

SCOMM

#36:22

BILL NAME Opposing the imposition of a halibut moratorium and the establishment of a shares system for halibut in Alaska.		BILL NUMBER HJR 10
		DATE INTRODUCED 1/18/83
		RELATED BILLS PENDING
SPONSOR(S) Zharoff, Koponen, Maione, Phillips, & Szymanski		REFERRALS Resources
INITIAL SUMMARY COMPLETED	LEGAL DIVISION SUMMARY	
	DEPT OF LAW SUMMARY	
SPONSOR CONTACTED FOR BACKUP MATERIALS	FISCAL NOTE	
AGENCY RESPONSE	OTHER INTERESTED LEGISLATORS NOTIFIED	
SIMILAR BILLS INTRODUCED IN PREVIOUS LEGISLATURES		OTHER STATE OR FEDERAL PRECEDENTS, REGULATIONS, ETC
RESPONSES FROM INTERESTED PERSONS AND/OR GROUPS		
CHAIRMAN BRIEFED	DATE & PLACE SET February 15, 1983	
STAFF MEMO TO COMMITTEE	TELECONFERENCE	
BACKGROUND MATERIAL DISTRIBUTED	PSA/PRESS RELEASE	
LIST OF WITNESSES	SUGGESTED AMENDMENTS/CS DRAFTED	

North Pacific Fishery Management Council

Clement V. Tillion, Chairman
Jim H. Branson, Executive Director

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SUMMARIES OF PUBLIC TESTIMONY

ON

PROPOSED HALIBUT MORATORIUM

Summary of Public Testimony
on
Proposed Halibut Moratorium
Juneau, Alaska
January 7, 1983

The North Pacific Fishery Management Council and the National Marine Fisheries Service held a public hearing on the proposed halibut moratorium on January 7, 1983, beginning at 1:00 p.m. in the Gastineau Suite, Baranof Hotel, Juneau, Alaska. A synopsis of the testimony follows.

COUNCIL MEMBERS

Clement V. Tillion, Chairman
Harold E. Lokken, Vice-Chairman
James O. Campbell
Don Collinsworth
Chris Dawson, for Ray Arnaudo
Rudy Petersen
Keith Specking

Dr. John Harville
RADM Richard Knapp
Robert U. Mace, for
John Donaldson
Gene DiDonato, for Bill Wilkerson
Joe Demmert, Jr.
Jeffrey R. Stephan

NMFS/NOAA Representatives

Robert McVey (also Council Member)
NOAA/GC

Lewis Queirolo Pat Travers,

NPFMC STAFF

Jim H. Branson, Executive Director
Clarence Pautzke, Deputy Director

Peggy McCalment
Helen Allen

SUPPORT STAFF

Pat Travers, NOAA/GC

Lewis Queirolo, NOAA/NMFS

GENERAL PUBLIC

Linda Owen
Jeff Hendricks
Maurice Ingman
Greg Baker
Gary Beal
Charles Carlson
Gordon Williams
Albert Strom
Bob Alverson
Mike Reddekopp
Eric Jordan

Jack Phillips
John DeBoer
Arni Thomson
Chris Sharpsteen
Gary McMaster
Dolly Garza
Walt Pasternak
Dick Carlton
Mike Mayo
Henry Mitchell
Robert Chevalier

Linda Owen, a fisherman representing herself and her husband, supports the proposed moratorium vigorously. Concerned about the halibut fishery in the future. Fishing time has decreased from 47 days in 1978 to 11½ days last season and will continue to decrease with the increase in effort, reducing halibut to an incidental by-catch. Does not agree that elimination of foreign fishing would solve the problem; it is necessary to limit entry.

Jack Phillips, a commercial halibut fisherman. Very much in favor of the proposed moratorium; not particularly interested whether permits are attached to the vessel or the people; current draft of the moratorium is satisfactory. Without the moratorium, the fishery will become unmanageable. Council member McVey asked whether he felt the five-year basis is fair. Mr. Phillips believes it is; especially since it included 1982 which gave serious fisherman a chance to be included.

Gary Beal, favors the proposed moratorium. Council McVey asked if Mr. Beal felt the qualifying period was fair. He replied he thought it was.

John DeBoer, from Petersburg, has been fishing halibut for 31 years. Because of the short season last year he was unable to air-freight his halibut to a regular customer in the Midwest; he had to spend all his time on the boat in order to get his catch before the season closed. Feels that the stocks in the Petersburg area are improving. Council member Jeff Stephan inquired about Mr. DeBoer's thoughts on the qualifying period. Mr. DeBoer said that the Council would have to decide what is fair; he feels that those who have been in the fishery for a long time deserve to be included. Council member Petersen asked Mr. DeBoer if he had a preference on how the permits should be issued. Mr. DeBoer said that, for the good of the fishery, the permit should go with the boat.

Eric Jordan, feels it is time for a moratorium on entry into the halibut fishery in the Prince William Sound area. Suggested that perhaps the Council should consider different situations, such as the Western area--Kodiak, Bering Sea, Aleutians. Short seasons and overlap of seasons with the trollers limit opportunities--the Council should consider troll fishermen who catch halibut.

Maury Ingman, would like to see the Council give a three-year ultimatum to crab fishermen to pull their pots and not take halibut; drag boats should not be allowed in the halibut grounds. Favors a personal quota so boats can fish with smaller crews. Favors the moratorium.

Arni Thomson, a Seattle fisherman who fishes out of Halibut Cove, quoted from a thesis paper he prepared in 1975, History of the Pacific Halibut Fishery. He reviewed the history of the halibut stocks and how the industry had pretty much depleted them by approximately 1915 and how they had once again, through conservation efforts, become more abundant, thus bringing more and more people into the fishery. He is in favor of the moratorium.

Gregg Baker, President of the Alaska Longline Fisherman's Assn., has been a commercial fisherman since 1966. His association supports the moratorium as proposed.

Mr. Baker responded to the questions posed in the "Comments Requested on the Moratorium" packet mailed to the public. The comments refer to Proposal A.

1. The allocation is fair to all fishermen because the announcement of a possible moratorium in 1979 gave all fishermen an opportunity to be included if they were interested. Feels that there may be hardship cases which should be dealt with on an individual basis.
2. Relying on the documents of sale as indicators of participation in the fishery is reasonable and fair.
3. Referring to the 5-year qualification period, he feels this is also equitable.
4. The proposed moratorium does take into account the historical fishing practices and economics of the fishery.
5. Does not feel that the proposed moratorium will cause any individual or corporation to acquire an excessive share of the halibut fishing privileges. The Longliners Assn. has not taken any position on the placement of the permit. Mr. Baker said that he, personally, would prefer the permit be limited to vessels.

Chris Sharpsteen, a Petersburg fisherman, feels a moratorium has been needed for some time. If the permit is issued on the boat, it will help to more effectively limit the entry, but will favor the larger vessels. Petersburg fisherman can no longer fish all year for their livelihood; they have to supplement their income in other ways. Some consideration should be given those who fished prior to 1978, but he does not have a suggestion of how this would be accomplished.

Council member McVey asked Lew Queirolo, regional economist for NMFS, to discuss the time frame for the proposed moratorium.

Mr. Queirolo said that the idea was incorrect that the moratorium could not be put in place for the coming season in the Limited Entry Commission has not received word by February 2. Without the participation of the Commission, the process will be more cumbersome because of their staff expertise in issuing permits, but their absence from this year's moratorium would not preclude participation. Several alternatives have been discussed. One option would be to get the necessary federal endorsement on an interim-use permit to be issued for 1983; permittees could be advised that this was an interim-use permit and that they may be precluded if limited entry comes into effect.

Gary McMaster, Chairman of the Pelican Advisory Board, said that this Board endorses the need for a moratorium, although they are not in total agreement with the draft document presented. The Board voted unanimously to propose that the season on sablefish be closed December through March as the fish are in spawning condition and the oil content is lower; this would also protect the halibut stocks in the area.

Charles Carlson, A&B Grand Camp, Sitka, said his organization is against the moratorium. It is designed as a means to protect the fisherman, not the fishery. A moratorium is the same as limited entry. Since the Council has the authority to regulate the seasons for the taking of fish, this should be sufficient.

Delores Garza, Shaanseet Native Assn. of Craig, Alaska, said she opposes the moratorium--establishing the moratorium would still allow a great number of people to come in, and the season could be shortened even further; feels the moratorium should be revised to exclude more people.

Gordon Williams, Angoon F&G Advisory Commission, said his group discussed the moratorium and limited entry at the same time and voted against the concept of both. He isn't sure what the outcome would be if they voted only on the issue of the moratorium. Fishermen in his area are not happy with the current 5 1/2-day season, but do not know enough about the proposed moratorium and how it will affect them. If the permit went with the vessel, it would be a definite problem in his area.

Walt Pasternak spoke in favor of the moratorium because of the speculation created when limited entry in the troll salmon fishery was being discussed. Mr. Pasternak also feels that the biggest problem is that one-third of the biomass is being taken by pots and bottom nets. The Canadian drag fleet has caused irreversible damage to the stocks. Mr. Pasternak told the Council that Sitka landed more fish than Juneau, Petersburg, and Ketchikan, and would like the Council to make an effort to return to Sitka for a future Council meeting.

Albert Strom, Kodiak, is opposed to the moratorium. Limited entry in the halibut fishery is just a little late. The share system concept would mostly favor Anchorage. Totally against all limited entry.

Dick Carlton, Pt. Alexander Longline Assn., and Chairman of the Pt. Alexander F&G Advisory Committee, said that fishermen in his area voted to adopt the moratorium. He inquired whether the document could be changed once adopted. Pac Travers, Counsel for NMFS, responded that since it is a rule, it could be changed through normal procedures through NOAA. Mr. Carlton asked whether a conservative moratorium would change the quota. Jim Branson, Executive Director of NPFMC, replied that he doubted that it would make a difference.

Bob Alverson, Seattle Vessel Owners' Assn., said the Association is in favor of the moratorium if it attaches the permit to the vessel; very little would be gained if it were on the individual. In reference to the base period, 1978-1982, the majority of the Assn. will support it; however, there are some who are not in agreement. It would be better if it were 1981-82, or perhaps two out of four years. If the permit is attached to the individual, they would suggest elimination of the grandfather clause. They would not endorse the restriction of vessels to areas where they have previously fished; but would endorse the section restricting the vessel tonnage change.

Mike Mayo, Independent Fishermen of Sitka, said that most of his organization is against the moratorium. He feels that the harvest is taken at the wrong time of year. Restricting U.S. fishermen and allowing foreigners to increase are in direct conflict of the 200-mile limit law.

Mike Caredikoff is opposed to the moratorium as written. He has been active in the fishery, but just because he hasn't owned a boat or card, he would not be included. Could support the moratorium if the qualifications were different; perhaps to include crew members like himself.

Henry Mitchell, Executive Director of the Bering Strait Fishermen's Association, said his association is in favor of the moratorium. It is important to note the large number of entrants over the last few years; this will not stop without a moratorium. Council member Petersen asked Mr. Mitchell whether he favored having the permit attached to the vessel or the individual. Mr. Mitchell said he was not familiar enough with this issue, but would look into it.

Robert Chevalier, Sitka, feels that voting for a moratorium now is actually setting up criteria for limited entry. Setting troll closures to coincide with the halibut opening was an effort to force fishermen to favor a moratorium. He doesn't feel that any of the moratorium options could be implemented without inviting law suits from other groups.

Public testimony at this hearing was completed at 3:46 p.m.

Summary of Public Testimony
on
Proposed Halibut Moratorium
Ketchikan, Alaska
January 9, 1983

The North Pacific Fishery Management Council and the NOAA/NMFS conducted a public hearing on the proposed moratorium at the ADF&G offices in Ketchikan, Alaska, on January 9, 1983. Approximately 17 members of the public attended, of which 9 testified. The meeting was chaired by Council member Joe Demmert, Jr. Other Council and staff members attending were Jeffrey Stephan, and Jim Branson. Patrick Travers represented NOAA/NMFS. The hearing began at 3:00 p.m. and ended at 4:50 p.m.

A synopsis of the testimony follows:

Bill Thomas, Alaska Native Brotherhood Fisheries Committee. Their committee voted to object to the proposed moratorium. They are concerned by memories of the salmon limited entry process. Would like to see out-of-state participants excluded. Not closed to limited entry but would want more details on how it will work.

Len Leach favors moratorium. Four-day seasons don't work. Doesn't think moratorium time should be used for qualifying time. Thinks a lot of Area 2 fish are landed as Area 3. Permit should go to individual.

Geraldine Gardner, Klawok Heenga Corp, objects to moratorium because there is no way for young people to get into fishery.

Ole Haynes, has been fishing halibut since 1946. Favors moratorium and thinks it should have been initiated long ago. Doesn't want to make it mandatory to fish during moratorium years. Some concern about new entrants, but sees need for just crewmen, too. No comment yet on whether permit should go to vessel or person.

George Demmert, favors moratorium, but doesn't want qualified fisherman to be required to fish during moratorium.

Alan Knittel, opposed to moratorium on grounds that others should be allowed to participate.

Roger Ingman, favors moratorium to ensure fish in the future. Permits should go to person. Quality is very important. Need to be able to upgrade boat to improve it. Could favor permit on boat.

Russ Cockrum, favors moratorium, fished halibut since 1966. Seasons are so short, it's like a hobby now. Proposed rule looks fair.

Nevin May, salmon troller, doesn't like limit on size of boats. Favors moratorium.

Public testimony was concluded.

Summary of Public Testimony
on
Proposed Halibut Moratorium
Petersburg, Alaska
January 10, 1983

The North Pacific Fishery Management Council and the NOAA/NMFS conducted a public hearing on the proposed moratorium at the City Hall in Petersburg, Alaska, on January 10, 1983. Approximately 52 members of the public attended, of which 21 testified. The meeting was chaired by Council member Joe Demmert, Jr. Other Council and staff members attending were Jeff Stephan, and Jim Branson; Patrick Travers represented NOAA/NMFS. The hearing began at 1:10 p.m. and ended at 3:50 p.m.

A synopsis of the testimony follows:

Sig Mathison, Petersburg Vessel Owners Assn, fishes mostly longline. Favors moratorium; worked with FVOA, ALFA, etc. in Juneau. Favors Proposal B, except for #7,8,9. Willing to back off if necessary to get moratorium passed. Thinks B will somewhat restrict expansion of effort. Thinks there's a problem with issuing licenses and qualifying them later. Adamant about wanting moratorium. Asked if the base period was fair, Mr. Mathison said perhaps could go back to 1977. Proposal A would be better than nothing at all. Doesn't think participation during moratorium should count toward entry quota.

John A. Svenssen, very much in favor of a moratorium; growing effort is getting completely out of hand.

Marelyne George, power troller. Asked what provisions made for trollers; haven't had much chance in last few years because of short seasons. Opposed unless some provision made for trollers. Used to make 15-20% of profits in halibut.

Charlie Christensen, PFVOA. In favor of moratorium and limited entry. Likes Proposal B with the last three items deleted; but something better than nothing.

Gordon Jensen, very much in favor of moratorium. Need to spread effort over time to avoid serious impact to individual stocks. Mostly favors permit on owner/boat. Feels base period is pretty fair; must keep within some kind of limits. Status of stocks is good in Southeastern Alaska, but poor in British Columbia. Need to spread season.

Dale Bosworth, F/V Lesley Ann, longliner for over 25 years. Favors moratorium; not quite ready to comment on proposals because just received information. Base period might be dropped back both ends, but will never please everyone.

Andrew Gjerde, F/V Midway, favors moratorium. If no moratorium, halibut will become an incidental fishery. Stock status very good recently. Wants bigger quota and better split (50-50) with Canada. Permit should go to skipper, not boat. Base period can go back as far as we want for limited entry.

Nels Otness, fished out of Petersburg for 44 years. Saw this problem coming 6-10 years ago. Favors moratorium. Stagger seasons to catch from all stocks. Dangerous to have round-the-clock fishery and short crews. Pure halibut fishermen suffered most if they tried to stay just with the halibut.

Sig Mathisen (2nd time) Moratorium participation should not count toward limited entry. Told Palmers' committee in 1973 that limited entry on halibut was needed. Quota is not too low. Lot less room for optimum yield than people think in stocks; probably approach OY right now. If Council is even considering counting 1983-84 for limited entry, then must freeze boat size and effort during moratorium.

Rick Williams, fishing halibut since 1974. Limited entry is the only salvation, and the moratorium is the only way to proceed. Favors Proposal B, except #7,8,9. Could go earlier on base period without too much harm. Longtime participants (pre-1978) should be able to fish. Permit on person but restrict boat size (per Proposal B). Shouldn't have to fish a permit if they don't want to.

Harold Medalen, power troller, displaced halibut crewman. Four to five years ago, made whole income from halibut crewing. Now, 15-20%, and has written off getting into it. Generally favors Proposal B, wants one person on boat only to qualify. Not sure that boat limitation is effective, tonnage not a good measure. Nos. 3,4,5, and 6 of Proposal B are acceptable, but #7 is not; on #8, only operator should get permit, and #9 is not good. Trollers should not get special consideration.

Ray Evans, halibut fisherman out of Petersburg. Favors first six items of Proposal B. Favors moratorium. Need to limit effort during the moratorium period.

Gary McCullough, F/V Tiara, in favor of moratorium. Proposal B is acceptable, except last three provisions.

Ed Flugelvog, longline fishery for 35 years. Supports moratorium completely. Short seasons present real management and conservation problems.

Gerald J. Lind, 36' F/V, lifetime resident of Petersburg. Base period should be extended to prior to 1978 for a moratorium. Thinks #2 of Proposal B is illegal. Agrees with the rest of Proposal B. Hates limited entry, but appears there is no other way.

Anne Mathesen, very much in favor of moratorium. Have to limit effort. No sympathy for setting aside part of quota for trolling fleet. Don't increase fleet.

Scott Hursey, F/V Kiski, troll and halibut. Thinks trollers should be included in any systems. Favors moratorium. Probably favors permit on person rather than boat.

Tom Greer, fished halibut since 1974. Worked up to larger boat with partner; both skipper and seller. Favors moratorium; permit to individual.

Steve Hittle, very much for limited entry, but moratorium is really not going to cut effort much.

Chris Sharpsteen, (testified at Juneau hearing). Fished from 1979-82 with a boat of 30'; bought a 36' boat this year. Favors moratorium. Some consideration should be given fishermen who fished prior to 1978.

Rick Williams, thinks trollers should only fish during regular halibut season.

Marelyne George, (2nd time), only wants to land during halibut season.

Charles Christensen, concerned about how can upgrade with restrictions.

Testimony ended at approximately 3:50 p.m.

Summary of Public Testimony
on
Proposed Halibut Moratorium
Homer, Alaska
January 17, 1983

The North Pacific Fishery Management Council and the NOAA/NMFS conducted a public hearing on the proposed Halibut Moratorium at the Elks Hall in Homer, Alaska, on January 17, 1983. Approximately 55 members of the public attended, of which 14 testified. The meeting was chaired by James Campbell. Other Council and staff members in attendance were: Harold Lokken, Rudy Petersen, Robert Mace, Patrick Travers and Sue Salveson represented NMFS/NOAA, Jim Branson, and Judy Willoughby. Jim Branson summarized the history of the halibut fishery and a brief outline of the proposals of the moratorium. The hearing began at 1:10 p.m. and ended at approximately 5:00 p.m. A synopsis of testimony received is given below.

Eugene Croom, Box 3875, Soldotna, built a new boat in 1982, but did not fish; against the time frame of moratorium.

Kirk Rutzebeck, Halibut Cove, has fished halibut since 1969; favors moratorium. Permit should be on vessel.

Paul Jones, Box 697, Homer, favors moratorium. To save fishery, must cut effort; allow hardship entries. For permit, a minimum poundage sold should be basis, such as 1,000 pounds in any given year. Suggests layman board to rule on hardship cases.

Russell P. Parks, Box 550, Homer, is not a halibut fisherman but does not want to be cut out if he wants to fish. However, favors a moratorium; all fisheries should have limited entry.

Ron Feagin, Box 2692, Homer, FV Sophia, is just buying a boat and has never delivered halibut; not opposed to moratorium, but need system to allow serious fishermen to enter.

Sonja Corazza, Box 1320, Homer, has fished since 1956. Supports moratorium with a limit on boat size. Wants Halibut Assoc. to have input on any form of limited entry. Supports 1,000 pound limit for permit.

Marvin Bellamy, Box 1302, Homer, fished halibut for 15 years; supports moratorium; hold boat size down.

Charles Kekoni, SR 1, Box 2030, Chugiak, 3 years in the halibut fishery; opposed to moratorium. Council should reduce foreign incidental catch. Should have halibut season allocated over 12-month season. Unused permits should be put in a lottery.

Rick Oldham, Box 2683, Homer, favors moratorium and the permit tied to vessel.

Darry Baltz, Box 2251, Homer, fished only one year--against moratorium because of "selfish reasons."

Paul Seaton, Red Feather Fisheries, SR Box 253, Anchor Point, processor for small fishermen. Opposes minimum pound limit. Mixed emotions about need for moratorium.

Richard R. Mueller, Box 3880, Kenai, basically opposed to moratorium, but agrees something must be done. Favors Option 1; wants to be able to expand operation.

Phil McCrudden, Box 794, Homer, Exec. Director of North Pacific Fisheries Association and full-time fisherman and represents 20 full-time fishermen. Against share quota system; supports moratorium.

Paul Fefelov, Box 223, Anchor Point, representing Nikolaeusk Village, Alaska. The village has 50 boats; very diversified. Would new boats be eligible this season? Would not qualify. Some support for moratorium in village, but most against.

Timothy Sullivan, has fished alternate years with brother. Who would get permit?

Council member Harold Lokken asked for a show of hands on proposed moratorium: 22 favored the moratorium; 7 were against.

Summary of Public Testimony
on
Proposed Halibut Moratorium
Kodiak, Alaska
January 18, 1983

The North Pacific Fishery Management Council and the NOAA/NMFS conducted a public hearing on the proposed moratorium at Fishermen's Hall in Kodiak, Alaska, on January 18, 1983. Approximately 75 members of the public attended, of which 38 testified. The meeting was chaired by Council member Jeff Stephan. Other Council and staff members attending were Rudy Petersen, Harold Lokken, Robert Mace, and Jim Branson and Judy Willoughby. Patrick Travers and Sue Salveson represented NOAA/NMFS. The hearing began at 7:00 p.m. and ended at 1:00 a.m.

A synopsis of the testimony follows:

Dave Herrnsteen, Mayor of the Kodiak Borough and owner of F/V Anna D, against share quota system and moratorium. Kodiak residents very mobile and their fisheries are very diversified, so moratorium would not be fair or equitable.

Tom Peterson, Director of Community and Economic Development for Native Association. Opposed to moratorium and limited entry. Children of the village would not be able to fish.

Chip Threinen, President Kodiak Halibut Fishermen's Assn (94 members last year). Organization voted unanimously against the moratorium. They don't want to be locked into one fishery. They feel the fishery should be managed by having smaller areas, exclusive registration, gear limitations and shorter and more openings.

Oscar Dyson, opposed to moratorium. Since he hasn't fished halibut since 1966, he would not be eligible and feels this is not only unfair to himself, but to the young people also. Said halibut stocks best condition in years.

Willy Nye, against moratorium. It undermines free enterprise system; competition should be allowed.

Mark Barham, F/V Topaz, opposed to moratorium; it can lead to limited entry in all fisheries.

Barbara Monkiewicz, partner on 37-foot F/V. Fishes all species. Opposed to moratorium because fishermen need to diversify to make a living. Suggests two-day openings a month.

David Shrader, opposed to moratorium.

Oliver Holm, F/V Sulina, against moratorium. Fished halibut since 1973 and his CPUE was the highest ever in 1982.

David Kubiak, F/V Phoenix, against moratorium; its threatening to him and his 8-year-old son.

Don Starr, fished halibut since 1972, opposed to moratorium.

Michael A. Jones, F/V Royal Quarry, 80-foot vessel; opposed to moratorium.

Timothy Howland, opposed to moratorium or limited entry of any form. Fishermen need to diversify.

Barbara Martin, 21ft F/V Darling Dory. Fished halibut for three years. Against moratorium as it will eliminate many people, including young people.

Harold Jones, fisherman since 1947 from Oregon to Bering Sea. Against moratorium, especially for Kodiak as the Kodiak fishermen fish year around and others do not.

Mike Haggren, from Astoria, Oregon. Fished halibut since 1966. Fished six fisheries in past year and is against moratorium because people need to have the ability to diversify.

Michelle Weekly, against moratorium.

Darrel R. Short, F/V Shearwater, against moratorium. If Southeast Alaska wants limited entry, that's fine; but not for Kodiak.

Charles M. Hill, F/V Ruff and Ready, 90-foot vessel. Against moratorium and limited entry of any form.

Richard Thummel, F/V Windrunner-90foot vessel. Against moratorium. He has never fished halibut but with crab stocks in poor condition, wants the ability to do so.

Carl Bach, 76-foot vessel. Fishes shrimp and crab--never halibut but wants option open to him. Against moratorium.

John Finley, fished for 18 years; against moratorium and limited entry.

Paul Seastrand, fished 10 years. Against moratorium and limited entry; they are against the rights of an honest citizen.

Peter Allan, against moratorium and limited entry. Increase in fishery effort is because of Council's threat of limited entry. Wants many short openings. Stated frozen halibut better than 20-day old "fresh delivered" fish. Requested Council try exclusive registration, gear limitations, before moratorium or limited entry. He criticized the Environmental Assessment and Regulatory Impact Review stating it did not address the need for the fleet to diversify.

Jim Miller, part owner, F/V George W., against moratorium and limited entry. Has not fished for halibut but wants the ability to diversify in future.

Charles L. Sink, F/V Karen K, a 5 nt vessel. Has fished halibut for two years. Against moratorium. Wants halibut openings once a month over the year. Said the talk of limited entry has caused the large influx of participants into the halibut fishery.

Kirstin L. Stahl, fishery biologist. Opposed to limited entry because it destroys her dream of fishing halibut in the future.

Dennis McGusker, fished halibut for three years. Against moratorium because he feels there is no way it could be fairly distributed.

Harvey Goodell, has fished for two years as a crew member only. Against moratorium and limited entry because he would not be allowed a permit.

Eric Olsen, opposed to moratorium and limited entry because they would deprive him of the right to make a living in the way he has chosen. He does feel the resource should be controlled.

James A. Guilmet, opposed to moratorium. Has fished for 17 years.

Alex "Bill" Leslie, against moratorium. Said the fishermen in favor are misinformed.

Mary Ann Hickey, against moratorium but feels it is the responsibility of the Council to come up with a plan they could agree to. Fishermen are not capable of writing management plans--that is up to the Council.

Peter Allen, wants a 25-day fishery this year. Wants an appeal procedure for the regulations on the moratorium.

Dave Herrnsteen, requested it be noted that all towns are different and Kodiak needs year-long fisheries for economic reasons. If halibut goes limited entry, so could all fisheries.

Wig Bisbee, questioned what other fisheries are being considered for limited entry.

Preston Kester, opposed to limited entry in halibut. He said it was for the Seattle fleet at the expense of the Westward fisheries.

Navah Jaskoski, opposed to limited entry for moral reasons.

Lu Dochitrowmann, opposed to moratorium and limited entry. Bought the worst boat in Kodiak in 1980 just so he could qualify for permit.

A general discussion was then held and the meeting adjourned at 1:00 a.m.

Summary of Public Testimony
on
Proposed Halibut Moratorium
Seattle, Washington
January 20, 1983

The North Pacific Fishery Management Council and the NOAA/NMFS conducted a public hearing on the proposed Halibut Moratorium in Seattle, Washington on January 20, 1983, at the Northwest and Alaska Fishery Center Auditorium. Approximately 80 members of the public attended, of which 37 testified. The meeting was chaired by Council member Harold Lokken. Other Council and staff members in attendance were: Gene Didonato, Keith Specking, Robert Mace, Rudy Peterson, Jim Branson, and Judy Willoughby. Patrick Travers represented NOAA & NMFS, as did Rober McVey as Regional Director of NMFS Alaska as well as a Council member. Jim Branson summarized the history of the halibut fishery and a briefly outlined the proposals of the moratorium. A synopsis of testimony received is given below.

Robert Alverson, Executive Director of the Fishing Vessel Owners Association (FVOA) favors moratorium. Submitted a written proposal to change the form of the moratorium.

Ray Olsen and Arne Einmo, F/Vs St. John, Leviathan, and Polaris (with Alverson) Want changes in moratorium as proposed by FVOA. Arne has fished for 50 years, but retired prior to base period so the moratorium would leave him and vessel without a permit. Olsen stated he would qualify on one vessel, but not the other.

Mark Lundsten, Deep Sea Fishermens Union (DSFU) President. Union has 160 active members who voted in favor of a two-year moratorium. For vessels under 5 nt, the permit should go to the individual.

Jack Crowley, F/V Kristine, FVOA. 40-year fisherman. Favors moratorium; if something isn't done the fishery will be lost. Suggests two-year moratorium.

William S. Gilbert, IPHC Commissioner, but representing Halibut Producers Assn. Favors moratorium but disagrees the frozen product is detrimental to the consumer. The Association has no clear consensus on limited entry. Favors moratorium because it gives time to study limited entry and the need for it.

Jay C. Brevik, Vice President of DSFU, supports moratorium, but not convinced about limited entry.

Richard Goldsmith, Coalition for Open Ocean Fisheries. Oppose all restrictions of access. Opposed to moratorium and limited entry.

Rodger Davis, strongly supports moratorium. Wants to give permits to legitimate fishermen. Permits should go to those under 5 nt who delivered 500 pounds or more and to those documented vessels who delivered over 1000 pounds.

Pete Knutsen, F/V Northern, owner/operator for 25 years. Supports moratorium and limited entry. Supports suggestion that the industry should be on group molding any limited entry system.

John Crowley, fished for 24 years; fished with father since 11 years old. Supports moratorium and limited entry.

Arni Thomson, favors a moratorium, but not current wording. Fished for 15 years. Must resolve the Seattle and Alaska fishermen's differences.

Robert E. Smith, Jr., DSFU, favors moratorium. Feels we must have it to save fishery.

Nick Delaney, F/V. Kodiak halibut fisherman for 12 years. Supports moratorium, but make it as short as possible. Incidental catch must be controlled.

Paul Clampitt, DSFU, ex-biologist and fisherman (for NMFS and IPHC). Supports moratorium with DSFU's proposal change.

Harold Hoem, F/V Coolidge, favors moratorium along with FVOA proposal. Fished 10 years for halibut; the old fleet is being penalized by the transients. Would like regulations by regions.

Terry Clausen, 12-year fisherman out of Petersburg and Seattle. Supports moratorium and wants consideration of the union proposal.

Per Odegaard, F/V Vansee, favors moratorium along FVOA proposal. Believes minimum 1000 pound delivery every year should be used for qualifying.

Gale A. Westfall, 15-year member of DSFU. Favors moratorium as presented by union.

Craig Gilmore, DSFU member for five years. Favors moratorium and wants to see a decrease in participants.

Doug Hoel, DSFU. Fished for last 18 years and supports moratorium as presented by union.

Kevin Hogan, owner/operator of a 32' F/V from Homer, Alaska. Not sure at this time. Feels we need more stock assessment.

Karl Sebastian, crewman. Favors moratorium. Wants the fishery to survive and feels if something isn't done to reduce effort it will not survive.

Angell Bunes, DSFU; 35-year crew member. Favors moratorium.

Eric Olsen, DSFU, all of his family (3 brothers, father, sisters) fish halibut. Favors moratorium and the union position. He will not be eligible for permit, but realizes something must be done.

Dean Adams, FVOA. Fished for 11 years and favors moratorium. Short season dangerous for crews and vessels.

Jon Adams, DSFU. Supports moratorium.

Marvin Gjerde, F/V Tordenskjold, member of FVOA. Supports moratorium. Feels livelihood is being ruined by those who have already ruined their own fisheries.

Philip Fretts, halibut fisherman since 1974. Supports moratorium and the union position.

Michael Jurkiewicz, DSFU. Fished 12 years. Favors moratorium. Feels we will lose fishery if we don't restrict increased effort.

Tom Bedell, DSFU, favors moratorium. Will lose fleet if there isn't some control.

Arne Lee, FVOA President. 20-year halibut fisherman. Favors moratorium. He may not like it, but sees it and limited entry as the only answer as other methods have not worked and it looks like the only way to preserve fishery. Concerned about safety of crew, etc., with current short seasons.

Nelson Downs, DSFU for 5 years. Favors moratorium.

Ginger Knutsen, FVOA, and F/V Grant. Favors moratorium. Husband has fished 30 years. She stated they need a full-time fishery; they are not looking for guarantees, just a viable fishery.

Craig Wolfla, DSFU. Fished for 18 years. Supports moratorium and union position. Wants to keep out the big boats from the crab and other fisheries.

Michael A. Ness, DSFU for 13 years. He's a third generation halibut fisherman. Supports moratorium because he wants the fishery to continue for at least 25 more years.

Vernon Jamison, 27-year fisherman. Supports moratorium. Supports Arne Lee's testimony about concern for crew safety, etc.

Arnold Einmo, has marketed fish for 15 years. Restaurants prefer fresh fish. If effort isn't limited the fishing will disappear.

Dean Adams (2nd time) With short season fish are not processed for days because of volume. Seasons must be longer and spread out so processors are not plugged.

Nick Delaney (2nd time) Last season over one million pounds were on the floor at Alaska Packers waiting for processing. It took over seven days to get them in the freezer.

Teleconference
Public Testimony on Halibut Moratorium
Seward, Cordova, Valdez, Soldotna, Yakutat
Anchorage, Seattle, Juneau-NMFS, Juneau-Legislative Site
January 24, 1983

Jim Branson, Executive Director of the North Pacific Fishery Management Council, began the teleconference by outlining how the teleconference would work giving a brief synopsis on the proposed halibut moratorium.

ATTENDEES

Anchorage:

NPFMC Staff: Jim Branson, Executive Director
Clarence Pautzke, Deputy Director
Judy Willoughby, Administrative Officer
Doug Larson, Staff Assistant
Helen Allen, Executive Secretary

Public:

John Glenn, Anchorage
C.R. Kekoni, SRL, Box 2030, Chugiak, AK 99567

Seward:

George Warren, Box 604, Seward, AK 99664
Peggy Pipkin, Box 407, Seward, AK 99664
Fred Wolkers, Seward, Alaska
Henry Anderson, Seward, Alaska

Cordova: Cordova didn't get on line; included in 1/26/83 teleconference

Valdez:

Keith Searles, Box 1043, Valdez, AK 98666

Soldotna:

Ron Smith, Box 883, Kenai, AK 99611
Lyle Stevenson, Box 361, Sterling, AK 99672
Harold Leichlitter, Rt. 1, Box 1215, Kenai, AK 99611
Dale Cocklin, Box 424, Soldotna, AK 99669
John Severe, Box 2922, Kenai, AK 99611
Bill Page, Box 3361, Soldotna, AK 99669

Yakutat:

Jack Endicott, Box 314, Yakutat, AK 99689
Bill Nichols, General Delivery, Yakutat, AK 99689
Dave Russell, Box 301, Yakutat, AK 99689
Bob Tate, Box 402, Yakutat, AK 99689
Russ Bogren, Box 401, Yakutat, AK 99689
Dale Wells, Box 4, Yakutat, AK 99689
Greg Dierick, Box 421, Yakutat, AK 99689
Darrel Stewart, Box 196, Yakutat, AK 99689

Seattle:

Jack E. Crowley, FVOA, Seattle
Pete Knutsen, FVOA, Seattle
Robert D. Alverson, FVAO, Seattle
Arne Lee, FVOA, Seattle
Steve Spleen, Alaska Power Troll, P.O. Box 655, Suquamish, WA 98392
Kleve R. Enge, Deep Sea Fishermens Union, 2633 N.W. 60th, Seattle, WA 98107
Per Odegaard, FVOA, Seattle
Norman Ness, FVOA, Seattle
Ralph Jenkins, FVOA, Seattle
Marvin Gjerde, FVOA, Seattle
Harold Lokken, NPFMC Council member
Rudy Petersen, NPFMC Council member
Marc Miller, Institute of Marine Studies HA-35, Univ. of Washington, Seattle
WA 98105
Joe Terry, NWAFC

Juneau:

NMFS-Pat Travers

Juneau Legislative Site:

Representative Goll, Pouch V, Juneau, AK 99811

George Warren, Seward, asked how the Council could justify the limitation on escalating the size of the boat. Mr. Branson responded that the Council at this time was just requesting public input; no decisions have been made. Mr. Warren asked if the Council knows how people would qualify under the proposed moratorium. Mr. Branson responded that over 6,000 people held licenses, but actual delivery of fish is necessary to qualify under the proposed rulemaking.

Peggy Pipkin, Seward, feels the permit should be on the individual. If you have limited entry on a share system, then it wouldn't make much difference what size boat you fish. Ms. Pipkin also suggested that fishermen register by area, like the crab fishery.

Steve Queen, Alaskan power troller out of Seattle, said he doesn't understand the reason for the inclusion of Alaskan power trollers in the moratorium when you consider the power troll fishery has been stabilized for the last eight to ten years. Jim Branson responded that they are included primarily because the troll fishery is one of the legal halibut fisheries; it would not be fair to

exclude them. Mr. Queen said he has recently purchased a limited entry permit for the salmon troll fishery; the boat was purchased from a person who has fished and sold halibut for the base period. He asked whether that would qualify him for inclusion in the halibut fishery for moratorium purposes. Jim Branson replied that, as the proposed rulemaking now stands, Mr. Queen would not qualify. However, it would be possible to write the moratorium so that this sort of thing could be included. Mr. Queen said he thinks it should be included; if you buy a permit, you should be eligible.

George Warren, Seward, feels the permits should be restricted to the person; some canneries own boats and they should not get a permit.

Peggy Pipkin, Seward, asked why there should be a proposed moratorium when limited entry may come into effect in 1984. Mr. Branson stated that the reason is to allow the time to study limited entry without a large number of people getting into the fishery with the anticipation of limited entry. Ms. Pipkin feels that no limited entry should go into effect, then, until the moratorium expires.

Fred Wolkers, Seward, commented on the report on limited entry which has been contracted. Feels it is fairly one-sided in favor of the share system. Asked whether more study would be done on any other system. Mr. Branson explained that the reason the report concentrates heavily on the share system is that it is the limited entry system which is least known; there is available information on other systems which are in place in other states; however, this does not mean the Council is considering only the share system. Mr. Warren also commented that out-of-state boats should deliver to the nearest port; this would help address the problem of getting a better quality product to the consumer.

Ms. Pipkin, Seward, is concerned with the provision that does not allow an upgrade of boats. Recently bought a new boat which is longer than the old; the fish hold capacity is no larger; it is simply a heavier boat. She doesn't feel she should be penalized for this.

George Warren, Seward, thinks the restriction should be on gear, not the boat. Large boats should be restricted to the same amount of gear they had at the onset of the moratorium.

Ron Smith, Soldotna, said he is very concerned about limiting size of boat; this could limit a fisherman's ability to make a living, especially when the amount of fish is increasing.

Jack Endicott, Yakutat, feels that every year there are more non-Alaskan boats moving up when they have depleted their own resources. Non-resident boats should be limited. Jim Branson replied that there is no way the Council could limit non-resident boats. Statistics don't support Mr. Endicott's theory; there has been only a slight increase in Alaska of non-resident boats.

Bob Alverson, Seattle Fishing Vessel Assn., said the main problem is whether or not people perceive a problem in the fishery at this time. His Assn. does, and has supported a moratorium, but not as proposed in the rule. They feel that permits should be issued to the individual with boats of less than 5 tons and on the ownership of the boat when the vessel is more than 5 tons. He said

that with 5,000 to 6,000 permits available, probably about 4,000 are on smaller vessels. Seattle vessel owners are not necessarily in favor of a share system. They feel the fleet should be able to dictate what goes into the moratorium.

Peggy Pipkin, Seward, said she understands that the freeze will give the Council time to study the form for a limited entry system; but actually a moratorium is a form of limited entry.

Jim Branson noted that the proposed rulemaking does not actually have a restriction on tonnage; that is an alternative suggested by industry.

Jack Endicott, Yakutat, asked when specific decisions will be made. Mr. Branson replied that the Council will be making the decisions at their Council meeting the week of March 28, after the public hearing process is completed. He also said that public comments would be summarized for the Council and for public inspection.

An unidentified speaker from Seattle asked Pat Travers at the NMFS site in Juneau why there had been a delay in publication of the Notice of Proposed Rulemaking and whether that would make any difference in when the moratorium would take effect. Mr. Travers said that because of new procedures under President Reagan, any proposed rulemaking must be reviewed by the Dept. of Commerce and Office of Management and Budget before publication. This has delayed the publication; however, the moratorium is intended to be in place before the opening of this next season.

Arne Lee, a Seattle fisherman, said he would like to continue making a living from the halibut fishery; and is concerned that if we don't have some form of moratorium or limited entry, there won't be a viable fishery. This is what has happened on the East Coast--halibut is now just an incidental catch.

Ron Smith, Soldotna, agreed. Conservation is important.

Mark Lundsten, President of the Deep Sea Fishermen's Union in Seattle, said that his association has no interest in the boats or permits; they are crewmen and are interested in continuing their livelihood. They support the moratorium because in this way the permits will not become more valuable as happened in the salmon fishery. The members of their organization have nothing to gain monetarily; they feel it is important to keep the fishery healthy.

Alaska Representative Goll asked for public comments on halibut limited entry be sent to him in Juneau.

Norman Knapp, Seattle, has been a halibut fisherman for 12 years, supports the moratorium because it is necessary for conservation and economic reasons. Without the moratorium there will not be a halibut fishery. He said there should not be any more time wasted in getting a proposal drawn up.

Ron Smith, Soldotna, suggested that foreign fishing should be eliminated from the 200-mile limit totally in the Southeast and Gulf areas for six months out of the year and greatly restricted during the rest of the year. Any vessel which is unsupervised is going to take more than they should. The moratorium

should be in effect only three years and other restrictions should not be added. After that period, the situation should be reviewed before anything else is done.

Peggy Pipkin, agrees with Mr. Smith's recommendations.

Pete Knudsen, a Seattle halibut fisherman and boat owner, feels that if a moratorium goes into effect without restricting fishermen from upgrading their boats, people will take the opportunity to upgrade before limited entry.

Keith Searles, Valdez, a commercial fisherman since 1974, uses a 20-ft. skiff, thinks there should be some provision for crewmen to obtain permits.

Peggy Pipkin, Seward, believes that a gear limit would be better than limiting boat size.

Jack Endicott, Yakutat, said that most of the fishermen in Yakutat think there should be a moratorium; however they have a question on Proposal B, #8: what happens if the vessel owner dies? What happens to the permit? Jim Branson replied that this particular proposal came from the Vessel Owners' Assn. in Seattle. The intention was that if the owner died during the moratorium, that permit would "disappear." It could not be transferred or sold.

Bob Alverson, from the Vessel Owners' Assn., said that the intent actually was that the permit would stay with the estate of the deceased.

Henry Anderson, Seward, asked if consideration had been given to people who have been absent from the state, i.e., people in the armed services, or students, who would not be eligible under the proposed rulemaking. Mr. Branson replied that at this time they had not been included in the draft, but could be included in the final rulemaking if enough of the people testifying felt that it is desirable.

Jack Endicott, Yakutat, said that the gear limit idea is really not an effective tool; can limit the amount of gear, but not the number of times it is used during the day. This would be totally inefficient as compared to the vessel limit.

Harold Lechlitter, Kenai, disagrees with the limit on boat size.

John Glenn, Anchorage, doesn't agree with the base period outlined in the Notice of Proposed Rulemaking; eligibility could be based on the area fished when the moratorium is initiated. Mr. Glenn also asked whether a fisherman who fished a boat under 5 nt would be allowed to fish. Mr. Branson explained that, under one proposal, if a person fished a boat under 5 net tons during the base period, that he would be able to use any boat under 5 nt during the moratorium. If he used a documented vessel during that qualifying period, then he would be able to use a vessel of that tonnage and any boat up to 10% larger.

John Severe, Box 2922, Kenai, asked for clarification on the handling of permits--would it depend on what type of permit you had, i.e., longline, hand, etc. Mr. Branson explained that the concept is that if you legally fished for halibut during the qualifying period, you could continue to do so using the same methods.

Public testimony was completed at 10:15 a.m.

Summary of attendees at each site:

Seward	14
Valdez	1
Soldotna	11
Yakutat	8
Seattle	20
Juneau Legislative	7
Juneau NMFS	2

NOTE: There was confusion as to where the hearing site was in Soldotna; thus, they were late in joining the conference.

Teleconference
Public Testimony on Proposed Halibut Moratorium
Sand Point, Unalaska, St. Paul, King Cove, Seattle, Cordova
Juneau-NMFS, Juneau-Legislative Site
January 26, 1983

Jim Branson, Executive Director of the North Pacific Fishery Management Council, began the teleconference by outlining how the teleconference would work and giving a brief synopsis on the proposed halibut moratorium.

ATTENDEES

Anchorage:

NPFMC Staff: Jim Branson, Executive Director
Clarence Pautzke, Deputy Director
Judy Willoughby, Administrative Officer
Doug Larson, Staff Assistant
Helen Allen, Executive Secretary

Public:

Terry L. Willard, 3307 Boniface Pk., Sp. 54, Anchorage, AK 99504
C. R. Kekoni, SR 1, Box 2030, Chugiak, AK 99567
Dale D. Willard, 3307 Boniface Pkwy, Sp. 54, Anchorage, AK 99504
Kathleen Graves, c/o 5902 Buckner Dr., Anchorage, AK 99504
John J. Durkin, Box 8-752, Anchorage, AK 99508

Sand Point:

Martin Spargo, Box 35, Sand Point, AK 99661
Jim Moritz, Box 32, Sand Point, AK 99661
Bruce Ross, Box 126, Sand Point, AK 99661
Rosemary Med k, Box 75, Sand Point, AK 99661

Unalaska:

Ken Griffin, Area Shellfish Biologist, Unalaska, AK
Rep. Eric Sutcliffe, Box 3, Unalaska, AK 99685
Jeff Harrison

St. Paul Island:

Max Lestenkof, Central Bering Sea Fishing Assn., Box 87, St. Paul Island,
Box 87, St. Paul Island, AK 99660

King Cove:

Tom Carney, P.O. Box 265, King Cove, AK 99612
Vernon Wilson, Box 272, King Cove, AK 99612
Robert E. Newman, Box 65, King Cove, AK 99612
Nels Wilson, Sr., Box 44, King Cove, AK 99612

Robert Gould, Box 244, King Cove, AK 99612
Johnny Mack, Box 112, King Cove, AK 99612
Ron Wickstrom, Box 221, King Cove, AK 99612
Earl Mack, Box 11, King Cove, AK 99612
Henry D. Larsen, Jr., Box 207, King Cove, AK 99612
Ivar Kurzokn, Box 273, King Cove, AK 99612
Edwin Bendixon, Box 27, King Cove, AK 99612
Henry Mack, Box 224, King Cove, AK 99612
Sam Nenzeroff, Jr., Box 85, King Cove, AK 99612
Edwace Mack, Box 95, King Cove, AK 99612
Herman Samuelson, Box 8, King Cove, AK 99612
Walter Wilson, Jr., Box 228, King Cove, AK 99612
Emil Wilson, General Delivery, King Cove, AK 99612
Richard Mack, General Delivery, King Cove, AK 99612
Glen Mack, General Delivery, King Cove, AK 99612
Lawrence Yatikmeneff, General Delivery, King Cove, AK 99612

Cordova:

Mike Appleton, Box 777, Cordova, AK 99574
Garvin Bucaria

Seattle:

Harold Lokken, NPFMC Council Member
Rudy Petersen, NPFMC Council Member
Robert Alverson, FVOA, Rm 232 C-3 Bldg, Fishermen's Terminal, Seattle,
WA 98119
Nick Delaney, Box 2712, Kodiak, AK 99615
Jack E. Crowley, FVOA, 3316 NW Golden Pl, Seattle, A 98117
Marvin Gjerde, FVOA, 4525 W. Emerson St., Seattle, WA 98119
Arne Lee, FVOA, 6200 NE Lincoln Rd., Poulsbo, WA 98370
Pete Knutsen, 7149 N.E. Port Madison, Bainbridge Island, WA 98110
Wayne Larson, FDA, 5009 Federal Office Bldg., Seattle, WA 98174
Mark S. Lundsten, DSFU, 5215 Ballard Ave., NW, Seattle, WA 98107
Bunny Lowman, Institute for Marine Studies, 4114 Interlake N.,
Seattle, WA 98103
Joe Terry, NWAFC, Seattle
Juneau-NMFS: Pat Travers, Sue Salveson, Lew Queirolo
Juneau Legislative Site: 9 observers

Jim Moritz, Sand Point, has been a fisherman since 1961. He recognizes the need for a moratorium to stem the flow of new entries into the fishery, but does not agree with the proposed base period. This time period will not allow Sand Point fishermen to participate. The base period should start in 1968. The Sand Point fishermen have not been allowed to develop the halibut fishery because Seattle fishermen have been fishing in their back yard.

Martin Spargo, said he is against limited entry and the moratorium, although he feels that the decision has already been made. He also feels that with the suggested methods of permit issuance twice as many would be allowed to participate as there are now. He feels that if the fishery were allowed to continue as it is, it would take twenty years to reach that number of participants. The South Peninsula has had a limited number of additional participants as

compared to the other areas; should be limited by area. Sand Point residents make their living by the sea, and there are a lot of young people who did not get salmon permits and would also be denied the opportunity to fish halibut under the proposed rulemaking. The Council should look at other ways to distribute the catch throughout the year without limited entry. Mr. Spargo will send the Council a written copy of his testimony.

Council member Harold Lokken in Seattle asked Mr. Spargo the number of fishermen in Sand Point and how much it had increased in the last five years. Mr. Spargo answered that he doesn't know the exact number of participants, but that it has pretty much remained at the same level; no significant increase. Mr. Lokken asked if it is likely that there would be an increase in the future. Mr. Spargo feels that there should be the chance for young people to get a foothold in the fishery.

Eric Sutcliffe, Unalaska, said he would have appreciated having the informational material sooner. He said that there is the same problem in Unalaska with the halibut moratorium as there was when the salmon fishery went limited entry; their area was not eligible. They have not been fishing halibut, but have been trying to develop a small bottomfish fishery. Very opposed to the moratorium and limited entry because the people in the Aleutians would not qualify. Mr. Branson, NPFMC, asked Mr. Sutcliffe if a different qualifying period would make a difference. Mr. Sutcliffe replied that in order to include his area, it would have to go back to the 1940s or 1950s. Council member Lokken asked Mr. Sutcliffe what the potential is for a halibut fishery in Unalaska in the next three years with no moratorium. Mr. Sutcliffe said that is almost impossible to predict. They have not developed a bottom fishery yet. They have never filled their quota. Their small boat harbor has just been completed and the people are just beginning to think about buying a boat and getting into the fishery.

Nick Delaney, a Kodiak fisherman testifying from the Seattle site, asked Sand Point and Unalaska if limited entry in the salmon fishery ensured a stable, economically feasible fishery.

Jim Moritz, Sand Point, responded that it has been only in the last two years that there has been enough money in the salmon industry to sustain them. They made a living on halibut in 1968-73; then in 1974-75 couldn't fish halibut and salmon at the same time. In 1973-74, some of the halibut fishermen got out because it was too regulated; now the people who didn't fish in those years are going to be excluded.

Mike Appleton, Cordova, said he feels that most fishermen feel afraid that the moratorium is going to crimp their lifestyle and they want to be sure that they can maintain their current status. He feels limiting permits is O.K., but limiting the size of boats and gear, etc., is really confining. Mr. Branson asked Mr. Appleton if he would favor a lid on effort, but not on boat size or gear. Mr. Appleton agreed.

Mike Zeharoff, Chairman of the Central Bering Sea Fishermen's Assn., Sand Point, said their concern is why the Pribilof Islands are excluded from the moratorium.

Max Lestinkoff, Central Bering Sea Fishermen's Assn., Sand Point, said his association has evaluated the pros and cons and they would like to go on record as supporting the moratorium with the option included in Attachment 1, on entry of certain fishermen in 2C and 3 and South of 56°N. The reasons are already outlined in the documents issued by the Council. Mr. Lestinkoff said he would also like to reemphasize what his counterparts have been finding out in the past--strong efforts must be made to reduce foreign vessels in the domestic waters.

Tom Carney, King Cove, feels a moratorium at this time would not be advantageous to the people of King Cove. King Cove is predominantly fishermen; having the halibut taken away from them would be very serious. He feels there should be some means to give people from the villages the opportunity to fish halibut. Council member Lokken asked Mr. Carney what the potential is for a halibut fleet in King Cove; how many now and whether or not there would be a large increase if there is no moratorium. Mr. Carney responded that there are about 20 to 25 boats out of King Cove and there is the potential for double if the halibut season lines up between the salmon seasons.

Bob Alverson, Seattle Vessel Owners' Assn., asked Mr. Carney whether the doubling of fishermen he mentioned is largely people who are fishing salmon. Mr. Carney responded that about 50% of the people in the area have limited entry permits for salmon.

Chuck Kekoni, Chugiak, testifying from the Anchorage site, said that he has run four newspaper ads asking for response from fishermen who want more information on the halibut moratorium. He has received calls from all over Alaska. Everyone feels that this moratorium has happened too fast; they haven't had time to study and analyze the information disseminated. He is organizing and incorporating a group called Alaska Halibut Fishermen's Assn.

Mr. Kekoni said he feels that the moratorium should include incidental catches so that they could be controlled; then limited entry would not be necessary. The yearly catch quota is the only way to keep the fishery from being overutilized. He said figures show that the fishery is not depleted at this time. If the quota was divided into six monthly divisions, approximately 5 million pounds could be taken each month. Also, the control of the amount of hooks on each boat, per set, could be used to control the amount of fish being caught.

Mr. Kekoni said he felt not enough time had been given to fishermen to study the issue of the proposed moratorium; he would request that more time be allowed for input. Council member Lokken asked Mr. Kekoni how many fishermen he had spoken to. Mr. Kekoni replied he had spoken to approximately 20. He was also asked how many hooks he felt would be appropriate. Mr. Kekoni replied that that would have to be up to the IPHC after analysis of how many boats, etc., to see what the optimum amount of hooks could be without overfishing the resource.

Dale Willard, Anchorage, got into halibut fishing because of his restaurant business. Mr. Willard said because of his small boat, the weather kept them in most of last season. He feels that if limited entry comes in, restrictions should be on number of hooks. He prefers Proposal B, but does not agree with operator/owner doubling. Council member Lokken asked Mr. Willard how many

hooks per vessel; should it be by size of vessel or overall. Mr. Willard suggested should start with a base number and then increase by boat size.

John Durkin, Anchorage, said he feels that Alaska doesn't want this, and because he feels the public hearing process was not followed, that it will go to the supreme court.

Bob Alverson, Fishing Vessel Owners' Assn., Seattle, said that his association is not necessarily in favor of a share system.

Kathleen Graves, Anchorage, said she is opposed to the moratorium for 1983. She feels smaller quotas should be set and spread over different areas. Current gear specifications are adequate. She feels the moratorium will not change the problems of mismanagement. Ms. Graves is in favor of postponing a moratorium at this time. Subsistence needs have to be addressed; two fish per day is not enough.

Jack Crowley, FVOA, Seattle, referred to the California system of limited entry. He said he would give a copy to Council member Harold Lokken. In that system, the permit is on the vessel.

Jim Moritz, Sand Point, said he would prefer exclusive registration areas, as in the crab fishery.

Chuck Kekoni, Chugiak, referred to a letter he sent to IPHC asking what action they had taken on the moratorium; the IPHC replied that they have not authority to act in this matter. Mr. Kekoni asked who initiated the moratorium. Jim Branson, NPFMC, said the first requests were from the halibut industry; the share system request was from the IPHC conference committee in 1982.

Garvin Bucaria, Cordova, has participated in the halibut fishery during the qualifying period. He has just received the informational packet and has not had enough time to review it, but he suggested a provision for increasing quotas when stocks increase. He said he is a small boat fisherman and is impacted greatly by weather; he would like to increase the size of his boat.

Martin Spargo, Sand Point, said he feels Prop. A is not fair because it excludes earlier fishermen or people who want to get into the fishery, i.e., the young people. In Proposal B, he feels this is a form of discrimination; a person would never have the opportunity to expand his boat.

Jeff Harrison, Unalaska: Halibut is a developing industry in Unalaska; they were excluded from the salmon limited entry and now it looks like the same thing will happen with halibut.

Mark Lundsten, Seattle Deep Sea Fishermen's Union, said it is important to work together toward the health of the resource.

Emil Barkoff, Unalaska, said he is opposed to the moratorium and limited entry. There should be some sort of quota. He said a study should be done to see how many halibut there are; there is no problem with stocks in his area.

Martin Spargo, Sand Point: Preservation of stocks and distribution of effort are the goals of the moratorium. Maybe the seasons could be split by area, like crab.

HA2/C-5

Teleconference
Public Testimony on Proposed Halibut Moratorium
Sitka, Hoonah, Craig, Wrangell, Haines, Soldotna, Anchorage
Juneau-NMFS, Juneau-Legislative Site
January 28, 1983

Jim Branson, Executive Director of the North Pacific Fishery Management Council, began the teleconference by outlining how the teleconference would work and giving a brief synopsis on the proposed halibut moratorium.

ATTENDEES

Anchorage:

NPFMC Staff: Jim Branson, Executive Director
Clarence Pautzke, Deputy Director
Judy Willoughby, Administrative Officer
Doug Larson, Staff Assistant
Helen Allen, Executive Secretary

Public:

C. R. Kekoni, SR 1, Box 2030, Chugiak, AK 99567
Kathleen Graves, c/o 5902 Buckner Dr., Anchorage, AK 99504
John J. Durkin, Box 8-752, Anchorage, AK 99508

Sitka:

Paul Rickert
Al Chesnut
John Polivka
Tom Guggenbickler
Linda Olin
Peter Zachara
Charles Christensen
Terry MacDonald
Vick Griffin

Craig:

Ellen Hannon

Wrangell:

Names not available; listened in, but did not testify.

Haines:

Never got on line.

Soldotna: (Reconnected 2nd time)

Ron Smith
Howard Ulrich, Jr.
Ron Blankenship

Hoonah: Never got on line.

Seattle:

Harold Lokken, NPFMC Council Member
Rudy Petersen, NPFMC Council Member
Arne Lee, FVOA, 6200 NE Lincoln Rd., E., Poulsbo, WA 98370
Jack Crowley, 3316 NW Golden Pl., Seattle, WA 98117
Robert Alverson, FVOA, 8-222nd SW, Bothell, WA 98011
Joe Terry, NWAFC, Seattle
Jack Knutsen, Seattle

Juneau:

NMFS-Juneau: Pat Travers, Lew Queirolo
Juneau Legislative Site: 1 observer

Paul Rickert, Sitka, requested a summary of data for American and incidental catches by fleets in 1982, which was provided by Jim Branson, Executive Director, NPFMC. Mr. Rickert asked when 100% observership of foreign fleets will be accomplished. Mr. Branson replied that last year a 35% observership was achieved and expect to increase that another 10-15% this year.

John Polivka, Sitka, a salmon troller for 16 years, believes the moratorium should be put in place to protect those who have invested their money and lives in the fishery. Some trollers have gone longline in order to protect their interests in case of a moratorium or limited entry.

Vic Griffin, will send written testimony w/list of Sitka participants.

Al Chesnut, Sitka, has fished for 11 years of out sitka; his son also fishes long line. In favor of the moratorium in some form. Could live with Proposal A and C, but prefers Proposal B. Would like troll halibut quota so they don't have to fish longline gear.

Tom Guggenbickler, ATA, Sitka. Mr. Guggenbickler is a troller and favors the moratorium and some form of limited entry. Proposed separate quota and season for trollers.

Paul Rickert, Sitka, brought up the problem of children not being eligible to enter when they are ready to enter the fishery.

Linda Olin, Sitka, fishes a longline vessel. Favors short seasons, good products, etc. and supports incidental catch for trollers. Favors the proposed moratorium. Has no preference whether permits are issued on boats or person. Since the issue of a moratorium came up in 1979, serious fishermen have had ample time to qualify.

Peter Zachara, Independent Fishermen of Alaska, Sitka, feels there are inconsistencies in the draft of the proposed moratorium. Disagrees with the statement that the stocks are at a depressed level; actually, they are greater now than in the 1960s. The short season in Area 2C is due to the 60/40 split with Canada. The one million that foreign trawlers were taking should be released and that restrictions should be imposed rather than a moratorium. The Independent Fishermen of Alaska are opposed to the moratorium.

Bob Alverson, Seattle, asked if the Independent Fishermen were rescinding their earlier letter approving the moratorium. Mr. Zachara affirmed this.

Chuck Kekoni, Chugiak, said that something should be done about the foreign incidental catch. Agrees that the halibut stocks are not depleted; limited entry is not the way to set limits.

Charles Christensen, (Petersburg Vessel Assn), Sitka feels shorter and shorter seasons do not make sense; management is the only way. Supports the moratorium so a workable system can be found.

Chuck Kekoni, Chugiak, would like to see every permit holder canvassed to see how they feel on the moratorium.

Ron Smith, Soldotna, feels the publicity for the hearings was not effective.

Howard Oliver, Jr., wants everyone to be aware of the fish taken by draggers.

Ron Blankenship, supports the moratorium. He has been fishing halibut since 1949; ten years ago he derived 100% of his income from the halibut fishery and last year he only got 20%.

Ellen Hannon, Craig, supports of the moratorium.

Terry MacDonald, Sitka, is an owner/operator with 30 years experience, supports the moratorium.

Jack Knutsen, Seattle, has been fishing for 28 years as a longliner and has always made 100% of his income from halibut until about five years ago. He supports the moratorium.

Public testimony was concluded.

Representatives McBride, Goll, Herman, and Zharoff requested summaries of the teleconference hearings.

STATE OF ALASKA

THE LEGISLATURE

1983

Source

HCS CSSJR 7(Res)

**Legislative
Resolve No.**

5



Relating to the imposition of a halibut moratorium and the establishment of a shares system for halibut in Alaska.

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

WHEREAS the North Pacific Fishery Management Council has recommended imposition of a moratorium on Alaska's halibut fisheries and is considering recommending the establishment of a share-quota system for the allocation of the fishery resource; and

WHEREAS the proposed moratorium would exclude fishermen who did not participate from 1978 to 1982; and

WHEREAS many people in Alaska oppose imposition of a moratorium in any form, while many others in Alaska favor imposition of a moratorium as proposed or in another form; and

WHEREAS a share system could result in the concentration of ownership of the fishery resource in the hands of a few fishermen; and

WHEREAS a share system could encourage speculation and the making of exorbitant profits at the expense of Alaska fishermen; and

WHEREAS concentration of ownership in and speculation by nonresidents could result in a loss to Alaska fishing communities and to the state of a fishery resource valued at \$50,000,000 annually; and

WHEREAS a share system could tend to eliminate competition among halibut fishermen; and

WHEREAS existing management tools, such as harvest levels, size limits, gear restrictions, and area closures, are less

drastic alternatives to a share-quota system and have not been adequately considered by the management council; and

WHEREAS numerous Alaska communities, including Akutan, Cordova, Craig, Kenai, the Kenai Peninsula Borough, King Cove, Kodiak, the Kodiak Island Borough, Valdez, and Whittier, and organizations, including the Kodiak Area Native Association, the Kodiak Area Chamber of Commerce, the Alaska Draggers, and the United Fishermen's Marketing Association, have passed resolutions or otherwise expressed views in opposition to the share-quota system; and

WHEREAS the Legislature would oppose the use of state-operated facilities and other forms of cooperation in implementing a share-quota system; and

WHEREAS much testimony has been given regarding the negative impact of the high incidental catch of halibut;

BE IT RESOLVED by the Alaska State Legislature that the Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration are respectfully requested to give serious consideration to the comments submitted by Alaskans regarding the imposition of a moratorium on Alaska halibut fisheries; and be it

FURTHER RESOLVED that the Alaska State Legislature urges the Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration to consider alternative halibut management techniques, such as shorter openings over a longer period of time, area registration, and harvest limits as a means of accommodating substantial regional differences and addressing the problem of short seasons; and be it

FURTHER RESOLVED that the Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration are respectfully requested to disapprove any share-quota system for halibut in Alaska that is recommended by the North Pacific Fishery Management Council; and be it

FURTHER RESOLVED that the Alaska State Legislature urges the Secretary of Commerce and the administrator of the National Oceanic Atmospheric Administration to seek methods of reducing the incidental catch of halibut.

COPIES of this resolution shall be sent to the Honorable Malcolm Baldrige, Secretary of Commerce; Mr. John V. Byrne, Administrator, National Oceanic and Atmospheric Administration; Mr. Clem Tillion, Chairman, North Pacific Fishery Management Council; and to the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative, members of the Alaska delegation in Congress.

AUTHENTICATION

The following officers of the Legislature certify that the attached enrolled resolution, HOUSE CS FOR CS FOR SENATE JOINT

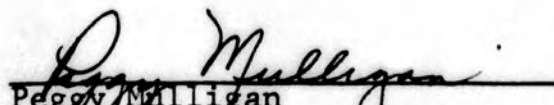
RESOLUTION NO. 7 (RES),

was passed in conformity with the requirements of the constitution and laws of the State of Alaska and the Uniform Rules of the Legislature.

Passed by the Senate March 16, 1983


Jalmar M. Kerttula
President of the Senate

ATTEST:

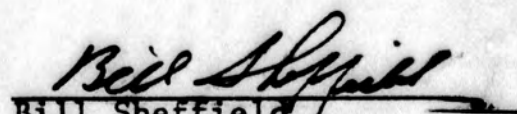

Peggy Mulligan
Secretary of the Senate

Passed by the House March 16, 1983


Joe L. Hayes
Speaker of the House

ATTEST:


Irene Cashen
Chief Clerk of the House


Bill Sheffield
Governor of Alaska

REPRESENTATIVE ADELHEID HERRMANN

FLOOR SPEECH

Mr. Speaker, the implementation of a moratorium in the halibut fisheries was announced in the Federal Register on February 3rd, 1983.

The comment period ^{officially} closes on March 21st, 1983—therefore you see the urgency to get the message to the Federal people involved. *as soon as possible.*

Mr. Speaker, basically what the moratorium would do is restrict participation in the halibut fishery off Alaska from May 1, 1983 through December 31, 1985. Only those person's who lawfully harvested and sold halibut from those waters between January 1, 1978 and December 31, 1982 would be allowed to fish during 1983, 1984, and 1985.

The North Pacific halibut Act of 1982 (Act) requires the Council to provide opportunity for the coastal villages North of 56° N to develop a halibut fishery over the next 3 years. Fishermen in that area would not be included in a moratorium.

Mr. Speaker,

The Special Committee on Fisheries ^{passed} CS for SJR 7 (Resources) ~~an~~ out of committee. *The committee concurs w/ the (H) Resources HCS/CS STR7 (Res).*

The title is relating to the imposition of a halibut moratorium and the establishment of a shares system for Halibut in Alaska.

Representative Adelheid Herrmann

Floor Speech

Page Two

Mr, Speaker, HJR10, was also in committee, ^{HJR10} ~~which~~ opposes the imposition of a halibut moratorium and the establishment of a shares system for halibut in Alaska.

Mr. Speaker, in testimony we heard from many fishermen and fishermen's groups and I can safely say that the issue ^{re the moratorium} was very closely split among the fishermen.

Mr. Speaker, the committee felt that in order to try to be fair to all groups and because of the need to get a message out now, we would work with the Senate Joint Resolution and make changes to it.

The Senate resolution does not completely oppose the moratorium as did ^{we also had a committee} the House Resolution. The resolved clause in the Senate resolution states: "Be it resolved by the Alaska State Legislature that the Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration are respectfully requested to give serious consideration to the comments submitted by Alaskans regarding the imposition of a moratorium."

Representative Adelheid Herrmann

Floor Speech

Page Three

Mr. Speaker, there are substantial regional differences in the Halibut Fishery and we're asking the North Pacific Fisheries Management Council that, in addition to looking at various forms of limited entry, they look at or consider alternate management techniques, such as shorter openings over a longer period of time, area registration and harvest limits as a means of accommodating the substantial regional differences and addressing the current problem of short seasons.

Mr. Speaker, the American catch off Alaska has increased from 13 million pounds in 1978 to 22 million pounds in 1982 through the elimination of the Canadians and an increase in the quota set by the International Pacific Halibut Commission.? The number of participants during that same period has increased from 2,100 to over 2,800. But while the catch has increased, the seasons have sharply decreased. It took 73 days in 1977 to catch 3.4 million pounds in Southeast Alaska, but only 5 1/2 days to catch the same amount in 1982. In Area 3, the Gulf of Alaska, west of Cape Spencer and including the grounds around Kodiak and Cook Inlet, 12.3 million pounds were taken in 47 days in 1977, while 17.6 million pounds were taken in 11 1/2 days in 1982.

The International Pacific Halibut Commission believes that it is poor biological management to take the entire catch from the particular stock component that might be available during a very short season. They would prefer longer seasons which allow the quota to be taken from as

Representative Adelheid Herrmann

Floor Speech

Page Four

many stock components as possible.

Another problem with short seasons is that since the catch arrives at the processor during a very short period of time, most of it is frozen and stored for later distribution. Fresh halibut are available to the consumer for only a short time during the year. The long storage times plus high interest rates increase the processors costs and prices to the consumer and lower^s prices to the fishermen.

Short seasons are also dangerous. Fishermen must work "around the clock" in order to catch enough fish to make a living. This can result in more injuries and boat losses as fishermen become physically exhausted. Many will continue to work in weather conditions they wouldn't normally fish.

Mr. Speaker, regarding the Share quota system or concept. It has had quite a bit of publicity and the North Pacific Fishery Management Council is studying the idea - the majority of testimony from fishermen was against the concept so in the resolution it states that the Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration are respectfully requested to disapprove any share quota system for halibut in Alaska that is recommended by the North Pacific Fishery Management Council.

AH/hc

*I ask for support on this resolution.
Thank you Mr. Speaker move - the resolution*

CSSJR 7 TESTIMONY

Thank you Mr. Chairman, my name is Rep. Adelheid Herrmann, Chairman of the Special Committee on Fisheries. The Fisheries Committee put extensive effort into this CSSJR 7 including two teleconferences covering most of the fishing communities in the State. We were forced, due to the limitation of the Federal Comment period on the halibut moratorium, to pass the resolution out of Committee before we had a chance to fully address all the details. We hoped to get the resolution moving and amend it in a later committee so that we could get Senate concurrence and have it out before the March 21 comment deadline.

A summary of the current controversy in the halibut industry would involve a rather lengthy discussion, but I will briefly let you know what the Committee has heard. The halibut fishery is plagued by shorter and shorter seasons, so much so that in some areas in 1982, seasons were less than a week long where they had been 73 days long just 5 years ago. These shorter seasons have been occurring at the same time as halibut catches have been increasing as the resource is on the upswing. In response to this the North Pacific Fishery Management Council has been attempting to put a license moratorium in effect while they study possible limited entry schemes including the share quota system. The resolution you have before you is in response to the Council's activities. Basically the resolution asks the federal government to adequately incorporate testimony from Alaska into their consideration of enacting a moratorium and to disapprove the studied share quota system.

Before you also is a house committee substitute (by Resources) for CSSJR 7 which includes the amendments the fisheries committee worked up on the basis of our hearings. The first change is the addition of a whereas and Be It Resolved clause which addresses the large incidental catches of halibut. The Whereas clause is on page 2, Line 11 - it indicates that we received much testimony concerning the

interception of halibut in other fisheries. The information on these interceptions indicated that in some years it actually exceeded the directed catch. The Resolved clause is on page 2, line 20 and it asks for more effort to be directed towards reducing the incidental catches of halibut.

The other addition is a Resolved clause on page 2, line 16; which urges consideration of management methods to accomodate the regional differences and short halibut seasons.

With these amendments the Resolution more clearly addresses the issues facing the halibut fishery. Unfortunately, these problems do not look like they will be solved quickly, if at all, if they are solved it will not be without political controversy. It is my hope that this Resolution will lead to more constructive deliberation on the problems facing the halibut fishery.

STATE OF ALASKA THE LEGISLATURE

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POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3000

May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

*House Special Comm. on
Fisheries*

<i>3/8/83</i>	<i>4:12pm</i>
<i>3/5/83</i>	<i>1:07pm</i>
<i>3/4/83</i>	<i>5:36pm</i>
<i>3/1/83</i>	<i>4:09pm</i>



STATE OF ALASKA
OFFICE OF THE GOVERNOR

BILL ANALYSIS

Department Fish and Game	Sponsor (Principal) Zharoff	Bill Number HJR 10
Department Position Neutral		
Division Director Steven Pennoyer <i>SP</i>	Date	Commissioner's Signature Don W. Collinsworth <i>[Signature]</i> Date 1-25-83

GOVERNOR'S OFFICE USE

Comments:		
☐ Position Noted	By	Date

SUMMARY

1. a) Related Bills (Similar or Conflicting) SJR 7	1. b) Other Agencies Affected by Bill Unknown
2. a) Organizational Support for Bill Unknown	2. b) Organizational Opposition to Bill Unknown
3. Program Effects of Bill None	
4. Fiscal Impact: ☒ None ☐ Fiscal Note Attached	
5. Amendments Proposed: None	
6. Comments: The Department of Fish and Game and the Board of Fisheries are not directly involved in the management and allocation of halibut.	

MSG 83-00012063 PRY 1 03/01/83 18:11:32 ORIG: LL00 IN= 0012 OUT= 0125
FROM: LORI, SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS
ALL REPRESENTATIVES

FROM: HOWARD L. SPARKS
BOX 4065 SOLDOTNA, AK 99669
262-6165 (W)

REPRESENTING MYSELF AND FAMILY OF FOUR MUST VEHEMENTLY OPPOSE THE PROPOSED HALIBUT MORATORIUM. WE DO NOT HAVE THE MONEY TO BUY SOMEBODY'S LICENSE IF OURS IS LEGISLATED AS NONE EFFECT. WE WILL OPPOSE AND DEFEND WHAT WE BELIEVE IS AN ATTEMPT TO COLDHEARTEDLY STRIP US OF OUR COMMERCIAL FISHING RIGHTS.

EOM

FROM: H.N. SPARKS SR.
BOX 3596,
SOLDOTNA, AK. 99669 (H) 262-9478

CONCERNING THE IMPOSITION OF A HALIBUT MORATORIUM:
I REQUEST OF YOU TO MAKE EVERY EFFORT TO PREVENT THIS HAPPENING. THERE EXISTS SUFFICIENT REGULATIONS PREVENTING THE CITIZEN FROM MAKING HIS LIVELIHOOD, WITHOUT HAVING ADDITIONAL LIMITS THROWN UPON HIM, BY SIMILAR LAWS THAT HAVE EXCLUDED US FROM OUR OTHER FISHERIES.

MSG 83-00012251 PRY 1 03/02/83 13:10:28 ORIG: LL00 IN= 0010 OUT= 0054
FROM: RHODA TO: JUNEAU
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS ALL REPRESENTATIVES
FR: MARY ETHEL CLAUSEN
BOX 3915
KENAI, AK 99611
(H) 776-8549 (W) 262-5801

STOP THE HALIBUT MORATORIUM. HELP PRESERVE ALASKA'S FISHERMEN INCOME.

MSG 83-00012527 PRY 1 03/03/83 11:00:04 ORIG: LL00 IN= 0007 OUT= 0034
FROM: DEE, SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS

ALL REPRESENTATIVES

FROM: JOHN E. MC CARTHY
BOX 1342
KENAI, AK. 99611 (H) 283-4396 (W) 283-9210

I STRONGLY RECOMMEND AGAINST "HALIBUT MORATORIUM". I ESPECIALLY SPEAK AGAINST THE SHARE SYSTEM. THIS WILL DEFINITELY HURT THE ECONOMY OF ALASKAN FISHERMEN.

3/3/83, JUNE, ANC LIO, MSG 12557

TO: ALL MEMBERS OF THE LEGISLATURE

FROM: PATRICIA DEROCHE
328 DONIFACE PARKWAY, #2162
ANCHORAGE, ALASKA 99504 (H) 562-5672 (W) 278-4621

I AM A COMMERCIAL HALIBUT FISHERMAN WHO IS CONCERNED ABOUT THE NORTH PACIFIC FISHERIES MANAGEMENT COUNCIL PROPOSALS TO PLACE A MORATORIUM ON HALIBUT FISHING IN ALASKA. I STRONGLY URGE YOU TO RECOMMEND PASSAGE OF HJR 10.

MSG 83-00012722 PRY 1 03/03/83 17:58:11 ORIG: LA01 IN= 0016 OUT= 0099
FROM: SHIRLEE ANC LIO TO: POMS JUNEAU INFO
TARGET: LJHL SUBJ: POM

3/3/83, SHIRLEE ANC LIO, 12722

TO: ALL MEMBERS, ALASKA LEGISLATURE
FROM: EVERETT SKINNER
1564 BIRCHWOOD
ANCHORAGE, AK 99504 279-3104
RE: HJR 10

PRESENT FORM OF HJR 10 CLEARLY FAVORS THE LARGE MONIED
FEW TO THE DETRIMENT OF THE SMALL, INDEPENDENT FISHERMAN WO
CANNOT AFFORD LARGE, DIVERSIFIED FISHING VESSELS. I OBJECT
TO HJR 10.

LORI/SOLDOTNA 3/3/83 4 12710

TO: ALL SENATORS AND ALL REPRESENTATIVES
FROM: ROB COCKROFT
BOX 1463 SOLDOTNA, AK 99669
262-7318 (H)

I STRONGLY OPPOSE THE MORATORIUM ON HALIBUT PUT OUT BY THE NORTH PACIFIC FISH-
ERY COUNCIL, I URGEYOU TO SUPPORT JOINT HOUSE ANS SENATE BILL NO. 7 AS
ORIGINALLY WRITTEN.

3/3/83, SHIRLEE ANC LIO, 12734

TO: REPRESENTATIVES ~~HEMMANN~~, FULLER, BUSSELL, GOLL,
GRUSSENDORF, MCBRIDE AND ZHAROFF

FROM: ROBERT MOODY
SR 2, BOX 5191, CHUGIAK, AK 99567
(H) 688-3465 (W) 266-1364

I SUPPORT HJR 10.

MSG 83-00012753 PRTY 1 03/03/83 18:52:46 ORIG: LA02 IN= 0004 OUT= 0114
FROM: JEAN, ACH LIO TO: POMS, JUNEAU INFO
TARGET: LJHL SUBJ: POM

3/3/83 JEAN, ANC LIO, MSG 12753

TO: ALL MEMBERS OF THE HOUSE AND SENATE

FROM: DIANE BREGOLI
SR BOX 673
ANCHORPOINT, AK 99556 (H) 235-7156 (WK) 276-3899

I URGE PASSAGE OF HJR 10. I AM OPPOSED TO ALL LIMITED ENTRY
PROGRAMS. I AM OPPOSED TO THE HALIBUT MORATORIUM.

MSG 83-00012753 PRTY 1 03/03/83 18:24:31 ORIG: LK00 IN= 0006 OUT= 0084
FROM: JUNE/KETCHIKAN TO: JUNEAU LIO
TARGET: LJHL SUBJ: POM

TO: [REDACTED]

FROM: RALPH G. STANTON
3817 FAIRVIEW AVE.
KETCHIKAN, ALASKA 99901
PHONE: 225-3364 (HOME) 225-3406 (WORK)

RE: HALIBUT FISHERY MORATORIUM, HJR 10 AND SJR 7

DEAR SIR: PLEASE CONSIDER THE PLIGHT OF A UNIQUE GROUP OF PEOPLE,
THE HALIBUT CREW MEMBERS THAT OWN THEIR GEAR AND FISH IN
COORDINATION WITH A SKIPPER ON A 35%-65% SPLIT.

MY INVESTMENT IN HALIBUT GEAR WILL BE FOR NOTHING IF THE CREW MEMBERS
OF HALIBUT BOATS ARE NOT ALSO GIVEN A SHARE ON THE MORATORIUM AND THE
QUOTA SYSTEM. MY INVESTMENT LOSS STANDS AT \$3,000 AND FUTURE LOST WAGES
BECAUSE WE HAVE NO ABILITY TO SCREAM.

PLEASE PREVENT THE MORATORIUM FROM TAKING EFFECT UNTIL THESE OTHER
UN-NAMED AND UNCONSIDERED PROBLEMS ARE RESOLVED OR THERE WILL BE
SERIOUS LEGAL PROBLEMS RESULTING TOWARD THE NORTH PACIFIC FISHERY
MANAGEMENT COUNCIL. I WOULD SUGGEST THAT THOSE CREW MEMBERS WHO HAVE
RECEIVED PERCENT SHARES ON BOATS BECAUSE OF THEIR INVESTMENT SHOULD
BE GRANTED THEIR PERCENT OF THE FISH TICKETS THAT BOAT TURNED IN.

THANK YOU.

THOMAS J. [REDACTED] COLLIER, RUSSELL, COLL,
[REDACTED] [REDACTED] [REDACTED]

FROM LINDA LEASK
7624 DUBEN AVENUE
ANCHORAGE, AK 99504 (H) 333-6955 (H) 278-4621

I URGE THE COMMITTEE TO RECOMMEND APPROVAL OF HJR 10
AND MOVE IT TO THE RULES COMMITTEE.

CONSTITUTES ~~_____~~ ANN, FULLER, MITCHELL, COLL,
GLUCKSBERG, MOSEIDE, AND ZHAROFF

FROM DANIEL BOONE
RES 3504 IOWA DRIVE
MAIL 3605 ARCTIC BLVD., #403, ANCHORAGE, AK 99503
(H) 243-3541 (W) 276-3897

I AM URGING YOU TO TAKE IMMEDIATE AND POSITIVE ACTION
ON HJR 10. PLEASE RECOMMEND PASSAGE AND MOVE THE RESOLUTION
ON TO THE RULES COMMITTEE.

HJR 10

MSG 03-00010858 PRI, 02 11 23 15 04 50 CRIC LHM1 11 0013 001 0
FROM SHIRLEE, AND LIO TO FORD, BUREAU INFO
TARGET LHM1 SUBJ FOR

0424/07, SHIRLEE AND LIO, 10858

TO REPRESENTATIVES [REDACTED], FULLER, RUSSELL, GOLL,
GRUSSENDORF, MCBRIDE AND ZHAROFF

FROM: DIANE BREGOLI
SR BOX 673, ANCHOR POINT, AK .99556
(H) 235-7154 (U) 276-3029

I URGE IMMEDIATE AND POSITIVE ACTION ON HLR 10. PLEASE
RECOMMEND PASSAGE AND MOVE RESOLUTION ON TO THE RULES
COMMITTEE.

SHIRLEE, AND LIO
SUBJECT: LNL SUBJ. FOR

ORIG. LNO: LNR 0004 OUT: 0004
TO: COMS, JUNEAU INFO

TO: SHIRLEE AND LIO, 10751

RE: REPRESENTATIVES H. J. JENN, FULLER, RUSSELL, GOLI
GRUSSENDORF, MCBRIDE AND ZHAROFF

FROM: PATRICIA DEROCHE
320 BONIFACE RD 2142
ANCHORAGE, AK 99504 (H) 562-5672 (W) 278-4621

QUESTION: WHY HAS THERE BEEN NO POSITIVE ACTION TAKEN ON
HJR 10? MANY FISHERMEN, INCLUDING MYSELF, ARE URGING THAT
YOU TAKE SOME IMMEDIATE AND POSITIVE ACTION ON HJR 10.
PLEASE RECOMMEND PASSAGE AND MOVE IT ON TO THE RULES COMMITTEE.
THANK YOU.

PROPOSED AT THIS TIME.
4-18-83. I DO NOT SUPPORT THE HAITIOT MORATORIUM OR LIMITED ENTRY AS
S.J.R. 7 SHOULD BE REPEALED AND H.J.R. 18 RETAINED AS SUBMITTED ON

(H) 283-4047

KENAI, AK. 99544

BOX 2924

FROM: DONALD DOBSON

PLEASE REINSTATE THE ORIGINAL H.J.R.#10 DATED 4-18-83 AND DELETE
S.J.R. 7. I AM VERY MUCH OPPOSED TO A MORATORIUM / LIMITED ENTRY
CONCEPT IN OUR HAITIOT FISHERY. I WILL VOTE AGAINST ANY EFFECTED
DECISION THAT SUPPORTS A MORATORIUM / LIMITED ENTRY HAITIOT PROGRAM.

(H) 283-5922

KENAI, AK. 99544

P.O. BOX 4947(W) 282-4845

FROM: ALLEN STEPHENS

I STRONGLY SUPPORT SB 54. I FEEL THAT IS IMPORTANT TO PRESERVE THE
UNIQUE QUALITIES OF SHUYAK ISLAND BY DESIGNATING IT A STATE PARK.

RE: SB 54

KODIAK, AK. 99545 HM: 486-4227 WK: 486-3481

P.O. BOX 1028

FROM: JAIWE RODRIGUEZ

TO: THE LEGISLATURE

LEGISLATIVE COUNCIL

FROM: KODIAK

DATE: 03/00/1987 TIME: 4:02 PM

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: DEBRA R. HAMILTON
CREW MEMBER, BEE GEE, ADFG #10357
P. O. BOX 724
WARD COVE, ALASKA 99928
PHONE: 247-8256

RE: HALIBUT LIMITED ENTRY

I'D LIKE TO ADD I DON'T THINK IT IS FAIR TO THE YOUNGER KIDS OF FAMILIES THAT FISH THAT WON'T GET TO FISH.

I'M FOR THE HJR 10 AND SJR 7. I'M AGAINST LIMITED ENTRY.

EOM/JR

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: R. F. UPWARD
BOX 8635
KETCHIKAN, ALASKA 99901
NO PHONE GIVEN

RE: HALIBUT

I BELIEVE THAT THE SHARE SYSTEM PROPOSED IS A DISASTER FOR THE ALASKA FISHERMAN. I SEE A FUTURE OF A FEW CORPORATE SCHOONERS HOME PORTED SEATTLE OWNING ALL THE SHARES. THIS COULD SPREAD TO ALL FISHERIES. A COMPANY CANNOT OWN THE PERMITS BUT CAN OWN THE BOATS AND THE FISHERMEN WITH THE PERMITS.

COULD WE CONSIDER A SIZE LIMIT ON BOATS OR GEAR ON BOTH?

EOM/JR

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: HAROLD T. ROWE
FISHING BOAT LITTLE CHARLIE - ADFG #29645
P. O. BOX 5733
KETCHIKAN, ALASKA 99901
PHONE: 225-9778

RE: HALIBUT LIMITED ENTRY

PLEASE VOTE AGAINST LIMITED ENTRY AND VOTE FOR HJR 10 AND SJR 7.

-----EOM/JR

MSG 83-00012852 PRY 1 03/04/83 11:27:10 ORIG: LK00 IN= 0006 OUT= 0045
FROM: JUNE/KETCHIKAN TO: JUNEAU LIO
TARGET: LJHL SUBJ: POMS

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: JOSEPH B. SADLIER
F/V WENDY LEE - ADFG #12809
DEEP BAY, MOSER BAY
KETCHIKAN, ALASKA 99901
NO PHONE

I AM AGAINST LIMITED ENTRY AND AM FOR HB 10 AND CSSJR 7.

EOM/JR

MSG 83-00012831 PRTY 1 03/04/83 10:58:17 ORIG: LK00 IN= 0004 OUT= 0028
FROM: SITKA TO: JUNEAU
TARGET: LJHL SUBJ: POMS

TO: REPRESENTATIVES HERRMANN, FULLER, BUSSELL, GOLL, GRUSSENDORF,
MCBRIDE, AND ZHAROFF

FROM: ROGER BARR
BOX 4255
MT. EDGECLUMBE, ALASKA 99835 747-5475

RE: HJR 10

I FAVOR HJR 10.

3/4/83 ELAINE/SITKA 12831

TO: REPRESENTATIVES HERRMAN, FULLER, BUSSELL, GOLL, GRUSSENDORF,
MCBRIDE, AND ZHAROFF

FROM: PHIL CONNER
BOX 554
SITKA, ALASKA 99835 747-6481

I AM IN FAVOR OF HJR 10 AND URGE YOUR SUPPORT OF THE RESOLUTION.

3/4/83 ELAINE/SITKA 12831

FROM: JUNE/KETCHIKAN TO: JUNEAU LIO
TARGET: LJHL SUBJ: POMS

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: ELAINE M. SADLER
F.V. WENDY LEE - ADFG #12809
DEEP BAY, MOSER BAY
KETCHIKAN, ALASKA 99901
NO PHONE

RE: HALIBUT LIMITED ENTRY -- SHARE QUOTA

I AM AGAINST ANY LIMITED ENTRY OR SHARE QUOTA SYSTEM IN ALASKA. PLEASE
REPRESENT US BY VOTING FOR HJR 10 AND CSSJR 7.

EOM/JR

MSG 83-00012840 PRTY 1 03/04/83 11:10:24 ORIG: LK00 IN= 0003 OUT= 0031
FROM: JUNE/KETCHIKAN TO: JUNEAU LIO
TARGET: LJHL SUBJ: POMS

TO: SENATOR ZIEGLER
REPRESENTATIVE HERRMANN

FROM: KATHY BULLOCK
P. O. BOX 1187
WARD COVE, ALASKA 99928
PHONE: 247-8526 (HOME) 225-5121 (WORK)

RE: LIMITED ENTRY ON HALIBUT

I AM AGAINST LIMITED ENTRY FISHERIES FOR EITHER HALIBUT OR SALMON.
LIMITED ENTRY MAKES IT SO HARD FOR THE LITTLE GUY TO GET A FISHING
LICENSE TO COMMERCIALY SELL HIS OR HER FISH. I KNOW, I'VE TRIED
BEFORE AND BEEN TURNED DOWN. IN SHORT, I AM NOT FREE TO EARN MY
LIVING THE WAY I WANT TO.

EOM/JR

3/4/83 ELAINE/SITKA 12774

TO: REPRESENTATIVES HERRMANN, FULLER, BUSSELL, GOLL, GRUSSENDORF, MCBRIDE,
AND ZHAROFF

FROM: PAUL HINGA
PO BOX 2366
SITKA, AK. 99835 747-8125

I SUPPORT HJR 10 AND URGE YOU TO SUPPORT THIS RESOLUTION.

MSG 83-00012883 PRTY 1 03/04/83 12:17:43 ORIG: LA01 IN= 0005 OUT= 0055
FROM: SHIRLEE ANC LIO TO: POMS, JUNEAU INFO
TARGET: LJHL SUBJ: POM

3/4/83, SHIRLEE ANC LIO, 12883

TO: ALL MEMBERS, ALASKA LEGISLATURE
FROM: DAVID WILLIAMS, 3605 ARCTIC BLVD., #672
ANCHORAGE, AK 99503 345-6586 H 266-1643 W

I URGE YOUR SUPPORT FOR PASSAGE OF HOUSE JOINT RESOLUTION 10.
WE NEED TO STOP THIS CANCER THAT IS EATING AWAY AT OUR
FREE ENTERPRISE.

MSG 83-00012825 PRTY 1 03/04/83 11:11:27 ORIG: LA03 IN= 0001 OUT= 0032
FROM: JUNE, ANC LIO TO: POM JNU INFO
TARGET: LJHL SUBJ: POM

3/4/83, JUNE, ANC LIO, MSG 12825

TO: ALL MEMBERS OF THE LEGISLATURE
FROM: JEAN JONES
7503 SHADY BIRCH PLACE
ANCHORAGE, AK 99502 (H) 243-9510 (W) NONE

THE LAWMAKERS MADE A MISTAKE WHEN THE BILL WAS PASSED TO LOWER THE DRINKING
AGE FROM 21 TO 19. WE MUST CORRECT THAT, BY RAISING THE DRINKING AGE BACK TO
21. ANYTHING WE CAN DO TO LOWER THE NUMBER OF ALCOHOL-RELATED HIGHWAY DEATHS,
AND SUICIDES IS AN IMPROVEMENT.

MSG 83-00012774 PRTY 1 03/04/83 09:24:58 ORIG: LS00 IN= 0003 OUT= 0007
FROM: SITKA TO: JUNEAU
TARGET: LJHL SUBJ: POMS

TO: REPRESENTATIVES HERRMANN, FULLER, BUSSELL, GOLL, GRUSSENDORF,
MCBRIDE, AND ZHAROFF

FROM: MICHAEL O'DONNELL
BOX 1905
SITKA, AK. 99835 966-2270

PLEASE SUPPORT HJR 10.

TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: KEITH JOHNSON, 3516 NORTH POINT DRIVE, ANCH. 99502
(H) 243-5007

WE ARE NOT IN FAVOR OF SUBMITTING THE GUIDE BOARD. A NEW BOARD, YES, BUT TEN YEARS OF HARD WORK CLEANING UP THE INDUSTRY SHOULDN'T BE TURNED BACK TO CHAOS AND SHOULDN'T BE THROWN OUT.

FROM: SUSAN DONOVAN, SRA BOX 1557D, ANCHORAGE 99507
3841 TAIGA DRIVE (H) 345-0720

AS ANY EMPLOYEE, IN ANY JOB SITUATION DEMANDING WAGE/HOUR EQUALITY AND FAIRNESS, I AM STRONGLY OPPOSED TO BUSSELL'S BILL, NO. 223. THE BILL IS SELF-SERVING AND PRESENTS NUMEROUS INEQUITIES TO EMPLOYEES RIGHTFULLY DESERVING A FAIR COMPENSATION FOR THEIR TIME. SECTIONS 3 AND 4 SHOULD BE ENTIRELY DELETED.

TO: SENATORS ALL SENATORS

REPRESENTATIVES: ALL REPRESENTATIVES

FROM: BRENDA STEPHENS
BOX 609
SOLDOTNA, ALASKA 99669 (H) 262-4643

I WOULD LIKE TO SEE A BILL SUCH AS H.B. 140 ADOPTED AS STATE LAW. WE HAVE BEEN PASSIVE AND CONDESCENDING FOR TOO LONG.

FROM: BRENDA STEPHENS
P.O. BOX 609
SOLDOTNA, ALASKA 99669 (H) 262-4643

FROM WHAT I UNDERSTAND, ALASKA RECEIVES APPROXIMATELY \$465 MILLION OF FEDERAL MONEY YEARLY. IT IS THE LOWEST PERCENTAGE OF FEDERAL FUNDING NATIONWIDE.

ALTHOUGH I REALIZE THAT IT IS NOT A SMALL AMOUNT, MY LEGISLATURE LIKES TO SPEND EVERY DOLLAR IT CAN (INCLUDING THE PERMANENT FUND), WE SHOULD WORK TO BECOME INDEPENDENT FROM FEDERAL FUNDING.

FROM: ALBERT PODKIN
P.O. BOX 324
SOLDOTNA, ALASKA 99669 (H) 262-5264

I AM IN FAVOR OF ORIGINAL H.J.R. 340 AND AGAINST ALL HALIBUT MORATORIUMS.

HJR 10

BILLS THAT I AM AGAINST ARE: HB 64, HB 44, AND HB 47.
BILLS THAT I AM FOR ARE: HB 64, HB 44, AND HB 47.

ANCHORAGE, AK 99508 (H) 276-2525 (H) 265-6508
P.O. BOX 9925
ALAN HENDERSON
204 NORTH KLEVIN STREET
ANCHORAGE, AK

I AM IN FAVOR OF ORIGINAL J.R. 10 AND AM AGAINST ALL HARBOR
MONITORING

FROM: DONALD E. BRIDGES
P.O. BOX 2501
KENAI, ALASKA 99644 (H) 283-4669

I AM AGAINST ALL HARBOR MONITORING. I AM FOR ORIGINAL HJR-10.

FROM: HAROLD D. OLDS
P.O. BOX 2774
KENAI, ALASKA 99644 (H) 262-9286

N E L F 1111 HELP ALASKA FISHERMEN DEFEAT THE HARBOR MONITORING.

FROM: DANIEL F. CLAUSEN
P.O. BOX 3945
KENAI, ALASKA 99644 (H) 276-3459

I AM OPPOSED TO CHARLIE RUSSELL'S BILL HB 223. IT
INTERFERES ON THE INDIVIDUAL'S CONSTITUTIONAL RIGHT TO
RECOUSE FOR UNFAIR LABOR PRACTICES. ADDITIONALLY, THE
BILL POSES A CONFLICT OF INTEREST FOR THE SPONSOR WHOSE
COMPANY WILL DIRECTLY BENEFIT FROM ITS PASSAGE. I URGE
YOUR NO. VOTE ON THIS BILL.

FROM: NANCY USERR, CRA BOX 1555R, ANCHORAGE 99507
(H) 345-5785

TO: ALL MEMBERS, ALASKA LEGISLATURE

2/28/92, SHIRLEY AND TIO, 14557

FROM: SHIRLEY AND TIO
TARGET: FOUR LIND FOW

TO: BOB, JUNEVA INFO

HJR 10
HJR 10
HJR 10

MSG 83-00011738 PRY 1 02/28/83 18:11:59 ORIG: LL00 IN= 0024 OUT= 0135
FROM: DEE, SOLDOTNA TO: JUNEAU. INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS

ALL REPRESENTATIVES

FROM: RICHARD & VICKI SEIGEL
BOX 664,
SEWARD, AK. 99664 (H) 224-3740

WE REQUEST HJR-10 DATED 1/18/83 ON HALIBUT LIMIT ENTRY BE ENACTED IN ITS ORIGINAL FORM.

MSG 83-00011729 PRY 1 02/28/83 17:46:27 ORIG: LL00 IN= 0022 OUT= 0131
FROM: MILLIE/ SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS
ALL REPRESENTATIVES

FROM: PATRICK LANGDON
BOX 351
KENAI, AK. 99611 (H) 283-4181

WOULD LIKE TO INCLUDE MYSELF AMONG THE NEARLY FORTY OTHERS IN THE KENAI PENINSULA BOUOUGH WHO MET IN SOLDOTNA FRI., FEB. 25, AND WHO UNANIMOUSLY AND UNCONDITIONALLY OPPOSED THE HALIBUT FISHERY MORATORIUM AS PROPOSED BY THE NMFMC.

FROM: EVERETT L. COLLINS
P.O. BOX 1263
KENAI, AK. 99611 (H) 262-5460

REPEAL S.J.R. 7 -- RETAIN H.J.R. 10 AS OFFICIAL 1-18-83.

I DO NOT SUPPORT ANY TYPE OF LIMITED ENTRY OF HALIBUT OR PRPOSAL OF MORATORIUM.

FROM: WILLIAM W. WEB JR.
P.O. BOX 2022(W) 262-5503
KENAI, 99611 (H) 262-4015

PLEASE REINSTATE THE ORIGINAL H.J.R. 10 DATED 1-18-83 AND DELETE S.J.R. 7. I AM VERY MUCH OPPOSED TO A MORATORIUM / LIMITED ENTRY CONCEPT IN OUR HALIBUT FISHERY. I WILL VOTE AGAINST ANY ELECTED OFFICIAL THAT SUPPORTS A MORATORIUM / LIMITED ENTRY HALIBUT PROGRAM.

FROM: DALE & BARBARA COCKLIN
BOX 424(W) 262-4011
SOLDOTNA, AK. 99669 (H) 262-5291

I AM STRONGLY OPPOSED TO THE NORTH PACIFIC FISHERIES CONCIL MORATORIAM AND WOULD LIKE TO SEE YOU GO BACK AND SUPPORT THE ORIGINAL H.J.R. 10.



1-monthly Newspaper

February 15, 1983

les Fishermen Opposed To Halibut Moratorium

There is considerable opposition from Alaskan based fishermen on the North Pacific Fisheries Management Council proposed moratorium on halibut. The moratorium would restrict participation in the halibut fishery off Alaska from May 1, 1983 through December 31, 1985. Only those persons who lawfully harvested and sold halibut from those waters between January 1, 1978 and December 31, 1982 would be allowed to fish during 1983, 1984, and 1985.

The City of Akutan (where the majority of the residents earn a living fishing) issued a resolution last July opposing any share system in the halibut fishery. This past week the Kodiak Borough included in their Coastal Zone Management Program a provision for "equitable access (for all fishermen) to fisheries resources" voicing their op-

(Con't. on page 6)



Photo by Jimmer McDonald

Shaishnikoff Pleads Guilty

Edward J. Shaishnikoff, charged with manslaughter in Unalaska last August, entered a plea on new information filed by the state of guilty to criminally negligent homicide on January 31.

Shaishnikoff was charged following a police investigation of a fight between Shaishnikoff and another resident, Albert Fredericks who subsequently died in an Anchorage hospital of a cerebral hemorrhage.

Unalaska On Line With Juneau

Unalaska went on line February 9 with other villages and towns in the Aleutian Region for the first constituent legislative teleconference of this years session. Adak, Dillingham, Sand Point, St. Paul and Unalaska (with a representative of Akutan) were on a direct telephone link with Senator Bob Mulcahy in Juneau and Representative Adelheid Herrmann in Anchorage.

From the prioritizing of village capital construction projects to

(HALIBUT from page 1)

position with this policy. On the state level, SJR7 in this session of the Alaska State Legislature "Opposes the imposition of a halibut moratorium and the establishment of a shares system for halibut in Alaska."

Pacific halibut have been managed as an international resource by Canada and the United States through the International Pacific Halibut Commission since 1923. IPHC sets seasons, fishing methods, quotas, and fishing areas but has no authority to determine who participates. This decision is left up to the respective countries. According to the Northern Pacific Halibut Act of 1982, the NPFMC is authorized to develop regulations designed to limit entry into the fishery.

Public hearings were held throughout the state in late January on the moratorium. At the hearing in Unalaska participating fishermen were opposed. Local fisherman Ron Clark said "This limits our efforts, especially small boat owners." Others agree, saying it discriminates against Alaskan small boat owners who must participate in as many fisheries as they can to make a living year round. They feel a moratorium as well as a share system would give the larger halibut boats from out of state an even greater share of the quota.

However, according to the NPFMC the number of vessels participating in the fishery jumped from 2,100 in 1978 to over 2,800 in 1982. Also, the season shortened from 73 days in 1977 in Southeastern to 5½ days in 1982. This increase has caused IPHC to become concerned with "The ever decreasing seasons because it is very difficult to keep catches within quotas with such a rapid increase in fishing effort" and "It is poor biological management to take the entire catch from the particular stock component that might be available during a very short season."

Other reasons cited for the moratorium included the lack of fresh halibut available to the consumer since such a volume arrives at the

(Con't. on page 6)

(HALIBUT from page 6)

processor in so short a period of time that most of it is frozen and stored for later distribution. This lowers the quality of the product, increases processors costs and prices to the consumer and lowers ex-vessel price to the fisherman.

The NPFMC says that if they decide to develop a limited entry system there will an extended public comment period with hearings in Alaska and Washington.

(OIL from page 1)

12.5 percent to 65 percent, sliding with the value of oil and gas produced from those tracts.

(JUNEAU from page 1)

tions to the legislative representatives.

The teleconference in Unalaska, held at the Media Center was moderated by Marilyn Rasmussen as one of a 'pilot project' site on the L.T.N. network. Rasmussen hopes the project will continue and teleconferences can be held every two weeks.

Eight people attended the first teleconference in Unalaska with a variety of comments and questions concerning legislative action on aviation, fisheries, and social services. The representatives answered the questions fully and referred to each other on specifics. The hour long conference was brisk and informative for the participants

-J.P. Goforth

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SAL ALASKA

TELEPHONE ANSWERING

Fishermen see Halibut Moratorium as salvation

by Marilyn Jordan

Eighteen Petersburg, Alaska long-line halibut fishermen unanimously favored a halibut fishing license moratorium at the Jan. 10 meeting of the North Pacific Fishery Management Council. Joe Demmert was chairman for the Petersburg meeting.

Sig Mathisen, representing the Petersburg Vessel Owners, pointed out that only 600 boats fished halibut in 1975 and now the effort has more than quadrupled.

"There has been no control of the amount of effort. This year we caught the quota in 20 in four days. We favor the first six sections of Proposal B, which would tie the vessel and

individual effort together," he testified.

Section 2 of Moratorium Proposal B stating "those qualifying for a license during the moratorium may not use a vessel of net tonnage greater than 10 percent over that used by them in the base period from 1978-82" brought out considerable discussion. The consensus of the group was that registered keel length was a better determination than net tonnage.

Charlie Christensen, who has fished halibut all of his adult life, pointed out that he is trying to sell his present boat in order to get a larger boat. He asked, "How will this affect me?" It appears that he would not be able to get a license to fish halibut on his new

boat.

Chris Sharpsteen, who has recently purchased the *Stamper*, after long-lining with the troller, *Dulcinea*, asked if this would keep him from fishing the new larger boat.

Questions were raised on Section 5, which states that permits will be issued only to individuals. Gerald Lind, who has been fishing most of his life, pointed out that he has found it more profitable to fish halibut on a large boat rather than rig his gillnetter for halibut. He asked if he would be denied a permit because of this.

Ed Fuglvog has fished for 35 years, said, "I see very

Moratorium grows

Continued from page 12

fishery licenses will be restricted to those fishermen who participated in the fishery between January 1, 1978 and December 31, 1982.

Association met with Kodiak fishermen one day before scheduled NPFMC public hearings on the moratorium proposal were to be held in Kodiak.

The afternoon session of those hearings was cancelled

with nationally prominent

According to Jacobson, Law Review, School of Law, University of Oregon, Eugene, OR

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7031 So. 1

Opposition to Halibut Moratorium grows

Commentary by Marlin Stum

Kodiak—An old Tsimshian Indian myth tells how two princesses and a prince were swallowed whole in their canoe at the base of a cliff by a monster halibut. Two warriors then set out to kill the supernatural beast, but they too were consumed. These two, however, drew long knives and slashed apart the fish's intestines from inside. Mortally wounded, the huge halibut finally beached itself and died.

Alaskan halibut fishermen have come a long way since fishing from canoes with hardwood and bone hooks, and it's safe to say that none today fear being eaten alive by a supernatural member of the flounder family. But many local small boat halibut fishermen do fear they are being gobbled-up by a monster.

The beast, ironically, is a proposed moratorium strongly backed by the large boat fleets out of Seattle that have traditionally taken the greatest share of the halibut harvest. A 1983 moratorium

on halibut licenses has been approved by the North Pacific Fishery Management Council and now awaits final action by the U.S. Department of Commerce. The moratorium is considered the first step toward eventual limited entry into the North Pacific halibut fishery.

In February of 1982, representatives of halibut fishermen's organizations signed a letter recommending to the management council that a halibut moratorium be installed immediately in the fishery and that the shares system of limited entry be seriously studied. Several reasons were cited for the proposal, including the recent shorter openings in the fishery, and lack of fresh halibut available year-round to the consumer.

The North Pacific Fishery Management Council, under the U.S. Department of Commerce, sets policies in the fishery. The NPFMC repor-

ted in September 1982 that they had received 27 letters and 17 telegrams, mostly from Alaskan small boat owners, expressing opposition to the shares system. Most rejected limited entry in general. These correspondences came from the heart of

... the regulation is not considered a "major rule" and is exempt from the law requiring a full regulatory impact analysis and environmental impact statement.

the Pacific halibut fleet — Prince William Sound, the Cook Inlet region and Kodiak.

In sharp contrast with the views expressed by Alaskan fishermen are letters from 13 fishermen's organizations. All

of these, said the NPFMC, endorsed the Fishermen's Conference Board letter (February, 1982) urging adoption of the moratorium and study of the shares system. However, NPFMC noted that about 50 groups in the North Pacific Fishery, including the 1,500-member United Fishermen of Alaska, have yet to take a stand on the issue.

Fishermen's groups that have expressed members' opposition to the moratorium and to limited entry include the Seward Fishermen's Association and the Kodiak Halibut Fishermen's Association.

About 30 members of the Kodiak Halibut Fishermen's Association met January 13 and voted to reaffirm their opposition to limited entry and the proposed moratorium. The group also elected their president, Chip Thrienen, to be Kodiak's delegate to the International

Pacific Halibut Commission annual meeting the beginning of February in Vancouver, British Columbia. At that meeting Thrienen will present the views of Kodiak fishermen regarding season openings, suggestions and fishermen feel are equitable to both large and small boats.

Thrienen noted that "since we have taken a stand against limited entry, it has become harder to deal with some organizations like the International Halibut Commission."

Consider some of the darkest fears of fishermen as reported from various parts of Alaska to the NPFMC:

"The canneries could buy up all the shares, and totally own the whole fishery."

"The 'share system' can only stifle initiative."

"When you're not competing, you do not need the quality deckhand."

Continued on page 13

**Manager
answers**

Continued from page 11

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Moratorium grows

Continued from page 11

"The way things are going, very few vessel owners can make a living by participation in only one fishery."

"This share program will make it even harder for crew members to buy their own vessels and make a go of it."

"As in the case of salmon limited entry the price of a permit is astronomical so as to prevent most younger people from purchasing them."

Two young crew members from Kodiak, Mike Seidell and Dave Shrader, are the vanguard of the fight against limited entry. The two are spokesmen and co-founders of the citizen action group Alaskans Opposed To Fishery Shares. Along with a third member, Barbara Monkiewicz, they have taken on the responsibility of educating fishermen about the issue. A Regulatory Im-

pact Review released by the NPFMC in September said, "Much of the resistance to the share system has its origins in Kodiak and has diffused elsewhere in central and western Alaska."

The goal of Alaskans Opposed to Fishery Shares is to "inform the public and coordinate our effort to fight this system on a statewide basis," said Seidell. "Most people see it as just a halibut issue, but it isn't just a halibut issue."

Seidell has been a fisherman for years, but has never fished halibut. "But I may want to at some future date," he said, "and under the moratorium I won't be able to."

"This (the shares system) is a concept economists have been working on for several years," Shrader said, "and it affects all fisheries." He said fishermen either don't realize what is happening, or else don't have the time to do

anything about it.

The efforts of AOFS are limited by lack of funds and by the business of fishing itself, which takes up most of the members' time.

What has the group accomplished in recent weeks?

"We've communicated by mail with about 2,500 halibut

... a memorandum went out from the NOAA Administrator to All Interested Government Agencies and Public Groups' stating that the moratorium 'will not have a significant effect on the human environment.'

fishermen in the state," Shrader said. Information on the moratorium and shares system is sent out and support is requested. The group has received donations from all over the state, according

to Shrader. He added, "We sent our last mailing to 500 people in December."

The Kodiak Chamber of Commerce, the Kodiak Area Native Association and the Kodiak Halibut Fishermen's Association have all agreed with the opposition expressed by AOFS.

State representative Fred Zharoff and state senator Bob Mulcahy are working closely with AOFS. Zharoff said he plans to submit to the state legislature a resolution delaying the moratorium "hopefully indefinitely," and opposing limited entry shares for the halibut fishery.

"We are entering this resolution so that other communities throughout Alaska can be heard," said Zharoff. He said that the more he has traveled in the state, the more opposition to the plan he has found. A completed draft has already been sent to Juneau, and Zharoff said the two legislators plan to submit the resolution jointly "very early in the session."

Despite snowballing public

The Fishermen's News

outcry from Kodiak and other parts of the state, the moratorium is being forced on the fishery without delay. On December 23, 1982, Joyce M.T. Wood, Director of the Office of Ecology and Conservation, National Oceanic and Atmospheric Administration, sent a letter to the Environmental Protection Agency. In that letter Director Wood stated that she had found "no significant impact on the imposition of a Moratorium on Further Entry into the North Pacific Halibut Fishery." Therefore the regulation is not considered a "major rule" and is exempt from the law requiring a full regulatory impact analysis and environmental impact statement.

On December 28 a memorandum went out from the NOAA Administrator to "All Interested Government Agencies and Public Groups" stating that the moratorium "will not have a significant effect on the human environment."

** next page*
"What is 'significant' anyway?" asked Mike Seidell. "You have to buy everything already; gear, boat, now you have to buy the right to fish too!" Seidell believes that even a small income from halibut is "significant" to individual Kodiak area fishermen.

Dave Shrader points out that the "ability for the



What is significant anyway?" asked Mike Seidell. "You have to buy everything already; gear, boat, now you have to buy the right to fish too!" Seidell believes that even a small income from halibut is "significant" to individual Kodiak area fishermen.

Dave Shrader points out that the "ability for the fisherman to diversify and work in several fisheries is what has made Kodiak a number one port."

"A shares system would destroy Kodiak," he said.

The proposed halibut moratorium regulation was due to be published as a Notice of Proposed Rulemaking in the *Federal Register* January 20. An extended 45-day public comment period will then probably follow (instead of a 30-day comment period), after which a final draft of the moratorium will be published. After another 30 days the plan becomes law. Halibut ★

HARBOR FISH

Continued from page 8

fishermen will be assigned dock space at Berths 262 to 266 which, as you have already guessed, adjoin Berth 261. As long as a commercial fisherman is using space thus assigned, the space will be temporarily designated a fish wharf.

Looking years down the road, the Los Angeles Harbor Port Master Plan provides for a whole new home for the San Pedro commercial fleet, in Outer Fish Harbor where some 200 slips are to be built. The next step in this direction is the delivery to the Harbor Department of a surge report being prepared by the U.S. Army Corps of Engineers in its laboratory in Mississippi. The Engineers' report should be ready almost any time now.

Continued from page 12

★fishery licenses will be restricted to those fishermen who participated in the fishery between January 1, 1978 and December 31, 1982. The current proposal draft limits fishery participation from May 1, 1983 to December 31, 1985. However, William Gordon, head of the National Marine Fisheries Service, stated in a December memo to John Byrne, administrator of NOAA, that federal officials do not anticipate being able to implement the moratorium until at least June 17.

In an apparent move to nullify the work of Alaskans Opposed to Fishery Shares and the opposition stance of Kodiak Halibut Fishermen's Association, a longtime halibut fisherman has put his name to a letter supporting shares. He signed his name followed by an apparent organization title, "Independent Kodiak Halibut Vessels." AOFS reported that sources close to the man in question believe the letter was sent to NOAA or another Washington office. These sources told AOFS that as far as they know, "Independent Kodiak Halibut Vessels" is a membership of one, that this one no longer owns a halibut boat, and though he has fished out of Kodiak before, the fisherman now lives in Seattle.

Representatives of several halibut fishermen's associations, most based in Seattle or southeast Alaska, were in Kodiak January 17 trying to drum-up support for the moratorium proposal. Members of the Fishing Vessels Owners' Association, Deep Sea Fishermen's Association and the Petersburg Fishing Vessel Owners'

Association met with Kodiak fishermen one day before scheduled NPFMC public hearings on the moratorium proposal were to be held in Kodiak.

The afternoon session of those hearings was cancelled due to inclement weather in Kodiak January 18. A spokesman for the NPFMC said that if the hearings were cancelled altogether, they would be rescheduled within two weeks. Kodiak fishermen are expected to voice strong opposition to the moratorium at those hearings.

The NPFMC could protect the interests of small boat owners and diverse fishermen by retaining a percentage of the quota for open entry use, or by rejecting the limited entry idea altogether. Affluence apparently dictates the need for fresh halibut to reach the consumer year round. But this could be accomplished without the shares system, some have said, by spreading the effort out over the season and having different vessels fish at different times. The NPFMC needs to guard against a few individuals gaining control of the fishery by buying up shares, a theft some believe has already begun.

"It's just a bunch of guys that got together and are trying to grab a big piece of the pie," said Mike Seidell.

Or, as Barbara Monkiewicz put it, the federal government is trying to guarantee a few individuals a bonanza from a public resource.

At a time when the Reagan administration is profuse with talk of free enterprise and deregulation, the halibut entry moratorium, immediate recursor of limited entry, is seen by many Alaskan small boat fishermen as a strange and menacing move by the feds.

Moratorium grows

Continued

• K10-40
Cost \$54,000



C O R R E C T I O N

Discard H J R # 10
and retain this corrected version.

Introduced: 1/18/83
Referred: House Special Committee
on Fisheries and Resources

BY ZHAROFF, KOPONEN, MALONE,
PHILLIPS AND SZYMANSKI

1 IN THE HOUSE

2 HOUSE JOINT RESOLUTION NO. 10

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 Opposing the imposition of a halibut
6 moratorium and the establishment of a
7 shares system for halibut in Alaska.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the North Pacific Fishery Management Council has recommended
10 imposition of a moratorium on Alaska's halibut fisheries and is considering
11 recommending the establishment of a share-quota system for the allocation
12 of the fishery resource; and

13 WHEREAS the proposed moratorium would exclude fishermen who have not
14 participated since 1978; and

15 WHEREAS a share system would result in the concentration of ownership
16 of the fishery resource in the hands of a few wealthy fishermen; and

17 WHEREAS a share system would encourage speculation and the making of
18 exorbitant profits at the expense of Alaska fishermen; and

19 WHEREAS concentration of ownership in and speculation by nonresidents
20 could result in a loss to Alaska fishing communities and to the state of a
21 fishery resource valued at \$50,000,000 annually; and

22 WHEREAS a share system would tend to eliminate competition among
23 halibut fishermen; and

24 WHEREAS existing management tools, such as harvest levels, size and
25 sex limits, gear restrictions, and area closures, are less drastic alterna-
26 tives to a share-quota system and have not been adequately considered by
27 the management council; and

28 WHEREAS numerous Alaska communities, including Akutan, Cordova, Craig,
29 Kenai, the Kenai Peninsula Borough, King Cove, Kodiak, the Kodiak Island

1 Borough, Valdez, and Whittier, and organizations, including the Kodiak Area
2 Native Association, the Kodiak Area Chamber of Commerce, the Alaska Drag-
3 gers, and the United Fishermen's Marketing Association, have passed resolu-
4 tions or otherwise expressed views in opposition to the share-quota system
5 or moratorium; and

6 WHEREAS the Legislature would oppose the use of state-operated facil-
7 ities and other forms of cooperation in implementing a share-quota system;

8 BE IT RESOLVED by the Alaska State Legislature that the Secretary of
9 Commerce and the administrator of the National Oceanic and Atmospheric
10 Administration are respectfully requested to disapprove the imposition of a
11 moratorium on Alaska halibut fisheries; and be it

12 FURTHER RESOLVED that the Secretary of Commerce and the administrator
13 of the National Oceanic and Atmospheric Administration are respectfully
14 requested to disapprove any share-quota system for halibut in Alaska that
15 is recommended by the North Pacific Fishery Management Council

16 COPIES of this resolution shall be sent to the Honorable Malcolm
17 Baldrige, Secretary of Commerce; Mr. John V. Byrne, Administrator, Nation-
18 al Oceanic and Atmospheric Administration; Mr. Clem Tillion, Chairman,
19 North Pacific Fishery Management Council; and to the Honorable Ted Stevens
20 and the Honorable Frank Murkowski, U.S. Senators, and the Honorable Don
21 Young, U.S. Representative, members of the Alaska delegation in Congress.

DEPARTMENT OF COMMERCE

National Oceanic and Atmospheric Administration

50 CFR Part 301

[Docket No. 21228-264]

Pacific Halibut Fisheries

AGENCY: National Oceanic and Atmospheric Administration (NOAA), Commerce.

ACTION: Proposed rule.

SUMMARY: NOAA proposes a rule imposing a moratorium on the entry of certain fishermen into the halibut fishery in waters under U.S. jurisdiction in the northern Pacific Ocean (International Pacific Halibut Commission management areas 2C and 3), and that part of the Bering Sea and Aleutians (management area 4) south of 56° N. latitude. The proposed rule would forbid any person to harvest and sell halibut for commercial purposes from those waters from May 1, 1983, through December 31, 1985, who had not lawfully harvested and sold halibut from those waters between January 1, 1978, and December 31, 1982. This action is necessary to prevent a rush of new participants from entering the fishery in hopes of obtaining rights under a limited entry system which is being considered by the North Pacific Fishery Management Council.

DATE: Comments on the proposed rule must be received on or before March 21, 1983.

ADDRESS: Comments on the proposed rule should be sent to Jim Branson, Executive Director, North Pacific Fishery Management Council, P.O. Box 3136 DT, Anchorage, Alaska 99510 (Please see request for comments in SUPPLEMENTARY INFORMATION, below). Copies of the initial regulatory flexibility analysis of this action are available at the same address.

FOR FURTHER INFORMATION CONTACT: Jim Branson, 907-274-4563.

SUPPLEMENTARY INFORMATION:

Background

In recent years, the fishery for Pacific halibut (*Hippoglossus stenolepis*) off the coasts of Alaska and the Pacific Northwest has witnessed a large increase in the number of participating fishermen despite the fact that halibut stocks during this time have been at depressed levels of abundance. This has required that halibut fishing seasons in these areas be restricted to periods of as little as five days per year. The resulting combination of many participants, a

depressed resource, and short seasons has had a number of undesirable effects:

(1) The concentration of halibut fishing effort in very short periods of time each year may result in overharvesting of stocks that happen to be on the fishing grounds during those periods, while leaving underutilized other stocks that are on the grounds at other times of the year.

(2) For the great majority of participants, the halibut fishery no longer generates sufficient income to earn a significant part of their livings. (For some participants, this has had the effect of encouraging their diversification into other fisheries.)

(3) Fresh halibut, which is superior to the frozen product, is available to consumers only during the few weeks of commercial halibut seasons.

In order to address these problems, the North Pacific Fishery Management Council (Council) is investigating the establishment of a limited entry system for the northern Pacific halibut fishery. Major goals of this system would be the extension of the halibut fishery over a longer period of the year, and the encouragement of voluntary arrangements among current participants that would enable some of them to earn a major portion of their income from halibut fishing, perhaps through the trading of authorized harvest shares. The establishment of such a system is authorized by section 5(c) of the Northern Pacific Halibut Act of 1982 (the Act), Pub. L. 97-176, 16 U.S.C. 773 *et seq.*

It is feared that the prospect of a limited entry system will cause substantial numbers of people with no previous participation or stake in the fishery to consider entering the fishery for the first time, solely in the hope of gaining a financially valuable right in the fishery under any limited entry system which might be adopted. A sudden influx of new participants during the period prior to implementation of a permanent limited entry system would have several undesirable effects:

(1) It would allow an unlimited increase in pressure on the halibut resource;

(2) It would allow unlimited reductions in the average harvests of individual participants and hence reductions in per-vessel earnings;

(3) It would increase the number of individuals whose participation in and dependence on the fishery would have to be taken into account in the establishment of a limited entry program, and whose participation in the fishery might have to be terminated;

(4) It would result in additional and excessive investment in vessels and

gear, much of which might have to be involuntarily retired in the establishment of an effective limited entry program.

In order to mitigate these undesirable results (particularly the third and fourth), the Council, under the authority of section 5(c) of the Act, has developed a proposed rule which would impose a moratorium on entry into the northern Pacific halibut commercial fishery; it is expected that the effective date of the moratorium will be May 1, 1983 (prior to opening of the 1983 halibut season). Under this moratorium (which applies to fishing in the fishery conservation zone, the U.S. territorial sea and internal waters off the coasts of Alaska), no person could harvest and sell halibut for commercial purposes in International Pacific Halibut Commission (IPHC) management areas 2C and 3, and in that part of IPHC management area 4 south of 56° N. latitude, unless that person had lawfully harvested halibut for commercial purposes from those waters and sold that halibut, reporting the sale in his name as required by State or Federal law, between January 1, 1978, and December 31, 1982. A person would be considered to have harvested halibut lawfully from those waters if that person has served as master or crew aboard a vessel there at a time when that vessel harvested halibut. If the halibut so harvested was sold, any person considered to have harvested that halibut would be considered to have sold it if the sale of the halibut was reported to the extent required by State and Federal law, and such sale lawfully recorded in the name of that person on the document of sale (State fish ticket or equivalent) required by law. The moratorium would not apply to that portion of area 4 north of 56° N. latitude in order to implement a provision of section 5(c) of the Act authorizing the Council:

To provide for the rural coastal villages of Alaska the opportunity to establish a commercial halibut fishery in areas in the Bering Sea to the north of 56 degrees north latitude during a 3 year development period.

The moratorium would expire at midnight on December 31, 1985. By that time it is expected that the Council will have developed the permanent limited entry system and that system will have been implemented; or that the Council will have determined that a permanent limited entry system should not be developed.

The fact that a person has obtained a State or IPHC license or permit to fish for or to sell halibut would not affect the application of the moratorium to that

person. Unless a person met the criteria for participation in the fishery established by the proposed rule, that person would be forbidden to harvest halibut in the area specified and to sell that halibut, even if he had obtained all necessary permits.

It should be noted that the Council has not yet determined whether a limited entry system should ultimately be adopted, or what form any such system might take. In view of the Council's desire to avoid imposing unnecessary interim constraints on the fishery, the proposed moratorium allows every current participant, whether master, crew member, or owner of vessels or gear, to continue to participate in that current capacity. New masters or crew members may be employed in the fishery, and investment in vessels and gear may continue. However, it should be noted that the rule requires that an individual qualified to harvest and sell halibut for commercial purposes must be aboard each vessel engaged in the commercial harvest of halibut; moreover, the sale of such halibut from such vessel must be reported and recorded in the name of that individual. Furthermore, it is emphasized that any new participation and investment is undertaken at risk, since imposition of a limited entry system is under active consideration.

The prohibition imposed by this rule, then, would be against the harvest of halibut within the area specified and the sale of such halibut, by those who have not harvested halibut within that area and sold such halibut during the qualifying period. Any scheme to evade this rule would fall within the prohibition of the rules.

Request for Comments

The Council and Secretary seek public comment on the proposed moratorium. Comments should be submitted to the Council at the address noted above; the Council will transmit copies of all comments received to the Secretary for his consideration in this rulemaking proceeding.

Comments on the following issues would be particularly helpful in assuring that the moratorium meets the requirements of the Act:

((1) Is the allocation of fishing privileges under the proposed moratorium fair and equitable to all fishermen? Are any hardships created? If so, what is their nature and extent? What, if any, exceptions to the specified criteria should be made to ameliorate those hardships?

((2) Is reliance upon documents of sale (fish tickets or equivalent documents) as sole indicators of participation in and

dependence on the fishery reasonable, fair, and equitable? Does the use of this criterion for participation under the moratorium create any hardships? If so, what other indicators should be examined?

((3) The Council has selected a five year qualification period, 1978 through 1982, as indicative of present participation in the fishery. Is this approach reasonable, fair and equitable?

((4) Does the proposed moratorium take account of historical fishing practices in, and the economics of, the fishery? Will it raise any question regarding the capacity of vessels used in the fishery to engage in other fisheries? If so, what is that capacity?

((5) Might the proposed moratorium cause any individual, corporation, or other entity to acquire an excessive share of the halibut fishing privileges?

In developing the proposed moratorium, the Council considered and rejected alternative approaches, including a moratorium on entry by vessels. Comments on such alternatives are welcome, however.

It must be emphasized that the Secretary has not made a final determination that the moratorium as proposed can be approved under the Halibut Act's criteria; comments are being solicited to enable the Secretary to make the necessary determinations. Thus, commenters are urged to make as comprehensive a review of the proposed regulation as possible. Final rules to implement the moratorium will be influenced by comments received on the proposed rule; comments received may lead to adoption of final rules that differ from this proposal or to withdrawal of the rulemaking.

The Council and Secretary will be holding public hearings on this proposal. The time(s), date(s) and place(s) of such hearings will be announced in separate Federal Register notices.

Classification

The NOAA Administrator has determined that this proposed rule is not a "major rule" requiring a regulatory impact analysis under Executive Order 12291, because it will not result (1) in an annual effect on the economy of \$100 million or more; (2) in a major increase in costs or prices to consumers, individual industries, Federal, State, or local government agencies, or geographic regions; or (3) in significant adverse effects on competition, employment, investment, productivity, innovation, or on the ability of U.S.-based enterprises to compete with foreign-based enterprises in domestic or export markets. Among alternatives considered, this rule involves the least

net cost to society. By discouraging potentially unprofitable investment in and entry into the halibut fishery, and by reducing the number of persons whose participation will have to be considered in the implementation of any limited entry system, this proposed rule can be expected to yield a net benefit to society.

An initial regulatory flexibility analysis has been prepared on this proposed rule under the Regulatory Flexibility Act, 5 U.S.C. 601 *et seq.* This document analyzes alternative approaches to the moratorium, including the proposed action, the inclusion under the moratorium of all prior participants and vessel owners, a prohibition against the entry of new vessels into the fishery, and a continuation of the status quo (no moratorium). The analysis presents a range of impacts on individual entities based on various numbers of participants that might be active in the fishery. On the one extreme, if approximately 15 percent of the 3,041 participants who were active in 1981 temporarily withdraw from the fishery for economic considerations and the remaining 2,500 individuals actually fish during the moratorium, average earnings per vessel would be expected to increase by about 21 percent from the average \$6,873 earned in 1981 (assuming static quotas and prices). On the other extreme, if all of the 6,481 "qualified" individuals actively participate in the fishery, average earnings per vessel could decline about 53 percent to just over \$3,000 per vessel. Regardless of how many "qualified" individuals participate, the analysis shows that a substantial risk exists that average vessel performance would be even more severely affected absent some mechanism (the moratorium) to reduce speculative entry into the fishery. The analysis concludes that among the alternatives considered, the proposed rule will have the least economic impact on small entities. Copies of the initial regulatory flexibility analysis may be obtained from the address noted above.

This proposed rule does not contain an information collection requirement or involve any Federal agency in the collection of information for purposes of the Paperwork Reduction Act of 1980.

An environmental assessment on this proposed rule was filed with the Environmental Protection Agency on December 22, 1982. Based upon this assessment, the Assistant Administrator for Fisheries, NOAA, has determined that this proposed rule does not involve a major Federal action significantly affecting the quality of the human environment and requiring an

environmental impact statement under section 102(2)(C) of the National Environmental Policy Act.

The Council has determined that this proposed rule will be carried out in a manner that is consistent to the maximum extent practicable with the Alaska Coastal Management Program, in accordance with section 307 of the Coastal Zone Management Act of 1972 and its implementing regulations.

List of Subjects in 50 CFR Part 301

Fish, Fisheries, Fishing, International organizations.

Dated: February 1, 1983.

Carmen J. Blondin,

Acting Deputy Assistant Administrator for Fisheries Resource Management, National Marine Fisheries Service.

PART 301—PACIFIC HALIBUT FISHERIES

For the reasons set out in the preamble, 40 CFR Part 301 is proposed to be amended as follows:

1. The authority citation for Part 301 is revised to read as follows:

Authority: TIAS No. 9855; 16 U.S.C. 772-773k.

2. A new § 301.15 is added to read as follows:

§ 301.15 Moratorium on entry into the Pacific halibut fishery.

(a) *Criteria for participation.*

(1) From 12:01 A.M., Alaska Standard Time, on May 1, 1983, until 11:59 P.M.,

Alaska Standard Time, on December 31, 1985, no person may harvest and sell halibut for commercial purposes from the northern Pacific Ocean or that part of the Bering Sea and Aleutian Islands area south of 56° N. latitude unless that person had lawfully harvested and sold halibut for commercial purposes from those waters and reported such sale to the extent required by law, at any time between January 1, 1978, and December 31, 1982.

(2) An individual qualified to harvest and sell halibut for commercial purposes under paragraph (a)(1) of this section must be on board each vessel engaged in the commercial harvest of halibut in the waters described in paragraph (a)(1) of this section, and the sale of halibut so harvested must be recorded in the name of that individual as required by law.

(3) For purposes of this section—

(i) A person shall be considered to have harvested halibut for commercial purposes from the waters referred to in paragraph (a)(1) of this section if that person served as master or crew aboard a vessel at a time when that vessel harvested halibut for commercial purposes from those waters; and

(ii) Any person who is considered to have harvested halibut under paragraph (a)(3)(i) shall be considered to have sold that halibut for commercial purposes if sale of that halibut was reported to the extent required by law, and such sale was lawfully recorded in the name of

that person on the document of sale required by law.

(b) *Definitions.* The terms used in this section have the following meanings:

(1) *Bering Sea and Aleutian Islands area*—means waters under the jurisdiction of the United States within management area 4 (as defined in § 301.1 of this part).

(2) *Halibut*—means *Hippoglossus stenolepis*.

(3) *Northern Pacific Ocean*—means waters under the jurisdiction of the United States within management areas 2C, 3A and 3B (as defined in § 301.1 of this part).

(4) *Waters under the jurisdiction of the United States*—means the internal waters and territorial sea of the United States and the fishery conservation zone established by the Magnuson Fishery Conservation and Management Act, 16 U.S.C. 1801 *et seq.*

(c) *Relationship to other licenses and permits.* The requirements of this section are in addition to all other requirements imposed by law for participation in the halibut fishery. The issuance to a person of a State or International Pacific Halibut Commission license or permit purporting to authorize fishing for or sale of halibut during the moratorium period shall neither excuse nor constitute evidence of that person's compliance with paragraph (a)(1) of this section.

(FR Doc. 83-3019 Filed 2-3-83; 8:45 am)

BILLING CODE 3510-22-M



Bering Sea Fishermen's Association

805 West 3rd Avenue
Anchorage, Alaska 99501
(907) 279-6519

Representative Adelheid Herrmann, Chairman
House Subcommittee on Fisheries
Pouch V
Juneau, Alaska 99811

February 7, 1983

Dear Rep. Herrmann,

Bering Sea Fishermen's Association would like to express its strong support for the halibut license moratorium as proposed by the North Pacific Fishery Management Council. The fishermen of the Bering Sea communities feel that increased effort in the halibut fishery will lead to a decrease in economic worth of the industry. In addition, more halibut boats lead to shorter seasons making it increasingly difficult for the International Pacific Halibut Commission to safely manage and protect the resource.

We suggest that the Subcommittee also address the problem of incidental catch of halibut by foreign trawlers, domestic trawlers and the crab fleet. For 1981, the IPHC estimated a total incidental catch mortality of 13.3 million pounds, over half of the harvest level caught by U.S. fishermen in 1982. This problem needs to be addressed, especially in the Bering Sea where harvest quotas are low and incidental catch is high.

We strongly recommend that the House Subcommittee on Fisheries support the halibut moratorium as proposed by the NPFMC. In addition, we urge the Subcommittee to stress the importance of reducing incidental catch of halibut through support of more intensive observer coverage of foreign and domestic vessels and a decrease in foreign trawling in U.S. waters.

Thank you for your time.

Sincerely,

Henry V.E. Mitchell
Executive Director

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Proposed moratorium divides halibut fishermen

By CHUCK KLEESCHULTE
Daily News business reporter

Fishery experts earlier this month started casting about for public reaction on a proposal to place a moratorium on new entries in the West Coast halibut fishery, potentially the forerunner of a limited entry system for halibut.

So far, all they've netted is a school of conflicting opinions.

In hearings from Seattle to Kodiak during the past two weeks, fishermen have been lining up to either curse or praise the proposal currently under study by the North Pacific Fishery Management Council (NPFMC).

Backers of the plan say it would stop the rush of new fishermen into the chase for the tasty deepwater fish, helping lengthen fishing seasons, improve commercial fish quality, raise fishermen's profits and protect the health of rebounding halibut stocks.

Critics of the plan, however, say that the

rumor of pending limited entry schemes is the prime culprit for driving up interest in the halibut fishery — causing fishing pressure which has shortened recent seasons.

"Discussion of limited entry for halibut came about originally because of the desire of the industry for it. It's safe to say though, now that we're into public hearings, that there hasn't been unanimous support for the concept," said Clarence Pautzke, deputy director for the NPFMC in Anchorage.

Last week during public hearings in Kodiak, opposition to a proposal that would bar anyone who had not fished for halibut between 1978-82 from doing so over the next three fishing seasons was nearly unanimous.

In Petersburg and Homer the previous week, however, many fishermen expressed support for the moratorium, which will give the NPFMC time to devise a limited entry system.

The proposal to levy a moratorium on new

fishermen and possibly to follow it with a limited entry system sprung from what has happened in the fishery since 1978.

In that year, fish stocks were low, just 13 million pounds available for American harvest, largely because of Canadian fishing in American waters.

The Canadians since have been phased out of American waters, the incidental catch of halibut by foreign fleets outside of state waters has been reduced and stringent quotas on the commercial harvest have helped to improve stocks. Last year 22 million pounds were harvested. And the quota for 1983 is likely to be higher when set early next month by the International Pacific Halibut Commission, which makes technical decisions on how to run the fishery in both Canada and the United States.

But as the stocks have rebounded, the

See Page E-2, HALIBUT

ADN 1-23-83

Halibut plan splits fishers

Continued from Page E-1

number of fishermen homing in on halibut has climbed faster. In 1978, 2,100 fishermen were involved in the chase, but halibut hunters swelled to 2,800 last year.

Increased fishing activity reduced the time it took to catch the allowable quota of halibut. For example it took 73 days in 1977 to catch 3.4 million pounds in Southeast Alaska, while it took just 5 days to harvest a larger quota last May.

The story was the same in the Gulf of Alaska, where the 1982 season lasted just 11 days, instead of the 47 days of 1977.

Proponents of the moratorium argue that the short seasons are destructive for a host of reasons. Short seasons mean that most of the catch is taken from a single segment of the halibut run rather than the whole run, possibly to the biological detriment of the species.

Short seasons also pile up massive amounts of fish on processor docks, which forces processors to freeze most of the harvest, reduces the length of fresh market halibut sales and cuts profits to fishermen, who ultimately shoulder high frozen fish storage costs.

A third argument for longer seasons is that fishermen, if they develop engine troubles, face bad weather, or develop crew problems, could miss an entire season — a real economic nightmare for the small-boat owner.

Proponents of the moratorium, and eventually of limited entry, argue that by reducing fishing effort it should be possible to increase season length and spread out the market for fresh fish sales.

"We need a moratorium to give the council time to cut off any more new entries into the fishery so they can fashion a fair and equitable system so we can spread the

season around. Without longer seasons we end up with a raw product that no one really wants," said Tom Stewart, a 23-year halibut fisherman from Petersburg.

Stewart, who developed engine troubles and missed most of the shortened 1980 season, says he is living proof of the need for a system that would lengthen the halibut season.

"I missed 10 days of what turned out to be a 17-day season and I had to sell off equipment to stay solvent. If you miss part of a five-day season, it would be economic disaster," Stewart said.

Dave Herrnsteen, Kodiak's Borough mayor and long-time fisherman, just as adamantly argues that halibut limited entry could wreak havoc on the the economies of fishery-dependent communities such as Kodiak.

Herrnsteen says fishermen need the freedom to fish in many different fisheries to protect themselves from a poor harvest in any one fishery.

Herrnsteen joined other Kodiak residents in blaming the discussion of limited entry for the explosion of interest in halibut fishing in recent years.

"For the past four years there has been discussion of limited entry. A lot of people naturally rushed to get some experience in the fishery so they could claim an interest in it should limited entry ever be established.

"The NPFMC has helped create the problem it's now trying to solve," Herrnsteen said.

The proposed regulation to formally invoke the moratorium was slated for publication in the Federal Register late last week. After publication the NPFMC has 45 days to decide whether to proceed. It is then up to the Secretary of Commerce order the West Coast-wide moratorium into effect.

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ALASKANS OPPOSED TO FISHERY SHARES

POUCH 490 • KODIAK, ALASKA 99615

January, 1983

Fellow Alaska Fisherman,

We are writing this letter to remind you that the North Pacific Fishery Management Council is now accepting written public comment on the proposed moratorium on entry into the halibut fishery in Alaska.

The Council maintains that the moratorium is designed to merely provide "breathing space" to consider the need for, and various types of, limited entry in that fishery.

Although temporary by definition, a moratorium IS in fact a limited entry system, and if implemented will set irreversible forces in motion that will lead to the ultimate adoption of a limited entry system. The Council has contracted with a consulting firm to study and design a share-quota management plan for the halibut fishery. The share-quota system is the limited entry plan preferred and promoted by most fisheries economists, and is the most acceptable to the Council.

It is VERY important that all fishermen express their opposition to this proposed moratorium as soon as possible. Please consider the following:

- 1) the halibut resource is NOT "depressed", as is stated in the proposed moratorium. Halibut are abundant. The quotas have been INcreasing for the last 5 years. The catch per unit effort has dramatically increased. In SE Alaska the CPUE went from 42 lbs. per skate in 1976 to 178 lbs. per skate in 1981 - a 348% increase - which means the halibut fleet caught halibut 3.5 times faster in 1981 than it did in 1976, which should automatically reduce fishing days to around one-third of the fishing days in 1976. Is the problem, rather than too many fishermen, actually that there are TOO MANY FISH??? Does THAT justify a moratorium on entry by fishermen? It seems absurd!
- 2) limited entry in the halibut fishery has been discussed by the Council for the last 5 years, and could certainly continue without a moratorium. What "breathing space" will result from this irreversible action that the abundance of the resource does not itself provide? Since the resource is healthy, why do we need a moratorium?
- 3) the fishing industry in Alaska has historically evolved on an open-access theme, with fishermen having and exercising their freedom to diversify between fisheries to survive. Because of this, ALL fisheries are closely interrelated, and it is commonly known that the effects of limited entry regulations in one fishery will "spill over" and be felt in other fisheries. Yet the Council has not at all considered the effects of this irreversible action on diversified fishermen, other fishermen, or the fishing industry in Alaska as a whole.
- 4) a moratorium will create a "pool" of fishermen-quotifiers based on their participation during the entirely arbitrarily-chosen time frame of 1978-1982, from which those few fishermen who will receive

fishing rights under ANY permanant limited entry system (including a share-quota plan) will ultimately be selected. Diversified fishermen traditionally fluctuate between various fisheries according to natural variations of resource populations and market conditions. Dependence on any one fishery, such as halibut can not be defined by selecting any certain time frame.

5) the tremendous amount of halibut caught incidentally by foreign fleets in US waters is denied to US longliners. Is it fair to limit entry of US fishermen into the halibut fishery, while a large protion of the optimum yield is allotted to foreign incidental catch?

6) the halibut fishery in Alaska is managed by a system of quotas set by the International Pacific Halibut Commission. The Northern Pacific Halibut Act of 1982 requires that limited entry systems be "reasonably calculated to promote conservation". The increasing abundance of halibut is a tribute to quota management. This is NOT a conservation issue. The quotas will be set and administered regardless and entirely independent of the number of participants in the fishery.

7) one of the problems in the halibut fishery identified by the Council is that large amounts of halibut are caught all at once and stored by brokers for the rest of the year, resulting in a poor-quality product. There are management techniques available to the IPHC, similar to those used by the Alaska Department of Fish and Game, which would spread the catch of fish over a longer period of time. Limiting entry into the fishery will not provide longer seasons unless a MASSIVE number of fishermen are eliminated. Which ones will be eliminated

8) Another problem identified by the Council is that fishermen do not make a significant portion of their income from halibut fishing. Is this a problem? To a diversified fisherman ALL portions of his income are significant. The idea of making one's income entirely from one fishery is obsolete.

Letters should be addressed to:

Mr. Jim Branson, Executive
Director

NPFMC
Box 3136 DT
Anchorage, Alaska 99510

It is important that copies of your letter be sent to:

Dr. John V. Byrne, Administrator - NOAA - Hoover Department of Commerce Building - Washington, D.C. 20230; Governor Bill Sheffield - Pouch A - Juneau, Alaska 99811; Your STATE LEGISLATORS - Pouch V (MS 3100) - Juneau, Alaska 99811. If possible, also to: Rep. Don Young - Longworth Bldg., Suite 1334 - Washington, D.C. 20515; Senator Ted Stevens - Old Senate Office Bldg., Room 411 - Washington, D.C. 20510; and Senator Frank Murkowski - Russel Senate Office Bldg., Room 15B - Washington, D. C. 20510.

A joint resolution opposing the halibut moratorium and the share-quota system has been introduced into the Alaska State Legislature. your legislators should be advised of your support of this resolution.

These mailings are expensive and we would like to continue them. AOFS operates solely on donations we receive from concerned fishermen. Help us continue our work! Please donate to AOFS.

David Shrader, Co-chairman

Halibut moratorium hearing draws unanimous opposition

By CHRIS BLACKBURN
Correspondent

Kodiak's fishermen went on record Tuesday night as unanimously opposing the proposed moratorium on new entrants to the Alaskan halibut fishery.

To survive in Kodiak, a fisherman must be able to diversify, fish many different species, and the moratorium would hurt a fisherman's options for diversification, fisherman after fisherman testified.

The current increase in vessels in the halibut fishery can be attributed directly to the threat of the moratorium and limited entry in the halibut fishery and much of the decrease in fishing time is the result of near record catch per unit effort in the fishery, many fishermen testified.

A standing room only crowd of more than 70 Kodiak fishermen filled Fishermen's Hall Tuesday night to testify at the North Pacific Fishery Management Council's public hearing on the proposed moratorium. Thirty-six fishermen testified — all in opposition to the proposed moratorium.

The hearing was chaired by council member Jeff Stephan. Also present, representing the council, were councilmen Rudy Petersen, Harold Lokken, Bob Mace and executive director Jim Branson. Representing the

National Oceanic and Atmospheric Administration was Patrick Travers from NOAA General Council.

"The council, at the request of many halibut fishermen, has drafted a moratorium. We would like tonight comments not only on the proposed rulemaking, but comments on any other system or limited entry to keep the status quo," said Branson in his introductory remarks.

"Our freedom to move around and diversify has been the secret of our success," testified Kodiak Island Borough Mayor Dave Herrnsteen.

"To try and create a stable fleet in one fishery is just unreal."

Further, Herrnsteen testified, approval of the moratorium would "create a new rush into all fisheries," by fishermen hoping to assure that, should other

fisheries go limited entry, they would qualify for permits.

The Kodiak Island Borough, which is concerned with education on Kodiak, also opposes the moratorium because it would limit job opportunities for Kodiak's young people and, particularly, for village residents, Herrnsteen testified.

"There will be significant adverse social and economic impacts on Kodiak Island

villages," testified Tom Peterson, representing the Kodiak Area Native Association, KANA.

In the early 1970s, when the salmon runs failed, village fishermen relied on halibut and, now, with financial problems occurring in the salmon fishery, village fishermen are again forced to diversify, Peterson said.

Many fishermen said they were disturbed that no alternative methods of slowing down the fishery had been considered, since lengthening the season appeared to be one of the objectives of the moratorium.

Many alternatives are possible, testified Chip Threinen, president of the Kodiak Halibut Fishermen's Association, who listed five alternatives: management by smaller areas, exclusive registration, shorter openings spread out, gear limitation and onshore-offshore limitations.

In response to questions from Lokken on whether a four or five-day fishery constituted a "viable fishery," several fishermen pointed out that the king crab fishery also has had short seasons and that seasons, like stocks, fluctuate.

The shrimp seasons have declined — and so has the number of boats fishing shrimp, Mark Barham pointed out.

"If limited entry had come to the shrimp fleet I would have had

(Continued on Page 8)

a shrimp permit. And so what!" Barham said, bringing laughter from the audience.

The question of the effect of the proposed moratorium on a diversified fleet like the Kodiak fleet has not been addressed in any of the federal studies, fisherman Dave Shrader pointed out, nor has the effect of the moratorium on other fisheries been considered.

These oversights need to be corrected before the council proceeds further in its moratorium considerations, Shrader said.

"Somewhere along the line we need to take a step back and say what our priorities are, ask, 'what are we trying to do,' " commented long time fisherman Oscar Dyson.

Fisherman Peter Allan said that, though one of the purposes of the moratorium is to increase the supply of fresh fish, freshly frozen fish is better than 'fresh' fish delivered 20 days after it was caught.

Council member Lokken responded, "I agree with you 100 percent...A good frozen fish is a lot better than an old fresh fish."

The council will continue to accept written comments until the end of January. Comments should be addressed to the North Pacific Fishery Management Council, P.O. Box 3136 DT (605 W. 4th Avenue), Anchorage, AK. 99510.

the
Kodiak
daily mirror

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25 cents

Also speaks against shares system

Zharoff backs resolution opposing moratorium

Rep. Fred Zharoff, D-Kodiak, has joined with several other state legislators in introducing a joint resolution in the House to oppose imposition of a halibut moratorium and establishment of a shares system for halibut taken in Alaska.

The resolution asks the Legislature to request that the U.S. Secretary of Commerce and the administrator of the National Oceanic and Atmospheric Administration "disapprove the imposition of a moratorium on Alaska halibut fisheries."

It also asks that they reject any share quota system for halibut in Alaska that is recommended by the North Pacific Fishery Management Council.

The resolution as worded when introduced says the state also would oppose the use of state-operated facilities "and other forms of cooperation in implementing a shares

system."

The NPFMC has recommended imposition of a moratorium on Alaska's halibut fisheries and is considering a recommendation to establish a share-quota system for the allocation of the fishery resource.

The proposed moratorium would exclude fishermen who have not participated since 1978. Fishermen who oppose the share system contend it would result in concentration of the fishery resource in the hands of a few wealthy fishermen.

They also say a share system would encourage speculation and the making of exorbitant profits at the expense of Alaska fishermen.

"Concentration of ownership in and speculation by nonresidents could result in a loss to Alaska fishing communities and to the state of a fishery resource valued

at \$50 million annually," the resolution states.

It also says that a shares system would tend to eliminate competition among halibut fishermen and that other existing alternatives have not been adequately considered by the council. Those alternatives include harvest levels, size and sex limits, gear restrictions, and area closures — all of which the resolution says are less drastic options than a share-quota system.

Locally, the Kodiak Island Borough, the City of Kodiak, and the Kodiak Chamber of Commerce have opposed the moratorium and shares system proposal. Other communities around the state which have done so include Akutan, Cordova, Craig, Kenai, King Cove, Valdez, and Whittier. Other organizations which expressed opposition include the Alaska Druggers Association and the United Fishermen's Marketing Association.

North Pacific Fishery Management Council

Clement V. Tillion, Chairman
Jim H. Branson, Executive Director

605 West 4th Avenue
Anchorage, Alaska 99510



Mailing Address: P.O. Box 3138DT
Anchorage, Alaska 99510

Telephone: (907) 274-4583
FTS 271-4084

January 12, 1983

PUBLIC HEARINGS ON A MORATORIUM ON NEW ENTRIES INTO THE ALASKA HALIBUT FISHERY FOR 1983

The North Pacific Fishery Management Council announces a schedule for public hearings on a moratorium on new entries into the halibut fishery off Alaska for 1983. They will be holding hearings in cooperation with the U.S. Secretary of Commerce in Alaska and Seattle in January. Comments are requested only on the moratorium. Limited entry in the halibut fishery and the possible methods by which limited entry might be accomplished will be the subject of extensive Council hearings and discussion beginning in March 1983. The schedule of hearings on the moratorium is as follows:

On-site Public Hearings

Previous hearings have already been held in Juneau, Ketchikan and Petersburg. Still to be held are the following three on-site hearings in Homer, Kodiak and Seattle. All times are local times and may be extended if necessary so that all persons have an opportunity to testify.

January 17, 1983	Elks Club Homer, Alaska	1 to 5 p.m. (AST)
January 18, 1983	Fishermen's Hall Kodiak, Alaska	1:30 to 5 p.m. and 7 to 9 p.m. (AST)
January 20, 1983	Northwest and Alaska Fisheries Center (Auditorium) 2725 Montlake Boulevard East Seattle, Washington	5 to 10 p.m. (PST)

Teleconference Hearings

Times published for teleconference hearings are Alaska Standard Time. Times may be extended if necessary. See Attachment 4 for further information.

January 24, 1983	Connecting Seward, Cordova Valdez, Soldotna, Yakutat and Seattle (Anchorage, moderator only)	8 to 10 a.m.
January 26, 1983	Connecting Sand Point Unalaska, St. Paul, Bethel King Cove and Seattle (Anchorage, moderator only)	8 to 10 a.m.

12/28/82

Teleconference Hearings, continued

January 28, 1983

Connecting Sitka, Hoonah,
Craig, Wrangell and Haines
(Anchorage, moderator only)

8:30 to 10:30 a.m.

The moratorium, expected to be published in the Federal Register as a Notice of Proposed Rulemaking by the U.S. Department of Commerce on approximately January 20, would restrict participation in the halibut fishery off Alaska from May 1, 1983 through December 31, 1985. Only those persons who lawfully harvested and sold halibut from those waters between January 1, 1978 and December 31, 1982 would be allowed to fish during 1983, 1984, and 1985. It would apply to the waters off Alaska in International Pacific Halibut Commission management areas 2C and 3 and south of 56°N latitude in IPHC management area 4. The Northern Pacific Halibut Act of 1982 (Act) requires the Council to provide an opportunity for the coastal villages north of 56°N to develop a halibut fishery over the next three years. Fishermen in that area would not be included in a moratorium.

The Halibut Fishery

Pacific halibut have been managed as an international resource by Canada and the United States through the International Pacific Halibut Commission (IPHC) since 1923. The Commission, with three U.S. and three Canadian members, has a permanent staff of U.S. and Canadian scientists headquartered in Seattle. The Commission conducts research and sets seasons, quotas, fishing methods, and fishing areas, but has no authority to decide who may participate in the fishery; that is left to the member countries. The Northern Pacific Halibut Act of 1982 authorized the North Pacific Fishery Management Council to develop regulations limiting participation in the fishery. Any regulations developed must be approved by the Secretary before they can be implemented.

When the Magnuson Fishery Conservation and Management Act (MFCMA) was passed in 1976, both Canadian and U.S. fishermen fished off Alaska, with Canadian fishermen taking over half the catch. Their fishery off Alaska was phased out, ending in 1980, and they may now fish only off Canada. Canadians may still land their catches in American ports.

The American catch off Alaska has increased from 13 million pounds in 1978 to 22 million pounds in 1982 through the elimination of the Canadians and an increase in the quota set by IPHC. The number of participants during that same period has increased from 2,100 to over 2,800. But while the catch has increased, the seasons have sharply decreased. It took 73 days in 1977 to catch 3.4 million pounds in Southeast Alaska, but only 5-1/2 days to catch the same amount in 1982. In Area 3, the Gulf of Alaska west of Cape Spencer and including the grounds around Kodiak and Cook Inlet, 12.3 million pounds were taken in 47 days in 1977 while 17.6 million pounds were taken in 11-1/2 days in 1982.

The IPHC is concerned with the ever decreasing seasons because it is very difficult to keep catches within quotas with such a rapid increase in fishing effort. They believe that it is poor biological management to take the entire catch from the particular stock component that might be available during a very short season. They would prefer longer seasons which allow the quota to be taken from as many stock components as possible.

12/28/82

Another problem with short seasons is that since the catch arrives at the processor during a very short period of time, most of it is frozen and stored for later distribution. Fresh halibut are available to the consumer for only a short time during the year. The long storage times plus high interest rates increase the processors' costs and prices to the consumer and lower prices to the fishermen.

Short seasons are also dangerous. Fishermen must work "around the clock" in order to catch enough fish to make a living. This can result in more injuries and boat losses as fishermen become physically exhausted. Many will continue to work in weather conditions they wouldn't normally fish.

The Moratorium

Recognizing that the rapidly expanding fleet would soon create drastic problems in harvest management and the availability of fresh halibut during the year, the North Pacific Council began studying the problems in the halibut fishery in 1978. In November 1978 they set December 31, 1978 as a cut-off date for eligibility in the eventuality that some form of limited entry was developed in the next two or three years. That date did not hold up for legal reasons, but the Council has since stated on several occasions their intent to establish a cut-off date for accruing rights under any future limited entry system.

In early 1979 the Council appointed a Limited Entry Workgroup composed of halibut fishermen, industry representatives, and agency staff to assess methods of limiting the offshore salmon troll fishery in Southeastern Alaska and to develop possible approaches to limiting effort in the halibut fishery. By June of 1979 some segments of the halibut fleet were urging the Council to develop a limited entry system, and later that year the Council advertised for proposals to study limited entry in the halibut fishery. They also asked that the enabling legislation for the newly renegotiated Pacific Halibut Convention contain authorization for a limited entry system for the halibut fishery. In 1980 the Limited Entry Workgroup again recommended a moratorium on entry into the fishery, but the Council was unable to act until the aforementioned enabling legislation became law, which did not occur until the Northern Pacific Halibut Act was signed by the President on May 17, 1982.

At the IPHC meeting in February 1982 many members of the Fishermen's Conference Board, a group of halibut fishermen from the U.S. and Canada, asked the Council to develop a limited entry system based on the "fishermen's share" system and urged a halt to further entry into the fishery. The Council asked the Department of Commerce to implement a moratorium as quickly as possible, recognizing that it would probably not be possible for the 1982 season, but urging action well in advance of the 1983 fishing season. They believed it would deter people from entering the fishery in hopes of obtaining rights under any limited entry system that might develop and would tend to stabilize effort at the current level. A moratorium will give fishermen, the Council, and the public time to consider management alternatives to stabilize the fishery so participants can expect reasonable returns on their investment and efforts and consumers can buy fresh halibut for more than a few days a year.

Regulations to implement a moratorium were developed by the Council and the National Marine Fisheries Service to be published as a Notice of Proposed Rulemaking in the Federal Register. Those regulations are included in this

package as Attachment 1. There will be a 45-day comment period after they are published. They can then be rewritten and published as a Notice of Final Rulemaking, becoming effective 30 days after that publication. The proposed regulations would permit anyone who has participated in the halibut fishery between January 1, 1973 and December 31, 1982 to continue participating in the fishery in the same manner from May 1, 1983 through 1985. The moratorium would end on December 31, 1985. It could end earlier if supplanted by limited entry.

Theoretically, using the base period 1978 - 1982, a maximum of 6,481 individuals would be qualified to participate in the fishery in 1983. Without a moratorium, of course, there would be no limit to the number of people who could fish in 1983. As currently written the moratorium will not necessarily reduce effort, although it should limit the increase below what it would be if the fishery were to remain open to everyone. One of the chief values of a moratorium, in any case, is to establish a cut-off date beyond which participants cannot accrue credit toward participation in a limited entry system.

Some who support the moratorium would like to see a further restriction on effort beyond limiting the number of people, and have proposed restricting the size of boat that could be used in 1983-85 to the same size used in the 1978-82 period. (See Attachment 2, Comments Requested on the Moratorium, Proposal B.) Others are willing to consider other methods that would limit the increase of effort.

The proposed rulemaking can be greatly modified through the public hearing and comment process. The Council would like to hear comments on all of the proposals listed in Attachment 2 and any others which may occur to you.

Limited Entry in the Halibut Fishery

Early in 1982 the North Pacific Fishery Management Council developed a research proposal for a study of limited entry systems for the hook and line halibut fishery off Alaska. They set four primary objectives for a limited entry system:

1. That it distribute the hook and line halibut fishery in time and space to ensure resource conservation;
2. That it provide high quality, fresh and frozen fish to the consumer twelve months of the year;
3. That it encourage development of an economically viable and efficient year-round U.S. hook and line fishery that would make it possible for some fishermen to earn a major share of their income from hook and line halibut fishing and is made up of owner/operator rights holders;
4. That it ensure that no single individual or entity acquires excessive control of the resource and minimize disruption of the present fleet by using past performance to distribute initial rights in the fishery, using the market to transfer fishing rights after initial distribution.

12/28/82

A contract between the Council and Northwest Resources Analysis (Bob Stokes) was signed on June 17, 1982 calling for an analysis of known limited entry systems and their ability to achieve the described objectives. The Council asked for a detailed study of the fishermen's share system. The study emphasizes that system because it was requested in the initial Fishermen's Conference Board request to the Council and because less is known about that system than other limited entry systems. Limitations on individuals or boats have been in existence for some time and their advantages and disadvantages are relatively well known. The share system has not been used for a fishery of any magnitude, although British Columbia intends to implement it for halibut in 1983.

The contractor, Northwest Resources Analysis, has been working closely with an industry steering group, soliciting their advice on the direction his study should take and what options to consider. The steering group consists of representatives of the major fishermen's organizations involved in the halibut fishery as well as representatives from the Council.

More details on that study and its current status are included in Attachment 3, an excerpt from the NPFMC Newsletter of August 1982.

The contractor finished an interim report on program design titled "Halibut Limited Entry Study Program Design" in November 1982. Copies of that study are available at the Council office. We expect the contractor's final report to be available for review at the Council meeting in February or March. When that report has been accepted by the Council it will be available for public distribution. The Council will then decide if they want to go ahead with limited entry and, if so, specify what system or systems they want to send to the public for review and comment. Prior to that decision the contractor will hold informational presentations on his study in Sitka, Seattle, and Kodiak.

If the Council decides to develop a limited entry system, there will be an extended public comment period with hearings in numerous communities in Alaska and in Seattle. Following those hearings the Council will decide what system to develop, complete development of the system, and ask the Department of Commerce through the National Marine Fisheries Service to implement it. It is doubtful that any system could be in place before late 1984.

KODIAK ISLAND BOROUGH

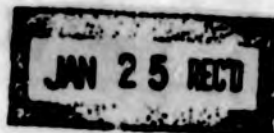
Telephones 486-5736 - 486-5737 — Box 1246

KODIAK, ALASKA 99615

January 21, 1983

HOUSE RESOURCES COMMITTEE

Governor Bill Sheffield
Office of the Governor
Pouch A
Juneau, Alaska 99811



Dear Governor Sheffield:

Re: HJR 10

Enclosed is a copy of my testimony before the North Pacific Fisheries Management Council (NPFMC) in Kodiak on January 18, 1983 in opposition to the proposed moratorium for the Alaska halibut fishery. If the Secretary of Commerce and NPFMC should concur and approve the moratorium it will be a new major policy decision adversely affecting the future of all our fisheries. The public testimony of Kodiak fishermen was unanimous in opposition to the moratorium. It is inconceivable to me that the Reagan administration and the State of Alaska could go along with such a program of bureaucratic, economic regulation of our industry.

The Kodiak Island Borough has gone on record against the shares-quota system with the enclosed Resolution No. 82-38-O of March 1982. We will be considering an updated resolution at our February 3, 1983 meeting in opposition to the moratorium.

I feel this upcoming decision concerning the moratorium will be such a major policy decision by your administration that I hope you are able to give personal direction. It's not just a matter of how many halibut fishermen are for or against it, but rather what will be the future of all of Alaska's fisheries.

I appreciate any attention you might give to this matter. This decision will affect the future of all our open access fisheries.

Sincerely,

R. David Herinsteen
Mayor
Kodiak Island Borough

RDH:cmk

Enclosures

cc: Senator Bob Mulcahy, Alaska State Senate
Representative Fred Zharoff, Alaska House of Representatives
Senator Jay Kertulla, President of the Senate
Representative Joe Hayes, Speaker of the House
Bettye Fahrehkamp, Senate Resources Chairman
Representatives John Rignstad and Richard Shultz ✓
Co-chairmen, House Resources
Don Collinsworth, Acting Commissioner, ADF&G

KODIAK ISLAND BOROUGH
RESOLUTION NO. 82-38-R

A RESOLUTION OF THE KODIAK ISLAND BOROUGH ASSEMBLY OPPOSING THE
SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES.

WHEREAS, the North Pacific Fishery Management Council on March 25, 1982 enacted a moratorium on new entrants to the Alaska halibut fishery, and directed that a shares-quota system of allocation of the fishery be prepared for the 1983 season, and

WHEREAS, the United States Senate recently passed SB 2244 giving the Council the necessary authority to enact such a system, and

WHEREAS, the bill is expected to pass the U. S. House of Representatives without any public hearings, and

WHEREAS, the proposed share system will allocate permanent fishing shares consisting of a fixed percentage of the halibut to individual fishermen based on their average harvests of the past three years as a percent of the total harvest, and

WHEREAS, it is intended that these shares may thereafter be bought, sold or leased by the initial shareholders, and that individual shareholders may purchase additional shares from willing sellers up to an aggregate of two percent, or possibly higher, of the total quota per shareholder,

WHEREAS, it appears inevitable that these shares will concentrate to fewer and fewer people, theoretically as few as 50 if two percent is the maximum allowed per person, and

WHEREAS, the annual value of the halibut harvest in Alaska approaches \$50,000,000 to the fishermen, and

WHEREAS, it has been conservatively estimated that the value of halibut shares could be three to five times the value of their annual allowed catch, or about \$250,000,000, creating an undeserved windfall to the initial shareholders, and an even greater burden to future potential shareholders, and

WHEREAS, this halibut share-quota system is being used as a precedent and prototype for other Alaskan fisheries by state and federal fishery managers, and

WHEREAS, under the shares system a fisherman's catch will be dependent solely on the number of shares he owns (his wealth) rather than on his abilities as a fisherman, and

WHEREAS, such a system will concentrate the increasing wealth of our fisheries into fewer and fewer hands, creating great inequities of opportunity in our fishing communities, particularly among the young, and

WHEREAS, the share system greatly hinders fishermen from being able to diversify among various fisheries, thus depriving them of a key element for success, and

WHEREAS, Alaska fishery managers already have an adequate variety of regulatory tools such as harvest levels, sex and size limits, gear restrictions, area closures, et cetera and our fisheries are generally very healthy biologically, and

WHEREAS, the fishing industry is too vital to the people and economy of Kodiak and Alaska to risk all the inherent dangers and inequities of such an irreversible, unnecessary management plan as the shares system, and

WHEREAS, the Kodiak Island Borough considers the rich, abundant fisheries resources in the waters surrounding Kodiak Island and Alaska to be a renewable PUBLIC resource which serves a primary purpose, along with helping feed people around the world, of sustaining the livelihoods and economy of the people and communities of our island and state, and

WHEREAS, the idea of permanently turning over the ownership of our public resource to a few private hands is repugnant to the fishing industry and people of Kodiak.

NOW, THEREFORE, BE IT RESOLVED that the Kodiak Island Borough is opposed to the share-quota system of allocation of any fisheries resources in Alaska, and that this resolution be communicated to the following people:

The President
Ronald Reagan

The Honorable Jay S. Hammond
Governor of Alaska

The Honorable Ted Stevens
United States Senate

The Honorable Frank H. Murkowski
United States Senate

The Honorable Edward M. Kennedy
United States Senate

The Honorable Don Young
The United States House of Representatives

The Honorable John B. Breaux
The United States House of Representatives

The Honorable Gerry E. Studds
The United States House of Representatives

NPFMD, Chairman, Clem Tillion

Alaska Legislature

Messrs. H. A. Boucher, Steve Cowper, Tom Fink, Oral E. Freeman, Bruce J. Lemke, Terry Miller, Rick Reakoff, Bill Sheffield, Edward J. Vincent, Brad Bradley, Mike Colletta, Stephen McAlpine Charles H. Parr, Terry Stimson, David A. Rose

All Alaska Cities

PASSED AND APPROVED this 30th day of April, 1982 by
the Borough Assembly.

KODIAK ISLAND BOROUGH

By *R. David Herrnsteen*
Borough Mayor R. David Herrnsteen

ATTEST:

By *Walter Miller, cme*
Borough Clerk

Ayes 7 Nays 0

**TESTIMONY TO THE NORTH PACIFIC FISHERIES MANAGEMENT COUNCIL
REGARDING
A MORATORIUM ON NEW ENTRIES INTO THE ALASKA HALIBUT FISHERY FOR 1983**

**R. David Herrnsteen
Mayor
Kodiak Island Borough**

The Kodiak Island Borough encompasses the Kodiak Island group extending from the Barren Islands to the Trinity Islands and has a population of over 12,000 people. In 1981, and certain other previous years, the City of Kodiak ranked as the number one fishing port in the United States as measured by dock side value of fish landed. As our economy is dependent almost solely on fishing, we are concerned that our fish are properly managed biologically in our fisheries. In addition, as there is a natural turnover of participants in any fishery - some people get out - while new people get in. I am concerned that all our local residents have equal opportunity for present and future employment in our fisheries.

The Kodiak Island Borough's largest responsibility is education - the Assembly is responsible for building and funding the schools. We have an extensive program of fisheries education in our schools, including on-the-water experience for our high school students. I am concerned that our young people leaving school have a chance to find their niche in the fisheries, if they so desire. Some students try fishing halibut to help fund their college education - this moratorium would not allow new students to have this opportunity.

The Kodiak Island Borough includes six villages, five of which are second-class cities. Employment opportunities other than fishing are particularly few in the villages. There have recently been federal cutbacks in the various social and jobs programs. These villages have gone on record, through the Kodiak Area Native Association, as being opposed to the halibut moratorium. It's hard to have a resource in your front yard, watch others making good money, and not be able to have a crack at it. That's not fair and equitable.

Having lived in Alaska 22 years, and fished in Kodiak 17 years, I've seen where many times if a person gets quite comfortable financially, and particularly can make it in a short period of time, often they will tend to move Outside to a condo in Hawaii, a house in Seattle, or a farm in Missouri or Vermont (for example). That's their privilege, and I have no gripes if they are able to do it because they are good fishermen and can out-compete the others. But when they are able to do this because the government has restricted competition and allowed only a select few to profit from the increasing wealth of our fisheries, at the expense of employment opportunities of our local people, that's not equitable.

The workings of an economy are often very nebulous, it's hard to exactly describe on paper in dollars and cents, but it is still very real. Kodiak's economy over the past 15 years has been a slow, steady growth. After the king crab boom in the mid 60's, and the simultaneous reconstruction of Kodiak after the tidal wave of 1964 subsided, our economy had a pretty healthy growth. As the fisheries went up and down with the natural fluctuations of the fish stocks and fish prices, many fishermen moved back and forth among

fisheries. Those fishermen who stuck with one fishery benefited from the others having the ability to move out and into a more prosperous fishery.

In the late 60's and early 70's many halibut fishermen, particularly from Seattle, left the depressed halibut fishery and moved into the Alaska crab fishery. When the king crab fishery slumped in the early 70's many crabbers became combination boats and switched to the booming shrimp fishery; as shrimp declined in the late 70's many shrimpers switched to crab. And as salmon seasons have gone up and down over the years, many salmon fishermen switch back and forth among crab, shrimp and halibut to make a living.

Some areas of Alaska don't have as much continental shelf and aren't as blessed with the abundance of fisheries we have here, but we are generally an open town - people come here from Oregon, Washington, Southeast Alaska, Cook Inlet, and Westward Alaska to fish - some only seasonally, some move here. Some come only when they have a poor season at home. Usually we don't enjoy seeing the Outsiders who come and go, but it's been our freedom to move around and diversify that's been the secret of our success.

Certainly this system of mostly free entry has its problems. When you have a slump after a boom, it takes time for boats to move out of a fishery and into something else. And there are times when management of the fishery has to be more sophisticated and cautious. And it means the fisherman has to be cautious as a businessman at times. If he expands too heavily during a boom and isn't prepared for increased competition, or for a slump, he can feel a pinch. Or if he gets too high expectations during the "easy money" that occasionally accompanies a boom, he'll feel a shock when the reality of normal times hits. It's important for a fisherman to remember during a boom, or when he's "on a roll", that his earnings aren't normal or likely to continue that high.

If limited entry had been put on all our fisheries 10 or 12 years ago, I feel it would have been a disaster to the town as a whole - socially and economically. If we had locked everybody into their fisheries back when most crabbers fished just crab, and shrimpers just shrimp, etc. we would now probably have just a group of family dynasties harvesting our fish, and with many of them moving Outside. I think the town would have frozen or shrunk in size. You wouldn't have seen, every year, the new homes and steady expansion. It would have been feast or famine for many fishermen.

The price of halibut climbed from \$.18 in 1967 to as high as \$2 a pound, shrimp went from \$.04 to \$.28, king crab went from \$.10 to \$4.30, tanner crab went from \$.10 to \$1.80. Even though the quotas and harvests have fluctuated greatly, the overall seafood harvest values have climbed to a record \$130 million value to fishermen in 1981 in Kodiak. Instead of new people, new jobs, new blood and enthusiasm, you would have had a static or even declining number of men. It's very possible that the capital costs would be just as high because of write-offs, just fewer people dividing the pie. It's very possible that except within the family, crew jobs would have become salaried under some of the limited entry schemes.

Now I'm not eager to see how many people we can bring to Kodiak or Alaska, but we do need jobs for our young people. Many of our businesses and people's dreams are dependent on some growth. What concerns me most is that we have some fairness and equity in the allocation of the wealth of our fisheries.

Drive through our high school parking lot and see how many brand new 4-wheel drive pickups you see. Last summer was a slow season, so the number may be down a little. Some kids are able to afford them because they might fish with their dad who may be an exceptional fisherman. But if limited entry had been put on all fisheries 12 years ago, many kids would have those trucks solely because their dad happened to have received one of those lucky permits 12 years ago. We would have developed a privileged class, an elitest society that was determined by the roll of the dice - who was fishing when limited entry was imposed. I don't think that's healthy for society, or what Alaska and fishing is all about.

My own personal case is typical. In 1967 they closed the Kodiak salmon season for almost the entire summer, so I spent four months on a halibut schooner. For the next four years I continued to make halibut trips along with fishing on crab, shrimp and salmon boats. Halibut prices were down (as low as \$.17/lb.) and stocks were slumping (we fished 26 days on a highline schooner for 30,000 pounds in 1971 - my crew share was \$90 for the month). I crewed for eight years with many highliners in all four fisheries so that when I got my own boat I could be diversified.

In 1974 my wife and I made the big jump and bought our own 42 foot boat. For two years we fished entirely shrimp, then we branched into crab. In 1978 we sold our first boat and bought a slightly larger boat. When shrimp declined we tendered salmon along with crab fishing. Last year because of the salmon price slump we did not tender, so fished just crab - including dungeness.

Even though I haven't fished shrimp since June of 1978, I am still a shrimp fisherman and dependent on the shrimp resource to make my living. Even though I haven't fished halibut since July 1971 and then only as a crewman, I am still a halibut fisherman, and consider myself dependent on the halibut fishery. I've spent more hours at the roller, gaffed more halibut and baited more hooks than a large number of the fishermen who could qualify to fish under the proposed moratorium the next three years. I have a vessel and a reel that are suited for halibut. All of the skills I've developed as a skipper in finding crab and shrimp and running my business are applicable to finding halibut. The halibut, cod and pollock stocks are in an upward cycle, and are also preying heavily on crab and shrimp stocks. I am dependent upon my ability to move my business along with nature's cycles in order to make a living. The guidelines of the proposed moratorium are arbitrary and capricious. To exclude me because I never fished halibut since January 1, 1978 is not fair and equitable.

The Council needs to look at fisheries as a group and over time, taking into consideration dynamic environmental and market conditions. It is natural and healthy economically that as the halibut stocks and markets started booming in the late 70's, that participation increased. The same boats I crewed on in the early 70's, averaging a crew share of maybe \$1500 for a three week trip, by the late 70's were crewsharing \$1000 a day, and better - \$60,000 man-shares in much shorter seasons. Instead of working off-season winter jobs, as many men did in the earlier years, many were able to lay back in the winters. There is nothing wrong with making big money- that's the thrill of fishing - that's the

dream that keeps you going. It's only wrong when you feel you deserve big money all the time, and need to exclude others in order to achieve it.

Obviously the Council's own actions have been a very large impetus in the increased fleet. Ever since 1978, the Council has been setting "cut-off dates for eligibility" for halibut limited entry - setting up work groups, funding studies, etc. All of these actions have helped create the often frantic rush to fish halibut, even if at a loss. If this moratorium should be approved, it will be a major government policy and will create a new rush to participate in all fisheries not under a limited entry system. The State of Alaska's enthusiasm for extending limited entry beyond salmon and herring definitely cooled in the late 70's and many Kodiak fishermen once again started making their decisions on when and what to fish, purely on business and personal reasons. A new government policy like a halibut moratorium would have a very major effect on participation in the other fisheries. It would start another frantic rush, would increase our costs by forcing us to participate unprofitably in certain fisheries so we could qualify for future permits. In addition, it would decrease our individual earnings because of the added participation. All these negative reactions would be very real and are not just imaginary. It would be an extremely unwise action for our industry. You cannot act on the halibut fishery without affecting the rest of the industry. The harvesting sections of our industry are just as interrelated as the fish in the ocean.

It is very likely that if future limited entry would be put to rest and the halibut moratorium be turned down, there would be less participation in the halibut fishery than if the moratorium would be enacted. A three year moratorium would bring people out of the woodwork who had already dropped out of the fishery, just so they could increase their qualifications for future permits, and wisely so. The Council has been saying periodically since 1978 that "next year's" participation won't count. So why should the Council be believed now if the Council should say participation during the next three years won't count. More than twice as many people (6,481 individuals) will be eligible to fish under the proposed moratorium than ever fished in any one year (2,800), and it seems certain that a large number of those who dropped out will re-enter the fishery, largely in the hopes of financial gain from ownership of a future share or permit. In addition, many of those who fished the past year or two, but were not financially successful and were considering quitting, will have a renewed incentive to remain active in the fishery during the moratorium.

A moratorium has such a nice allure to it. You kick out the fewest and postpone the disagreements about the various limited entry systems. However, during the enactment of Alaska's limited entry law (and ever since) government lawyers have told us that a moratorium is the most unconstitutional of all limited entry alternatives because it creates such a closed class without a means of entry. The halibut resource is in the best shape its been in decades and I believe there is no way you can justify "protection of the resource" as reason for a moratorium.

Certainly the moratorium will appeal to the fear all fishermen have of competition. It appeals to the greed in us. For the hobby or vacation halibut fisherman who has regular year-round shore-based jobs its real nice. But watch out - how can they be considered dependent on the fishery. For the successful fisherman who has fished mainly or solely halibut and had a taste of the big season, he thinks he'll be eliminating future competition.

The halibut commission has been telling fishermen for over a year that without limited entry they will lose halibut as a fishery. The commission can't justify its own existence if the season is too short, they say. Hogwash! The biologists just need to be used in the other fisheries, also if they have slack time. It seems to me that the halibut commission has a unique bureaucratic position in being separate from both ADF&G and NMFS, a situation which needs review.

Certainly the fishing industry has troubled times. I haven't been so concerned for a long time as to where I'll make it next season. But putting boxes around each fishery and each boat isn't the answer. There are no guarantees in fishing, and if someone wants one he's in the wrong business.

 Jan 21, 1983
R. David Herrnsteen Date
Mayor
Kodiak Island Borough

Alaska State Legislature

REPRESENTATIVE
FRED F. ZHAROFF
P.O. Box 405
KODIAK, ALASKA 99615
(907) 466-3254

WHILE IN JUNEAU
POUCH V
JUNEAU, ALASKA
99811
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465-4968



House of Representatives

DISTRICT 27:

AKHIOK
BELLS FLATS
CHIGNIK
CHIGNIK LAJONN
CHIGNIK LAKE
CHINIAR
IVANOF BAY
KARLUK
KODIAK
LARSEN BAY
OLD HARBOR
OJZINKIE
PERRYVILLE
PORT LIONS

MEMORANDUM

TO: Rep. Adelheid Herrmann
Chairperson, Special Committee On Fisheries

FROM: Rep. Fred Zharoff *FZ*

DATE: January 25, 1983

RE: HJR 10

I would like to request that HJR 10, opposing the proposed halibut moratorium and share quota system, be scheduled for consideration by the Special Committee on Fisheries as soon as possible.

This resolution has statewide, bipartisan support and is of major concern to the fishermen of this state.

I appreciate your time and consideration in this matter.

DATE: 3/41 1983

PLEASE PRINT

!! Notice!!
Do you
plan to

[illegible]

MSG 83-00013329 PRTY 1 03/07/83 15:39:37 ORIG: LL00 IN= 0005 OUT= 0073
FROM: DEE, SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS

ALL REPRESENTATIVES

FROM: HOWARD L. SPARKS
BOX 4065
SOLDOTNA, AK. 99669 (W) 262-6165

THE MORATORIUM WOULD NOT SOLVE THE PROBLEMS THE HALIBUT INDUSTRY FACES
THE INCIDENTAL QUOTAS OF THE FOREIGN FLEETS EXCEED THE QUOTAS WE ARE
ALLOWED. PLEASE SUPPORT THE SMALL ALASKA FISHERMAN AND OUR FAMILIES AND
RIGHT OF FREE ENTERPRISE.

MSG 83-00013298 PRTY 1 03/07/83 14:07:27 ORIG: LA01 IN= 0007 OUT= 0052
FROM: SHIRLEE ANC LIO TO: POMS JUNEAU INFO
TARGET: LJHL SUBJ: POM

3/7/83, SHIRLEE ANC LIO, 13298

TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: JOHN LUSTMAN
8520 JUPITER DRIVE, ANCHORAGE 99507
H - 344-4930 W - 561-1756

I AM AGAINST THE MORATORIUM ON HALIBUT FISHING AND SUPPORT
HJR 10. I THINK THERE SHOULD BE A MORATORIUM ON ALL FOREIGN
FISHING IN ALASKA, ESPECIALLY WHEN THE JAPANESE AND RUSSIANS
ARE NOT HEEDING THE TAKING OF WHALES ON THE HIGH SEAS AND
THE ALASKA NATIVES HAVE A RESTRICTED QUOTA ON WHALES.

MSG 83-00013220 PRTY 1 03/07/83 11:20:00 ORIG: LL00 IN= 0004 OUT= 0024
FROM: DEE, SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS
ALL REPRESENTATIVES

FROM: FRANK M. STEGER
BOX 1146
SOLDOTNA, AK. 99669 (H) 262-5265 (W) 262-5265

- 1) SCRAP SJR-7. SUPPORT HJR-10.
- 2) OUTLAW AUTOMATIC LONGLINE SYSTEM FOR ALL FISHERIES.
- 3) PLEASE URGE MORE PRIVATE INTERPRIZE IN ALASKA.
- 4) URGE AREA REGISTRATION FOR HALIBUT " 1 AREA ONLY "
- 5) INVESTIGATE, PUBLIC SAFETY DEPT. WRITING THE MORE CITATION TICKETS
PER WEEK OR MONTH.

E.O.M.

MSG 83-00013043 PRTY 1 03/04/83 17:44:46 ORIG: LK00 IN= 0012 OUT= 0106
FROM: BONNIE/KETCHIKAN TO: JUNEAU INFORMATION
TARGET: LJHL SUBJ: POM

TO: SEN. ZIEGLER AND REP. ~~XXXXXXXXXX~~
FROM: MRS. JOHN ECKER, BOX 666, WARD COVE, ALASKA 99928, 225-9594

RE: HALIBUT LIMITED ENTRY

I'D LIKE TO ADD MY FAMILY AS ONE AGAINST LIMITED ENTRY. WE ARE FOR
HOUSE JOINT RESOLUTION 10 AND SENATE JOINT RESOLUTION 7. THANK YOU.
EOM/BCP

MSG 83-00013361 PRY 1 03/07/83 15:52:00 ORIG: LL00 IN= 0007 OUT= 0078
FROM: DEE, SOLDOTNA TO: JUNEAU, INFO.
TARGET: LJHL SUBJ: P.O.M.

TO: ALL SENATORS

ALL REPRESENTATIVES

FROM: STAN THOMPSON KENAI PENINSULA BORO MAYOR
BOX 850
SOLDOTNA, AK. 99669 (H) 776-8721 (W) 262-4441

STRONGLY URGE PASSAGE OF HJR-10 OPPOSING THE IMPOSITION OF THE HALIBUT
MORATORIUM AND SHARE SYSTEM. KENAI BORO RESOLUTION # 82-180 OPPOSED THE
MORATORIUM AND THE LOCAL FISHERIES MEETING UNANIMOUSLY OPPOSED THE
MORATORIUM AND SHARE SYSTEM AND SUPPORT HJR-10.

TO: ALL MEMBERS, ALASKA LEGISLATURE

FROM: THEODORE A. RICHARDS
3004 BROOKSIDE, ANCHORAGE AK 99503
248-4378

I URGE SUPPORT FOR AND PASSAGE OF HJR 10.

* *****