SCOMM

147:5

North Pacific Fishery Management Council

Major Issues Summary

BSAI Crab Rationalization
Gulf of Alaska Groundfish Rationalization
Salmon Bycatch
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Alaska Marine Ecosystem Forum
Aleutian Islands Ecosystem Plan
Arctic Ocean Fishery Management Plan
Crab Overfishing Definitions
Steller Sea Lion Protection Measures
Community Development Quota Program
Trawl Recency
BSAI Amendment 80
BSAI Amendment 85

JMS

10% control of a fishery before conflict of interest

BSAI Crab Rationalization

Issues

1) tracking consolidation with potential revision to vessel use caps
2) MSA reauthorization included a provision exempting custom processing in the North region (Pribilofs) from processing share use caps to improve efficiency in processing
3) Council is considering a similar amendment exempting custom processing in the Western Aleutians from processing share use caps
4) 18 month review
    a. examining arbitration and 90/10 A share/B share split
    b. potential application of 90/10 A share/B share split to "C" shares

Must coordinate with state, if any category 2 or 3 revisions are suggested (biggest issue highlighted by industry is late TAC announcement)

5) Three year review will examine program comprehensively

6) Dispute over potential exemption from St George landing requirement

Gulf of Alaska Groundfish Rationalization

- On hold pending assessment of Magnuson-Stevens Act provisions and State of Alaska (Governor) request
- Primary Alternatives include:
  1. limited access (jig sector only)
  2. cooperative/limited access (with no processor component, jig only)
  3. IFQ (low producing vessels only)
  4. IFQ/cooperative with limited processor entry
  5. IFQ/cooperative with processor associations
  6. IFQ with harvest share allocation to processors
  7. Cooperative/limited access with processor associations
- Council is pursuing interim measures

  1) Pacific cod sector split – interaction with State waters fisheries must be considered in deciding appropriate allocations

  2) LLP revisions in the Gulf – potentially removes latent LLPs and revises endorsement structure – Council has yet to specify alternatives and options

Review of Sideboards

The Council is undertaking a comprehensive review of all GOA sideboards in all programs (AFA/Amendment 80/CGOA rockfish/crab rationalization) to ensure they are neither overly restrictive nor ineffective

Salmon Bycatch

Summary:

- Record amounts of bycatch of chum and Chinook salmon in BSAI pollock trawl fisheries since 2003: >700,000 chum salmon in 2005, >80,000 Chinook salmon in 2006
- Chinook bycatch likely to have high % of WAK stocks, chum likely to have some % of WAK stocks but larger proportion are Asian origin
- Overall reason for increased bycatch unknown but likely some combination of increase in salmon abundance and possible changes in fishing practices due to regulatory closure configurations
- Council actions seek to craft innovative management measures that are more flexible to changing environmental conditions than fixed regulatory closures and are responses to changes in salmon abundance

State involvement:

- No formal State involvement outside of Council process.

Major Issues and timeline:

- Series of management actions by the Council:
- Amendment 84 approved to exempt pollock fleet from regulatory closures pending participation in a voluntary rolling hotspot (VRHS) system
- VRHS system: Vessels with high bycatch rates are subject to weekly closures (ranging 4-7 days) with financial penalties imposed for non-compliance.
- Formal implementation by the end of 2007 (currently EFP).
- Additional management measures under consideration include new closures and biomass-based caps
- Alternatives for new closures and caps being refined for analysis in February/April 2007 with analysis anticipated for 2007
- Alternatives and analysis for individual bycatch quotas (IBQs) in 2008/2009.
- Workshop at SSC on salmon bycatch in April 2007. Focus on salmon bycatch patterns, fleet behavior in response to VRHS closures and genetic information on salmon stock of origin

Essential Fish Habitat- Bering Sea Habitat Conservation

Summary

- The North Pacific Council and NMFS closed several areas in the Gulf of Alaska and 95% of the Aleutian Islands area to protect benthic habitat in 2005.

State Involvement

- The state is expected to pass mirror regulations for the AI and state managed fisheries in March 2006.
- State involvement may also include passing mirror regulations for non pelagic trawl gear in state waters in Western Alaska to provide subsistence buffer zones for communities.

Major Issues/Timeline

- Bering Sea Habitat protection is currently being evaluated.
- The Bering Sea evaluation is two fold:
    - Focus on gear modification for the flatfish trawl fleet to reduce bottom contact .
    - Analyzing methods for potential northward expansion of the bottom trawl fishery.

- Time line for the initial analysis is April 2007, with possible Council decision in June.
- Additional action could occur through HAPC initiatives.

Charter Halibut

Summary:

Management issue since 1993 when commercial longliners raised concerns about growth trends in the charter fisheries in Southeast and Southcentral Alaska. The Council considered a number of management strategies to limit growth (including limited entry, quota share program, and guideline harvest levels) with three stakeholder committees. Area 2C and 3A Guideline Harvest Levels, 1.432 M lb and 3.65 M lb were implemented in 2004. The GHLs have been exceeded every year, by increasing percentages; in 2006, the Area 2C and 3A GHLs were exceeded by >40% and 8%, respectively. The Council recommended a 5-fish annual limit for Area 2C charter fishery, along with an ADF&G emergency order to prohibit retention of charter fish by crew. The Council rescinded its action due to high implementation costs. The Council is considering short and long term solutions to limit charter harvests.

State involvement

- The Council relies exclusively on Alaska Department of Fish and Game Sportfish Division to provide data to analyze the effects of proposals to limit charter halibut harvests. Staff also advises the Council and its stakeholder committees.
- ADF&G Commissioner enacted an emergency order to limit harvests by skippers and crew on charter boats in Area 2C in 2006. The Council encouraged ADF&G to act again in 2007.
- ADF&G staff has drafted Congressional legislation to amend the North Pacific Halibut Act to allow the councils to delegate limited authority for managing sport halibut to the states. The Council would analyze biological, social, and economic effects of such delegation to the State of Alaska, if Congressional legislation is enacted.
- ADF&G staff has drafted state legislation to allow sharing of State data with Federal enforcement agencies. State action is required to implement the charter halibut limited entry program.
- ADF&G staff has drafted state legislation for a limited entry program for charter operators.

Charter Halibut (continued)

Timeline:

- The Council is scheduled for review and action in February and April 2007, respectively, to limit entry into the charter halibut fisheries in Southcentral and Southeast Alaska using December 9, 2005 as the last date of participation. The proposed program would provide licenses to Gulf of Alaska coastal communities. The earliest implementation could occur is 2009.
- The Council is scheduled for review and action in April and June 2007, respectively, to limit harvests in the charter halibut fisheries in Southcentral and Southeast Alaska because of over runs of 8% and >40%, respectively. Proposed measures include: 1) 1 trip per vessel per day; 2) no retention of halibut catch by skippers and crew; 3) annual catch limits of 4 or 5 halibut; 4) 1 fish bag limit for June, July, August, or entire season; 5) trophy size limit for second fish between 45 to 60 inches; 6) season closure date of August 15, August 31, or September 15; 7) day of the week closure (pick a specific day); and/or 8) minimum size limit of 32 inches. The earliest implementation could occur is 2008.
- The Council, through its stakeholder committee, is developing options for a share-based program, either client-days or quota shares, with which to manage the fisheries for the long term. The proposed program could include options to increase charter sector harvest with compensation to the commercial sector, increase fishing opportunity to recreational anglers as demand grows, opportunity for charter sector growth in areas that are currently underdeveloped, and maintain stability in coastal communities. This could allow the State to hold commercial QS/IFQ and transfer the poundage/percentage to the charter sector, when needed to meet demand. No timeline has been set.
- The IPHC, in January, approved a one-fish bag limit for 2007 (June 15-June 30 in Area 3A and June 15-July 30 in Area 2C). There is considerable controversy over this action.

Alaska Marine Ecosystem Forum

- The Council has collaborated with 4 State agencies and 10 Federal agencies to create the Alaska Marine Ecosystem Forum (AMEF)
- A Memorandum of Understanding was signed in September 2006
- Purpose: to improve coordination and cooperative understanding between Federal and State agencies on issues of shared responsibilities related to the marine ecosystems off Alaska's coast
    - increase awareness among member agencies of salient regional issues, existing or potential user conflicts, and relevant ecosystem developments
    - achieve efficiencies by sharing information regarding ecosystem efforts and goals, and by reducing or removing duplicative ecosystem efforts
    - ensure that activities undertaken or contemplated by member agencies are complementary where possible and achieve effective results for ecosystem sustainability and utilization
- The AMEF does not have independent jurisdiction or authority and does not regulate any activity
- Initial focus of the AMEF: the Aleutian Islands marine ecosystem
- Intent is to meet 1-2 times per year
    - first meeting was in September 2006, next proposed for March 2007

Aleutian Islands Fishery Ecosystem Plan

- The Council is developing a fishery ecosystem plan (FEP) for the Aleutian Islands
- The FEP is a policy and scientific document that will help decisionmakers to understand the ecosystem context of fishery actions
- The FEP takes into account all fisheries occurring in the Aleutian Islands, including State fisheries
- Final action for the FEP is scheduled for June 2007

Arctic Ocean Fishery Management Plan Initiative

- The Council is considering options for management of fishery resources in the Chukchi and Beaufort Seas
- There is currently no policy statement or federal management to address commercial fishing in the Arctic EEZ
- Ocean warming trends and receding ice conditions may create potential fishery development
- Three existing FMPs partly cover the region: Salmon, Scallop and Crab
- The Council plans to develop a policy and options for Arctic fishery management with one option being to close Arctic EEZ waters to commercial fishing

Currently the only commercial fishery in EEZ waters in the Arctic is a small State-managed crab fishery near Kotzebue. Under the Magnuson-Stevens Act, the State may manage EEZ fisheries in the absence of a Federal FMP. Under current State statutes, all fishing in any waters of the State or the EEZ is prohibited unless specifically authorized by statute or regulation (AS 16.05.920(a)). Thus, all fisheries in Arctic waters of the State and the adjacent EEZ not currently authorized under existing regulations are closed under this statute.

Crab Overfishing Definitions

Summary:

- Analysis of revised status determination criteria for BSAI Crab stocks
- State/Federal management of crab fisheries (overfishing definitions are under Federal measures)

State involvement:

- Analysis will be provided to the Board of Fisheries (BOF)
- Implementation of new overfishing levels for crab stocks may result in the BOF choosing to modify harvest strategies for many stocks
- Rebuilding plans for snow crab, St. Matthew blue king crab and Tanner crab may need to be revised through Council and BOF process

Major issues/timeline:

- EA/RIR/IRFA for initial review in February, final action possibly in June 2007
- Implementation likely for 2008 fisheries
- Scheduling of BOF consultation not yet determined
- Short-term harvests of some stocks (snow crab, Bristol Bay red king crab, EBS Tanner crab) may be constrained

Steller Sea Lion Protection Measures

Summary

- listed as endangered (western population) or threatened (eastern population) under the Endangered Species Act

State Involvement

- The Council and NMFS have imposed a complex suite of regulations in the pollock, cod, and Atka mackerel fisheries to protect SSLs. These regulations are mirrored in State statutes in "parallel fisheries". Some "State water" fisheries, however, do not mirror all SSL protection measures, but to date these State water fisheries are considered by NMFS to have negligible impacts on SSLs.
- The State has recently considered proposals to modify pollock and cod fisheries in State waters. The principal concern over changes in existing State cod and pollock fisheries is whether additional SSL protection measures may have to be taken in Federal fisheries to compensate for the impacts of the State fisheries on SSLs. The Council and BOF have worked through these issues in a Joint Protocol Committee, and recently new cod and pollock fisheries have been established in State waters in the Aleutian Islands.[1]
- Currently the BOF is considering changes in the western GOA cod fisheries in State waters. The Council and NMFS may ask the BOF to delay action to examine potential impacts of these changes on SSLs and on Federal fisheries.
- BOF action could trigger formal Section 7 consultation

[1] For 2006 & 2007, new parallel fishery was approved for P. cod west of 170° in AI based on 3% of Federal BSAI TAC. Effective beginning in 2007, new State waters fishery for pollock was approved between 174° and 178° in AI at 3,000 mt (reduced in 2007 by 3,000 mt as approved in the Federal EFP) under different regs than the Federal AI pollock fishery.

Steller Sea Lion Protection Measures (continued)

Major Issues/Timeline

- The Council and NMFS are currently part of a new Section 7 consultation under the Endangered Species Act. The State's "parallel" cod and pollock fisheries are part of this process; State water fisheries are not. The focus of this consultation is on the Council's Fishery Management Plans and whether current fishery management in the EEZ comports with new information on Steller sea lions.
- It is hoped by industry that the consultation will lead to a Biological Opinion that relaxes some SSL protection measures, but it is not likely that there will be appreciable changes in the existing SSL protection measures until scientific studies can more clearly demonstrate the role of fisheries in the past SSL decline. This process should be completed in early 2008 – with any allowed regulation changes in effect for 2009.

Community Development Quota Program

Summary:

- Recent amendments to the Magnuson-Stevens Act (through the Coast Guard and Maritime Transp. Act of 2006 and reauthorization of the MSA in 2007) changed the allocation process, fisheries management, oversight aspects, and in some cases, the allocations to, the CDQ Program.
- Percentage allocations among the groups were fixed at percentages in place on March 1, 2006 (unless revised through decennial review process)
- The allocation to the CDQ Program for any *directed* fishery in the BSAI (except halibut, sablefish, pollock, and crab) shall be 10.7% effective 1/1/08.
- The 10.7% allocation includes all directed and non-target harvest combined.
- The MSA sets requirements for the groups' BODs, creates a CDQ Panel, and establishes limits on non-fisheries investments (max of 20% of annual investments).
- Community development plans (and amendments), no longer represent the groups' application for quota, and are no longer required to be submitted to the State and NMFS.
- Establishes a decennial review (starting in 2012) to potentially revise allocations among the groups. MSA includes criteria by which to conduct the review, but CDQ Panel shall assign weighting of the criteria. A group's allocation could be reduced by a maximum of 10% every 10-year cycle.

State involvement/issues:

- The MSA requires the State of Alaska to conduct the decennial review by 1) evaluating the groups' performance based on the criteria, and then 2) making a determination as to whether each group's allocation will be revised as a result. The SOC assumes this role only if State law prevents the State from making the determination.
- On Jan. 19, 2007, NMFS received a determination from the State that the State does not have the legal authority to adjust CDQ allocations and thus cannot undertake the allocation adjustment responsibilities in the MSA.

Major issues/timeline:

- The Council & NMFS are developing regulatory amendment packages to respond to the MSA amendments. Four rulemaking packages are expected in 2007

Trawl Recency

Summary

- The Council is developing an amendment to remove unused (latent) fishing permits from the BSAI and GOA trawl fisheries. The concern is possible future re-entry into the groundfish fisheries by trawl permit holders who have not participated recently.
- Re-entry of latent permits could reduce average revenues and introduce inefficiencies for permit holders who have a history of participation and a dependence upon the respective groundfish trawl fisheries.

State Involvement/Concerns

- While too many permits is the concern over most of the BS and GOA, there is a concern that there are too few permits in the Aleutian Islands. Given the development of the groundfish fisheries at Adak, there may not be sufficient non-AFA trawl permits in the AI.
- The State waters groundfish fishery at Adak has been restricted to waters within 3-miles, and participants need access to federal waters during portions of the year when Pacific cod and other groundfish species are concentrated beyond the 3-mile limit.
- Options included in the amendment evaluate whether any of the proposed alternatives have a disproportionate effect on: (a) small vessels < 60 feet, or (b) permits with Alaskan ownership.

Major issues/timeline

- EA/RIR/IRFA for initial review in March/April, with final action possibly as early as June.
- Implementation could take place in 2008.
- Interaction with other Council actions relating to groundfish permits (LLPs) including the BS/AI Pacific cod split, and consideration of a program to remove latent licenses in the GOA will require management coordination that has the potential to delay implementation of this amendment.

BSAI Amendment 80

- Objective of this action is to reduce bycatch, minimize waste and improve utilization of fish resources

- Action would provide specific groundfish allocations to the H&G trawl CP sector (26 vessels) and allow the formation of cooperatives for the H&G trawl CP sector. Estimated implementation January 1, 2008.

- Allocation would include yellowfin sole, rock sole, flathead sole, Atka mackerel, and AI Pacific Ocean perch

- Action would increase the allocation to CDQ program to 10.7 percent for each directed fishery of the BSAI. Effective January 1, 2008. Halibut, sablefish, pollock, and crab are excluded.

- Action would increase halibut PSQ to CDQ program by 50 mt starting in year 3

- Action would result in overall halibut PSC savings of 150 mt annually after 4 years, in addition to a crab PSC (red king crab, snow crab, and Tanner crab) savings

- Action would create sideboards for H&G trawl sector vessels in GOA

BSAI Amendment 85

Summary:

- Action revised BSAI Pacific cod allocations to all gear sectors: hook-and-line (CP & CV); pot (CP & CV); jig; <60' longline/pot; trawl CV; non-AFA trawl CP; AFA trawl CP; and CDQ sector.
- Objective was to change allocations to better reflect actual historical use of the resource (i.e., account for roll-overs), considering social and community factors.
- Action incorporates recent amendments to the MSA pertaining to the CDQ Program (increase in CDQ allocation from 7.5% to 10.7% of the BSAI Pacific cod TAC).
- Action provides allocations to an overall sector; it does not convey allocations to individuals or cooperatives.
- Action also divides the halibut PSC allocated to the overall trawl Pacific cod sector among the trawl CV, AFA trawl CP, and non-AFA trawl CP sectors. Similarly, it divides the halibut PSC allocated to the overall hook-and-line Pacific cod sector among the hook-and-line CP and CV sectors.
- Action changes the seasonal allocations to the jig sector (increases the amount in the first trimester and reduces the amount in the third trimester).

State involvement:

- Other than having participated in the development and approval of the action through the Council process, there is no State role. This action pertains to the management of the Federal BSAI Pacific cod TAC.
- In 2006, the State initiated a State water AI Pacific cod fishery (equal to 3% of the BSAI Pacific cod ABC). The allocation to this fishery reduces the amount remaining for all gear sectors that fish cod in BSAI Federal waters.

Major issues/timeline:

- Council approved the action in April 2006.
- FMP amendment has been published in the Federal register; comment period ends February 5, 2007. Proposed rule should be published soon (with revised supporting analysis to be consistent with MSA amendments).
- If approved by the SOC, implementation expected for 2008 fisheries (in tandem with BSAI Amendment 80).

From: Jim Marcotte [mailto:jim_marcotte@fishgame.state.ak.us]
Sent: Tuesday, January 30, 2007 1:10 PM
To: Rep. Peggy Wilson
Cc: Rep. Paul Seaton; 'Tim M Barry'
Subject: *****SPAM***** Follow-up on Board of Fisheries presentation

Dear Representative Wilson,

One of the follow-up questions from the House Fisheries committee meeting yesterday was whether or not there is an opinion from the Department of Law regarding the imputed value of subsistence harvests in calculating potential "financial interest" when evaluating ethics act conflicts. I checked with Lance Nelson of the Department of Law yesterday and he indicated that there isn't a formal opinion on this. He added that he did not think the amount of harvest at an individual or household level that the amounts would constitute a "significant" level, which is similar to sport or hunting harvests. I hope that helps.

Thank you again for the opportunity to meet with the committee. Please let me know if there are additional questions.

Jim Marcotte
Executive Director, Board of Fisheries
465-6095

Charles Armand Piedra
619 West 11th St.
Juneau, Alaska 99801
907-463-3703
January 7, 2007

The Honorable Paul Seaton
State Capitol
Juneau, AK 99801

Dear Representative Seaton,

I am writing you to seek your help with the VMS requirements soon to be before the North Pacific Fishery Management Council. I am writing on behalf of myself and other small boat fishermen who will be negatively impacted by the VMS rules if some common sense changes are not made to the plan. I am an Alaska salmon power troll fisherman with a 40 foot wood vessel built in 1928. I have owned and operated my own vessel in the salmon fishery since 1970. I have never been issued a fisheries or boundary violation in all those years. I understand the VMS is being used to collect data and keep track of large vessels engaged in groundfish fisheries in the EEZ such as trawling and this is appropriate for these mega producers. These catcher ships that are also at-sea floating factories need to be monitored due to these vessels' size and potential to cause negative impacts to fish stocks and ocean ecosystems. Small vessel operators such as trollers do not have this kind of potential due to our size and fishing gear. We are small businessmen. We should not be burdened with the same equipment or rules as operators whose revenues exceed ours by 20-fold or more. To say it simply, in all aspects this is a David and Goliath issue.

Even with proposed federal grants small vessel owners will still be burdened with a lot of extra costs they can not afford each year. For instance, the electric system on my vessel, like a lot of other small fishermen's vessels, cannot handle one of these Skytracs systems and would need immediate expensive upgrade work before the VMS could even operate. Who will pay for this and how? The proposed federal grants don't even come close. We have heard an annual fee, estimated at this time to be around $450, will be levied. Another unaddressed problem with these rules is: Who is going to repair these systems in Alaska? Repair businesses for these systems currently do not exist in Southeast Alaska, and small fishermen cannot afford the time or cost of sending them out of the region for repair. Therefore, if these rules are put in place, and a fisherman's system breaks down, his season is over - period! Also, the research I have done shows the VMS units are like cell phones and would need to be replaced every four years at a cost of approximately $2,000! Many small fishermen simply cannot afford this extra cost.

In Southeast Alaska, small salmon boats are operated mostly in State waters and should not need the VMS at all. The Alaska Dept of Fish and Game has an excellent catch statistics reporting program in the salmon fisheries, and at present, harvest reports are collected daily from buyers. Salmon fisherman cannot hide anything from the government; we are already required by law to report our catch statistics, as are the buyers and processors. As for safety issues, all small documented vessels such as mine already carry a mandatory—and expensive—satellite EPIRB; a mandatory—and expensive—self-deploying canister life raft; and mandatory—and expensive—aerial signaling devices. If we are in distress, these safety devices enable the Coast Guard to locate us when we call in a mayday on our mandatory VHF radios, which are required to be on channel 16 at all times. And this is only a partial list of all the safety equipment and devices required now by the Coast Guard. This inventory of mandatory safety equipment is expensive to maintain and replace, and the costs increase every year. Adding a VMS requirement will, quite simply, put a number of small salmon fishermen out of business. Are we being unfairly prevented by Government agencies from making a living?

Perhaps the VMS could be used as an enforcement tool, making fisheries violators in smaller vessels install the VMS as part of the punishments they receive. But why should law-abiding business persons be saddled with a program like this? Why should the government violate the right of privacy of law-abiding citizens and small businesses? If the VMS is made mandatory, litigation is sure to follow.

Here are some examples of things that could be done with the VMS rules to make them fair for small operators. Exempt all AK licensed salmon trolling vessels, power and hand. Exempt all Federal Fisheries Permit holders who have less than 5000 Lbs of IFQ. Exempt all AK licensed salmon gillnet boats. Exempt all AK licensed salmon seine vessels. Exempt all AK licensed small fishing vessels fishing in state waters the definition of a small vessel being 64 feet or less overall. Exempt all IFQ fishermen who have less than 10,000 lbs of halibut or sablefish combined. Exempt all halibut IFQ fisherman who hold less than 5,000 lbs of halibut and fish in state waters. Exempt all AK licensed small vessel fishermen who live in rural Alaskan villages. Exempt all Alaska Native small boat fishermen with incomes less than the national poverty level.

If nothing else, the impacts of the proposed VMS requirements to small fishing operations need to be studied thoroughly and made public. I am requesting that you bring these issues before the Council and that all the members consider carefully the jobs and livelihoods you could destroy by prematurely imposing the costly burden of VMS on small operators who simply cannot afford it.

Sincerely,

Charles A Piedra

Charles A. Piedra

cc: Governor Palin
cc: Senator Kim Elton
cc: Senator Bert Stedman
cc: Albert Kookesh
cc: Representative Beth Kerttula
cc: Representative Bill Thomas Jr.
cc: Representative Gabrielle LeDoux
cc: Representative Paul Seaton
cc: Representative Peggy Wilson
cc: Representative Berta Gardner
cc: U.S. Senator Ted Stevens
cc: U.S. Senator Lisa Murkowski
cc: U.S. Congressman Don Young
cc: Commissioner Denby Lloyd
cc: Representative- Elect Andrea Doll

Charles Armand Piedra
619 West 11th St.
Juneau, Alaska 99801
907-463-3703
January 7, 2007

The Honorable Paul Seaton
State Capitol
Juneau Alaska 99801

Dear Representative Seaton,

Please find attached a letter and some information about the vessel monitoring system (VMS) and new regulations that may soon be put in place by the North Pacific Fisheries Management Council later this month. I am very concerned about the burden these regulations would impose on me and other small boat fishermen. I am asking you to study the proposed rules, and initiate appropriate action in the legislature to oppose the VMS requirements, at least for small vessels fishing mostly in state waters.

Sincerely, Charles R Piedra III

Charles Armand Piedra III

'Gators by the tail

Riled up Florida fishermen file suit over VMS requirement

By Hoyt Childers

Without a doubt, the irony was unintentional. But NOAA could hardly have picked a worse date — Dec. 7, Pearl Harbor Day — to saddle law-abiding reef fishermen with vessel monitoring systems, which many of them regard as the maritime equivalent of an electronic ankle bracelet.

Satellite tracking of reef fish vessels, would allow government to look over their shoulders 24-7 in an alarming new way on the 65th anniversary of the attack that threw their parents and grandparents into an epic fight for freedom.

"This is the camel's nose coming into the tent," says Hernando Beach, Fla., reef fisherman Dan Carlson, a combat veteran who flew helicopters in Vietnam.

"I worked for the government for 28 years," Carlson says. "I suspect that what they want to do is drive small operators out of business."

Such opinions are common among Gulf of Mexico fishermen and have precipitated a court challenge to the VMS requirement.

The challenge appears to have had an effect already. A source familiar with the case says NOAA is considering a VMS delay, perhaps until mid-January. NMFS officials say the VMS law is to monitor compliance in closed and protected areas and to "track and prosecute violations."

Probably no issue has so riled so many fishermen here since the Florida net ban conflict in 1994.

"It's the whole Big Brother thing," says Lee Starling, a Key West fisherman. "They are overextending their jurisdiction."

Whether Gulf of Mexico vessel monitoring is in fact an overextension of federal authority will be decided in court. Will Ward, owner of Captain's Finest Seafood in St. Petersburg and spokesman for the Gulf Fishermen's Association, says the association is challenging the vessel monitoring law on privacy grounds, among others.

"There's myriad of reasons we feel like they've violated constitutional law," Ward says.

St. Petersburg attorney Mike Mastry filed the lawsuit in federal court in Tampa on Oct. 23.

Mastry says there are unique elements of this case that favor the plaintiffs even though other fisheries, such as Northeast scallops, already have mandatory VMS, but he didn't want to tip his hand too soon.

"I'm glad we've been chosen to take up the fight for them," he says.

Ward emphasizes that he didn't really want to go to court but that the vessel monitoring law has backed fishermen into a corner.

"They've singled out the commercial fishing industry," he says. "We felt like we had no other avenue to pursue than litigation."

Fishermen are unified on this issue, he says. "Longline, hook and line, divers, small-, large-scale, they are outraged."

Just down the coast from St. Pete is another major reef fish port, the historic fishing village of Cortez. Cortez survived the Florida net ban largely because Walter Bell, president of A.P. Bell Fish Co., had the foresight to establish a viable longline fleet. Now, virtually every vessel in port, longliners and bandit boats alike, will have to have a VMS onboard.

Richard Wattes, captain of the F/V Rachel J. Belle, the fleet flagship, doesn't necessarily oppose tracking repeat offenders, but like Ward, doesn't feel it's fair to penalize fishermen who have clean records.

"I've never done anything," he says. "It doesn't seem right that they want to track somebody who's never been in trouble. You almost need an attorney on the boat with you."

Ward says he hopes the lawsuit will force some common sense into the law.

"Gulf Fishermen's position supports VMS for a proven history of violations," he says. "My hope is that we can bring this back to NMFS and bring this back to the drawing board. I want to work with law enforcement and find a solution. We want illegal fishing activity to stop."

As of Nov. 1, NMFS had approved only two systems, the Thrane & Thrane Gold TT-3026D and the Boatracs FMCT-GPS, for the vessel monitoring program. According to NMFS, purchase and installation of the Boatracs unit should cost $3,495, and $3,800 for the Thrane & Thrane.

For small operators and part-time fishermen, especially, the upfront cost of the monitoring system is a major burden.

NOAA is providing $3.25 million in federal grants to reimburse fishermen for purchase and installation costs, but fishermen have to apply for the money. The maximum grant will be $3,095, the purchase cost of the Boatracs FMCT-GPS, the least expensive of the two options.

But the same funding also is earmarked for reimbursement of VMS costs in other fisheries — such as Pacific groundfish — that NMFS expects to





The Sea Fox, dockside at Madeira Beach, is one of many Florida reef boats that was slated to carry VMS.

Rando had outgrown the canal and relocated to Bayou Bienvenue a few years before the storm. "I was gettin' too old for that lake, man. It beats the hell out of you," says Rando, who'd traded his shrimp trawl, which is required in the deeper waters of the lake, for a set of skimmer nets. "Skimmin' you're always in calm water," he says. "It's a lot easier on the body there."

To slip under a walkway that crossed the mouth of the 17th Street Canal, larger Bucktown boats, like Rando's 32-footer, are rigged with distinctive collapsible booms that the fishermen call mousetraps, "because if they ever come down on you, that's what you'd look like — a mouse in a trap," Rando explains. With unwieldy skimmer nets, however, there's no way of passing under that walkway, so Rando, whose father and grandfather worked the lake from Bucktown, made the emotional decision to give up his slip on the canal.

> **"The levees broke and everything went to hell there."**
>
> —Stanley (Bubba) Rando
>
> FOUND HIS BOAT IN TREES AT BAYOU BIENVENUE

Counting his boat, those of several other Bucktowners who'd converted to skimming for the August white shrimp season, plus those who were running from Katrina, at least a dozen skiffs from Bucktown rode out the storm at Bayou Bienvenue.

Moving to the east put them closer to the eye of the storm, but with a floodgate across the bayou, the location had proven to be a safe harbor in the past. "A bunch o' times, a bunch o' people have run down there from storms," Rando says. "They figured they'd be safe, because when they close the gates the water quits comin' up in there, or comes up real, real slow.

"But nobody knew it was gonna come like that. The levees broke and everything went to hell there. They had boats scattered every which way you can think of.

"Petsey Bordes' boat was upside down — with the riggin' stuck down in the mud, the boat was suspended over top o' the marsh.

"I had to go get mine out o' the trees," Rando says. "It was an ordeal.

"We didn't know where it was for six weeks. Finally, one o' my partners with the Wildlife, he was flyin' in a helicopter with the Homeland Security people. They saw my boat and told me where it was. I got lucky there.

"It was about a mile and a half or so from where I tied it up, up in the trees about a hundred yards from the nearest water. It took me five months to get it out o' there.

"It had a hole in it where it settled down on a tree stump when the water left. The boat didn't sink, it happened when the water left out, so I didn't get no water in the boat. The motor's all good.

"Me and one of my brothers went back there and jacked it up, got it off the ground. We stripped all the runnin' gear off and screwed a patch on the bottom so it'd float.

Sidelined by the storm, Rando has been working as an electrician. Weekends find him back at Bayou Bienvenue, getting his boat ready.

"Everything I've been wantin' to do for the last couple years, I'm doin' it now," he says. "I put a new cabin on it, fixed the bottom, put new ice holds in it."

Nobody's boat at Bayou Bienvenue escaped unscathed — the single boat that didn't break free from its moorings was punctured by a piling when the water receded. "Eight or 10 of us sunk," Rando says. "We took a beatin' in that place there." Still, every boat but one was salvageable.

Most of the boats in Bucktown were lost.

The 17th Street Canal opens into the lake from the south, and its mouth is unprotected. The skiffs are tied with their sterns to the bank, and they take a beating when any north breeze pushes a chop across the lake and funnels it into the canal. So when Katrina passed to the east and sent hurricane-force northerly wind into the canal, the dozen or so boats in there broke loose and piled up on a highway bridge that crossed the canal. If that didn't destroy them, they met their fates a few days later when the corps brought in the cranes.

"They were grabbin' everything in sight," says James Kenmure Jr., whose 36-footer landed on top of the heap. "It was out of the water, on top of the bridge and on top of all the trash on the bridge. But there were no holes in it. The cops came and says, 'You gotta get off that boat.' But I told 'em, 'You'll have to kill me.'

"It ain't much of a boat, but it's my boat," says Kenmure, who'd been living aboard his 36-footer, though he rode out the storm shoreside. "They worked around it. I lost the cabin, the steering, but all I know is it floats! I was tickled to death with that."



By the opening day of the August white shrimp season, which fell eight days shy of Katrina's anniversary, Kenmure's boat wasn't yet ready to go to work. Still, he was down at the Bonnabel boat launch, offering moral support to the few fishermen who were going out to test the lake.

As the fishermen iced down drinks and lunches, no one said he expected the shrimp to be as thick as they were the previous year when, after Katrina, the five or so boats that were still fishable loaded up like Bubba Gump. Unfortunately, they were unable to capitalize on the abundance.

"After the storm, they had all the shrimp in the world, but no factories," Anderson recalls. "They were loadin' up their pickups with shrimp, but there was nothin' to do with 'em."

Bonnabel is a public launch, owned by Jefferson Parish. For the sake of the 15 or so Bucktowners who are back in action, the parish put a six-month suspension on an ordinance that normally prohibits mooring overnight at the facility.

"So that helps us where they can still fish out there and have a good local place for the fishing fleet to park," Russell Boudreaux explains.

Boudreaux, a Bucktown firefighter and fisherman, is the prime mover behind an effort to reinvigorate an earlier push to create a permanent harbor for the Bucktown fleet. In the aftermath of Katrina, with federal funds flowing, he just might pull it off.

In the 1970s, Bucktown fishermen convinced the parish council to build them a marina. Though a fine breakwater was built across the mouth of a cove, immediately to the west of the 17th Street Canal, the project lost momentum when it came time to deepen the new harbor.

"The dredging costs were prohibitive," Boudreaux says. "Then, about 10 or 12 years ago, they got the Coast Guard to build their facility there, and that way they got them to pick up the dredging cost, which was several million dollars.

"It's just a vacant harbor right now, so I figure if you've got local fishermen that need a place to tie, and it was originally built and designed and permitted for those same people that need a place, it's only common sense to me that that's where they should go.

With the help of Louisiana State University fisheries agent Mark Schexnayder, Boudreaux is working to secure funds from the federal rebuilding effort to build 24 new slips in the harbor, "and maybe, with the parish's help, to get an additional 10 slips for some of the fellows who have outgrown the canal with their larger boats — the 40-footers and such.

"They were members of our Bucktown fleet, and they're very interested in getting in there." Boudreaux, who says he was "brought to Bucktown from the hospital," describes himself as a bulldozer, "tryin' to push all the right people into doin' the right thing."

In addition to offering the fleet even better protection than it had in the 17th Street Canal, Boudreaux predicts the commercial marina "will bring some character, having those shrimp boats back in Bucktown.

"If we get the community to stand back up and have our fishing fleet, it'll maintain our culture and heritage." NF

Commercial fisherman Robert Fritchey is author of "Wetland Riders." He lives in Golden Meadow, La.

UNIQUE BODY OF SALTWATER

More than 600 square miles in area, Lake Pontchartrain is the nation's second largest inland saltwater lake. Unlike the largest — Utah's Great Salt Lake — Lake Pontchartrain is an estuary that communicates with the Gulf of Mexico.

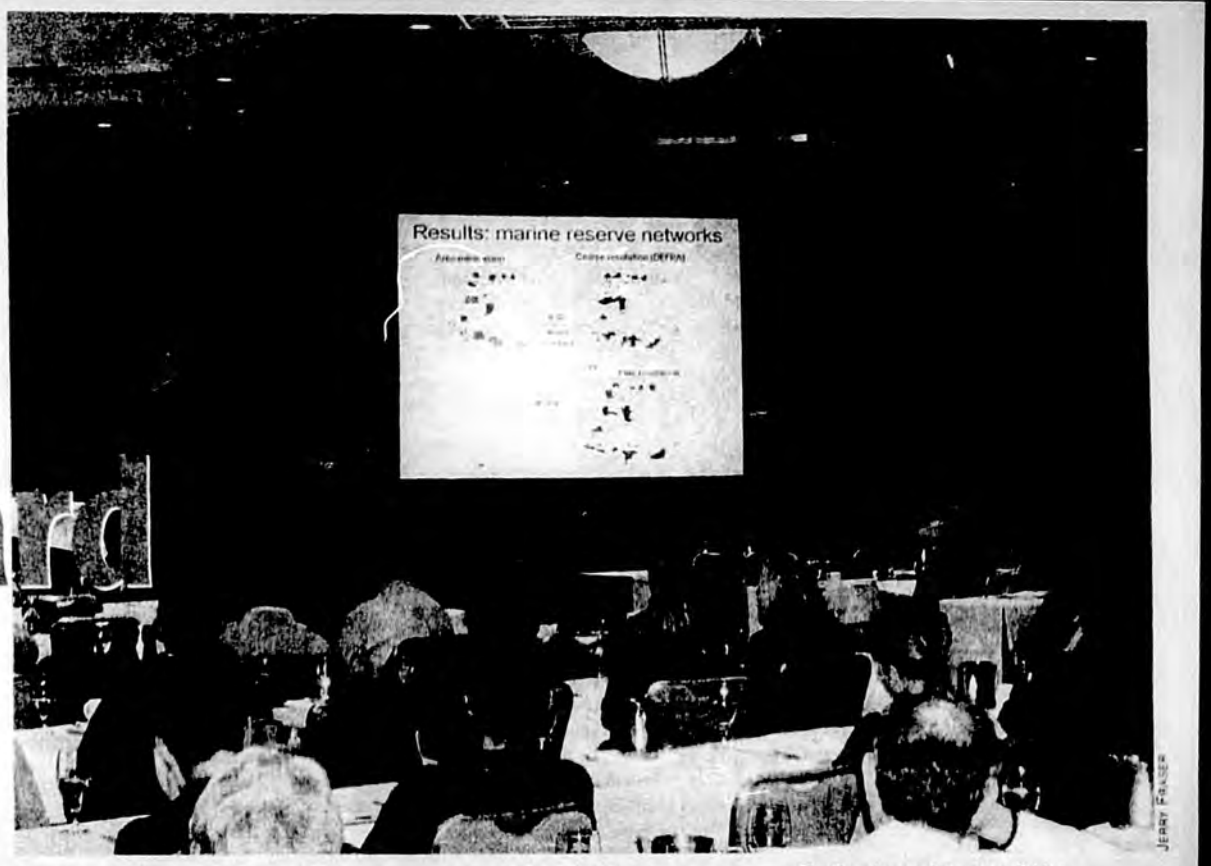
Tidal waters from Lake Borgne are injected into the lake via Chef Menteur Pass and the Rigolets Strait, at the lake's eastern end. These salty waters render the lake brackish enough to support an abundance of seafood species that includes blue crabs, brown and white shrimp, and a variety of marine finfish.

According to NMFS, which pooled shrimp landings from Pontchartrain and Borgne, those waters yielded an average 760,970 pounds of shrimp annually from 1956 through 2000. Brown shrimp averaged 520,960 pounds, and white shrimp 240,010 pounds. — R.F.

Charting the way forward

Fishermen take part in a Boston symposium on fishing and ecosystem conservation

By Linc Bedrosian



JERRY FRASER

The five-day conference on fishing technology in the 21st century drew upward of 250 scientists from 38 countries.

It is appropriate that Boston hosted the International Council for the Exploration of the Sea's 2006 symposium. After all, the Bay State has a cape named for its abundance of codfish, a species that for some 400 years has symbolized the region's fishing industry.

If cod's abundance energized New England's early economies, its current scarcity symbolizes the tough times the region's groundfish industry is experiencing now. And so with an eye toward preserving a fishing future — here and throughout the world — an international field of marine scientists, gear technology experts and fishermen gathered in a large ballroom at the Seaport Hotel. The five-day symposium was dedicated to fishing technology in the 21st century and finding ways to integrate fishing and ecosystem conservation.

For the first four days, the symposium's varied presentations examined biological and socioeconomic issues relating to bycatch, discards, fishing gear impact on sensitive habitats, and the performance of fishing gear used in fisheries surveys. On the last day, the symposium focused on the fishermen's role, seeking their input on collaborative research projects and on socioeconomic and other effects that science and management measures have on harvesters and other stakeholders.

The stakeholder forum sought to answer the question, "Where do we go from here?" A four-member panel and moderator Jerry Fraser of *National Fisherman* faced the challenge of inspiring dialogue among leaders from the fishing industry, academia, science and conservation organizations.

One of the forum's goals was building stronger relationships between fishermen and scientists in order to incorporate fishermen's knowledge into stock assessments and management planning, especially through cooperative research projects, such as resource surveys, gear modification studies, mapping of critical fish habitat, tagging and migration studies, among other projects.



New Englanders Frank Mirarchi (left) and Carl Bouchard, both draggermen, took part in discussions with scientists.

LINC BEDROSIAN

In the United States, stock surveys can create tension between harvesters, scientists and regulators. Fisheries management requirements often clash with fishermen's need to pursue their livelihood.

Several years ago in New England, for example, groundfish stock surveys led to harsh restrictions. Groundfish fishermen, correctly, as it turns out, asserted that the surveys had been flawed by improperly rigged gear. Fishermen later worked with NMFS researchers to rectify the survey sampling problem.

The affair, now known as "Trawlgate," is just one that panelist Paul Howard has seen in his 10 years as the New England council's executive director. Howard advocates increasing cooperative research projects that let regulators take advantage of fishermen's experience and knowledge. Cooperative research funding in New England yields valuable data collection, Howard noted. For example, the use of electronic logbooks provides "real-time data with great discard information," he said. "The more comprehensive and complete the data is, the more buy-in we'll get from fishermen and managers."

Getting fishermen to buy into the management process is critical, agreed panelist Michael Andersen, an assessment biologist with the Danish Fishermen's Association. Today, Andersen works more as a liaison between fishermen and scientists.

If regulators and scientists want fishermen to buy into survey data, they must recognize that harvesters are trying to earn a living, he says. "Fishing is done for money. Therefore, sometimes when scientists approach fishermen, it's difficult for fishermen to accept reduction in catch."

Fishermen will make necessary sacrifices to promote sustainable fishing, he said, if their losses can be made up elsewhere. "We're not just discussing protection of environment. We're also affecting fishermen, their towns, their livelihood."

Panelist Paul Starr, an international consultant and fisheries scientist, splits his time working in Canada and New Zealand. Starr told the audience that in New Zealand, stock assessment data comes from fishermen and observers.

"They don't make a distinction between sources," he explained. "The fishermen's data is just as valid."

Moreover, Starr said, in New Zealand and Canada, the fishing industry pays for data collection. "Essentially, you've got to do it yourself," he says. "What happens is that government doesn't necessarily have that priority." New Zealand fishermen fund data collection through the country's individual transferable quota system.

Covering data collection costs also ends fears of fisheries management agencies not having enough money to conduct surveys. Starr said one stakeholder group he works with realizes that "unless they volunteer to collect information, they won't be there down the road."

In the afternoon, participants discussed how management tools and gear development might promote a better balance between conservation concerns and fishing industry needs. Can fishing gear be too efficient?

The more efficient, the better, said Andersen, who believes that such gear will promote responsible fishing.

"You can have less impact by being more efficient. We need to make gear more efficient, not less," he says. "One of the good ways to reduce impact on the environment is to have more efficient fishing gear."

bring into the VMS fold early in 2007. Fishermen should apply as soon as possible, says Kim Amendola, spokeswoman for the NMFS Southeastern Science Center.

"In January or February they will just be in competition with other fishermen," she says. "We're waiting to see if Congress will earmark any more money."

The cost equation is further complicated by the fact that many smaller Gulf of Mexico vessels don't have electrical systems that can handle the additional amperage and will need expensive upgrades, says Leeville, La., snapper fisherman Wayne Werner.

"These VMS systems are not designed to go on small boats," he says. "It's going to be tough for them."

One fisherman with such a problem is Starling in Key West. His 39-foot Antares, the last of the Key West No. 1 wooden hulls, still has the original Gray-marine diesel, and his electrical system just isn't up to the task.

"I'm going to have to put a different battery system in," Starling says.

Besides the initial expense, fishermen have to pay annual fees for monitoring communications expenses that should cost $480 for the Thrane & Thrane and $660 for the Boatracs unit, according to NMFS.

Gulf fishermen also have been concerned that the increased frequency of VMS transmissions could exponentially raise their annual VMS service-provider costs as vessels fish — or simply navigate near — closed areas.

"In Stock Island, when you pull out, you're right next to the [Florida Keys National Marine] Sanctuary," Starling says.

But Beverly Lambert, Southeast VMS program manager with NOAA law enforcement, says the agency would cover the costs of transmissions that are more frequent than once per hour.

"Those extra polling reports will be reimbursed by NOAA," she says, adding that the transaction would be between NOAA and the service provider.

There is also a hassle factor.

The VMS must operate on any permitted reef fish vessel 24 hours a day, seven days a week, regardless of whether the vessel is fishing in the Gulf of Mexico. Before each trip, vessel operators have to notify NMFS — via either phone or an onboard VMS terminal — what they will be fishing for and what gear they will use.

For fishermen in Key West, this issue is particularly irksome. When Starling leaves port, he can run west into the Gulf or east into the Atlantic. Either way, he has to keep the system operating, even though the South Atlantic Fishery Management Council shot down a VMS component to its marine protected area Amendment 14.

"The thing about it is, what if I'm fishing in the South Atlantic?" Starling asks. "They don't understand our fishery. They've got no business in the South Atlantic."

And finally, fishermen just don't trust the government to keep a database of their hot spots secure, or in fact not to use it against them in the future, Starling says.

"Their goal is to double the sanctuary size," he says. "They will end up using that information to find out where we're fishing; they'll take the best."

Carlson agrees.

"Somebody knows what's going on," he says. "I know they're releasing our information. This is going to be information they can use."

And Waites worries that he'll see his fishing spots for sale on the Internet in a few years.

An official NOAA publication states that "computers and monitors showing vessel location data are maintained in secure rooms, and access to these rooms is restricted to authorized personnel," but this does little to reassure fishermen, who routinely hear that some other government database containing private citizen information — such as VA medical records — has been compromised.

It does little to reassure fishermen who have seen state and federal management consistently erode their livelihoods and way of life over the past decade.

They survived gillnet bans in Texas, Louisiana and Florida, longline closures on both coasts and two years of devastating hurricanes only to learn that the government that seems powerless to help after natural disaster has the wherewithal to track their every movement as if they were common criminals.

The VMS law has struck a nerve, and it reveals another Florida gulf — one between fisheries and managers.

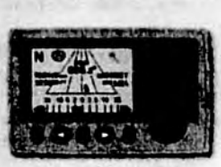
"They're just trying to drive people out," Carlson reiterates. NF

Hoyt Childers is National Fisherman's Gulf/South Atlantic bureau chief.

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North Pacific Fishery Management Council

Major Issues Summary

BSAI Crab Rationalization
Gulf of Alaska Groundfish Rationalization
Salmon Bycatch
Essential Fish Habitat/Bering Sea Habitat Conservation
Alaska Marine Ecosystem Forum
Aleutian Islands Ecosystem Plan
Arctic Ocean Fishery Management Plan
Crab Overfishing Definitions
Steller Sea Lion Protection Measures
Community Development Quota Program
Trawl Recency
BSAI Amendment 80
BSAI Amendment 85

BSAI Crab Rationalization

Issues

1) tracking consolidation with potential revision to vessel use caps
2) MSA reauthorization included a provision exempting custom processing in the North region (Pribilofs) from processing share use caps to improve efficiency in processing
3) Council is considering a similar amendment exempting custom processing in the Western Aleutians from processing share use caps
4) 18 month review
    a. examining arbitration and 90/10 A share/B share split
    b. potential application of 90/10 A share/B share split to "C" shares

Must coordinate with state, if any category 2 or 3 revisions are suggested (biggest issue highlighted by industry is late TAC announcement)

5) Three year review will examine program comprehensively

6) Dispute over potential exemption from St George landing requirement

Gulf of Alaska Groundfish Rationalization

- On hold pending assessment of Magnuson-Stevens Act provisions and State of Alaska (Governor) request
- Primary Alternatives include:
  1. limited access (jig sector only)
  2. cooperative/limited access (with no processor component, jig only)
  3. IFQ (low producing vessels only)
  4. IFQ/cooperative with limited processor entry
  5. IFQ/cooperative with processor associations
  6. IFQ with harvest share allocation to processors
  7. Cooperative/limited access with processor associations
- Council is pursuing interim measures

  1) Pacific cod sector split – interaction with State waters fisheries must be considered in deciding appropriate allocations

  2) LLP revisions in the Gulf – potentially removes latent LLPs and revises endorsement structure – Council has yet to specify alternatives and options

Review of Sideboards

The Council is undertaking a comprehensive review of all GOA sideboards in all programs (AFA/Amendment 80/CGOA rockfish/crab rationalization) to ensure they are neither overly restrictive nor ineffective

Salmon Bycatch

Summary:

- Record amounts of bycatch of chum and Chinook salmon in BSAI pollock trawl fisheries since 2003: >700,000 chum salmon in 2005, >80,000 Chinook salmon in 2006
- Chinook bycatch likely to have high % of WAK stocks, chum likely to have some % of WAK stocks but larger proportion are Asian origin
- Overall reason for increased bycatch unknown but likely some combination of increase in salmon abundance and possible changes in fishing practices due to regulatory closure configurations
- Council actions seek to craft innovative management measures that are more flexible to changing environmental conditions than fixed regulatory closures and are responses to changes in salmon abundance

State involvement:

- No formal State involvement outside of Council process.

Major Issues and timeline:

- Series of management actions by the Council:
- Amendment 84 approved to exempt pollock fleet from regulatory closures pending participation in a voluntary rolling hotspot (VRHS) system
- VRHS system: Vessels with high bycatch rates are subject to weekly closures (ranging 4-7 days) with financial penalties imposed for non-compliance.
- Formal implementation by the end of 2007 (currently EFP).
- Additional management measures under consideration include new closures and biomass-based caps
- Alternatives for new closures and caps being refined for analysis in February/April 2007 with analysis anticipated for 2007
- Alternatives and analysis for individual bycatch quotas (IBQs) in 2008/2009.
- Workshop at SSC on salmon bycatch in April 2007. Focus on salmon bycatch patterns, fleet behavior in response to VRHS closures and genetic information on salmon stock of origin

Essential Fish Habitat- Bering Sea Habitat Conservation

Summary

- The North Pacific Council and NMFS closed several areas in the Gulf of Alaska and 95% of the Aleutian Islands area to protect benthic habitat in 2005.

State Involvement

- The state is expected to pass mirror regulations for the AI and state managed fisheries in March 2006.
- State involvement may also include passing mirror regulations for non pelagic trawl gear in state waters in Western Alaska to provide subsistence buffer zones for communities.

Major Issues/Timeline

- Bering Sea Habitat protection is currently being evaluated.
- The Bering Sea evaluation is two fold:
    - Focus on gear modification for the flatfish trawl fleet to reduce bottom contact .
    - Analyzing methods for potential northward expansion of the bottom trawl fishery.
- Time line for the initial analysis is April 2007, with possible Council decision in June.
- Additional action could occur through HAPC initiatives.

Charter Halibut

Summary:

Management issue since 1993 when commercial longliners raised concerns about growth trends in the charter fisheries in Southeast and Southcentral Alaska. The Council considered a number of management strategies to limit growth (including limited entry, quota share program, and guideline harvest levels) with three stakeholder committees. Area 2C and 3A Guideline Harvest Levels, 1.432 M lb and 3.65 M lb were implemented in 2004. The GHLs have been exceeded every year, by increasing percentages; in 2006, the Area 2C and 3A GHLs were exceeded by >40% and 8%, respectively. The Council recommended a 5-fish annual limit for Area 2C charter fishery, along with an ADF&G emergency order to prohibit retention of charter fish by crew. The Council rescinded its action due to high implementation costs. The Council is considering short and long term solutions to limit charter harvests.

State involvement

- The Council relies exclusively on Alaska Department of Fish and Game Sportfish Division to provide data to analyze the effects of proposals to limit charter halibut harvests. Staff also advises the Council and its stakeholder committees.
- ADF&G Commissioner enacted an emergency order to limit harvests by skippers and crew on charter boats in Area 2C in 2006. The Council encouraged ADF&G to act again in 2007.
- ADF&G staff has drafted Congressional legislation to amend the North Pacific Halibut Act to allow the councils to delegate limited authority for managing sport halibut to the states. The Council would analyze biological, social, and economic effects of such delegation to the State of Alaska, if Congressional legislation is enacted.
- ADF&G staff has drafted state legislation to allow sharing of State data with Federal enforcement agencies. State action is required to implement the charter halibut limited entry program.
- ADF&G staff has drafted state legislation for a limited entry program for charter operators.

Charter Halibut (continued)

Timeline:

- The Council is scheduled for review and action in February and April 2007, respectively, to limit entry into the charter halibut fisheries in Southcentral and Southeast Alaska using December 9, 2005 as the last date of participation. The proposed program would provide licenses to Gulf of Alaska coastal communities. The earliest implementation could occur is 2009.
- The Council is scheduled for review and action in April and June 2007, respectively, to limit harvests in the charter halibut fisheries in Southcentral and Southeast Alaska because of over runs of 8% and >40%, respectively. Proposed measures include: 1) 1 trip per vessel per day; 2) no retention of halibut catch by skippers and crew; 3) annual catch limits of 4 or 5 halibut; 4) 1 fish bag limit for June, July, August, or entire season; 5) trophy size limit for second fish between 45 to 60 inches; 6) season closure date of August 15, August 31, or September 15; 7) day of the week closure (pick a specific day); and/or 8) minimum size limit of 32 inches. The earliest implementation could occur is 2008.
- The Council, through its stakeholder committee, is developing options for a share-based program, either client-days or quota shares, with which to manage the fisheries for the long term. The proposed program could include options to increase charter sector harvest with compensation to the commercial sector, increase fishing opportunity to recreational anglers as demand grows, opportunity for charter sector growth in areas that are currently underdeveloped, and maintain stability in coastal communities. This could allow the State to hold commercial QS/IFQ and transfer the poundage/percentage to the charter sector, when needed to meet demand. No timeline has been set.
- The IPHC, in January, approved a one-fish bag limit for 2007 (June 15-June 30 in Area 3A and June 15-July 30 in Area 2C). There is considerable controversy over this action.

Alaska Marine Ecosystem Forum

- The Council has collaborated with 4 State agencies and 10 Federal agencies to create the Alaska Marine Ecosystem Forum (AMEF)
- A Memorandum of Understanding was signed in September 2006
- Purpose: to improve coordination and cooperative understanding between Federal and State agencies on issues of shared responsibilities related to the marine ecosystems off Alaska's coast
    - increase awareness among member agencies of salient regional issues, existing or potential user conflicts, and relevant ecosystem developments
    - achieve efficiencies by sharing information regarding ecosystem efforts and goals, and by reducing or removing duplicative ecosystem efforts
    - ensure that activities undertaken or contemplated by member agencies are complementary where possible and achieve effective results for ecosystem sustainability and utilization
- The AMEF does not have independent jurisdiction or authority and does not regulate any activity
- Initial focus of the AMEF: the Aleutian Islands marine ecosystem
- Intent is to meet 1-2 times per year
    - first meeting was in September 2006, next proposed for March 2007

Aleutian Islands Fishery Ecosystem Plan

- The Council is developing a fishery ecosystem plan (FEP) for the Aleutian Islands
- The FEP is a policy and scientific document that will help decisionmakers to understand the ecosystem context of fishery actions
- The FEP takes into account all fisheries occurring in the Aleutian Islands, including State fisheries
- Final action for the FEP is scheduled for June 2007

Arctic Ocean Fishery Management Plan Initiative

- The Council is considering options for management of fishery resources in the Chukchi and Beaufort Seas
- There is currently no policy statement or federal management to address commercial fishing in the Arctic EEZ
- Ocean warming trends and receding ice conditions may create potential fishery development
- Three existing FMPs partly cover the region: Salmon, Scallop and Crab
- The Council plans to develop a policy and options for Arctic fishery management with one option being to close Arctic EEZ waters to commercial fishing

Currently the only commercial fishery in EEZ waters in the Arctic is a small State-managed crab fishery near Kotzebue. Under the Magnuson-Stevens Act, the State may manage EEZ fisheries in the absence of a Federal FMP. Under current State statutes, all fishing in any waters of the State or the EEZ is prohibited unless specifically authorized by statute or regulation (AS 16.05.920(a)). Thus, all fisheries in Arctic waters of the State and the adjacent EEZ not currently authorized under existing regulations are closed under this statute.

Crab Overfishing Definitions

Summary:

- Analysis of revised status determination criteria for BSAI Crab stocks
- State/Federal management of crab fisheries (overfishing definitions are under Federal measures)

State involvement:

- Analysis will be provided to the Board of Fisheries (BOF)
- Implementation of new overfishing levels for crab stocks may result in the BOF choosing to modify harvest strategies for many stocks
- Rebuilding plans for snow crab, St. Matthew blue king crab and Tanner crab may need to be revised through Council and BOF process

Major issues/timeline:

- EA/RIR/IRFA for initial review in February, final action possibly in June 2007
- Implementation likely for 2008 fisheries
- Scheduling of BOF consultation not yet determined
- Short-term harvests of some stocks (snow crab, Bristol Bay red king crab, EBS Tanner crab) may be constrained

Steller Sea Lion Protection Measures

Summary

- listed as endangered (western population) or threatened (eastern population) under the Endangered Species Act

State Involvement

- The Council and NMFS have imposed a complex suite of regulations in the pollock, cod, and Atka mackerel fisheries to protect SSLs. These regulations are mirrored in State statutes in "parallel fisheries". Some "State water" fisheries, however, do not mirror all SSL protection measures, but to date these State water fisheries are considered by NMFS to have negligible impacts on SSLs.
- The State has recently considered proposals to modify pollock and cod fisheries in State waters. The principal concern over changes in existing State cod and pollock fisheries is whether additional SSL protection measures may have to be taken in Federal fisheries to compensate for the impacts of the State fisheries on SSLs. The Council and BOF have worked through these issues in a Joint Protocol Committee, and recently new cod and pollock fisheries have been established in State waters in the Aleutian Islands.[1]
- Currently the BOF is considering changes in the western GOA cod fisheries in State waters. The Council and NMFS may ask the BOF to delay action to examine potential impacts of these changes on SSLs and on Federal fisheries.
- BOF action could trigger formal Section 7 consultation

[1] For 2006 & 2007, new parallel fishery was approved for P. cod west of 170° in AI based on 3% of Federal BSAI TAC. Effective beginning in 2007, new State waters fishery for pollock was approved between 174° and 178° in AI at 3,000 mt (reduced in 2007 by 3,000 mt as approved in the Federal EFP) under different regs than the Federal AI pollock fishery.

Steller Sea Lion Protection Measures (continued)

Major Issues/Timeline

- The Council and NMFS are currently part of a new Section 7 consultation under the Endangered Species Act. The State's "parallel" cod and pollock fisheries are part of this process; State water fisheries are not. The focus of this consultation is on the Council's Fishery Management Plans and whether current fishery management in the EEZ comports with new information on Steller sea lions.
- It is hoped by industry that the consultation will lead to a Biological Opinion that relaxes some SSL protection measures, but it is not likely that there will be appreciable changes in the existing SSL protection measures until scientific studies can more clearly demonstrate the role of fisheries in the past SSL decline. This process should be completed in early 2008 – with any allowed regulation changes in effect for 2009.

Community Development Quota Program

Summary:

- Recent amendments to the Magnuson-Stevens Act (through the Coast Guard and Maritime Transp. Act of 2006 and reauthorization of the MSA in 2007) changed the allocation process, fisheries management, oversight aspects, and in some cases, the allocations to, the CDQ Program.
- Percentage allocations among the groups were fixed at percentages in place on March 1, 2006 (unless revised through decennial review process)
- The allocation to the CDQ Program for any *directed* fishery in the BSAI (except halibut, sablefish, pollock, and crab) shall be 10.7% effective 1/1/08.
- The 10.7% allocation includes all directed and non-target harvest combined.
- The MSA sets requirements for the groups' BODs, creates a CDQ Panel, and establishes limits on non-fisheries investments (max of 20% of annual investments).
- Community development plans (and amendments), no longer represent the groups' application for quota, and are no longer required to be submitted to the State and NMFS.
- Establishes a decennial review (starting in 2012) to potentially revise allocations among the groups. MSA includes criteria by which to conduct the review, but CDQ Panel shall assign weighting of the criteria. A group's allocation could be reduced by a maximum of 10% every 10-year cycle.

State involvement/issues:

- The MSA requires the State of Alaska to conduct the decennial review by 1) evaluating the groups' performance based on the criteria, and then 2) making a determination as to whether each group's allocation will be revised as a result. The SOC assumes this role only if State law prevents the State from making the determination.
- On Jan. 19, 2007, NMFS received a determination from the State that the State does not have the legal authority to adjust CDQ allocations and thus cannot undertake the allocation adjustment responsibilities in the MSA.

Major issues/timeline:

- The Council & NMFS are developing regulatory amendment packages to respond to the MSA amendments. Four rulemaking packages are expected in 2007

Trawl Recency

Summary

- The Council is developing an amendment to remove unused (latent) fishing permits from the BSAI and GOA trawl fisheries. The concern is possible future re-entry into the groundfish fisheries by trawl permit holders who have not participated recently.
- Re-entry of latent permits could reduce average revenues and introduce inefficiencies for permit holders who have a history of participation and a dependence upon the respective groundfish trawl fisheries.

State Involvement/Concerns

- While too many permits is the concern over most of the BS and GOA, there is a concern that there are too few permits in the Aleutian Islands. Given the development of the groundfish fisheries at Adak, there may not be sufficient non-AFA trawl permits in the AI.
- The State waters groundfish fishery at Adak has been restricted to waters within 3-miles, and participants need access to federal waters during portions of the year when Pacific cod and other groundfish species are concentrated beyond the 3-mile limit.
- Options included in the amendment evaluate whether any of the proposed alternatives have a disproportionate effect on: (a) small vessels < 60 feet, or (b) permits with Alaskan ownership.

Major issues/timeline

- EA/RIR/IRFA for initial review in March/April, with final action possibly as early as June.
- Implementation could take place in 2008.
- Interaction with other Council actions relating to groundfish permits (LLPs) including the BS/AI Pacific cod split, and consideration of a program to remove latent licenses in the GOA will require management coordination that has the potential to delay implementation of this amendment.

BSAI Amendment 80

- Objective of this action is to reduce bycatch, minimize waste and improve utilization of fish resources
- Action would provide specific groundfish allocations to the H&G trawl CP sector (26 vessels) and allow the formation of cooperatives for the H&G trawl CP sector. Estimated implementation January 1, 2008.
- Allocation would include yellowfin sole, rock sole, flathead sole, Atka mackerel, and AI Pacific Ocean perch
- Action would increase the allocation to CDQ program to 10.7 percent for each directed fishery of the BSAI. Effective January 1, 2008. Halibut, sablefish, pollock, and crab are excluded.
- Action would increase halibut PSQ to CDQ program by 50 mt starting in year 3
- Action would result in overall halibut PSC savings of 150 mt annually after 4 years, in addition to a crab PSC (red king crab, snow crab, and Tanner crab) savings
- Action would create sideboards for H&G trawl sector vessels in GOA

BSAI Amendment 85

Summary:

- Action revised BSAI Pacific cod allocations to all gear sectors: hook-and-line (CP & CV); pot (CP & CV); jig; <60' longline/pot; trawl CV; non-AFA trawl CP; AFA trawl CP; and CDQ sector.
- Objective was to change allocations to better reflect actual historical use of the resource (i.e., account for roll-overs), considering social and community factors.
- Action incorporates recent amendments to the MSA pertaining to the CDQ Program (increase in CDQ allocation from 7.5% to 10.7% of the BSAI Pacific cod TAC).
- Action provides allocations to an overall sector; it does not convey allocations to individuals or cooperatives.
- Action also divides the halibut PSC allocated to the overall trawl Pacific cod sector among the trawl CV, AFA trawl CP, and non-AFA trawl CP sectors. Similarly, it divides the halibut PSC allocated to the overall hook-and-line Pacific cod sector among the hook-and-line CP and CV sectors.
- Action changes the seasonal allocations to the jig sector (increases the amount in the first trimester and reduces the amount in the third trimester).

State involvement:

- Other than having participated in the development and approval of the action through the Council process, there is no State role. This action pertains to the management of the Federal BSAI Pacific cod TAC.
- In 2006, the State initiated a State water AI Pacific cod fishery (equal to 3% of the BSAI Pacific cod ABC). The allocation to this fishery reduces the amount remaining for all gear sectors that fish cod in BSAI Federal waters.

Major issues/timeline:

- Council approved the action in April 2006.
- FMP amendment has been published in the Federal register; comment period ends February 5, 2007. Proposed rule should be published soon (with revised supporting analysis to be consistent with MSA amendments).
- If approved by the SOC, implementation expected for 2008 fisheries (in tandem with BSAI Amendment 80).





CELEBRATING 30 YEARS

Celebrating 30 Years of Sustainable Fisheries

December 2006



Senator Ted Stevens

A member of the Senate for 37 years, Ted Stevens is Alaska's senior Senator. Stevens' tenure in the Senate makes him the fourth-most senior member among his colleagues, and first among Republicans. Stevens most recently holds the positions of Senate President Pro Tempore and Chairman of the Senate Committee on Commerce, Science, and Transportation, which has oversight of the Departments of Commerce and Transportation. Stevens is the co-author of the governing law for managing fisheries in the United States, the Magnuson-Stevens Fishery Conservation and Management Act, which was renamed in his honor in 1996.

Ted Stevens was a highly decorated pilot in World War II, supporting the Flying Tigers of the 14th Air Force. Following the war he graduated from UCLA and Harvard Law School, and practiced law in Washington, D.C. In the early 1950s he moved to Alaska, at the time a territory of the U.S. He practiced law in Fairbanks, and subsequently was appointed U.S. Attorney in Fairbanks.

After working in Washington DC for several years as a legislative counsel and as Solicitor (chief counsel) of the Department of the Interior, Stevens returned to Alaska to practice law in Anchorage. In 1964 he was elected to the Alaska House of Representatives. In his second term in Alaska's legislature he became the House Majority Leader. Following the death of Senator E.L. Bob Bartlett in December of 1968, Governor Walter Hickel appointed Stevens to fill the vacancy. Under Alaska law, Stevens sought election in 1970, and has won re-election every time since.

Known as a "Work Horse" of the Senate, Stevens tries to find time for his hobbies: tennis, reading, and his favorite pastime - reeling in his catch while fishing. The 71-pound Kenai Peninsula King Salmon he caught is displayed in his Washington, D.C. office.

When tough issues arise in the Senate, Ted's motto has always been, "Do what's best for Alaska." And he has.



Message from the Chair:

This year marks the 30th anniversary of the Magnuson-Stevens Fishery Conservation and Management Act and the North Pacific Fishery Management Council. The Magnuson-Stevens Act has been very successful at achieving its objectives off Alaska through the efforts of the North Pacific Fishery Management Council, NOAA Fisheries, and fishing industry participants. The success of the management program is due to many, many people who have contributed a substantial portion of their lives to the stewardship of our resources and management of our fisheries. This booklet commemorates these people and the contributions they have made over the past 30 years.

Senator Ted Stevens, in particular, deserves special recognition for his tireless efforts to improve the management of our Nation's fisheries. It was 30 years ago that Senator Stevens and others worked to extend the nation's ocean boundaries out to 200 miles, and develop a management system that allows decisions to be made at the regional level, with the affected public having a say in those decisions. We greatly appreciate his ongoing efforts to support the Council process that creates a strong fishing industry in the North Pacific.

Fisheries management in the North Pacific has come a long way since the passage of the Magnuson-Stevens Act in 1976. In the early years, the Council established the foundations of a science based conservation program. The foreign fleet was rapidly replaced by a domestic vessels harvesting groundfish due to policies set forth in the Act and implemented through the Council process. This program was so successful that by the late 1980s the management focus shifted to monitoring and controlling the burgeoning domestic fisheries. By the mid 1990s, the Council was focusing on bycatch and discards, fish habitat, seabirds, and Steller sea lions. Even today, many of these issues require continued attention. In more recent years, the Council has worked to stabilize the fisheries through dedicated access programs and develop an ecosystem-based management approach.

The fact that fish stocks are abundant and productive, and the fisheries remain very profitable, is a testament to the success of the program. I am proud of our process, and there is much to celebrate. Although challenges lay ahead, I believe the future is bright for fisheries off Alaska.

Stephanie D. Madsen

Stephanie D. Madsen

Chairmen's Gallery 1976 - 2006

First Council Chairman
Elmer E. Rasmuson
October 1976 - September 1977



Elmer E. Rasmuson was the first chairman of the North Pacific Council. He was born in Yakutat, Alaska. After graduating from Harvard University in 1930, Rasmuson returned to Alaska, and eventually became president of the National Bank of Alaska, the first statewide banking system in Alaska. Active in public affairs, Rasmuson was mayor of Anchorage, chairman of the Alaska Permanent Fund Corporation, member of the University of Alaska Board of Regents, and commissioner and chairman on the International North Pacific Fisheries Commission. Elmer provided the financial backing for developing domestic fisheries even prior to passage of the Magnuon-Stevens Act. Mr. Rasmuson was firmly at the helm as Council chairman, and he steered the Council on the course for sustainable fisheries with the concept that you harvested only the available surplus of fish as determined by the SSC.

Elmer once said to a conference of fishermen and managers in 1984, "Establishment of the council system is the first time in the history of the U.S. that the federal government ever gave management authority to a lay group on a regional level. The first time! Now I will remind you of what happened before that time. Do you want to lose what we have gained? I don't think you do. All right, make it work. The way to get it working is to be involved."

Second Council Chairman
Harold E. Lokken
October 1977 - September 1978



Harold Lokken served as chairman of the North Pacific Council from October 1977-September 1978. He also was the director of the Pacific Fisheries Foundation and served as a commissioner of the Pacific States Marine Fisheries Commission, the International North Pacific Fisheries Commission, and the International Pacific Halibut Commission. Harold was manager of the Fishing Vessel Owner's Association for over 20 years. Active in fishery public policy, Mr. Lokken helped author the bill that would establish the then 12 mile limit and worked to get it extended to the current 200 mile limit. Clem Tillion described Harold as one of the finest gentlemen he ever knew, and honorable to the core.

At a conference on extended jurisdiction, held in 1977, Harold noted that "Regional Fishery Management Council members are new, and many find themselves in the position of having to make judgments based upon arguments by proponents and opponents alike, where previously they were on only one side of an issue with no responsibility for the verdict. As forces of all persuasions work within the system, history is being made. The rewards will be monumental. Let us hope that the forces of reason prevail."

Third Council Chairman
Clement V. Tillion
October 1978 - August 1983



Clem Tillion moved to Alaska after World War II and immediately got involved in commercial fishing. He served as a Republican in the State legislature for 18 years, with seven terms in the State House and two terms in the State Senate. Clem served as a North Pacific Council member for many years (1976-1983; 1991-1997), and was Council chairman for five years (1978-1983). Clem also served on international boards as a commissioner on the International North Pacific Fisheries Commission and commissioner of the North Pacific Fur Seal Commission. He has described as "a crafty, crusty fisherman" by former Alaska Governor Walter Hickel, who put Clem back on the Council as the governor's Special Assistant for Fisheries. Jim Branson once introduced him saying, "if you don't know Clem, you haven't been in the Alaska Fisheries business, ever."

In the early 1970s he helped establish the salmon limited entry program for the State of Alaska, a highly controversial and novel program for the time, which limited the number of fishermen who could participate in the fishery. In the 80s and 90s, Clem worked to develop the Halibut/Sablefish program and other limited entry programs for Federal fisheries with the North Pacific Council. Throughout his career in fisheries management, Clem has always maintained that the number one goal should be to turn out a quality product to the consumer at a reasonable price.

Fourth Council Chairman

James O. Campbell

October 1983 - August 1988



Jim Campbell came up to Alaska from Gig Harbor on Puget Sound. Jim was president of the largest lumber firm in Alaska, Spenard Builders Supply. He also served as chairman of the Alaska Railroad Corporation after the railroad was purchased by the State from the federal government. Although he was not in the fishing business, he was associated with it for years. Jim was first appointed to the Council in 1978, and served as chairman from October 1983 until August 1988.

Mr. Campbell once noted that "Unlike private business, our job in fisheries management is further complicated because once we've made a decision, and perhaps even before we do, we have to go out and sell the idea. Unlike private business, we cannot just make a decision and force it until it works. We have to sell ourselves and our plan of action. Unless we are prepared to defend and sell our programs, they may never be implemented."

Fifth Council Chairman

John G. Peterson

September 1988 - August 1989



John Peterson graduated from the University of Washington School of Fisheries in 1940. He investigated shark resources in South America, Mexico, and the US West Coast for the California Packing Corporation. He worked for many years in the seafood industry, and was president of the National Fisheries Institute and the Pacific Seafood Processors Association. He was also president and CEO of Ocean Beauty Seafoods in Seattle, and later worked as a seafood consultant. John was a Council member from 1984 to 1990 and served as Council chairman from 1988 through 1989.

John looked at fisheries from the business perspective. In 1984, he argued at a fishery management conference that, "There should be stability in regulations. How in the world can you put together a business plan, if the rules under which you operate are going to be changed? A year and a half or two years is too long to put any change in regulations in place. The system seems very democratic, everybody has a shot at it, everybody has to approve it and that's highly desirable. But somewhere, I think, somehow that can be done more efficiently."

Sixth Council Chairman

Don W. Collinsworth

September 1989 - December 1990



Don Collinsworth was originally an economist with the Alaska Department of Fish and Game. He was head of ADF&Gs Extended Jurisdiction section, which was set up to handle expansion of U.S. authority in the 200 mile zone. Don worked closely with the Council and as a liaison with the U.S. State Department. He eventually served as Commissioner of ADF&G under Governor Sheffield. Don served as Chairman of the Council from September 1989 to December 1990.

Don understood the importance of policy, and once offered the following advice, "Policy is a plan or course of action as pursued by government organization or individual. But why are policies important to us? Why are they important to fisheries management? Well, polices can save time and make us more efficient in dictating a course of action when dealing with repetitive issues. Policy can promote consistency in dealing with a constituency. We must deal in a very consistent way with our public."

Seventh Council Chairman
Richard B. Lauber
March 1991 - August 2000



Before becoming involved in fisheries management, Richard Lauber was a district court judge in Southeast Alaska. Rick, as he is more affectionately known, was one of the original members of the Council family, beginning as an AP member in 1976, through his appointment to the Council in 1990. He was elected chairman in 1991 and served in that capacity until September 2000. Rick was VP of the Pacific Seafood Processors Association. In addition, Lauber served as a senior advisor to the U.S. State Department, helping establish the North Pacific Anadromous Fish Commission and the Central Bering Sea Treaty.

Lauber was known for encouraging thoughtful Council debate and public input. In 1995, when hearings were held on reauthorizing the Magnuson Stevens Act, Lauber testified, "The North Pacific Council has addressed some very controversial issues such as bycatch, allocations, and conservation. We take great pride in the abundance of fisheries off Alaska. We attribute this sustained abundance to five basic principles that exemplify precautionary management: peer-reviewed scientific advice, defined overfishing levels, conservative harvest levels, complete catch reporting, and comprehensive observer coverage."

Eighth Council Chairman
David Benton
September 2000 - August 2003



David Benton joined the Council during his tenure as Deputy Commissioner for the Alaska Department of Fish and Game in 1995. He came to Alaska from California in the mid-1970s and worked for the environmental group Friends of the Earth on marine issues. From there, Dave worked for various fishing groups, local governments, and Alaska Native organizations throughout Alaska. In 1987, he went to work for ADF&G where he became the state's international fisheries negotiator, working on behalf of the state on virtually every fisheries treaty in the North Pacific. Dave retired from ADFG in 2000, and was appointed to the Council where he served as Chair. He also served on the North Pacific Research Board, and is currently the Executive Director of the Marine Conservation Alliance.

Benton once noted "The regional council process has been a big success in fostering Alaska's fisheries. The underlying reason for this success is that, in Alaska, the council listens to what the scientists tell them about sustainability. That's why the Alaska model is often cited by groups such as the U.S. Commission on Ocean Policy as a model for managing our nation's fisheries. And Alaska fishermen have discovered that a sustainable fishery is good for sustainable businesses and communities."

Ninth Council Chairman
Stephaine Madsen
October 2003 - Present



Stephanie Madsen joined the Council in October 2001 after serving 8 years on the Advisory Panel. Stephanie became the first woman to Chair the North Pacific Council in 2003, and currently also serves as Vice-Chair of the North Pacific Research Board. She is a member of the Pacific States Marine Fisheries Commission, the University of Alaska Fairbanks School of Fisheries Advisory Board, has served on NOAA's External Ecosystem Task Team, and was named to the Alaska Climate Impact Assessment Commission recently created by the State legislature. Stephanie has been Vice-President of Pacific Seafood Processors Association since 1999.

Ms. Madsen is known for doing her homework and her ability to communicate and guide the Council through difficult situations. During an interview for Alaska Wildlife News in 2005, Stephanie expressed, "I'm also a real process person and defender of the Council system. I believe that if you are true to the process, you will achieve the greatest results. The process they [Senators Magnuson and Stevens] outlined works. It's a very transparent public process that allows opportunity to express opinions. We also have great science behind the decision making process; it's a very good basic system."

Development of a World Class Fisheries Management Program

Fish have been commercially harvested off Alaska since 1864, when the first schooner and its compliment of dory fishermen sailed north to Bristol Bay to catch cod with handlines and setlines. Only 10 years after the U.S. purchase of Alaska from Russia in 1867, the salmon fishery became established with the opening of a cannery in Klawok. The salmon fishery quickly expanded in subsequent years with additional canneries built along the Alaska coast. Other domestic fisheries in these early years targeted Pacific cod, sablefish, and halibut using handlines and setlines. By the early 1930s, the Japanese had initiated trawl fisheries for crab, flounders, and pollock in the Bering Sea, but further development of the fishery was suspended with the beginning of World War II.

Major commercial fisheries for groundfish and crab developed in the late 1950s with the resumption of fishing by the Japanese and a developing Soviet distant water fleet. The trawl fleets first focused on yellowfin sole in the Bering Sea, with very large catches (totaling 1.62 million mt) made in the 1959-1962 period. Pacific ocean perch and other rockfish were intensively harvested in the Aleutian Islands area and Gulf of Alaska from 1963-1968 (totaling 1.56 million mt). Over 240 Japanese and Soviet trawl vessels and motherships were operating in these fisheries by 1963. In addition to the trawl fleet, approximately 60 Japanese longline vessels targeted sablefish, rockfish, Greenland turbot, and halibut during the early 1960s. By the end of the 1960s, the foreign trawl fleets shifted their focus to catching and processing pollock as catches of Pacific ocean perch and yellowfin sole decreased.

The foreign fisheries were virtually unregulated through 1965, and thereafter only minimally regulated until the mid-1970s . During this time period, separate agreements were made between the US and foreign nations with fleets fishing off Alaska (Japan, U.S.S.R, South Korea, Taiwan). The bilateral agreements established closure areas intended to minimize gear conflicts and address allocation issues between the different foreign fleets, as well as to protect growing domestic fisheries for crab, shrimp, and halibut. By the early 1970s, about 1,700 vessels were fishing the high seas off Alaska. For the first time in 1973, bilateral



Dutch Harbor Boats

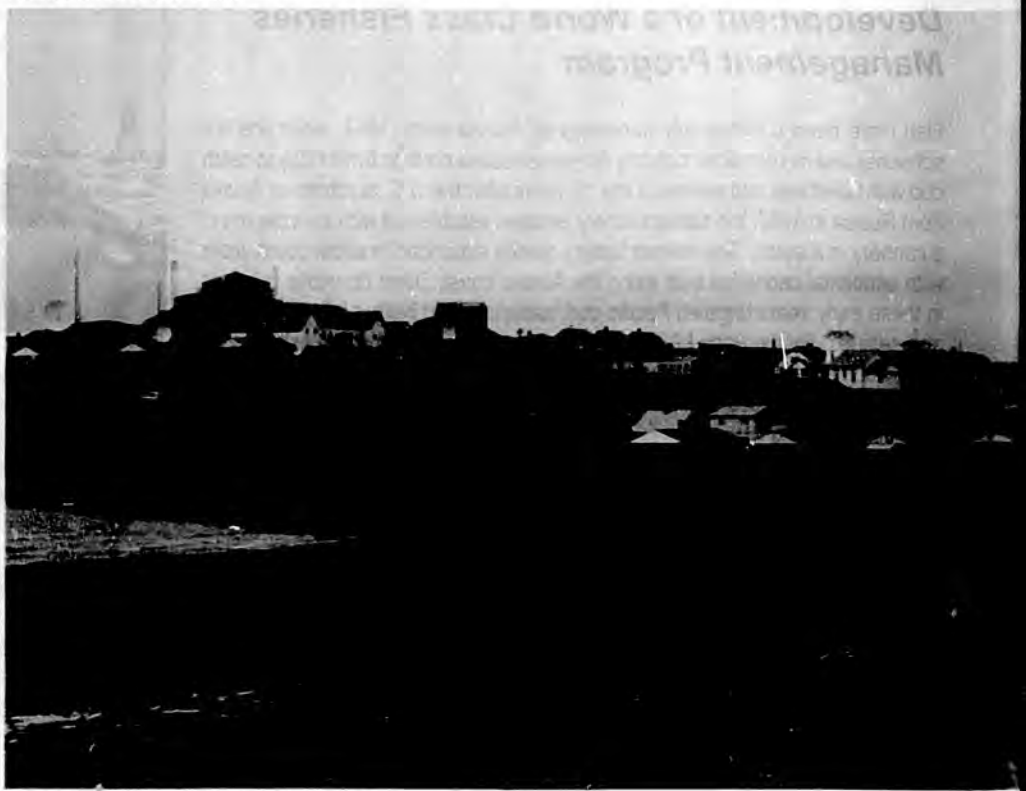
The first Council meeting in Juneau, Alaska, October, 1976



agreements included catch limits for some species, namely pollock and flatfish in the Bering Sea and Pacific Ocean perch and sablefish in the Gulf of Alaska. Thereafter, catch limits were included in all bilateral agreements in effect through the implementation of the Magnuson Fishery Conservation and Management Act (renamed the Magnuson-Stevens Act in 1996).

Passage of the Magnuson-Stevens Act in 1976 marked a new era in fisheries management. This Act established the 200 nm Fishery Conservation Zone (later called the Exclusive Economic Zone), and set up the regional council system to allow fishery management decisions to be made at the more local level. The North Pacific Fishery Management Council, which was (and remains) responsible for developing management plans for fisheries off Alaska, quickly convened and prepared preliminary fishery management plans. These preliminary plans allowed foreign fishing within 200 nm, but under much more restrictive measures designed to arrest the suspected decline of some stocks. During this same period, the North Pacific ecosystem was undergoing an atmospheric driven regime shift. Ocean circulation patterns were drastically altered after 1976, causing changes in ocean upwelling and temperature and resulting in different levels of ocean productivity and diversity. Many species (such as king crab and shrimp) faired poorly under the new conditions, while other species (groundfish such as pollock and flatfish) flourished. Besides salmon and halibut, the other major domestic fishery at that

Homes on St. Paul Island



time was the Bristol Bay red king crab fishery, which collapsed in 1981 due to poor recruitment after the mid-1970s.

Fishery management plans were implemented for GOA groundfish fisheries in 1979 and BSAI groundfish fisheries in 1982 to replace the preliminary management plans, which had applied only to foreign fisheries. Both FMPs included most of the provisions of the preliminary plans, thus establishing the fundamental basis for future management of domestic fisheries. The primary objectives of the early FMPs were to conserve target groundfish species, and protect certain species utilized by domestic fisheries. The FMPs established allowable catch limits for each target species, and fisheries were closed when the limits were reached. Additionally, an overall optimum yield (OY) limit for groundfish was established, thus limiting the total annual catch of all species combined to 2.0 million mt in the BSAI and 800,000 mt in the GOA management area. Further, the FMPs prohibited retention of all salmon, crabs, shrimp, and halibut taken incidentally in groundfish fisheries (prohibited species), and established trawl area closures to limit bycatch of crab and halibut.

One of the stated goals of the Magnuson-Stevens Act was to encourage the development of domestic fisheries for groundfish off Alaska, and this goal was rapidly achieved in the 1980s. The Act required that domestic operations be given priority in the allocation of optimum yield. As such, domestic fisheries and U.S. vessels participating in joint ventures were allocated as much of the optimum yield as they could potentially catch. Joint ventures of U.S. catcher vessels delivering to foreign motherships began in 1980, and by 1987 accounted for about 75% of the groundfish catch. Harvests by fully foreign operations had virtually ended by1988. Throughout this time, the domestic fleet and infrastructure was expanding, and by the end of the decade the entire catch was taken by domestic operations. Americanization of the fishery had occurred more rapidly than anyone had anticipated.



The Consulate General of Japan meets with Clarence Pautzke

Management efforts in the 1990s focused on limiting effort of the burgeoning domestic groundfish fleet. By 1991, the fleet already had excess capacity, with vessels competing for the allowable catch limits. Despite challenges to raise the OY limit in the BSAI, the Council chose not to raise the limit because of concerns regarding stock assessment uncertainty and potential ecosystem effects. By 1992, the fleet had grown to over 2,200 vessels, including about 110 trawl catcher processors (factory trawlers). The symptoms of overcapacity intensified; the 'race for fish' resulted in shorter fishing seasons and bitter allocation disputes. One of the most contentious issues during the early 1990s was the allocation of pollock among trawl catcher vessels delivering shoreside and the trawl catcher processor fleet. By the mid-1990s, the primary allocation disputes among gear types were also settled for Pacific cod in the BSAI management area.

To more directly address the overcapacity problem, the Council, working together with the NOAA Fisheries Alaska Regional office, aggressively pursued capacity limitations in all managed fisheries. An Individual Fishing Quota program for halibut and sablefish fisheries was adopted in 1992. A moratorium on new vessel entry for groundfish and crab fisheries was implemented in 1996, with a more restrictive license limitation program in place by 2000. In 1998, the American Fisheries Act was passed by Congress and implemented

Ed Rasmuson, USCG representative, and the Fish. Portland, 2004



to provide the basis for controlling catch within allowable levels and monitoring bycatch levels. Closure areas and bycatch limits were established for chinook and chum salmon taken in Bering Sea trawl fisheries. Additional year-round trawl closure areas were established to reduce bycatch and protect habitat for Bering Sea crab stocks. In 1990, Steller sea lions were listed as threatened under the Endangered Species Act, and numerous measures were implemented over the following decade to minimize potential interactions with fisheries and potential competition for prey. These measures included incidental take limits, 3 nm no entry buffer zones, 10 nm no trawl zones around rookeries, 20 nm no pollock fishing zones, seasonal and spatial dispersal of pollock and mackerel fisheries, and a prohibition on the harvest of forage fish.

by the Council and NOAA Fisheries the following year. The Act limited access to the Bering Sea pollock fisheries only to qualifying vessels and processors, eliminated a number of large catcher processor vessels from the fleet, and established a system of fishery cooperatives that allows for individual catch and bycatch accountability. In 1999, the Council adopted a very restrictive limited entry program for the scallop fishery. With only 9 vessels permitted in the statewide fishery, participants now operate in a rational manner by working together as a cooperative.

Measures implemented in the 1990s also were designed to limit impacts on target and bycatch species, marine mammals and seabirds, and habitat, and provide opportunities for disadvantaged coastal communities along the Bering Sea. A comprehensive domestic groundfish observer program, funded by participating vessels, was instituted in 1990

In more recent years, the Council has worked to stabilize the fisheries through dedicated access programs. The BSAI crab fisheries were rationalized, with a share-based cooperative program beginning with the 2005 season. Access to the BSAI Pacific cod fishery was limited with LLP endorsements and refined sector allocations. In 2006, the Council adopted a rationalization program for the BSAI non-AFA trawl catcher-processor fleet. The Council has also been working for several years on developing a dedicated access privilege program for GOA groundfish fisheries.

The Council has also continued to develop an ecosystem-based approach for fisheries management. Extensive marine protected areas were implemented in 2006 to conserve essential fish habitat, and habitat areas of particular concern. To date, over 368,000 nm^2 of the EEZ have been closed to bottom trawling. In addition, over 5,400 nm^2 have been set aside as 'marine reserves', where no commercial bottom fishing is allowed. These areas include coral gardens, Primnoa coral thickets, and all seamounts off Alaska. The Council is currently in the process of developing a fishery ecosystem plan for the Aleutian Islands area. Further, an Alaska Marine Ecosystem Forum was established to increase communication among federal and state agencies involved in managing marine resources and activities. Ecosystem issues are likely to be a major topic for the Council to grapple with in the coming years.



Members of the Advisory Panel listen to a presentation. Dutch Harbor, October 2006.

Council Members 1976 - 2006

The Council in 2006. *Standing, left to right: McKie Campbell, Ed Rasmuson, Admiral Jim Olson, Doug Hoedel, Bill Tweit, Dave Benson, Roy Hyder and Lenny Corin. Seated, left to right: Eric Olson, Dave Hanson, Stephanie Madsen, Arne Fuglvog, Sue Salveson and John Bundy*



The Council in 1976. *Left to Right: Jim Brooks, Commissioner-Alaska Department of Fish &Game; CDR Ralph Giffin, U.S. Coast Guard; Don Moos, Director-Washington Dept of Fisheries; John Harville, Executive Director-Pacific Marine Fisheries Commission; Don McKernan, University of Washington; Chuck Meacham, Director-International Fisheries & External Affairs, Office of Alaska Governor; John Donaldson, Director-Oregon Fish & Wildlife Department; Clem Tillion, Alaska Senator and commercial fisherman; Lorry Nakatsu, U.S. State Department; Governor Jay Hammond, Alaska Governor; Elmer Rasmuson, National Bank of Alaska, elected first Council chairman; Jan Fife, U.S. Fish & Wildlife Service; Harry Rietze, Director-Alaska Region, National Marine Fisheries Service; Harold Lokken, retired halibut fisherman, first Council Vice Chairman; Bart Eaton, commercial crab fisherman; Henry Eaton, commercial fisherman.*



1980

Bob Alverson elected AP Chairman
Don Rosenberg elected new SSC

PSC limits approved

Scientific and Statistical Committee 1976 - 2006

Alverson, Dayton
12/76 - 12/78

Atkinson, Milo
1/98 - 9/98

Aron, Bill
9/80 - 12/95

Balsiger, Jim
6/94 - 6/97

Berkeley, Steve
6/00 - 12/02

Bevan, Donald
12/76 - 8/79
12/82 - 4/90

Burgner, Robert
9/79 - 12/88

Burns, John
12/79 - 12/92
Clark, William
12/86 - 12/93

Clark, John
1/81 - 12/84

Collinsworth, Donald
4/77 - 10/78

Criddle, Keith
1/93 - Present

Crutchfield, James
12/78 - 5/79

Eggers, Douglas
2/85 - 12/02

Fay, F.H. "Bud"
1/93 - 12/93

Fukuhara, Frank
9/78 - 2/80

Hare, Steven
1/99 - Present

Hartmann, Jeff
1/00 - 10/02

Herrmann, Mark
4/01 - Present

Hills, Susan
1/94 - Present

Hollowed, Anne
4/03 - Present

Hreha, Larry
10/79 - 9/93

Hunt, George
4/01 - Present

Huppert, Dan
4/90 - 1/95

Kimura, Dan
9/97 - 2/03

Kloieski, Steve
1/98 - 6/99

Kruse, Gordon*
1/90 - 12/92; 1/03 - present

Langdon, Steve
3/81 - 12/84

Larkins, H.A.
2/80 - 9/80

Larson, Doug
3/95 - 12/00

Lechner, Jack
12/78 - 12/84

Livingston, Pat**
10/03 - Present

Loeffel, R.
12/76 - 2/77

Macinko, Seth
12/96 - Present

Marasco, Richard
9/79 - 12/04

Marshall, Scott
2/85 - 5/85

Meuter, Franz
1/04 - Present

Miles, Edward
12/76 - 7/82

Miller, Marc
4/91 - 4/97

Milliban, Al
5/78 - 12/84

Mundy, Phil
1/86 - 12/86

Northup, Tom
2/85 - 12/86

Pennoyer, Steven
12/75 - 12/80

Pitcher, Ken
10/02 - Present

Quinn, Terrance
1/86 - Present

Rigby, Phil
1/93 - 12/96

Robinson, Jack
3/77 - 10/78

Rogers, George
12/76 - 12/80

Rosenberg, Donald L.
12/76 - 12/92

Rosier, Carl
12/76 - 10/78

Sampson, Dave
1/03 - Present

Schmidt, Dana
1/88 - 12/89

Skud, B.E.
12/76 - 2/78

Tagart, Jack
12/88 - 10/03

Tyler, Albert
1/94 - 12/01

Wallace, Farron
12/03 - Present

Weeks, Hal
9/93 - 4/00

Woelke, C.E.
12/76 - 5/78

Woodby, Doug
1/03 - Present

* Chair
** Vice Chair



Alverson, Robert
8/88 - 8/94

Anderson, Stosh
8/01 - 8/04

Austin, Dennis (WDFW)
6/96 - 5/05

Balsiger, Jim (NMFS)
6/00 - present

Barker, Morris (WDFW)
1/95 - 4/97

Behnken, Linda
8/92 - 8/01

Benson, David
8/03 - present

Benton, David
12/94-8/00 (ADF&G);
8/00 - 8/03

Berg, Ron (NMFS)
4/92 - 6/99

Bevan, Donald
11/79 - 8/82

Blum, Joe (WDFW)
12/86-8/92

Brooks, James (NMFS)
5/88 - 1/89

Brooks, James (ADF&G)
8/76 - 7/77

Bundy, John**
8/99 - present

Campbell, James
1/78 - 8/88

Campbell, McKie
(ADF&G)
1/05 - present

Collinsworth, Don
(ADF&G)
1/83 - 12/90

Cotter, Larry
8/86 - 8/92

Darm, Donna (WDFW)
4/92-9/92

DeHart, Doug
6/98 - 2/99

Demmert, Jr. Joe
8/80 - 8/83

Duffy, Kevin (ADF&G)
9/01 - 10/04

Dyson, Oscar
8/85 - 8/94

Eaton, D. Bart
8/76 - 8/82

Eaton, Henry
8/76 - 8/77

Ellis, Ben
1/03 - 8/06

Evans, Dale (NMFS)
9/91 - 4/92

Fluharty, David
9/94 - 8/03

Fuglvog, Arne
8/03 - 8/06

Hau, Frank (WDFW)
4/77 - 6/77

Hanson, David (PSMFC)
4/88 - present

Harville, John (PSMFC)
8/76 - 5/87

Hegge, Ronald
8/89 - 8/95

Hemphill, Sara
8/83 - 8/86

Hoedel, Doug
8/04 - present

Hyder, Roy (ODFW)
10/01 - present

Jensen, Gordon
8/77 - 8/80

Knowles, Tony
8/88 - 12/89

Koenings, Jeff (WDFW)
6/05 - present

Krygier, Earl (ADF&G)
1/95 - present

Kyle, Joe
8/97 - 8/00

Lauber, Richard
1/90 - 8/00

Lokken, Harold
8/76 - 8/84

Madsen, Stephanie*
8/01 - present

Mace, Bob (ODFW)
8/76 - 6/01

McKernan, Donald
8/76 - 5/79

McVey, Robert (NMFS)
5/80 - 5/88

Meacham, Sr. Charles
8/76 - 8/81

Mecum, Doug (ADF&G)
11/04 - 7/05

Millikan, Al (WDFW)
9/92 1/95

Mitchell, Henry
8/84 - 8/93

Moos, Don (WDFW)
8/76 - 3/77

Nelson, Hazel
8/02 - 8/05

O'Leary, Kevin
8/95 - 8/01

Olson, Eric
8/05 - present

Pederson, Mark (WDFW)
6/86 - 12/86

Pennoyer, Steve (NMFS)
1/89 - 5/00

Penny, Bob
8/00 - 10/02

Pererya, Walter
8/90 - 8/99

Petersen, Rudy
8/82 - 8/88

Peterson, John
8/84 - 8/90

Rasmuson, Ed
8/03 - present

Rasmuson, Elmer
8/76 - 11/77

Rietz, Harry (NMFS)
8/76 - 4/80

Rosier, Carl (ADF&G)
1/91 - 12/94

Salveson, Sue (NMFS)
12/97 - present

Samuelsen, Robin
8/93 - 8/02

Skoog, Ronald (ADF&G)
7/77 - 1/83

Specking, Keith
8/81 - 8/84

Stephan, Jeffrey
8/82 - 8/85

Thornburgh, Guy (PSMFC)
9/87 - 1/88

Tillion, Clem
8/76-8/83,
1/91-1/94 (ADF&G);
8/94 - 8/97

Tweit, Bill (WDFW)
6/05 - present

Wilkerson, Bill (WDFW)
6/77 - 3/86

Winther, John
8/83 - 8/89

Members from USFWS
Jan Riffe
James Barry
Donald Hales
Leroy Sowl
Gordon Watson
Keith Shreiner
Robert Putz
Robert Gilmore
W. Steiglitz
Jon Nelson
Steve Rideout
E. Robinson-Wilson
Doug Alcorn
Tony DeGange
Lenny Corin

Members from USCG
RADM J.B. Hayes
RADM R. Duin
CDR Ralph Griffin
RADM R. Knapp
RADM R. Lucas
CDR Richard Clark
RADM E. Nelson
CDR George White
RADM D. Ciancaglini
RADM R. Ruffe
CDR Joe Kyle
RADM R. Ruitta
CDR Terry Cross
CAPT Bill Anderson
CAPT Vince O'Shea
RADM Terry Cross
RADM Tomas Barrett
CAPT Rich Preston
RADM James Underwood
RADM Jim Olson
CAPT Mike Cerne
RADM Gene Brooks
LCDR Lisa Ragone

Members from State Dept.
Lorry Nakatsu
Carl Price
Ray Arnaudo
Chris Dawson
Charles Walters
Robert Ford
Jeff Miotke
George Herrfurth
William Dilday
Stetson Tinkham
Kevin Riddle

* Chair
** Vice Chair

Aadland, Arne
1/88 - 12/89

Acuna, Erika
1/99 - 12/99

Alverson, Robert D.
12/76 - 8/88

Alstrom, Ragnar
1/96 - 12/02

Anderson, George
1/90 - 12/91

Andrews, Rupe
1/86 - 12/87

Ayres, Judy
11/76 - 5/77

Baker, Terry
1/88 - 12/88

Baker, Greg
12/81 - 7/83

Barker, Pat
9/83 - 2/85

Beaton, James
11-76 - 8/78

Benson, Dave
1/93 - 6/03

Berikoff, Emil
2/78 - 12/78

Blake, Robert
1/81 - 2/85

Blott, Tim
1/98 - 12/99

Boddy, A.W. "Bud"
11/76 -2/85

Boisseau, Dave
1/00 - 12/03

Bruce, John
1/91 - 12/05

Burch, Alvin
12/79 - Present

Burch, Orel L.
11-76 - 12-79

Burke, William
11/76 - 8/77

Cadd, Gary
1/92 - 12/92

Childers, Joe**
1/05 - Present

Chimegalrea, Joseph
3/85 - 12/87

Chitwood, Phil
1/89 - 6/93

Chlupach, Robin
1/79 - 9/80

Clampitt, Paul
1/89 - 12/90

Collier, Barry
12/83 - 3/85

Cotant,Jack
11/76 - 8/78

Cotter, Larry
1/81 - 6/85

Cotton, Bruce
1/94 - 12/97

Crome, Cora
1/04 - 2/06

Cross, Craig
1/96 - Present

Crowley, John
9/88 - 12/88

Curry, Julianne
6/06 - Present

Demantle, Joe
2/78 - 12/79

Dietrich, Kim
2/01

Donohue, Joe
9/89 - 12/89

Easley, Paula
1/81 - 3/81

Elias, Ton
1/93 - 12/93

Ellis, Ben
1/01 - 12/02

Emberg, Truman .G
11/76 - 5/81

Enlow, Tom*
11/01 - Present

Ernest, Mark
1/88 - 12/88

Falvey, Dan
1/92 - 12/04

Fanning, Chris
1/96 - 12/00

Favretto, Gregory
3/85 - 12/86

Fisher, Barry
1/83 - 12/88

Foster, Jesse
2/79 - 9/83

Fraser, David
1/90 - 12/05

Fuglvog, Arne
1/96 - 6/03

Fuglvog, Ed
3/87 - 12/91

Gage, Jay S.
11/76 - 8/77

Ganey, Steve
2/96 - 12/99

Gilbert, John
1/89 - 12/89

Goldsmith, Richard
2/81 - 5/83

Granger, Pete
1/88 - 12/88

Gross, Shari
8/78 - 9/79

Gundersen, Justine
1/96 - 4/00

Guy, Paul
11/76 - 1/78

Hanson, John
2/78 - 12/78

Hegge, Ron
3/85 - 6/89

Henderschedt, John**
1/01 - Present

Highleyman, Scott
1/96 - 12/96

Holm, Oliver
3/85 - 12/87

Horgan, Vic
1/90 - 12/90

Huntington, S
11-76 - 2/78

Isleib, Pete
3/85 - 12/90

Ivanoff, Weaver
7/80 - 12/83

Jacobs, Jan
1/04 - Present

Jacobson, Jon
9/77 - 12/78

Jacobson, Bill
1/02 - 12/04

Jacobson, Bob
1/05 - Present

Jaeger, Gig
11/76 - 9/80

Jensen, Charles
11/76 - 5/80

Johnson, K.
11/76 - 12/78

Jolin, Ron
1/83 - 12/83

Jones, Spike
1/94 - 12/01

Jordon, Eric
7/80 - 9/86

Jordon, Melody
1/99 - 12/00

Kaldestad, Kevin
1/90 - 12/94

Kandianis, Teressa
1/99 - 12/05

Kilborn, Mitch
1/03 - 12/04

Kinneen, Simon
1/05 - Present

Kurtz, Joseph
11/76 - 2/85

Lauber, Rick
11/76 - 12/89

Lecture, John
2/84 - 9/84

Leslie, Kent
1/03 - Present

Lewis, John
4/96 - 4/99

Lewis, Raymond P.
11/76 - 5/84

Linkous, Ed
1/79 - 4/80

Little, David
1/90 - 12/94

Long, Kristi
12/81 - 5/83

Lure, Loretta
1/91 - 12/91

Macklin,Sharon
12/79 - 12/80

Madsen, Stephanie
1/93 - 9/01

Maloney, Pete
1/90 - 4/96

Mayhew, Tracey
11/01 - 12/03

Miller, Jack
1/91 - 12/91

Moir, Matt
1/05 - Present

Moller, John
1/04 - Present

Moller, Sandra
1/03 - 12/03

Morrow, Jeb
1/05 - Present

Moss, Robert
11/76 - 10/78

Munro, Nancy
3/85 - 12/90

Nelson, Hazel
1/94 - 12/01

Norosz, Kris
1/01 - 12/04

O'Connell, James
3/82 - 9/84

O'Hara, Dan J.
12/76 - 12/91

Ogden, Doug
1/93 - 12/00

Olson, Eric
6/02 - 12/04

Olsen, Kenneth O.
12/76 - 5/82

Osterback, Alvin
3/85 - 12/86

Otness, Alan
12/76 - 2/81

Paddock, Dean
1/92 - 12/98

Pagels, Penny
1/92 - 12/94

Parsons, Charles
1/81 - 2/81

Peterson, Ron
1/87 - 12/89

Pfundt, Byron
1/92 - 12/94

Phillips, Jack O.
1/79 - 1/84

Pletnikoff, Perfenia
1/91 - 12/93

Poulsen, Ed
1/05 - Present

Rawlinson, Don
9/77 - 12/86

Ridgway, Michelle
4/00 - Present

Roos, John
1/91 - 12/97

Rowley, Jon
1/88 - 12/88

Samuelsen, Harvey
5/82 - 2/85

Schnaper, Lewis
1/81 - 12/81

Scott, William
12/79 - 4/80

Settle, Julie
3/85 - 12/86

Sevier, John
1/92 - 12/96

Sharick-Jensen, Cameron
3/85 - 12/87

Skordahl, Jay
1/90 - 12/91

Smith, Thorn
12/[illegible]5 - 12/87

Smith, Steve
1/89 - 4/89

Smith, Walter
7/82 - 12/86

Sparck, Harold
1/89 - 1/95

Specking, Keith
12/76 - 3/81

Starck, R.
12/76 - 1/78

Steele, Jeff
1/00 - 12/03

Stephan, Jeffrey
2/79 - 12/05

Stevens, Michael
1/92 - 12/95

Stewart, Beth
1/91 - 12/95

Stewart, Tom
1/83 - 12/86

Szabo, Nick
12-76 - 8/79

Turk, Teresa
1/97 4/98

Uri, Konrad
1/81 - 5/81

Vaska, Anthony
12/79 - 2/85

Ward, Robert
2/97 - 12/01

Welfelt, Carlene
6/77 - 8/79

White, Richard
3/85 - 12/88

Wilde, Sr. Harry
12/76 - 3/80

Wojeck, Edward
3/82 - 3/84

Woodruff, Dave
3/85 - 12/91

Woodruff, John
3/85 - 1/93

Wurm, Robert
1/90 - 12/97

Yeck, Lyle
1/89 - 12/02

Yutrzenka, Grant
6/96 - 12/99

Zharoff, Fred
1/88 - 11/89

NPFMC Advisory Panel 1976-2006

Council Staff 1976-2006

Staff takes a break. Lunch, or the standard ice cream run (circa 1988).





Helen Allen, Executive Secretary
Gail Bendixen, Administrative Officer*
Darrell Brannan, Senior Economist
Jim Branson, Executive Director
Jim Cornelius, Economist
Cathy Coon, Fisheries Analyst*
Steve Davis, Deputy Director
Jane DiCosimo, Senior Plan Coordinator*
Elaine Dinneford, Fisheries Analyst*
Maggie Duff, Plan Coordinator
Diana Evans, NEPA Specialist*
Mark Fina, Senior Economist*
Jim Glock, Plan Coordinator
Chuck Hamel, Economist
Russell Harding, Economist
Marcus Hartley, Senior Economist
Mike Herschberger, Plan Coordinator
Mark Hutton, Deputy Director
Peggy Kircher, Secretary*
Nicole Kimball, Fisheries Analyst*
Doug Larson, Economist
Denby Lloyd, Plan Coordinator
Dorothy Lowman, Special Advisor
Peggy McCalment, Executive Secretary
Jon McCracken, Economist*
Ron Miller, Special Advisor
Janet Murray, Secretary
Florence Mynarsky, Executive Secretary
Irma Nelson, Secretary
Chris Oliver, Executive Director*
Brent Paine, Plan Coordinator
Clarence Pautzke, Executive Director
Jeff Povolny, Plan Coordinator
Diane Provost, Database Programmer
Jim Richardson, Economist*
Linda Roberts, Graphic Design/Secretary
Ron Rogness, Economist
Maria Shawback, Graphic Design/Secretary*
Terry Smith, Senior Economist
Regina Stewart, Secretary
Diana Stram, Plan Coordinator*
Dick Tremaine, Economist
Maria Tsu, Economist
Hal Weeks, Plan Coordinator
Becky Wetzler, Bookkeeper
Judy Willoughby, Administrative Officer
Bill Wilson, Plan Coordinator*
David Witherell, Deputy Director*
Elise Zuspan, Bookkeeper

*Current staff

Staff preparing books for the meeting, 12/92.



Darrell Brannan, Gail Bendixen, and David Witherell with Gail's big fish!





Jim Glock, 1988



Staff Barbecue, June 2000



Staff in Dutch, October 2006

AP, SSC, and Staff, 2006



Standing, left to right: Franz Mueter, Doug Woodby, Ken Pitcher, George Hunt, Farron Wallace, Steven Hare, Terrance Quinn II Seated, left to right: David Sampson, Gordon Kruse, Pat Livingston, Anne Hollowed (Not present: Seth Macinko, Keith Criddle, Mark Hermann, Sue Hills)



Pictured L to R, seated: Joe Childers, John Bruce, Matt Moir, Duncan Fields, Al Burch, Tom Enlow, John Moller, Cora Crome. Standing: Simon Kinneen, John Henderschedt, Jeb Morrow, Craig Cross, Jeff Stephan, Jim Preston, Michelle Ridgway, Bill Jacobson, Jan Jacobs, Kent Lesilie, Dave Fraser, Ed Poulsen. (Not pictured: Lori Swanson, Lisa Butzner, Bob Gunderson, Julianne Curry.)



Standing, L to R: Gail Bendixen, Jane DiCosimo, Mark Fina, Elaine Dineford, Chris Oliver, David Witherell, Peggy Kircher, Jim Richardson. Seated: Maria Shawback, Diana Stram, Bill Wilson, Cathy Coon, Nicole Kimball, Diana Evans. (Not Pictured: Jon McCracken.)



Stephanie Madsen
Council Member 9/01-10/02
Council Chair 10/02 - Present

A Process Junkie

Hello, my name is Stephanie and I am a Council addict.

It happened gradually. First attending a meeting or two in the late 80's to attending every meeting since 1993. From a casual observer to a full blown voting council member!

As an Unalaska City Council member keenly interested in the first inshore/offshore allocation, I innocently dropped in and out of a few meetings. That is when I experienced an almost immediate desire to become part of "the Council family." One of my first memories of trying to become a member is sitting in the Advisory Panel as they developed their TAC recommendations for the Council. Motion, amendment, amendment to the amendment, failed amendments to finally.....a substitute motion—i was hooked!

In 1993, I took my first real leap when Chairman Lauber appointed me to an AP vacancy. For a few years I did not expand on my "usage" which would have taken me across the hall to the Council room. But that ended in 1995 when I discovered the next level of addiction—the testimony table. I traveled across the hall to present the AP minutes, the responsibility of the Vice-Chair. Your name is called, your heart begins to race, and your mind goes blank as you approach. That "rush" is magnified when you have to respond to a question.

As with most addictions, mine is progressive. After nine years on the AP I was appointed to the Council by Governor Knowles in 2001 and reappointed by Governor Murkowski in 2004. My addiction spread to include not only attending meetings but intense studying of documents from discussion papers to EAs to EISs, not yet on a daily basis but steady use none the less. I always got a rush when making motions but making motions at the Council table was mainline use! If only it had stopped there.

In October of 2002, I moved from making motions to chairing the meeting. This may be the ultimate high for a process junkie. I am still active in this addiction but have come to realize.....I am not alone. In fact, looking around the room I see more than a hand full of "family" who has had this addiction much longer than me. I believe some may be in denial...and I challenge my readers to look at themselves because process junkies come from all sectors, gear types, and registration areas, regardless of sex and age.

I am in my fourth year as Council Chair and although my addiction seems under control I continue to crave developing alternatives, providing rationale for decisions and the continual review of documents in addition to attending meetings.

Addicts have a code of anonymity so I cannot name my fellow addicts but they know who they are and my message to them....there is hope. With term limits or new administrations, my Council role will someday change and it is my goal to provide all of the process junkies out there a place to go— a twelve step program to recovery. So if you have more than one of any of the following list of behaviors see me during a break and sign up now for inclusion in our recovery efforts.

1. Craving to make or second a motion.
2. Scheduling family vacations around five Council meetings a year and a dozen or more committee meetings.
3. Nervous feeling if not carrying a document of at least 75 pages.
4. Anxiety if there is an issue on the Council agenda that does not require you to testify.
5. Desire to serve on most committees regardless of the issue.

Seriously, addiction aside, we must defend the council system which includes the process. I believe if you are true to the process, you will achieve the greatest results. The process works....there is a role for process junkies and I am proud to be one.



Bill Tweit, Eric Olson and Stephanie Madsen aboard a USCG C-130 flight, Kodiak, June 2006



John Bundy

Council member 8/99 - Present
Council Vice Chair 10/95 - Present

Everyone involved with fisheries and the Council in Alaska has a story about how it all happened. Mine started in 1961. Selected by the University Presbyterian Church in Seattle as part of a four-person team of students to spend the summer helping out local churches and youth programs in Alaska, I had the opportunity to visit much of the interior, from Chicken to Wasilla, then a very small community. My imagination was captured by Alaska and its people and, from that time forward, I looked for opportunities to return. The following winter presented an irresistible opportunity to work as a seaman on the vessel North Star, which was operated by the Department of Interior, Bureau of Indian Affairs. A retired WWII Victory Ship, the North Star had five cargo holds and carried its own landing crafts to take cargo ashore. At the time, the vessel was the primary source of supplies to many Alaska Native coastal communities. I dropped out of the University of Washington and worked on the vessel for the period April to November, 1962 during which we made two voyages to supply virtually every Alaska Native village from Tyonek to Barrow, including the 15 communities of Norton Sound.

30 years later, another opportunity arose. In the interim, I had been practicing law in Seattle for 23 years. The task was to assist my client, Glacier Fish Company, in drafting a proposal to the Norton Sound CDQ group, Norton Sound Economic Development Corporation (NSEDC), to lease its share of pollock under the CDQ program recently adopted by the Council. This was an opportunity to be reacquainted with the 15 Norton Sound communities and their people. Glacier was successful in the competition for the business relationship with NSEDC. I left the practice of law the following year and joined Glacier fulltime in June 1993 where I worked primarily with Sam Hjelle and Erik Breivik who has managed the business since its inception in 1982. Erik, NSEDC and I put together an ownership group in 1997 that bought out the other Glacier partners effective January 1, 1998.

Service on the Council since 1999 has been a privilege and the best education possible for learning about Alaska's spectacular marine resources and the people and communities that depend on them. The big allocation battle of pollock inshore-offshore was settled by the American Fisheries Act of 1998. Since then, there has been better cooperation and communication among members as the Council worked on issues important to all stakeholders. These have included, among many others, Steller Sealion protection measures, numerous bycatch reduction measures, Alaska groundfish Programmatic SEIS, crab rationalization, H&G fleet rationalization, and the EFH/HAPC actions to protect sea mounts and vast unfished areas off the Aleutians. Of course, allocation issues will always be on the agenda, but the big themes since AFA have been (a) better management to increase the wealth of people directly involved in earning their livings from the sea, and (b) protection of the natural environment to sustain healthy commercial fisheries for future generations. Thanks to the Council and the leadership of chairpersons I have served with (Rick Lauber, Dave Benton and Stephanie Madsen), and to Senator Stevens and Congressman Young, Alaska is finally recognized by the public, Congress and world seafood markets as the gold standard when it comes to sustainability and successful fisheries management. The procedures and standards set by our Council have provided the major themes and guidelines for good management in the current Senate and House versions of Magnuson Stevens Act reauthorization.

Work on the Council can be tedious. Indeed, it would be impossible without the support of a professional staff that the Council has enjoyed through the years. The most interesting part of the process has been the public input which brings insight, often with welcome humor, to help solve difficult issues. Almost without exception, the people I have seen involved in this process are creative and passionate about this common enterprise and it has been an honor to be a part of it.



It's all part of the Council Process.... Benson, Hyder, Bundy, Madsen and Rasmuson during the April 2006 meeting at the Hilton in Anchorage.



Chris Oliver

Executive Director 2002-present

Deputy Director, 1992-2002

Go North, Young Man

My experience in North Pacific fisheries began nearly 17 years ago, just as the fisheries were being fully 'Americanized', and just in time to experience some of the most significant, and controversial, management programs being developed anywhere in the world. Inshore-offshore I and sablefish and halibut IFQs topped the list of course. For a (relatively) young fisheries biologist type from Texas, I felt fortunate to be part of the development of these innovative, cutting edge fisheries management programs – something Clarence had promised me when he offered me the Gulf of Alaska Plan Coordinator position, and to which he had alluded a year earlier when we met at an SSC meeting of the Gulf of Mexico Fishery Management Council in New Orleans. Which takes me back to my "how I got to Alaska" story...

After finishing grad school I was employed as a research associate at the Ag-Eco Department of Texas A&M, working with the Texas Parks and Wildlife (and Fisheries) Department and the Gulf of Mexico Council on a bioeconomic model being used to help manage the large and lucrative Texas shrimp fishery. I made a presentation of this research at the 1989 annual conference of the American Fisheries Society in Anchorage. Though we did manage to milk that model for several research grants, the soft money was coming to an end by mid-1990, and I had to face the reality of finding a 'real' job. In June of 1990 I ended up accepting a marine biologist III position with TPWD to be stationed in Seabrook, Texas, scheduled to report for duty on August 1. I rented a little house on Galveston Bay, about a 5 minute boat ride from the Seabrook office, and started the task of moving from College Station, including several 4 hour round trips to repaint the interior of the house, repair some loose boards on the pier, and various other fixer-up tasks.

As I was leaving the Ag-Eco Building one sunny day in July, with the last of my cubbyhole and research associate position packed up in a cardboard box, I was passing the 'jobs' bulletin board in the hallway, and notice out of the corner of my eye a 3X5 inch index card with a brief announcement of a job in Anchorage, Alaska. Having always harbored dreams of Alaska, and having fell in love with it when visiting the year before, I stopped and read the index card, only to be chagrined that the job closing date had expired the week before! Nevertheless, with nothing to lose, I called the number and wound up speaking for nearly an hour with then Deputy Director Steve Davis. Next thing I know I am on a plane headed to Anchorage for a job interview, to be held on a Thursday, with me supposed to be reporting to work in Seabrook, Texas the following Monday.

To make a long story short, I called my would-be supervisor in Texas at 8 am sharp on Monday, to inform him that I "was gonna be late for work". The conversation went something like this:

Me: "umm, Mr Stork, I'm afraid I am going to be a bit late to work."
Mr. Stork: "well, that's not a great way to start your first day on the job where are you and how soon will you be here?"
Me: "umm, well, uh, umm, I am in Anchorage. Alaska."
(long silence)
Mr. Stork: "what the hell are you doing in Alaska on your first day of work?"
Me: "well, I apologize for this Mr Stork, but when I say late for work, I mean REAL late....fact is I am not going to be there at all. I accepted a job in Alaska that I simply could not turn down. It all happened really fast....."

All by way of making the point that, for a person with a desire to work in the arena of fisheries policy, with a regional management Council, with THE North Pacific Council (already recognized as the best managed fishery in the country)...well, it was an opportunity that I simply could not pass up. And it was far and away the best career move I could have ever made (never mind that I told Maggie it "was only for a couple years").

One of my first experiences in the new job was also one of my most memorable (Clarence likes to recount this one too). About a month after joining the Council staff, I found myself sitting in front of the SSC, somehow conscripted (or tricked) into presenting the status of stocks and Plan Team report to the SSC. Talk about suddenly feeling very lonely and stupid. When the discussion turned to arrowtooth flounder in the Bering Sea, I further found myself informing Dr. Bill Aaron that a significant portion of the preceding year's catch was



Managing Our Nation's Fisheries Conference, Washington DC, March 2005.

Chris Oliver, Plan Coordinator at FishExpo, November 1991



actually misidentified, as in reality it was Kamchatka flounder. Well, Dr. Aaron, flatfish expertise notwithstanding, had no knowledge of said Kamchatka flounder, and immediately recessed the SSC meeting to run over to our offices and start a flurry of emails, telephone calls, and library research. I was not sure whether I had done something impressive, or had inadvertently cut my North Pacific career short by providing bad information to the SSC, or even worse, by embarrassing the Center Director! As it turned out I was right, and even more importantly, Dr. Aaron forgave me. So I survived my first test.

Nearly seventeen years later I can say without reservation how fortunate I have been to have this opportunity to help manage the best managed fishery in the United States, perhaps in the entire world. Former colleagues from the South always speak with respect and envy about working in the fisheries off Alaska. While the results are obvious, what they do not see is the people that make this program a success. The luxury we enjoy of state-of-the-art scientific expertise from the NMFS, the great working relationship our Council has with the NMFS Alaska Region and Science Center. A sophisticated, knowledgable fishing industry which fully embraces the science-based, conservative management approach that breeds long-term sustainability. The individuals and characters that have made their mark and instilled their wisdom on the process through the years.

From my time here in the North Pacific, there are a few that have to be noted. Clarence Pautzke – perfect mix of scientific expertise, administrative savvy, and common sense (and my mentor). And, during my time, three of the greatest Council leaders ever, nationwide – Rick Lauber, David Benton, and now Stephanie Madsen. And from 'the agency'…Rich Marasco – SSC Chairman extrordinaire and one of the finest gentlemen ever. Jim Balsiger, as good a bureaucrat as you can find, a leader, and a dear friend. Sue Salveson, the backbone of the agency here in Alaska and another dear friend. Doug DeMaster – more of the same. Having experience in other parts of the country, I can really appreciate the importance of not only having this caliber of folks, but also having the great working relationship that exists between the state and federal agencies, the Council, and the fishing industry here in the North Pacific.

And a few of the other standout characters…Henry Mitchell hey, some of us really miss him! Wally Pereyra – still wanting that final debate with Penny Pagels. Larry Cotter – orator extrordinaire. Linda Benhken – similar to Larry, but even more passion and much better looking. John Bruce – a rock. Clem Tillion – what can I say that hasn't been said?!? (if not by others, by Clem himself). Bob Mace.....nothing else need be said. And, last but definitely not least, the Council staff, which over the years has been the highest quality group of professionals I have ever been associated with, or could ever imagine being associated with. From past staff like Helen Allen, Marcus Hartley, Hal Weeks, Steve Davis, and Darrell Brannan... to the current staff of David Witherell and Gail Bendixen and Mark, Jane, Nicole, the Dianas, Bill, Jon, Jim, Cathy, Elaine, Maria, Peggy - the very best cohort ever! It is my distinct pleasure to work with each and every one, and to now call Alaska home.



Slayin the Silvers. Prince William Sound, June 2004



Jim Branson

Executive Director 1976-1988

The first years were easy in some respects. The fisheries the Council was immediately involved in were groundfish, sablefish, herring and such, fished almost entirely by other nations, or halibut and salmon, well managed by the State of Alaska and the International Pacific Halibut Commission. Phasing out the foreign fisheries pleased American fishermen, and the Japanese, though they hung on as long as possible, were gentlemen to the end. The Japanese Long Line Association, the last to go, gave me a farewell gift at the last Council meeting they attended that I treasure. It is a copy of Douglas Adams fourth volume of "the Hitchhikers Guide to the Galaxy" titled 'So long and thanks for all the fish' signed by all the members of their delegation.

The real heroes of the operation were, and are, those great people on the staff. They worked overtime (all the time). I would go into the office on the weekends and send them all home, but they snuck back. A difficult bunch at best, but they sure made the rest of us look good.

There were good times with good people, and I am incredibly proud to have been part of it.

I was incredibly fortunate to be able to share those first 12 years of the North Pacific Fishery Management Council's involvement in the 'new form of government', both because of the structure we developed and the outstanding men and women I was fortunate enough to work with. We started with a group of 'real pros' who had worked together on similar problems for years. The first Chairman, Elmer Rasmuson, had worked with original council members like Clem Tillion, Don McKernan, Harold Lokken and others, as well as numerous members of our first Scientific Committee and Advisory Panel who had worked in the INPFC, IPHC and other national and international organizations to steer US policy on the oceans and fisheries.

I learned a lot!

Chairman Rasmuson was an education all by himself. Be on time (or ahead of it), cover it thoroughly (and look around the corners and under the rug), and one page should suffice. He particularly valued the latter, and it was tough to do. I learned a lot about writing that year.

Please do use some of the early Council photos in your book — there were some great people in the early days of the Council , as I know there are now. They need to be remembered.



At the 20th Anniversary Celebration, Elmer Rasmuson provided the following remarks. In his honor, we are reproducing his reflections in this publication. Mr. Rasmuson passed away in December 2000 at the age of 91.



Elmer Rasmuson
First Council Chairman

When the invitation came for attendance at this 20th anniversary dinner, the format was indicated to be one of recollections. This is a very dangerous thing to do because, as the late Lowell Thomas, Senior, was wont to note, "Never ask a man over eighty to speak, because he remembers too much!"

However, I have disciplined my thoughts and remarks by writing them down, so I won't wander.

When the Magnuson-Stevens Fishery Conservation and Management Act was passed, it represented a first for all of us. It was the first time that our Federal Government had provided a mechanism whereby individuals, outside the official employees of the government, were given such broad authority to research, develop programs for, and manage an industry of international scope and infinite complexity.

To all of us who served on the first North Pacific Council, it was all new. Every step we took was necessarily breaking new ground. It was certainly a unique experience to me to have a chance to help create something from scratch. Always in my previous experience when selected for public service, I seemed to be as much a captive of the past as in instrument for the future. Usually I felt it was like when borrowing a skiff from a friend. First, I would have to bail it out, then clean it out, and in effect my use would depend a lot on how the previous occupant left it.

At least in the North Pacific Council, we had one historical event going for us. That was the fact that most all of us had served together on the International North Pacific Fisheries Commission. We carried over the committee organization and procedures, including public testimonies. And we all knew each other. Consequently, we hit the decks running and were off to our new assignments without losing our stride.

In addition to the experience of working together, our council had another factor going for us. One of the objectives of the Enabling Act was to Americanize the fishery industry as much as possible. "Kicking the foreigners out," is always much easier than decisions involving allocation among domestic participants.

We took a little flak because our action to minimize foreign harvesting was a bit slower than some thought appropriate. However, I believe time supported our deliberate procedure because fisheries have inescapable international overtones in finance and marketing.

In my time as chairman, I had two caveats ever in mind. One was to work smoothly with the Alaska Department of Fish and Game because of their overlapping jurisdiction. The other was to avoid any serious rift from developing between Washington-Oregon interests and those of Alaska. I think we observed these parameters fairly well, as it seems to continue today.

The problems facing the Council today are infinitely more complex than in the early years. Allocations among commercial fishing interests are more intense because of decreasing stocks and increasing capitalization, but also because of new entrants claiming consideration. Examples are environmentalists, sportsmen, and non-fishing users of our oceans such as industry, recreation, transportation, and supporters of marine mammals and indeed all marine life.

However, I am confident that our traditions will carry us through any troubled waters of the future. Fortunately, it is part of our culture that if adequate effort is taken to demonstrate that a contemplated action is necessary for the long term good of the stocks, fishermen and harvesters alike find a common ground for agreement.



North Pacific Council members attending the National Conference in Arlington, VA, September 14-17th 1976.

First row, LtoR: James Brooks, Harold Lokken, Henry Eaton, Clem Tillion, Lorry Nakatsu, Jan Riffe

Back row, LtoR: Harry Rietze, ADM JB Hayes, Henry Wendler, Donald McKernan, Charles Mecham.

In late 1989, Tony Knowles resigned after a year and four months on the Council. He wanted to run for Governor. As a member of the original AP appointed in 1976, and along with anyone interested in the Council affairs, I was interested in Knowles' replacement. A representative of Governor Steve Cowper contacted me and told me that the governor wanted to appoint someone that, "could hit the ground running, etc." At this point, I felt they were going to run some name by me and ask for my support. I had no reason to think that I would be considered. I had not contributed to Cowper's campaign, didn't vote for him and supported his opponent. On top of that, I represented a group that is often refereed to as "the Seattle based, foreign owned processing industry." So when his representative said that the governor wanted to know if I would accept a nomination, I was stunned. A few days later when the nominations were announced, I'm sure that many others were likewise stunned.

In this age of terrorism I guess I shouldn't have been surprised when I showed up one morning for the council meeting and was asked by the NMFS Enforcement Officer and a Council staff member if they could talk with me. They informed me that a package had arrived at the council office addressed to me and they had reason to believe that it contained a bomb. The package was now in the possession of the Postal Inspectors and they needed my permission to have the Bomb Squad open it. Well, as you can imagine it didn't take me long to give the Postal Inspector the permission. It turned out the package was not a bomb, just a message from a Kodiak resident who opposed the Halibut IFQ program that we had under consideration at the time. I later joked that, had it been a bomb, it would have killed 25% of the votes opposed to the IFQ program.

People with strong feelings about issues the council considered were quite normal but some went just a bit over the top. One older man concluded his testimony by saying, "I fought in World War II and I killed the enemy. In looking at you people (the council) I think I killed the wrong people."

Henry Mitchell could be counted on to provide some interesting controversy. I felt at times he just got bored and decided to stir the pot, but sometimes it backfired. The Secretary of Commerce had sent some plan of ours back. I'm sure that it irked many of us. Someone said something like, "We bombed." Henry popped out with, "We should send a bomb to the Secretary." I don't think any of us gave Henry's comment a second thought. Maybe a little strong but not out of character for Henry. A few minutes later a council staff member came into the room and went over to Henry and said something to him. He got up and left the room. He was gone 20 or 30 minutes and when he came back all of the color had drained from his face. At the next break we went over to Henry and he told us that he had been called out by the FBI and they wanted to talk with him about making threats to a governmental official. They didn't think it was funny. Nothing ever came of it but it was clear that someone didn't much like Henry...there were so many suspects that I don't think he ever found out who called the Feds.

While the council business is serious, there were times with humor and laughter. Sometimes I used humor to break the tension. Sometimes it was just spontaneous. One of the more colorful council members was Clem Tillion. Clem didn't have a long attention span and was constantly saying, "let's just vote." That usually was a good indication that Clem had the votes he needed or he just didn't care about the issue regardless how many other people did care. Sometimes he just wanted to get to something that he did care about. One day we were debating something that wasn't interesting to Clem, a non controversial issue that I thought could pass without objection. When the debate ended I said, "Is there any objection to the motion." At this point I looked around the table to see if any member



Rick Lauber

Council Chairman 3/91 - 8/00
Council Member 1/90 - 8/00

indicated an objection and came upon Clem, sound asleep. My eyes fixed on him. Apparently the large audience was also looking at the council and probably had long been watching Clem sound asleep. At this point I said, "Motion passes with 10 yea and one abstention." The audience roared with laughter...this woke Clem with a big smile on his face but without any idea what they were laughing about.

Kevin O'Leary was fairly new on the council, and the day came when he had some big issue important to Kodiak and probably to him. He was prepared. The minute when it was appropriate to make a motion Kevin shot up his hand, I recognized him. He started out reading his long and detailed motion and then launched into a much longer and more detailed debate on the motion. He went on for maybe ten minutes. Well, Kevin had made one large mistake, born of inexperience, he had not paused after making the motion to give a person time to second his motion. So when he paused after his debate I calmly said, "The motion fails for lack of a second." The audience laughed but Kevin was crushed. He actually thought for the moment that there was no way to recover. I immediately asked if there was a second to the O'Leary motion, which there was and we were back on track. Kevin, after that, always paused after he made a motion and allowed the second to be made.

I calculated that I have sat through 150 weeks of Council or AP meetings. That is about three years of my life spent with the Council Family. During that time we did a lot of good things and a few bad ones. Without a doubt the North Pacific Council is the most effective Council in the United States and probably the best management organization in the world. One of the main reasons is not only the dedicated members of the AP, SSC and the Council but we have the best staff. Many of the things we did could not have been done without the dedicated Council Staff.

I wish you a most successful 30th anniversary celebration.

Note: Bob Mace passed away November 5, 2006, just one month after writing this letter.



Bob Mace

Council member 8/76-8/01
Council Vice Chair 10/99 - 9/01

Although I had some experience administering fisheries programs, I was without a doubt the most clueless individual attending my first Council meeting. I had been around the barn enough, however, to realize the best approach in a new environment is to shut up and listen. That I did and learned a great deal from my associates on the Council as well as members of the AP, SSC, staff and public participants. I spent 25 years as a Council member and attended 142 plenary sessions. It was an unforgettable experience and, in looking back, those years represented the highlight of my professional career.

First, I would like to comment on the Council process. Bear in mind that my memory is not as sharp as it used to be so forgive any errors (memory being the second thing to go in the aging process following, of course, the loss of hearing). Council members came from all backgrounds and the majority represented specific interest groups. Despite this and the fact that the only effective committee involves three members subject to majority rule, I was impressed with the Council's ability to make fair decisions which did not violate the primary responsibility to conserve the resources. This evaluation may be questioned by some but I am confident that the North Pacific fisheries are well managed and in better shape than any other fisheries in the world. Much of this success is due to advice of the AP, SSC and the public participants. Most important, in my view, is the expertise of the staff, and I still think about the efforts those wonderful people expended to make the process work.

Next, I wish to talk about the organization. I served under eight chairmen (and regret that I wasn't around when Stephanie was appointed because she is a good one). All of these individuals were very capable, but I did have my favorites who will remain unnamed. One of the primary qualifications for a chairman was the ability to recognize when a full day was complete. Any recess after 5:00 PM lost that person points on my evaluation sheet. As far as Council members were concerned, I served with a lot of them, and they all had my respect. Space is limited but I will mention a few whom I particularly enjoyed knowing. Oscar Dyson, of course, and John Winther and on the feminine side, Linda Behnken. What a smart lady she was and a formidable person in a debate! As far as the AP was concerned, I was particularly impressed with Nancy Munro and Stephanie Madsen who did such a great job explaining the AP recommendations to the Council. And the same applies to Rich Marasco, who presented the SSC recommendations in such a professional manner. The three Executive Directors, Jim Branson, Clarence Pautzke, and Chris Oliver, all proved to be great leaders and steered the Council away from many pitfalls. A discussion of the organization would not be complete without mentioning the Coast Guard which attended every plenary session and was so valuable in search and rescue operations and the enforcement activities essential to success. I recall Vince O'Shea who became my good friend.

Not all Council meetings were fun and games, but the proceedings were occasionally broken up by interesting diversions. I will mention one which involved Wally Pereyra, my dear friend, who I hope will forgive me for bringing this up. I can't recall all the details but the gist was about as follows: we were setting the Bering Sea pollock TAC, and the SSC advised a range within which the quota could be set. Wally was vigorously pressing for the upper number, but it became obvious that his choice wouldn't fly and a compromise was necessary. I don't recall the exact motion, but I think that if the compromise failed the low point of the range would be adopted. Wally became so tied up in his hair net that he voted against the mid-point compromise and the lower number was adopted. After a night of being tarred and feathered by his constituents, Wally was a very depressed individual the following morning. We got him off the hook, of course, by moving for reconsideration and adopting the compromise. You still owe me for that one, Wally.

I'm not sure what I accomplished on the Council because I was a lonesome polecat and had but one vote to represent Oregon's interests. Initially, we had one member on the AP, and that person was Barry Fisher. I was able go get a second representative by suggesting that AP membership be based on two nominees per Council member and that proved a great help to my constituency. About mid-point in my service, I became upset with the unlimited debating between Council members and the lengthy questioning of those testifying. It was a situation over which the Chairman had little control, but it was not an effective way to conduct the public's business. After one particularly stressful meeting, I came home and sent a hand written note entitled "meltdown" to Clarence Pautzke, in which I expressed my concerns and suggested some rules to guide Council deliberations. I didn't expect any response but needed to get the frustration off my chest. Lo and behold, Clarence passed the letter on to Chairman Lauber and they put it on the agenda for the following meeting. The Council adopted many of what they termed "Mace's Rules" and attached a copy to the inside cover of each briefing book. I don't know whether those guidelines continue to be followed, but they did give the Chairman some muscle to control the meeting process and eliminate a lot of oral dysentery. One final point for which I am grateful was the Council's decision to hold the first meeting outside Alaska in Portland. I thank them for that honor.

Well, I've pretty well worn out my welcome so will close with the comment that I added up my time in Council meetings and the total involved three full years 24/7 sitting on my rear end and accumulating the record for negative votes. That length of time certainly qualifies me for a share of the Permanent Fund, and I'm waiting for my check.



Thorn Smith
Industry Advisor

Thorn authored the following yarn, "Crab Bait", which was originally published by Pacific Fishing in 1997. It is reprinted here with permission of the author and publisher.

Early in 1997, in one of the rare moments of lucidity permitted me by my lowly political employment, I determined to travel to Dutch Harbor, Alaska — to observe horizontal weather, volcanoes, dead fish, and whatever manner of persons might occupy such dire precincts.

I took my place in the cabin of the airliner that was to take me from Anchorage to my destination, and as I settled in, a traveler occupying the seat to my right — a smallish bald man with something of the rodent about him— asked, "Do you know how many flights they've splashed this year on our route?" Having no idea whatsoever, I posited, "Ours will make 20."

For an instant his eyes, which were close enough to begin with, narrowed darkly and his whiskers twitched. I realized he was disguised as a can of moustache wax. I told him not to worry, that it was a fair figure in keeping with air traffic in that part of the world—four or five a month—and ours being one of the biggest airlines naturally had the most accidents.

As I went on to explain that according to the normal curve of accident distribution per unit of time, place, etc., invoking the confidence intervals and nerf bars relied upon so heavily by boffins running a scam, I could see that my reasoning offended him. "I'm not afraid of a crash," he said. "Up your statistics. It's not dying I fear, but my desecration of my remains at the hands of Alaskans—my flesh could be chopped, ground, salted, or submitted to other treatment incompatible with the dignity of my position. Imagine *me*, a representative of factory trawlers, a man without vices, without debts. I haven't devoted the last 20 years of my career to *this!*"

His intensity increased—if that is possible to imagine—until it seemed that one would have only to plug into him to illuminate a small city. Machinery spun within him in such gyroscopic ferocity that clearly he would fly ahead straight and true should the airplane disintegrate around us.

"Come, come," I said. "Surely everyone knows that factory trawlers employ Alaskans for as many as two three-week trips a year, enabling them to buy a couple of six-packs of Oly. Where else are they going to get beer money: They should be grateful."

"Don't be so sure," he wined. "They accuse factory trawler employees of drinking and urinating in the streets. Actually they work so hard they don't have time to urinate while they're on the boats, but we're looking into that."

At the tarmac he was whisked away in an armored carrier by thick-set guards with no discernible necks. Obviously, he had planned ahead.

Proceeding to my hotel, The Grand Illusion, I passed a small and weather-beaten Russian Orthodox church. Before it, in full ecclesiastical regalia, were a prelate and three acolytes. They shucked and jived in four part harmony with full syncopation about an urn piled high with what looked for all the world like stew meat. Were it not for the evident dignity and devotion radiating from their physiognomies, I could have sworn they were chuckling.

The hotel, gentle reader, was remarkable. It stood in a barren field of mud like a monstrous aluminum barn dropped by a Republican tornado from deep right Kansas. To say that it stuck out like a sore thumb would be to understate the matter in considerable degree. Why would anyone erect such a tasteless edifice in the God-forsaken venue? I decided to find out.

At dinner I asked my waiter, a dark and shifty fellow of indeterminate provenance, "Why did they build this monstrosity?" "Beats me," he replied candidly. Hoping to elicit something more in the nature of conversation I queried, "And what was the ceremony at the church this afternoon?"

"Blessing of the bait," he murmured.

"Say what?"

"Blessing of the bait," he said more loudly. "Crab season starts tomorrow."

"Since when do they bless the bait?" I asked, beflummoxed. "It's factory trawler bait," he replied with growing impatience.

"Factory trawler bait? I didn't think factory trawlers used bait." Surely I had him here. "You just don't get it, do you?" he hissed, looking me straight in the eye. "It's bait made out of factory trawlers." Glancing furtively over his shoulder and lowering his voice, he whispered, "Out here we hunt them for sport." A certain gleam crept into his eyes at this pronouncement, but you may be assured, subtle reader, that your friend and narrator—a modest person of even temperament and placid disposition—was not so easily taken in. Still, there was something about that urn of stew meat.

And sure enough, the morning paper bespoke skullduggery. Factory trawler employees were disappearing mysteriously, just as they had at the same time the previous year. There had been some concern and desultory investigation, but inasmuch as the factory trawler companies did not have to buy return their tickets for them—in fact, most of their paychecks went unchashed—the matter was allowed to dwindle and die. A few inquiries were received from relatives, but there was really nothing for it.

I felt obligated to remove myself at once to the local constabulary to inquire into the mysterious disappearances. After all, this was not Guatemala. The police captain heard me out with tired eye in his private office, slouched over a tepid cup of coffee. He sighed, arose, placed his hands in his pockets, and walked to the fly-specked window. "Look," he said patiently, gazing out. "Nobody cares. They disappear, yes. Then some local has cheap crab bait for sale. Modest amounts, you understand. Nothing you'd measure in metric tons."

"Ye gads," I gasped. "Do you mean to tell me..." "Please, let me finish," he said in a fatherly tone, placing his hand on my shoulder. "I've been investigating. The fishermen who used the bait last year said that not even crabs would eat it." He peered at me hopefully.

"This thing is bound to blow over."



Ron Berg

Council Member 4/92 - 6/99

Deputy Regional Administrator, NMFS Alaska Region (retired)

Thanks for this opportunity to write down some of my memories regarding the North Pacific Fishery Management Council's 30th anniversary for use in the Council's anniversary book. I feel fortunate to have been part of the Council process for nineteen years at a time when the Alaska fisheries were being "Americanized."

When I started attending Council meetings in 1978 as a NMFS fisheries manager, foreign nations were harvesting all the Bering Sea and Gulf of Alaska groundfish quotas off Alaska. These quotas, or specifications of total allowable levels of foreign fishing (TALFFs), were harvested under preliminary management plans (PMPs), which regulated foreign fishing, but not domestic fishing. Regulation of domestic fishing would soon be authorized as the Council implemented fishery management plans (FMPs), which replaced PMPS. For example, the Council's first FMP, Groundfish of the Gulf of Alaska, was implemented in December 1978, followed by implementation of the FMP for the Groundfish Fishery in the Bering Sea and Aleutian Islands Area in January 1982.

Japan, Republic of Korea, Poland, China, and the former USSR conducted directed fishing for groundfish off Alaska. Initially, except for a 1,600 metric ton (mt) Pacific cod reserve in the Bering Sea, all the available groundfish quotas off Alaska were specified as TALFF amounts for harvest by foreign fishermen. The 1,600 mt Pacific cod reserve was established to account for bait being harvested to support U.S. crab fisheries off Alaska.

Numerous Japanese fishing company representatives attended the early Council meetings when TALFFS were being decided by the Council. They wore dark business suits and sat as a block in the meetings. Represented sometimes by Steve Johnson, a Seattle attorney with Garvey, Schubert, Adams & Barer, the Japanese companies testified in support of the TALFF allocations. Jay Hastings, another Seattle attorney, represented the Japan Fisheries Agency. He spoke pretty good Japanese. When visiting the NMFS Regional Office in Juneau, the Japanese fishing companies and their representatives came armed with lots of statistics to support TALFF allocations.

Japan also prosecuted a large Tanner crab fishery for 7,000 metric tons of crab. Two motherships, the Keiku and the Koyo, participated along with their catcher vessel fleet. Eventually, the Tanner crab quota was cut in half and then Japan was put on notice that its crab quota would be zeroed out in one more year. All the Tanner crab was needed by U.S. crab fishermen.

What was really interesting to me was the speed at which the groundfish and crab fisheries were Americanized. U.S. catcher boats entered into joint ventures with foreign processing vessels. In these ventures, U.S. catcher boats harvested specified Joint Venture Processing amounts for delivery to and processing by foreign processing vessels. At the same time, directed fishing allocations for U.S. fishermen were increasing. As the U.S. fishing capacity increased, foreign and joint venture fisheries were phased out. The groundfish and crab fisheries were 100% Americanized by the mid-90s.

I was continually impressed by the hard work by the fishing industry and Council members. Early Council staff, including Jim Branson, Clarence Pautzke, Judy Willoughby, Helen, Peggy 1, Peggy 2, and others contributed greatly during the formative years of the Council. Nowadays, the Council results are considered a National model of how fishery management should be conducted.

I was gratified that the Council gave high priority to resource conservation when it finalized its recommendations. I remember Oscar Dyson from Kodiak, when speaking to a motion that would result in a lower Gulf of Alaska groundfish quota and thus potentially lower profits for the industry, explain that his vote was a vote for conservation.

A few industry members over the years were former NMFS employees. Wally Pereyra (ProFish) was an Alaska Fisheries Science Center researcher. Burt Larkens (Alaska Factory Trawlers) was a former Regional Director of the Northwest Region. Phil Chitwood (also Alaska Factory Trawlers, I think), was in NMFS Enforcement and was also the first division chief of the Alaska Region's Fisheries Management Division. Phil hired me. Designated NMFS Alaska Region voting representatives on the Council over 30 years include Harry Rietz, Bob McVey, Steve Pennoyer, Jim Balsiger, and Sue Salveson.

The Council certainly has had its share of dynamic members. I especially appreciated Clem Tillion of Halibut Cove. I remember one particular Council meeting when Clem was the chairman. The Council was about to take final action on a final groundfish TALFF without having received public testimony. Steve Johnson (mentioned earlier as an attorney for the Japanese fishing companies), jumped out of his seat and rushed forward, saying, "Mr. Chairman, Mr. Chairman, you can't take final action now. The Council hasn't received public testimony!"

Without hesitation, Clem replied, "The hell, you say. We'll vote right now!"

I could go on for several more pages as I remember details over nineteen years, but I'll stop here. Everything above is off the top of my head as I remember it, but I think it's reasonably accurate.

Dr. Wally Pereyra

Council member 8/90-8/99
Council Vice Chair 10/94 - 8/99



ALL'S WELL THAT ENDS WELL - Kanets'deloo venets. This story is a recount of my first trip to Moscow in April 1977 with Jim Talbot of Bellingham Cold Storage, and his accountant Dick Metcalf. The three of us had traveled to Moscow to meet Jim's new partners at Sovrybflot, the Soviet partner in his Soviet-American joint venture company, Marine Resources Company (MRC), and discuss the future of our new enterprise.

At the time the ink was still wet on the Fisheries Conservation and Management Act (now the Magnuson Stevens Act), which had been signed into law the year before. I had just joined MRC as its first general manager, leaving what I considered at the time to be the best fisheries science job in the world for an aspiring young marine biologist and research director at the NOAA Fisheries Center in Seattle. Under Lee Alverson's direction we had been heavily involved in the early explorations and development projects of the Alaska ground fish resources. Foreign fisheries totally dominated the North Pacific ground fish fisheries. The American fishermen and processors were struggling in their attempts to develop these ground fish resources for the benefit of Alaska and the US. These were heady, but frustrating times. But the Magnuson Act, which gave American fishermen first priority to the all fish and crab in our EEZ, held out great promise. So when Jim Talbot offered me the opportunity to leave the government and become directly involved in trying to develop the ground fish resources, I couldn't resist his offer.

By joining Jim at MRC, I was switching my career from that of a federal marine scientist with considerable tenure and upside potential, to that of a business entrepreneur in a risky, start up joint venture, Soviet-American company at the height of the cold war. Many questioned my sanity, and rightfully so. But the quiet enthusiasm of Jim Talbot for his new joint venture company and the enormous future he envisioned for MRC, was too tempting for me to turn down. I signed on and here I was in Moscow, meeting Jim's Soviet partners to discuss and plan for our (my) future - - - I was excited at my launching into the world of business.

On the first day of this exciting and momentous occasion the first order of business was to introduce the respective members of each side's delegation. I don't remember who went first but when it came Jim's turn, he first presented Dick Metcalf, his trusted financial advisor from Bellingham who had been to Moscow with Jim on a previous trip. Next came my turn to be introduced by Jim - - - "and on my left is Dr. Walter Pereyra, formerly with the National Marine Fisheries Service in Seattle who I just hired as the American general manager of our joint company". But before Jim could get in another word, the President of Sovrybflot jumped up and yelled out in Russian "Nyet" (I didn't know much Russian but I sure understood what "nyet" meant). The Sovrybflot President then proceeded to rant and rave about the impropriety of Jim hiring a general manager "when we weren't yet in practical business" -- - which literally meant, 'Mr. Talbot, you had no right to hire anyone before we actually get into a cash-generating business, and certainly not without my agreement'.

Needless to say, my face turned ashen white and my breathing picked up considerably when I realized that here I was in Moscow meeting for the first time the 50% partner of the company that had just hired me, being told that I wasn't wanted - probably fired. Moreover, to take this job I had just given up a rewarding career with upside potential and considerable job security, plus I had a wife and three young children who were counting on me to be the family bread winner.

Dick Metcalf immediately saw the terrible state of anxiety that had overcome me following this spirited exchange between Jim Talbot and the President of Sovrybflot over my unaccepted career change. But being the compassionate soul that he is, Dick turned to me and whispered in my ear, "Don't worry Wally, if your job at MRC is vetoed by Sovrybflot, I'll push to get you a job at the Bellingham Cold Storage for the two-year life of your contract." The thought of driving a fork lift for the next two years did little to ease my pain and worry. Fortunately for me and the future JV development of the ground fish resources, Jim firmly and flatly rejected Sovrybflot's unreasonable demands and honored his commitment to me. The rest is history.

This saga is reflective of the high standards for integrity, honor and commitment that Jim Talbot demanded in all our business dealings. In his quiet way he guided MRC through many tumultuous years to emerge as the pioneering force for the domestic development of the Alaskan groundfish fisheries and the pre-eminent Soviet-American joint venture company during the challenging years of the cold war era. I certainly owe Jim a huge debt of gratitude for his vision and commitment to the building of bridges of understanding between the Soviet Union and the United States through business relationships based on mutual benefit and respect. I thank Jim most sincerely for his confidence in me and for giving me the opportunity to fail --- he will always be a giant in my eyes.

Today some thirty years later, there are times when I wonder what would have happened to the course of the North Pacific ground fish development if Sovrybflot had had their way at our first meeting, and MRC had not evolved into the largest JV operation. Would the foreign dominance (primarily Japan) of our ground fish resources and world markets have continued to the present day? Would the offshore component (CPs and motherships) have developed? Would we have had the robust expansion of the domestic harvesting ability and capacity which laid the foundation for the onshore ground fish processing sector? Would we have had the controversial Inshore-Offshore debate and would the CDQ program have ever come to pass? Of course there are no ready answers to these questions; but I suspect that without the force for change created by the Soviet JV, the character of our domestic ground fish fisheries would be quite different from that which we enjoy today.

One thing is certain --- the underlying driving force that resulted in the Americanization of our Alaskan ground fish resources was the priority access to these resources granted American fishermen and processors by the Magnuson-Stevens Act. Without this priority access it would have taken decades for the American fisherman and processors to develop the capacity, infrastructure and markets to profitably harvest these resources. Moreover, we would most likely still be sharing our ground fish resources off Alaska with foreign fishermen.

June 1997; In Dutch Harbor, Wally Pereyra successfully outbid Joe Dooley at a Women's Fisheries' Network event. The winner got rights to shove a pie in John Iani's face. This event had some special drama due to the tete-a-tete that John and Wally had at a previous Kodiak Council meeting.









Dennis Austin

Council member 6/96- 8/05
Council Vice Chair 9/01- 8/05

I am honored and pleased to have been a part of the North Pacific Fishery Management Council's 30-year history as the Washington Department of Fish and Wildlife's representative. The Council is one of the foremost, if not THE foremost, resource management body in the world. The conservation management support of the Council staff and agency staff provides a strong foundation for the resource allocation challenge of the Council. It is this challenge that I remember most vividly, and which sets the background for the story that follows.

Being a representative of Washington State, I was particularly interested in the activities of our "Distant Waters" fleet (i.e., those boats based in Washington, which fished the Bering Sea and Gulf of Alaska outside Alaskan State waters). It was always a heated debate when harvest allocations were made to this fleet.

At the time of one such "discussion," then Chairman Rick Lauber was orchestrating a well run meeting, as usual. I felt I had something to add to the discussion, so I raised my hand, but the Chair didn't recognize me. At the break, I asked him why I wasn't being allowed to speak. He got a quizzical look on his face and said, "Sorry, I don't see you raising your hand, Dennis." From that point on, when I raised my hand to speak, I fully extended it, reaching for the rafters...and might even have jumped up and down a little in my seat.

The resource management regime being implemented by the Council will be viewed as exemplary well into the 21st Century. All sectors of the Council family should be as proud as I am.



Larry Cotter

Council member 8/86-8/92
AP member 1/81-6/85

It is impossible to convey with any real depth in one or two pages the impact the North Pacific Council has had on my life and, I am sure, the lives of most people leading this. It is more than the close, family relationships that have developed between so many of us. It is more than the fishery management accomplishments, so often on the cutting edge and always on the side of conservation. It is more than the passion that has driven many of us as we have pursued our goals and principles, at times nearly tearing our relationships apart. It is more than the great good that has been conveyed to Alaska, the Pacific Northwest and the country as a result of the decisions made by the Council over the years. The Council has, in fact, become a way of life, a code of conduct, a part of something that each of us has helped to create. It is like a child with DNA from each of us. And it continues to grow.

I was fortunate to serve during the time when it was fun to be a Council member. We got to kick out the foreign fleets and Americanize the fishery. That was an enjoyable fight, mostly against people who didn't live here. Then we started to fight among ourselves: inshore/offshore, halibut/sablefish IFQs, bycatch management programs, crab management, observer programs, remove the 2 million mt cap or not. It wasn't as much fun, but it was necessary. It helped to set the foundation for the future.

I am quite proud of the Council, the process, and the people who have participated over the years. I cannot believe how hard the Council and NMFS staff works, and how well and professional they do their jobs. There has always been some criticism associated with the Council, but the wise old owls say the absence of criticism simply means you're not doing anything. That cannot be said about this Council — now or at any time in the past.

I will close with a few quotes I remember from my tenure:

I remember Chuck Bundrant saying "I don't want to make any permanent enemies."

I remember Clem Tillion saying, "Larry, you've got to learn to rise above your principles."

I remember a Korean representative summing up his testimony saying, "So, with this approach we can kill two stones with one bird."

I remember Wally Peyera saying lots of things, but in particular, "Yes" on the final inshore/offshore motion.



The AP in 1983. Standing: Dan O'hara, Walt Smith, Harvey Samuelson, Unidentified AP member, Barry Fisher, Peggy Kircher (staff), Eric Jordan, Joe Kurtz, Don Rawlinson, James O'Connell, Tony Vaska. Sitting: Rick Lauber, Larry Cotter, Bud Boddy, Bobby Alverson, Unidentified AP member, and Tom Stewart



Sue Salveson

Council member 12/97-present
NMFS Assistant Regional Administrator for Sustainable Fisheries

The North Pacific Fishery Management Council was already up and running with Clem Tillion at the helm when I first was introduced to the Council process and began my career as a "desk jockey." I had been a biologist with NMFS for nearly 5 years doing field work in the Gulf of Alaska and Bering Sea and had recently come to the conclusion that weeks away from home floating around the North Pacific was not conducive to raising a young family. So, in 1980, I hung up my foul weather gear and was hired by the Alaska Region. There, I entered an intimidating world of unfamiliar acronyms; where paperwork and lawyers ruled; the idea of 40-hour work weeks became a fantasy; Lew Queirolo reviewed and ruthlessly commented on every written word; and one of my first projects was helping to write the *Environmental Impact Statement* to support the proposed Fishery Management Plan for Groundfish of the Bering Sea and Aleutian Islands Area. Many people have come and gone since then...but guess what Chris and Stephanie—**NEPA still rules!!!**

The first Council meeting I attended was in Homer, Alaska at the Land's End Resort. Clem Tillion was at the helm and things got done in a clear manner: his way or the highway. The picnic he hosted at his Halibut Cove home was a highlight of the summer! From the earliest days, conservation and management of the North Pacific resources were a priority for the Council. Although the allocation issues, bycatch reduction measures, and fishery restrictions adopted by the Council at that time were simple by today's standards, the increasing restrictions on foreign fishing fleets to protect domestic fishing interests seemed difficult and contentious at the time. Representatives for foreign fishing interest, including the esteemed Paul MacGregor, were in our office often, frequently with their clients who showered small gifts on federal managers. That gracious custom created a bit of uneasiness within the Region and gifts quickly were shared among staff. This custom has not been taken up by domestic fishing interests. Instead, gifts from domestic sectors increasingly are in the form of creative thinking embodied in statute driven mandates with immediate effective dates. The approach for encouraging federal management action certainly has changed!

In the old days, draft analyses and rulemaking were hand written on ruled notebook paper, cut and taped into yards and yards of scribble that eventually was handed off to a secretary to type out. These hardships provided a natural limitation to the length of documents that was proportional to staffs' propensity for avoiding hand cramps and the pencil welt we all developed on our middle finger – you don't see that much any more in today's keyboard world. The end result was analyses and rulemaking that a person could read in one sitting.

Young fishery biologists on the F/V Anna Marie, 1975. The shipmates from left to right are: Steve Kaimmer (IPHC), Steve Hughes (NRC), Mark Wilkins (AFSC, NMFS), Sue Salveson (NMFS), and Eric Brown (NMFS, recently retired)



I have to really think about the nature of "progress" in today's Council process where analyses typically extend to 300-400 pages and can hit 7,000 pages if we really want to. Do we really have that much more to say or does the lack of pencil welts create a proclivity to say more than we need to? Don't answer.

Since those early days, the Council increasingly found itself on the national forefront in developing innovative programs to manage and conserve the rapidly developed and diverse domestic fisheries of the North Pacific. As these programs became more complex and controversial among competing users groups, conservation of the resource remained a priority. As a result, the North Pacific Council frequently is honored nationally as the embodiment of the council process envisioned under the Magnuson Stevens Conservation and Management Act when it was enacted 30 years ago. This recognition is a result of hard work and dedication of staff and Council members, the Council's ongoing reliance on the best science available, a diverse stakeholder community that does not hesitate to provide informed input into the Council process, and the Council's ability to make hard decisions to ensure sustainable resources and the fisheries dependent on them. From the perspective of NMFS, I personally appreciate the Council's willingness to work with evolving national policy and legal standards developed to help ensure the implementation of Council policy decisions consistent with applicable law. Although frustrating at time, the interface between NMFS guidance and Council process can generate healthy debate and feedback. The result is a sense of teamwork and cooperation in the management of federal fisheries off Alaska that has been a recipe for success. I am thankful I been given the opportunity to be a small part of this process and look forward to reading about the 50th year celebration a mere 20 years from now! Better start planning....



Bob Alverson

AP member 12/76-8/88
Council member 8/88-8/94
Council Vice Chair - 10/89-8/94

At my first AP meeting in January 1977, the first vote taken was to eliminate the International Pacific Halibut Commission. The motion passed 24 to 1, as I recall. I was the minority vote of 1. When the issue got the Council, Chairman Elmer Rasmuson and Council members Lokken, Tillion, and McKernan laughed and then said "no thanks" to the AP recommendation.

AP meetings were different in those days. AP member Ray Lewis from Alaska Packers used to smoke cigars at the AP meetings—they were nasty.

Council meetings were also different in the early days. In late 1978, the Council held a hearing on Bristol Bay herring to have a targeted high seas fishery. The representatives from Bethel were speaking in their native language while chairman Tillion and Branson drank from the same water glass that rightfully should have had an olive in it. At another hearing on herring, about 1988, the Kuskokwim natives brought five plastic bags with different degrees of dried herring they ate. The Council was almost ill.

A Council meeting convened in Kodiak in 1977 or 78 was held in the Elks Lodge with the bar open. Mr. Jay Hastings, representing the Japanese crab fishermen, presented the standard Japanese position that crabs came off the sea floor on occasion, and therefore are not creatures of the Continental Shelf and do not fall under control of the 200 Mile Act or the Truman Creatures of the Continental Shelf Act. Council member Bart Eaton exclaimed that's why we didn't catch a full load; they were mid-water crab. Chairman Rasmuson then proceeded to eviscerate Mr. Hastings. It was brutal, and the folks in the bar applauded.

In the early 1980's NMFS/U.S. Coast Guard enforcement reported that 95 Japanese vessels were involved in a conspiracy to defraud U.S. foreign allocations. As part of this, the Japanese has set up surveillance of the Kodiak Coast Guard base, radioing take off times of enforcement planes and revealing vessel by vessel communications of where U.S enforcement was. This situation led to MSA amendments allowing 100% observer coverage.

Amendment 14 to GOA, which allocated the sablefish TAC mostly to longliners, was sustained in litigation with an opinion from Anthony Kennedy, who later became a Supreme Court Justice.

I remember when the Halibut Treaty was renegotiated. The U.S. representative from State Department was John Negroponte, who later became the U.S. representative at the United Nations. Renegotiations started with a salmon dispute in Juan De Fuca over small ¾ of a square mile area. The U.S. threw the Canadians out of the salmon fishery. The Canadians threw the U.S. trawlers out of Hecate Straits. The U.S. then told the Canadians they were out of the halibut fishery in Alaska.

There were some interesting moments in the development of the halibut and sablefish IFQ program. I recall a moment of tongue and cheek when I explained to Chairman Lauber, after he missed a Council meeting for heart surgery, why the Council dropped license limited entry and went for Halibut IFQs.

The morning before we held the final hearing for halibut and sablefish IFQs, we had a closed session. Craig Hammond, NMFS enforcement addressed the Council members explaining that there had been a threat to the Council if we proceeded on this agenda item and that he had been asked to wear his shoulder holstered 357. Craig said, "They asked me to wear this today, but don't expect any heroics. But if they get you, I'll try to get them." [Have any other Council members looked at the catering door at the Hilton as an emergency exit strategy?] At any rate, during the hearing, a veteran of WWII indicated he had been a sniper in the South Pacific but he was not sure he had been shooting at the right people.

The day after final vote of Halibut/Sablefish IFQs, which passed 7 to 4, Council members Mitchell and Cotter moved to reconsider the vote, in order to change their own votes that morning at the Egan Center. If they did, the previous action would have failed 5 to 6. Pedersen, who was the alternate for Washington State and who had voted no the previous day, leaned over to me and said, "Blum told me how to vote on the main motion but forgot to tell me how to vote on a reconsideration motion." Mark voted no and Bob Mace who hated IFQs leaned over to me and said, "You guys will only waste another 10 years of Council time if we don't get rid of this," and he voted no on the reconsideration vote. The reconsideration failed 7 to 4. Cotter and Mitchell switched their votes, but the result was the same.

The passage of the Halibut/Sablefish IFQ program by the Council in 1991 blew the doors off traditional management concepts — nothing would be the same again. Although the inshore–offshore allocations evoke painful memories, it served as a great head fake to move halibut/sablefish through under the political radar.

Oscar Dyson sat next to me as a Council member. He had a big gold ring and he would hit my knee with it to get my attention. He would then give me a thumbs up or down on a particular vote. On halibut IFQs. I hit him on the knee and gave him a thumb up. It was not his thumb that he expressed his viewpoint back to me with.

Chairman Peterson presided over the Council during the last of the foreign fisheries in 1988. He was also instrumental in one of several difficult defenses to maintain the 2 million ton cap in the Bering Sea. He strongly supported the cap, and it was maintained.

When Don Collingsworth was chairman, we used to have real 10-minute breaks; barely enough time to get back to our seats. Chairmen Collingsworth and Peterson's leadership helped establish the current observer program which set apart the NPFMC from all other Councils and created the largest observer force on a regional fishery, world-wide, as well as hard caps on crab, salmon, halibut, and much of the current habitat protection areas in the Bering Sea.

Then SSC members Jack Tagart and Terry Quinn chat during the Council's 20 year anniversary party.



Jack Tagart

SSC member 12/88-12/03
SSC Vice Chair 1/97 - 12/03

I joined the SSC in December 1988. I remember thinking that this was an important appointment, and I was eager to participate but anxious whether I could measure up to the task. I don't recall with absolute clarity who all the members of the SSC were at that time, but one of the members I served with was Don Bevan. When I was an undergraduate at the University of Washington in the late 1960s and early 1970s, Don was my professor for the fisheries management class; in 1988 when I began my tenure with the SSC, Don was a member of my dissertation committee. For me, Dr. Bevan had been a personal model of a knowledgeable, influential, nationally and internationally known fisheries scientist, something that I had hoped to emulate, and not only was I afforded the opportunity to learn from him as a student, but here I was interacting with him as a peer. As corny as it might sound, it was a signature moment for me.

In my 15 years on the SSC, it was my great pleasure to have worked with, argued with, and learned from a really fine class of distinguished scientists. I would like to congratulate the Council on their 30th Anniversary, and thank the scientists who had to put up with me during my Council stay. The Council should give special thanks to Rich Marasco for his long service as SSC chairman; while Rich could be riled (and I had a special talent for doing so) he is one of the most even handed men you could meet, and the SSC was lucky to have had him as chair.

Council Tidbits

In the late 70's, council meetings went on until 11pm some days!

Under Chairman Rasmuson, the saying was "All those in favor vote 'Aye' all those oppose vote 'I Resign.'"

The longest Council meeting was 8 days, held in Seattle on October 1994, focusing on comprehensive rationalization planning.

The record for the most public testimony was over 150 testifiers on the Halibut Charter IFQ/GHL issue in December 2005.

The largest analysis prepared to date was the Draft Programmatic Groundfish SEIS -- 7,000 pages!



Other members of the Council family enjoyed the 20th anniversary party as well: (top) L to R; Laura Jansen and Dave Benson, Paul MacGregor, Henry Mitchell; (right) Denby Lloyd and Beth Stewart



Robin Samuelsen

Council member 8/93-8/2002



I have a lot of memories of my nine years on the NPFMC. Some of them I would plead the "FIFTH" on, and some I would like to share with you all. Remember this was time of the great battles of inshore-offshore, when even drunks could not get along.

First I would like to say to the staff, you guys and gals were real professionals, willing to explain things to me and the public so that we understood what we were reading and affording us total courtesy.

I felt honored to sit on the council with the likes of Oscar Dyson, Chairman Lauber and that big guy from Oregon, Bob Mace. These guys did not care if you agreed with them or not. They would sit down with you and take you on an Alaskan fishing historical journey. What giants in this industry; real people, real leaders. I would like to say to the public council family, many of you became my friend, and a friend in my book is very important. Any idiot can make enemies, and during my time I have made a few of them. In any case it was a real honor to sit as a council member of the best council in the United States.

I remember, Paul McGregor, on one side of the room doing his version of John Travolta dance trying to get Wally's attention. Most of the time, we all thought he had a gas problem.

Clem Tillion, when he was awake, was great. I remember one time during the discussion of the Steller sea lion issue, Clem awoke from a deep sleep, acting like he was awake the whole time, and told the biologists that fishing was not the damn cause of the sea lions, that killer whales were the cause. Then he proceeded to fall back to sleep. I don't know if you all noticed, asleep or not, he never missed a vote. He would miss a vote for being out in the hall conducting what he conducted, but not for sleeping.

I remember when Chris from Alaska Groundfish Data Bank fell asleep in her chair one hot afternoon after lunch. Most of us want to go to sleep but Chris took it to another level, and on a quiet moment during the council meeting, Chris fell off her chair on to the floor, with a bang. Everyone looked around to see what the hell was happening.

One of the happiest moments I witnessed was when Wally got mad at the council meeting after an inshore/offshore vote and walked out. People said Wally was so mad he was going to jump off a bridge in Kodiak or Dutch. One third of the council family was happy that Wally walked out of the meeting, another third was happy he was going to jump off a bridge, the last third was happy because they were making bets weather he would survive or not. Down deep inside, we all are a sick group.

Like I said in my opening, many things happened but its best they not be printed. Happy Anniversary Council. Vote to protect the resource first and you cannot go wrong.



At the restaurant in the Anchorage Hilton, Seated, LtoR: Ron Dearborn, Paul Seaton, Sharri Gross, Robin Samuelson, and Carl Rosier.

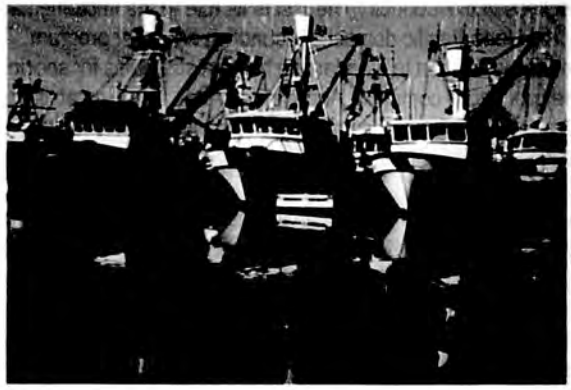


Dorothy Lowman
Industry Advisor

Nearly 20 years ago, the Council convened the "Future Of Groundfish" committee, an industry committee chaired by Nancy Munro to analyze the problems and opportunities facing the fishing industry and managers in the North Pacific. It was an exciting time where joint ventures were becoming history and the milestone of full Americanization of the fisheries was being reached and surpassed by an ever-expanding American fishing fleet.

When Jim Branson, then Executive Director of the Council, established the FOG committee, he showed the kind of commitment toward looking forward while learning from the past, which has become part of the North Pacific Council's legacy. Of course, it was easy then...there seemed to be enough fish to go around – at least in the short run. With FOG, the Council gave 13 industry members the opportunity to learn about different management regimes around the world and visualize the best possible future for the North Pacific. As staff for FOG, it was an incredible privilege to work with the 13 individuals who represented the diverse North Pacific groundfish fisheries many who were or became leaders in developing the management programs we now have the North Pacific region. I remember long hours in the evening talking about rationalization schemes with Dave Fraser – on ship to shore radio. And I wish I had taped some of the spirited discussions over inshore/offshore issues between Dave Harville and Wally Peyera! FOG provided the opportunity for its members not only to think deeply about emerging fishery management challenges but to learn more about each other's perspectives.

When FOG presented its recommendations to the Council in the summer of 1988, they included radical suggestions as setting cut-off dates for limiting access in the groundfish, longline halibut and sablefish and crab fisheries. FOG also recommended that the Council begin to develop license limitation programs, optional Individual Quota programs, and industry-funded buyback plans. In the intervening years, many of the open access concerns of FOG became reality. However, today variations on many of their once radical recommendations have also been implemented. And the North Pacific Council remains committed to the vision expressed by the FOG committee in 1998 for a "future with a domestic industry which is world competitive and producing high quality and good value products for the consumer."





Dr. Rich Marasco

SSC member 9/79-12/04
SSC Chairman 1/98-12/04

A critical feature North Pacific Fishery Management Council (NPFMC) operation has been its use and dependency on scientific information. I believe that this dependency emanates from close working relationships that existed prior to the passage and implementation of the Magnuson-Stevens Fishery Conservation and Management Act (MSFCMA). In the years preceding passage of the Act, fishermen and members of the scientific community at both federal and state levels worked together to ensure the proper management of Bering Sea and Gulf of Alaska fishery resources. This relationship paved the way for the integration of science into the management of North Pacific fisheries under the Act.

Upon reflecting on contributions of the NPFMC's Scientific and Statistical Committee (SSC), several stand out as critical to the success of the Council. The first is its role in the implementation of the North Pacific domestic groundfish observer program. The second is its effort to standardize harvest strategies for species in the groundfish complex. And last is its role in the establishment of an economic and social data collection protocol for the crab rationalization program.

A major objective of the MSFCMA was full domestic use of fishery resources in the U.S. Exclusive Economic Zone. In the case of the North Pacific, this occurred much faster then expected, with full domestic use occurring in the early 1990s. While the harvest of groundfish species expanded rapidly, the development of a fisheries data collection program lagged. It was believed among members of the SSC that the data void represented a serious conservation concern. The situation was thought to be serious enough to warrant the submission of a management proposal to the Council during its annual amendment proposal cycle. Further, it was indicated that if the state of affairs didn't improve it would recommend that groundfish fisheries be halted until such a program was implemented.

In the initial years of management under the Act, optimum yields for groundfish species were developed by comparing biomass estimates for consecutive years obtained from research surveys. If the comparison indicated little or no change between estimates for the two years, the allotted catch for the past year was considered reasonable for the upcoming year. Improvements in the understanding of the population dynamics of groundfish species and modeling techniques allowed for the development of harvesting strategies that were consistent with the life history characteristics of each species. In 1986, the





SSC decided that it was time to begin using this improved knowledge. This decision resulted in some Acceptable Biological Catch (ABC) recommendations that were considerably higher than those currently in place. Needless to say these differences caught the attention of some members of the Council family. Nevertheless, action taken by the SSC set the stage for the Council's current specification setting process

One issue that served to frustrate the SSC from the initial implementation of the Act is the lack of economic and social information upon which to make management decisions. Throughout the years of the Councils existence, numerous attempts were undertaken to address this need. Despite the efforts of Council staff, agency staffs and industry, little progress was made. Finally, with development of the crab rationalization program, the SSC recommended that the Council add a socio-economic data component to it. This recommendation was followed by the Council. Once the program is made operational, it will be possible to track the performance of the program and make it possible to perform a wide variety of analyses that will be useful to the Council. Recent action by the Council suggests that such a data collection program might be implemented for all of its fisheries.

A characteristic that has promoted enthusiasm and a willingness to devote considerable time in preparing for meetings is the Councils reliance upon the SSC for advice. Such actions in the future will ensure that the Council will continue to receive high quality information upon which to base its decisions.



Steve Pennoyer

SSC member 12/76 - 12/80
Council member - 1/89 - 6/00
NMFS Regional Administrator

I would very much like to attend your celebration in December, but I cannot think of any other reason that would end up with me traveling to Anchorage and I probably will have to miss it. It would have been nice to see many old friends.

As you might expect, when I retired most of my photos, etc. ended up in boxes in my garage. I simply have not had the time to try to sort through the pile. That's right, retirees can be busy doing other things. As a matter of fact, I don't know how I kept up with these other obligations and still worked for NMFS. The answer, I guess is that I didn't not keep up and the following is why.

Thank you for the opportunity to recall how it was back then. I supposed everyone believes that theirs is the best of time. We know what we are familiar with and it has the most direct impact on each of us. But boy, what a roller coaster ride from the time I first worked for the State and sat on the SSC to the time I retired in the year 2000.

The Council was the initial force in direct management and conservation impact on the foreign fisheries off Alaska. We were into observers, foreign fisheries agencies at meetings, interpretation of "their" data and serious resource conservation concerns. Prior to the Council and the Magnuson Act, many of us tried to achieve conservation through a series of agreements and treaties with foreign governments. I well remember all the problems in trying to address the high seas salmon fisheries of Japan.

The whole Council process was a breath of fresh air. Finally we were able to seriously address many fisheries management issues. It was an exciting time.

In 1989 I left the State (ADFG) and joined the National Marine Fisheries Service as the Alaska Regional Director. In that position I sat on the Council as the only voting Federal rep. We were transitioning from a foreign fishery to one of primarily joint ventures-foreign fishing and domestic processing. Some foreign fishing was still occurring, but the transition to joint ventures was speedy. I remember a lot of concern being expressed of how long it would take to achieve any significant domestic processing. As usual, the Council was a leader in the process and practically overnight we had transitioned from joint ventures to a wholly domestic industry—harvesting and processing. It was nervous that management in each of these areas was something new to me, but I guess everyone faced the same problems and the only constant was rapid change. You know I can still remember when codfish at Kodiak were know primarily as a predator of pink shrimp and all of a sudden they were worth more than pink salmon—wow!

We were involved in all sorts of treaties and agreements to respond to the conservation needs of different stocks and the obligations of the Magnuson Act. While other parts of the nation had traditional domestic fisheries (and often resource decline) everything in Alaska was new and resources were generally in good shape. Unlike some of the other Councils, the North Pacific Council had an enviable record in seeking resource conservation and following scientific advice on what was needed in their recommendations to the Secretary of Commerce. It made working for NMFS and working with the staff at the Region and the Alaska Science Center a real pleasure.

Later, we became more and more embroiled in arguments of how to allocate within the domestic fishery. These discussions and resultant recommendations were always interesting, but often were overlain with significant political pressures. Honestly, I more enjoyed dealing with the conservation issues, but the growth in the domestic industry had to be addressed before effort spiraled out of control relative to the size of the resource.

You asked for special remembrances of people or events and in particular occurrences that were especially noteworthy or humorous. There were so many it is hard to pick out any single event or events as especially significant. It was a real pleasure to associate with such a roster of outstanding scientists and fishing industry leaders that I simply am unwilling to emphasize any single person or happening. I guess that hig on the humor end had to be the debates (if that is the appropriate word) between Wally Pereyra and the rep from Greenpeace. Some people just don't know when to quit and keep digging their hole deeper and deeper—and I really liked Wally.

I could probably go on and on. I am sure that if I dug out my records I would bore you endlessly with tales of "how it was back then," but I think I will quit for now. I hope this has helped yoru effort to memorialize the 30th anniversary of the role played by the North Pacific Fishery Management Council in the development of the fisheries off Alaska.





Dr. Clarence Pautzke

Executive Director 1988-2001
Deputy Director 1980 - 1988

Thanks for this opportunity to reflect on the first 30 years of the North Pacific Fishery Management Council and tell some stories. Looking ahead 30 years is almost unimaginable, but looking back makes you wonder how it all went so fast! I was on the Council staff from 1980 through 2001, i.e. most of my professional life. Those years were filled with well over 100 Council meetings that, hour-by-hour, notebook-by-notebook, built the management regime we have today in federal waters off Alaska. Some meetings were exciting, if not exhilarating. Some turbulent and acrimonious. Others downright stultifying, or, as John Peterson (Chairman 1988-1989) would say, like watching paint dry. But, as far as I'm concerned, it was THE time to be associated with fisheries management mainly because it was a unique period of Americanizing the fisheries, one that will never come again. Recall that the early groundfish fisheries were dominated by Soviet, Japanese, Polish, and Korean fleets. The Soviets alone had 125 vessels fishing Pacific ocean perch off Kodiak in 1963. Foreign catches in the Bering Sea and Aleutians peaked out in 1972 at 2.250 mmt and were declining, but even when the Magnuson-Stevens Act was signed by President Ford on April 13, 1976, the foreign fleets were still catching 1.5-1.6 mmt. Twelve years later, in 1988, the foreign directed fisheries were toast. The last foreign joint ventures plied the grounds in 1990. To be able to witness first hand this vast change in Alaska fisheries was a marvelous opportunity.



The Council can point to many long-term successes in building the current management regime, especially when it comes to protecting the resources. In particular, the 2 mmt cap in the BSAI set a benchmark for conservation that no other council has trumped. And remember, that cap was no cakewalk. It received all sorts of resistance. The first salvo came out of Washington, D.C. because the cap also introduced a specifications process for setting annual harvest limits (TACs) instead of using a formal plan amendment process which could take up to two years and was always behind the fisheries. With that change, the final decision on TACs migrated out to the region, to the chagrin of many back in NMFS HQ. Second, representatives of foreign directed fisheries fought it because their fleets were the first to feel the pain as the domestic fisheries grew into the groundfish quota. Third, joint venture fishermen fought it because they were the next to feel the pain. In fact, the JV trawlers from Oregon urged their Congressman, Les Aucoin, to initiate a full GAO audit of the Council, which indeed took place with two auditors in the Council offices for several weeks. However, by the time their report came out in 1990, news was spreading rapidly across the U.S. that the regional council system was a conservation failure because of the problems in New England. In that light, our 2 mmt cap looked like a godsend to conservation and the GAO report quietly slipped into obscurity.

Going Where None Dared to Go

In building its management regime for the domestic fisheries, the Council advanced very innovative management strategies, many of which went against economic theory and standard federal or state practices. We always fought gusty headwinds in the regulatory approval process. These advances included restrictions on bycatch, discards and roe-stripping, full utilization, community development quotas, inshore-offshore allocations, comprehensive observer coverage, individual and community quotas, and the list goes on. Most of these management techniques were highly controversial in gestation and many remain so. Nonetheless, the Council had the fortitude to go where others would not dare, and as a result, earned the recent accolades from the U.S. Ocean Commission as an exemplary leader in fishery management. Without doubt Council members had to make some very brave, difficult decisions in our very public forum. However, we also must attribute some of the Council's success to several key factors in the early stages that played a large role in bending the twig into today's great oak of conservation.

First, we had Elmer Rasmuson as the first Chairman. He brought to the Council process his experience with the International North Pacific Fisheries Commission and such INPFC scientists as Low Lee Loh and others at what was then called the Northwest and Alaska Fisheries Science Center. That group was charged with negotiating and monitoring the foreign bilaterals that were the basis for fisheries management off Alaska since the early 1950's. I think that Elmer, along with Clem Tillion, Harold Lokken, Gordon Jenson, Harry Rietze, and Don McKernan, all brought over to the first Council many of the conservation ethics and reliance on scientific understanding and good stock assessments that were foundational for the INPFC and subsequently for the Council. Of those forefathers at the first Council meeting in October 1977 (Elmer Rasmuson, Clem Tillion, Chuck Meacham, Jim Brooks, Henry Eaton, Bart Eaton, Harold Lokken, Don McKernan, Don Moos, and Jack Donaldson), most have passed away. Only Clem still remains active in the Council process.

Second, Jim Branson was the first executive director. He was not just a policy wonk or someone who had learned it all out of text books or from professor pundits. He had hours and hours of riding ships and patrol aircraft as an enforcement officer. He had witnessed the tons upon tons of Pacific ocean perch wasted in the wake of foreign factory trawlers, particularly the Soviet vessels, as they worked their way along the Alaska coast. He had been out on the grounds and knew the fisheries from that operational perspective. What a great mentor! I am thankful I got to work for him. (I just can't leave the Branson topic without one short story: Jim was very proud of his writing and editing ability, as well he should be. He used to bleed red ink profusely all over any document drafted by any staff member, even in the days of white-out before word processing was so easy. But one time he decided to let the staff review a document that he himself had written. With pent up frustration in our minds and joy in our hearts, we let us review a document of his again!)

Third, the major groundfish fisheries were 99.9% foreign (consider that in 1976, the domestic groundfish catch was about 2,000 mt, mainly sablefish). This meant that there were no entrenched domestic fisheries, such as was the case off New England, to provide flak and resistance to each and every conservation measure that might be to their disadvantage. If groundfish quotas were set conservatively off Alaska, the pain was felt mainly by foreign, not domestic fishermen. (By the way, most of our audience in the early 1980s was made up of Japanese, all wired serially to their translator. They would sit there snoozing while listening to the background patter of simultaneous translation. The fun began when a translator would sneeze, sending a minor shockwave through the whole line!)

Fourth, there was a very feisty fleet of halibut fishermen (who also secondarily fished sablefish and cod) from the Northwest who were willing to go toe-to-toe with the developing trawl fisheries and hold the limit on bycatch of non-target species. And they had years of experience applying conservation ethics based on participation with the International Pacific Halibut Commission which biologically managed halibut stocks, with Harold Lokken as a major voice and vice chairman during the Council's first decade, as well as chairman in 1977-1978.

Fifth, there always was present the Alaska vs Washington dynamic, with larger boats from the Pacific Northwest competing for fishing opportunities with smaller boats from Alaska ports, all against the backdrop of age-old, unhealed wounds resulting from fishermen working in Alaska but being controlled from corporate headquarters in Seattle, as was especially prevalent in the vast pre-statehood salmon fisheries. This in-state vs out-of-state dynamic, and small traditional fisheries vs large newcomer fisheries, with one group always trying to hem in the influence and expansion of the other group, led to tension and balance in the use of the resources. Even before environmentalists arrived to "save Alaska fisheries", I believe the dynamics and tension in play among commercial fisheries sectors played a very significant role in establishing the conservative regime we have today. When pundits raise concerns that Council are controlled by industry, my response is that the Councils are not monolithic and it is the industry factions that have played major roles in restraining each other.

And finally, there was (and still is) a strong Congressional delegation that had nurtured the birth of the council system and was very protective of its existence and the decisions it made. This helped to neutralize those back east who otherwise might have thwarted new management innovations advanced by the Council. My nine months back east in 2000-2001 clearly demonstrated to me the power to intercede held by senators and congressmen when they call in to HQ. We were very fortunate to have delegations that supported the preponderance of decisions we made.

Memorable Meetings

The many Council meetings I attended are now a blur in my mind, but there are some that stand out as memorable. For instance, there was the meeting in 1987, not sure which month, when Wally Pererya dared to voice the words "limited entry" in public testimony (matter-of-fact, I also think Wally was the first to talk up IFQs at some later meeting brave soul that he was!). As some of you will recall, there was a major meltdown over halibut limited entry in the late 1970s and early 1980s. The halibut schooner fleet from Seattle had seen its days at sea decline drastically until there were just a few days each of four or five months when it could go out. Long gone were the voluntary lay-ups. They wanted a moratorium on new entrants. Of course, Alaska's halibut fleet was just getting started and did not want to be barred from the fishery. And adding to the turbulence was a bunch of hard feelings about an earlier and



successful effort by Clem Tillion to limit the salmon fishery. In the rough and tumble of Council politics, the Council finally voted on a moratorium on new entrants to the halibut fishery in 1982. This severely divided the Council, communities and the state, and after all the bloodshed, was disapproved in Washington, D.C. because it did not identify what would happen next in terms of a limited entry system. This was such a disappointment after such an acrimonious decision, that for the next several years, the Council went about its business but no one ever used the LE words in any Council meetings. That is, until Wally dared to come up to the mike and exhort the Council to start doing something to reign in all the



effort that was growing in the fisheries, decreasing seasons and accelerating the race for fish. That was in 1987 and that was the year the Council started working again on limited entry alternatives, by then couched in terms of comprehensive rationalization, that eventually led to the IFQ systems we have today.

A second meeting that stands out occurred in 1989 right after seven factory trawlers, mainly owned by Emerald Seafoods, came around from the Bering Sea to shut down the pollock fishery working out of Kodiak. They did that because they had heard that Kodiak shore plants were pollock roe-stripping, thus taking advantage of $5 per pound roe vs the nickel a pound flesh. This happened in late March, just about the same time as the Exxon Valdez oil spill was coating Prince William Sound with its dreadful sheen. At the next Council meeting, likely in April, Eric Silberstein of Emerald Seafoods came to testify. As he approached the witness chair, you could have heard a pin drop three rooms down in the hotel. He said he had ordered his factory trawlers to go back to the Bering Sea, but that if he ever heard that the Kodiak processors were roe-stripping again, he would bring his trawlers back and close Kodiak down again. The room was absolutely quiet when Council member Larry Cotter told Eric that he had, and I quote: "The balls of a gunslinger and the brains of a jackass!" It brought the house down. More importantly it led to inshore-offshore which gave everybody, especially NOAA GC and the boys back east, sufficient reason to buy stock in the company that makes Maalox!

A third meeting that stands out is the one in Kodiak in June 1989 when Paul MacGregor trumped Tom Casey. We were in dire straits with our observer program which was down to a pilot program of about 4 observers in the domestic fleet. The foreign fleet which carried observers as a condition of operating off Alaska was almost gone. Casey testified to the Council that the crab industry was willing to put up some funds for observers and that the factory trawlers and Council members should pony up money also. To make his point, Tom pulled out a $50 bill and laid it on the table, saying he was personally adding to the observer fund and Council members should match him if they believed observer coverage was necessary. As Council members were fumbling for their wallets, Paul MacGregor came up to testify and pulled out a $100 bill and laid it on the table, thus doubling what Casey had put down. The next minute I had Tom storming up to me with his credit card to top MacGregor's contribution. All-in-all I picked up $900 that day that was forwarded to the observer training program honest! The Council went on at that June meeting to pass the mandatory industry-funded observer program which was implemented initially in 1990 and is a foundational piece of our management off Alaska today.

Several funny incidents come to mind. I still remember the time that Robin Samuelsen had finally had enough of the endless debate and comments over some issue. In frustration, very Tillionesque, he stated emphatically, "Mr. Chairman, I've had enough of this debate, let's just vote!" To which, Chairman Lauber calmly reminded him that there was no motion on the floor, which resulted in much mirth and laughter.

Then there was the time that John Peterson, CEO of Ocean Beauty, was Council chairman in the inshore-offshore debate days. Al Burch had somberly testified that his boat had delivered to shore-based processor A and the next year it went out of business, and then he delivered to processor B and it went out of business, and then he delivered to a third processor and it too went out of business. At the end of Al's very sincere tale of woe, Chairman Peterson replied "Thanks, Al, for not delivering to any of my plants!"

And finally, in a bit of a different vein of dark humor, there was Barry Fisher's close call with the grim reaper. He was an entrenched member of the AP and attended every meeting even as his throat cancer progressed to the point that he could barely talk but would still join in on every debate trying to rasp his opinions out to all who would listen. Finally he stopped attending AP meetings and word finally came down that Barry was very close to death. The Council took immediate action to make Barry an emeritus member of the AP and had me notify him very quickly (we thought he was about to pass on) that anytime he attended a Council meeting in the future, he could have an emeritus seat at the AP table and participate as if he were still a member in full standing. Barry got well very quickly and went on for several years communicating with the Council and me regarding various issues. I don't think he again attended Council meetings, but he always took time to pass on his opinions. He was larger than life and a major force in fisheries development, and sadly missed when he finally passed on to the next big joint venture in the sky!

In Memory of a True Gentleman

Of the many Council members I have had the privilege to know over the years, one rests gently on my mind as the epitome of a true gentleman - Bob Mace. He always was a class act and rarely had an unkind word for anyone. He always provided support to the staff and looked out for them in many a dire situation when the big chips were on the line and everyone was tearing up the analyses. He had a knack for coming up with just the right bit of humor when the room was infused with tension. His down-home wisdom could always be trusted. What I remember best was offered up when someone, I can't remember exactly whether it was a Council member or someone testifying, started getting nasty. Bob's response was that "you never want to get down in the mud and wrestle with a pig. You'll just get dirty and the pig loves it!" Good advice to last a lifetime. I am sorry we will not meet again at the 30th celebration to swap stories. Bob passed away at his home in Medford on November 5, 2006. He and his wife, Phyllis, endowed two separate programs to support the study of watchable wildlife: a scholarship to benefit dedicated undergraduates and a Watchable Wildlife Professorship. Thanks for being a great friend, Bob.



Staff on the Hot Seat

Well, enough of the stories. I am fully aware that as you get older and been in the business longer, you have more stories to tell than anyone wants to sit down and listen to. Mercifully, we start to lose our hearing as we age! But, before signing off for this 30th celebration, I would like to give some well-earned recognition to the many Council and NMFS staff I have had the honor of working with over the years. A Council meeting just doesn't "happen". It takes tremendous preparation to put the Council in a position where it can make decisions. It puts high pressure on the staff to complete the analyses that underpin those decisions – the ultimate in performance anxiety! Rarely, however, has an analysis not been completed in time for the Council to take action. The analysts work ruthless hours to complete the studies and then have to defend their work in front of the Advisory Panel, Scientific and Statistical Committee, and ultimately the Council, all of which can present a minefield of questions and concerns that put the staff on the hot seat in full public view. It certainly is not a brown-bag lunch!



The NPFMC has always been on the cutting edge of technology.

I want to offer my thanks and deep appreciation to all who have worked with me and made my life easier. I mentioned Jim Branson above as a wonderful mentor. I will not try to name all the others that I have worked with here. But for posterity, I do want to give a special tip-of-the-hat to Helen Allen, always so professional and a constant worry wart over having everything prepared just right for the meetings and making sure they ran smoothly; to Chris Oliver for being such a great deputy director (and now director) and I thank him for opening a conversation with me so many years ago about employment opportunities when I was going through a buffet line in New Orleans; to Dave Witherell for his ingenuity in boiling down complex analyses into highly readable, understandable documents with lots of flash; to Peggy Kircher for turning out precision documents even back in the age of Selectric IBM typewriters; to Maria Shawback for bringing us into the age of the internet; to Judy Willoughby for being my mother hen when I first came to the Council staff; and finally, to Gail Bendixen who I have seen pull herself up by the bootstraps and grow professionally from typist and bookkeeper so many years ago to the indispensable administrative and fiscal officer she is today.

There also are two special people at NMFS who have helped me out over the years. I remember Sue Salveson when she was still in braids and here she is now the grand dame of all things regulatory at the Region. What a success story. And there is Rich Marasco at the Alaska Fisheries Science Center, who could be a real bear on the SSC as chairman when it came to keeping order and the meeting moving. But he always was fair to staff and treated them with respect. And I cannot recall even one time when I went to him begging for help in doing economic impact studies on some contentious issue, such as inshore-offshore or full utilization, when his staff was not returning my calls, that he did not muster his staff and get the job done in time. I have no one I could thank more for helping us meet our schedules for amendment analyses on some very hairy issues. What a good man!

In closing, let me reiterate that it has been a great ride for me to be associated with this premier Council in the U.S. and the people involved with it. I have learned something from every one of the Chairmen I have served and I look forward to hearing of the Council's many future successes at the 40th Celebration in 2016.



Chris Oliver and Gail Bendixen flying back after a long meeting.

Who are the members of the family?





Faces.

1. Doug Hoedel
2. Alan Otness
3. Robin Chlupach
4. Don Rosenburg
5. Jack Phillips
6. Al Burch
7. Rick Lauber
8. Glenn Reed
9. Bob Alverson
10. Judy Willoughby
11. Jim Balsiger
12. Jim Richardson
13. Jeff Stephan
14. Alan Millikan
15. Phil Chitwood
16. Gail Bendixen
17. Bart Eaton
18. Nick Szabo

Answers to Council Quiz *(page 43. 1 point for every correct answer. 0-5, Healthy Balance; 6-10, borderline addict; 11-13, you need to get new friends!)*

(A.) Ted Stevens, Mike Gravel, and Don Young. (B.) Jay Hammond at the first meeting of the Council, which was held in Juneau. (C.) Clem Tillion. The motion passed 6-5. (D.) The analysis was 9 pages, double-spaced. (E.) Tony Knowles. (F.) Bob Mace, a Council member from 1976 to 2001 [25 years], followed by Dave Hansen, a Council member since 4/88 [18 years]. (G.) Al Burch, an AP member since 12/79 [27 years]. (H.) Stephanie Madsen, Rick Lauber, Arne Fuglvog, Eric Olsen, Dave Benson, Hazel Nelson, Bob Alverson, Jeff Stephen, Ron Hegge, Larry Cotter, and Keith Specking (I.) Beth Stewart. (J.) Terry Quinn, a SSC member since 1986. (K.) Steve Langdon, an SSC member from 1981-1984, is father of Trajan Langdon who played for the Cleveland Cavaliers 1999-02, and now plays in the Euroleague. (L.) Jim Balsiger, Steve Pennoyer, Don Collinsworth, Carl Rosier, and Al Millikan. (M.) Elmer Rasmuson and Ed Rasmuson (Council members), Lee Alverson (SSC) and Bob Alverson (AP and Council), Harvey Samuelsen (AP) and Robin Samuelsen (Council), Oral Burch and Al Burch (AP members). Ed Fuglvog (AP) and Arne Fuglvog (AP and Council)

...re Faces.

...n Working hard on the Council Staff. c 1983.

...ughby and Don Bevan chat during a meeting. c 1980.

...David Witherell, Brent Paine, and Gail Bendixen putting ... notebooks, December 1992.

... at the airport after yet another long Council meet-

...e Halibut, 1993. Brent Paine, Steve Correia, Chris ..., and David Witherell.

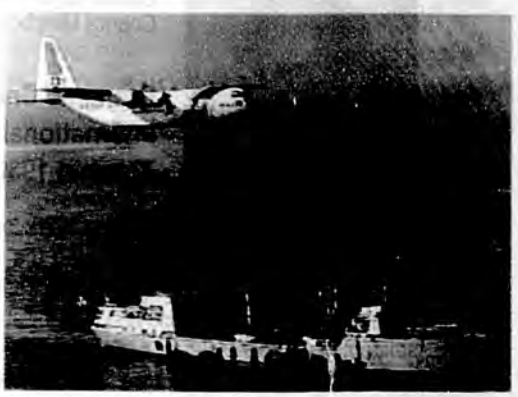




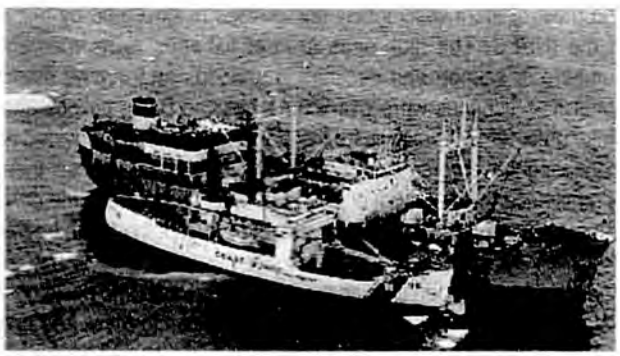
The U.S. Coast Guard High Seas Enforcement

The 200-mile zone created by the Fishery Conservation and Management Act of 1976 quadrupled the offshore fishing area controlled by the United States. The Coast Guard has the responsibility of enforcing this law. The Coast Guard also monitors a number of international agreements, treaties and conventions, including the UN moratorium on High Seas Drift Net Fishing. This indiscriminate fishing method using large-scale drift nets, sometimes more than 25 miles in length, had been banned on the high seas since 1991. As a result of U.S-led efforts, supported by Coast Guard aircraft and cutter patrols, the nations operating these vessels have virtually abandoned this practice.

A noteworthy case involving a high seas drift net vessel occurred in July 1997. A Canadian aircraft spotted the vessel *Cao Yu 6025* fishing 1,100 miles northwest of Midway Island. After spotting the surveillance aircraft, the vessel's crew attempted to flee. Canadian and U.S. Coast Guard aircraft tracked it, while USCGC *Basswood* attempted an intercept.



After a 1,700-mile chase, *Basswood*, along with the USCGC *Chase*, boarded the vessel in the East China Sea. The *Cao Yu* along with its catch of 120 tons of albacore, swordfish and shark fins, was seized. In June 1998 the cutters *Boutwell, Jarvis, Polar Sea*, Coast Guard aircraft, along with two Russian fisheries patrol vessels seized a total of four Chinese fishing vessels suspected of high-seas driftnet fishing. This was the largest high-seas driftnet fisheries bust ever for the Coast Guard.





The Storis tied alongside the Soviet vessel Lamut, 1972;Above right: a HC-130 flies over a Soviet factory vessel and fishing trawler.Left: a boarding team inspects the catch of a fishing vessel.









David Benton

Council Chair 9/00 -10/03
Council Member 12/94 - 8/00

Dramatic Changes in International Fisheries The mid 1980s to mid 1990s

Prior to 1976, foreign fishing vessels dominated the waters of the North Pacific and Bering Sea. Fleets from Japan, Korea, China, Poland and the Soviet Union came here for salmon, crab, and groundfish. For the most part, the only check on these fleets was the 12 mile limit, and for some countries the International North Pacific Fisheries Convention (INPFC) which attempted to control some of these fisheries.



In 1976 Congress passed the law we now know as the Magnuson Stevens Act (MSA). The MSA was part of a worldwide shift towards coastal state management of fishery resources. A lot has been written about the period immediately following passage of the MSA. It was one of dynamic change in fisheries off Alaska, with the elimination of the foreign fleets operating within 200 miles of our coast, and dramatic changes in domestic fisheries with the development of the US fishing fleet.

But there was another period of dramatic change in the North Pacific that has received little attention. From the mid-1980's to the mid-1990's the entire international fishery management regime in the North Pacific was re-written. Every treaty now in place, with the exception of the halibut treaty between the US and Canada, was written during this period. This includes the Pacific Salmon Treaty between the US and Canada, the US Russia bilateral, the UN moratorium on High Seas Driftnets, the UN Straddling Stocks Convention, the Central Bering Sea Pollock Convention (aka the Donut Hole Convention), the PICES convention, and the North Pacific Anadromous Fish Convention (NPAFC).

And leaders from Alaska and the North Pacific Fishery Management Council played key roles in shaping all of these treaties.

To put this into perspective, we have to look at what was going on in North Pacific on the high seas in the mid 1980s. Japan had a fleet of around 300 vessels using large scale driftnets fishing legally for salmon on the high seas, and within the US 200 mile zone. This fishery was authorized by the INPFC. INPFC was a treaty between Canada, Japan, and the US. Many experts at the time believed the INPFC to be a model for international fisheries management. But that treaty had a significant flaw, it authorized these fisheries and yet it took a consensus of the parties to change the rules. At the same time, Japan's high seas salmon fleets were fishing for salmon in waters adjacent to, and inside the Soviet Union's 200 mile zone under a separate agreement.

Meanwhile, another fleet of high seas driftnet vessels was taking shape. Originating from Japan, Korea, and Taiwan these fleets totaled roughly 1500 vessels fishing in the North Pacific between Hawaii and the Aleutians in the summer. These vessels fished for squid and other species in the north, and moved to the southern hemisphere in the winter to fish for tuna. In the North Pacific these vessels were fishing an estimated 30,000 miles of net a night, with attendant high bycatches of non-target fish as well as hundreds of thousands of marine mammals and seabirds. A major concern for Alaska was the interception of North American origin salmon and steelhead.

At the same time, a little further north, in the international waters of the Bering Sea, fleets of large factory trawlers from Japan, Poland, China and Korea were fishing hard for pollock. These vessels were hugging the line off both the Soviet Union and the US maritime boundary.

So, while the fisheries inside the US 200 mile zone were undergoing dramatic changes, the fisheries in international waters were growing dramatically, and most of them were totally unregulated or governed by the weak rules of the INPFC. The high seas driftnet fisheries were intercepting large numbers of salmon and decimating seabirds and marine mammals. The donut hole fisheries were overfishing Aleutian Basin pollock and posing a major enforcement problem for the US, and the INPFC provided no effective monitoring and enforcement mechanism. By all appearances, there was little or no chance to get control of these fisheries or mitigating the damages they were inflicting on our fisheries or the resources of the North Pacific.

And then things began to change. Gorbachev came into power in the USSR. Relations between the US and the USSR began to thaw. And one thing the two super powers had in common was the world's longest continuous maritime boundary, and important fisheries in the North Pacific and Bering Sea that were being hammered by the foreign fleets that were operating off their shores.

The State of Alaska, the North Pacific Fishery Management Council, and the North Pacific seafood industry capitalized on this opportunity. An aggressive campaign was waged to get the US State Dept. to make North Pacific fisheries a priority. Alaska successfully got the Congress to pass several important pieces of legislation, including legislation that established the Bering Sea Fisheries Advisory Body (BSFAB) which is charged with providing advice to the State Dept. on US/Russian fisheries issues. Through the BSFAB and the joint US/Russian fisheries agreement, the United States and Russia initiated actions to address all of these problems. This joint effort coordinated negotiations at bi-lateral and multi-lateral treaty talks including at the UN.

The result was impressive. Over a period of less than 10 years several new international treaties were put in place. The INPFC was disbanded, and the new NPAFC was put in place. The NPAFC prohibited fishing for salmon on the high seas of the North Pacific and established a comprehensive research

program. The NPAFC also charted new ground on international fisheries enforcement. For the first time, major ocean powers moved from strict flag state enforcement to a cooperative enforcement regime. The original parties to the NPAFC are Japan, Canada, Russia, and the US. China and South Korea are participants. The cooperative enforcement agreements facilitate joint enforcement actions between the four original parties, and provide an effective shield for marine resource protection.

In addition, the UN passed a moratorium on high seas driftnet fishing worldwide. The Donut Hole was closed and a new treaty adopted by Russia, the US, Japan, Korea, China, and Poland. PICES was adopted, establishing a major new international science organization devoted to addressing marine science in the North Pacific. The UN also adopted the Straddling Stocks Convention to implement certain provisions of the UN Law of the Sea; and the US and Russia adopted a bilateral agreement to protect each nation's salmon within their respective 200 mile zones.

The high seas driftnet fleets are now gone. The high seas directed salmon fishery is terminated, and the donut hole trawl fleets are no more. Joint enforcement by the major ocean powers of the region ensure compliance. A new multi-national science program has taken off, and is providing important new insights into the marine environment. This in turn has provided major protections for the fish, seabirds and marine mammals of the North Pacific and Bering Sea.

Some of the key players in this little known piece of history included some of the more prominent NPFMC members as well as some less well known individuals from Alaska and the North Pacific seafood industry. They are too numerous to get them all, but some of the names won't come as a surprise. Elmer Rasmuson, Don Collingsworth and Steve Pennoyer; Rick Lauber; Al Burch and Bob Morgan; Harold Sparck and Henry Mitchell; Joe Blum; Doug Eggers, Low Lee Low, Rich Marasco and Bill Aaron; and of course Senator Ted Stevens.



Benton, Lauber, Pennoyer, and Dilday at the NPAFC negotiations, 1993.

COUNCIL QUIZ

Test your knowledge of Council Facts and Trivia over the last 30 years.

A. The Fishery Conservation and Management Act was developed over a couple of years, with many field hearings. Who was the Alaska congressional delegation at the time?

B. The governor of Alaska gave a welcoming speech to the Council at its first meeting in October, 1976. Who was the governor, and where was the meeting held?

C. At this first meeting, the Council discussed establishing the Council office in Juneau or Anchorage. The motion was made to have headquarters in Anchorage, and it was the first 'roll call' vote of the Council. Who made the motion, and what was the vote?

D. Allocation issues tend to generate large and complex analyses. In 1980 the Council reviewed an analysis for a 500% increase the allocation of flatfish and cod to domestic fishermen. How many pages was the analysis?

E. In December 1989, the Council voted to request the SOC to take emergency action to prohibit pollock roe stripping. Who made the motion?

F. Who is the longest serving Council member?

G. Who is the longest serving AP member?

H. Can you name all the people who have been both a Council and AP member?

I. What former AP member was the Executive Director of the Board of Fisheries?

J. Who is the longest serving SSC member?

K. What SSC member has a famous basketball player for a son?

L. Which SSC members also became Council members?

M. How many father-son or brothers can you name that have been in the Council family?

Answers on page 40

An Interview with Clem Tillion

[Clem Tillion was a Council member from 1976-1983 and 1991-1997, and chairman from 1978-1983. The following is an excerpt from a taped interview with Clem and Diana Tillion in Unalaska on 10/6/06.]

The first significant action of the Council was to move from Juneau to Anchorage. Our first meeting was in Juneau, and Elmer Rasmuson moved that we change the headquarters to Anchorage because we were dealing primarily with foreign fisheries and the Consulate Generals of both Korea and Japan were in Anchorage. NMFS wanted to keep us there, but Elmer thought that would give NMFS too much say over the way the Council went. So we moved it, and then met in the Federal Building, where the Council headquarters are now.

The meetings were usually within five days but the hours were longer because we had great testimony that went on and on and on. When you started out public testimony, you didn't stop until the public testimony was done, regardless of how long it took. We met god-awful hours because we were building the whole backlog of what you now take for granted. The hearings and the public testimony were longer then. There was one night, where it was 11:00 pm and there were still about six more testifiers to go, and Jim Branson said to me, "I've got to go to the bathroom! Get us out of here!" And I said, have a glass, and he said, "I don't want a glass of water." I said "Have a glass." And I had a pitcher of martinis. We were going to stay right there until you quit asking questions and then we're done.

The biggest thing is if you're trying to find out why we've succeeded and others failed, it goes all the way back to Bill Egan and allowing Clarence Anderson to put stuff into our constitution that says, "you shall manage on a sustained yield basis." No ifs, ands, or buts. The thing that was key to the North Pacific Council was the first people that were appointed to the Council, like Elmer Rasmuson. He took the state system of management and carried right on into the federal management, so there wasn't a difference between the State and Federal management, you turned to your scientists, you asked what was there, and then you argued over who got it.

The State's influence on the Magnuson Stevens Act was massive. I was in the U.S. Congress gallery the day the Magnuson Act passed. I was on an advisory committee to the President and we were pushing some form of limited entry then. And I had a big fight with Jake Dykstra of New England saying, "You've got all these foreigners, all these Spanish and Bulgarian off of New England, now is your chance, decide where the door should be shut and shut it now. And then let the American fishery grow until it got to there". The Yankees were only catching 5% of the fish, the foreigners were catching it all. So as they pushed them out. But Jake Dykstra's argument was the rights of the individual were more important than the living resource, and mine was the living resource is *always* the most important. If you have to choose between the people and the fish, you better choose the fish or your grandchildren are not going to have anything.

One of the management biologists that was there when Clarence Anderson came in as commissioner of Fish and Game at statehood, says Clarence said, "Gentlemen, I'm charging you as management biologists to fill every stream in your district with the maximum amount of spawners. Now, if you allow an overescapement, thus depriving fishermen of their livelihood you can expect to be criticized, but on a more personal level, gentlemen, if you allow underescapement, you can expect to be fired." The Governor has told us to return the salmon to their former abundance, regardless of the pain inflicted on the people. They closed Cook Inlet down for years, no sportsfish, no commercial, nothing; it was shut! And the net results were, we have plenty of fish. We have eight times more salmon than we had in 1959. You were taking a system that somebody else, at great pain, had proved could work, and applying it to bigger fisheries.

Council Leadership

Elmer Rasmuson who was our first chairman, was president and owner of the principal stock of the National Bank of Alaska. He was financing most of the fishing industry in Alaska at that time. And he had hired Lee Alverson to keep him informed of what was actually happening. So when he made loans, his loans were based on what the resource could sustain. Instead of like Rainier Bank did, loaning on what the bottomline had been last year. Elmer said, "The bottomline of what last year gives you no idea of whether the vessel will make a success two years from now." And it was Lee Alverson who told Elmer of the crab crash coming. And Elmer said, "Shall we shut it down?", and Lee said, "It's not going to make any difference, you have no recruitment. In about four years you're going to have no fishery." And Elmer's response to that was he went to people like Oscar Dyson who he had financed and said "You're converting to bottomfish." And the fellas said "Bottomfish? We can't even sell it, what is it?" And Elmer said, "It'll be trawl operations and you'll be selling massive amounts of what the foreigners are now catching. And I will finance your conversion to trawlers or foreclose; the choice is yours."

Elmer had been Mayor of Anchorage, and had always financed the fishing industry. He was born in Yakutat, raised in the Skagway area. His father had been with the Bank of Skagway when the owner of the bank of Skagway obsconded with the cash; as the Gold Rush ended, this guy pocketed all the money. The people of Skagway came to a man who was a Swedish missionary, Swedish church. His parents had come over, very devout, very honorable. So they went to Elmer's father Edwin Rasmuson, and said, "You're keeping all the books for the church, can you give us a hand at the bank?" and Elmer's father went and looked through everything and he said, "It's pretty severe, but if you can stop a panic, we can survive because the accounts receivable, that he wasn't able to run off with, are big enough to, if we tighten our belt and watch what we're doing, you can stay afloat." And some years later, it was all balanced and he went back to the people of Skagway and said, it's all solvent do you want it back?" And they said, "No, as far as we're concerned, just run the bank, that's what we want." And that's the Bank of Skagway, that they opened up a branch office later in Cordova and Anchorage. But it was during a crash when a fellow again, a cannery operator in Cordova that was also the banker, started using bank funds to cover his shortfall. And then when he

realized that he wasn't going to make it, he destroyed all the records and killed himself. Elmer said, without the records you know, we didn't even know your Accounts Receivable. It broke his father. That's when Elmer came back from Harvard where he went to help. He said the thing that was good about the people in Cordova is he just said, 'I have no records. If we're going to have a bank, you have to tell me." People came back and came and said I have a loan for such and such. They could have broke him by just not admitting that the loan was there, but they didn't. This is why Elmer always had a high regard for people.

I'd come in when we were a new state, when we were a new Council, and how we set it up was very important. And the thing is, I followed what Elmer did because he was very careful. And because I followed him as chairman of the International North Pacific Fisheries Commission, I knew the way he thought and agreed with him. So, I was the one that lined up votes for Elmer; I was the "whip" you might say. I did make it very unpleasant for those that wanted to cross it, you know. Nobody was going to vote against Elmer. In fact, we had a joke on the bulletin board, saying, "As Chairman, I recommend the following... All those in favor, signify by saying 'Aye.' All those opposed, signify by saying 'I resign'."

Harold Lokken took the chairmanship for a year, and then I took it over for the next six years, or whatever. Harold Lokken was one of the finest gentlemen I ever knew, honorable to the core. He'd been on the original halibut commission, which was one of our first conservation things in 1932. This was a man who had been on every international group and I knew him because I was chairman of the industry advisors to the International North Pacific Fisheries Commission. Harold Lokken was a man who always put the resource first and had done so for years. He went to work at 23 years of age for the Vessel Owners Association and he kept that position until he was too old to do it and then he chose a successor, Bob Alverson. Harold was on everything, every international board. I was on the original national advisory committee on oceans and atmosphere; he was there later. Having lunch at the U.S. Senate lunchroom in Washington DC, there wasn't a senator there that didn't walk over and say hello to Harold. Just everybody knew him.

I lost my chairmanship when Sheffield got elected Governor. There had been a dirty oil session in which a lot of our oil wealth had been given away. When Hammond took over, everybody involved in that got fired. And I was always Hammond's hammer. I could walk into somebody and say "Take what's personal today. You will be paid for the following 30 days, but you are not to return to this office again." And Jay had trouble doing that, so I was his hatchet man. And one of the guys that was very strong in Sheffield's campaign had been one I fired, so four hours after Sheffield was there, I was replaced.

Jim Campbell was appointed when Elmer retired, and we wanted an Anchorage businessman so the Anchorage business community would be involved. Jim Campbell was not involved too much in fisheries, although he was involved in transportation and everything else. But he was a very civic-minded member of the Anchorage community. I was back in Oregon making appointments. I called him and said, "Would you take a seat on the North Pacific Council if we nominate you?" And Jim said, "Whoa, I don't know. What does Elmer think?" and I said, "here" and handed Elmer the phone. Elmer and I were sitting together; I was to do the talking and he was in case Campbell didn't say yes. Campbell always laughed about that. Jim Campbell served 2 years before he was made Chairman. Nobody wanted to replace him; you were going to have an Alaskan. That was pretty well understood.

Don Collinsworth became chairman after Peterson's short term. Collinsworth was the only man with the wherewithal to do it. And he was a very good chairman. But I was consigned to the black side of the moon during the Cooper years. I received an appointment as a the commissioner of the North Pacific Fur Seal Commission from Ronald Reagan and I was negotiating a treaty in Russia, joint venture fishing, and things like that. So I went off to the federale's for a period of time and Hickel got elected after I came back and he didn't know anything about fisheries, so he just said "you do it." He didn't meddle at all in the fisheries. Which meant I picked all the Limited Entry commissioners, all the Board of Fish commissioners, all the Council members. Sure, I stacked the deck.

The rule, when I was chairman, was that the AP was a very interesting exercise. The only people that I really paid attention to was the SSC. It's like when we were pushing through the ITQ on halibut, I went to Sitka and they were complaining, "well, we're not sure we want it." And I said, "That's not what I'm here for. You're going to have it. Do you want to help draft it, on what years and so forth, that's open. If you want to join and help, you can do it. If you want to sit on your rump, go ahead. But you are going to have ITQs." And then I went to Kodiak when Hickel said you're gonna have to go with me, and he had a police escort for me. And a person with the Kodiak Daily Mirror said, "Doesn't it bother you that everybody hates you?" And I said, "Well I don't think my wife hates me, and the rest of you are quite immaterial."

I was involved in establishing limited entry for the Alaska salmon fishery. Judge Bolt was hearing the decision on whether the citizens of the territory of Oregon or the citizens of the Territory of Washington were required by that treaty to give the natives their fair and just share of the fish. Slade Gordon was the attorney general for Washington that said "Well, they're only 5% of the population now, they only get 5% of the fish." I thought that that was a loser, and if Slade Gorton lost, there would be 30,000 gillnetters with no where to go on the Washington-Oregon coast, and I did not intend to let them in here. So I was an architect on much of the argument writing and was the one that carried most of the argument. John McGill was head of resources and Bill Egan had put the bill in to change the constitution, which made it possible. So, we had gotten the constitution changed which made it possible to go in with it, and then we pushed through the Limited Entry Bill and what I was after was to make sure that the big boys from Washington couldn't own it. And that's why the requirement was for all limited entry permits, the owner must be aboard the boat while it's fishing. That took care of the company clerk owning four or five boats.

Clem Arrives in Alaska

I came to Alaska after the war. I had malaria so bad I weighed 135 pounds, was bright yellow and had skin ulcers. I spent 2 ½ years in the jungle, and I learned the local language. I took

down exploded land mines and shells and stuff like that, which I enjoyed. But then I was on garbage detail for a year. I was known as the Lizard because I captured poisonous snakes and other reptiles. At the end of basic training, all the guys went into town to see if they could (find girls), and I knew enough that I wasn't gonna get any, so I went into the swamps to catch snakes. One of the Officers that was still alive, when he'd heard that I'd gotten a Letter of the Sacred Treasure from the Japanese, said I always suspected what side you were on. I loved the fighting, but when it was over it was kind of dull.

What happened was a Dr. told me, "Jesus Christ kid, you're a mess. Go to Alaska till you get rid of it!" I thought he was thinking about me, but my daughter says no, he was thinking about all the other people I was going to infect. I told my foxhole buddy Paul that Dr. says I ought to go to Alaska. He said, Oh, your country gives away free land in Alaska. And he proceeded to give me a lecture on Alaska. He was a young man from Luxenberg but he'd gotten out a step ahead of Adolph. He said, when this war's over, I'll have my citizenship, let's go up to Alaska and get some free land. And the company cook said I want to come too. Paul met a girl in New Jersey and stayed, so me and the company cook came up storage on the SS Aleutian.

I landed in Seward. I thought I'd hitchhike to Anchorage, but there was no road to Anchorage. So I went to Hope cutting ties for the railroad, until I had enough money to get on at Moose Pass and come in to town. Then I lived under a skiff down the beach at Ship Creek in April, because they were charging $2 a night for cot. Then I went out to the Alaska Railroad blowing holes in the muskeg. I was a powder man. Usually if something went Bang!, I was there. I wanted to go to underwater demolition. I suppose if there had been a fight I probably would have re-enlisted, but it was just that peace time was such boring stuff.

I grew up trapping muskrat in the winter and fishing eel pots in the summer in New England and Rhode Island so I'd been on a boat all my life. I was thinking about the land. My father had sold the land, and I wasn't going to go home; without land you were nothing. I came for the land. I walked from Anchorage, living off the country, and boy that's not what's its cracked up to be! You spend about half your time looking for food, and you're not too fussy what you eat. I tried boiling an owl once, that didn't work too well. I ate beaver, they're pretty good. Porcupine, they're greasy as hell, but edible too if you gotta. I ate whatever it came to. When I came down the coast, I shot a couple crows, and you've heard of "eating crow" well the guy that said that knew what they were. They have feathers, they have sinew, they have bones, and nothing else. There's no meat; there's nothing on a crow to eat.

I came down the following year on Berger Transportation on the Kasilof. That was a trip because I was unloading cargo all the way down it was April 1948. The ice had just gone out. We were loading barrels of stuff for homesteaders along Nikiski, Ninilchik and along in there. Then they got down to Homer, they'd gotten everything unloaded, and the ice had taken the dock out, there was just the front of the dock so at high tide you could get in and unload. And a fellow said the kid wants to go to Seldovia, and Nick Kelly, who is Lauren Leman's cousin, didn't learn to speak English until he was 17, so he spoke with a heavy Russian accent, but with a last name Kelly. So he said, you're going to Seldovia Nick? Ya. Will you take the kid? Ya. And I got aboard. So I said when are we going to get to Seldovia, and he says about three days, I'm on my way up the inlet.

They dropped me off in Seldovia. I knew that Kachemak Bay is where I wanted to be. I liked Tustamena Lake but I wanted Kachemak Bay because of the clams and the crab. So I went to a store and heard that he had a dory. And he said but there's a better one over here, one with a 9-horse outboard. And the fellow swapped it for a rifle and a shotgun that I had; I'd been a gun dealer. It was a 21-foot wooden dory and then I headed up the bay using my sextant and the clock to take sights on every good place that you had. What I found, if there was a perfect place with a good harbor and sunlight and water, then some old Norwegian had already settled it. So in the end I only took 5 acres and then I bought an estate. Charlie Ingstrom died in '47 and Bob Moss had his place, and his wife didn't like the isolation, so he said, "You're courting a girl in Homer, you're going to need a house." And a two-room log house looked like all the house I'd ever need. I didn't even have a mattress because all I did was wrap a blanket around me and lay on the springs. So I bought that from Bob Moss and with it came the deed to that island, about 89 acres, something like that. And then I picked up every place that affected it in time. I never did homestead in the true sense of clearing land or anything. Veterans didn't have to homestead. After WWII many of the white residents of Alaska were either pro-Hitler or communist, so the government wanted veterans up here; they thought we'd go to war against Russia within six months.

Becoming a Fisherman

I took the dory and got a job putting in a fish trap for the Chief of Tyonek. I'd been on the water all my life and I ran landing craft part of the time overseas. Boats came easy. I didn't know anything about engines, but I knew how to tie hooks and mend gear, and that got you a job with anybody. So I started out, I was in the early summer with fish trap, and then I went with Oscar Dyson. He'd just bought a boat and he'd come to Halibut Cove, and there was a place for sale. And he was a nice young family and the local guys wanted him, but he didn't have any money, so I and two Norwegians anted up the money for Oscar Dyson to buy his house, and he signed a mortgage. But years later he said, "You know they tell me there's a lien on the title, you still have a mortgage on my house." And I said "but you paid it off years ago, Oscar." And he said Yeah, but you never signed anything. Twenty years later I'm still on it. You know, everything was done word of mouth in those days.

So I went with Oscar Dyson for 3 years, then I bought my own boat, the Bainbridge. It was a 36 foot double-ender and it drew five feet of water. It was sunk in the slough in Seldovia. Bob McNeely, who became president of the Senate later on and Squeaky Anderson (ADM CE Anderson, who'd been the beach master at Iwo Jima) financed my boat for me and McNeely filled out the papers. People say McNeely drank during those days, and I say yeah I can remember carrying a freezer home for him in Seldovia at one time. And he was too drunk to stand up and we had to take the door jam apart to get it through, with his wife glaring at him.

I got the chance to buy the island, or part of the island, there was other people on it. I went to Squeaky and said this is a chance of a lifetime, could I borrow the money to do it. He said I'm financing your boat, and I won't finance this land, but I have a friend in Anchorage that might do it for you. I'll write you a letter. So, he wrote a letter and I went up to Anchorage. I took the Virginia One out of Seldovia, a tender and got off at Kenai. There was a flight from Kenai that cost $16 to fly to Anchorage and went to see the banker on 4th Avenue, a fellow by the name of Elmer Rasmuson. I came in with my letter and read the letter and looked at me, no smile, and said what do you have for collateral, I showed him the deed and he said "Oh, Wanita Anderson I know her." It was 1952. He said how are you going to pay for it. And I said I'll go to Fairbanks and drive truck in the winter and fish in the summer. And he said you got a job and I said yep, with Chuck Weiner, and he said oh yeah, I know them. He said how long will it take to pay it back, and I said I can do it in two years. And he said no you can't, it'll take three, and he looked back down to what he was doing. And I said what do I do? He said go to the cashier and pick up a check. So I went there, and three years later I got it paid off. I came in with the last payment, and Elmer said, here you should keep this for your records. It was Squeaky's letter, and all it said was, "He's a crazy kid, Elmer, but he does catch fish." That's all it said. That's all it took. Elmer knew that he would not have written the letter if he didn't think it was a good thing, so, that's all it took. It could have just been "Do it Elmer, Squeaky."

I was a pioneer crab fisherman. I was number 5, and Oscar Dyson was number 3. I went from his boat directly to our own boat. Diana and I built and fished 4x6 crab pots. We could set the pots in a circle and just start pulling and never run out. By the time you had picked #10, pot #1 was full again. It was just a solid mass of crab. In my first winter's operation, the crabs were 11 and 1/2 pounds per crab, average. They were just towers of them. I fished with my wife, and we also did halibut where she could coil 18-foot gear. She fished with me when we had one boy in a harness and one little girl in Blazo box. Then when the next one came, she went to shore; number three was too much.

Getting Married

My wife said I was the homeliest looking boy she'd ever seen. I had red hair and a beard to my shoulders, skinny as a rail, every bone stuck out from Malaria. Her folks moved her from Anchorage. It was so unsafe for a woman in Anchorage, with 150,000 troops on government hill. And they went to Homer where all the young men had gone to war, so it was just old men and women. And for a young 15-year-old girl, she'd walk where she wanted to walk, do what she wanted to do. But she had an artist friend, an old woman, must have been 55, and she thought that we'd make a match. So, every time I came across the bay in the dory, Homer would help me pull it out with his truck and then I'd stay with them. And she finally said, "Ask her out" and I said, "Oh, she wouldn't go with me." "Ask her out, you idiot!" So, I was picking up some fishing gear in Halibut Cove and said would she like to come with me. She had been on the senior sneak from Homer High School to Halibut Cove, and she liked it. So she said sure, I'll come along. I proposed to her on our first date. I told her "My intentions are honorable, I want a wife and at least three children."

At this point in Clems story, Diana interjects, "Well, first of all he said, "I want to make something clear. I'm interested in marrying you, and if you're not interested, say so now so we don't waste our time." And I said, "Well, you know, for starters, how about telling me what your name is?" And his face turned red, then white, then red, and he broke into a sweat. Then he said, "My name is Clem, you know like Clem Cadiddlehopper."

Clem follows up, "Well, what I did was, she didn't say no and she didn't say yes either, so I went to her parents and asked permission to court their daughter. And they shipped her out on the next steamer! She was gone. I was living in Seldovia, so I wrote her. And that was something, because I hadn't been to school and my writing was phoenetic, no punctuation, no periods. And I sent her a ring, paid for with one trip of halibut. It was a pretty good sized rock. It's the best trip I ever had so I knew who had the connections upstairs!"

Diana says, "Our neighbor, in Paradise California, their son was in the Air Force. I stayed for three months, and he got me a ride on a military plane to Anchorage, and so Clem met me there and we were married right away, in Anchorage."

Continuing with the story, Clem says, "We went down till we landed in Homer. Joe Morris came over and picked us up at the end of the spit, nosed the boat in, and we threw our stuff aboard. They lived in Peterson Bay, and the next day, he took me to Halibut Cove and let me off on the beach. And as we lugged our stuff up above high tide (November 9 was when we got home, we were married November 5) she looked at my boat up on the grid and said, "Oh, there's the Bainbridge. When will it float?" And I said, "April". I was gonna learn something about women. They were dangerous as well as beautiful."

Diana looks at Clem and they smile at each other. "We've been married 54 years."



KODIAK MIRROR

Reflecting the News of Alaska's Most Historic Island

Vol. 32—No. 44 Monday, August 2, 1971—Kodiak, Alaska Price 15 Cents



"FROST FISH" —Skipper Oscar Dyson of the GGY JO holds up two specimens from the unds of Kodiak "Frost Fish" (Alaska Whit- ied here Sunday afternoon. The fish are sam- quality testing by private firms.



...FROST FISH" — The seiners and crew mem- ...Y PEGGY JO display a few of the Frost fish ... Sunday for quality test samples from L to ...ldon Nelson, Bart Eaton, Oscar Dyson and ...en.

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GALLEY TIME —"Skipper Seldon Nelson (center right) and John Dyson (right) chat with pretty Miss Peggy Jo Dyson, daughter of Peggy and Skipper Oscar Dyson"— and who shares her name with F/V PEGGY JO, which delivered 15,000 pounds of Kodiak Frost fish for quality testing Sunday. At extreme left, 10-year-old Sonny Nelson, who accompanied the ship on its historic spot survey fishing expedition, is busy making peanut butter sandwiches.

A Historic Landing of Kodiak's First Frost Fish . . .

Peggy Jo Brings First Bottom Fish

Yesterday, Sunday, Aug. 1, 1971, may very likely become a historic milestone date marking the real beginning of what could conceivably become Alaska's greatest fishery — and the beginning of a real and meaningful competition by the United States with other foreign nations for the rich marine resources of Alaska's vast continental shelf area.

Yesterday, the Kodiak fishing vessel F/V PEGGY JO, owned by veteran Alaskan skippers Oscar Dyson and Seldon Nelson, returned to port after a one day bottom fishing survey in Shelikof Strait carrying approximately 15,000 pounds of bottomfish which are being turned over to private firms for quality testing.

So far four firms have indicated a definite interest in development of Kodiak's vast bottomfish and/or midtrawl resources. They are the Gorton, Marco, Pan Alaska and W.R. Grace firms.

Skipper Dyson said samples of the PEGGY JO's catch went to the Pan Alaska and the W. R. Grace firms.

At the same time similar bottomfish samples were delivered to the Gorton firm's Point Chehalis plant by the R/V COMMANDER, a research vessel of the federal National Marine Fisheries Service, which has encouraged development by U.S. fishing interests of the bottomfishery resources, especially those on the Alaskan continental shelf.

Skipper Dyson, who with his partner Skipper Seldon Nelson has participated in the pioneer exploratory and development efforts involved with the king crab and shrimp fisheries of the North Pacific, says he is, "confident that the bottomfishery, properly developed, will swiftly prove to be one of the nation's biggest and most important fisheries."

"The nation is very fortunate in having here on the scene, a scientist with the foresight and competent dedication of Dr. Murray Hayes of the National Marine Fisheries Service's Kodiak Marine Center," says Skipper Dyson, adding, "Dr. Hayes deserves recognition for his encouragement of the interest and development by U.S. fishing interests of our vast Alaskan continental shelf resources. His has been the major contribution."

Skipper Dyson, who is also chairman of the Alaska State Fish and Game Board, acknowledges also, "the strong and helpful encouragement at the state legislative level, of State Senator Kay Poland and State Representative Ed Naughton whose support of development efforts, deserves recognition."

"Much credit must also be given to Skipper Ole Harder — he has played an important role in accelerating official interest and support in our efforts," says Skipper Dyson.

"All of these individuals have recognized the pressing need — the nationally vital need — for getting American interests involved as quickly as possible in the utilization of these vast continental shelf resources of Alaska. They have realized that the potential sustained yield production of several billion pounds of fishery catches is at stake right here on our own doorstep. The yearly sustained yield production of at least several hundred million pounds of fisheries right off Kodiak alone is at stake right now," says Skipper Dyson. "The sooner we becomes involved in utilizing these resources now being tapped by foreign fleets — the better," exclaimed Skipper Dyson.

The 15,000 pounds delivered by PEGGY JO yesterday, was caught in three half-hour drags, each bringing from 3,000 to 5,000 pounds of fish. The fish were about half grey cod and half Alaska Whiting — or — as Skipper Dyson's brother John, visiting from Rhode Island called them — "Frost Fish." "That is what these fish are known as on the East Coast," said John Dyson, who accompanied the fishing expedition.

Crewmen aboard the PEGGY JO are Danny Olsen and Bart Eaton.

Also aboard for the historic spot survey voyage was Skipper Nelson's 10-year-old son, Sonny Nelson, who'll have much to relate to his fellow fifth graders this winter!

Says Skipper Oscar Dyson About Kodiak Bottomfish . . .

'MILES AND MILES OF FISH'

June 21st 1972

. . . B&B Fisheries Using Unique New Experimental Approach

Out of the Hold . . .



Into the Buckets . . .



And Into the Vans . . .



by Karl Armstrong

Everyone knows that there is a bottomfishery around the shores of Kodiak Island—the foreign fleets long ago proved that! How big the resource is, other than "vast" — nobody can say with any degree of certainty.

Where the fish are located and how they can best be caught are questions Skipper Oscar Dyson and his crew (which includes co-owner and boat engineer Seldon "Nelly" Nelson) are providing answers to now.

Last Thursday afternoon Skipper Dyson's PEGGY JO delivered about 40,000 pounds of bottomfish to B&B Fisheries, Inc., where the fish were placed into an air-tight a "controlled atmosphere" for shipment in fresh form to Seattle where they will be put through filleting machines on an experimental basis.

As one picture suggests, Bix and Oscar are both highly pleased with the new operation.

If the operation proves successful, B&B Fisheries plans to set up filleting machines at their Kodiak plant during the latter part of July.

Skipper Dyson reports that there are "miles and miles of fish" available for the catching along the ocean bottom surrounding Kodiak Island. He has electronic "fish spotter" graph paper brought in, mainly pollock and cod, measured approximately 12 to 16 inches in length on the average and weighed between 2½ and 3½ pounds.

The filleting machines are said to be capable of handling 170 fish per minute.

On hand to assist with the van loading was Rich Howerton, area manager of the Trans-Fresh Corp., which is a world-wide firm involved with "controlled atmospheres" for shipment of food items. Interestingly, Kraft's receive their fresh produce in vans with "controlled atmospheres" — which is a term for a mixture of gases used to inhibit spoilage or bacterial growth during shipment.

Both Dyson and Bonney agree that the bottomfishery could develop swiftly into Kodiak's and Alaska's biggest fishery.

The F/V PEGGY JO, crewed by Skipper Dyson, co-owner and engineer Seldon "Nelly" Nelson, Danny Olsen and Leonard Mussick — with Peggy Dyson's son Robbie assisting on the exploratory fishing venture — is 100 feet long with a 28-foot beam. The fish were caught at an average depth of 90 fathoms, according to Skipper Dyson. The catches, (hauls) longest of which was about 15 minutes, were in Sheilikof Straits.

According to Skipper Dyson, their first haul, which continued for one-half hour, resulted in such a mass of catch that it burst the cod end of the trawl! Subsequent drags were shortened to avoid overloading the trawl.

The catch was put into iced sea water thus assuring fine, firm, top quality fish for delivery.

Skipper Dyson points out that the National Marine Fisheries Service people estimate that the catch this year of bottomfish in the Bering Sea area by foreign fleets (Russian and Japanese) will be in the neighborhood of seven (7) billion — (yes billion) pounds. That includes the catch for pollock, yellowtail and herring, he said. He believes it is possible that Kodiak (Gulf) area waters can produce an equal amount of fish. He points out that the NMFS plans to do research on the size and location of bottomfish in the Kodiak area this summer.

As he watched the offloading crew working with blunted forks in the hold, he observed vocally that "Obviously the use of suction-type offloading hoses would be necessary if the experiments are successful and the bottom fishery swings into actuality." He is confident that the bottomfishery development is now upon the Kodiak waterfront scene — will be Kodiak's biggest volume fishery within a short time.

Bottomfish Buddies! . . .



Bix Bonney of the B&B firm expresses similar enthusiams about the bottomfishery and reveals, as part of his confidence, the fact that the firm has placed orders with the Bender Boat Company for two 86-foot long combination vessels. Delivery of the boats is anticipated for late October, Bonney said. These new boats will be rigged with big, powerful winches and engines — "capable of trawling at depths in excess of 200 fathoms in the open ocean." Bonney points out that the bottomfish are to be found at different depths at different times of the year. He says the bottomfishery will be primarily a "big boat fishery" because of the enormous power acquired to pull the deep-water trawls involved. Sometimes the fish are found at depths of over 200 fathoms — or at depths where they can be seen on the electronic "finder" devices — but cannot be reached by the catching equipment.

Many industry eyes — and the hopes of the fishermen — are on the bottomfishery experiment now underway for Kodiak.


SURIMI




ALASKAN

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Executive Director

North Pacific Fishery Management Council

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STEPHANIE MADSEN
Chair

North Pacific Fishery Management Council

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Anchorage, Alaska 99501-2252

✓ BOF Allocation
Separate from Management



✓ Allocation - with such specific elements
to management plans

✓ Co-ordination with Council

✓ Overide closure by local Ad. boards.

V

5 FMP Chukchi/Beaufort Sea.

Salmon SE

Crab

Scallops.

GHL based on # or percentages

Expand instead of cutting the pie

Sea Otter

An Overview of the Alaska Board of Fisheries Process

Jim Marcotte
Executive Director, Alaska Board of Fisheries
Boards Support Section, Alaska Dept. Fish and Game
907-465-4110
website: http://www.boards.adfg.state.ak.us/
email: jim_marcotte@fishgame.state.ak.us

Outline

- Board's function and composition
- Steps in board process
- Input on board decisions
  - Public
  - Agency
- Legal and policy factors in board decisions
  - Statutes and regulations
  - Policies and findings



2

Main function of the board: Allocation

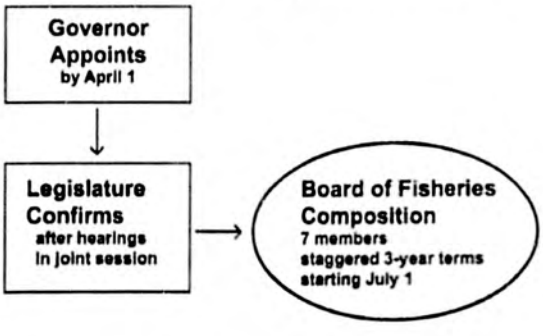
"The third element of Alaska's fisheries management model is the Alaska Board of Fisheries, which is a citizen-based organization that makes decisions on the allocation of fisheries resources. The Board members, who are appointed by the Governor and confirmed by the legislature, represent a broad array of fishing groups and other interests. By taking on the task of resolving fishery disputes, the Board takes the politically-charged issue of allocation away from the fishery managers and politicians. While this system is not without its flaws, it dramatically increased the credibility of the management program by effectively separating decisions regarding allocation from those related to conservation. The separation of allocation and conservation decisions is critical for achieving sustainable fisheries in the state and elsewhere in the Northwest."

(excerpt from: *The Elements of Alaska's Sustainable Fisheries*, by Fran Ulmer in Sustainable Fisheries Management: Pacific Salmon, E. Knudsen et al Editors, Lewis Publishers, 2000, p. 65)

3

Sec. 16.05.221. Boards of fisheries and game.

(a) For purposes of the conservation and development of the fishery resources of the state, there is created the Board of Fisheries composed of seven members appointed by the Governor, subject to confirmation by a majority of the members of the legislature in joint session. The Governor shall appoint each member on the basis of interest in public affairs, good judgment, knowledge, and ability in the field of action of the board, and with a view to providing diversity of interest and points of view in the membership. The appointed members shall be residents of the state and shall be appointed without regard to political affiliation or geographical location of residence.



Authority:
AS 16.05.221, AS 39.05.060, AS 39.05.080, AS 39.05.100

4

Major Steps in Proposal Process

1- Call for Proposals
2- Distribution of Proposals
3- Public Review and Comment
4- Board Regulatory Meeting
5- Implementation



See 5 AAC 96.610

5

Board of Fisheries 3-year meeting cycle

Meeting Cycle: 2006/2007, 2009/2010, etc.
Area:
Alaska Peninsula/Aleutian Island Areas (All Finfish)
Arctic-Yukon-Kuskokwim Areas (All Finfish)
Bristol Bay Area (All Finfish)
Statewide Provisions (Finfish)

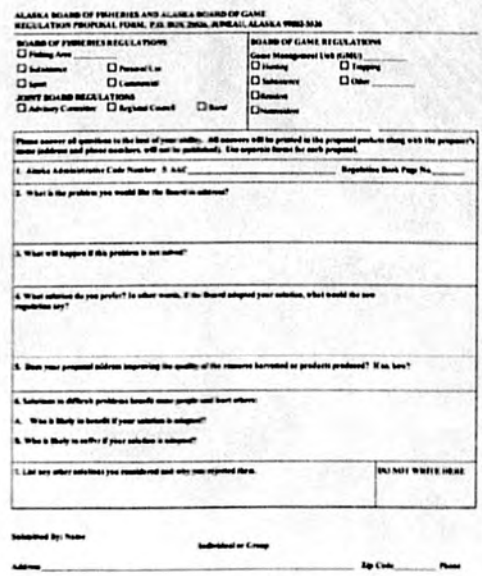
Meeting Cycle: 2007/2008, 2010/2011, etc.
Area:
Cook Inlet Area (All Finfish)
Kodiak and Chignik Areas (All Finfish)
King and Tanner Crab (Statewide)

SE King* Tanner moved to SE Regional

Meeting Cycle: 2008/2009, 2011/2012, etc.
Area:
Southeast/Yakutat Areas (All Finfish)
Prince William Sound Area (All Finfish)
Dungeness Crab, Shrimp, and Miscellaneous Shellfish (Statewide)
Statewide Provisions (Shellfish)

6

Proposal Form



ALASKA BOARD OF FISHERIES AND ALASKA BOARD OF GAME
REGULATION PROPOSAL FORM, P.O. BOX 25526, JUNEAU, ALASKA 99802-5526

BOARD OF FISHERIES REGULATIONS
☐ Fishing Area _____
☐ Subsistence ☐ Personal Use
☐ Sport ☐ Commercial
JOINT BOARD REGULATIONS
☐ Advisory Committee ☐ Regional Council ☐ Board

BOARD OF GAME REGULATIONS
Game Management Unit (GMU) _____
☐ Hunting ☐ Trapping
☐ Subsistence ☐ Other _____
☐ Resident
☐ Nonresident

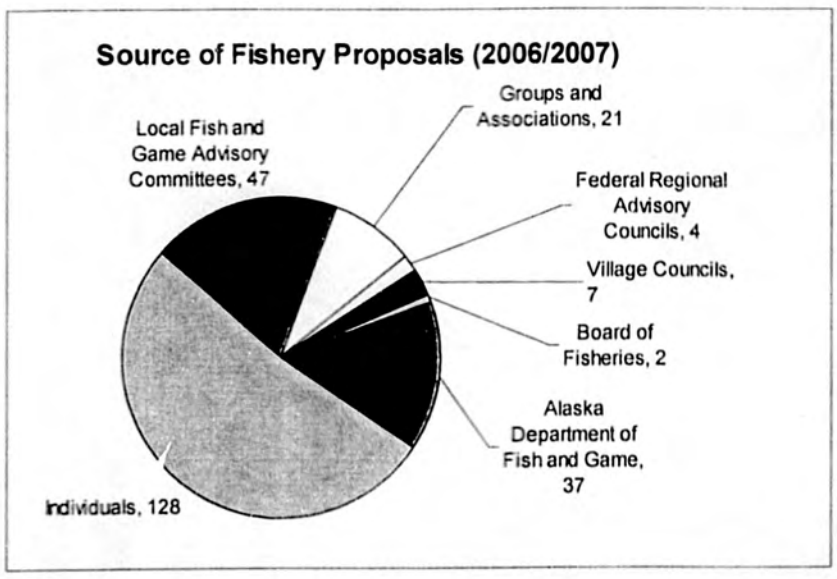
Please answer all questions to the best of your ability. All answers will be printed in the proposal packets along with the proposer's name, address and phone numbers, will not be published. Use separate forms for each proposal.

1. Alaska Administrative Code Number 5 AAC _____ Regulation Book Page No. _____
2. What is the problem you would like the Board to address?
3. What will happen if this problem is not solved?
4. What solution do you prefer? In other words, if the Board adopted your solution, what would the new regulation say?
5. Does your proposal address improving the quality of the resource harvested or products produced? If so, how?
6. Solutions to difficult problems benefit some people and hurt others:
   a. Who is likely to benefit if your solution is adopted?
   b. Who is likely to suffer if your solution is adopted?
7. List any other solutions you considered and why you rejected them.

DO NOT WRITE HERE

Submitted By: Name _____ Individual or Group
Address _____ Zip Code _____ Phone

7



8

Step 4 – Board Regulatory Meeting

Typical agenda for board meetings

- Introductions, ethics disclosures
- Department staff reports (~ half day)
- Oral public testimony (up to two days)
- Board committees (public and staff, 2 board members)
  to develop recommendations *
- Written comment on committee recommendations
- Board deliberation on proposals
- Miscellaneous Business

All elements of building a clear record

* board findings #2000-200-FB and #2000-199-FB describe committee process

9

Board of Fisheries Actions on Proposals

Board of Fisheries Actions on Proposals, 2005-2006

Action	Dec. 2005	Jan. 2006	Feb. 2006	Mar. 2006	All meetings	Percentage
Carried	11	27	23	14	75	21.2%
Carried as amended	12	19	11	12	54	15.3%
Failed	34	52	26	8	120	33.9%
No action	24	43	20	12	99	28.0%
Deferred	3	0	3	0	6	1.7%
Total	84	141	83	46	354	100.0%

Typically about one-third are adopted

10

Sources of Public Input:

- General public
- Fishery groups and associations
- Industry groups
- Local governments
- Tribal groups, village councils
- Local fish and game advisory committees
  - *(81 statewide)*



11

STATE FISH AND GAME ADVISORY COMMITTEES

Arctic Region: 10 (all rural)

Eastern Arctic, Kotzebue, Lower Kobuk, Noatak/Kivalina, Northern Norton Sound, Northern Seward Peninsula, St. Lawrence, Southern Norton Sound, Upper Kobuk, Western Arctic

Interior Region: 15 (14 rural; 1 urban)

Central, Delta, Eagle, Fairbanks, G.A.S.H., Koyukuk River, Lake Minchumina, McGrath, Middle Nenana River, Middle Yukon, Minto/Nenana, Ruby, Tanana/Rampart/Manley, Upper Tanana/Fortymile, Yukon Flats

Southcentral Region: 17 (11 rural; 6 urban)

Anchorage, Central Peninsula, Cooper Landing, Copper Basin, Copper River/PWS, Denali, Homer, Kenai/Soldotna, Matanuska Valley, Mt. Yenlo, Paxson, Seldovia, Seward, Tok Cutoff/Nebesna Road, Tyonek, Valdez, Whittier

Southeast Region: 23 (21 rural; 2 urban)

Angoon, Craig, East Prince of Wales, Edna Bay, Elfin Cove, Hydaburg, Hyder, Icy Straits, Juneau-Douglas, Kake, Ketchikan, Klawock, Klukwan, Pelican, Petersburg, Port Alexander, Saxman, Sitka, Sumner Strait, Tenakee, Upper Lynn Canal, Wrangell, Yakutat

Southwest Region: 12 (all rural)

Central Bering Sea, Chignik, False Pass, King Cove, Kodiak, Lake Iliamna, Lower Bristol Bay, Lower Kuskokwim, Naknek/Kvichak, Nelson Lagoon, Nushagak, Sand Point, Togiak, Unalaska/Dutch Harbor

Western Region: 4 (all rural)

Central Bering Sea, Central Kuskokwim, Lower Kuskokwim, Lower Yukon

12

List of Public Comment Sources

Board of Fisheries Meetings (Dec. 2005 and Jan. 2006)

January 2006 - Southeast Finfish (Ketchikan)

141 proposals
106 oral public testimony
10 advisory committees written comment
1 regional advisory council
97 other written public comments
120 record copies submitted during meeting

December 2006 - Prince William Sound and Upper Copper River Finfish (Valdez)

84 proposals
73 oral public testimony
9 advisory committees written comment
1 regional advisory council
52 other written public comments
104 record copies submitted during meeting

13

Sources of Agency Input

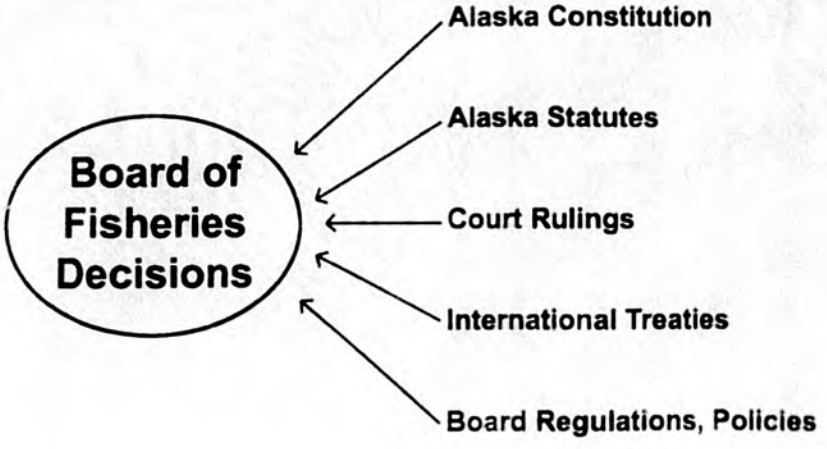
- **Alaska Dept. of Fish & Game**
  - *Commercial Fisheries*
  - *Sport Fish*
  - *Subsistence Division*
- **Dept. of Law**
- **Dept. Public Safety/Alaska Bureau of Wildlife Enforcement**
- **North Pacific Fishery Management Council**
- **Office of Subsistence Management** *(federal)*

CFEC



14

Legal and Policy Considerations – (for Board decisions)



15

Alaska Constitution

"Fish, forests, wildlife, grasslands, and all other replenishable resources belonging to the State shall be utilized, developed, and maintained on the sustained yield principle, subject to preferences among beneficial uses"
(Article 8, Section 4)



16

Alaska Statutes (general)

- Board of Fishery Authority (AS 16.05.221; AS 16.05.251)
  "Conservation and Development"
- Alaska Administrative Procedures Act (AS 44.62)
- Open Meetings Act (AS 44.62.310)
- Executive Branch Ethics Act (AS 39.52)



17

Six-year summary of Vote Abstentions
2001/2002 through 2006/2007 cycles

MEAN NUMBER OF PROPOSALS PER CYCLE:	409	(Range: 231 - 532)
MEAN NO. OF PROPOSALS WITH CONFLICT:	40	(Range: 7 - 67)
PERCENT OF PROPOSALS WITH CONFLICT:	9.7%	(Range: 3.0 - 15.7%)
MEAN NUMBER OF VOTES PER CYCLE:	2,864	(Range: 1,717 - 3,724)
MEAN NUMBER OF VOTES WITH CONFLICT:	40	(Range: 7 - 67)
PERCENT OF VOTES WITH CONFLICT:	1.4%	(Range: 0.4 - 2.2%)
AVERAGE MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:	15.7%	(Range: 3.2 - 31.7%)

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Alaska Statutes (decisions)

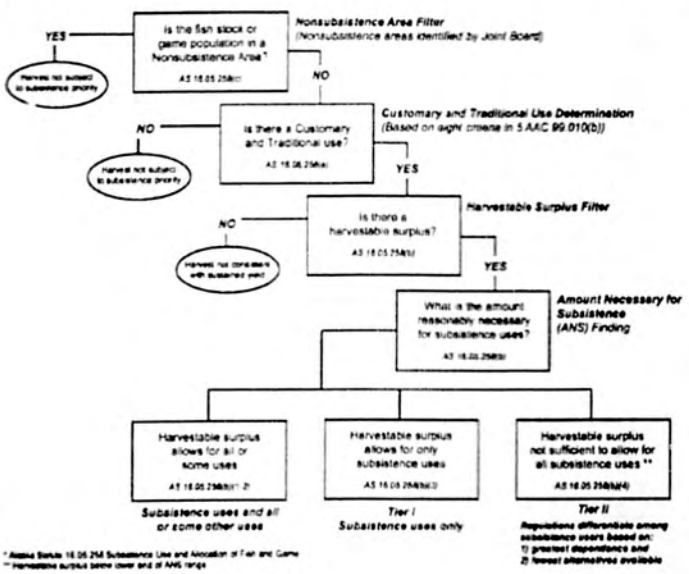
- Allocation Criteria (AS 16.05.251(e) and #91-129-FB)
- Management of Wild and Enhanced Stocks (AS 16.05.730)
- State Subsistence Law (AS 16.05.258)



19

Alaska Board of Fisheries and Game

Steps When Considering Regulations that Affect Subsistence Uses*



20

Board Regulations and Policies (decisions)

- **Sustainable Salmon Fisheries Policy** (5 AAC 39.222)
- **Escapement Goal Policy** (5 AAC 39.223)
- **Mixed Stock Salmon Fisheries** (5 AAC 39.220 and #93-145-FB)
- **Emerging Fisheries** (5 AAC 39.210)



see list of all board findings at
http://www.boards.adfg.state.ak.us/fishinfo/regs/pfindx.php

21

Board Regulations and Policies (process)

Board of Fisheries Agenda Change Request Policy (5 AAC 39.999)

Allows for out of cycle action for:
1. Conservation purpose
2. Correct errors
3. Unforeseen effect
4. Not mostly allocative

(form available)

Joint Board Emergency Petition Policy (5 AAC 96.625(f))

Allows for out of cycle action for:
1. Unforeseen event that threatens resource
2. Unforeseen situation that would preclude biologically allowable resource harvest

Subsistence Proposal Policy (5 AAC 96.615(a))

Allows for out of cycle action:
1. For fish and game populations not previously considered
2. If expedited review required

Committee process (#2000-200-FB; and #2000-199-FB)

Describes process for committees during board meetings.

22

Examples of recent Board actions

1) **Chignik Coop Fishery (Restructuring of Chignik salmon fishery)**
   Lawsuit Grunert v. State of Alaska
   - *Ruling against state*

2) **Closure of commercial fishing periods at mouth of Copper River (Proposal 52)**
   All user groups
   - Subsistence
   - Commercial
   - Personal Use
   - Sport
   - Guided sport industry

   Lawsuit by CDFU-Gillnet Division
   - *State prevailed*

3) **District 11 (Taku River) Chinook salmon rebuilding (Proposal 123)**
   Conservation-based restrictions since 1976
   Board established workgroup to develop recommendations
   Abundance-based management plan adopted January 2006

23

Summary

- Structured process
- High level of public participation
- Credibility critical



24

ALASKA BOARD OF FISHERIES

(Revised October 2006)

NAME AND ADDRESS	TERM EXPIRES
Art Nelson (**Vice Chair**) 2132 Clark St. Anchorage, AK 99504	6/30/2007
Rupe Andrews 9416 Long Run Dr. Juneau, AK 99801	6/30/2008
Bonnie Williams PO Box 82812 Fairbanks, AK 99708	6/30/2009
Jeremiah Campbell PO Box 1586 Seward, AK 99664	6/30/2009
Robert Heyano PO Box 1409 Dillingham, AK 99576	6/30/2007
John Jensen PO Box 681 Petersburg, AK 99833	6/30/2008
Mel Morris (**Chair**) 917 Mill Bay Rd. Kodiak, AK 99615	6/30/2008

****

Board members may also be reached at the following:

Alaska Department of Fish and Game
Boards Support Section
P.O. Box 115526
Juneau, AK 99811-5526
907-465-6095 or 907-465-4110
FAX: 907-465-6094
Email through Jim Marcotte, Executive Director: jim_marcotte@fishgame.state.ak.us

Alaska Board of Fisheries
2007/2008
Tentative Meeting Schedule

Cook Inlet, Kodiak and Chignik Finfish; and
King and Tanner Crab (Statewide, except Southeast/Yakutat)

PROPOSAL DEADLINE: Tuesday, April 10, 2007

Dates [and Duration]	Topics	Location
October 9-11, 2007 [3 days]	Work Session (Agenda Change Requests*, cycle organization, and Stocks of Concern)	Anchorage Coast International Inn
November 11-15, 2007 [5 days]	Lower Cook Inlet Finfish	Homer Land's End
January 9-12, 2008 [4 days]	Chignik Finfish	Anchorage Egan Center
January 14-18, 2008 [5 days]	Kodiak Finfish	Kodiak Elk's Lodge
February 1-12, 2008 [12 days]	Upper Cook Inlet Finfish	Anchorage** Coast International Inn
March 3-9, 2008 [7 days]	King and Tanner Crab (Statewide, except Southeast/Yakutat) and Supplemental Issues	Anchorage Coast International Inn

* ACR Deadline: August 27, 2007

** The board will hold hearings in Soldotna and Wasilla on Upper Cook Inlet Finfish topics.

Adopted 10/15/06; subject to meeting space availability

Alaska Board of Fisheries
2006/2007
Tentative Meeting Schedule

Bristol Bay, Arctic-Yukon-Kuskokwim, and
Alaska Peninsula/Aleutian Islands Finfish;
Statewide General Finfish Provisions;
and Supplemental Issues

PROPOSAL DEADLINE: Monday, April 10, 2006

Dates [and Duration]	Topics	Comment Location	Deadline
October 12 – 13, 2006 [2 days]	Work Session ACRs, cycle organization, Stocks of Concern	Anchorage Howard Johnson	*
October 14 – 15, 2006 [2 days]	State Waters Trawl: Cook Inlet and Adak Areas	Anchorage Howard Johnson	Sept. 29, 2006
December 4 – 12, 2006 [9 days]	Bristol Bay Finfish	Dillingham Dillingham Middle School	Nov. 17, 2006
Jan. 31– Feb 5, 2007 [6 days]	Arctic-Yukon-Kuskokwim Finfish	Anchorage Millennium Hotel	Jan. 19, 2007
February 6 – 11, 2007 [6 days]	AK Peninsula/Aleutian Islands	Anchorage Millennium Hotel	Jan. 19, 2007
March 9 – 13, 2007 [5 days]	Statewide Finfish and Supplemental Issues	Anchorage Millennium Hotel	Feb. 23, 2007

ACR Deadline: August 28, 2006



News

- Board of Game Spring 2007 Proposal Book Available
- Board of Fisheries Proposal Books for 2006/2007 Available
- Commercial Salmon Industry Restructuring Proposals
- State of Alaska recruiting for Commissioner of the Department of Fish and Game

Director
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- AC Operations Manual

Boards Support
ADF&G - Section of

www.boards.adfg.state.ak.us

Board of Fisheries

Board Members
- Member Addresses
- Resumes/Bios
- Meeting Photos
- Former Members
- Become a member

Meeting Information
- Meeting Calendar
- Long-Term Cycle
- Agenda, Roadmap
- Proposal Book
- Agenda Change Requests
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- Future Schedule
- Joint Boards Page
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- BOF Committees

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- Summary of Actions

Regulations, Policies & Info
- Link to Regulations
- Policies and Findings
- Frequently Used Policies

Board of Fisheries Forms
- Proposal Form
- ACR Form
- Petition the Board

New! Department Comments for AK Peninsula/Aleutian Islands
New! Department Comments for Arctic-Yukon-Kuskokwim
New! BOF Review of Upper Cook Inlet Management Plans
NOTE Depatment Comments for Bristol Bay Available
NOTE BOF Agenda Change Requests for 2006/2007 Available
NOTE Board of Fisheries Proposal Books for 2006/2007 Available

Welcome to the Board of Fisheries!

The Alaska Board of Fisheries consists of seven members serving three-year terms. Members are appointed by the governor and confirmed by the legislature. Members are appointed on the basis of interest in public affairs, good judgment, knowledge, and ability in the field of action of the board, with a view to providing diversity of interest and points of view in the membership (see Alaska Statute 16.05.221).

The Board of Fisheries' main role is to conserve and develop the fishery resources of the state. This involves setting seasons, bag limits, methods and means for the state's subsistence, commercial, sport, guided sport, and personal use fisheries, and it also involves setting policy and direction for the management of the state's fishery resources. The board is charged with making allocative decisions, and the department is responsible for management based on those decisions.

The Board of Fisheries meets four to six times per year in communities around the state to consider proposed changes to fisheries regulations around the state. The board uses the biological and socioeconomic information provided by the Alaska Department of Fish and Game, public comment received from people inside and outside of the state, and guidance from the Alaska Department of Public Safety and Alaska Department of Law when creating regulations that are sound and enforceable.

Sign up for our electronic mailing list

Quick Picks

Go to....
Go!

Fisheries News



Board Member, Art Nelson
Front page

BOF Review of Upper Cook Inlet Mangement Plan (*PDF 42KB)

BOF Bristol Bay Habitat Meeting Agenda (*PDF 13KB)

BOF Bristol Bay Habitat Protection Committee Meeting Notice (*PDF 16KB)

Summary of Board of Fisheries Vote Abstentions (2001-2006)



Board Support Section
Alaska Department of Fish and Game
January 29, 2007

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2001/2002 COOK INLET/KODIAK CYCLE

Meeting dates	Topics	Proposals	Engel	Coffey	Miller	White	R. Nelson	Dersham	Umphenour	Comments
Oct. 11-13, 2001	Worksession (17 ACRs)	0	0	0	0	0	0	0	0	
Nov. 8-12, 2001	Lower Cook Inlet	44	0	0	0	0	0	12	0	Dersham conflict on 15-20, 24, 25, 29, 30, 35, 36 salmon
Nov. 13-14, 2001	Groundfish, Crab	7	0	0	0	0	0	0	0	
Jan. 7-14, 2002	Kodiak and Chignik finfish	69	0	0	0	0	0	0	0	
Feb. 6-20, 2002	Upper Cook Inlet finfish	291	0	0	0	0	0	27	0	Dersham conflict on 126, 147-150, 152-162, 201-206, 265, 266, 285-287 (guided fisheries and saltwater sport salmon)
Mar. 14-21, 2002	Statewide king and Tanner crab, supplemental issues	107	0	0	3	0	0	0	0	Miller conflict on 475, 480, and 483 (crab and Area A)
Jun. 16, 2002	VMS, Kenai chinook	2	0	0	0	0	0	0	0	
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		520	0	0	3	0	0	39	0	
NUMBER OF PROPOSALS WITH CONFLICT:		42								
PERCENT OF PROPOSALS WITH CONFLICT:		8.1%								
TOTAL NUMBER OF VOTES		3,640								
NUMBER OF VOTES WITH CONFLICT:		42								
PERCENT OF VOTES WITH CONFLICT:		1.2%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		9.3%								

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2002/2003 PWS AND SOUTHEAST CYCLE

Meeting dates	Topics	Proposals	Engel	Jordan	White	Szczesny	R. Nelson	Dersham	Holm	Comments
Oct. 17-19, 2002	Worksession (36 ACRs)	0	0	0	0	0	0	0	0	
Oct. 20-21, 2002	Groundfish, Chinook	5	0	0	0	0	0	0	0	
			Engel	Jordan	vacant	Szczesny	R. Nelson	Dersham	Holm	
Dec. 5-6, 2002	Chinook	16	0	0	0	0	0	0	0	
			Engel	Morris	Jensen	A. Nelson	R. Nelson	Dersham	Andrews	
Jan. 20-28, 2003	Southeast herring, groundfish, Dungeness crab, shrimp, misc. shellfish	174	0	0	19	0	0	0	0	Jensen conflict on 198, A, 200-209, 212-216, 218, 220 (Dungeness crab).
Jan. 31-Feb. 5, 2003	Prince William Sound and Copper River finfish	104	0	0	0	0	0	0	0	
Feb. 20-28, 2003	Southeast and Yakutat finfish	122	0	0	16	0	0	0	o	Jensen conflict on 366-370 (Hidden Falls, Deep Inlet, and Anita Bay terminal area), 380 (allociation), 383-385, 388-392 (allocation and seasons), and 210-211 (Dungeness crab)
Mar. 17-25, 2003	Statewide dungeness crab, shrimp, misc. shellfish, supplemental issues	71	0	0	0	0	0	0	0	
Apr. 30, 2003	Dutch Harbor food and bait herring	1	0	0	0	0	0	0	0	
May 14, 2003	Dutch Harbor food and bait herring	1	0	0	0	0	0	0	0	
Jun. 24, 2003	Bristol Bay red king crab	2	0	0	0	0	0	0	0	
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		496	0	0	35	0	0	0	0	
NUMBER OF PROPOSALS WITH CONFLICT:		35								
PERCENT OF PROPOSALS WITH CONFLICT:		7.1%								
TOTAL NUMBER OF VOTES		3,472								
NUMBER OF VOTES WITH CONFLICT:		35								
PERCENT OF VOTES WITH CONFLICT:		1.0%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		13.1%								

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2003/2004 BRISTOL BAY, A-Y-K, ALASKA PENINSULA CYCLE

Meeting dates	Topics	Proposals	Morris	A. Nelson	Jensen	Andrews	R. Nelson	Dersham	Bouse	Comments
Oct.1-3, 2003	Worksession (24 ACRs)	0	0	0	0	0	0	0	0	
Oct. 4, 2003	Pribilof Islands blue king crab	1	0	0	0	0	0	0	0	
Nov. 12-17, 2003	Statewide finfish	31	0	0	1	0	0	0	0	Jensen conflict on Area A registration
Nov. 18-19, 2003	Chignik purse seine coop fishery	6	0	6	0	0	0	0	0	Nelson conflict on all proposals
Dec. 9-17, 2003	Bristol Bay finfish	75	0	0	0	0	0	0	0	
Jan. 12-19, 2004	Arctic-Yukon-Kuskokwim finfish	32	0	0	0	0	0	0	0	
Feb. 15-26, 2004	Alaska Peninsula/Aleutian Islands finfish	84	0	0	0	0	0	0	0	
Apr. 4-5, 2004	Prince William Sound allocation plan	2	0	0	0	0	0	0	0	
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		231	0	6	1	0	0	0	0	
NUMBER OF PROPOSALS WITH CONFLICT:		7								
PERCENT OF PROPOSALS WITH CONFLICT:		3.0%								
TOTAL NUMBER OF VOTES		1,617								
NUMBER OF VOTES WITH CONFLICT:		7								
PERCENT OF VOTES WITH CONFLICT:		0.4%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		3.2%								

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2004/2005 COOK INLET/KODIAK CYCLE

Meeting dates	Topics	Proposals	Morris	A. Nelson	Jensen	Andrews	Heyano	Dersham	Bouse	Comments
Jul. 1, 2004	Teleconference re Kasilof sockeye	1	0	0	0	0	0	0	0	
Jul. 5, 2004	Teleconference re Kasilof sockeye	1	0	0	0	0	0	0	0	
Jul. 19, 2004	Teleconference re Kasilof and Kenai late-run sockeye	1	1	0	0	0	0	0	0	Morris conflict on emergency petition re Cook Inlet
Aug. 4, 2004	Teleconference re Cook Inlet eastside commercial and Kenai personal use	1	0	0	0	0	0	0	0	
Sep. 28, 2004	Teleconference re Kenai River coho	1	0	0	0	0	0	0	0	
Oct. 5-7, 2004	Worksession (24 ACRs)	0	0	0	0	0	0	0	0	
Nov. 11-13, 2004	Lower Cook Inlet finfish	34	0	0	0	0	3	6	0	Dersham conflict on 17-21 and 23 (guide registration, Dolly Varden, trout, enforcement, and gaff use). Heyano conflict on 33 (Bristol Bay drift gear).
Nov. 14-17, 2004	Chignik finfish	33	0	0	1	0	0	0	0	Jensen conflict with emergency petition re Dungeness crab in southeast.
Jan. 7-10, 2005	Kodiak finfish	134	0	0	0	0	3	0	0	Heyano conflict on three herring proposals
Jan. 17-29, 2005	Upper Cook Inlet finfish	258	25	0	0	0	0	3	0	Dersham conflict on 149, 250, and 289. Morris conflict on 144, 145, 147, 148, 151, 153-156, 191 (Kenai sockeye), 158 (Russian River sockeye) , 178, 188, 192, 194, 196 (Northern District salmon), 189 (Central District periods) , 231, 134, 135, 139, 242, and 243 (Upper Cook Inlet plans).
Mar. 7-13, 2005	Statewide king and Tanner crab, supplemental issues	68	0	0	3	0	4	0	0	Heyano conflict on Proposals 456 (OEG for Kvichak), 420 (Bering sea crab CDQ) 424 & 426 (pot gear Bering sea crab). Jensen conflict on 402 & 404 (Southeast Tanner crab) and 457 (Taku and Stikine king salmon)
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		532	26	0	4	0	10	9	0	
NUMBER OF PROPOSALS WITH CONFLICT:		49								
PERCENT OF PROPOSALS WITH CONFLICT:		9.2%								
TOTAL NUMBER OF VOTES		3,724								
NUMBER OF VOTES WITH CONFLICT:		49								
PERCENT OF VOTES WITH CONFLICT:		1.3%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		9.7%								

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2005/2006 PWS AND SOUTHEAST CYCLE

		Proposals	Morris	A. Nelson	Jensen	Andrews	Heyano	Campbell	Bouse	Comments
Oct.13-14, 2005	Worksession (45 ACRs)	0	0	0	0	0	0	0	0	
Oct. 15-16, 2005	State-waters trawl	3	1	0	0	0	0	0	0	Morris conflict on Central Gulf of Alaska portion of proposal
Nov. 15-16, 2005	Chignik salmon	1	0	0	0	0	0	0	0	
Dec. 1-6, 2005	Prince William Sound and Copper River finfish	84	0	0	0	0	2	0	0	Heyano conflict on Proposals 78 and 79 (sablefish, herring)
Dec. 29, 2005	Teleconference re Adak P-cod	0	0	0	0	0	0	0	0	
Jan. 22-Feb. 1, 2006	Southeast and Yakutat finfish	142	0	0	39	0	0	0	0	Jensen conflict on specific salmon and herring proposals
Feb. 20-26, 2006	Southeast groundfish, dungeness crab, shirmp, misc. shellfish; plus Aleutian Island P-cod	82	0	1	22	0	0	0	0	Nelson conflict on Proposal 399 (Aleutian Islands P-cod); Jensen conflict on 226-234, 259, and 271-282 (crab, groundfish)
Mar. 17-23, 2006	Statewide dungeness crab, shrimp, misc. shellfish, supplemental issues	107	0	1	0	0	1	0	0	Heyano conflict on Proposal 396 (alter CDQ crab quotas); Nelson conflict on Nunavak coop plan
May 3, 2006	Bering Sea crab	1	0	0	0	0	0	0	0	
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		420	1	2	61	0	3	0	0	
NUMBER OF PROPOSALS WITH CONFLICT:		67								
PERCENT OF PROPOSALS WITH CONFLICT:		16.0%								
TOTAL NUMBER OF VOTES		2,940								
NUMBER OF VOTES WITH CONFLICT:		67								
PERCENT OF VOTES WITH CONFLICT:		2.3%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		27.5%								

Summary of Board of Fisheries Vote Abstentions (2001-2006)

2006/2007 BRISTOL BAY, AYK, ALASKA PENINSULA CYCLE

Meeting dates	Topics	Proposals	Morris	A. Nelson	Jensen	Andrews	Heyano	Campbell	Williams	Comments
Oct. 12-13, 2006	Worksession (29 ACRs)	0	0	0	0	0	0	0	0	
Oct. 14-15, 2006	State-waters trawl	6	1	0	0	0	0	0	0	Morris conflict on Cook Inlet Pollock
Oct. 31, 2006	Teleconference re Adak pollock	0	0	0	0	0	0	0	0	
Dec. 4-12, 2006	Bristol Bay finfish	120	0	0	0	0	38	0	0	Heyano conflict on Nushagak River salmon, herring
Jan. 31-Feb. 5, 2007	Arctic-Yukon-Kuskokwim finfish	56								
Feb. 6-11, 2007	Alaska Peninsula/Aleutian Islands finfish	48								
Mar. 9-13, 2007	Statewide finfish	26								
TOTAL NUMBER OF PROPOSALS FOR CYCLE:		256	1	0	0	0	38	0	0	
NUMBER OF PROPOSALS WITH CONFLICT:		39								
PERCENT OF PROPOSALS WITH CONFLICT:		15.2%								
TOTAL NUMBER OF VOTES		1,792								
NUMBER OF VOTES WITH CONFLICT:		39								
PERCENT OF VOTES WITH CONFLICT:		2.2%								
MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:		31.7%								

Six-year summary for 2001/2002 through 2006/2007 cycles

MEAN NUMBER OF PROPOSALS PER CYCLE:	409	(Range: 231 - 532)
MEAN NO. OF PROPOSALS WITH CONFLICT:	40	(Range: 7 - 67)
PERCENT OF PROPOSALS WITH CONFLICT:	9.7%	(Range: 3.0 - 15.7%)
MEAN NUMBER OF VOTES PER CYCLE:	2,864	(Range: 1,717 - 3,724)
MEAN NUMBER OF VOTES WITH CONFLICT:	40	(Range: 7 - 67)
PERCENT OF VOTES WITH CONFLICT:	1.4%	(Range: 0.4 - 2.2%)
AVERAGE MAXIMUM PERCENTAGE OF MEMBER CONFLICTS PER MEETING:	15.7%	(Range: 3.2 - 31.7%)

STATE OF ALASKA

FRANK H. MURKOWSKI, GOVERNOR

DEPARTMENT OF FISH AND GAME

BOARD of FISHERIES

P.O. BOX 115525
JUNEAU, AK 99811-5525
PHONE: (907) 465-4110
FAX: (907) 465-6094

March 17, 2006

Alaska State Legislature
State Capitol
Juneau, AK 99801-1182

Dear Members of the Alaska Legislature,

In the fall of 2004, the Board of Fisheries established a Commercial Salmon Industry Restructuring Workgroup to examine possible restructuring options for Alaska's salmon fisheries. The workgroup, which consisted of various stakeholders, interests from the fishing industry, and three Board members, was formed under a cooperative agreement between the Board and the Legislature, as a continuation of the work from the Legislature's Salmon Industry Task Force.

RESTRUCTURING PANEL RECOMMENDATIONS:

In January 2006, the Board received a report from the stakeholder workgroup. After making some minor modifications, the Board is pleased to present the attached report for your review.

Much of the workgroup's attention has focused on the Board process. The workgroup made suggestions on how the Board should receive and consider a "restructuring proposal." The workgroup developed a suggested format for how such proposals should be submitted to the Board, along with criteria for how the Board should review these proposals.

At the February 2006 meeting in Ketchikan, the Board reviewed and generally agreed with the workgroup recommendations. The Board decided to informally follow these recommendations for a "trial period," during which the Board will annually review the process for modification, or ultimately, consider adopting it as a binding Board policy.

The Board agreed that proposals which seek to significantly change how salmon fisheries operate should be reviewed with extra scrutiny and an examination of the possible benefits and impacts to the stakeholders, communities, regions and the state as a whole.

The Board also endorsed the workgroup's recommendation for increased funding to the Board and the Department of Fish and Game for staffing and adequate meeting time to ensure that this analysis and discussion can take place.

SUPREME COURT RULING, CHIGNIK:

A recent and major development has been the Alaska Supreme Court decision in the Grunert case, involving the Chignik cooperative salmon fishery. In the workgroup report, you will see multiple references to this legal challenge, which was still pending at the time that this report was prepared for the Board. With this decision, the cooperative fishery in Chignik was ruled invalid, however, the ruling may also have significant impacts on other fisheries in the state.

For instance, the ruling would also seem to invalidate a cooperative purse seine fishery for herring at Nunivak Island, but it may also have an effect on other cooperative fishery activities, even if they are not specifically authorized by the Board of Fisheries, such as voluntary cooperatives or combines in numerous herring fisheries across the state. The decision may also preclude the use of cooperative fisheries for "mop-up" fisheries, or in situations where the allowable harvest may be too small for the full effort of a competitive fishery to take place without exceeding the harvest limit.

While this challenge was working its way through the courts, the Board and the public were watching closely to not only see what effect it may have on existing management plans, but what the ruling may or may not mean for other fisheries which had been examining possible future changes to their fisheries, such as the salmon fishers at Olga and Moser Bays on the south end of Kodiak Island.

Needless to say, the ruling will have a chilling effect on how the Board looks at other significant proposed changes to fisheries management.

FUTURE WORK:

While no immediate legislation is pending, the Legislature has been approached by Chignik co-op stakeholders to pass legislation that would allow the Board to allocate to cooperatives, which the Board has supported through a resolution to the Legislature that was adopted at the February 2006 meeting. However, the Board also feels that a more comprehensive examination of the principles of fisheries management and allocation should be undertaken by the Legislature in the near future. Continuing work by the Board's workgroup may examine other possible legislative changes that could come to the Legislature as future recommendations.

If you have any questions, please do not hesitate to contact me.

Sincerely,

Art Nelson, Chairman
Alaska Board of Fisheries

cc: McKie Campbell, Commissioner, Department of Fish and Game
Denby Lloyd, Director, Commercial Fisheries

Commercial Salmon Industry Restructuring Proposals

The Board of Fisheries Commercial Salmon Industry Restructuring Workgroup, created by a joint agreement between the Alaska Board of Fisheries and the Legislative Salmon Industry Task Force, examined policy and other options for the Legislature and the Board of Fisheries to properly consider in restructuring Alaska's commercial salmon industry.

The final recommendations to the legislature are available on line
http://www.boards.adfg.state.ak.us/fishinfo/sirp/meetinfo/panelfinalrep06.pdf
or by writing to the Department of Fish and Game, Boards Support Section, P.O. Box 115526, Juneau, AK 99811-5526 or by calling (907) 465-4110.

Salmon Industry Restructuring Goals

Alaska's commercial salmon fisheries have been in existence for over 125 years. During this time, salmon fisheries have become fully utilized, and the Alaska State Legislature and Board of Fisheries have often imposed statutory or regulatory actions that constrain efficiency to ensure adequate escapements occur to sustain the resource, or to protect those dependent upon fishery resources, including subsistence, personal use, sport and commercial users. These constraints have taken many forms, including time and area closures and gear restrictions that may have increased harvest costs and decreased harvest values. For those who have made investments to harvest, tender, and process salmon, these increased costs limit the economic benefit to participants and Alaska's fishery dependent communities. Because many of Alaska's fishery-dependent communities rely on an economically viable harvesting and processing sector, there can be tension between rules that create inefficient harvesting and processing systems and the goals of harvesters, processors, fishery dependent communities and others dependent upon the fishery resources.

Within various salmon fisheries, the cost of doing business is not always supported by the market value of the production using current management approaches to harvesting. As a result, the status quo may provide an inadequate return on investments and may not provide enough capital to renew the equipment, vessels, and processing facilities needed for the commercial enterprise. In some fisheries the current management approaches to harvesting salmon may not provide the desired level of management flexibility and effectiveness. Therefore, new processes and procedures may be needed to entertain restructuring options for Alaska's commercial salmon fisheries.

Definition of a Restructuring Proposal

A "restructuring proposal" is a proposal that is likely to have substantial economic, social, or biological impacts and may require significant changes to the management of a fishery. The proposed regulatory change may strive to improve the value of a fishery by providing new and increased opportunities to: (1) raise the revenue generated from harvested fish (e.g. through improved quality); or (2) lower the cost of fishing operations; or (3) improve conservation.

Such proposals may include, but are not limited to, consolidation of fishing effort, a shift in who harvests the fish, changes in harvest methods used, or allocations of quotas (e.g. equal split quota allocations).

Board of Fisheries Criteria for Review of Restructuring Proposals

Keeping in mind that all proposals must promote the sustainability of fishery resources and be consistent with other Board of Fisheries policies, the Board of Fisheries may consider comprehensive regulatory restructuring proposals, and when doing so may, in addition to other factors, use the following criteria:

1) Promote an increased net economic benefit to the participants remaining in the fishery following restructuring:
2) Identify possible interactions within and between regions;
3) Identify potential mitigation measures for those dependent on the fishery that may be negatively impacted;
4) Promote improvements in a fisheries value, product quality, or an increase in efficiency;
5) Adequately address biological impacts to the resource caused by changes in management systems and utilization of the resource;
6) Promote a healthy fishing economy in Alaska that provides social and economic benefit to communities dependent upon the fishery and contributes to the overall benefit of the resource and the economy of the state; and
7) In addition to the criteria above, other factors may be considered as appropriate.

Process to Review Restructuring Proposals

Restructuring proposals may have substantial economic, social, and/or biological impacts and may require significant changes to the management of a fishery. Accordingly, the Board of Fisheries is interested in ensuring ample opportunity for review and comment by potentially affected regions and fishery participants.

1) Submit proposal as part of regular review cycle for a given area. (Responsibility: Applicant)
2) Determine if proposal is a restructuring proposal. (Responsibility: Board)
3) Publish restructuring proposals in a separate section of the board proposal book or otherwise identify proposal as a restructuring proposal. (Responsibility: Boards Support Section)
4) Hold a publicly-noticed work session to determine: (Responsibility: Board)
   a. Is proposal complete?
   b. Are there outstanding questions or information needed?
   c. Confirm that board has authority to act on proposal; identify any aspects of proposal where board may need additional authority to make decisions.
   d. Identify whether CFEC, DNR or other agencies need to be consulted on issues raised by the proposal. If so, bring staff together to schedule work and process.
   e. Identify proposal's review process and schedule.
5) Hold information-gathering public hearing within region if needed. (Responsibility: Board)
6) Hold other hearings/work sessions as needed. (Responsibility: Board)
7) Board of Fisheries decision. (Responsibility: Board)

The proposal form for salmon industry restructuring proposals is available on line at:

http://www.boards.adfg.state.ak.us//fishinfo/sirp/rest-prop-form.pdf

or by writing to the Department of Fish and Game, Boards Support Section, P.O. Box 115526, Juneau, AK 99811-5526 or by calling (907) 465-4110.

Alaska Board of Fisheries - Restructuring Proposal Form

Please answer the questions below as completely as possible. Your response will likely require multiple pages and considerable time and effort. Some questions may not be applicable to your proposal. Some questions may be quite difficult to answer; incomplete answers will not necessarily disqualify your proposal.

Please carefully read the instructions on page 2 before answering the questions.

1) What regulatory area, fishery, and gear type does this restructuring proposal affect?

2) Please thoroughly explain your proposal. (See Part II, Question 2 of the instructions on page 2 for important guidance on how to answer this question).

3) What are the objectives of the proposal?

4) How will this proposal meet the objectives in question #3?

5) Please identify the potential allocative impacts of your proposal. Is there an allocation or management plan that will be affected by this proposal?

6) If the total value of the resource is expected to increase, who will benefit?

7) What will happen if your fishery is not restructured as your proposal recommends, and how is this proposal an improvement over current practices?

8) Considering the history of the commercial fishery, what are the potential short- and long-term positive and negative impacts on:
   a) the fishery resource;
   b) harvesters;
   c) the sector, species, and regional interdependence relationships;
   d) safety;
   e) the market;
   f) processors; and
   g) local communities.

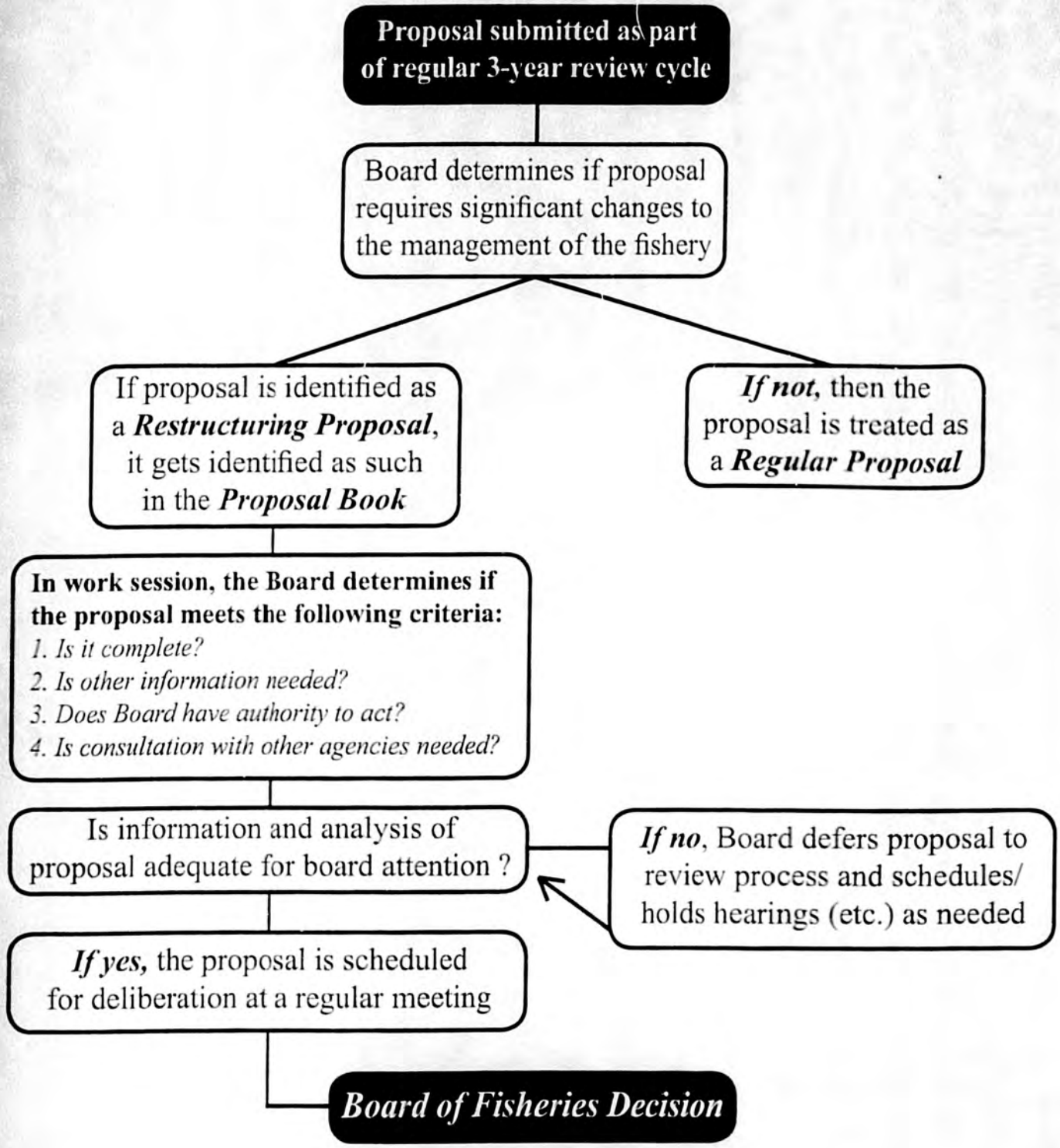
9) What is your understanding of the level of support for your proposal among the harvesters, processors, and local communities?

10) What are the potential short and long-term impacts on conservation and resource habitat?

11) What are the potential legal, fishery management, and enforcement implications if this proposal is adopted? What other governmental actions may need to be taken into account?

Submitted By: Name _____ (signature required)
Individual or Group _____
Address _____ Zip Code _____ Phone _____

Process for Board of Fisheries Review of Restructuring Proposals



FINAL DRAFT

Report and Recommendations

to

Alaska State Legislature

from

Alaska Board of Fisheries

Regarding Salmon Industry Restructuring

February 2006

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1.0 Background

The Board of Fisheries Commercial Salmon Industry Restructuring Workgroup was created by a joint agreement between the Alaska Board of Fisheries and the Legislative Salmon Industry Task Force. The scope of work recommended was as follows:

> Examine policy and other options for the Legislature and the Board of Fisheries to properly consider in restructuring Alaska's commercial salmon industry, including identification of research/information and analysis needed on the range of policy alternatives.
>
> During Fall 2004, the Board of Fisheries forms a public panel to focus on the task and develop a plan. Board committee is chaired by Ed Dersham and includes Robert Heyano and John Jensen. Public panel may include a scientific panel and a public panel representative of various industry interests
>
> The public panel develops a plan of action to present to full board: 1) Develop models for restructuring the commercial salmon industry, and 2) Specify research and analysis needed on the range of policy alternatives.
>
> The Board of Fisheries and Public Panel will gather public input throughout the state to develop and analyze models on policy alternatives.
> - Board may take written and oral comment at each regularly-scheduled meeting
> - Panel may schedule meetings as needed for development of alternatives and receiving public comment on the alternatives.
> - Panel receives results of impact studies, if any.
>
> Winter 2005: The Panel will bring recommendations to full board. The full board begins developing findings/recommendations to submit to the Legislature. The board continues to receive public input throughout this process
>
> January or February 2006: The board will present a report to the legislature.

The board members who worked with the panel were:

Ed Dersham, chair
John Jensen
Robert Heyano

Art Nelson replaced Ed Dersham at the October 2005 meeting.

Staff support was provided by:

Kurt Shelly, CFEC
Alan Austerman, Office of the Governor
Cheryl Sutton of Senator Ben Stevens' office
Diana Cote, Executive Director of the Board of Fisheries
Doug Mecum, ADF&G, Commercial Fisheries Director

Denby Lloyd replaced Doug Mecum at the October 2005 meeting

The workgroup consisted of stakeholders appointed by the Board of Fisheries. The board's goal was to appoint a public panel that had broad geographical representation, as well as from various parts of the industry. The following members were appointed:

Steve Brown, Homer
Sam Cotten, Anchorage
Karen Dunmall, Kawerak, Nome
Pete Esquiro, NSRAA, Sitka
Wallace Fields, Kodiak
John Garner, NorQuest Seafoods
Andy Golia, Dillingham
Jill Klein, YRDFA, Anchorage
Stephanie Madsen, Juneau
Chuck McCallum, Chignik
Jerry McCune, Cordova
Kris Norosz, Icicle Seafoods, Petersburg
Bob Thorstenson, UFA, Juneau
Gale Vick, Anchorage
Bob Waldrop, Anchorage
Dr. Charles Crapo, UAF (technical advisor)

The group met several times between September of 2004 and October 2005. The following report and recommendations are the work product of the group and recommendations for the future of the restructuring effort.

2.0 Salmon Industry Restructuring

2.1 Goal Statement

Alaska's commercial salmon fisheries have been in existence for over 125 years. During this time, salmon fisheries have become fully utilized, and the Alaska State Legislature and Board of Fisheries have often imposed statutory or regulatory actions that constrain efficiency to ensure adequate escapements occur to sustain the resource, or to protect those dependent upon fishery resources, including subsistence, personal use, sport and commercial users. These constraints have taken many forms, including time and area closures and gear restrictions that may have increased harvest costs and decreased harvest values. For those who have made investments to harvest, tender, and process salmon, these increased costs limit the economic benefit to participants and Alaska's fishery dependent communities. Because many of Alaska's fishery-dependent communities rely on an economically viable harvesting and processing sector, there can be tension between rules that create inefficient harvesting and processing systems and the goals of harvesters, processors, fishery dependent communities and others dependent upon the fishery resources.

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A "restructuring proposal" is a proposal that is likely to have substantial economic, social, or biological impacts and may require significant changes to the management of a fishery. The proposed regulatory change may strive to improve the value of a fishery by providing new and increased opportunities to: (1) raise the revenue generated from harvested fish (e.g. through improved quality); or (2) lower the cost of fishing operations; or (3) improve conservation.

Such proposals may include, but are not limited to, consolidation of fishing effort, a shift in who harvests the fish, changes in harvest methods used, or allocations of quotas (e.g. equal split quota allocations).

2.3 Board of Fisheries Criteria for Review of Restructuring Proposals

Keeping in mind that all proposals must promote the sustainability of fishery resources and be consistent with other Board of Fisheries policies, the Board of Fisheries may consider comprehensive regulatory restructuring proposals, and when doing so may, in addition to other factors, use the following criteria:

1) Promote an increased net economic benefit to the participants remaining in the fishery following restructuring:

2) Identify possible interactions within and between regions;
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6) Promote a healthy fishing economy in Alaska that provides social and economic benefit to communities dependent upon the fishery and contributes to the overall benefit of the resource and the economy of the state; and
7) In addition to the criteria above, other factors may be considered as appropriate.

2.4 Process to Review Restructuring Proposals

Restructuring proposals may have substantial economic, social, and/or biological impacts and may require significant changes to the management of a fishery. Accordingly, the Board of Fisheries is interested in ensuring ample opportunity for review and comment by potentially affected regions and fishery participants.

1) Submit proposal as part of regular review cycle for a given area. *(Responsibility: Applicant)*
2) Determine if proposal is a restructuring proposal. *(Responsibility: Board)*
3) Publish restructuring proposals in a separate section of the board proposal book or otherwise identify proposal as a restructuring proposal. *(Responsibility: Boards Support Section)*
4) Hold a publicly-noticed work session to determine: *(Responsibility: Board)*
   a. Is proposal complete?
   b. Are there outstanding questions or information needed?
   c. Confirm that board has authority to act on proposal; identify any aspects of proposal where board may need additional authority to make decisions.
   d. Identify whether CFEC, DNR or other agencies need to be consulted on issues raised by the proposal. If so, bring staff together to schedule work and process.
   e. Identify proposal's review process and schedule.
5) Hold information-gathering public hearing within region if needed. *(Responsibility: Board)*
6) Hold other hearings/work sessions as needed. *(Responsibility: Board)*
7) Board of Fisheries decision. *(Responsibility: Board)*

2.5 Alaska Board of Fisheries - Restructuring Proposal Form

Please answer the questions below as completely as possible. Your response will likely require multiple pages and considerable time and effort. Some questions may not be applicable to your proposal. Some questions may be quite difficult to answer; incomplete answers will not necessarily disqualify your proposal.

Please carefully read the instructions on page 2 before answering the questions.

1) What regulatory area, fishery, and gear type does this restructuring proposal affect?

2) Please thoroughly explain your proposal. (See Part II, Question 2 of the instructions on page 2 for important guidance on how to answer this question).

3) What are the objectives of the proposal?

4) How will this proposal meet the objectives in question #3?

5) Please identify the potential allocative impacts of your proposal. Is there an allocation or management plan that will be affected by this proposal?

6) If the total value of the resource is expected to increase, who will benefit?

7) What will happen if your fishery is not restructured as your proposal recommends, and how is this proposal an improvement over current practices?

8) Considering the history of the commercial fishery, what are the potential short- and long-term positive and negative impacts on:
   a) the fishery resource;
   b) harvesters;
   c) the sector, species, and regional interdependence relationships;
   d) safety;
   e) the market;
   f) processors; and
   g) local communities.

9) What is your understanding of the level of support for your proposal among the harvesters, processors, and local communities?

10) What are the potential short and long-term impacts on conservation and resource habitat?

11) What are the potential legal, fishery management, and enforcement implications if this proposal is adopted? What other governmental actions may need to be taken into account?

Submitted By: Name _____ (signature required)
Individual or Group _____
Address _____ Zip Code _____ Phone _____

2.6 Instructions for Restructuring Proposal Form

Please answer the questions below as completely as possible. Your response will likely require multiple pages and considerable time and effort. Some questions may not be applicable to your proposal. Some questions may be quite difficult to answer and incomplete answers will not necessarily disqualify your proposal.

Part I: *How to determine if your proposal is a "restructuring" proposal*

A "restructuring proposal" is a proposal that is likely to have substantial economic, social, and/or biological impacts and may require significant changes to the management of a fishery. The proposed regulatory change may strive to improve the value of a fishery by providing new and increased opportunities to: (1) raise the revenue generated from harvested fish (e.g. through improved quality); or (2) lower the cost of fishing operations; or (3) improve conservation. Such proposals may include (but are not limited to): consolidation of fishing effort or a shift in who harvests the fish, changes in harvest methods used, or allocations of quotas.

Please note that if the board does not have the legal authority to implement the proposed regulation then your proposal may be dismissed or tabled. If your proposal is found to be incomplete, the board may direct you to potential resources or specific agencies you may need to work with. If your proposal is determined to be a restructuring proposal, the board may put the proposal on a special timeline for action to allow for appropriate public input. If the proposal is determined to be incomplete or otherwise needs further development prior to action, the board, at its discretion, may table the proposal for future action. The board may, at its discretion, amend any proposal and move it forward.

Restructuring proposals may have broad ramifications with both positive and/or negative impacts to harvesters, processors, coastal communities, associated businesses and the State of Alaska. Therefore, your proposal should consider the potential impacts of the proposed new regulation on all stakeholders.

Part II: *How to Fill out the Restructuring Proposal Form*

Question #1: For which fishery management areas and gear type will the regulations be changed? For which specific fisheries?

Question #2: To completely explain your proposal, address the questions below:

a. Will this proposal require initial harvester qualification for eligibility? If so, how would it work?
b. Are there new harvesting allocations? If so, how are they determined?
c. What means, methods, and permitted fishing gear are proposed?
d. Is a change in vessel length proposed?
e. Are the transferability of permits or harvest privileges affected? If so, explain.
f. Is there a defined role for processors? If so, please describe.
g. Will this proposal be a permanent change to regulation? If not, for how long?
h. If adopted, will your proposal require a change in monitoring and oversight by ADF&G?
i. Will vertical integration (e.g. harvesting and/or processing) or consolidation occur? Will limits be imposed?
j. How do you propose to monitor and evaluate the restructured fishery?
k. Is there a conservation motivation behind the proposal? If so, please explain.
l. What practical challenges need to be overcome to implementing your proposal, and how do you propose overcoming them?

Question #3: Restructuring proposals may have many goals that may not be apparent from the proposal itself. What specific changes to you want to occur if this proposal is put into regulation?

Question #4: How and why will your proposed regulation meet the goals and objectives in question #3?

Question #5: A restructuring proposal will often have allocative or reallocative impacts. Please identify those potential impacts. Other than already identified in question #1, what management plans and allocation regulations might be affected? Note that this could include fisheries distant from the fishery being regulated.

Question #6: Who will benefit? Harvesters? Processors? Communities? State? Subsistence users? Etc.

Question #7: How is your proposal better than status quo?

Question #8: Restructuring proposals will have positive and/or negative impacts to harvesters, processors, coastal communities, associated businesses and the State of Alaska. Your proposal is more likely to be judged complete if you try to identify both the positive and negative impacts of your proposal on:

a) The fishery resource: 1) biological; 2) management system; and 3) economic utilization.
b) Harvesters: 1) economic efficiency of the harvesting function; 2) species interdependence impacts; 3) harvesting asset ownership impacts; 4) distribution of product value; and 5) market access.
c) Interdependence: How will your proposal impact other gear types and fisheries targeting other species? How will it affect interactions between regions and within the communities of the region?
d) Safety: How does your proposal affect safety, if at all?
e) The market: 1) market access and product form; 2) market timing; 3) competitive opportunities; 4) other, if any.
f) Processors: 1) economic efficiency of the processing function; 2) species interdependence impacts; 3) processing asset ownership impacts; 4) distribution of product value; and 5) market access.
g) Local communities: 1) employment enhancement, displacement, and loss; 2) municipal revenue impacts; 3) industry infrastructure impacts; 4) species interdependence impacts; 5) ownership of local harvesting and processing impacts; and 6) gain or loss of associated businesses.

Question #9: Is this a "one-person idea" or does your proposal have broad support?

Question #10: Conservation and development of fisheries resources are major goals of the board and any impacts on these goals, positive or negative, are of high importance. Please explain the likely impacts of your proposal.

Question #11: Restructuring proposals often have legal, fishery management, and enforcement implications that the board will have to address before it can take action. Please identify the potential issues in these areas.

3.0 Recommendations on needed Board of Fisheries Research Capacity and Data, Authority Changes, and Support

3.1 Research Capacity and Needs

As restructuring proposals come forward, three types of research or data will be needed:

1. Permit Latency. Ideally, Board of Fisheries (BOF) would address permit latency in the fishery simultaneous with review and approval of a restructuring proposal. To enable this, we need to identify optional methods, costs, and pros and cons of ways to address permit latency; then enact regulatory or statutory changes needed to implement. (Ideas discussed include creating a registration deadline, requiring permit holders to have gear available to participate in fishery, etc.)
2. Need a simple input-output model, or similar tool, to be able to assess the impacts to communities of various restructuring proposals and minimize unintended consequences of a restructuring decision.
3. Following implementation of a restructuring decision, the state needs to maintain data gathering effort so evaluate the social, biological and economic impacts of that decision.
4. As litigation is settled over the next six months and the question of Board restrutucturing Authorities is better known, it is worth reexamining this question to see what new research or data may be needed.

3.2 Board of Fisheries Authorities

There may need to be some changes to BOF authorities to enable it to take action on restructuring proposals.

The Board's workgroup had numerous discussions regarding authorities, however much of that discussion centered around the fact that the pending litigation involving the Chignik cooperative fishery would need to be resolved before the workgroup and the Board could fully understand the scope of current authority. With this uncertainty about current authorities, discussion about other additional authority was difficult.

Now that the Supreme Court has decided the Chignik case, the Board feels that it is appropriate for the workgroup to continue its' work and resume the discussion of possible additional authorities.

A Panel Subcommittee is now building upon Panel deliberations to:

1. Develop a matrix that depicts current BOF authorities and where each authority is derived.

2. Review BOF (and CFEC) proposals and challenges from the last few years to identity where and why there were roadblocks or problems. A review of these issues may identify patterns and recurrent issues.
3. Based on work above and other knowledge, develop a Problem Statement that articulates areas where a lack of authority has frustrated BOF (or CFEC) action particularly, but not exclusively, with regard to salmon fishery structure or restructuring proposals.
4. Identify authorities the BOF may need but does not currently have to implement restructuring proposals.

3.3 Board of Fisheries Support

Due to the significant impacts on communities, harvesters, processors and the State that restructuring proposals have, the BOF will need additional support, data and technical expertise to enable it to review these proposals. The Salmon Industry Restructuring Panel recommends the following:

1. **Maintain current data collection efforts/programs.** Responsibility for the Commercial Operators Annual Reports (COAR) has shifted between ADF&G and CFEC because of funding shortages and changing priorities. The COAR data, fish ticket data, and fish harvesting and employment estimates are currently funded either fully or partly with federal grants. In recent years the amount of federal funding for these projects has been decreasing. At a minimum the State must maintain its current data collection programs in order to maintain a reliable continuous source of fisheries data for economic analysis.
2. **Conduct an in-depth study to determine the kind of additional data needed to connect crewmember information to existing fisheries data,** its value for fishery analyses, and the industry's willingness to provide additional information. Do this prior to embarking on a new crew data collection project.[1]
3. **Create an electronic fish ticket reporting system for salmon and put it into use.** ADF&G has proposed an FY 07 budget increment to accomplish this.
4. **Hire two staff with knowledge of fisheries, economics and research techniques (could be at ADF&G, CFEC, DCCED) to conduct research and respond to inquiries BOF will have to analyze restructuring proposals.** An Economist II and Research Analyst III are recommended. Cost of accomplishing this, in FY 05 dollars[2]:

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[1] Crewmembers can not be linked to a particular fishery or area, so it is not possible to know if the crewmember fished, where they fished, how much they fished, how many crew fished from a vessel, or how much they earned. It is also not possible to associate crew salaries or crew earnings with a particular fishery or area. Some economists assume that crewmembers are hired from the permit holder's home town and attribute the crew's earning and tax information to the permit holder home town, an assumption which may not be correct.

[2] These figures and other recommendations herein excerpted from, "State of Alaska Data Collection Programs and Needs: A Report to the Salmon Industry Restructuring Panel," Susan M. Shirley, March 2005; ADF&G Special Publication No. 05-05.

Personnel	
Economist II	$67,000
Research Analyst III	$67,800
Other:	
Computer equip & software	$6,000
Basic Office supplies	$500
Travel	$2,000
TOTAL	$144,100

Since the efforts above will be of benefit to the BOF and CFEC in its regular work as well, it is recommended that these items be funded permanently, not viewed as one-time expenditures. This will also support the higher level of monitoring and data submission that will likely be needed to evaluate medium and long term impacts, including those unanticipated, of salmon fishery restructuring.

4.0 Conclusions

The Board appreciates the recommendations made regarding a process to receive and adequately consider "restructuring" proposals. Since this process is, as yet, untried, the Board intends to generally follow these recommendations as nonbinding guidelines for an interim period of a few years, after which the Board may consider adopting a more formal process for restructuring proposals to be considered. This nonbinding "trial period" is similar to the approach the Board took when it began using its' committee process.

To ensure that restructuring proposals receive the proper analysis and consideration, it is clear that additional resources are needed to provide adequate staff support and Board meeting time to review and deliberate restructuring proposals.

Throughout the workgroup discussions, pending litigation regarding the Chignik cooperative fishery made discussions about additional Board authorities difficult. Now that this case has been resolved by the Alaska Supreme Court, the Board recommends that the workgroup continue its' process to further discuss authority and consider making future recommendations to the Board the Legislature for consideration.

97-170.1-FB

JOINT PROTOCOL

BETWEEN

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL (NPFMC)
ANCHORAGE, ALASKA

and

ALASKA BOARD OF FISHERIES (BOF)
JUNEAU, ALASKA

ON

MANAGEMENT OF FISHERIES
OFF ALASKA

Recognizing that NPFMC has a legal responsibility for reviewing and recommending to the Secretary of Commerce measures for the conservation and management of the fisheries of the Arctic Ocean, Bering Sea, and Pacific Ocean seaward of Alaska, with particular emphasis on the consistency of those measures with the National Standards of the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act); and

Recognizing that the State of Alaska has a legal responsibility for conservation and management of fisheries within State waters; and further, that the State system centers around BOF policy, regulations, and procedures which provide for extensive public input; is sufficiently structured to ensure annual revisions; is flexible enough to accommodate resource and resource utilization emergencies; and is understood and familiar to the users of North Pacific fisheries resources; and

Recognizing that many of the fish populations in the Gulf of Alaska and the Bering Sea and Aleutian Islands migrate freely between or spend some of the year in both Federal and State waters; and

Recognizing that State and Federal governmental agencies are limited in fiscal resources, and that the optimal use of these monies for North Pacific fisheries management, research, and enforcement occurs through a clear definition of agency roles and division of responsibilities.

Therefore, NPFMC and BOF enter into this Joint Protocol to achieve coordinated, compatible, and sustainable management of fisheries within each organization's jurisdiction in the Gulf of Alaska and the Bering Sea and Aleutians.

I. Applicable Fisheries

This Joint Protocol applies to all fisheries off Alaska of mutual concern.

II. Duration of the Agreement

This agreement shall be reviewed by both NPFMC and the BOF and revised as necessary.

III. NPFMC and BOF shall undertake the following activities:

A. NPFMC and BOF shall jointly agree upon and implement an annual management cycle that provides for coordinated, compatible, and sustainable fisheries management in State and Federal waters. Management measures shall be consistent with the national standards of the Magnuson-Stevens Act, with the laws of the State of Alaska, and with all other applicable laws.

B. With regard to groundfish, the annual management cycle shall have the following elements:

1. The NPFMC and BOF will endeavor to coordinate their proposal schedules to the greatest extent practicable.

2. The NPFMC will provide the BOF with the latest stock assessment information shortly after the NPFMC's September meeting, noting any special management or conservation concerns with individual groundfish fisheries. The NPFMC will also review fisheries management proposals that it receives that could have impacts on State programs and forward such proposals to the BOF for consideration at an appropriate BOF meeting. The NPFMC will provide all available information concerning such proposals and will identify particular issues that should be analyzed before taking final action.

3. The BOF at its fall meeting will review groundfish proposals. Those proposals identified as being of mutual concern to both the BOF and NPFMC, will be forwarded to the NPFMC for consideration at its December meeting. The BOF will provide any information available concerning the proposals, and will identify particular issues that should be analysed before taking final action.

4 In December the NPFMC will review stock assessments, set acceptable biological catch and harvest limits, consider proposals and other information received from the BOF, and task staff with developing a discussion paper on potential impacts of the proposals if adopted.

5. Final action by the BOF will occur at their next groundfish meeting following the February joint meeting with the NPFMC. After a BOF final decision, the BOF shall adopt findings explaining the basis for the regulation. This provision shall not apply to emergency regulations, however, justification should be provided to the NPFMC in a timely manner, not less than ten days after the emergency action.

C. A joint NPFMC-BOF committee, not to exceed three members from each body, will be formed and meet in January and at other times as necessary to review available analyses, proposals, and any other matters of mutual concern, and to provide recommendations to the joint NPFMC and BOF.

D. The NPFMC and BOF will meet jointly in Anchorage each February to consider proposals, committee recommendations, the analysis, and any other issues of mutual concern. All interested persons and agencies shall have the opportunity to submit comments to the NPFMC and BOF at these meetings on proposals identified as being of mutual concern, and other matters as appropriate.

E. NPFMC and BOF shall encourage ADF&G and NMFS, in carrying out their responsibilities, to consult actively with each other, with NPFMC and BOF, and other agencies as appropriate, in order to prevent duplication of research, management, and enforcement effort and to make optimum use of the resources available for management of the fisheries.

F. The intent of this protocol is to provide long term cooperative, compatible management systems that maintain the sustainability of the fisheries resources in State and Federal waters.

Approved:

For the North Pacific Fishery Management Council

Richard B. Lauber
Council Chairman

Mar. 7, 1997
Date

For the Alaska Board of Fisheries

Board of Fisheries Chairman

March 19, 1997
Date