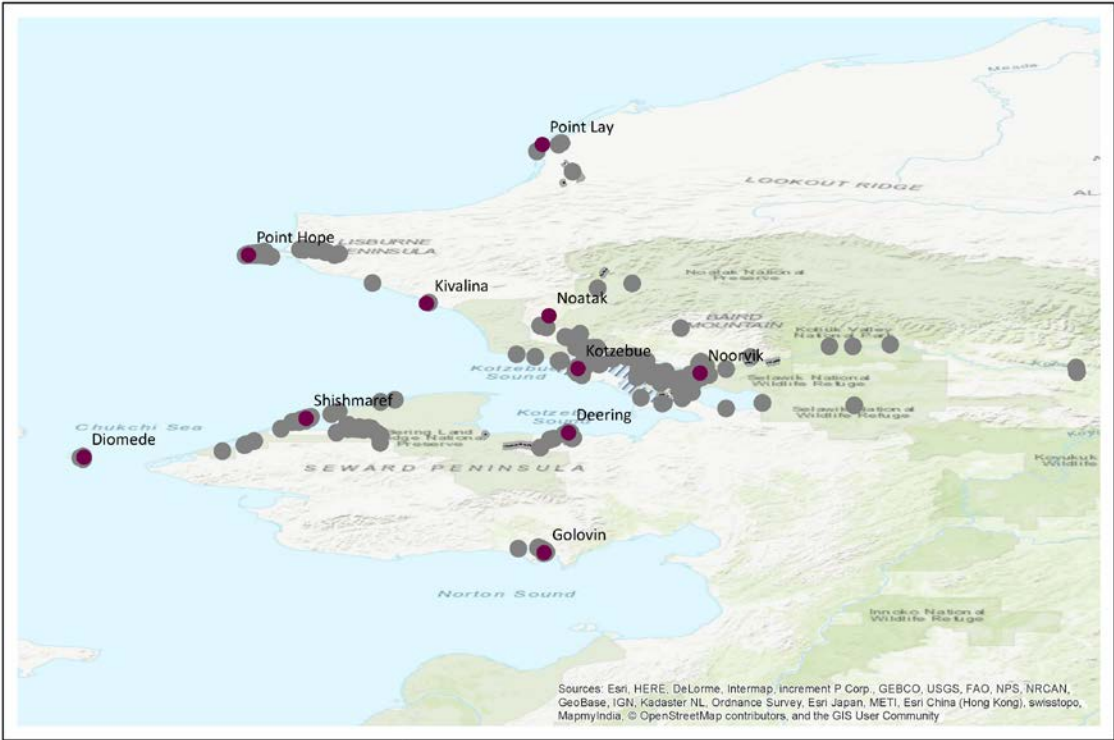
(a) salmon



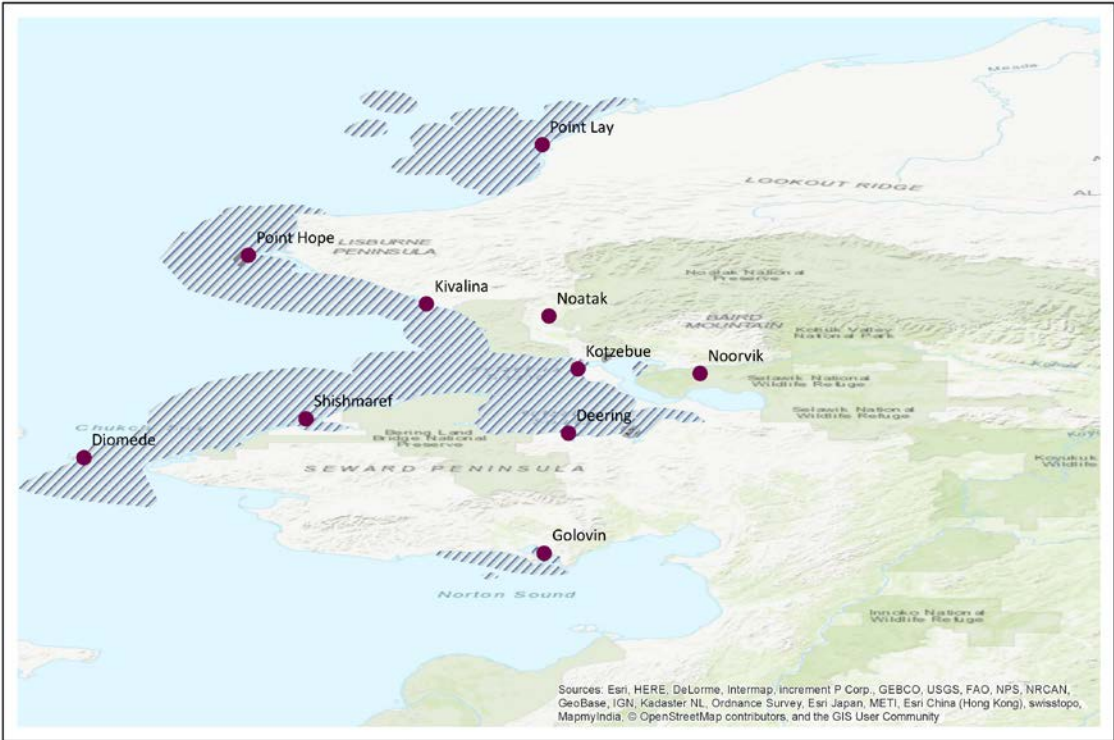
(b) shellfish



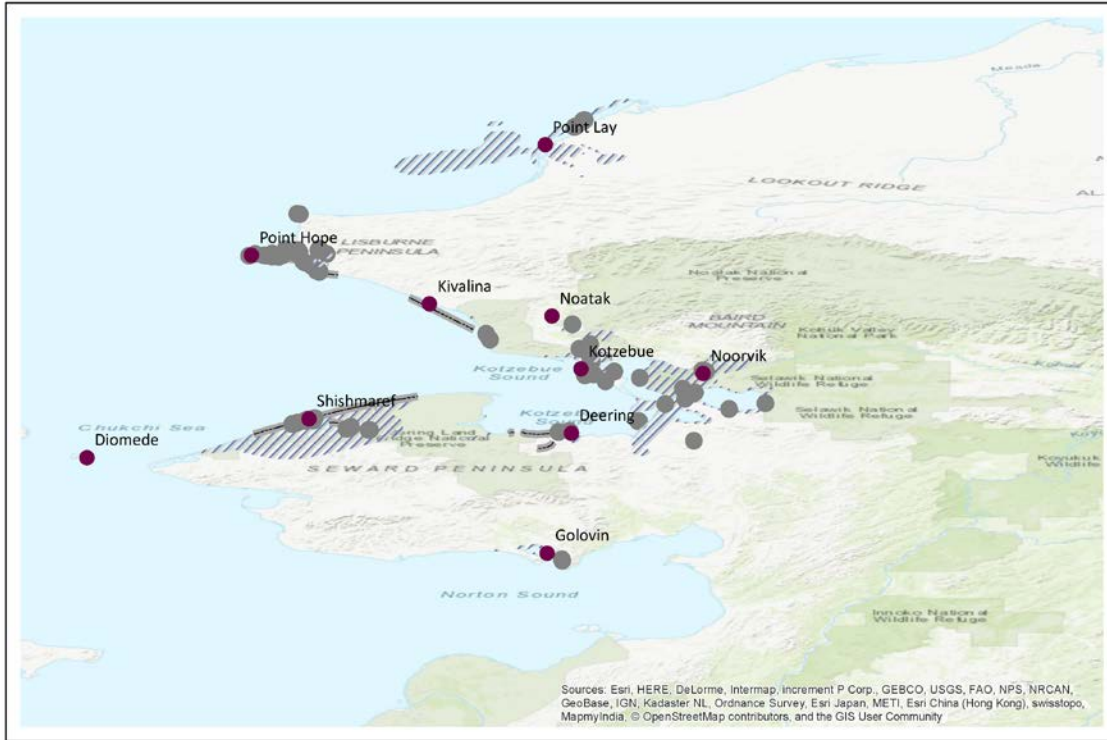
(c) other fish



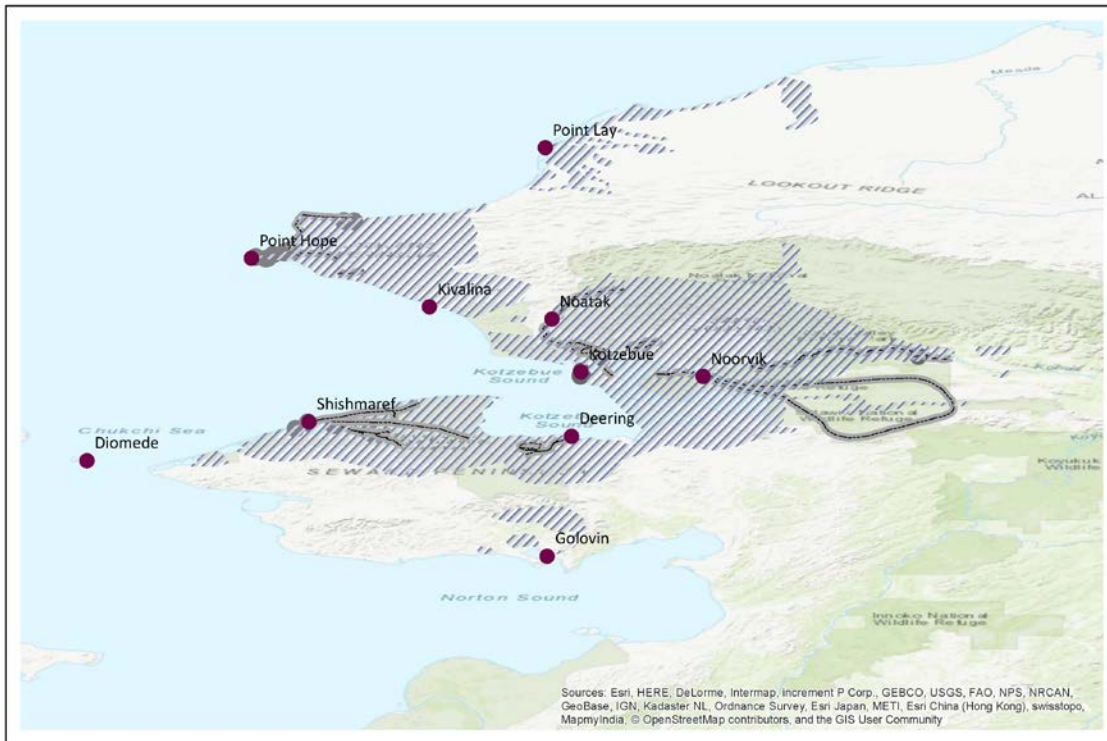
(d) marine mammals



(e) birds and eggs



(f) land mammals



Source: Braem et al. 2017 (Diomedede, Golovin, Kotzebue, Norvik, Point Hope, Point Lay, Shishmaref), Magdanz et al. 2010 (Kivilina, Noatak).

Appendix B: Preliminary Study Plans for Action Modules

B.1 EBFM Gap Analysis Module

This appendix provides a short summary of a variety of EBFM benchmarks to which the Council fishery management process could be compared, in order to identify gaps and areas for FEP focus.

1999 EPAP report

Ecosystems Principles Advisory Panel. 1999. Ecosystem-based fishery management: a report to congress by the Ecosystems Principles Advisory Panel. U.S. Dept. Commerce, National Marine Fisheries Service, Washington, DC. 54p.

1. Geographic extent of the ecosystem; characterize biological, chemical, and physical dynamics and “zone” the area for alternative uses.
 - Information on the biological, chemical, and physical dynamics are available, areas have been “zoned” set-aside for particular uses or purposes
2. Conceptual model of the food web.
 - FEP would provide
3. Habitat needs for all plants and animals in the “significant food web;” how are they considered in conservation and management measures?
 - EFH is defined for all managed species. Critical habitat is designated for Steller sea lions, North Pacific right whales, and Stellers and spectacled eiders. FEP could define for other significant food web taxa (other marine mammals, seabirds, etc.)
4. Total removals, including incidental mortality. Show how they relate to standing biomass, production, optimum yields, natural mortality and trophic structure.
 - FEP could combine total removal information across Federal and State fisheries, recreational fisheries, subsistence fishing and hunting. Could provide historical perspective; may be hard to update on routine basis?
5. Characterization of uncertainty and kinds of buffers against uncertainty for conservation and management.
 - Defined for target species; designed to protect food web by conservative ABC when uncertainty high. FEP could explore whether uncertainty buffers are sufficient for other ecosystem components.
6. Indices of ecosystem health as management targets.
 - Currently use B40% as an index for target stocks, use three-river index for Chinook salmon PSC limit in BS groundfish fisheries, set PSC caps for some species – though not based on “ecosystem health” indices. FEP could define these indices for key ecosystem objectives (which would also be defined in the FEP).
7. Available long-term monitoring data and how used.
 - Described in SAFE reports, Steller sea lion surveys. FEP could catalog available information sources, which could be helpful reference for analysts.
8. Assess which ecological, human, and institutional elements of the ecosystem most significantly affect fisheries and are outside the Council/DOC’s authority. Include a strategy to address those influences to achieve both FMP and FEP objectives.
 - Does not exist currently. Opportunity for FEP.

Wilkinson and Abrams (2015)

Wilkinson, E., K. Abrams. 2015. Benchmarking the 1999 EPAP recommendations with existing fishery ecosystem plans. NOAA technical memorandum NMFS-OSF; 5. <https://repository.library.noaa.gov/view/noaa/9065>

Suggests three additional elements not in the EPAP report that should be central to development of future FEPs.

1. Establish ecosystem goals and objectives;
 - Opportunity for FEP. Support Council’s 2014 ecosystem approach through all FMPs, would extend groundfish EBFM objectives to all EBS fisheries.
2. Use ecosystem indicators to monitor progress in achieving goals; and
 - Opportunity for FEP.
3. Analyze trade-offs across objectives.
 - Currently done to some extent through the NEPA/RIR/IRFA process. Could be made more explicit and deliberate through new methods developed through the FEP.

NOAA Science Advisory Board 2014 Report

NOAA. 2014. Exploration of Ecosystem Based Fishery Management in the United States. A Report from the NOAA Science Advisory Board. ftp://ftp.oar.noaa.gov/SAB/sab//Reports/SAB%20EBFM%20Report%20to%20NOAA_July%202014_Final.pdf

I. Questions on Science for Management

1. What is the state of regional EBFM science for fisheries management?
2. How is the fishery management Council using EBFM science in management? Concomitantly, are Councils getting the science they need for management?

II. Questions for progress toward EBFM in fisheries management regions

3. Cease overfishing and develop rebuilding plans for overfished species
4. Delineate extent of ecosystem/interactions
5. Develop a conceptual model of the foodweb
6. Describe habitat needs of different life history stages of animals and plants in the “significant foodweb” and develop conservation measures
7. Calculate total removals – including incidental mortality and relate them to standing biomass, production, optimum yields, natural mortality and trophic structure
8. Assess how uncertainty is characterized and define what buffers against uncertainty are included in management actions
9. Develop indices of ecosystem health as targets for management. Has Council set an ecosystem goal[s]?
10. Describe long term monitoring data and how they are used.
11. Assess the ecological, human and institutional elements of the ecosystem which most significantly affect fisheries, and are outside Council/NMFS jurisdiction, and define a strategy to address those influences.
12. Is there a Fishery Ecosystem Plan/ Fishery Management Plan employing EBFM?
13. Does the Council have a lead entity designated to advance EBFM in the Council process?
14. Are ecosystem models developed and available for use in the Council process?
15. Are decision support tools for EBFM / trade-off analysis employed [e.g., management strategy evaluation, risk assessments, ecosystem indicators, and scenarios]?
16. To what extent are spatial management tools applied [besides EFH measures above] to accomplish EBFM? [as opposed measures for allocation].
17. Other – Unique efforts that offer information

Lenfest 2016 report

Lenfest Ocean Program. November 2016. Building Effective Fishery Ecosystem Plans: A Report from the Lenfest Fishery Ecosystem Task Force. https://www.lenfestocean.org/-/media/assets/2016/11/building_effective_fishery_ecosystem_plans.pdf

- | | |
|--|---|
| <ol style="list-style-type: none"> 1. Where are we now? <ol style="list-style-type: none"> a. System inventory and conceptual model b. Select indicators c. Inventory threats 2. Where are we going? <ol style="list-style-type: none"> a. Vision statement b. Strategic objectives c. Assess risk to objectives d. Prioritize objectives e. Operationalize objectives | <ol style="list-style-type: none"> 3. How will we get there? <ol style="list-style-type: none"> a. Performance measures b. Management strategies c. Evaluate strategies d. Select strategy 4. Implementation 5. Did we make it? |
|--|---|

NMFS (2016) EBFM Policy Guiding Principles

1. Implement ecosystem-level planning
2. Advance understanding of ecosystem processes
3. Prioritize vulnerabilities and risks to ecosystems and their components
4. Explore and address trade-offs within an ecosystem
5. Incorporate ecosystem-level reference points
6. Maintain Resilient Ecosystems

| NMFS EBFM Roadmap Guiding Principles and Associated Core Components | | Status | Provision or Project |
|--|---|-------------------|--|
| 1. Implement ecosystem-level planning | Engagement Strategy | Under development | |
| | Fishery Ecosystem Plans | | |
| 2. Advance understanding of ecosystem processes | Science | Ongoing | EBS Ecosystem Considerations Chapter in annual groundfish SAFE |
| | Ecosystem status report | Yes | |
| 3. Prioritize vulnerabilities and risks to ecosystems and their components | Ecosystem-level risk assessment | No | |
| | Managed species, habitats and communities risk assessment | Partially | |
| 4. Explore and address trade-offs within an ecosystem | Modeling capacity for trade-offs | Yes | Single species MSEs; BS pollock, BS flatfish |
| | Management Strategy Evaluations | Some | |
| 5. Incorporate ecosystem considerations into management advice | Ecosystem level reference points | Some | OY |
| | Ecosystem considerations for LMRs | Some | |
| | Integrated advice for other management considerations | Yes | |
| 6. Maintain resilient ecosystems | Resilience | | |
| | Community well being | | |

Trochta et al 2018 EBFM scoring criteria and justification

Trochta, J.T., M. Pons, M.B. Rudd, M. Krigbaum, A. Tanz, R. Hilborn. 2018. Ecosystem-based fisheries management: Perception on definitions, implementations, and aspirations. PLoS one. <https://doi.org/10.1371/journal.pone.0190467>

| # | Criteria | 0 | 0.5 | 1 |
|-----|--|--|---|--|
| 11 | Management plan defines the bounds of the ecosystem | Bounds of ecosystem not mentioned | Bounds set poorly, not reflective of ecosystem | Full trophic and spatial considerations |
| 12 | Ecosystem-based goals | No mention of ecosystem goals | Non-specific ecosystem goals | Specific ecosystem goals |
| 13 | Goals emerge from participatory process | No participatory process | Stakeholders involved but not directly in decision-making | Stakeholders involved in decision-making |
| 44 | Considers the impact on humans (economic, cultural, social) | No social consideration | Social or economic impacts considered | Uses social-ecological-systems or other social-ecological-economic system |
| 45 | Process for evaluation and adaptability of the management plan | No built-in adaptability or evaluation | Local level legislative adaptability and evaluation | Single agency evaluation and adaptability |
| 66 | Management plan recognizes uncertainty and makes allowances | Does not acknowledge uncertainty | Takes some uncertainty into account | Provides scenarios for uncertainty and evaluates how scenarios will impact management in the future |
| 77 | Interaction of multiple species are considered | Single-species | Multiple species including non-targeted species | Ecosystem models with species/age components |
| 88 | Tradeoffs in ecosystem services are evaluated | No mention of ecosystem services | Ecosystem services are identified but not measured | Ecosystem services identified and trade-offs measured |
| 99 | Specific ecosystem targets | No mention of ecosystem targets | Ecosystem targets are identified but not evaluated | All ecosystem targets defined and evaluated |
| 110 | Fisheries-independent data collection and monitoring of more than target species | No independent data collection available | Independent data collection is available only for target species | Independent data collection available for target and non-target species |
| 111 | Harvest control rules including non-target species | No harvest control rules for non-target species | Mentions harvest controls on non-target species, but no rules stated | Separate harvest control rules for non-target species included |
| 112 | Evidence that regulations are effectively enforced | No evidence | Mentions how regulations are enforced (e.g. listed resources such as boats and workforce) | Evidence that regulations are effective (e.g. clear knowledge of illegal activity and listed enforcement actions to combat this) |
| 113 | Bycatch is monitored | No mention of bycatch observations | Bycatch is acknowledged, but not well-quantified | Bycatch rates well-defined through monitoring (e.g. full observer program) |
| 114 | Bycatch is minimized | No mention of effort to minimize or reduce bycatch | Actions to reduce bycatch (e.g. gear restrictions, area closures, timing restrictions) are considered | Enforced actions to reduce bycatch are successful |
| 115 | Sensitive habitats are identified and mapped | No mention of sensitive habitats | Potential sensitive habitats are identified but not adequately mapped | Sensitive habitats are identified and mapped |
| 116 | Sensitive habitats are protected | No mention of sensitive habitats | Sensitive habitats are protected but some use is still allowed | Sensitive habitats are protected from all use |
| 117 | Ecosystem models are available | No ecosystem models are available | Ecosystem models are available for strategic use (explore ecosystem dynamics) | Ecosystem models are available for tactical use (explore policies) |
| 118 | Ecosystem models are used in evaluating policies | No ecosystem models are available | Ecosystem models are used to strategically evaluate policies | Ecosystem models are used to tactically evaluate policies |

EBFM survey from NMFS Headquarters to Regional Offices, 2016

1. What is the current management approach to mitigating risks and hedging against scientific uncertainty?
2. Does the OY for a fishery consider interdisciplinary or ecosystem-specific goals in a trade-off analysis?
3. Does management use ecosystem models to consider trade-offs of increasing or decreasing fishing effort of certain fisheries to optimize overall yield of the ecosystem?
4. Does the fishery include ecosystem-level performance indicators?
5. Can any of the ecosystem-level performance indicators be considered reference points?
6. Has the Council used or considered using a management strategy evaluation (or similar tool) to improve ecosystem-level analyses of FMP-related actions?
7. Does the FMP contain measures that minimize the impacts of the fishery on non-EFH marine habitat?
8. Does the FMP contain measures that minimize discards within a fishery?
9. Does the Council evaluate the effects of FMP actions on coastal fishing community well-being?

| What is the current management approach to mitigating risks and hedging against scientific uncertainty. | |
|---|---|
| Groundfish | ABC accounts for scientific uncertainty in the OFL estimate and any other scientific uncertainty. The FMP's ABC control rule accounts for scientific uncertainty in two ways: First, the control rule is structured explicitly in terms of the type of information available, which is related qualitatively to the amount of scientific uncertainty. Second, the size of the buffer between maxFABC in Tier 1 of the ABC control rule and FOFL in Tier 1 of the OFL control rule varies directly with the amount of scientific uncertainty. For the information levels associated with the remaining tiers, relating the buffer between maxFABC and FOFL to the amount of scientific uncertainty is more difficult because the amount of scientific uncertainty is harder to quantify, so buffers of fixed size are used instead. The FMP provides that ABC may be set lower than the maximum permissible level based on data uncertainty. |
| Salmon | |
| Crab | The Council utilizes the Crab Plan Team process to evaluate stock assessment data and models used to determine OFLs and ABCs. The Crab Plan Team uses a very conservative process to set ABCs and OFLs. Additionally, the crab fisheries are managed seasonally, and stock assessments are reevaluated yearly. |

| Does the OY for a fishery consider interdisciplinary or ecosystem-specific goals in a trade-off analysis? | |
|---|--|
| Groundfish | The OY of the BSAI groundfish complex (consisting of stocks listed in the 'target species' category, in Table 3-1 of the FMP) is 85% of the historical estimate of MSY, or 1.4 to 2.0 million mt. The 2004 Final Programmatic SEIS analyzed trade-offs for alternative methods of specifying OY, these analyses included ecosystem-specific policy goals. See also: http://safmc.net/sites/default/files/meetings/pdf/SSC/2016/SEP_05_2016/SEPAtt1d_BSAIGroundfishBackground.pdf |
| Salmon | |
| Crab | The Council revised the definition of OY for the crab fisheries in Amendment 7 to the Crab FMP, published in 1999. And again with Amendment 24, published in 2009. For each crab fishery, the optimum yield range is 0 to < OFL catch. For crab stocks, the OFL is the annualized maximum sustainable yield (MSY) and is derived through the annual assessment process, under the framework of the tier system. Recognizing the relatively volatile reproductive potential of crab stocks, the cooperative management structure of the FMP, and the past practice of restricting or even prohibiting directed harvests of some stocks out of ecological considerations, this optimum yield range is intended to facilitate the achievement of the biological objectives and economic and social objectives of this FMP under a variety of future biological and ecological conditions. It enables the State of Alaska to determine the appropriate TAC levels below the OFL to prevent overfishing or address other biological concerns that may affect the reproductive potential of a stock but that are not reflected in the OFL itself. Under the FMP, the State establishes TACs at levels that maximize harvests, and associated economic and social benefits, when biological and ecological conditions warrant doing so. |

| Does management use ecosystem models to consider trade-offs of increasing or decreasing fishing effort of certain fisheries to optimize overall yield of the ecosystem? | |
|---|--|
| Groundfish | No. NMFS is developing ecosystem models that consider trade-offs of increasing or decreasing fishing effort in the marine waters off Alaska, however they are not yet used by the Council in establishing TACs because the available information is deficient to evaluate differential fishery effects on overall ecosystem yield. |
| Salmon | |
| Crab | NMFS is developing ecosystem models that consider trade-offs in increasing or decreasing fishing effort, however these are not specific to the crab FMP. The Council also utilizes the ecosystem consideration chapter of the groundfish SAFE to evaluate broad scale changes that affect the crab stocks. |

| Does the fishery include ecosystem-level performance indicators? | |
|--|---|
| Groundfish | Yes. In addition to specifying a two million mt OY cap, the Council established global control rules for Steller sea lion prey species-- Atka mackerel, pollock and Pacific cod. Under the global control rule, the ABC for these three Steller sea lion prey species would be reduced when the spawning biomass is estimated to be less than forty percent of the projected unfished biomass. Greater reductions in ABC would occur with greater decreases in the spawning biomass. If the spawning biomass is estimated to be less than 20 percent of the unfished biomass, directed fishing for that species would be prohibited. WOULD THIS INCLUDE SALMON AND HALIBUT PSC LIMITS? |
| Salmon | |
| Crab | The Crab Plan Team is currently working on ecosystem-level performance indicators (in a report card format) for the stocks included under the FMP. |

| Can any of the ecosystem-level performance indicators be considered reference points? | |
|---|---|
| Groundfish | The two million metric ton OY cap and Steller sea lion prey species control rules are reference points. ABCs in the BSAI consistently sum to more than 2 million mt, but the FMP limits the combined TACs to 2 million mt for ecosystem considerations. |
| Salmon | |
| Crab | Not yet. |

| Has the Council used or considered using a management strategy evaluation (or similar tool) to improve ecosystem-level analyses of FMP-related actions? | |
|---|---|
| Groundfish | In addition to using MSEs for BS pollock in a changing environment (Ianelli et al. 2012); BS flatfish (http://www.afsc.noaa.gov/quarterly/jas2011/jas11feature.pdf and http://nsgl.gso.uri.edu/aku/akuw94002/akuw94002_part6b.pdf); MSEs are an important element of the Regional Action Plan for Bering Sea Groundfish under NOAA Fisheries Climate Science Strategy. |
| Salmon | |
| Crab | No. |

| Does the FMP contain measures that minimize the impacts of the fishery on non-EFH marine habitat? | |
|---|---|
| Groundfish | The FMP restricts fishing in several important non-EFH marine habitats (e.g., Crab and Halibut Protection Zone, Pribilof Island Area Habitat Conservation Zone, Chum Salmon Savings Area, Chinook Salmon Savings Area, Red King Crab Savings Area, Nearshore Bristol Bay Trawl Closure, Catcher Vessel Operation Area, and around numerous Steller sea lion rookeries and haulouts and special foraging areas). |
| Salmon | |
| Crab | The FMP defers some management to the State of Alaska which sets limits on the number of pots used (the only legal gear) and other gear related restrictions that limit the impact of the fishery on marine habitat. |

| Does the FMP contain measures that minimize discards within a fishery? | |
|--|---|
| Groundfish | A central policy objective of the BSAI FMP is to manage incidental catch and reduce bycatch and waste. The FMPs require that all pollock and Pacific cod be retained and processed. The FMPs provide for retention of incidental species up to the maximum retainable amounts specified for each species. |
| Salmon | |
| Crab | Discards are a component of determining OFL and ABC, the state of Alaska uses observers to monitor discard rates and adjusts total mortality estimates accordingly. |

| Does the Council evaluate the effects of FMP actions on coastal fishing community well-being? | |
|---|---|
| Groundfish | Yes. Economic impacts on coastal fishing communities are evaluated in a regulatory impact review for each of the Council's FMP actions. Direct and indirect economic impacts on the community are considered, however the results are not usually couched in terms of "community well being." |
| Salmon | |
| Crab | Yes, through Regulatory Impact Reviews and Social Impact Assessments. |

B.2 Evaluate the short- and long-term effects of climate change on fish and fisheries

One out of every two fish captured annually in the US comes from Alaska, and regional fisheries represent a 4 billion dollar a year industry, nearly half of which is supported by Bering Sea groundfish harvest. Groundfish fisheries in the Bering Sea have a long history of sustainable management and population vitality, fueled in part by cold nutrient rich sea-ice dynamics and seasonal recharging of the marine ecosystem. These processes are highly driven by climate conditions that are projected to change markedly over the next 50 to 100 years; specifically, water temperatures are anticipated to increase and the duration and frequency of productive “cold” regimes is projected to decline.

Future fisheries management in the Bering Sea will face two major challenges with respect to climate change. On one hand climate change may have rapid and widespread effects on fish and fisheries that may result in both “losers” and “winners” under future conditions. Climate change may cause changes in survival, growth, phenology (timing), distribution, behavior, fisheries catchability, and strength of species interactions, which may contribute to declines in some species while benefiting others. Some of these changes may occur gradually, whereas other species may exhibit sudden, novel, and threshold-like changes in abundance and distribution in response to changing climate conditions (i.e., as conditions cross ecological “tipping-points”).

At the same time, as a major contributor to national capture fisheries, Bering Sea fisheries will also need to maintain or increase the amount of protein extracted from the sea in order to feed the future population of 9 billion people (2050 UN estimate). This will require efficient and sustainable approaches to fisheries and cutting edge, “climate-ready” fisheries management tools and policies. Some of these tools may already be in-hand (e.g., annual harvest rates, sloping control rules, ecosystem-based limits) and should be preserved going forward, others, especially long-term and absolute management policies (e.g., protected areas, annual biomass caps, minimal biomass thresholds), which by design remain stationary even when conditions are variable, may be vulnerable to the one-way trajectory of changing conditions and might require modification or periodic reevaluation.

Under this climate Module, climate change research teams associated with various ongoing projects would coordinate to provide a synthesis of climate change impacts on Bering Sea fish and fisheries, present results to the Council for feedback, and work with the Council and stakeholders to develop management scenarios for additional, targeted climate-change management strategy evaluations (MSEs). The end product is a climate change and fisheries MSE report (e.g., “Bering Sea Fisheries and Climate Change Assessment Report”), specifying short-, medium-, and long-term management actions to build climate resilience in regional fisheries, develop or expand fisheries for species thriving under climate change, and mitigate for climate-induced declines for species negatively impacted by future conditions. These tactical and strategic policies could be implemented as needed between Module cycles (see section 3 for more detail).

The primary goal of this climate Module is to leverage ongoing and completed projects at AFSC in order to ensure climate resilience in the region’s fishery management. Specifically, the Module will:

1. coordinate to synthesize results of various ongoing and completed climate change research projects including, but not limited to:
 - *The Rapid Climate Vulnerability Assessment* (funded; 2016), which will identify “winners” and “losers” under climate change.
 - *ACLIM: A multi-model assessment of climate change impacts on fish, food-webs, and fisheries in Alaska* (funded; 2015-2017), which will use management strategy evaluations

(MSEs) to produce biomass trajectories for 5 target species under high and low future emission scenarios and various alternative harvest strategies.

- *Predicting changes in habitat for groundfishes under future climate scenarios using species distribution modeling (proposed; 2017), which will project EFH under future climate scenarios in order to estimate potential shifts in BSAI FMP species distributions and potential fishing grounds.*

2. evaluate the scope of impact on few priority species identified in studies from step (1),

strategic revaluation of management strategies (every 5-7 years). The climate change Module team would work with the Council to iteratively identify and assess the performance of potential short-term, medium and long-term management actions for climate adaptation (i.e., derive alternative strategies for MSEs).

Results of this Module will help the Council track climate impacts on Bering Sea fish and fisheries and ensure that fisheries management in the region is flexible enough to adapt to rapid shifts in species distributions or abundances under future conditions. This action Module is specifically responsive to Strategic Objective 3, to establish a process for addressing change under novel or intensified stressors, as well as the implementation strategy of the Council’s ecosystem policy vision statement. Initial studies suggest that the realized outcome of potential climate change impacts on fish and fisheries in the Bering Sea largely depends on harvest strategies in the region. Climate change represents an additional source of variability to the system that needs to be accounted for in trade-off analyses and future policies. Fortunately, completed and ongoing studies have advanced regional understanding of potential climate change impacts.

The challenge that remains is to identify management measures that provide scope for fisheries to adapt to future climate conditions. This includes management actions to attenuate declines for target species and species of concern negatively impacted by climate change as well as potential increased harvest of species that benefit from future climate conditions and changes in accessibility to fishing grounds. Of particular interest is the future performance of existing management approaches, and ecosystem-based management measures such as protected areas, no-fishing zones, sector/gear specific fishing grounds, minimum biomass thresholds, and aggregate total harvest limits.

Nesting this action Module within the Bering Sea FEP provides two specific benefits to the Council. While the action Module leverages ongoing AFSC research projects on climate change, including it in the FEP provides a direct link for the Council to be involved in prioritizing that research to focus on questions that are most relevant for the Council’s fishery management. This is in keeping with the FEP’s purpose to facilitate dialogue between managers and scientists. Secondly, this action Module would also remove year-to-year reactivity by the Council to the annual state of environmental variables, by providing a better context of the longer-term trends of those variables. This Module will provide a seven-year climate context within which to interpret and respond to annual signals and will establish a more formal process for considering those variables. This is responsive to the FEP purpose to build resiliency into the Council’s management strategies, and to provide options for responding to changing circumstances.

Climate-ready fisheries management will help continue the legacy of sustainable fisheries management in the region, including management to promote a productive marine ecosystem and healthy vibrant marine fisheries. Results of the Module will inform short, medium, and long-term “climate ready” tactical and strategic management measures, such as:

Short-term (1-3 years):

- preservation of in-hand “climate-ready” fisheries management approaches that are flexible enough to adjust to rapid and long-term shifts in species distributions and abundances (e.g., annually or bi-annually updated % biomass-based F rates, minimum biomass thresholds, sloping control rules).
- Development and evaluation of frequency of stock assessments (e.g., are assessments conducted on a 2- or 3-year cycle more likely to “get it wrong” under climate change than annual assessments?).
- Development and performance of climate-enhanced single- and multi-species reference points (e.g., temperature-conditioned FABC from multi-species assessment models).
- Evaluation of economic and biological impacts of changes in the timing of seasonal openings/closures (i.e., to compensate for shifts in phenology under climate change).

Medium-term (5-10 years):

- Evaluation, scoping, and market development for new or increasing fish species
- Development of climate-specific biomass targets for fishery rebuilding plans under future trajectories (i.e., when declines are also due to climate change).
- Strategic planning for gradual (rather than abrupt) fishery closures for populations projected to decline under future conditions
- Gear modifications and technological development to decrease bycatch rates for new or expanded “choke” species under climate change.

Long-term:

- Periodic evaluation of long-term management measures to ensure continued conservative performance (e.g, MPA boundary adjustments to encompass expanded or retracted distributions or reductions in harvest cap to reflect potential reductions in groundfish biomass)
- Increases or decreases in lower limits of sloping control rules to reflect long-term shifts in abundances of forage species.

Short-term “climate-ready” management actions can be developed and implemented relatively quickly, thus climate change management strategy evaluations would be focused on testing their performance under the full scope of potential future conditions. In contrast, modification of medium- and long-term management measures require more specific characterization of risk and uncertainty around future trajectories, mandating thorough scientific evaluation as well as ample stakeholder and Council review and feedback and would take years to develop and implement if deemed necessary. Thus, evaluations should be initiated early on and should continue until performance under various policies options is fully evaluated.

The climate Module proposed here could include a strategic reevaluation every 5-7 years, reflecting but not concurrent with the cycle of the IPCC Assessment Report, which provides updated projections of climate conditions under future carbon emission scenarios every 7 years. The Module would require between 1-2 years to complete (depending on the number and complexity of management strategy evaluations developed by the team, Council, and stakeholders). The end result would be specific recommendations to inform short, medium-, and long-term management measures. Short- and medium-term management measures (see section 4 for examples), could be implemented or modified according to Module results and included in the assessment cycle. As an example, the Module could be initiated in 2017 and synthesis of current research presented to plan teams and the Council along with proposed species and management strategy evaluations in the fall of 2018. Based on Council and public feedback, refined MSEs and target species would be finalized in the winter of 2018, and MSEs conducted during 2019 and presented to the Council in late 2019 (and/or 2020 depending on the scale of the analyses) in the form of *The Bering Sea*

Fisheries and Climate Change Assessment Report. Results would also be communicated to IPCC authors for inclusion in the next IPCC Assessment Report (2021) chapter on climate change impacts on the world's oceans. During the Module interim years of 2020-2025, research would continue independent of the Module, using updated global forecasts with new IPCC emission scenarios; in 2025 the Module would be initiated again.

While the strategic reevaluation could be updated every 5-7 years, information from the Module could be included in annual assessments in the form of tactical and strategic management policies. For example, climate projections and vulnerability scores for species evaluated under the climate Module could be included in annual species-specific stock assessments and/or the Bering Sea Ecosystem Assessment of the Ecosystem Consideration Report in order to provide broader context for current biomass trends (e.g., species A has been identified as a species that may decline under climate change therefore current declines in biomass may reflect long-term declines rather than annual variation). This information can provide a frame of reference for setting harvest recommendations and implementation of other management actions. Alternatively, climate-specific biomass reference limits (e.g. temperature-specific F_{ABC}) are derived using projections of environmentally enhanced single- or multi-species assessment models and can be used to set harvest rates that account for future climate variability. If management strategy evaluations as part of objective (3) of the Module determine the performance of these reference points is acceptable or preferable, they could be used to set harvest recommendations (or alternatively, could be presented along with status-quo assessment values). See above for additional examples.

Multiple ongoing projects at AFSC are already providing the logistical and analytical support to meet objectives 1 and 2 of the Module, as well as provide the modeling platforms for objective 3. These climate assessment teams are working closely together with each other and with PMEL researchers to expand the suite of climate projections, which are updated roughly every 5-7 years when new global climate model results are made available under revised IPCC carbon emission scenarios. These climate teams have already assembled ecosystem and climate-enhanced single species models, essential fish habitat models, as well as management strategy evaluation sub-Modules for some of the ecosystem and assessment models. Thus, expert teams, analytical capacity, and climate scenarios are already available for some species. The rapid climate assessment being conducted during 2016 provides a framework for quickly and efficiently identifying additional species that may be impacted. Similarly, the other projects maintain the operational readiness of AFSC to evaluate climate impacts on Bering Sea species and additional ecosystem models or species additions to existing models could be readily be implemented for future evaluations.

Inter-disciplinary teams like those already assembled for ongoing projects will be needed to conduct the full 5- to 7-year MSE evaluations, but personnel needs will depend greatly on the number and complexity of MSE scenarios and the number of new species evaluations.

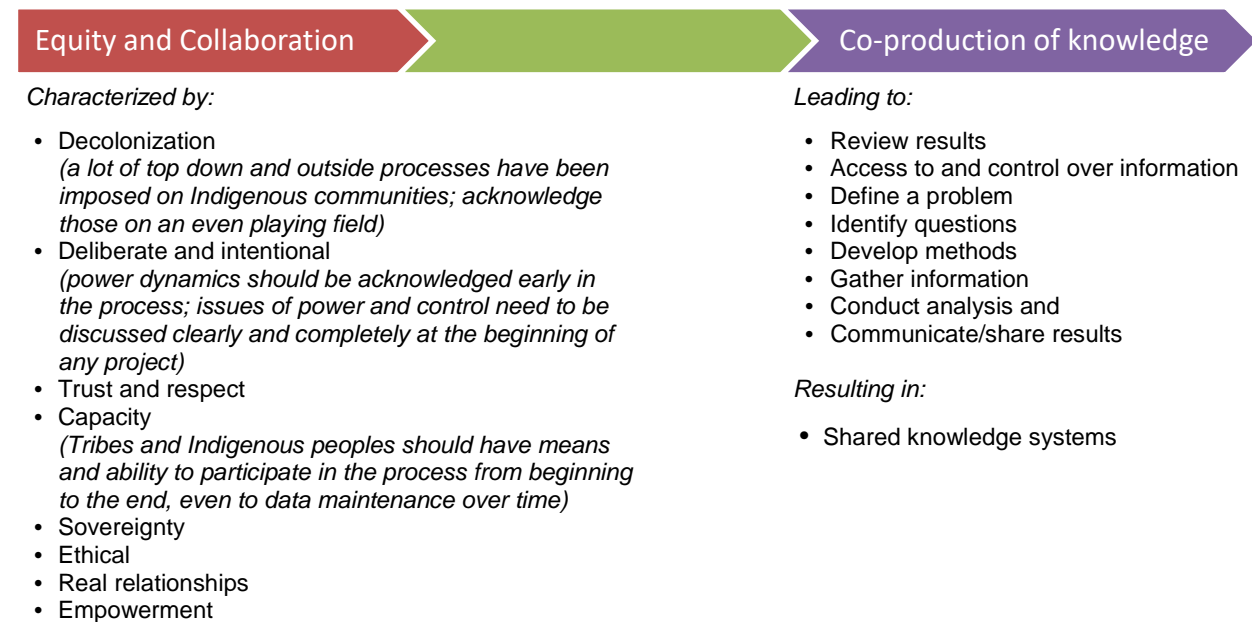
For this Module, the Council may solicit public input (including LK and TK) to identify priorities for MSE evaluations. Stakeholders will also be involved in the review process for conceptual Modules, through the Council process.

B.3 Develop protocols for using LK and TK in management and understanding impacts of Council decisions on subsistence use

Part A Operationalizing LK and TK in the Council Process

A Bering Sea FEP provides opportunity for the Council to operationalize plans for strengthening partnerships with bearers of LK and TK, as well as developing methodology for integrating LK and TK into management using multiple methods, including Co-Production of Knowledge (CPK). Part I of this Action Module will include guidelines for evaluating and incorporating LK and TK into Council documents and processes on an ongoing basis.

Recent work by Indigenous leaders and Western scientists in Alaska develops a conceptual framework for carrying out Co-Production of Knowledge (CPK; Behe, Daniel, and Raymond-Yakoubian, 2018). CPK is a process for bringing together knowledge-holders from different systems. The CPK conceptual framework is focused on bringing together TK knowledge systems with LK and Western science through an equitable process that strengthens partnerships between these different knowledge systems. Behe, Daniel, and Raymond-Yakoubian (2018) explain CPK is a process for sharing information, values, and ideas, and for conducting research and informing holistic and adaptive decision making and policy. Most examples of knowledge co-production in Alaska to date have been carried out in research. CPK is a potential method for carrying out Bering Sea FEP objectives focused on bringing together TK, LK, and Western science for evidence-based decision making and policy. CPK will be considered as a potential method for carrying out LK and TK objectives of this Action Module. The CPK process includes:



CPK is a process that extends beyond a single, distilled, deliverable research product. In a true CPK process, TK, LK, and Western science are all respected as different knowledge systems, with each holding unique methodologies, evaluation, and validation processes. With this understanding, the different knowledge systems are not translated into each other, but instead are trusted and respected in their uniqueness. Within a CPK process, participation of all knowledge holders is needed throughout the entire process, from inception through analysis and output.

Co-production requires an understanding that Western science and TK are different knowledge systems often articulated through a cross-cultural setting. The co-production of knowledge “requires the integration of different ways of knowledge in order to be salient, credible, and legitimate” and the

inclusion of actors on both sides of the boundary of decision making for a productive output (Robards et al. 2018:23). TK is not based on the key assumptions of science. TK is based on interconnections between systems, whereas Western science is often based on a set of independent facts. Successful co-production of knowledge requires trust in the different knowledge systems, to bring together different questions and different methods for achieving results.

CPK is rooted in ideas of equity, and environmental and political justice. A primary goal of co-production of knowledge is to have Indigenous perspectives, LK, and TK taken seriously from the beginning and to build relationships throughout the process of any work or project. It is important to recognize self-determination and sovereignty and informed consent of TK bearers. Most examples of knowledge co-production in Alaska to date have been carried out in research.

Using a mixture of CPK and other methods, the Council could consider the following short-, medium-, and long-term actions in the process of developing best practices for LK and TK:

Short-term (require lower level of time/staff commitment)

- The Council may instruct the Bering Sea FEP Team to include Tribal/Native representation to provide input on an ongoing basis.
- The Council may discuss potential mitigation actions regarding lack of capacity for conducting LK and TK analyses (and non-economic social science more generally).
- Preliminary guidelines may be laid out regarding how to evaluate LK and TK information/data in Council analyses (and non-economic social science more generally).
- A compendium of information resources for LK and TK could be prepared and stored at the Council, for use by analysts. Some of these resources are listed in Section 9.4.
- A question may be added to the analytical template used by Council staff, that reads, “Are there known sources of LK and TK relevant to this topic?”
- The Council may choose to request explicit incorporation of LK and TK into the ecosystem assessment process carried out through NOAA and at the Council.
- The Council may choose to establish explicit support of co-production of knowledge (CPK) work in the Bering Sea region. Understanding that CPK is a process, and not a product in and of itself, Council support for CPK would indicate a willingness to support collection and sharing of information and research that lies outside the Western scientific paradigm.

Medium-term (require medium level of time/staff commitment)

- The Council might encourage or voice support for compensated participation of Alaska Native Tribes and Indigenous peoples in monitoring, observation and research of Bering Sea ecosystem issues (outside the Council process).
- A plan may be developed to increase capacity at the Council for working on LK and TK (and non-economic social science more generally). If the Council would like to pursue this idea, the next step would be to determine what type(s) of capacity it would like to increase, before determining whether existing staff might fulfill the desired role(s).
- The Council may choose to develop mitigation measures in collaboration with Tribes and NMFS (in their Tribal Consultation role) for dealing with a lack of capacity for LK and TK (and non-economic social science more generally) in analyses. If the Council would like to pursue this idea, the next step would be to determine what type(s) of capacity it would like to increase, before determining whether existing staff might fulfill the desired role(s).
- The Council could appoint/hire an LK and TK liaison staffer, who would facilitate the inclusion of LK and TK at all levels of the Council process. Some other organizations have dedicated staff liaisons for this purpose (e.g., US Fish & Wildlife Service). If the Council would like to pursue this idea, the next step would be to define roles and responsibilities of such a position.

- The Council may consider formalizing a specific process for inputting LK (and non-economic social science more generally) into existing analyses and assessments.
- The Council may consider formalizing a specific process for inputting TK into existing analyses and assessments (see *NOTE below).
- The Council may task staff or another entity with compiling LK and TK resources (potentially through a CPK process) for use in an early warning model (conceptual or statistical) for ecosystem change, in partnership with Western science information (e.g., example of sea lions on St. Lawrence Island).
- A subcommittee for LK and TK could be formed within the recently formed Social Science Planning Team (SSPT) or the Community Engagement Committee (CEC), as a potential route for incorporating LK and TK into the Council process in a way that makes use of existing advisory structures. The SSPT or CEC could facilitate meaningful contributions of LK and TK to ongoing analyses, as well as thoughtful review of completed analyses. The SSPT or CEC could further facilitate longer-term goals for LK and TK to take part in evolving the Council management process to reflect EBFM. The SSPT or CEC might also invite a member from an agency (e.g., ADFG) or the public (e.g., active stakeholder group(s) from the region) with expertise in LK and TK work.
- The Council could consider forming an LK and TK Committee to allow for a dedicated space in the existing Council process for LK and TK to inform management.
- As with research priorities, policy priorities and objectives are rooted in a Western science paradigm. The Council may choose to task staff with developing a set of best practices for determining management priorities, alternatives, and tradeoffs through a CPK process, including answering questions such as:
 - What are local/regional community priorities for Federal fisheries policy?
 - What stories do local/regional community members want to share?
 - What kind of spatial data for subsistence uses are appropriate to use in public documents/discussions, and how?
 - What do local/regional community members feel are appropriate and ethical ways for non-Indigenous and non-locals to contribute in Federal fisheries policy and decision-making in the Bering Sea region? What are not appropriate or ethical ways?

Long-term (require significant level of time/staff commitment)

- The Council may consider composing protocols for long-term and specific data-use agreements with Tribes and communities providing LK and TK information, especially as relates to spatial mapping (see Part II of this Module; Note: Not all spatial information documented by Alaska Native organizations is currently available to the public, because specific data-use agreements need to be established for the sharing of much of that data. Additionally, current publicly-available spatial information may not be appropriate for further use without updated permissions and formal consent of the Tribe(s) or community(ies) that initially provided it.).
- The Council might consider formalizing a process for CPK in the Bering Sea region, as it relates to policy and decision-making. This might involve providing regular trainings for staff in LK, TK, and CPK methods, and to have a permanent space on staff for an expert in LK, TK, and/or CPK methods.
- The Council might consider how to shift towards an adaptive co-management approach (Berkes, 2009) that more fully incorporates LK and TK into the process at all stages. One example of this type of approach is the Arctic Borderlands Ecological Knowledge Co-Op³³.

³³ <https://glosbe.com/en/fr/Arctic%20Borderlands%20Ecological%20Knowledge%20Co-op>; <https://www.arcticborderlands.org/about-us>

- The Council might encourage and facilitate increased TK representation through increased Indigenous/Tribal representation on the Council and Council bodies (e.g., Tribal seats on the Council are desired by Indigenous communities), understanding that a permanent Indigenous/Tribal seat (voting or non-voting) on the Council would require a change to the MSA.

***NOTE:** Usher (2000) describes four categories of TEK for use in Environmental Assessment and management using a case study from Canada. If the Council is interested in formalizing a process for incorporating LK and TK into existing assessments, a similar approach might be considered for incorporation into the Bering Sea FEP (paraphrased):

Category 1: Factual/rational *knowledge about the environment.*

Category 2: Factual *knowledge about past and current use of the environment.*

Category 3: *Values about the environment*, including culturally based value statements about how things should be, and what is fitting and proper to do, including moral or ethical statements about how to behave with respect to animals and the environment, and about human health and well-being in a holistic sense.

Category 4: Culturally based cosmology; *the knowledge system itself.*

According to Usher (2000), each category of TEK has different potential uses within existing fisheries management structures and processes. If the management process is conceptualized in terms of four phases of public review (as is the case in Canada), uses of TEK might look like (paraphrased):

Phase 1: Scoping

Recommendation→ *Categories 2, 3, and 4 are often a good fit*

Phase 2: Preparation of an Environmental Impact Statement (EIS)

Recommendation→ *All categories might be included, but often no TEK is appropriate for a formal EIS*

Phase 3: Public Review

Recommendation→ *Categories 1, 2, and 3 are often a good fit; Categories 1 & 2 might be technical-based or community-based, while Category 3 TEK is more likely to be community-based*

Phase 4: Monitoring/Follow-up

Recommendation→ *Category 1 TEK is often a good fit (because the legal stipulation for follow-up in Canada is 'to verify the accuracy of the [EIS] and determine the effectiveness of mitigation measures')*

Part B Subsistence

This portion of Action Module 4 will prescribe the way subsistence data are incorporated into Council analyses and will describe circumstances in which measures may be necessary to mitigate potential impacts to subsistence resources, or the use of those resources by Alaska Natives. The FEP will not automatically require mitigation for circumstances where the potential for impacts exist, nor will the FEP limit the sorts of actions that the Council may take. Rather, the FEP will provide a roadmap for the Council to follow to assess the likelihood of impacts and develop mitigation measures should they be necessary. This part of the Module is responsive to FEP Strategic Objectives 1 and 2, to synthesize the current understanding of Bering Sea ecosystem processes and create a cohesive plan for EBFM.

In recent years, potential impacts of commercial fisheries on subsistence resources or use patterns have received increasing attention. A Bering Sea FEP provides opportunity for the Council to outline best practices for how subsistence use data may inform understandings of potential impacts of commercial fisheries on subsistence resources and use and, if appropriate, mitigate those potential impacts to ensure that subsistence use of marine resources continues unabated in the Bering Sea. The Council is interested

in understanding ways that removals from commercially important fish stocks may affect the subsistence resources important to Alaska Native communities or affect resource use patterns of those communities. Where subsistence use data are already available, data may be incorporated into existing models that predict fishery behavior or responses to changes in conditions or regulations.

One hurdle to incorporating subsistence use data into management decisions has been collection of data and preparation of data products for use in current assessment models. Non-governmental and Tribal organizations (corporations, governments, etc.) have been working to describe and document subsistence use patterns of Alaska Native communities throughout the Bering Sea region.³⁴ In addition to non-governmental and Tribal data sources, the State of Alaska Department of Fish and Game Subsistence Division has ongoing projects to document subsistence use patterns and would provide a wide range of subsistence use data. The State of Alaska Division of Subsistence reports, and the Northern Bering Sea Mapping Project and Bering Strait Marine Life and Subsistence Use Data Synthesis are some examples of products that have made subsistence use and subsistence species occurrence data available to fishery managers. Some subsistence use data are currently available in spatial mapping formats (e.g., in ArcGIS software programs) that allow managers to evaluate them (e.g., for potential conflicts with commercial fisheries). The Council will use subsistence data appropriately as they become available.

Collection and preparation of subsistence data are major undertakings. The Council will work with organizations that collect and prepare subsistence data in the short-term and may wish to prepare a long-term subsistence data use plan in the future. To carry out this part of the Module, it is likely that the Council will need to develop collaborative relationships with Alaska Native organizations, organizations that are familiar with subsistence data, non-economic social scientists, and agency scientists to ensure data quality and to ensure products are in a form that is useful to fishery analysts as well as subsistence users. This would likely require an initial in-depth process to identify a working list of sources of subsistence use data, and a smaller ongoing commitment to maintain and update that list. Some regular staff time would be required to communicate with collaborating organizations on an ongoing basis (e.g., in order to update descriptions in the FEP).

Outcomes from this part of the Module are expected to provide a framework and data for analysts to consider whether fishery activities or changes in regulation over time are likely to impact subsistence resources or patterns of subsistence use. It is anticipated that incorporating subsistence data in to the Council process may involve adding a section to all future analyses. Some actions may require no additional section, for other actions the additional section might be much longer and more involved. If included in the discussion paper and preliminary draft stages, it is likely that subsistence data would be considered during the development of alternatives and impacts to subsistence resources or use would be considered throughout the Council process.

This part of the Module is expected to affect the Council's decision-making by providing resources necessary for analysts to determine the likelihood that a Council action would affect subsistence resources or the ability of Alaska Natives to access those resources. This is also expected to provide ready access to subsistence data for use in analyses and provide guidelines for when mitigation may be necessary. Management measures may or may not be changed by consideration of subsistence data. Where management measures may be changed, the Council may, ultimately, be more responsive to National Standards 2 and 8, especially when fishing communities also rely on subsistence resources.

³⁴ E.g., Northern Bering Sea Mapping Project available at: <http://www.akmarine.org/fisheries-conservation/protect-habitat/northern-bering-sea-initiative/> and Bering Strait Marine Life and Subsistence Use Data Synthesis available at: <http://oceana.org/publications/reports/the-bering-strait-marine-life-and-subsistence-data-synthesis>.

As described above, the Council is reliant on other organizations to collect and prepare subsistence data, and for this part of the Module, it is anticipated that subsistence experts would need to be actively involved on any Action Module development team(s). Outreach to agencies and their constituents would be important in verifying the data and products to use in management.

B.4 Aligning Council priorities with research funding opportunities

The Council prepares and modifies fishery management plans (FMPs) for fisheries under its jurisdiction. Each FMP contains a suite of management tools that together characterize the fishery management regime. These management tools are defined in the FMP and its implementing regulations and require a formal plan or regulatory amendment to change. Amendments to the FMPs or regulations are considered at each meeting by the Council, with proposed amendments submitted by both the resource agencies and the public. As a result, the FMPs and fishery regulations are dynamic and are continuously changing as new information or problems arise.

Council and NMFS staff prepare regulatory and fishery management plan amendment analyses for decision-making, with a focus on economics, social science, biology, ecosystems, and habitat. The Council relies on original research from partners such as NMFS, ADF&G, IPHC, other Federal agencies and academia in order to evaluate potential management actions.

The Council identifies priorities for research relevant to the activities that are most important for the conservation and management of fisheries, to provide guidance to the research community and funding agencies. Research priorities are currently organized into four categories: critical ongoing monitoring, urgent, important (near term), and strategic (future needs). These categories place less emphasis on the relative value of research topics and more emphasis on the correspondence of research to the Council's time horizon of management concerns.

For several years, the Council has been working to make the identification of research priorities more relevant and useful. This includes both providing better guidance to researchers about the Council's needs for information for management, and better tracking of new research that is being undertaken and may be useful. This has led to an effort to develop a research tracking process, that relates the Council's research priorities to specific management actions that are affected by that research. In the context of the FEP, the focus would be on tracking research that is relevant to the FEP Action Modules, and how that information is subsequently used in management. The Council seeks to strengthen existing partnerships with organizations that support and perform research, as sharing reciprocal information about the research needs and outcomes is mutually beneficial.

Identification of Partners

Primary partners to participate in active information sharing with the Council for the Bering Sea FEP were identified as the North Pacific Research Board, Alaska Department of Fish & Game, and NOAA National Marine Fisheries Service. These partners were chosen based on pre-existing relationships and an active research presence in the Bering Sea region. Direct examples of existing engagement are noted under each organization. A full listing of identified on-ramps for collaboration is presented in **Table 1**.

North Pacific Research Board

The mission of the North Pacific Research Board (NPRB) is 'To develop a comprehensive science program of the highest caliber that provides a better understanding of the North Pacific, Bering Sea, and Arctic Ocean ecosystems and their fisheries.' The NPRB has historically funded basic and applied science that has relevance to Council management actions. Despite several informal linkages, there is no standard protocol for the transfer of information that would be relevant to both NPRB and the NPFMC. Similarly to the Council, the NPRB has significant interest in developing and strengthening relationships that promote effective application of previously-funded research and contribute to maintaining robust research programs.

Examples of existing NPRB engagement with the Council:

- the NPRB Board includes a member of the Council, and Council staff participate in Science Panel and peer review activities
- final report summaries are provided to Council staff on a regular basis
- a summary of newly-funded projects is provided for each Core program RFP

Alaska Department of Fish & Game

The Alaska Department of Fish & Game (ADF&G), Westward Region, conducts ongoing shellfish, groundfish, salmon, and herring research to support and improve fisheries management in the Bering Sea and Aleutian Islands. This effort often involves both traditional and innovative cooperative research ventures with other State, Federal, International, and private agencies including the National Marine Fisheries Service. Research projects encompass state-managed fisheries within state waters and fisheries that are managed under a cooperative state-Federal management regime. The goal of ADF&G is to ensure that some of the largest and most valuable fisheries in the world (Bering Sea/Aleutian Islands and Gulf of Alaska groundfish, shellfish, and salmon fisheries) are limited to a sustainable harvest in accordance with state and Federal regulations. ADF&G is an example of an agency that could greatly benefit from an enhanced partnerships with the Council and NPRB, as research needs continue to grow and budgets continue to shrink.

Examples of existing ADF&G engagement with the Council

- Within the respective Council FMPs the State of Alaska, through ADF&G, is delegated certain management responsibilities, or shares management of certain fisheries with NMFS, in Alaska (BSAI crab, statewide scallops, etc).
- At each Council meeting ADF&G staff presents a report to the Council updating fisheries managed by the State of Alaska that are also managed under Federal rules, or are delegated within a FMP.
- ADF&G staff participate on various Council Plan Teams, working groups, and Committees (Scallop Plan Team, Gulf of Alaska and Bering Sea Aleutian Islands Plan Teams, Crab Plan Team, Electronic Monitoring Working Group, Enforcement Committee, Legislative Committee, etc.). As part of Council Plan Teams, ADF&G staff compile various stock assessments either as a lead or co-author, which are included in the Council's Stock Assessment and Fishery Evaluation (SAFE) reports. Additionally, ADF&G staff not actively members of Council Plan Teams give presentations to various Council Plan Teams, working groups, and Committees on various topics relevant to stock assessments or fishery management (e.g., BSAI crab observer program).
- ADF&G currently has two staff members on the Science and Statistical Committee.
- The Commissioner, or designee, is a voting member of the Council. Through this seat, the Commissioner can develop and present motions for specific issues, incorporating public input, and biological or scientific recommendations (including LK and TK) from the Council Plan Team(s), Committees or working groups.

National Marine Fisheries Service

Will pull in information from Section 3.6.1

Other partners

Consider opportunities to partner with other organizations that do research, for example:

- USFWS Landscape Conservation Cooperatives
- Tribes and Tribal organizations

Synergistic Opportunities

Modern approaches to the assessment of impact are most effective with a wider-ranging, collaborative effort and bi-directional flow of information. A review of the basic and enhanced avenues for communications from NPRB, as a representative funding agency, to the Council and other potential partners (for example, ADF&G, NMFS) is summarized in Table B-1 and B-2, and illustrated in Figure B-1.

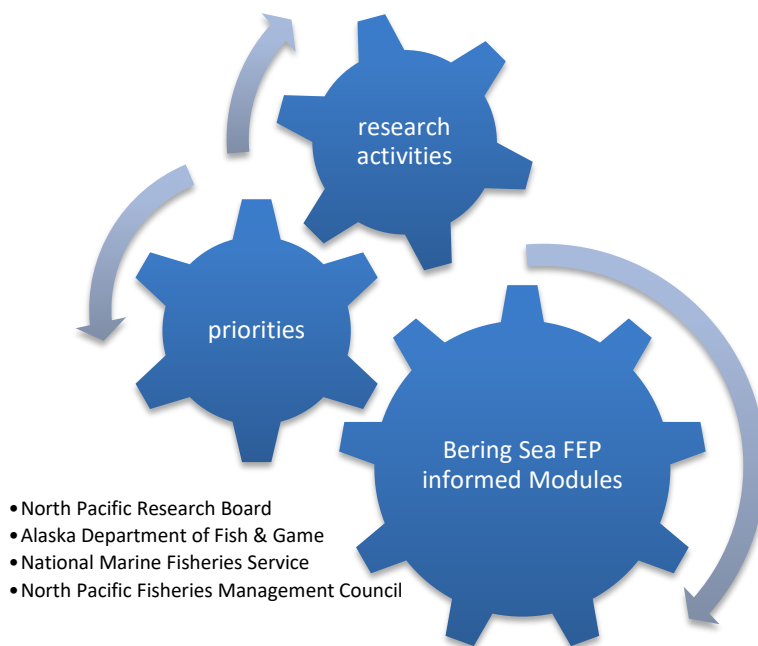
Table B-1 Basic and enhanced avenues for information transfer among partners

| | | |
|-------|----------|---|
| NPRB | Basic | NPRB Board includes a seat for the Council |
| | | NPRB Science Panel typically includes one Council staff member |
| | | Council staff participate in external peer reviews of NPRB proposals |
| | | consideration of Council priorities during the development of the Core RFP |
| | Enhanced | inclusion of “Management and Ecosystem Implications” narrative section in proposals |
| | | regular distribution of final reports to Council Staff (quarterly to semi-annually) |
| | | access to NPRB publication library |
| | | information of newly-funded projects provided to Council staff |
| ADF&G | Basic | development of a standard practices document that outlines intent and defined pathways to share information in a meaningful manner for both parties |
| | | specific Council priorities highlighted to the NPRB during RFP development (e.g. FEP relevance) |
| | Enhanced | inclusion of Council-specific tracking tags to proposal metrics (e.g., FEP, risk analysis) |
| | | Council staff engage NPRB staff on relevant teams (e.g., Bering Sea FEP) |
| ADF&G | Basic | facilitation of access to NPRB embargoed data for time-sensitive analyses |
| | | ADF&G engages NPRB staff with list of research needs for improving management capabilities. |
| | Enhanced | Develops research plan that aligns with NPRB RFP and NPFMC Action Module priorities |
| | | Makes specific Action Module recommendations |
| | | Submits proposals to NPRB with specific relevance to NPFMC Action Module objectives |

Table B-2 Synergistic information transfer summary

| Action | COUNCIL | NPRB | ADF&G | NMFS |
|--|---------|------|-------|------|
| Shared panel membership (e.g., NPRB Science Panel, BS FEP) | • | • | • | • |
| Data access | • | • | | |
| Active project listings shared on annual basis | • | • | | |
| Research priorities shared on annual basis | • | • | | |
| Funding opportunities | | • | • | • |
| Targeted PI engagement during research activities | | • | • | • |

Figure B-1 Synergistic information transfer summary



Specific Action Items

The following initial list of action items is described in greater detail below.

- Listing of completed NPRB-funded research with Council management relevance (provide narrative for one example, remainder in Table/Appendix)
- Full listing of Bering Sea related newly-funded 2017 NPRB Core program projects for test case(s) selection
- Consideration of additional tracking methods in the NPRB Core Program (proposal tracking tags, reporting format, RFP encouragement)
- FEP reporting to other research Modules (mini-report of ongoing relevant research)
- Identify algorithm for context-specific use of relevant keywords in Council-related meetings

Listing of completed NPRB-funded research with Council management relevance (example).

While the mission of NPRB includes both basic and applied science at equal measure, projects submitted to and funded by NPRB have historically been encouraged to identify relevance to management issues. Specific proposals will be used to consider how to increase the amount of useful information transfer in future NPRB-funded research as discussed above (e.g., proposal tags, specific proposal text relating to management, sharing of progress and final reports, encouragement of presentations to Council and NPRB-related groups).

Full listing of Bering Sea related newly-funded 2017 NPRB Core program projects for test case(s) selection.

Currently, NPRB informs the Council about final projects. This would be an opportunity to let the Council know early on about projects that may have relevance and which are just beginning. It is the goal of this particular action item to work more closely with the PI throughout the life of the project, rather than providing unidirectional information.

The tracking system would be piloted with a limited number of select cases recommended by the NPRB program manager and endorsed by the research tracking Module team. A report will be provided to the team for selection which includes the project title, summary, and the management implication section of the proposal.

PIs of selected projects will be contacted to determine their interest in participating in research tracking Module. Participation levels may vary, but may include items such as:

- sharing semi-annual progress reports with the Council
- provide an opportunity for the Council to present direct feedback to the PI
 - for example, informing the PI if the Council is particularly interested in a related research question or management actions
- direct presentation of the research outcome to the Council/Council bodies (eg, SSC, Plan Teams), as relevant

Consideration of additional tracking methods in the NPRB Core Program (proposal tracking tags, reporting format, RFP encouragement)

The prospect of adding research tracking tags to the 2018 NPRB Core program RFP with the intention to provide approximately 5 tags that are robust enough to be used consistently over several years. This concept was presented to the SSC in June 2017, however, agreement was not reached on ideal selections. There may be potential to discuss this on a broader scale in conjunction with an evening work group at a spring Council meeting, with incorporation into the 2019 Core Program RFP.

The FEP team provided input at the April and September 2017 meetings. The request was to specifically identify if unique BS FEP tags would be useful, or if general Council tracking tags would be sufficient when combined with existing geographic and methodology tags. It was recommended by the group that the addition of EBFM and risk analysis would be preferred identifiers.

- Addition of “Management and Ecosystem Implications” section to semi-annual reports?
- Addition of “Management recommendations” section to final reports?
- Add broad language to NPRB RFP to encourage participation and presentation to relevant Council groups as part of budget considerations

Appendix C: Public comments on FEP public involvement

The FEP team, the Ecosystem Committee, and the Council have received many ideas for public involvement tools from public testimony on the FEP, the Council's February 2018 Ecosystem Workshop, and the Council's consideration of establishing a Community Engagement Committee. A synthesis of the ideas that have arisen from public testimony is included here. They have been categorized to indicate the level of time or staff commitment associated with each suggestion, but otherwise are in no particular order.

Require lower level of time/staff commitment:

- Increase awareness of and education regarding TK, tribal, and subsistence concerns among Council members and staff. Acknowledge that 'outreach' and 'engagement' are not the same thing and are distinct from 'co-production of knowledge' or 'incorporation' of TK in the management process.
- Provide inclusive opportunities for affected communities to have regular and meaningful input as part of the Council and Council committee process.
- Develop a list of key contact organizations for informing different Bering Sea communities about Council activities.
- Consider how to receive nominations for committee/Plan Team membership from traditionally underrepresented Tribes and rural Alaskan communities, and seek participation from external experts who have positive experience engaging with communities. Encourage and facilitate increased Indigenous representation on Council advisory bodies, including the FEP team.
- Recognize the burdens of participating in the process for rural subsistence users, which is often prohibitively expensive, and requires taking time away from conducting subsistence practices in order to advocate for the right to conduct subsistence practices

Require medium level of time/staff commitment:

- Continue issue-specific outreach, especially continuing to have Council members and staff travel to communities and engage directly with a broad cross-section of community and tribal members (many of whom cannot travel to Anchorage)
- Incorporate community feedback in a way that does not put strict time limits on community comments. If the Council would like to pursue this idea, the next step would be to task staff with assessing current onramps for community comments, including identifying time-sensitive and non-time-sensitive comment period.
- Integrate Tribal input into decisions relevant to their region.
- Conduct ongoing outreach and engagement, which will make project-specific outreach more effective. For example, participate in conferences pertaining to Tribal and rural community fishing interests.
- Hold a series of workshops to provide space for community engagement (the Council's Ecosystem Workshop was a positive step). If the Council would like to pursue this idea, the next step would be to define goals and key locations for such events.
- Conduct a review of existing participants in the Council process with stakeholder interests in the Bering Sea region. Who is left out? How would they would like to a) communicate; b) get information; c) provide feedback? Are there communities who prefer to not be engaged regularly by the Council? Consider developing an RFP document for seeking input from Tribes, Alaska Native organizations, and rural communities.
- Develop a formal process for evaluating engagement strategies to provide broader opportunities for sharing of information between the Council and communities.

- Develop a protocol for the collection and use of citizen science information, while recognizing that citizen science is not the same as LK or TK.
- Create a plan for ensuring that existing and future TK appropriately informs Council documents and decisions. Form formal partnerships with Tribes and Alaska Native organizations.
- Create a plan for ensuring commercial fisheries and fishery management does not negatively impact subsistence. Included in this is the need to develop a plan for ensuring subsistence data is incorporated into Council documents and decisions.
- Consider using a co-production of knowledge approach within the Council process to bring together TK and science in an equitable process. Encourage processes that foster co-production of knowledge.
- Maintain a direct link to Tribal Consultation conducted by NMFS (perhaps through a designated staff person). Develop a framework that gives the Council access to Tribal Consultation information on a regular basis and ensure that consultation information is used in the Council's decision-making processes.

Require significant time/staff commitment:

- Increase capacity related to TK on staff at the Council (e.g., hiring a Council staff with TK specialty).
- Consider hiring an outreach or engagement liaison on staff at the Council (this might be someone qualified in engagement/outreach, but not necessarily the academic side of things). If the Council would like to pursue this idea, the next step would be to define roles and responsibilities of such a position.