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May, 1988

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Mary Van Nimwegen

*House Special Committee on Fisheries
3/10/83 4:05 pm*

This claim, which essentially asks that the Commission award the Makah separate quotas and seasons as traditional Indian halibut fishermen, has been presented annually for the past five years. Bushman said the Makahs were now pursuing legal avenues to assert their claim.

The Makah's traditional grounds—known now as the Swiftsure Grounds—are in both Canadian and U.S. waters, so the question is a very complicated one. The Commission took no action on the Makah's request, but many fishermen attending the meetings expressed concern that a decision similar to the Judge Boldt salmon decision could be in the offing. For now, the matter is pending.

The International Pacific Halibut Commission was established in 1923 by a treaty between the U.S. and Canada, and was the first international agreement providing for joint management of a marine resource. Each country appoints three commissioners and several members of a conference committee made up of fishermen and processors who advise the commission. □



Seattle business coalition seeks to preserve a

Halibut moratorium: the timetable and the debate

The plan for imposing a moratorium on new entrants to the Alaska halibut fishery was published in the Federal Register as a Notice of Proposed Rulemaking on February 8, 1983. The deadline for comments on the proposal is March 19, 1983, and the final rule may be published May 26, if the final, 30-day "cooling off" period is waived.

After the March 19 public comment deadline, federal agencies including the North Pacific Council, NOAA, and the Office of Management and Budget will review the proposal and the public comments received. Then, the agencies could decide to enact the

moratorium, substantially revise the proposal, or abandon the entire matter.

If substantial revisions are necessary, it is unlikely that the moratorium will be in force by the time the 1983 season begins.

Until the federal regulation on the moratorium is in place, the halibut fishery is still open to all who apply for permits, as it has been in the past.

According to the Notice of Proposed Rulemaking published February 8, 6,500 fishermen will qualify to fish during the moratorium period, May 1, 1983 through December 31, 1985. To have

qualified, a fisherman must have delivered halibut at least once between January 1, 1978 and December 1, 1982.

When Congress amended the Magnuson Fisheries Conservation and Management Act to make moratorium and possible limited entry legal, Alaska's members of Congress succeeded in gaining an exception for native fishermen of the Pribilof Islands, Nelson Island and Nunivak Island. That exception was written into the law, which finally stated that the area north of 56 degrees North latitude would be excluded for the moratorium period to allow the development of commercial halibut fishery for local residents. The International Pacific Halibut Commission revised its area regulations this year to allow the fishery. (See story in this issue.)

At last year's Commission meeting in Seattle, a special conference of U.S. halibut fishermen met to endorse the moratorium and

**PERFORMANCE
NOT
PROMISES.**



Sig Jaeger, representing the Pribilof Island Fisheries and Rodger Davies of the Deep Sea Fishermen's Union at the conference committee meeting.

limited entry for their fishery. What appeared to be unanimity among the representatives from various ports along the coast dissolved into heated disagreement when Kodiak fishermen, and others, retracted their support. Since last March, those fishermen have been very vocal in their opposition to limited entry and the moratorium.

Though the amendment was passed to the MFCMA which gave the Council the authority to enact a moratorium, the debate has continued, and consensus does not appear possible at this time. All citizens have the right to comment during the public hearing process, and though a substantial number of fishermen will support a modified version of the moratorium as published in the federal register, many will oppose it.

Those fishermen who are interested in modifying the moratorium proposal—but who

generally support it—feel that changes must be made in the regulation which will limit effort, not just numbers of fishermen. They fear that permit holders now operating small, less efficient vessels will transfer their permits to larger vessels, thereby increasing the pressure on the stocks available during the already short seasons. Several proposals have been made which would limit a permit holder to the same size vessel he fished during the qualifying period for the moratorium.

"Unless we limit effort, we're talking about 6,500 licenses (permits) and we might as well hang it up," said Sig Mathisen of Petersburg.

"The message we must give to the Council is that we want to limit effort," said Mark Lundsten, a Seattle halibut crewman and a member of the Deep Sea Fishermen's Union. "We should just

get the moratorium in and then handle the details of the limited entry system when the time comes for that. But we should tell them we want to limit effort."

Sig Jaeger of Seattle pointed out that a simple yes or no on the moratorium wasn't enough, however. "According to the Council, you can't just say a simple yes or no on the moratorium. You have to provide a system for transferability during the moratorium. No matter what system we come up with, though, it's not going to be perfect; it's not going to please everybody," Jaeger said.

A representative of the Kodiak Halibut Fishermen's Association, Chip Threinen, said simply, "We are opposed to the moratorium; we are opposed to limited entry."

Threinen was supported vocally by Michael Mayo, a member of the newly-formed Independent Fishermen of Alaska, based in Sitka.

Mayo was admitted as a member of the Conference Committee this year.

"Kodiak is worried that the guy who is going to buy shares (under a share system of limited entry) is not going to be a new guy coming into the fishery; they're afraid it'll be a highliner with a big boat. Like Weyerhaeuser never sells timber rights to small gyppo loggers. The little guy is afraid of the big guy, it's that simple," said Nick Delaney, a fisherman who favors moderating the debate on limited entry to get the moratorium in place.

"What we have to do if we want to cut 30 days out of this (federal regulatory) process is to work around the clock for three weeks, just like you halibut fish, and get it done. We should put together a pool of money, say \$10,000 to hire an attorney so we can draft the language for the changes we want so we make it easier for NOAA to make them. If we don't get a moratorium in 1983, a lot of people are going to walk away from this fishery," Delaney said.

A lawyer attending the meetings as a representative of the Pribilof Islanders supported Delaney. "If you want to make modifications, hire an attorney, work with the NOAA lawyers, and don't change the proposed regulations so much that you trigger the whole process all over again," said Deborah Williams of Anchorage.

When the meetings ended in Vancouver, no decision had been made to follow the course of action proposed by Delaney, but fishermen on both sides of the debate continue to advocate their points of view.

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ALL WEATHER SYSTEM

OP ED

The views in this column do not necessarily reflect the editorial viewpoint of *The Journal*, but we think they will be of significant value to our readers.

An argument for the moratorium

Like many of the fishermen of Alaskan halibut, the members of the Deep Sea Fishermen's Union have voted to support a moratorium and have followed through on that vote with our statements to the Council during the public hearing process. In the past year especially, it seems that the word "moratorium" has taken on a life of its own, raising visions of anything from a communist threat to free enterprise to a get-rich-quick scheme to a temporary management plan that just might work and lead to some kind of acceptable limited entry plan. It is this last scenario that we are banking on and, working in conjunction with as many other fishermen as we can, hope to implement before the 1983 season begins.

We in the Deep Sea Fishermen's Union are not boat owners. We do not stand to make a lot of money from a permit suddenly made valuable. But we do consider ourselves professionals. The fact that we are able to maintain a skilled and organized pool of crewmen who are in demand is just one proof of that. Another is the fact that we have always played a strong role in the administration of the halibut fishery (we helped establish the Halibut Commission in the 20's) with the aim of perpetuating both the stocks and our livelihood. We support the moratorium for the sake of the fishery's future and of our profession's future, not for any monetary windfall. When we actually sit down to consider a permanent limited entry plan, it is up to all of us to insure that experienced and able crewmen have the opportunity to become skippers and owners, to insure that new blood is regularly infused in the fleet. For the period of a moratorium, the Union is willing to compromise its mobility into ownership for the sake of having a fishery in which it is worth investing.

Right now, halibut is like a safety valve for anyone in any other fishery who is looking for extra income or for compensation for a poor season somewhere else. With the stocks as available as they are, it doesn't take the prospecting and grinding that it did, not too long ago, to come in with a good trip. The increase in numbers of boats, and prospect of more in the future (for example, Bering Sea king crabbers) point to shorter and shorter seasons and the realization that the fishery is in danger of being considered an incidental one. As long as the fishery is overcrowded and in many cases only supplies an incidental income, the administrators will have less and less at stake in conserving the resource and more and more trouble in managing it properly.

Also, and perhaps more important, fewer fishermen will have the commitment to convince them that they should. (By the way, if you

Mark Lundsten
Deep Sea Fishermen's Union
F/V Grant



and 1984 seasons. For purposes of the moratorium those that may have to change vessels due to sinking or fire may not use a vessel of net tonnage greater than 10% of that used in the base period.

During the moratorium the transfer of the fishing privilege may only occur in a hardship case (illness or death, etc.). Any moratorium right may be used only by one who is actively fishing in the fishing period.

Any moratorium right to fish assigned to a vessel owned by a partnership or corporation will require those entities designate one individual to use the fishing permit.

Primarily, the impetus for this wording is to keep the moratorium open to whatever kind of limited entry plan we, the fishermen, can agree upon in two years. The previous plan was written almost expressly for the "shares" system, a plan obviously objectionable to many halibut fishermen. The share-quota plan has been studied, and that's fine; but, clearly, a very large segment of the fleet, including the Union and the Seattle owners, see at least as many problems as benefits with the idea. For any crewman, the plan primarily would benefit those with capital and not necessarily those with experience. We need to have a moratorium that keeps discussion and options open. We need the chance to design it *within the fishery*, not just at U.W. or in Washington, D.C.

After the recent Commission meetings in Vancouver, fishermen representing various organizations met and agreed to work from this plan toward a unified statement to be presented to the Council and to NOAA. Included in the meeting were: The Deep Sea Fishermen's Union, Fishing Vessel Owners' Association (Seattle), North Pacific Fisheries Association (Homer), Petersburg Vessel Owners, ALFA (Sitka), Seafood Producers Co-op (Sitka), various members of the Pribilof and Bering Sea groups, and Nick Delaney (Independent Kodiak fisherman).

If we are to have a vital halibut and longline industry, we should take this matter seriously and pursue it with all the solidarity we can find. We've learned a little bit how to communicate, and should continue. It will take some compromise and cooperation, sometimes hard to take. But, with a little persuasion and good fortune, we may still see good stocks of fish ten to twenty years from now and may still enjoy making a living catching them. □

THE GREAT DIVIDE

an incidental one. As long as the fishery is overcrowded and in many cases only supplies an incidental income, the administrators will have less and less at stake in conserving the resource and more and more trouble in managing it properly.

Also, and perhaps more important, fewer fishermen will have the commitment to convince them that they should. (By the way, if anyone thinks there's no pressure to make halibut an incidental catch, I urge you to attend a meeting of the Council and witness the lobbying personnel of the foreign and domestic drag fleets.)

The point to us is clear: we need to limit effort and maintain an involved, professional fleet. The first step is the moratorium. Certainly it will demand compromises, and from the Union as much as from anyone. But the fishery and the stocks simply can't stay healthy if they remain in their present, vulnerable position.

In the furor of discussion of this issue during the past year, with all the resultant divisiveness, an odd thing has happened: halibut fishermen's groups have cohered and communicated. At Council meetings, Halibut Commission meetings and on their own, groups have sought to say their piece, to have some effect. Right now, it looks like that energy that we've generated, from Seattle to the Bering Sea, is just what it will take to finally endorse any kind of moratorium, as well as future management of the halibut and longline fisheries.

Ever since a year ago, when the Halibut Act (enabling the Council to work out a limited entry plan) was still not law and groups both for and against the idea of limited entry had little comprehension of all the bureaucratic details involved, we have been somewhat educated. We've learned that this indeed is a government of laws, not of men and women, and that in order to get anything done, we either have to change the laws or work within them. Figuring that revolution may be a little rash at this point, it seems to me that our only alternative is to take the issues into our own hands and spell out very clearly what we want the lawmakers to do. They are paid by us, after all. From the Council to NOAA to the Senators and Congressmen who can have a lot to say about how NOAA executes the law and whether David Stockman's troops at the Office of Management and Budget approve of it, we have to address the matters at hand as completely and with as much unity as possible. The complexities of any government action are enormous; and the only way to effectively streamline their work is to make clear what we fishermen want. In this regard, the next few months are important.

The following is a proposal for the moratorium taken essentially from Council Vice-Chairman Harold Lokken's points presented at the December Council meeting and condensed by Bob Alverson of the Fishing Vessel Owners' Association of Seattle:

The proposed length of a moratorium two years, 1983 through the 1984 season.

Those individuals registered as selling halibut in 1978 through 1982 on vessels of less than or equal to five net tons during the base year (1978-1982) may continue to harvest halibut in 1983 and 1984 on vessels of no greater size than five net tons. Those vessels greater than five net tons and registered as selling halibut in 1978 through 1982 will have the moratorium license assigned to the ownership of the vessel for participation in the 1983

THE GREAT DIVIDE

Across the Northern Continent upthrusts the great
divide
From which two nations' rivers flow toward the Western
side
To the Pacific Ocean where two nations' boats are
riding
In search of the salmon that two nations are
dividing
Amongst two nations' eager hands, eager for
division
That favors them the most by most favorable
provision.
Some they will award—from some they will
divest.
For some there will be plenty and nothing for the
rest.
Or quite likely the result of a salmon that's
divisible;
Two nations may discover that he also is
invisible.
But for sure it will happen when two nations are
decisive
Remarks about each other are often quite
incisive
And set the stage for bitterness when salmon is
divided.
Lessen thus the chance a more important matter be
decided.
Could it be dividing salmon breeds two nations so
diverse
And intent upon division they fail to share the
universe?

Harrison Smith
F/V Sea Miner

LETTERS

continued from page 24

**FVOA member
favors moratorium**

Dear Editor,

I am getting damned tired of what are perceived to be the facts concerning the halibut moratorium. There is no question in my mind that the vast majority of fishermen that produce halibut in Alaska are for the moratorium and eventual limited entry in the halibut fishery.

I resent it being said that the Seattle based halibut group "Fishing Vessel Owners Association" is trying to bulldoze a moratorium and the share system upon the rest of the industry. What hasn't been said is that up until a few years ago FVOA was against limited entry in any way, shape or form. We were wrong.

Every legitimate fisherman in the North Pacific has seen what has happened to their various fisheries with the advent of the 200 mile limit legislation. All of a sudden our government and our bankers who had avoided us for so many years realized another place for growth and profits. Naturally they overdid it, and virtually all segments of the fishing industry are overcapitalized today.

If we are going to have a viable halibut fishery we simply must halt the new entrants. I have nothing against them coming in, but they must replace and not add to the effort that is already there. There is no more room.

I happened to be one of the

supporters of the so-called share system, I think it addressed many of the problems in the halibut fishery today. But it created some problems that are very basic. I felt I managed to debate the share system privately fairly well. One of the detractions of the share system that I never could find an argument against was that it would eliminate traditional competition in the fishery, and competition is such a basic element in this business. Because of that one argument I could never bring myself to sit down and write a letter defending the share system. Now I am writing a letter. Let's chuck the share system, let's call it what it is—dead, dead, dead.

Let's get on to a moratorium; let's call a halt to the issuance of new licenses for 3 years and let's try to come up with a limited entry plan that works.

I have often heard the statement that the Seattle-based halibut fishermen never diversified and that is their basic problem and there is some truth to that. But I submit that without the Seattle-based FVOA the Petersburg-based FVO and their crews, there would be no halibut fishery today. We were the people that went to all the meetings and lobbied against incidental catches by both the foreign and domestic trawlers. We fought for protection of the spawning grounds. We fought all the battles that had to be fought to preserve the fishery.

I find it ironic now, knowing I must diversify, that it appears the only other fisheries worth getting into are the ones that managed to limit their entry.

I was one of the members of FVOA that went to Alaska this

winter to try and state our case and dispel some of the myths that have been printed in almost all the trade papers. But just as important, we were pushing for the creation of a blanket group made up of all the user groups of halibut that could sit down together on a regular basis and talk about our common problems. When and if the moratorium does come, this blanket group is absolutely essential. I believe a limited entry plan could be developed by this group. I think the industry should address its own future and not leave it in the hands of politicians, lawyers and professors.

Now this letter is not meant to antagonize any segment of the halibut fishery. However, there are real problems that this fishery has never seen before and they must be resolved, or the hook and line halibut fishery could turn into an incidental catch fishery for the trawlers, followed by the depletion of the stocks and the end of a halibut fishery for anybody. This is a real possibility and anybody who disputes it is naive about the political and economic facts of the halibut fishery today.

Sincerely,
Pete Knutsen
F/V Northern—Seattle

A copy of the following letter was sent to the Journal for publication.
Ed

**Don Young writes
to Ronald Reagan**

Dear Mr. President:

I listened with interest to your

State of the Union message Tuesday night and was encouraged by the programs you announced to keep our nation moving forward. I may not be able to agree with all of your specific proposals, but I intend to work with you in the best interests of the United States to do what is right.

Unfortunately, there was one serious omission in your message: you mentioned farmers, loggers, auto workers and steel workers, but you had no words for a group of Americans who harvest one of our nation's most plentiful resources—fish.

You are not alone in avoiding mention of U.S. fishermen and fish processors. Since I began serving in the Congress in 1973, no President has ever recognized America's first industry. However, you have a unique opportunity to do so and I hope that you will not let that opportunity slip by.

The fishing industry is important to our nation. The 200 mile Fishery Conservation Zone off the U.S. contains 15-20% of the world's marine protein resources. Imports of fish products account for nearly 10% of our balance of trade deficit. Fishermen, fish processors, and those associated with the fishing industry contribute millions of dollars to our economy. Every \$1 spent by the fishing industry generates \$3.30 of additional spending. In some States, such as my State of Alaska, the fishing industry is one of the most significant factors in the economy. In 1980, the fishing industry employed 296,000 people directly, and that figure has been increasing every year. There is no doubt that

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NARWHAL

1983 Halibut Seasons and Quotas

Area	Period	No. of Days	Open	Close	Area	Period	No. of Days	Open	Close
2A 200,000 lbs.	1	13	June 15	June 28	4A** 1,200,000 lbs.	1	7	June 15	June 23
	2	13	July 14	July 27		2	7	July 15	July 22
	3	13	Aug. 13	Aug. 26	4B, 4D*** B 800,000 lbs. D 200,000 lbs.	1	7	June 15	June 23
	4	13	Sept. 11	Sept. 24		2	-	July 15	July 22
2B 5,400,000 lbs.	1	12	May 3	May 15	<i>AC - The fishing season will consist of a succession of 4-day open periods with one-day closed periods starting June 16 and ending September 15. 400,000 lbs.</i>				
	2	12	June 14	June 26	<i>*The above notwithstanding, Area 3B will close with the final closure in Area 3A, and will then reopen on August 27 for the remaining scheduled periods.</i>				
	3	12	July 12	July 24	<i>**The above notwithstanding, Area 4A will close with the final closure in Area 3A and will reopen 10 days later or on July 15, whichever is later, for a 12-day fishing period. Area 4A will then reopen on September 13-27 and October 9-25.</i>				
	4	12	Aug. 16	Aug. 28	<i>***The above notwithstanding, Areas 4B and 4D will close with the final closure in Area 3A, and will then reopen 10 days later or on July 15, whichever is later, for a 14-day fishing period. Additional fishing periods in Areas 4B and 4D are September 13-29 and October 9-25.</i>				
	5	12	Sept. 13	Sept. 25					
2C 3,400,000 lbs.	1	5	June 17	June 22					
	2	5	July 18	July 21					
3A 14,000,000 lbs.	1	7	June 16	June 23					
	2	7	July 15	July 22					
	3	5	Aug. 14	Aug. 19					
3B* 5,000,000 lbs.	1	7	June 16	June 23					
	2	7	July 15	July 22					
	3	5	Aug. 27	Sept. 1					
	4	5	Sept. 13	Sept. 18					

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Monday

2-28-83

Representative Adelheid Herrmann

Chairman - House Special Committee on Fisheries and Resources

State Capital - Bekrend - Room 212

Pouch V

Juneau, Alaska 99811

Dear Representative Herrmann,

My apology for the hand written letter, and the poor quality of reproduction on the accompanying material. We are late getting involved, but did not think things would escalate as ^{quickly as} they have.

We are strongly urging passage of HJR-10. Please share this information with others in the House of Representatives and the Senate. I would be particularly thankful if you would share the enclosed packet with Representative Charlie Bussell, and other members of your committee.

Please keep us posted of any new developments! We want to hear from you!

Sincerely,

Patricia DeRoche

Henry T Munson
SR Box 673
Anchor Point, Alaska
99556

2 November 1982

North Pacific Fisheries Association
Box 796
Ezer, Alaska
99603

Dear Sirs:

Attached you will find two pages of graphs-part of a larger document being compiled. Please note that these graphs simply illustrate information contained in sources to be listed and are not the source of concepts expressed in this letter. The sources from which these graphs and concepts have been formulated include:

IFEC Annual Report 1978 & 1981; IFEC Technical Report No. 16 1978; The Pacific Halibut-F. Edward Bell-1981; Fisheries of the North Pacific-Robert J Browning-1980; Pacific Fishing-Dec '81-Oct '82-Nov '82; The Network-Jan-Mar '82; Alaska Fisherman-Sep '81; Pacific Troller-Francis E Caldwell-1978; The Forests of the Sea-John L Culliney-1979; The Sea Against Hunger-C P Idyll-1978; and personal experience.

Indications from the above are that:

- * 1. Depletion of halibut stocks is a direct result of foreign (trawl) fishing pressure either as incidental catch or the targeted species.
- * 2. Influx of U.S. boats into Halibut Fishery is largely due to spill-over from Salmon Limited Entry Enactment and from anticipation of Halibut Limited Entry Enactment (Historical trends reversed.)
- * 3. Halibut stocks can be and have been protected and replenished without limited entry. They are currently on the upswing as a result of management measures.
- * 4. Development of a Bering Sea Halibut (Nursery Area) Fishery which is literally MANDATED by Moratorium Provisions may ultimately destroy the entire Pacific Halibut Fishery.
- * 5. Development of an extensive trawl fishery-domestic or foreign-will, if history is any indication, eliminate the Halibut Longline fishery through incidental catch, disruption of food chain, and destruction of habitat-both of the halibut and it's food species.
- 6. Current short seasons-comparable to those of 1950-1955- are probably due to a combination of the reduction of stocks by foreign fishing pressure coupled with small boat spill-over from Salmon Limited Entry Enactment competing with the large boat fleet leading to the abandonment of the Lay-In program in 1977.
- * 7. Without immediate curtailment of foreign fishing pressure regardless of domestic policies, a slump in IFEC halibut landings will probably occur about 1984.

With the possibility that a Bering Sea Halibut Fishery development may critically influence the entire Pacific Halibut Fishery and with a foreign catch equal to or greater than that fishery, it would appear that forcing additional pressure on the Bering Sea stocks while failing to REMOVE foreign pressure on all stocks is the worst possible combination with regard to continued viability of the IFEC longline fishery. The very programs now being pursued or developed along the Pacific Coast with groundfish are nearly carbon copies of those which destroyed the North Sea and Georges Bank Halibut fisheries in the Atlantic. To foreign and domestic fisheries trawling for groundfish the longline fishery is only a nuisance. In it's best year since 1929 the IFEC fleets landed about 75 million pounds of halibut. The annual landings of groundfish by foreign vessels in the

200 mile zone is about Three and One Half BILLION Pounds. U.S. landings- mostly Joint Ventures land about One Half BILLION Pounds. These fisheries have probably not yet reached their maximum landings. Their development in the Atlantic has resulted in the virtual destruction there of the Atlantic Salmon, The Atlantic Halibut, Crab, and Lobster Fisheries.

Placing a Moratorium and limited entry on the IPEC fishery can be likened to failing the teller for letting the bank get robbed. And FORCING development of another fishery for halibut in the Bering Sea can be likened to dispensing water for a stomach wound or alcohol for hypothermia- the patient may think he wants it and it may even give him a warm feeling- but either action can be fatal.

As I stated at the MPFA meeting at Homer, Alaska on 10-30-1982, I am opposed to all Limited Entry, except the limiting of foreign entry. In the event that the POWERS deem it necessary to alter the management of the IPEC fishery, I offer these suggestions, which are, of course, open to revision, deletion, or addition:

1. Divide fishery into large and small fleets with separate quotas, seasons, areas, etc. in keeping with the boats' physical capabilities and the optimum distribution of the catch over the halibut's migratory range.
2. Set some standard for commercial boats- possibly with an inspection program- to insure that they are legitimate commercial boats and not Reinnells and Egg Harbors with a permit strictly for tax purposes. Allow the non commercial boats/fishermen a subsistence period not related to the sport fishery. Institute punch card program for sport fishery to correct the current practice of catching more than the 2 fish limit.
3. Institute some staggered period type season- probably only feasible in the small boat fleet- such as an Odd-Even system of 3 day periods:

Period opens June 1-3 all boats allowed to fish

Period closed June 4-6

Period open June 7-9 for Odd ADF&G numbers

Period open June 10-12 for Even ADF&G numbers

or

Area 3A open June 1-5 for all boats

Area 3A-1 open June 6-8 for Even ADF&G numbers

Area 3A-2 open June 6-8 for Odd ADF&G numbers

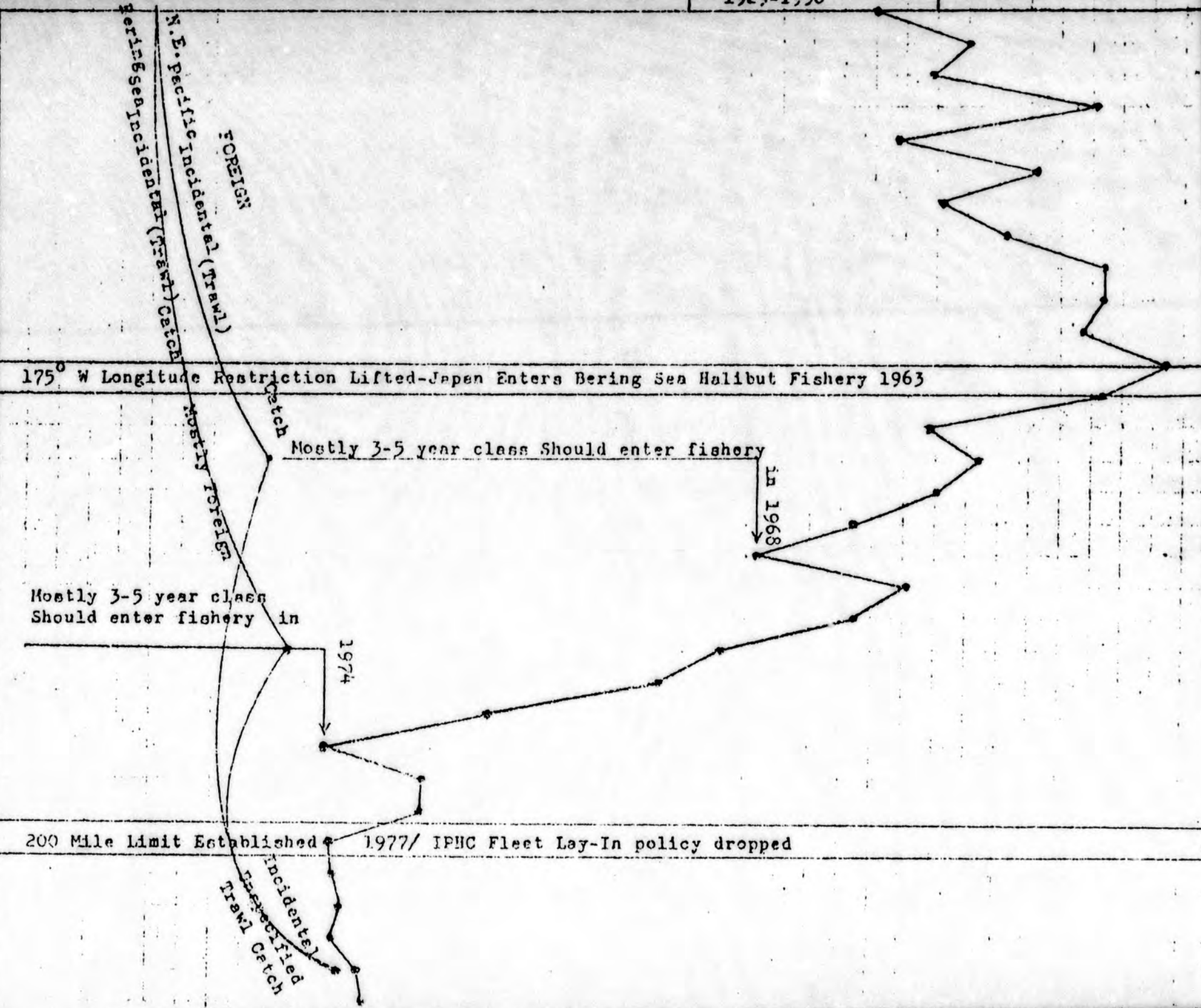
(This system could be reversed by periods or by years)

4. Any limited entry for commercial boats should consider the Charter Fleet.

These proposals are not offered as the final solution but, rather, as an interim control until enough research data can be compiled to implement a permanent management program directed at Maximum Sustainable Yield of ALL Commercial Species.

Henry T Munson

1929-1950



175° W Longitude Restriction Lifted-Japan Enters Bering Sea Halibut Fishery 1963

Mostly 3-5 year class Should enter fishery

in 1968

Mostly 3-5 year class Should enter fishery in

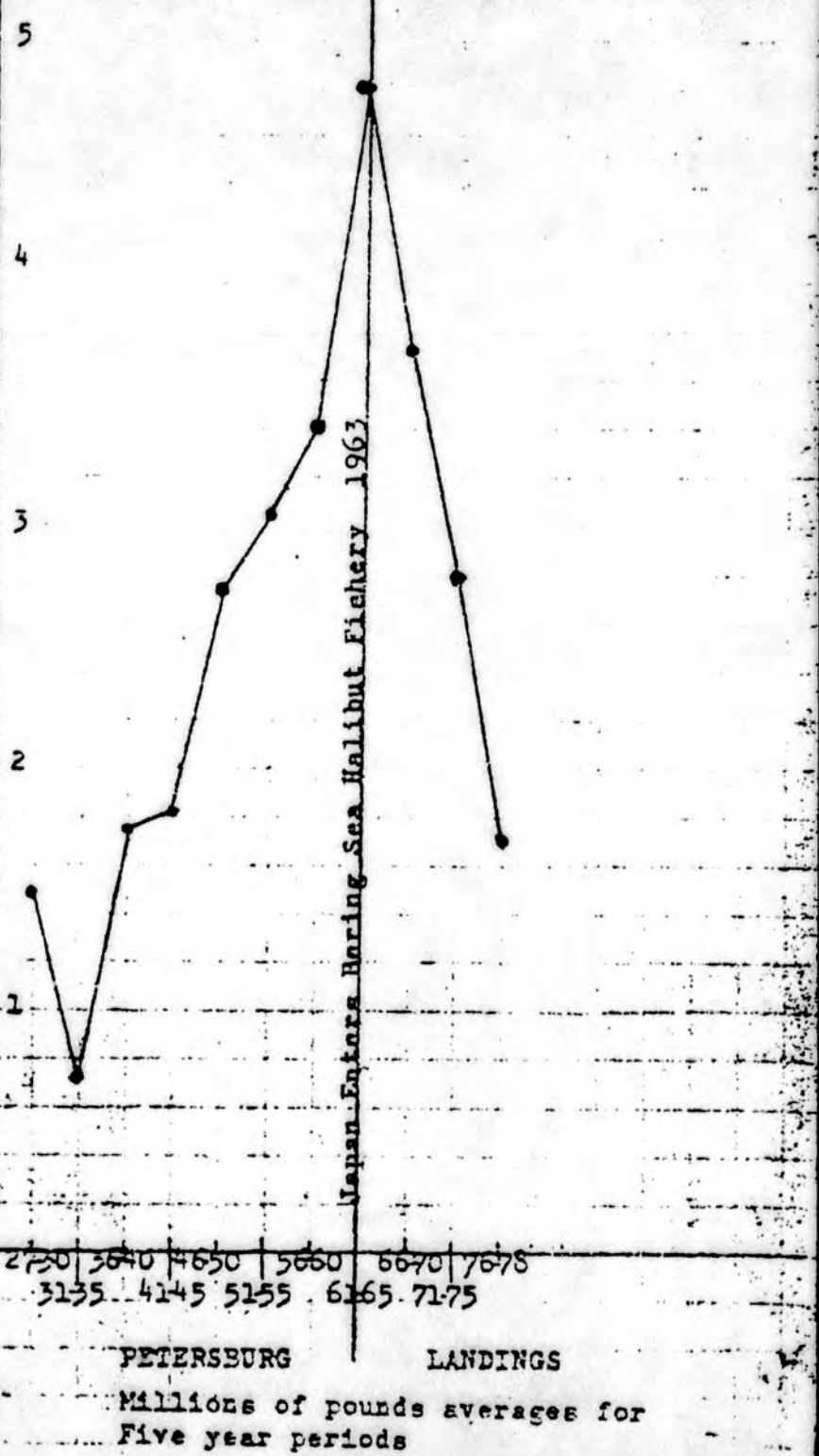
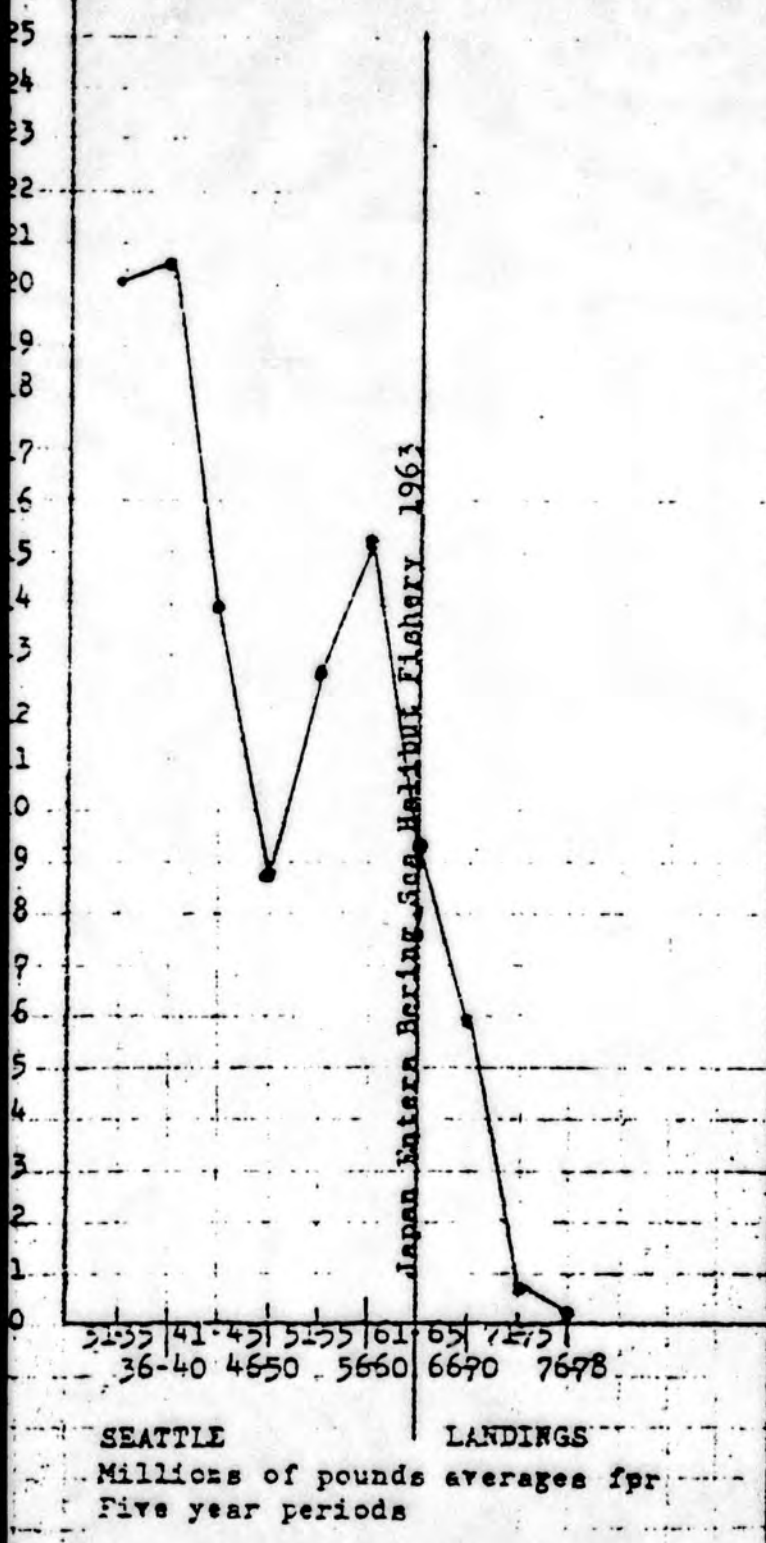
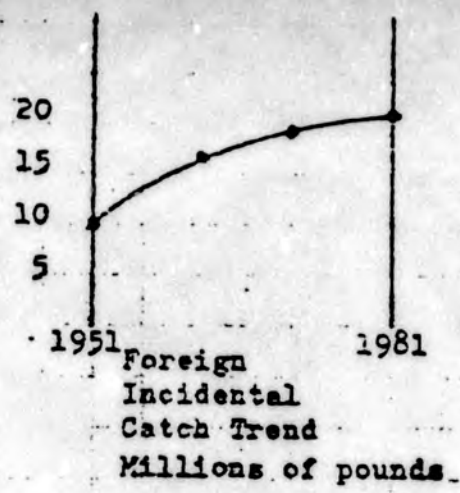
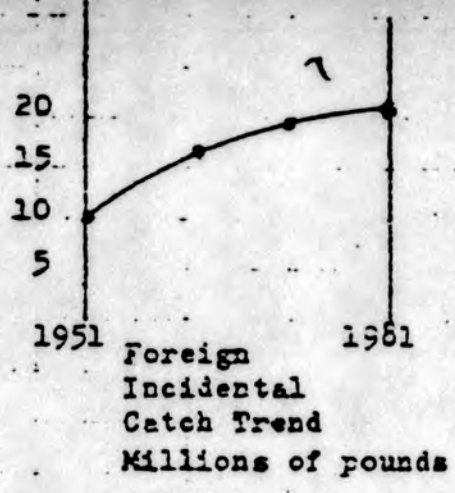
1974

200 Mile Limit Established 1977/ IPHC Fleet Lay-In policy dropped

Incidental Unreported Trawl Catch

FOREIGN
N.E. Pacific Incidental (Trawl)
Bering Sea Incidental (Trawl) Catch

LANDINGS BY MILLIONS OF POUNDS PER YEAR FROM 1961 IPHC REPORT
NOTE: Does not include incidental catch in American or Foreign static gear or unreported (illegal) harvest. Foreign catch from 1951-1960.



Henry T. Munson
SR Box 673
Anchor Point, Alaska
99556

15 November 1982

The Honorable Ronald Reagan
President of the United States
1600 Pennsylvania Avenue Northwest
Washington, D.C.
20500

Dear Mr. President:

My concern for the future of the Pacific Halibut Longline Fishery compels me to write this letter. I have included material which I had previously presented to the North Pacific Fisheries Association (NPPFA) of Homer, Alaska documenting my reasons for that concern.

Since the signing of the Northern Pacific Halibut Act of 1982, it has been revealed that the Kodiak group which "sponsored" the act did so without the consent of the membership. That group, by subsequent member vote, has rescinded its support of the Act. Likewise, the Homer group "sponsored" the Act without the consent or approval of the general membership. Recent votes taken at two meetings of the NPPFA indicate fishermen may not be in agreement with the few who promoted the legislation requested by the North Pacific Fisheries Management Council (NPFMC). While a majority of fishermen voting favored some form of limited entry to protect their livelihoods, an even larger majority disapproved of the NPFMC's planned system which is based on economic rather than biological considerations. Several fishermen declined to vote due to the confused nature of available data.

One of the Seattle groups behind this bill is predominantly a trawler organization, which would stand to benefit from a reduction of competition by the longline fleet.

The Native Association backing this bill, as you may know, is reserving for the villages in the Bering Sea area (and possibly fishermen from other areas) the right/mandate to develop a halibut fishery in the Bering Sea in the next three years. This, as you may not know, may possibly adversely affect halibut stocks over their entire migratory range. Please Note: I AM NOT opposed to allowing the Bering Sea region's people to fish for halibut! My concern is that the conditions of the NPFMC's proposed moratorium force an unnatural pressure on this region to develop a fishery in a drastically short time period. The International Pacific Halibut Commission (IPEC) has evidence indicating that the Japanese entry of that fishery in 1963 adversely affected stocks in the entire Northeast Pacific Halibut fishery.

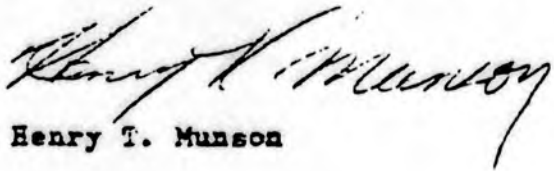
Add to the above the fact that "incidental" catches of halibut mostly by foreign trawlers (but with some domestic trawl and static gear) EXCEEDS the annual quotas allowed by the IPEC. Also add the fact that the IPEC Biologist at the October 30th meeting of the NPPFA stated that halibut stocks can be managed without limited entry—they have been on the increase for the past three years—and one must seriously question the motives of those proposing a Moratorium/limit scheme for the domestic longline halibut fishery.

Historical evidence exists with regard to the destruction of the halibut fishery, first in the North Sea and European waters and then in the North Atlantic and Northeast U.S. waters. Other species are also gone or distressed in these areas. None of the above are attributable to a longline fishery. The identical process which led to the destruction of the halibut fishery in the Atlantic is now in the first stages of being repeated in the Pacific. In fact, some of the very boats which began their careers in the North Sea migrated to our Eastern Seaboard and eventually wound up in Alaska-their original masters long dead and their companies defunct.

If we are to continue to have a halibut industry at all, the limits, restrictions, moratoriums, etc. must be placed where the harm is being done. The ultimate question we must ask is not how to limit the halibut longline industry but whether, in the future, we would rather have halibut steak for Sunday dinner or fish cakes ground from some of the four Billion pounds of other species trawled off our Pacific coast each year.

I believe we can have both. We don't have to ABOLISH foreign or domestic trawlers or PROHIBIT halibut fishing in the Bering Sea by people of that region. There are gear types that do not destroy halibut stocks and habitat. We can regulate seasons, areas, and catch limits as well as gear requirements to minimize the incidental catch of halibut in other trawl and static gear. That catch, as previously stated, exceeds the IPHC quota for the U.S. and Canada combined. We can gradually phase out foreign fishing in domestic waters and replace it with domestic fishing effort. During this transition period, the new gear requirements, seasons, areas, etc. may be implemented, thus minimizing the economic burden on the domestic fleet.

Lest this should become a book instead of a letter, I shall close with this last thought: The Alaska Court System including, I believe, the State Supreme Court, has twice ruled Salmon Limited Entry Law to be Unconstitutional. Not being an attorney in Constitutional Law, I will not venture my opinion. It is, however, a thought to keep in mind. Thank you for your valuable time.


Henry T. Munson

EM
6 Incl.
CC: Secretary of Commerce
Senator Frank H. Murkowski



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE
Washington, D.C. 20235

JAN 7 1983

F/M11:CB

Mr. Henry T. Munson
SR Box 673
Anchor Point, Alaska 99556

Dear Mr. Munson:

Thank you for your letter of November 15, 1982, to President Reagan conveying your concerns for the future of the Pacific halibut fishery. You obviously put considerable effort into your letter and have raised several points of interest.

We realize from the numerous public statements of various groups and the multitude of letters that positions on the halibut moratorium and potential subsequent limited entry are contentious and shifting. NOAA supports publication of proposed regulations on a moratorium on entry into the halibut fishery, especially to obtain additional public comment. NOAA does not yet have a position on the form of a moratorium or even if there should be a moratorium on entry into the halibut fishery. The draft proposed regulations on the moratorium are still under review by the Department of Commerce and the Office of Management and Budget.


Your comments regarding the halibut fishery in the Bering Sea area are appreciated. The effect of increased fishing pressure on halibut in the Bering Sea is a matter of concern that is receiving considerable attention. You are correct in stating that the incidental catch by trawlers has, at times, exceeded the directed catch. The North Pacific Council is addressing this problem and is considering limiting the incidental catch of halibut by foreign vessels.

Regarding your last point, we are aware of the legal problems associated with limited entry. The North Pacific Halibut Act specifically authorizes limited entry although any limited entry (including a moratorium) must, among other things, be fair and equitable.



Once again thank you for your letter. We will make your letter (and attachments) part of the administrative record should proposed rules on the halibut moratorium be published.

Sincerely yours,

for 
William G. Gordon
Assistant Administrator
for Fisheries

Henry T Munson
SR Box 673
Anchor Point, Alaska
99556

19 January 1983

North Pacific Fishery Management Council
P. O. Box 3136 DT (605 West Fourth Avenue)
Anchorage, Alaska
99510

Dear Sirs:

Having attended several of the recent meetings of the NPFMC at Homer, Alaska as well as the Council's public hearing on 17 January 1983 and having studied the Halibut problem for several years in addition to participating in the fishery since 1978 during all of which I have observed problems and attitudes in general, I would like to offer some comments on your proposed Moratorium.

First, I believe, all the fine rhetoric notwithstanding, that support for the Moratorium and Limited Entry is motivated by greed. I feel (As was expressed at the Homer public hearing) that if, in the future, Limited Entry becomes legal and necessary, permits should be issued on a yearly basis to those participants of record who are entitled by law. If those participants no longer wish to fish, the permit should revert to the issuing agency for re-issue to the appropriate applicant. The issue of permits could be on a first come-first served or a lottery basis. I am convinced that if this condition were imposed, you would lose more than 90% of the support now expressed for a Moratorium/Limited Entry program.¹ This basis of issuing permits, however, would avoid the possible Constitutional questions of grants of title and bills of attainder.

Second, it seems glaringly incongruent that (In the noble cause of preserving the resource) limits should be placed on the (domestic) fishery at a time when the resource is on the upswing.²

Third, ample opportunity to implement controls during nearly twenty years of drastic decline of the resource existed. Controls which would have been biologically effective could or should have been placed on foreign fleets during the period of decline from 1963 to 1980.³ Records show that the domestic fleet actually declined by up to 24% during this same period while foreign effort including Japan's entry of the Bering Sea Halibut Fishery increased geometrically. Prior to the great influx of foreign fleets and concurrent depletion of the halibut resource prices generally remained below 20¢/lb. During the period of depletion, prices rose steadily as stocks steadily declined. By 1978 halibut was \$1.70/lb. (Officially). High prices prompted an influx of domestic fishermen into the longline fishery. However, during the years of renewed domestic interest there was an increase in the apparent halibut stock levels. In short: None of the available statistical evidence supports Limited Entry of the domestic longline fishery as a necessary biological control.

Fourth, IPEC research and other data indicate that your proposed exemption of the Bering Sea area coupled with a mandated Halibut Fishery development could well contribute substantially to the demise of the Pac. Coast Halibut Fishery as a whole.⁴

Fifth, incidental catch by foreign fleets, while showing yearly fluctuations, has generally increased during the past 30 years. In spite of any efforts at regulation, the highest levels (Total pounds) ever recorded have occurred during the past three years. Incidental catch now regularly equals or exceeds directed catch. As long as (Foreign) incidental catch is not reduced rapidly and substantially, I cannot even consider support for restrictions on the domestic fishery.

Sixth, your proposal is self contradictory. It forces the exact conditions upon the Bering Sea that it's avowed intent is to alleviate in the rest of the fishery. It sets a cutoff date of 1982 to prevent an influx of permit speculators into the fishery in the eventuality of Limited Entry. It then demands that anyone who wants (to speculate on) a halibut permit must enter the (critical) Bering Sea fishery during the next three years! AND while avowing an intent to relieve the current pressure of concentrated effort on relatively small segments of the resource by extending seasons, it demands that all new effort be concentrated on the Bering Sea stocks. Without the Moratorium, any new effort would be spread over the entire fishery.

Seventh, your proposal under the Northern Pacific Halibut Act of 17 May 1982 is patently Unconstitutional on at least one count. That count is Article 1, Section 9, Paragraph 6. The offense is in the Bering Sea exclusionary clause.

Eighth, your proposal may also have Constitutional problems with regard to bills of attainder, ex post facto law and grants of title.

Ninth, the history of the Northern European and Eastern United States halibut (And other) fishery is now being repeated in the North Pacific. Judging by the Commission's apparent disregard for that history, it's treatment of the critical Bering Sea fishery, and it's proposed Year Round (and presumably therefor through the four month spawning season) fishery, I cannot help but wonder if the Commission's INTENDED future for the Pacific Halibut is that of a valuable incidental catch for the trawl fleets. The 1982 ex-vessel for headed and gutted halibut in Maine was \$2.00/lb.

As mentioned in comments six and nine, I am aware of the desire to extend seasons supposedly for the sole purpose of benefitting the fresh fish consumer. (Some include the need to spread the catch over greater ranges.) However, there are serious biological, economic, and logistical problems involved. Halibut spawn from November until March. The very least of all things any endangered species needs is to be attacked during it's mating process! Most of the small boat owners (5-20 net tons) fishing for halibut also fish for salmon. Extending halibut seasons through the salmon seasons would result in the loss of halibut revenues to those fishermen. It would also result in the loss of gear through gear conflict, as I have had the misfortune to discover in a shrimp pot gear vs salmon sein conflict-the seiner still has his gear. The logistics of canneries operating at capacity on salmon attempting to handle an unpredictable amount of halibut present obvious problems. The salmon season begins as early as mid June and ends as late as mid September. Halibut spawn from November until March. The types of vessels that would be concerned with the salmon conflict

constitute the majority of permit holders but account for only about 15% of the halibut quota. Since "schooner" type operations account for 85% of the catch in a few days, a greatly extended season for those vessels would be a biological disaster. Extending the season for the small fleet (with the possible exception of a period in October) is not practical. The only solution under current conditions is to come up with more fish. The only practical method of obtaining more fish is as you well know, the reduction of incidental catch. From a purely practical standpoint, the appropriate halibut seasons could be only in April, May, October, and possibly parts of June and September.

The first problem you must face in the implementation of your Moratorium in 1983 is that the Northern Pacific Halibut Act of 1982 in conjunction with your proposed rule may well be EX POST FACTO law. The law enabling your actions was not signed by the President until the halibut season of 1982 was over in some areas and well under way or nearly over in others. The cutoff dates were then legally proposed AFTER the 1982 halibut season. The December 31 date is not applicable because the season did not extend to that time and no participation was legally possible on that date. As of this date (19 January 1983) the rule making 1983 the cutoff date for the qualifying period has not become law. Therefore no legal notification of the general public or fishermen as to the need to qualify within a certain time frame can have any effect until AFTER that time frame had already passed. Unfortunately your avowed attempt to avoid an influx of permit speculators, which paradoxically, you encourage in the permit use, may be a case of trying to lift yourselves by your bootstraps.

Fortunately there are alternatives to the Moratorium and limiting entry. The first, of course, is to limit incidental catch-both foreign and domestic. King crab pots in some areas are now required to be top loaders. This could be extended to all areas. Subsidize conversions if necessary and REQUIRE all new gear to be of this type.

The technology now exists to identify individual fish at great depths and on or near the bottom electronically, but the equipment is expensive. This type of equipment could be required on all NEW domestic trawl operations. In 1982, according to information I got from the NMFS in Juneau, only about thirty boats of United States registry (John Vestures) were involved in the bottom fish trawl industry on the Alaska coast. These boats could be required to upgrade their equipment to new electronic gear types. Also FUTURE operations can be more restricted than present operations. Those operations currently under way could gradually be brought under the new restrictions. Operators of the few American vessels now engaged in bottom fishtrawling could be compensated for gear change or restriction related losses. DO THIS NOW, BEFORE IT BECOMES FINANCIALLY AND POLITICALLY IMPOSSIBLE! And, yes, I would pay more taxes to accomplish this. American taxpayers have for years been subsidizing the Communist Bloc nations such as Poland whose government owned fleets have operated on U.S. tax dollars in Alaskan waters.

Foreign trawlers on the Pacific coast are subsidized directly in another way. Tax dollars from the Pacific coast states are used to rear salmon in hatcheries. These salmon are caught in abundance by foreign trawlers. Foreign fleets operating in United States waters catch over four billion pounds of fish annually.



4

According to a recent article in the Anchorage Times, the United States receives about thirty-eight million dollars for this fish. That is less than 1¢/lb. With ground fish values of from a few cents per pound to over one dollar per pound, it would appear that it might be possible to increase the fees to an average of two or three cents per pound without substantially crippling the foreign fishing industries. (Especially those supported by U.S. tax dollars) This would result in an increased revenue of thirty-eight to seventy six million dollars which could be devoted to fisheries research. The increases could be spread over a few years and credits could be given foreign vessels that upgrade gear to reduce incidental catches, prove reduction of incidental catches, or who pay for observer programs. Incidental catches which would qualify a catcher for reduced fees could be any species valuable to U.S. fisheries. (Reduced halibut or salmon)

The various fisheries of the North Pacific coast are a vast resource with an almost incomprehensible potential to generate revenue. They are, however, not inexhaustible. It would seem appropriate that those parties responsible for the greatest use or exploitation of that resource should contribute the most to the research and technology necessary for its preservation.

I have voiced these opinions at various of the local meetings. With regard to reduction of incidental catch by domestic trawlers, I have encountered outright derision and flat denial. With regard to incidental catch by foreign trawlers, I received such profound responses as, "you can't stop foreigners from fishing", "that won't work", "foreign countries have just as much right to the resource as we do", and my favorite, "let 'em eat..."

Gentlemen, the preamble "We the people of the United States, in order to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America." Close scrutiny of the foregoing will reveal that no mention is made of Poland, Rumania, Bulgaria, Russia, Japan, Korea, or the E.E.C.

An alternative to any and or all of the above would be this: Make retention and preservation of incidental catch MANDATORY by foreign and domestic fishermen alike. Require incidental catch to be delivered to designated receiving stations convenient to the catcher for no fee to the catcher. Contract private industry to process and dispose of the commodities involved. Proceeds above the price of the contractor's service would go to the IPBC in the case of halibut and to the appropriate agencies for other species. The monies thus generated would be used for research and observer programs. In the case of halibut, this money could exceed twenty million dollars annually. The "no fee" clause would deter illegal targeting. Since the incidental catch of halibut occurs year round, this program would satisfy the Commission's avowed desire to provide a year round supply of fresh halibut to the consumer. Since the fish caught would

probably not survive if returned to the sea, this program would not adversely affect spawning stocks any more than the act of incidental catch itself. THIS DOES NOT IMPLY ALLOWING OPERATIONS ON SPAWNING GROUNDS!

As a compensation for possible competitive effect of sales of incidental catch on the market price, a percentage of revenue from those sales could be set aside to be divided (on a basis similar to the share quota system) among permit holders with catches/sales of record. This type of "bonus" system has been used in various government subsidized agricultural programs in the United States for years.

It is not unlikely that a bottom fish trawler of U.S. registry would also have a permit and fish for halibut. His "share" of the bonus would, like all others, be based on his degree of success in the directed halibut fishery. This and incidental CPU restrictions should discourage illegal targeting.

This system could also contain incentives for reduced incidental catches or for gear improvements designed to reduce that catch.

General proceeds from incidental catch of all species of incidentally caught fishes could go into a general fund and be distributed to fishermen on an as needed basis. However, I would rather see proceeds from a particular species be applied to the preservation of that species.

The important point of this system would be that revenues generated would be applied to the fishing industry (including marketing) and NOT used to pay Social Security or buy guns and bullets. (And I spent two Christmases, New Years, and birthdays in Viet Nam in the 1st Infantry Division).

The danger in presenting a program of this type, I feel, is that there are many who would welcome retention of incidental catch and attempt to legislate disregard for the remainder of the proposal. Such a course of events successfully pursued would virtually destroy the halibut longline industry.

Henry T Munson

ASSOCIATION OF ALASKA HALIBUT FISHERMEN

*Charles J. K...
K...*

S/R 1 Box 2030
Chugiak, Alaska 99567

This questionnaire was just recently sent out to every halibut permit holder. Returns are just starting to come back at the rate of 50 or so per day.

Since this is a tally of approximately 300 returns the results should not be used as a basis for any decisions.

We'll keep you posted on future development. Pat

tion of Alaska Halibut Fishermen to gather information and fishermen on the proposed Moratorium/Limited Entry, then to the North Pacific Fishery Management Council (NPFMC) before include viewpoints of small boat, combination boat, dory and

fficient information concerning the NPFMC proposed Program. Without informed commercial fishermen of all commercial fishery interests to the NPFMC is likely to be in the more affluent fishermen and corporate operators will be

to Alaska fishermen is the incidental catch by the foreign fleet catch by the foreign fleet was approximately 28 million the North Pacific Halibut Commission (IPHC) quota was 27.5 million that the incidental catch has frequently exceeded the IPHC

the moratorium on entry into the halibut fishery please complete questionnaire and any comments you have on this issue as soon as

13 Draft of Initial Returns **Questionnaire**

Not For Publication at this time

1. Have you had enough information and time to consider and fully understand the moratorium for the Alaska halibut fishery?
Yes 48% No 51% 1% undecided
2. Do you support the moratorium?
Yes 25% No 61% 14% undecided
3. Would you support some form of international regulatory action requiring a reduction of the foreign fleets total incidental catch?
Yes 99% No 1%
4. Do you feel foreign incidental catch should be reduced BEFORE a moratorium or limited entry is imposed upon the American halibut fishery?
Yes 89% No 8%

5. List the years you have fished halibut. _____

6. What is your approximate annual catch in pounds? _____

7. What size of vessel do you use? net tons _____ length _____

Signature _____ Date _____

Address _____

Coast fisherman and several had gone to Norway to purchase them. In that year the commission, anticipating the introduction of such gear to the fishery, prohibited its use and has continued the prohibition to date. The basis for the action came from indications of very high selectivity of the gear for large spawning-sized fish (Devold, 1938).

TRAWLNET CAPTURE OF HALIBUT

Prior to 1944 there was no restriction upon the taking of halibut by trawl-net gear. However, since the late 1930s the quantity of trawl-caught halibut landed increased from 80,000 pounds in 1941 to 528,000 pounds in 1943 in Oregon and Washington alone. In addition, another 100,000 pounds was recorded for California and British Columbia.

In 1944 the Halibut Commission prohibited the retention of halibut taken by bottom trawl-net gear both on an incidental basis and as a target species. While this action forestalled the development of a domestic trawl fishery with halibut as a primary

target species, the inadvertent taking of halibut by an expanding domestic trawl fishery posed many problems amongst which were losses that accrue to the stocks of halibut through wastage. Also, the enormous expansion of foreign fishing in the late 1950s, chiefly trawling in the eastern Pacific Ocean including Bering Sea, would have had a disastrous impact upon the stocks of halibut, both of adults and juveniles.

What the future holds for the effects of trawling upon the Pacific halibut stocks under the new 200-mile limits in Canada and United States contains many imponderables. A great deal will depend on how each of the two countries exercises its new authority and manages its multispecies demersal fisheries. Will Canada and United States accede to the longstanding demands of their trawl fleets to retain the incidentally caught halibut—a position having considerable support in the research and administrative departments of the respective countries?

Magnitudes of Halibut Catches by Trawler by Sections of the Pacific Coast

While the Halibut Commission may prohibit Cana-

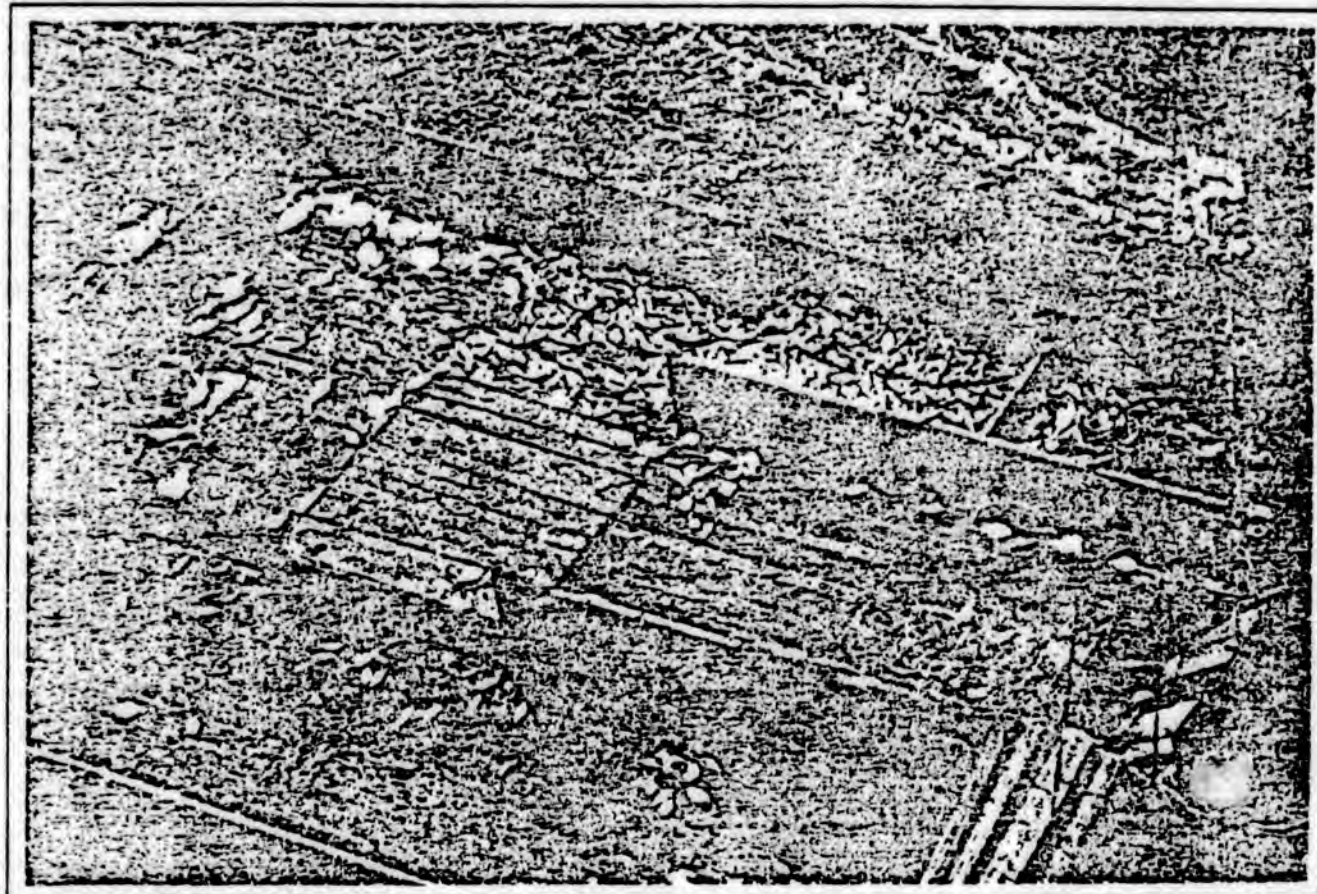


FIGURE E1. The deck of a foreign trawler fishing off Kodiak Island. Note the white-sided halibut apparent on the deck from their size and shape.

National Marine Fisheries Service

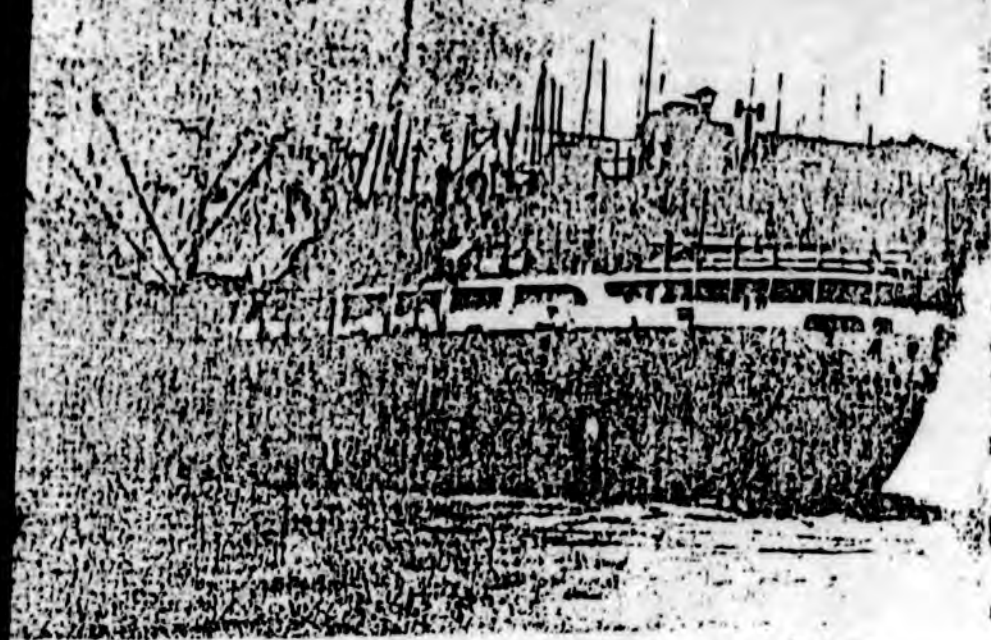
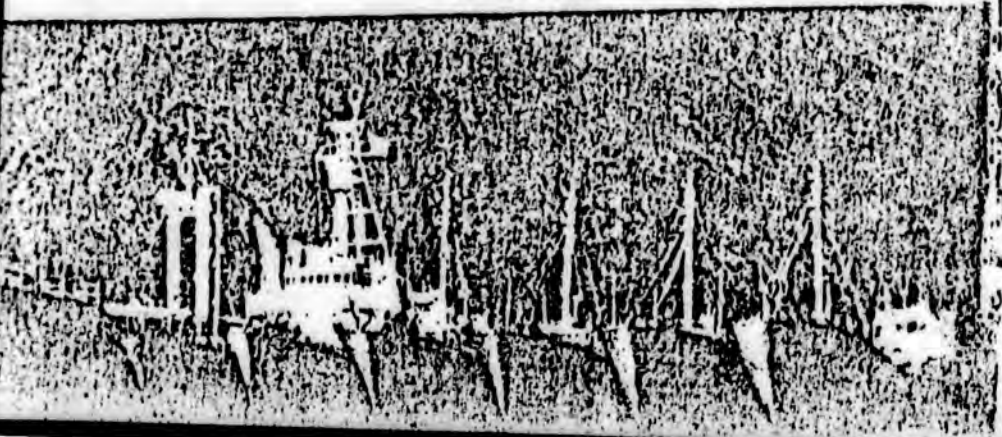


FIGURE 12.2. The Koyo Maru, a Japanese factory ship operating on the continental shelf of the Bering Sea, close to the Alaska coast. The upright poles are stringing nets, to dry and repair them.

C. P. Idyll

FIGURE 12.3. South Korea is one of the most recent participants in global fishing, competing hard with Japan and other veteran fishing nations. Here a fleet of the Korean Samyang Fisheries is anchored in Dutch Harbor, waiting to fish in Alaskan waters.

Bureau of Commercial Fisheries, Alaska



nations to make agreements concerning specific fisheries or certain areas of the ocean. Such agreements have proved to be a partly effective means of dealing with international fishery problems to date. The United States, for example, is a party to eight treaties and eleven international agreements for the protection, management, and (sometimes) the division of the catch. The fur seal fishery was entered into in 1911 when a treaty was signed with Great Britain (including Canada), Japan, and Russia for the protection of the waters of Alaska waters. This has been one of the most successful treaties, resulting in the restoration of a badly damaged resource (from an estimated 200,000 animals in 1911 to half a million now) and a stabilized yearly harvest of fur sealeries with Canada have been partially successful in managing the halibut fishery of the North Pacific, and notably successful in managing the salmon fishery of the Fraser River.

Other fishery agreements that include the United States are more complicated and in most cases less successful to date than the fur seal, salmon, and halibut treaties. One dealing with the northwest Atlantic (the Grand Banks and other historic shallows) is shared by seventeen nations and covers cod, haddock, ocean perch, and many other fishes. The multiplicity of countries and species involved has made this effort at international conservation difficult to study and to administer and therefore not fully effective. The International Whaling Commission has had no workable international inspection system and has been without power to enforce its suggested regulations. It has been unable to prevent the near-destruction of some species by countries that catch antarctic whales in the open sea.

However, the United States has not been fully satisfied with most of these agreements, even though they have often resulted in more effective conservation of fish stocks than our efforts to manage domestic fisheries. In the halibut fishery of the North Pacific, for example, the International Halibut Fisheries Commission of Canada and the United States had considerable success in restoring the populations of halibut. But this success led to the entrance of such large numbers of boats from the two nations into the fishery that profits to individuals have been far less than if fewer were engaged. And in recent years, Japan, the USSR, Korea, and others have fished so hard for bottom fish in the region controlled by the Halibut Commission that their incidental catch of halibut is double the amount that fishermen of Canada and the United States are allowed to take under the conservation rules of the Commission.

Other countries besides the United States have used the technique

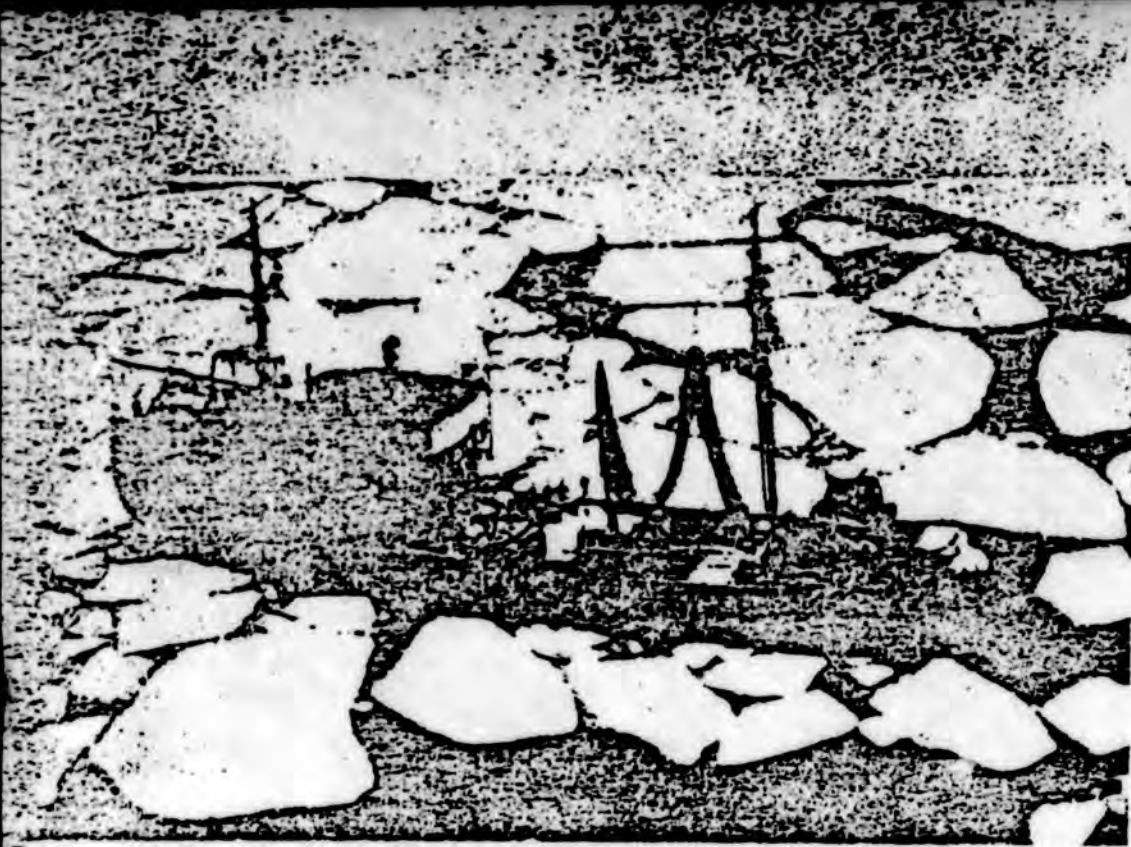


FIGURE 8.1. *A Soviet trawler in the ice of the central Bering Sea. Russian vessels caught nearly 850,000 tons of fish off North American shores in 1967. = 1,700,000,000 lbs.*

Bureau of Commercial Fisheries, Alaska

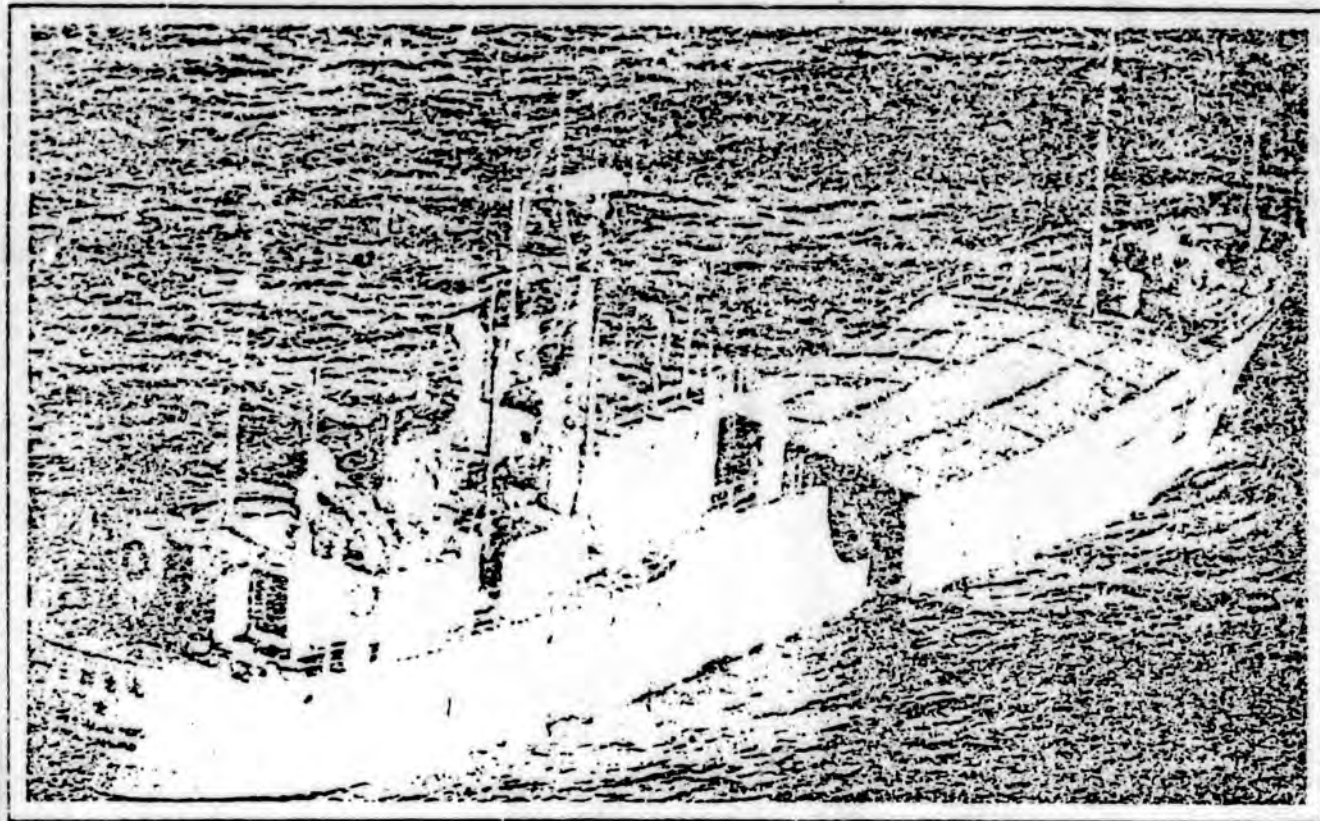
Because the stocks of fish off Soviet shores are inadequate to supply the national goals set by government planners, a high proportion of the Soviet catch comes from distant water fishing, with a complex array of catcher boats, factory ships and support vessels. With this kind of planning, and aggressive fulfillment of goals, the Soviet Union has advanced in world fishing in a steady and highly effective manner.

In 1917, the year of the Communist Revolution, nearly all the fish in the country came from fresh waters. In 1922 only about a fifth of Russia's half-million tons came from the sea, and right up to World War II Soviet boats fished close to land. But after the war agricultural development lagged, especially in the production of animal protein, and the Soviet planners turned their attention to the prospects of food from the sea. Their conclusions are of great significance not only to the Soviet Union but to the rest of the world as well.

It is often said that the USSR operates its industry without regard to economics, but in fact its decisions are based as much on the ratio of input to output—that is, to considerations of return on investment—as those of capitalist nations. It is only the level at which the profit or loss occurs that is different: the state, rather than the individual or private company, is the gainer or loser from a well-planned or a poorly planned operation.

Comparing the cost of protein from the sea with its cost from land,

FIGURE B2. A common modification of a standard Japanese longliner fishing for blackcod is the addition of a temporary shelter deck over the main working deck, as shown in the photograph. Bulwaring occurs out of sight under the shelter deck rendering any air surveillance or procedures useless.



involving even millions of pounds. The ineffective surveillance of the Japanese blackcod fishery in the 1960s was markedly altered in the 1970s and undoubtedly reduced the impact of such fishing on the halibut stocks.

South of Cape Spencer

The annual losses of halibut from all grounds south of Cape Spencer due to domestic and foreign trawling were probably at the very least 8 to 11 million pounds annually and conceivably even much greater in some years. In addition to losses due to trawling, there were those that stem from the fleet of large Japanese setliners fishing primarily for blackcod south of Cape Spencer, particularly off Southeastern Alaska. Their catch of halibut could have amounted to 2 to 3 million pounds annually, as estimated from occurrence of Japanese hooks in halibut taken by the Canadian and United States setline fleets. Eastern Bering Sea fishing by the Japanese and Russians has also greatly reduced the migration of halibut to the stocks in the Gulf of Alaska and as far south as the grounds of British Columbia.

The above unrecorded losses from all sources both

foreign and domestic with a probable minimum magnitude of 11 to 14 million pounds annually during the 1960s from grounds south of Cape Spencer required a drastic reduction in the catches permitted the Canadian and United States setline fleet. The Halibut Commission during the 1960s reduced the permitted level of removals from a test level of about 31 million pounds at the beginning of the decade to 20 million by 1970. Despite this 30% reduction, there was no significant response in the condition of the stocks. Such lack of response is entirely contrary to what was shown by the catch and stock reactions of the previous 50 years. There could be no better indication that large quantities of halibut were being removed from the grounds south of Cape Spencer by other than those permitted the Canadian and United States setline fleets.

In the 1960s it would have been naive to have reduced the North American setline catches at any greater rate or in larger amounts in face of the removals by the foreign fleets, unless of course, it was to benefit the latter. With the decline in the foreign depredations in the 1970s, and provided they are further reduced, some benefits may ultimately accrue

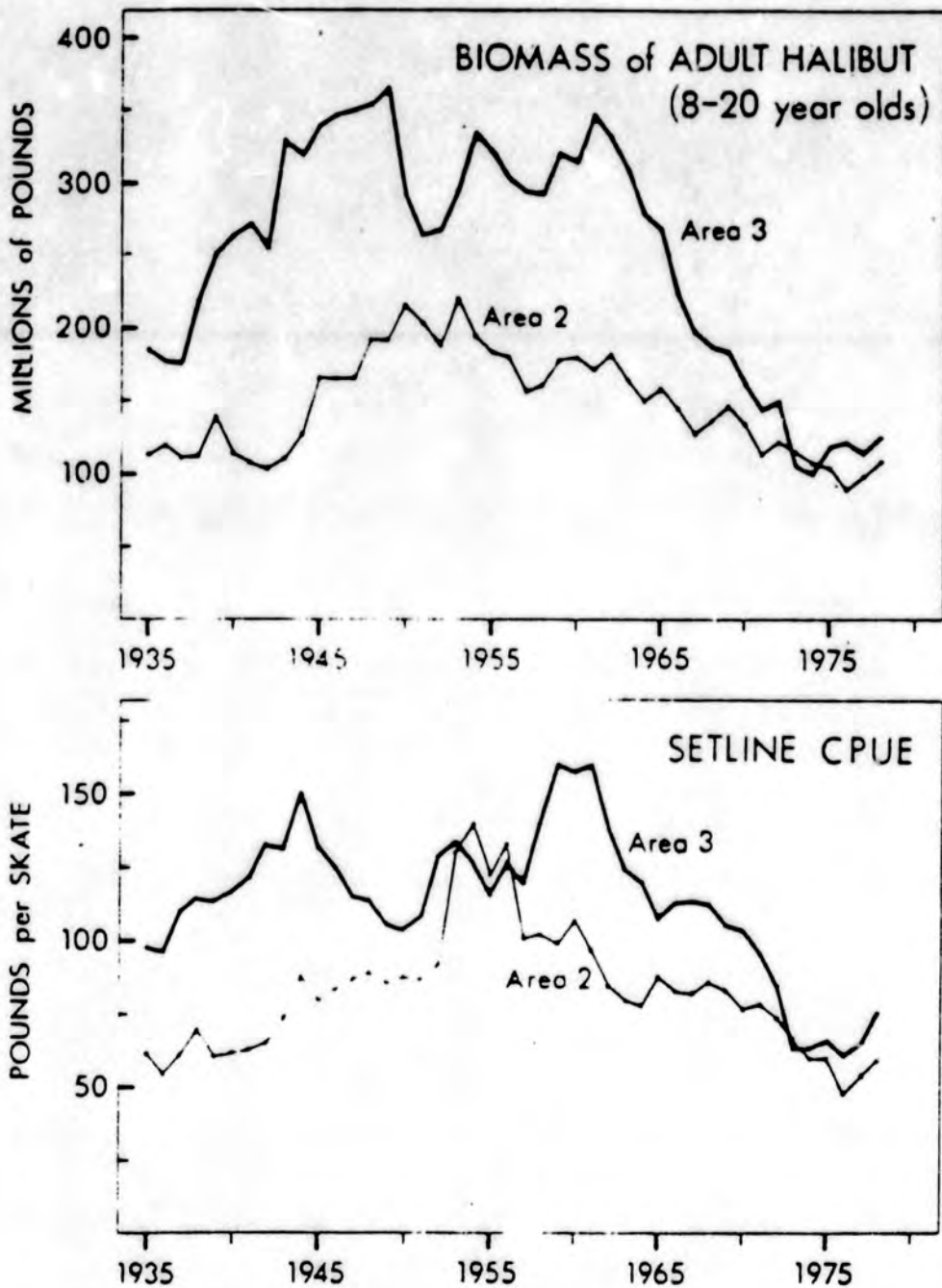


Figure 2. Biomass of adult halibut and setline CPUE in Areas 2 and 3, 1935-1978.

Although not fully understood, several factors have contributed to the scarcity. The production of young has declined, perhaps as a result of adverse environmental conditions or inadequate spawning stocks, and incidental catches have reduced survival. Recent studies indicate that the spawning potential has been sharply reduced, but whether this reduction is responsible for the low abundance of young is unclear.

Bering Sea
is spawning area!

It should be protected
not opened wide to
new fishing ventures

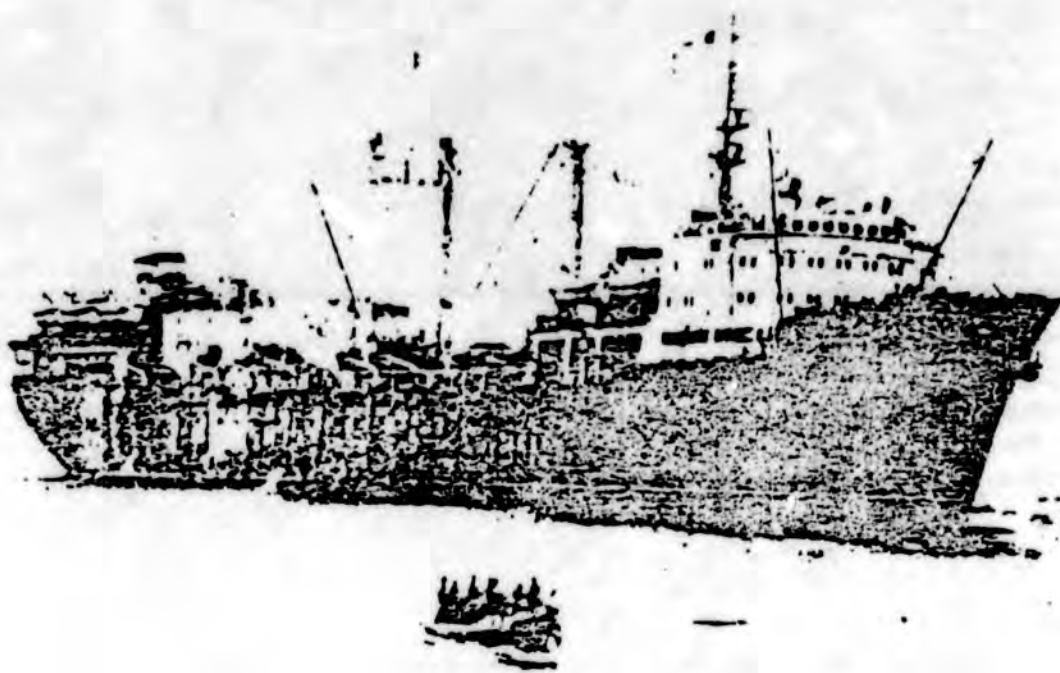


FIGURE 8-2 The Konstantin Sukhanov, a Soviet factory ship. This 552-foot vessel, and several others of similar size, operate off Alaska in the herring, shrimp, and king crab fisheries. They have complete canning, freezing, and fish meal factories aboard and have complements of about 640 men and women. Twenty or more large trawlers and varying numbers of smaller boats supply the factory ship.

Bureau of Commercial Fisheries, Alaska

Soviet economists concluded that the sea is more efficient by a significant margin. S. C. Mikhailev, a Russian economist, calculated that to produce 100,000 tons of beef and pork on Soviet farms required a capital investment of from 2 to 2.5 million rubles; to produce the same tonnage of fish required an investment of only 1.5 to 1.7 million rubles. After the capital costs were paid the production cost for the meat would be 600 million rubles; for the fish, 200 million. The advantage on the side of fishing was even more striking in terms of expenditure of labor: it required 5.4 million man-hours to produce the meat, compared with 1.35 million man-hours to produce the fish equivalent. With this kind of information before them, the Soviet planners were easily convinced that Russia could satisfy its vast and rapidly increasing needs for animal protein better from the sea than from the land.

Having arrived at this conclusion, the government proceeded to make a detailed plan for an all-out assault on the sea. It became national

3 (D-2)

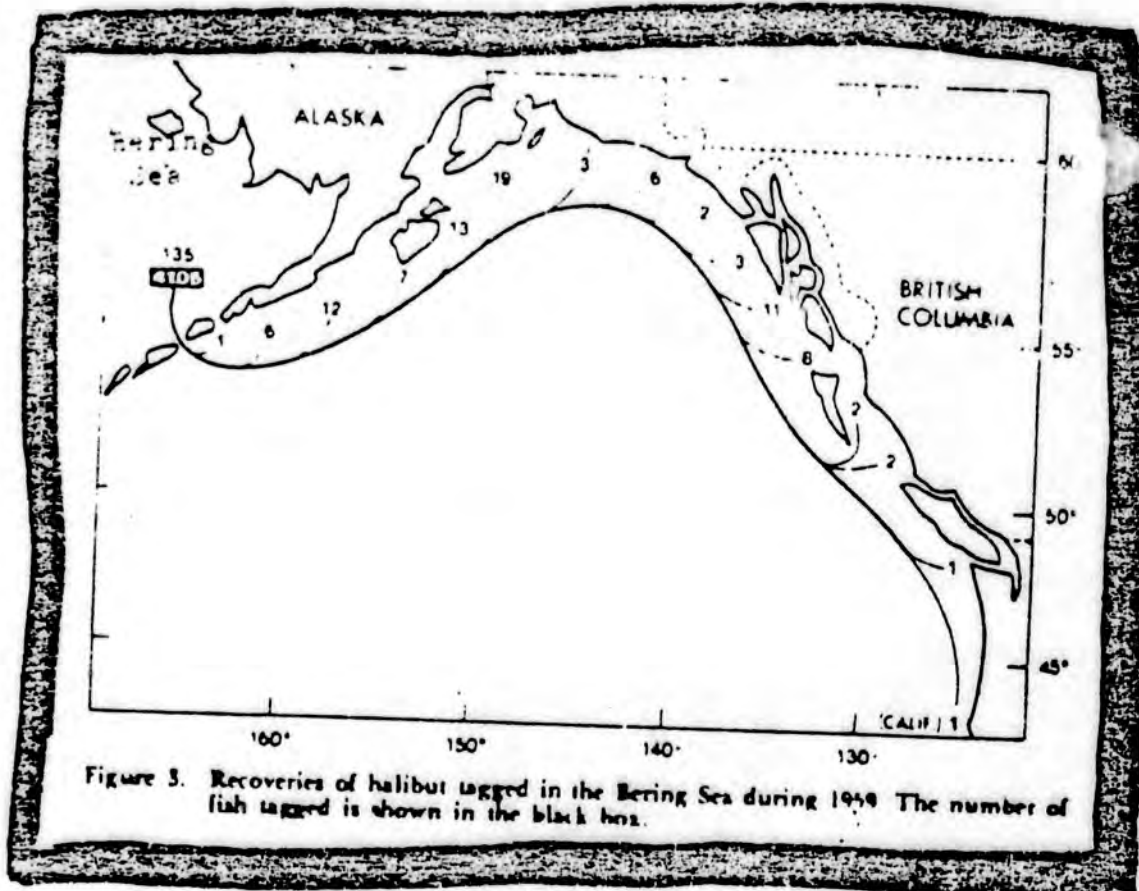
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The geographical range of the migrants from the Bering Sea reached a maximum in the first year after release, but the numbers emigrating reached a maximum usually in the third and occasionally in the fourth year after tagging. The consistency of such timing and the distribution of the recoveries from experiment to experiment in the Bering Sea indicates that the Bering Sea stocks are a part of the 3,000 mile stock continuum that extends north from California. As to counter movement of adults into the Bering Sea from the Gulf of Alaska, there is no authentic evidence of a single such instance. Tens of thousands of halibut have been tagged in the gulf at a time when there was an active setline fishery in the Bering Sea that would have assured some recoveries.

Obviously the halibut in eastern Bering Sea are an integral part of the eastern Pacific population, a fact that was not only disregarded but was seriously questioned by some when the halibut of the eastern Bering Sea were removed in 1962 from abstention by Japan by the Tripartite Fisheries Commission.

The Pacific Halibut; P. Howard Bell; 1981



About 25% of the recoveries of halibut tagged in the Bering Sea were recovered in the Gulf of Alaska, British Columbia, and some as far south as California.

4(A)

Coast fisherman and several had gone to Norway to purchase them. In that year the commission, anticipating the introduction of such gear to the fishery, prohibited its use and has continued the prohibition to date. The basis for the action came from indications of very high selectivity of the gear for large spawning-sized fish (Devold, 1938).

TRAWLNET CAPTURE OF HALIBUT

Prior to 1944 there was no restriction upon the taking of halibut by trawl-net gear. However, since the late 1930s the quantity of trawl-caught halibut landed increased from 80,000 pounds in 1941 to 528,000 pounds in 1943 in Oregon and Washington alone. In addition, another 100,000 pounds was recorded for California and British Columbia.

In 1944 the Halibut Commission prohibited the retention of halibut taken by bottom trawlnet gear both on an incidental basis and as a target species. While this action forestalled the development of a domestic trawl fishery with halibut as a primary

target species, the inadvertent taking of halibut by an expanding domestic trawl fishery posed many problems amongst which were losses that accrued to the stocks of halibut through wastage. Also, the enormous expansion of foreign fishing in the late 1950s, chiefly trawling in the eastern Pacific Ocean including Bering Sea, would have had a disastrous impact upon the stocks of halibut, both of adults and juveniles.

What the future holds for the effects of trawling upon the Pacific halibut stocks under the new 200-mile limits in Canada and United States contains many imponderables. A great deal will depend on how each of the two countries exercises its new authority and manages its multispecies demersal fisheries. Will Canada and United States accede to the longstanding demands of their trawl fleets to retain the incidentally caught halibut—a position having considerable support in the research and administrative departments of the respective countries?

Magnitudes of Halibut Catches by Trawler by Sections of the Pacific Coast

While the Halibut Commission may prohibit Cana-

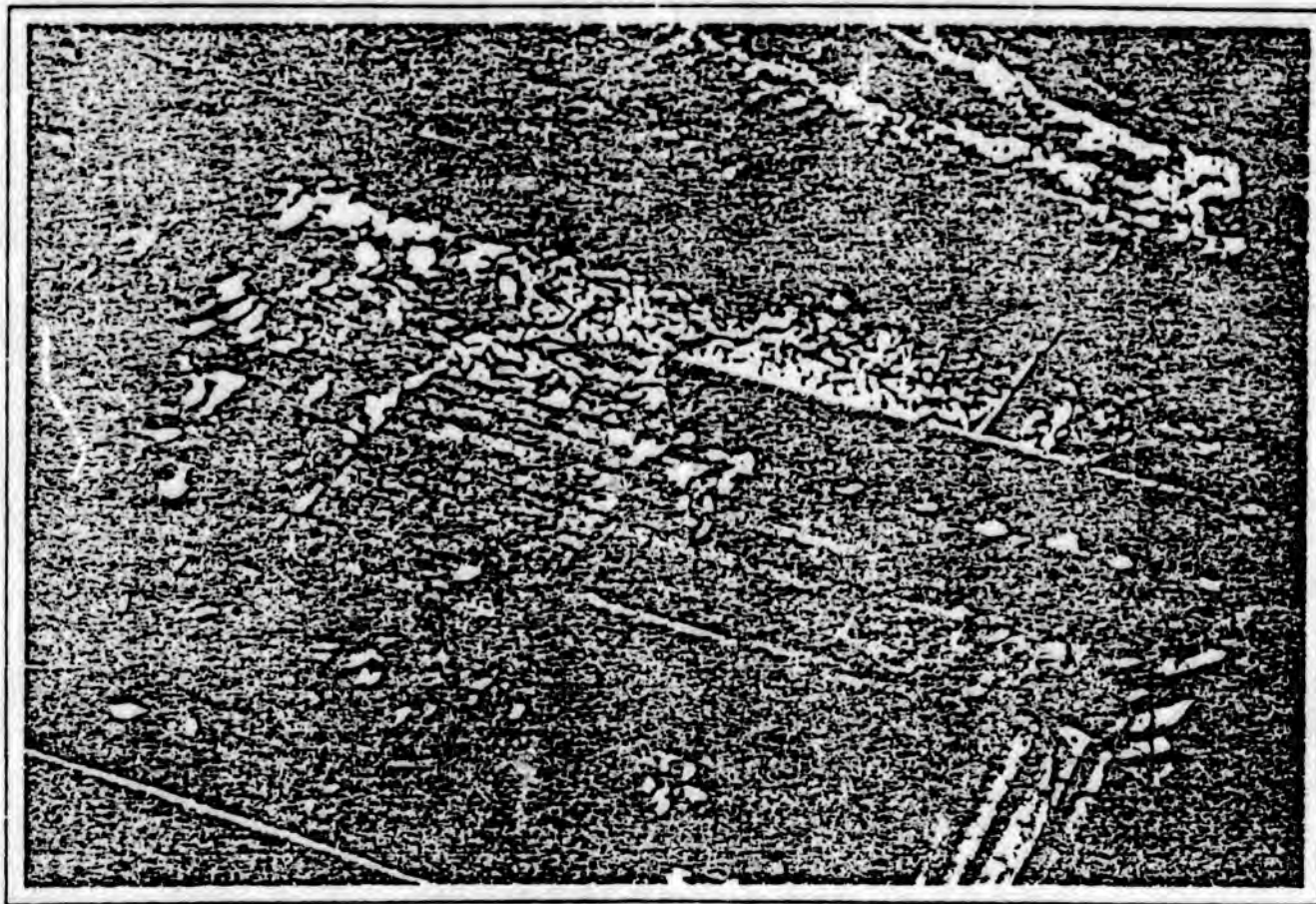


FIGURE B1 The deck of a foreign trawler fishing off Kodiak Island. Note the white sided halibut apparent on the deck from their size and shape.
National Marine Fisheries Service

5(A)

1125-389 76
1125-30 78
1125-81



FIGURE 13.1. A mixed catch of many species of groundfishes on the deck of a Japanese factory ship operating in Bristol Bay. The problem of managing two species to obtain the maximum catch is far harder than that of managing one, and the difficulties are multiplied as each additional species is added. Some species will suffer overexploitation and others will be underfished.

Bureau of Commercial Fisheries, Alaska

5 (B)

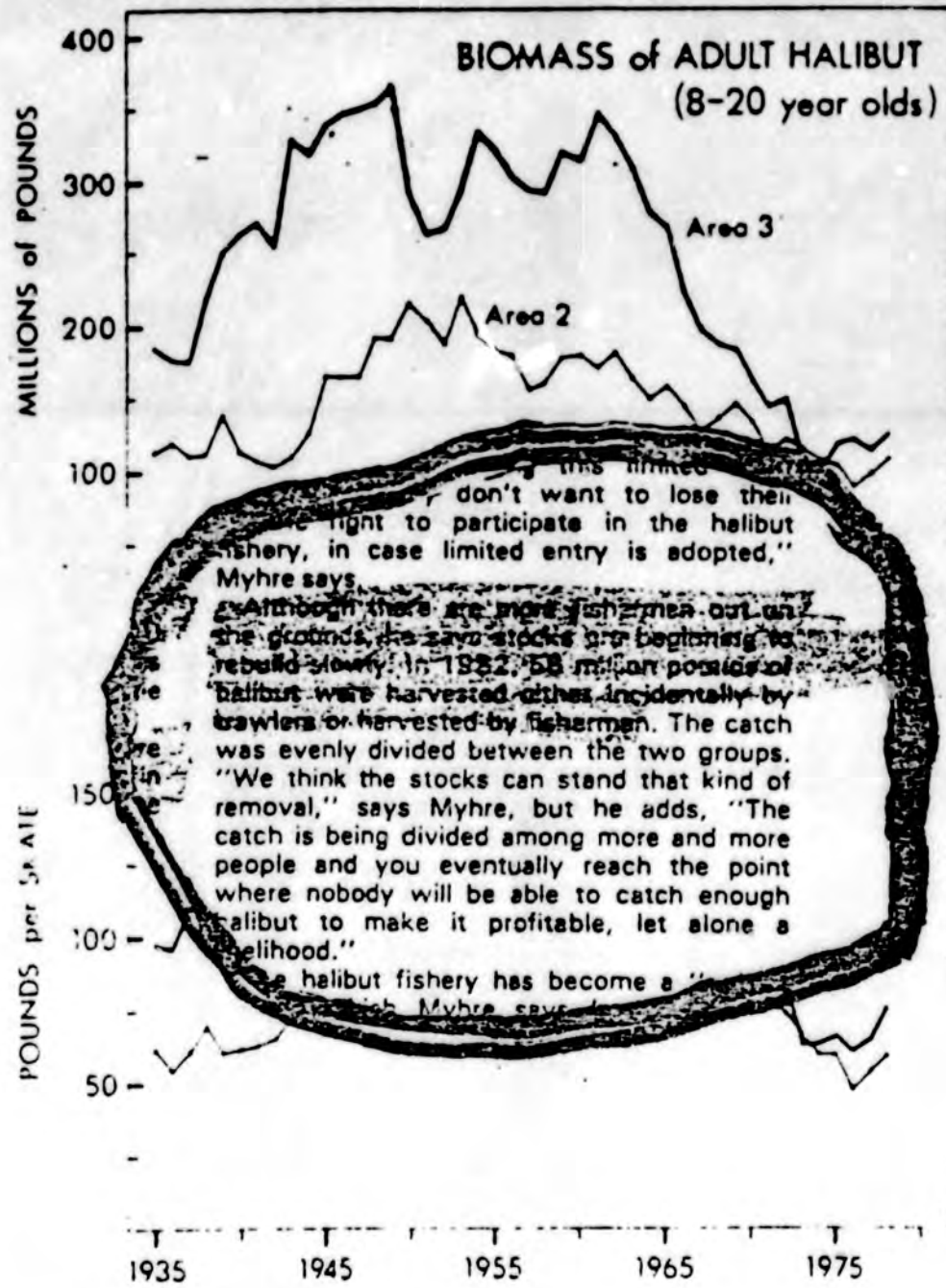


Figure 2. Biomass of adult halibut and setline CPUE in Areas 2 and 3, 1935-1978.

Although not fully understood, several factors have contributed to the scarcity. The production of young has declined, perhaps as a result of adverse environmental conditions or inadequate spawning stocks, and incidental catches have reduced survival. Recent studies indicate that the spawning potential has been sharply reduced, but whether this reduction is responsible for the low abundance of young is unclear.

19
5(c)

Table 5. Catch by sport fishermen (thousands of pounds).

Area	1977	1978	1979	1980	1981
Alaska.					
Southeastern	110	115	246	467	411
Prince William Sound	23	18	32	59	47
Kenai	285	257	315	404	517
Kodiak	19	32	57	69	129
Total	437	422	650	999	1,104
British Columbia					
Washington	17	9	18	11	12
Washington	17	10	19	22	20
TOTAL	471	441	687	1,032	1,136

* Estimated from the 1977-80 catches.

INCIDENTAL CATCH OF HALIBUT

Halibut are caught in many fisheries other than the commercial setline, troll, and sport fisheries. Although regulations require that incidentally-caught halibut be returned to the sea, many of the released fish die from injuries received during capture. Nearly all halibut caught in foreign trawls and domestic crab pots, and about half of those caught by domestic trawls and foreign setlines, do not survive. In recent years, the incidental catch has nearly equalled the commercial catch and, therefore, the impact of incidental catches on the halibut resource is significant.

Estimates of the incidental catch are not precise and may change as additional information becomes available. Incidental catches by foreign trawls, foreign setlines, and domestic trawls are estimated from data collected by observers who sample the catch at sea. Incidental catches by domestic shrimp trawls and crab pots are based on data collected during research cruises.

In 1980, the most recent year for which data are available, the estimated total incidental catch was 20.4 million pounds, comparable to the commercial catch of 21.8 million pounds. Incidental catches have risen sharply since 1975 and are again at the high levels of the late 1960s and early 1970s. Increases in 1980 occurred primarily in the foreign trawl and crab pot fisheries in Area 4 and in the foreign setline fishery in Area 3. The incidental catch of halibut by regulatory area and fishery is presented in Table 6.

Table 6. Estimated incidental catch of halibut by regulatory area and fishery, 1980 (in million of pounds).

Fishery	Area 2	Area 3	Area 4	Total
✓ Foreign Trawl	0.2	3.2	7.0	10.4
✓ Foreign Setline	Trace	1.9	0.1	2.0
✓ Domestic Fish Trawl	2.7	0.1	0.5	3.3
✓ Domestic Shrimp Trawl	Trace	0.1	Trace	0.1
✓ Domestic Crab Pot	0.3	3.1	1.2	4.6
Total	3.2	8.4	8.8	20.4

1980
INCIDENTAL
CATCH
20.4
MILLION
Lbs

None of this even addresses the considerable amount of halibut that is caught by the "Charter" boats.

5 (D)

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

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

PAGE

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

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

(4) It would result in additional and excessive investment in vessels and gear, much of which might have to be involuntarily retired in the establishment of an effective limited entry program.

PAGE

The moratorium would not apply to that portion of area 4 north of 56° N. latitude in order to implement a provision of § 5() of the Act authorizing the Council:

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

The Bering Sea is Spawning & Breeding Ground!

IS this a conscious plan at some level to so depress the Halibut Stocks by over exploiting their breeding areas to create a scarce high priced market for this beautiful fish. Please see following attachments.

6

901

lawfully recorded in the name of that person on the document of sale (State fish ticket or equivalent) required by law. The moratorium would not apply to that portion of area 4 north of 56° N. latitude in order to implement a provision of § 5(c) of the Act authorizing the Council:

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

Why would Alaskan legislators want to agree to the establishment of a commercial fishery in a breeding area?

This is very nearly a violation of Article I, Section 9, paragraph 6 of the Constitution of the United States of America.

any state
No preference shall be given by any regulation of commerce or revenue to the ports of one state over those of another; nor shall vessels bound to, or from, one state, be obliged to enter, clear, or pay duties in another.

harvest halibut in the area...
had obtained all necessary permits.

It should be noted that the Council has not yet determined whether a limited entry system should ultimately be adopted, or what form any such system

No bill of attainder or ex post facto law shall be passed.

bills of attainder LEGISLATE away the rights of an individual (or group). Ex post facto law makes an act legal or illegal RETROACTIVELY.

(NPFMC - Draft for Proposed Moratorium)

No title of nobility shall be granted by the United States:
U.S. 117

The creation of a special class. "Titled" fishermen would be the exclusive owners of a portion of the public domain. (NPFMC - Draft For Proposed Moratorium)

Article 1, Section 9, Paragraphs 3 and 8 of the Constitution of the United States of America

In Europe the trend of the total halibut catch after 1930 was downward, in spite of a rising demand as shown by the increase in the average price of halibut in England whose market absorbs over 75% of the European production. The rise in price of competing species showed lower percentage increases.

The downward trend in the European production was temporarily halted in 1936 by the development of a short-lived net fishery for spawning halibut in Norwegian fjords in which 2,500 fishermen participated during the winter of 1936-37 (Devold, 1938). After the respite in fishing due to World War II, the trend of the European catch rose as the fleet was rebuilt and fishing was undertaken on the stocks accumulated during the war.

The rise after the end of World War I in 1918 and subsequent decline after 1930 has already had its counterpart after World War II; and the decline has been more abrupt than during the 1925 to 1935 period, because the Greenland-Labrador regions did not sustain the total catch to the extent that they did from 1925 to 1935. The uncontrolled European production did not level off at about 15 million pounds annually as predicted in 1958 (Bell and Pruter, 1958). Instead by the mid-1970s it was one half that amount, 7.7 million pounds in 1974 and still declining. This is a marginal production caught by trawl gear and consisting chiefly of juvenile fish under five years of age. Due to the great complexity of trawl fisheries, particularly those of North Europe, it is unlikely that any practical measures can ever be taken to restore halibut productivity.

In the Pacific halibut fishery, retention of trawler-caught halibut was prohibited. This led by about 1960 to the attainment of a maximum sustainable yield in the vicinity of 70 million pounds annually consisting almost exclusively of adults ranging from 6 to 25 and more years of age.

This utopian state, first time achieved in an exploited marine fishery, was soon to come to an abrupt end. A sharp increase during the 1960s in the catch of trawler-caught species by the large fleets of foreign trawlers, commenced to levy their toll upon both the adult and juvenile populations of Pacific halibut. The decline of the Northeast Pacific resource has been more rapid than was the case in Europe.

Some sections of the Northeast Pacific, such as the Goose Islands grounds with a very considerable bottom trawl fishery, show a pattern of decline similar to that experienced by the halibut of the North Sea and the grounds off New England. In these two regions where once there was a very considerable production of halibut, the species has become almost a rarity.

At Georges Bank, off New England, once an important halibut producing area in early days, halibut production totaled in 1930 only 1,168,461 pounds, of which 708,023 pounds were taken by line gear and the remainder by bottom net trawls of various sizes. By 1968, the total halibut caught was 17,530 pounds, all by bottom net trawls.

In the heavily trawled North Sea the catch of halibut had declined by the 1970s to a level of about 500,000 pounds annually, only about 10% of what it was in the mid-1920s, and even farther below the level that prevailed prior to World War I in the late 1890s and early twentieth century (Figure 72).

Goose Islands grounds off British Columbia that had been a high producing ground since it was first fished in 1902 was, in the 1970s producing only about 1 million pounds of setline-caught halibut annually and in some years less. As recently as 1955, production was at the 6 million-pound level. It is to be observed that during the succeeding 20 years domestic trawling increased sharply and the efficiency of the vessels at least doubled.

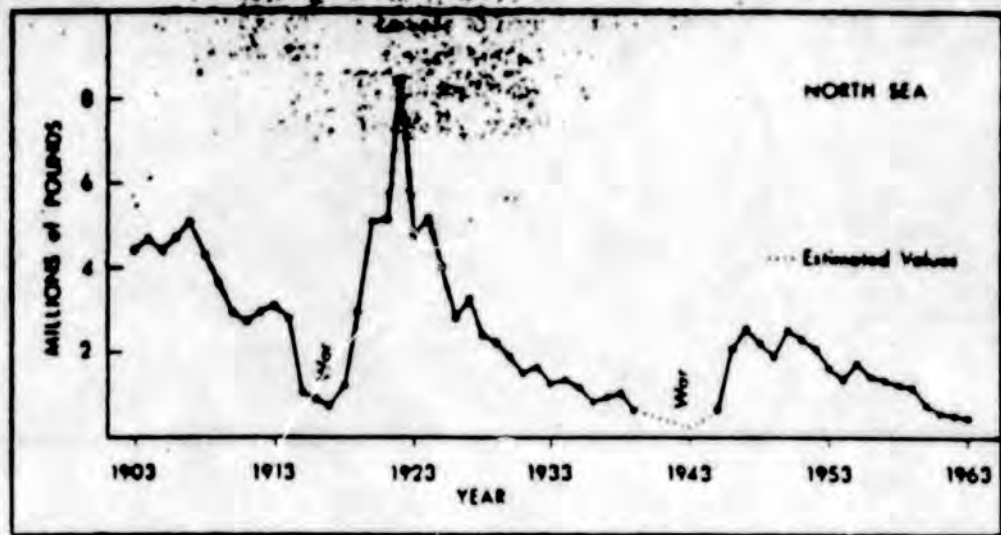
Grounds off Iceland provide a good example of what happens to a halibut resource exposed to a trawl fishery. That region of the Northeast Atlantic has accounted for a very large proportion of the total Northeast Atlantic halibut catch during the past 70 years. It is fished by a number of nations, which tends to buffer any effect that undue fluctuations of one nation's catch might have upon the overall production trends. Halibut has been caught by both setline and trawling in varying proportions over the years. However, unlike the Pacific Coast, the taking of halibut has been subject to no controls except those of two world wars and general economic conditions.

As the halibut fishery by trawlers and setliners off Iceland developed in the twentieth century, the catch by all nations in 1907 reached a total of nearly 9,000 metric tons (19.8 million pounds). Despite an intensified fishery effort, halibut production fell 50% by 1913 to about 4,300 metric tons (9.3 million pounds). After World War I, during which fishing had practically ceased (Kriegsjahrzeit), the rebuilt fishing fleets caught 6,600 metric tons (14.5 million pounds) in 1923 from the recovered stocks. Again, under the pressure of massive increases in fishing effort, the total catch had declined to about 2,600 metric tons (5.7 million pounds) by 1938. Granted another respite by World War II, the stocks again recovered, and by 1950 the fully rebuilt fleets of Northern Europe were able to catch 5,900 metric tons (13 million pounds) of halibut off Iceland.

With no further "war holidays" as yet, the overall catch of halibut by all nations off Iceland had

9 (A-1)

1957-72 Landings from the North Sea 1928 to 1975.



undergone another dismal decline over the past two decades. The 1,900-metric-ton (4.2-million-pound) level of the mid-1970s represented a drastic 71% decline from that prevailing after World War II.

The Northeast Pacific halibut fishery appears to be following the same course that prevailed in the North West Atlantic. From earliest times Gloucester, Massachusetts, was the most important halibut port in New England with Boston in the second place and Portland, Maine, a very low third. Practically all the United States catch of Atlantic halibut was landed in the early years in Maine and Massachusetts except for small amounts in New Hampshire, Rhode Island and Connecticut.

From historical information at hand the above annual average landings for the decade 1890-99 should probably be lowered about two million pounds annually as rail shipments from the Pacific Coast were reported along with the ex-vessel landings in some New England ports in those years, particularly in Boston. Also, prior to about 1915 an average of about one to two million pounds of the reported production of halibut were probably salted fitches, many of which were taken in the distant waters of Davis Strait and Iceland.

The statistics in the Table 36 beginning with the 1920s are a reasonably accurate estimate of the declining trend of ex-vessel landings of cold halibut in New England. The average rate of decline from one decade to the next is over 40%.

It is usually stated that the declining supplies of Atlantic halibut prompted the more venturesome to look to the Pacific in the late 1880s. While this was true to some degree, there was also a great increase in demand with the rapidly expanding population in the industrial states of the East. Such near grounds as Nantucket, No Man's Land and even offshore

TABLE 36. Average Annual Landings of Halibut in New England in Eviscerated, Heads-off Pounds

Period	Landings*	Period	Landings
1870	10,650,000	1930-39	1,770,000
1880-89	8,300,000	1940-49	415,000
1890-89	9,100,000	1950-59	278,000
1900-09	2,360,000	1960-69	208,000
1910-19	2,450,000	1970-71	166,000
1920-29	2,820,000		

* From April 1918 through 1921 landings include some by Canadian vessels under reciprocal agreement between Canada and United States.

George's Bank could no longer supply the expanding market, and many New England vessels had to proceed to the more distant banks off Nova Scotia and Newfoundland to maintain production.

During the first 30 years of the twentieth century, United States production of Atlantic halibut remained relatively stable except during the late years of World War I. In the second 30 years of the century the scene changed radically as can be seen in Table 36. With the rapid expansion of domestic trawling on all the well-known halibut grounds, the overall production of Atlantic halibut fell precipitously. With the expansion of trawling in the late 1920s the halibut caught by United States vessels on the East Coast in the mid-1970s is less than 10% of what it was in the early 1930s.

There is no reason to believe that the Pacific halibut stocks are not as vulnerable, although there are probably many who will say that it "could not happen here." While extrapolating the New England experience to the Pacific scene, including the sharp decline in halibut, it can be seen that production is fraught with the same hazards. If the destruction of

9 (A-2)

young recruits by trawling is not stopped or stayed promptly the extinction of the Pacific halibut fishery will be more traumatic and more rapid than was experienced by the halibut stocks and fishery off New England.

It cannot be proven beyond all reasonable doubt that trawling for other species of demersal fish has been the prime cause of decline in halibut yields in all parts of the northern oceans, but to disregard the consistency and timing of the circumstantial evidence

would border on the irresponsible. To credit the declines to some long-term changes in survival or recruitment conditions in all parts of the Northern Hemisphere but with each part having its own time scale is even more untenable.

The Halibut Commission reports of the 1970s seem to lean to the idea that some of the decline in the stocks in the 1980s is due to a long term decline in recruitment. This of course takes some of the responsibility off the foreign and domestic trawl fisheries.

9 (A-3)

This complex pattern of movements indicates that the halibut stocks are interrelated and that intermingling is extensive, a factor that must be considered in the management of the fishery.

REPRODUCTION AND DEVELOPMENT

Maturity varies with sex, age, and size of the fish. Most males are mature by the time they are 8 years old, whereas the average age of maturity for females is about 12 years. From November to March mature halibut concentrate on spawning grounds along the edge of the continental shelf at depths from 100 to 250 fathoms. Spawning occurs annually. The major spawning sites include Cape St. James, Langara Island (Whaleback), and Frederick Island in British Columbia and Yakutat, Cape Suckling-Yakutat ("W" Grounds), Portlock Bank, and Chirikof Island in Alaska. Other reported spawning locations include Goose Islands, Hecate Strait, and Rose Spit in British Columbia and Cape Ommaney, Cape Spruce, and Cape St. Elias in Alaska. Spawning concentrations also occur in the Bering Sea. In addition to these major grounds, there is reason to conclude that spawning is widespread and occurs in many areas, although not in as dense concentrations as those mentioned above. Evidence to support this conclusion is based on the widespread distribution of mature halibut during the winter months as indicated by research and commercial fishing.

The number of eggs produced by a female is related to its size. A 50-pound female will produce about 500,000 eggs, whereas a female over 250 pounds may produce 4 million eggs. The free-floating eggs are about 3 mm in diameter when released and fertilization takes place externally. Developing ova generally are found at depths of 100 to 200 fathoms, but occur as deep as 250 fathoms. The eggs hatch after about 10 days, depending upon water temperature. The eggs and larvae are heavier than the surface sea water and drift passively in deep ocean currents. As the larvae grow, their specific gravity decreases and they gradually move towards the surface and drift to shallower waters on the continental shelf. The entire life cycle of halibut is depicted in Figure 1. Postlarvae may be transported many hundreds of miles by the Alaskan Stream which flows counterclockwise in the Gulf of Alaska and westward along the Alaska Peninsula and Aleutian Islands. Some of the larvae are carried into the Bering Sea. The velocity of this current may exceed a mile per hour in certain coastal areas, but overall speeds of 3 to 5 miles per day are more typical.

Halibut larvae begin life in an upright position with eyes on each side of the head. Nutrition is derived from a prominent yolk sac until it is absorbed during the early postlarval stage; then the young fish must begin feeding on small planktonic organisms. When the larvae are an inch long, an extraordinary transformation or metamorphosis occurs: the left eye moves over the snout to the right side of the head and the pigmentation on the left side fades. When the young fish are about 6 months old, they have the characteristic adult form and settle to the bottom in shallow inshore areas. Detailed drawings of these early life history stages are depicted in Figure 5.

The survival of young halibut is affected by the environment and the abundance of the year classes varies accordingly. Juveniles from 1 to 3 years old generally remain in relatively shallow inshore waters and usually are

Alaska and the Arctic

most portentous developments is the concept of the "island mother ship": already on the drawing boards, such vessels would replace the present generation of factory ships. They could remain on the fishing grounds for up to four years.

A Polish proposal envisions a mother ship 220 meters long. It would accompany a fleet of 40 trawlers, each 45 meters long and capable of landing 1,000 tons of fish per day. The mother's stern would be split in a squared-off Y-shape to allow protective docking of trawlers and special transports. A mother ship would take on raw fish, process it, and then transfer it to the transport vessels, which would ferry the catch home and return with supplies for the fleet.

Although the island mother ship would seldom move about, it would support the equivalent of a factory town devoted exclusively to processing fish. This would require an estimated 100,000 tons of diesel fuel per year, a prohibitive prospect, so the Polish design calls for the mother to be nuclear powered. Its swarm of trawlers could use electric accumulators, charged by the mother vessel, for at least part of their energy needs.

If such awesome creations as island mother ships ever get off the drawing boards and on the ocean, they may be hard to stop. Once shelf fisheries became unprofitable, or protected, the new matriarchal fleets could probably literally clean up on the continental slopes in deep international waters.

Two University of British Columbia analysts, one of them a mathematician, recently showed that the extinction of fishery resources can be profitable. Diminishing returns will not necessarily halt overexploitation short of extinction because rarity may make certain species extremely valuable as has happened with the abalone. Other examples of fisheries proceeding steadily toward the vanishing point include certain species of whale, and perhaps the Pacific halibut and Atlantic yellowtail flounder.

Even in the far north, endangered creatures such as the bowhead whale and various seabirds remain in some jeopardy. Eskimos have traditionally hunted these creatures, and they have been given dispensations from protective federal laws and international treaties. Today they continue to pursue their old ways for subsistence purposes, even in areas designated as wildlife refuges.

As several of the attached letters state - the proposed moratorium and limited entry for Pacific halibut seems to be motivated by greed and the desire for high profits. The creation of a "high priced limited resource" by the group who pushed for this moratorium issue.

9(C-1)

1981 IPHC Annual Report

Appendix II. Annual landings, ex-vessel price, and value (U.S. dollars), 1929-1981.

Year	Catch (000's pounds)	Price (dollars pound)	Value (000's dollars)	Year	Catch (000's pounds)	Price (dollars pound)	Value (000's dollars)
1929	56,928	.12	6,831				
1930	49,492	.10	4,949	1960	71,605	.16	11,457
1931	44,220	.07	3,095	1961	69,274	.21	14,548
1932	44,454	.04	1,778	1962	74,862	.30	22,459
1933	46,795	.06	2,808	1963	71,237	.21	14,960
1934	47,546	.06	2,853	1964	59,784	.23	13,750
1935	47,343	.07	3,314	1965	63,176	.32	20,216
1936	48,923	.08	3,914	1966	62,016	.34	21,085
1937	49,539	.08	3,963	1967	55,222	.23	12,701
1938	49,553	.07	3,469	1968	48,594	.23	11,177
1939	50,903	.07	3,563	1969	58,275	.38	22,144
1940	53,381	.09	4,802	1970	54,938	.37	20,327
1941	52,231	.10	5,223	1971	46,654	.32	14,929
1942	50,588	.15	7,588	1972	42,884	.64	27,446
1943	53,689	.19	10,201	1973	31,720	.74	23,488
1944	53,235	.18	9,605	1974	21,309	.70	14,914
1945	53,395	.18	9,609	1975	27,616	.89	24,578
1946	69,266	.17	10,225	1976	27,335	1.26	34,694
1947	58,700	.17	9,979	1977	21,868	1.31	28,747
1948	55,562	.17	9,446	1978	21,988	1.70	37,380
1949	55,025	.17	9,352	1979	22,532	2.13	48,080
1950	57,234	.23	13,162	1980	21,866	.99	21,647
1951	56,045	.17	9,528	1981	25,732	1.02	26,247
1952	62,261	.19	11,830				
1953	59,837	.15	8,976				
1954	70,583	.17	11,999				
1955	57,521	.14	8,053				
1956	66,588	.22	14,649				
1957	60,854	.17	10,345				
1958	64,508	.21	13,547				
1959	71,204	.19	13,529				

TABLE 7. The Average Annual Number of Canadian and United States Vessels Over Five-hal Tons in Halibut Fleet and the Manpower of Respective Crews

Period	Vessels		Total
	United States	Canada	
1928-30	344	108	452
1931-35	314	105	419
1935-40	353	162	515
1941-45	374	178	552
1946-50	518	229	748
1951-55	439	246	684
1956-60	367	185	552
1961-65	292	207	499
1966-70	217	164	381
1971-74	188	133	324

*Including Captain

9(c-2)

Although this letter has been written
by the Kodiak group - our South
Central Contingent is in total
agreement with every thing
contained therein - and wish
this to be recorded as part of
our statement. Thank You!

ALASKANS OPPOSED TO FISHERY SHARES

POUCH 490 • KODIAK, ALASKA 99615

February 1983

Fellow Alaskan Fishermen:

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

Although temporary by definition, a moratorium IS in fact a limited entry system, and if implemented will set irreversible forces in motion that will lead to the ultimate adoption of a limited entry system. The Council has contracted with a consulting firm to design a share-quota management plan for the halibut fishery. The share-quota system is the limited entry plan most preferred by the NPFMC's fishery economists, and is the system being pushed by several fishermen's organizations from Southeast Alaska.

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

1) The halibut resource is NOT "depressed", as is stated in the proposed moratorium. Halibut are abundant. The quotas have been INcreasing for the last 5 years. The catch per unit effort has dramatically increased. In SE Alaska the CPUE went from 42 lbs. per skate in 1976 to 178 lbs. per skate in 1981 - a 348% increase - which means the halibut fleet caught halibut 3.5 times faster in 1981 than it did in 1976, which should automatically reduce fishing days to around one-third of the fishing days in 1976. Is the problem, rather than too many fishermen, actually that there are TOO MANY FISH??? Since the resource is healthy, why do we need a moratorium?

2) The fishing industry in Alaska has historically evolved on an open-access theme, with fishermen having and exercising their freedom to diversify between fisheries to survive. Because of this, ALL fisheries are closely interrelated, and it is commonly known that the effects of limited entry regulations in one fishery will "spill over" and be felt in other fisheries. Yet the Council has not considered the effects of this irreversible action on diversified fishermen, other fishermen, or on the fishing industry in Alaska as a whole.

3) The moratorium will create a "pool" of fishermen - qualifiers based on their participation during the arbitrarily chosen time frame of 1978-1982, from which those few fishermen who will receive fishing rights under ANY permanent limited entry system (including a share-quota plan) will ultimately be selected. Diversified fishermen traditionally fluctuate between various fisheries according to natural variations of resource populations and market conditions. Dependence on any one fishery, such as halibut can not be defined by selecting any certain time frame.

4) As currently written, the moratorium will allow every fisherman who made a delivery between 1978 and 1982 to keep fishing until a permanent limited entry scheme is developed. However, several fishermen's organizations from Seattle and Southeast Alaska are working to get moratorium fishing rights attached to the vessel owner

Full

rather than the actual fisherman, if they are two different people. In addition, these influential organizations are insisting that during the moratorium, no fisherman will be allowed to fish from any vessel which is more than 10% larger (net tonnage) than the vessel he fished prior to the moratorium. If a person owns more than one vessel he will get more than one permit. If a vessel is owned by more than one person, they will have to argue amongst themselves to see who gets the permit. The NPFMC DOES have the legal authority to radically change the wording of the moratorium after the public comment period, and the Council is receiving extreme pressure to limit vessel sizes.

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

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

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

8) Another problem identified by the Council is that fishermen no longer make a significant portion of their income from halibut fishing. Is this a problem? To a diversified fisherman, all portions of his income are significant. The idea of making one's income entirely from just one fishery is not realistic.

LETTERS SHOULD BE ADDRESSED TO:

JIM BRANSON
EXECUTIVE DIRECTOR
NPFMC
BOX 3136DT
ANCHORAGE, ALASKA 99510

COPIES OF YOUR LETTER SHOULD BE SENT TO THE FOLLOWING PEOPLE:

Dr. John V. Byrne, Administrator - NOAA - Hoover Dept. of Commerce Bldg., Washington, D.C. 20230; Gov. Bill Sheffield - Pouch A - Juneau, Ak. 99811; Your STATE LEGISLATORS - Pouch V (MS 3100) - Juneau, Ak. 99811; Rep. Dan Young - Longworth Bldg., Suite 1334 - Washington, D.C. 20515; SENATOR TED STEVENS - Old Senate Office Bldg., Room 411 - Washington D.C. 20510, Senator Frank Murkowski - Russel Senate Office Bldg., Room 15B - Washington, D.C. 20510, David Stockman, Attn. Vivian Rivera, Office of Management and Budget, Executive Office Building, Washington D.C. 20503.

THESE MAILINGS ARE EXPENSIVE AND WE WOULD LIKE TO CONTINUE. WE OPERATE SOLELY ON DONATIONS FROM FISHERMEN. PLEASE DONATE TO AOPS.

February 13, 1983

TO WHOM IT MAY CONCERN:

As an American and as a small boat fisherman, I am against Halibut Moratoriums and share quotas...and this chipping away of a man's right of life, liberty, and the pursuit of happiness is the main reason I am foremost against gun control.

I have lived in Alaska since 1965 and have worked for the federal government for 32 years. I am 52 years old. I have raised 4 children and 2 stepchildren without drawing one day of unemployment, welfare, food stamps or any other type of support.

I first got a halibut permit in 1977 and fished a 22-foot skiff the first part of the season without much success. In 1978 I bought a government surplus work boat, 26' x 9' from, of all places, Lake Meridith, Texas; bought a truck to tow it. My wife, my father-in-law, and myself spent 18 days on the road, blew an engine in Leathridge, Canada, which cost \$850 to repair. But all in all it was a hell of a lot better buy than the one in Alaska. We outfitted and modified it for halibut fishing, fished the last part of the season, and caught a few hundred pounds. Not knowing what I was doing and not knowing the waters, I thought we did pretty good. In 1979 I blew an outdrive and missed most of the season. Also, because I work for the government, I can't take leave whenever I want to. In 1980 I got a little smarter and caught some fish, peddled them in Anchorage at \$1.75 a pound. Booth Processing Plants in Seldovia were closed down. Homer processors were paying 92¢ a pound.

I bought a house in Seldovia, Alaska; not much of a place, but a good place to store my boat and gear. I bought the property without a loan from the State or kissing some banker's a__, or politician's. You see, there are no state loans available for the working class of people. I plan to retire in a few years and I thought halibut fishing would help supplement my retirement. I didn't think I would be any great threat to the big boat operators.

Now I hear noise from a group of gutless wonders in 3-piece suits, saying I may not be able to do my fishing and enjoy my retirement, making a few dollars in the process to support me and my wife. I have invested a lot of time and money in this small, yet reasonable, dream.

I feel very strongly about doing whatever is necessary to see that my dream is fulfilled. Greed is the main reason that this lock-up for "the chosen few" is being pushed. Just like the salmon limited entry. Just how in hell can the small boat fisherman hurt the blue water, big boat fishermen? Don't push these small boat fishermen to the point that they

stop talking and start taking physical action. After a fish war gets started, it's hard to stop. My boat flies the Old Republic flag. A rattlesnake with these words, "Don't Tread On Me". I mean to fly it with honor.

Sincerely,

Clarence L. Beabout

Clarence L. Beabout
P. O. Box 10-971
Anchorage, Alaska 99511

I feel very strongly about this rip off as you can plainly see. When a greedy few are allowed to take away a man's right to earn a living by the sweat of his brow. Then I for one, feel the time for talking and pleading & begging has past. These bastards work 24 hrs a day plotting ways to control your lively hood or take the very food from your mouths. I mailed this letter to Senators, Representatives, Alaska Commission and anyone else I could think of but I feel it is a waste of time they have already made up their minds to cut out the small boat fishermen.

February 14, 1983

Association of Halibut Fishermen
S/R 1 Box 2030
Chugiak, Alaska 99567

Subject: Questionnaire on proposed Moratorium/Limited Entry.

Accompanying this letter is the completed questionnaire as requested.

In my opinion fellows, the majority of the serious Halibut fishermen are missing the real issue in regards to any potential dangers in this moratorium/limited entry or share quota systems.

The questionnaire addresses only one of the major problems in this fishery, that being the incidental catch of Halibut by the foreign vessels. Anyone who avails himself of the data available by the biologist (IPHC), he will quickly learn that the resource is capable of producing (x) number of millions of pounds of Halibut each year. Of that yield about one third is taken by the foreign vessels as incidental catch. Another third is taken by stored king crab pots and the balance is what we see each year become our allotted commercial harvest. 1/3

At this point, one must decide where in reality the culprit is. Assuming the annual quota were to remain the same, which by the way, has not changed dramatically over the last several years; where is the bulk of the annual allotted quota going? Well, its no secret that there are well over nine thousand registered vessels participating in the fishery, but only a very small percentage of the catch is going to those vessels. The truth is, the forty or fifty vessels in the "Seattle White Fleet" are taking the vast majority of the allowable catch, why? Because they are the people who are successful each year in gaining the specific openings (early May & June) which are beneficial only to them, since the large schools of Halibut are laying in the deep waters well offshore at that time of year, and they know the average small boat operator is unable to operate in those waters and compete.

As far as a limited entry program is concerned I have mixed feelings. There is no doubt in my mind that something must be done to discourage the "weekend warriors" who's only interest is writing off the costs of their toys under the vail of being a "commercial fishermen", by entry into this fishery. This problem could easily be corrected by a number of methods, other than a limited entry program.

If I thought for one moment that a limited entry/share system would assure me of a greater piece of the rock, then I would vote for it in a second, but it won't and it cannot!

The only way anyone is ever going to survive in this fishery is if the following were to take place.

- * 1. Eliminate the foreign bottom trawl fishery within the territorial waters of the US and Alaska.
- * 2. Require the king crab fishery to close all doors to a pot that is not leagally being fished, before it can be stored in the ocean waters
- * 3. Ammend the existing areas as we now know them, by reducing their geographical size and reassign the annual quotas (annual commerical yield) of Halibut so that certain areas can only be fished at certain times of the year, by certain sized and equiped vessels. This would keep the large vessel out in the waters where they operate best and would allow that area only a certain percentage of the annual commerical yield.

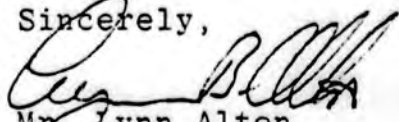
In my opinion, this can easly be done, by requiring minimums and limits and gear and vessel sizes for any specific area and would thus spread the harvest of fresh Halibut through out the summer months and would further allow the serious small to medium sized operator an equal opportunity to compete.

As it stands presently, there is no competition in this fishery. It all belongs to the Seattle White Fleet, and you can bet you sweet ass, they intend to keep it that way as long as possible.

The ONLY way the Halibut fishery is every going to be a serious fishery is when each and every bonified vessel owner collectively joins together and lets those turkeys in Washington D.C. know that we are sick and tired of their political trade offs with the foreign governments. That this is OUR fishery and our lively hoods their screwing with and its got to stop!

You may be sorry you asked by now, but thats how it all stacks up as far as I am concerned!

Sincerely,



Mr. Lynn Alton
9103 Jewel Terrace Street
Anchorage, AK. 99502

LBA/ra

February 17, 1963

NPFMO
Box 3136 DT
Anchorage, Alaska 99510

ATTENTION: Executive Director,
Mr. Jim Branson

Dear Mr. Branson:

As an Alaska Commercial Fisherman and Resident of Alaska for the past 36 years, I am opposed to the Halibut Moratorium, share-quota, Limited Entry system proposal.

My objections are based on the following points:

1. Limited Entry does not seem to alleviate the problems used to promote its adoption, example in point the "Alaska Salmon fishery".
2. Every Limited Entry program scheme so far has been dedicated to eliminating as many small boat fishermen as possible, shares or quotas. There is no way a skiff fisherman is going to compete for Entry against vessels of 40 net tons.
3. Halibut stocks seem to be increasing. Why the short openings? Could it be to create problems for fishermen and processors to bend their arms into accepting Limited Entry?
4. The real problem seems to be ever larger boats, laying out more and more gear. This is where the Limit needs to be imposed. Since it was the Seattle and Petersburg Halibut fishing fleet that asked for Limited Entry, by all means Limit them. They have the largest boats and the most gear in the water. Since they volunteered for the restriction put them on a boat by boat quota system and when this limit is filled they leave the grounds and go back to Port. Leave all boats under 5 net tons out of the Entry system. They are already handicapped by the size of their vessel. This could be a pilot project "try-out" for the volunteers. See how they like it.
5. The only sensible Halibut Limited Entry program presented, so far that I've seen, is that outlined by Nick Delaney, Kodiak fisherman (it is detailed in the Alaska Fisherman's Journal, January issue). But since it does contain good ideas based on a fisherman's trade experience, is fair to the smaller boat fisherman, allows the free enterprise system to work through entry in the lower echelons and was submitted by a Resident Alaskan fisherman, it probably doesn't stand a chance of consideration much less adoption.

6. REFER: Letter in Alaska Fisherman's Journal.
David Shrader to N.O.A.A.
Administrator, Dr. John Byrne.

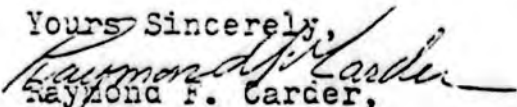
SUBJECT: Public hearings on Halibut Moratorium.

From the information presented by Mr. Schrader, it has already been "cut and dried" on the system that the NPFMC is going to adopt. \$35,000.00 has already been expended on the viability of the program and if Mr. Shrader's information is correct the plan is almost off the drawing board.

I believe Mr. Shrader's plea for public hearings is a very Democratic one and stems from roots embedded in the principle of justice and equally for all and to let every man have his say. This, I am not opposed to, but from what I've seen so far of Alaskan town meetings, is that the decision has already been made for you, but the Constitution states by-law, that you shall have your say about it, but, whatever your ideas pro or con it doesn't alter the course, it's just a matter of rote; You've had a chance to express your thought or make a damn fool of yourself. Whatever your inclination and it's on record for posterity to refer to if you ever surface in the 'floatsom and jetsom' of the bureaucratic sea again.

Gentlemen, couldn't we just this once be honest and lay all the cards on the table and admit that the Moratorium embryo is well on the way to hatching and that Public meetings or further comment are Democratic and noble, but really is a waste of the officials time and taxpayer's money?

In closing, I would like to ask, what point in our professional lives as fisherman are the bureaucrats, at the Federal and State level, going to quit managing the fisherman and start managing the fishery resource that their jobs were created and funded for? Perhaps if the priority was placed on the fishery resource there would be less need of "Limited Entry schemes".

Yours Sincerely,

Raymond F. Carter,
F/V VI-RAY
Haines, Alaska 99827

cc: Alaskans Opposed to Fishery Shares
Mr. Jim Branson, NPFMC, Ex. Director
Gov. Bill Sheffield
Rep. Don Young
Dr. John Byrne, ADMINISTRATOR, N.O.A.A.

I have fished halibut for
five years starting at age 13
part time with working a beach
site for salmon on Valigden Island.

Last year I bought my own permit
and fished it myself with my own
Boat as 27' St. Pierre. My Deck I

I would not like to see limited
entry in the halibut industry because
it would make an elite group such as
the salmon fishermen and damage many
newcomers into the fishery such as myself.

Studies of limited entry reveal a lot of
damage to native inhabitants in the bush
by men + others because of limited entry.

Myself have gillnetted salmon on a beachsite
and drift ^{Boat} ~~limited~~ and feel unfortunate
I can't commercial fish it. Although I
have worked in that fishery myself for
7 years, limited entry makes an elite few
and ~~prevents~~ prevents younger people and others
from the rights they should be able to
have.

Yours Truly

Ally J. Gillham

15 year Alaskan resident

February 18, 1983

Dear Sir:

I am basically opposed to limited entry and support free enterprise. However, it is unjust that salmon fishermen can fish for halibut where halibut fishermen cannot fish for salmon without a very expensive limited entry permit. Perhaps the answer is to eliminate all limited entry so that all fishermen can diversify. Otherwise, I see no alternative to some sort of limited entry for halibut. Halibut is the only fishery left for newcomers that can not afford to buy a permit.

over

I am not a long time fisherman. I spent years accumulating enough money to buy a bottom-of-the-line gillnet vessel in Naknek and finally went fishing for herring in Toquak in 80. The season was a bust. The predictions for 81 were the same so, I hired up a boat in Seward to fish halibut in 81 on a share basis. Two ~~weeks~~ weeks before the season the boat owner changed his mind and my crew and I couldn't fish. I brought my boat to Anchorage and rebuilt it for longlining during the winter of 81/82 and fished halibut in 82. I probably won't qualify for a halibut limited entry permit and can't afford a salmon permit. I plan to fish halibut in 83.

Stephen Kurth F/V Sea Critter

Questionnaire

1. Have you had enough information and time to consider and fully understand the moratorium for the Alaska halibut fishery?

Yes _____ No X

2. Do you support the moratorium?

Yes _____ No X

3. Would you support some form of international regulatory action requiring a reduction of the foreign fleets total incidental catch?

Yes X No _____

4. Do you feel foreign incidental catch should be reduced BEFORE a moratorium or limited entry is imposed upon the American halibut fishery?

Yes X No _____

5. List the years you have fished halibut.

Started around 1972 - Had a few summers of not fishing halibut due to working on new barbe.

6. What is your approximate annual catch in pounds?

See lb's

7. What size of vessel do you use? net tons _____

length 23' 10"

Signature

Don L. Louie

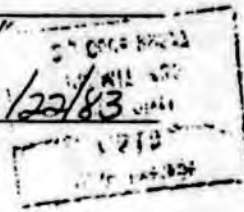
Date

2/22/83

Address

P.O. Box 850

Sitka, Alaska 99835



*See attached letter for my comments.

I would like to make some comments concerning the direction the halibut fishery seems to be taking.

As it is now headed I would be left entirely out of the fishery. I didn't make any landings of halibut the year they want to make the moratorium effective because of a new baby and the way the season worked out around Sitka.

I started out with used Canadian gear out of a skiff (19' Renell) and during the first couple of seasons did as well as anyone in a skiff, especially for learning where to fish in the Sitka area and fishing by myself.

Then we were limited to four openings with it based on the filling of a quota. In Sitka it ~~wasn't~~ ^{wasn't} really worth going out the first two seasons because the trawler's (halibut) didn't arrive until the latter part of the summer in the Sitka area. Then we started missing out on the latter harvest due to the quota being caught and filled early by the fishing effort further North. Consequently, last year we wound up with one season - which I didn't make one landing on.

Now I'm really considered a pretty insignificant person in this fishery compared to big business - But to me it's an important source of income (at one time my sole income before re-marriage) and food for our table. There were some seasons in which I can not show one landing via the Buyer but I caught fish and kept for the freezer. It was more economical for me to keep them than sell them. Why should I pay the grocery store twice as much for a piece

of meet than I got paid by Sitka Sound Seafoods for the fish I caught?!

Another interesting problem added to catching halibut any other way than commercially was the new state law - "if your boat is commercially licensed you can not sports fish off the boat." Therefore getting halibut for the table, if that's all you wanted to do, became illegal - a boat so licensed was/is forced to fish halibut commercially just to get some for home use.

As usual every idea is geared to protect and enhance the big guy. I don't think limited entry is even necessary in this fishery. Especially since it is already limited by seasons and quotas. It seems so hard to get across all that the Halibut Fishery has meant to me, does mean to me now and will mean in the future to me. Bringing it to one simple idea - I want to fish halibut. Why should I be deprived any more than anyone else? - just so they can be guaranteed a living?

I've been taking my chances with the weather, seasons, limits, gear losses, quotas, theft and poor fishing like everyone else and I prefer it stayed that way than to lose the privilege entirely, as I surely will if the NPFMC enters a moratorium/limited entry program as now proposed.

Will you please consider my status which really isn't too much different from many other small fishermen and represent it on my/our behalf as fairly as possible.

Sincerely,
Aim L. Lowe

Questionnaire

1. Have you had enough information and time to consider and fully understand the moratorium for the Alaska halibut fishery?

Yes No

2. Do you support the moratorium?

Yes No

3. Would you support some form of international regulatory action requiring a reduction of the foreign fleets total incidental catch?

Yes No

4. Do you feel foreign incidental catch should be reduced BEFORE a moratorium or limited entry is imposed upon the American halibut fishery?

Yes No

5. List the years you have fished halibut. 1960, 61, 62, 63, Vietnam Service,
64-68, 69, 79, 80, 81, 82,

6. What is your approximate annual catch in pounds? 500

7. What size of vessel do you use? net tons _____ length 22' Dory

Signature Dudley Kee Date 3/14/83

Address P.O. Box 7037 NR13

Kenai, Alaska 99611

I am opposed to any form of limited entry that creates a class of privileged people with a public resource all Alaskans should be able to fish any Alaskan resource

for some one else

any thing I can do to squash this Halibut limited entry. Please let me know.

Thank you

Cont. From other sheet

Without Having to come up with
20,000.00 to 100,000.00 Dollars
I Have Been fishing for Salmon Since
I was 13 years old, Due to service
in Viet Nam I did not get a Limited
entry Permit. Now I am trying
to Buy one But the people that
want to sell them will not wait
for me to get financed thru the
State Loan because they can find
cash buyers, so in order to fish
I have to work as a crew member
for some one else

any thing I can do to squash
this Halibut Limited entry please
let me know.

Thanks

Dudley Lee White



Bering Sea Fishermen's Association

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

February 7, 1983

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

Dear Rep. Herrmann,

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

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

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

Thank you for your time.

Sincerely,


Henry V.E. Mitchell
Executive Director

In support of Moratorium only.



ALASKA LONGLINE FISHERMEN'S ASSOCIATION

Box 2234
Sitka, Alaska 99835
Telephone (907) 747-3400
Telex 46-314 HPC SIKa

February 23, 1983

Representative Adelheid Herrmann, Chairman
Special Committee on Fisheries
Pouch V
Juneau, Alaska 99811

Dear Representative Herrmann;

The Alaska Longline Fishermens Association represents some 70 professional longline fishermen who harvest halibut, sablefish and rockfish in the Gulf of Alaska. Conservatively, we estimate that our members harvest in the neighborhood of 2 million pounds of halibut annually. By and large our members are longline fishermen and do not hold permits in any of Alaska's limited entry salmon or herring fisheries.

We would like to comment in regards to HJR10 and CSSJR7 which you have before you. Our first concern with both resolutions is the tying together of the proposed moratorium and the "concept" of an individual quota system. Hence it would be our first recommendation to the committee that the moratorium and the "concept" of an individual quota system be addressed separately. Secondly, we would recommend that the committee prepare a substitute resolution, supporting the moratorium, and forward that resolution to the parties listed in the Resolutions before you.

The halibut fishery is one of the oldest commercial fisheries in Alaska and, until recent increases in participation occurred, provided a dependable income for many Alaska fishermen and contributed to the economic welfare of many coastal communities.

EFFORT: Since 1976 however, several factors have led to a dramatic increase in effort which has resulted in shorter and shorter fishing periods until today the commercial halibut fishery is dubbed the "halibut derby" by fishermen, processors and managers alike. In 1977, for example, halibut fishermen were

able to operate for 73 days in Area 2C and 47 days in Area 3 while the 1982 seasons were 5½ and 11½ days respectively. Quotas remained fixed in Area 2C and in Area 3 went from 12.3 million to 17.6 million during the same period. Clearly, the decreasing seasons are due to effort increases, not changes in resource availability. Between 1976 and 1979 the number of under 5 net ton licenses increased 91% annually with a 70% annual increase in the over 5 net ton category. These dramatic increases were due in large part to strong ex-vessel prices, the Boldt decision which left many Washington and Oregon fishermen without a fishery, stability in the limited entry fisheries (salmon, herring) which encouraged expansion and capital investment in other fisheries: time/area closures for Alaska salmon trollers, and speculation. While it is difficult to pinpoint exactly the cause of this increase, it is easy to outline the consequences. It is no longer possible for a longline fisherman to earn a significant portion of his income from this once dynamic fishery. Regardless of how good the fishing is, 5½ days is not enough.

THE MORATORIUM: In February, 1982 at the Annual Meeting of the International Halibut Commission, 14 organizations representing halibut fishermen recommended that the North Pacific Fisheries Management Council implement a license moratorium. The Council approved such a moratorium but the federal regulatory process was unable to respond quickly enough to provide for implementation in time for the 1982 season. Again, at the request of the major organizations representing full time, professional longline fishermen, the Council proposed a moratorium, which has now been published in the Federal Register as a Notice of Proposed Rulemaking. Let us be clear that ALFA wholeheartedly endorses the implementation of this Proposed Rule as a Final Rule and we urge you to support the professional longline fishery in this effort.

The intended purposes of the moratorium are as follows:

- 1) Considering that the prospect of limited entry may cause even larger numbers of people with no previous participation or stake in the fishery to consider entering the fishery for the first time, solely in hope of gaining financially valuable fishing rights; the moratorium will prevent a sudden influx of new participants during the period while limited entry options are reviewed;
- 2) the moratorium would prevent a possibly unlimited increase in pressure on the resource as a result of speculation;
- 3) it will prevent the significant reductions in the average harvests and earnings of traditional participants that will result from speculative entry;

- 4) it will prevent additional and excessive investment in vessels and gear, much of which may have to be involuntarily retired in the establishment of an effective limited entry program;
- 5) and finally the moratorium will emphasize that any new participation and investment is undertaken at risk, since imposition of a limited entry system is under active consideration.

It is our experience that the great majority of those fishermen who are professional longliners and who continue to rely on longlining for the bulk of their livelihood, support the implementation of the moratorium. We believe the recent teleconference and "on site" hearings held by the Council will verify this conclusion.

LIMITED ENTRY/INDIVIDUAL QUOTAS: Currently, ALFA is not engaged in supporting the individual quota concept or any other concept for that matter. We can note that in a mail survey of our members 74% supported the individual quota concept. It is critical for the Committee and the Legislature as a whole to realize that this concept is only one of the many that have been studied in the future. Only last week, did the Council's contractor complete a Preliminary Draft study of individual quota, and this document is scheduled for another month of "in house" review before it is made public. Consequently, notwithstanding the language contained in HJR10 and CSSJR7, there is no share quota system being proposed, only a concept being explored. Unfortunately the vast majority of comments on the idea have been based on speculation about what this concept could mean. Briefly let us address some misconceptions about the concept embodied in HJR10 and CSSJR7.

1) Concentration of ownership in the hands of a few: Industry representatives supporting the idea have consistently demanded that an individual quota system provide for a limit on the number of shares an individual could accrue so as to preserve the socio-economic character of the fishery.

2) Encourage Speculation: On the contrary, supporters have insisted that holders of individual quotas be on board the vessel when it is fishing, just as in the current salmon limited entry system; reasonable "use or lose it" regulations are another method of preventing speculation by non-fishermen.

3) Concentration of ownership by non-residents: Again there is no greater chance that this phenomenon would occur in the individual quota system than in any other limited access system. In practice, this problem has been dealt with wisely and with success by the Legislature, and permits are migrating back to Alaska.

4) Eliminate Competition: On the contrary, an individual quota system would foster economic competition rather than the non-economic vessel to vessel, gear to gear competition that has, in the context of shortened seasons, increased over capitalization and economic inefficiency.

In any case, arguments in favor of or opposed to this system aside, the Council is not committed to limit entry in any form, much less the individual quota concept and this is made clear in the Notice of Proposed Rulemaking itself.

In conclusion, we recommend that: 1) the House Special Committee separate the issues of the moratorium and the individual quota system; 2) that the Committee draft a committee substitute in favor of the proposed moratorium; and 3) that the Committee spend a great deal more time exploring the ramifications of any limited entry concept before they comment publically in the form of a Resolution.

Thank you for the opportunity to comment on these issues.

Respectfully yours,

F. Gregory Baker
President/Marketing Manager

United Fishermen of Alaska
Testimony on HJR 10
2/24/85

Madam Chairman and members of the Special Committee on Fisheries:
Thank you for giving me the opportunity to comment on behalf of
the United Fishermen of Alaska.

The UFA is a statewide fishermen's organization with an annual membership of 1500 individual fishermen and 18 member organizations whose representatives sit on the UFA Board of Directors.

At its annual meeting last week, the UFA Board of Directors re-affirmed its earlier position of supporting and encouraging the imposition of a moratorium on the halibut fishery.

While there are valid arguments in opposition to the moratorium if one feels the halibut fishery is in a healthy biologic and economic condition, there are few words that can be said against it if one feels the fishery is over-crowded, the seasons too short and a biologic stress placed on the resource by too fast of harvest in too little time. The UFA feels that these problems do exist in the fishery and is therefore favoring a moratorium.

We feel the moratorium should be established for two primary reasons. First, so that persons who have not entered the fishery previously will not spend their time and financial resources gearing up for a fishery which is being considered for entry limitation.

This not only protects halibut fishermen presently in the fishery from further over-crowding and ever-shortening seasons, but also protects those who might enter this year only to be excluded later, when limited entry is in place. The second primary reason for imposing the moratorium is to prevent those with the financial resources to do so, to enter the fishery for speculation purposes, hoping to earn a permit that will one day be worth perhaps many more times its present day value.

It is the UFA's position that the problems exist now; and a solution needs to be enacted that will prevent the problems from growing worse, while a long-term solution is being found. As we have seen, limited entry of any sort is complex and controversial. A long-term solution may be several years in the making. Meanwhile, the moratorium will act to ensure a viable fishery still exists once the long-term solution is finally produced.

* * * * *

In addition, the UFA would like to appeal to you to separate the two distinctly different issues of the moratorium and the share-quota system. As now drafted, HJR 10 requires opposition to both concepts. The UFA would like to go on record as supporting the

HJR 10
Page three

moratorium and as neither supporting nor opposing the concept of share-quotas.

* * * * *

The UFA intends to take no position on a specific limited entry system at this time. The North Pacific Fishery Management Council is presently reviewing the study conducted on halibut limited entry and we will be monitoring their findings very closely.

Thank you again for your attention on this very important issue.

KODIAK FISH AND GAME ADVISORY COMMITTEE
P.O. BOX 686
KODIAK, ALASKA 99615

November 8, 1982

The Honorable Bob Mulcahy
P.O. Box 246
Kodiak, Alaska 99615

Dear Senator Mulcahy:

Attached is a resolution of the Kodiak Fish and Game Advisory Committee, passed unanimously at a regular meeting on October 26, 1982, to the Alaska Board of Fisheries. The resolution states the Kodiak Advisory Committee's opposition to the halibut shares system and moratorium to the State Board of Fisheries and requests the Board to take a similar stand on this issue. Copies of the resolution are being sent to Kodiak's State and Federal Representatives, other Advisory Committees in Alaska, the Halibut Commission, the North Pacific Fisheries Management Council, and NMFS, in order that all parties involved will be kept abreast of action taken by the Kodiak Fish and Game Advisory Committee.

Sincerely,

KODIAK FISH & GAME ADVISORY COMMITTEE



David Prokopowich
Secretary

Attachment

Opposition to "share-quota" system
and moratorium

KODIAK FISH AND GAME ADVISORY COMMITTEE
P.O. BOX 686
KODIAK, ALASKA 99615

RESOLUTION

A resolution of the Kodiak Fish and Game Advisory Committee opposing the halibut limited entry shares system and moratorium.

WHEREAS, fishing, fisheries resources and related industries are the only economic support of the City of Kodiak, local businesses, and its villages, and;

WHEREAS, the growth of the community, welfare of its residents and dependency of all related enterprises are dependent on an ever expanding effort to develop our fishery resources, and;

WHEREAS, the restriction, retardation, or exclusion of fishermen to develop resources that abound in the vicinity would have an adverse economic effect on the community as a whole, and;

WHEREAS, such restriction or exclusion would thereby affect opportunities to stabilize their incomes and the economy of Kodiak Island, and;

WHEREAS, halibut, specifically, is controlled and protected by quota imposed on the harvest and this system has proven effective over many years of practice, and;

WHEREAS, the evidence of increase in halibut stocks would bear out the success of the past application of quota conservation and thereby making a limited entry or share system unnecessary to the conservation of halibut stocks, and;

WHEREAS, the imposition of a share system would discourage individual expansion by local fishermen desiring to participate, and;

WHEREAS, the major, and conceivably only, beneficiaries of limited entry would be non resident Seattle based fishermen,

NOW THEREFORE BE IT RESOLVED, that the Kodiak Fish and Game Advisory Committee by resolution unanimously passed at regular session October 26, 1982 respectfully petition the Alaska State Board of Fisheries to adopt a position opposing a limited entry, moratorium or share system on halibut.

November 9, 1982

William Gordon, Director
National Marine Fisheries Service
3300 White Haven Street NW
Washington, D.C. 20235

Dear Mr. Gordon,

The Kodiak Halibut Fishermen's Association represents one hundred eleven halibut fishermen from the Kodiak Island area. The majority of our members are owner/operators of typical small to medium combination boats. Most of us do not rely solely on the halibut fishery, but depend on a variety of fisheries for economic survival.

We understand that the NOAA proposed rule imposing a moratorium on entry into the north Pacific halibut fishery is currently being reviewed by your staff. The Kodiak Halibut Fishermen's Association is unanimously and absolutely opposed to a moratorium in the north Pacific halibut fishery. We request the inclusion of our comments on this vital issue in the official proposed rule package being processed by NMFS/NOAA in Washington, D.C. at this time and also during the comment period after the rule has been listed in the Federal Register.

A moratorium excludes new people from entering the halibut fishery. This will hinder diversification by impairing flexibility to adapt to economic and resource fluctuation, which is important to the survival of the small businessman. According to the draft moratorium, one of the "undesirable effects" of the status quo is that those fishermen who have not chosen to diversify are not making a "significant" (undefined) part of their living from the halibut fishery alone. We believe that diversification is fundamental to a strong, healthy fishing business. Depending exclusively on one fishery resource for one's livelihood seems foolish, and yet a moratorium will protect and reward those without the foresight to diversify their fishing efforts.

A moratorium creates an exclusive, elite group of users of a common property natural resource. Competition in the halibut fishery will be limited to a select group of people. Fishermen should be allowed to continue to compete in a free market system instead of closing the door to new entrants.

We do not agree with the North Pacific Fisheries Management Council's rationale for implementing a moratorium in the halibut fishery. We believe the council's justifications and motivations for proposing and urging the adoption of a moratorium need close scrutinizing.

The north Pacific halibut fishery is not a threatened resource. The resource is managed effectively by a yearly quota. The International Pacific Halibut Commission has been steadily increasing the quota over the last four years. The CPUE (catch per unit effort) has also been going up according to recent IPHC annual reports. The issue is not a threatened resource, but rather how the resource is to be allocated among competitive fishermen.

A moratorium ~~and~~ subsequent limited ~~en~~ program will not necessarily increase the quality of the product. Fish in a frozen state can reach more consumers over a wider geographical range than the more lucrative fresh fish market. Fishermen in southcentral Alaska live too far from Seattle to take advantage of a fresh market without considerable expense. The quality of a "fresh" fish which has been on board two or three weeks before arriving at market is questionable, in any case.

The NPFMC offers no proof that fishing effort in short periods of time results in overharvesting. Two to three day openings throughout the spring, summer and fall would allow several different stocks of halibut to be utilized, benefiting IPHC research and fishermen who wish to longline some of the halibut before they die in crab pots during the September King Crab fishery in Kodiak.

The moratorium is a drastic measure by the NPFMC without consideration of alternative management plans such as gear limitations, exclusive registration areas, two day openings per month, vessel size limitations, and other methods of management practiced in Alaska by the Alaska Department of Fish & Game.

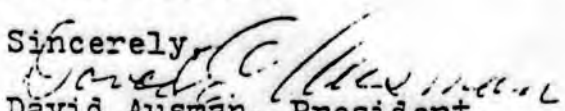
The NPFMC never held a public hearing on the current draft moratorium. We feel public hearings should be held in Kodiak, Seward, Homer, Petersburg, Cordova, Sitka, Ketchikan, Sand Point, and all other traditional fishing communities. Those people most affected are often the last to know. The NPFMC, our "local" sounding board for federal fisheries, has proved itself to be uncooperative, unsympathetic, and several times inconsiderate toward the feelings and concerns of Kodiak fishermen relating to the halibut moratorium. The lack of any public hearings on this particular moratorium is like another slap in the face for Kodiak and the other coastal communities of Alaska.

Because the proposed rule is not considered a "major rule", there are three important analyses that will not be prepared concerning the effects of a moratorium. A moratorium in the halibut fishery will have a "significant adverse effect on competition, employment, investment, productivity, and innovation". A moratorium will also have a "significant economic impact on small business". If a regulatory impact analysis and a regulatory flexibility analysis are prepared to study the effects of a moratorium we are certain that the results of these studies will support our notion that a moratorium is not necessary and actually could have a devastating effect on coastal economies in Alaska.

We strongly feel that not only are the above mentioned analyses required, in this case, but also an environmental impact statement should be prepared discussing the effects on the human environment in coastal Alaskan communities if a moratorium was imposed on the halibut fishery.

Please seriously consider our position on this very important issue when you and your staff examine the draft moratorium.

Sincerely,


David Ausman, President
Kodiak Halibut Fishermen's
Association

cc: Malcom Balridge
Secretary of Commerce

David Stockman
Director OMB

Dr, John Byrne
Administrator NOAA U.S. DOC

NPFMC
Chairman, Clem Tillion

Honorable Ted Stevens
U.S. Senate

Honorable Frank Murkowski
U.S. Senate

Honorable Donald Young
U.S. House of Representatives

Senator Bob Mulcahy
Alaska State Legislature

Representative Fred Zharoff
Alaska State Legislature

Honorable Jay S. Hammond
Governor of Alaska

Bill Sheffield
Governor = Elect of Alaska



KODIAK AREA NATIVE ASSOCIATION

Post Office Box 172 • Kodiak, Alaska 99615 • Phone (907) 486-5725

November 5, 1982

Mr. Clem Tillion, Chairman
North Pacific Fishery Management Council
P.O. Box 3136D
Anchorage, AK 99510

Dear Sir;

The Kodiak Area Native Association (KANA) is responding to the draft proposed rule that creates a moratorium on the entry of certain fishermen into the halibut fishery in the Northern Pacific Ocean. KANA has carefully reviewed the proposal and find it to be extremely detrimental to the Kodiak Area Alaskan Native villages economies.

Many long time village commercial fisherman were engaged in harvesting halibut prior to proposal's cut-off date of January 1, 1978. Due to the burgeoning salmon, King and Tanner Crab Fisheries and their conflicting seasons relating to the halibut season, most village fisherman opted not to participate in harvesting halibut. However, the problem with a decrease in King Crab resources and the softened price on Pink Salmon that have occurred this year have coerced the village fisherman to seek other viable fishery such as halibut to sustain their livelihood.

KANA has just completed a survey in the six (6) villages in the Kodiak Island Area to determine if an economic crisis exists due to the 1982 Pink Salmon season for Kodiak. Initial review of the survey's results indicate an economic disaster of measureable proportions. Halibut is an abundant resource near each of the villages despite the claims made on resource availability as stated in the proposal. The village commercial fisherman is able to diversify his fishing efforts to halibut with little capital and can effectively mitigate his fishing season income loss.

The moratorium as proposed will prohibit those fisherman from adequately addressing their financial needs. KANA is adamant on its belief that the moratorium will create significant adverse impact on village employment, investment, productivity, and, importantly, innovation in fishery diversity. KANA strongly urges that the NOAA Administration reclassify the moratorium as a "Major Rule" and further reclassify that the moratorium is, in fact, a major Federal action that will significantly affect the quality of human environment in the rural villages of the Kodiak Island Area.

In addition to limiting current village fishermen from engaging in the Halibut fisheries after January 1, 1978, the moratorium will prohibit fisherman from participation in the fishery after January 1, 1983. The limitations imposed by

Mr. Clem Tillior, Chairman

November 5, 1982

Page Two (2)

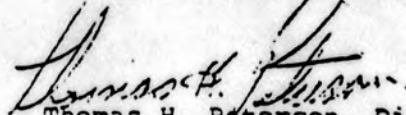
the draft proposal is estimated by KANA to severely compound the existing crisis occurring in the villages.

The KANA Board of Directors have addressed the Limited Share Quota System in a highly oppositional manner and have recently prepared a resolution to formally oppose the draft proposed moratorium. The resolution will follow shortly.

Please give our comments your sincerest consideration. KANA beseeches the Council, the National Marine Fisheries Service, and NOAA not to further burden the economic problems facing our villages with additional regulatory restrictions.

Sincerely,

KODIAK AREA NATIVE ASSOCIATION
DOLORES L. PADILLA, PRESIDENT



Thomas H. Peterson, Director
Community & Economic Development

THP:np

cc: Robert W. McVey, NMFS
William Gordon, NMFS
Dr. John Byrne, NOAA
Dave Ausman, KHFA
Barbara Monkiewicz, AOFS

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

R. David Herrnsteen
Mayor
Kodiak Island Borough

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



May 5, 1982

The Honorable Bob Mulcahy
Alaska State Senator
Pouch V (Mail Stop 3100)
Juneau, Alaska 99811

Dear Senator Mulcahy:

Please find enclosed a copy of Resolution 19-82 from the City of Kodiak, Alaska, which opposes the share-quota system of allocation of fisheries resources. This resolution passed unanimously, and we would respectfully request that you review its contents and take into consideration the City Council's desires.

Sincerely yours,

CITY OF KODIAK

WILLIAM C. BIVIN
City Manager

WCB:cdh

Enclosure

Opposition to "share-quota" system
only

CITY OF KODIAK
RESOLUTION 19-82

A RESOLUTION OF THE COUNCIL OF THE CITY OF KODIAK, ALASKA, OPPOSING THE SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES.

WHEREAS, the North Pacific Fishery Management Council (NPFMC) on March 25, 1982, suggested that a moratorium be imposed immediately on new entrants to the Alaska halibut fishery, and recommended that a share-quota system of allocation of the fishery be prepared for the 1983 season; and

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

WHEREAS, the bill is expected to pass the United States House of Representatives without any public hearings; and

WHEREAS, the proposed share system will allocate permanent fishing shares consisting of a fixed percentage of the halibut resource to individual fishermen based on a yet to be determined formula; and

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

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

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

WHEREAS, it has been conservatively estimated that the value of halibut shares could be three to five times the value of their annual allowed catch, creating a windfall to the initial shareholders, and an even greater burden to future potential shareholders; and

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

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

Opposition to "Share-quota" system
only

WHEREAS, such a system may concentrate the increasing wealth of our fisheries into fewer and fewer hands, creating great inequities of opportunity in our fishing communities; and

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

WHEREAS, Alaska fishery managers already have an adequate variety of regulatory tools, such as harvest levels, sex and size limits, gear restrictions, area closures, et cetera; and

WHEREAS, the fishing industry is too vital to the people and economy of Kodiak and Alaska to risk all the inherent dangers and inequities of a share-quota system of allocation of fishery resources; and

WHEREAS, the City of Kodiak considers the rich, abundant fisheries resources in the waters surrounding Kodiak Island and Alaska to be a renewable public resource which serves to sustain a necessary part of the livelihoods and economy of the people and communities of our island and our state; and

WHEREAS, the idea of permanently turning over the ownership of our public resource through a share-quota method of allocation is contrary to the nature of our fishing industry.

NOW, THEREFORE, BE IT RESOLVED that the City of Kodiak is opposed to the / share-quota system of allocation of fisheries resources in Alaska; and /

FURTHER, BE IT RESOLVED that this resolution be communicated to the following people:

The President, Ronald Reagan
The Honorable Jay S. Hammond, Governor of Alaska
The Honorable Terry Miller, Lieutenant Governor of Alaska
The Honorable Ted Stevens, U. S. Senate
The Honorable Frank H. Murkowski, U. S. Senate
The Honorable Edward M. Kennedy, U. S. Senate
The Honorable Don Young, U. S. House of Representatives
The Honorable John B. Breaux, U. S. House of Representatives
The Honorable Gerry E. Studds, U. S. House of Representatives
U. S. Department of Commerce, Malcolm Baldrige, Secretary
International Pacific Halibut Commission
National Oceanic and Atmospheric Administration

North Pacific Fishery Management Council, Clem Tilliam, Chairman
National Marine Fisheries Service
Alaska Legislature, Senators and Representatives

Messrs. H. A. Boucher
Steve Cowper
Tom Fink
Bruce J. Lemke
Rick Reakoff
Bill Sheffield
Edward J. Vincent
Stephen McAlpine

All Alaska Cities

PASSED AND APPROVED this 3rd day of MAY, 1982.

CITY OF KODIAK

Alan J. Beasley
MAYOR

ATTEST:

[Signature]
ACTING CITY CLERK

CITY OF AKUTAN

P.O. Box 557
Dutch Harbor, Ak. 99692
Phone (907) 698-2207

AKUTAN



Jacob Stepan, Mayor
Zelma Borenin
George McGlashan
Helen Prokopoff
Leon Prokopoff
Jennie Robinson
Chris. Tcherpanoff, Vice Mayor
Anna McGlashan, City Clerk

Anchorage Office
308 G Street, Suite 317
Anchorage, Ak. 99501
Phone: (907) 279-9245

City Administrators
Frances Rose
Nancy Gross

RESOLUTION NO. 82-17

A RESOLUTION OPPOSING THE SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES. *- 7 2*

WHEREAS, many of the people of Akutan earn their livelihood in the fishing industry; and,

WHEREAS, a significant part of that industry is the halibut catch; and,

WHEREAS, fishing pressure on that species is increasing as the entry of other fisheries has been limited by governmental action; and,

WHEREAS, the North Pacific Fisheries Management has recommended that a share-quota system of allocation of that fishery be prepared for the 1983 season; and,

WHEREAS, the City Council of Akutan is convinced that such an allocation will work significant hardship to the smaller boats and may even eliminate resident fishermen from the fishery;

NOW, THEREFORE, BE IT RESOLVED that the Akutan City Council opposes the share-quota system of allocating the halibut resource based on past volume of fish caught, and further BE IT RESOLVED that this resolution be communicated to the following people:

The President, Ronald Reagan
The Honorable Jay S. Hammond, Governor of Alaska
The Honorable Terry Miller, Lieutenant Governor of Alaska
The Honorable Ted Stevens, U. S. Senate
The Honorable Frank H. Murkowski, U. S. Senate
The Honorable Edward M. Kennedy, U. S. Senate
The Honorable Don Young, U. S. House of Representatives
The Honorable John B. Breaux, U. S. House of Representatives
The Honorable Gerry E. Studds, U. S. House of Representatives

U. S. Department of Commerce, Malcolm Baldrige, Secretary
International Pacific Halibut Commission
National Oceanic and Atmospheric Administration
North Pacific Fishery Management Council, Clem Tillion, Chairman
National Marine Fisheries Service
Alaska Legislature, Senators and Representatives

Jack Stepan
Mayor

ATTEST:

Q. J. M. ...
City Clerk

DATE: July 7, 82

CITY OF KING COVE
RESOLUTION NO. 82-13

A RESOLUTION OF THE COUNCIL OF THE CITY OF KING COVE OPPOSING
THE SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES.

WHEREAS, the North Pacific Fishery Management Council (NPFMC) on March 25, 1982, suggested that a moratorium be imposed immediately on new entrants to the Alaska halibut fishery, and recommended that a share-quota system of allocation of the fishery be prepared for the 1983 season; and

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

WHEREAS, the bill is expected to pass the United States House of Representatives without any public hearings; and

WHEREAS, the proposed share system will allocate permanent fishing shares consisting of a fixed percentage of the halibut resource to individual fishermen based on a yet to be determined formula; and

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

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

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

WHEREAS, it has been conservatively estimated that the value of halibut shares could be three to five times the value of their annual allowed catch, creating a windfall to the initial shareholders, and an even greater burden to future potential shareholders; and

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

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

WHEREAS, such a system may concentrate the increasing wealth of our fisheries into fewer and fewer hands, creating great inequities of opportunity in our fishing communities; and

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

WHEREAS, Alaska fishery managers already have an adequate variety of regulatory tools, such as harvest levels, sex and size limits, gear restrictions, area closures, et cetera; and

WHEREAS, the fishing industry is too vital to the people and economy of King Cove and Alaska to risk all the inherent dangers and inequities of a share-quota system of allocation of fishery resources; and

WHEREAS, the City of King Cove considers the rich, abundant fisheries resources in the waters surrounding King Cove and Alaska to be renewable public resource which serves to sustain a necessary part of the livelihoods and economy of the people and communities of our state; and

WHEREAS, the idea of permanently turning over the ownership of our public resource through a share-quota method of allocation is contrary to the nature of our fishing industry.

~~NOW, THEREFORE, BE IT RESOLVED THAT THE CITY OF KING COVE IS OPPOSED TO THE SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERY RESOURCES IN ALASKA; AND~~

FURTHER, BE IT RESOLVED that this resolution be communicated to the following people:

The Honorable Jay S. Hammond, Governor of Alaska

The Honorable Ted Stevens, U.S. Senate

The Honorable Frank H. Murkowski, U.S. Senate

The Honorable Don Young, U.S. House of Representatives

NPFMD, Chairman, Clem Tillion

The Honorable Bob Mulcahy, Alaska State Senate

The Honorable Eric Sutcliffe, Alaska House of Representatives

PASSED AND APPROVED this 20 day of May, 1982.

Carl H. Mack
MAYOR Pro Tem

Attest:

Barbara S. ...
CITY CLERK

RESOLUTION NO. 82-38-R

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The President
Ronald Reagan

The Honorable Jay S. Hammond
Governor of Alaska

The Honorable Ted Stevens
United States Senate

The Honorable Frank H. Murkowski
United States Senate

The Honorable Edward M. Kennedy
United States Senate

The Honorable Don Young
The United States House of Representatives

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

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

NPFMD, Chairman, Clem Tillion

Alaska Legislature

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

All Alaska Cities

PASSED AND APPROVED this 30th day of April, 1962 by

the Borough Assemb^{ly}

KODIAK ISLAND BOROUGH

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

ATTEST:

By *Stelou Miller, cme*
Borough Clerk

Ayes 7 Nays 0

Introduced by: Mayor
Date: June 15 1982
Votes: 13 Yes, 1 No
Action: Adopted

KENAI PENINSULA BOROUGH

RESOLUTION 82-108

OPPOSING THE PROPOSED SHARE-QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES, AND IN PARTICULAR, THE PROPOSED HALIBUT SHARE-QUOTA SYSTEM.

WHEREAS, the North Pacific Fishery Management Council on March 25, 1982 suggested that a moratorium be imposed immediately on new entrants to the Alaska halibut fishery, and recommended that a share-quota system of allocation of the fishery be prepared for the 1983 season; and

WHEREAS, the proposed share system will allocate permanent fishing shares consisting of a fixed percentage of the halibut resource to individual fishermen based on a yet to be determined formula, but it has been suggested to limit the halibut taking to only those fishermen who engaged in the halibut fishery the past three years and to allow them only their average take of the past three years; and

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

WHEREAS, this halibut share-quota system could be used as a precedent and prototype for other Alaskan fisheries by state and federal fishery managers and such a system may concentrate the increasing wealth of our fisheries into fewer and fewer hands, creating great inequities of opportunity in our fishing communities; and

WHEREAS, Alaska fishery managers already have an adequate variety of regulatory tools, such as harvest levels, sex and size limits, gear restrictions, area closures, et cetera; and

WHEREAS, the idea of permanently turning over the ownership of our public resource through a share-quota method of allocation is contrary to the nature of our fishing industry;

NOW THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH:

~~Section 1. That the Borough is opposed to the share-quota system of allocation of fisheries resources in Alaska, and particularly the proposed halibut share-quota system.~~

Section 2. That the Clerk shall serve copies of this resolution upon The President, Ronald Reagan, upon The Honorable Jay S. Hammond, Governor of Alaska, upon The Honorable Terry Miller, Lieutenant Governor of Alaska, upon The Honorables Ted Stevens, Frank H. Murkowski and Edward M. Kennedy, U.S. Senators, upon The Honorables Don Young, John B. Breaux and Gerry E. Studds, U.S. Representatives, upon Malcolm Baldrige, Secretary U.S. Department of Commerce, upon the International Pacific Halibut Commission, the National Oceanic & Atmospheric Administration, North Pacific Fishery Management Council, Clem Tillion, Chairman National Marine Fisheries Service, Alaska Legislature, Senators & Representatives and upon all Alaska cities and boroughs.

Section 3. That this resolution takes effect immediately upon its adoption.

ADOPTED BY THE ASSEMBLY OF THE KENAI PENINSULA BOROUGH ON THIS 15 DAY OF June, 1982.


John C. Davis, Assembly President

ATTEST:


Borough Clerk



CITY OF KENAI
"Oil Capital of Alaska"

P. O. BOX 580 KENAI, ALASKA 99611
TELEPHONE 283 - 7835

May 25, 1982

The President
The White House
Washington, D.C. 20500

Dear President Reagan:

Please find enclosed a copy of Resolution 19-82 from the City of Kodiak, Alaska, which opposes the share quota system of allocation of fisheries resources.

This resolution has also been considered by the City Council of Kenai, Alaska at its regular meeting of May 19, 1982. The City Council unanimously agreed with the resolution from the City of Kodiak. The Kenai City Council has directed me, as City Manager, to communicate their actions on this resolution to you and respectfully asks you to oppose the share quota system of allocation of fisheries resources in Alaska.

Sincerely,

Wm. J. Brighton
City Manager

WJB/dc
Enclosure

WHEREAS, such a system may concentrate the increasing wealth of our fisheries into fewer and fewer hands, creating great inequities of opportunity in our fishing communities; and

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

WHEREAS, Alaska fishery managers already have an adequate variety of regulatory tools, such as harvest levels, sex and size limits, gear restrictions, area closures, et cetera; and

WHEREAS, the fishing industry is too vital to the people and economy of Kodiak and Alaska to risk all the inherent dangers and inequities of a share-quota system of allocation of fishery resources; and

WHEREAS, the City of Kodiak considers the rich, abundant fisheries resources in the waters surrounding Kodiak Island and Alaska to be a renewable public resource which serves to sustain a necessary part of the livelihoods and economy of the people and communities of our island and our state; and

WHEREAS, the idea of permanently turning over the ownership of our public resource through a share-quota method of allocation is contrary to the nature of our fishing industry.

NOW, THEREFORE, BE IT RESOLVED that the City of Kodiak is opposed to the share-quota system of allocation of fisheries resources in Alaska; and

FURTHER, BE IT RESOLVED that this resolution be communicated to the following people:

The President, Ronald Reagan

The Honorable Jay S. Hammond, Governor of Alaska

The Honorable Terry Miller, Lieutenant Governor of Alaska

The Honorable Ted Stevens, U. S. Senate

The Honorable Frank H. Murkowski, U. S. Senate

The Honorable Edward M. Kennedy, U. S. Senate

The Honorable Don Young, U. S. House of Representatives

The Honorable John B. Breaux, U. S. House of Representatives

The Honorable Gerry E. Studds, U. S. House of Representatives

U. S. Department of Commerce, Malcolm Baldrige, Secretary

International Pacific Halibut Commission

National Oceanic and Atmospheric Administration

North Pacific Fishery Management Council, Cleo Tillion, Chairman

National Marine Fisheries Service

Alaska Legislature, Senators and Representatives

Messrs. H. A. Boucher
Steve Cowper
Tom Fink
Bruce J. Lemke
Rick Reakoff
Bill Sheffield
Edward J. Vincent
Stephen McAlpine

All Alaska Cities

PASSED AND APPROVED this 3rd day of May, 1962.

CITY OF KODIAK

Alan J. Beardsley
MAYOR

ATTEST:

W. Brown
ACTING CITY CLERK

City of Soldotna

BOX 409

PHONE 262-9107

SOLDOTNA, ALASKA 99669



CITY OF OPPORTUNITY

October 28, 1982

David Shrader, Co-Chairman
A.O.F.S.
Pouch 490
Kodiak, AK 99615

Dear Mr. Shrader:

Thank you for the letter from Alaskans Opposed to Fishery Shares.

An entire packet of material was submitted to the Soldotna City Council. The Council did not wish to pass a resolution but agreed to the concept as presented in the resolutions from other cities and boroughs. Letters to this effect have been sent to those concerned.

Sincerely,

A handwritten signature in cursive script that reads "Justin G. Maile".

Justin G. Maile
Mayor

JGM:mg



KETCHIKAN GATEWAY BOROUGH

344 FRONT STREET
KETCHIKAN, ALASKA 99901

September 15, 1982

Mr. David Shrader, Chairman
Alaskans Opposed to Fishery Shares
Pouch 490
Kodiak, Alaska 99615

Dear Mr. Shrader:

Your letter and attachments of August 25, 1982 requesting Assembly action in support of your group's opposition to the "share-quota" form of management for fisheries particularly the halibut fishery was presented to the Ketchikan Gateway Borough Assembly at its regular meeting of September 7, 1982.

The following motion was adopted: "to support the Alaskans Opposed to Fishery Shares objection to the share-quota system of management in any fishery." Those members who supported the motion felt that it was entirely appropriate to support such a request because Ketchikan is a fishing community. However, those members who did not support the motion were concerned about a lack of information from the North Pacific Fishery Management Council.

It would appear that if your group desires stronger support from the Ketchikan Gateway Borough Assembly, substantial research into the program would have to be done in order to present both sides of the issue. The Assembly did not request this research, and therefore, no further action is anticipated.

Sincerely,

KETCHIKAN GATEWAY BOROUGH

Georgianna Booth
Georgianna Booth, Clerk

KODIAK AREA CHAMBER OF COMMERCE

RESOLUTION 02-582

A RESOLUTION OF THE KODIAK AREA CHAMBER OF COMMERCE
OPPOSING THE SHARE QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES.

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

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

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

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

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

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

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

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

WHEREAS, ...IS HALIBUT SHARE QUOTA SYSTEM BEING USED
AS A PRECEDENT AND PROTOTYPE FOR OTHER ALASKAN FISHERIES BY STATE AND
FEDERAL FISHERY MANAGERS, and

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

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

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

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

WHEREAS, the Alaska fisheries industry is the first, or
close second, largest private sector employer in the State, and as
such, too vital to the people and the economy to risk all the in-
herent dangers and inequities of such an irreversible, unnecessary
management plan as the shares system, and

WHEREAS, the entire economy of Alaskan coastal communities
such as Kodiak is small businesses dependently interfacing with the
fisheries industry and providing economic and logistic support to the
independent fishermen, and

WHEREAS, the Kodiak Area Chamber of Commerce considers
the rich abundant fisheries resources in the waters surrounding Kodiak
and Alaska to be a renewable PUBLIC resource which serves a primary
purpose, along with providing food for the people of the world, of
sustaining the livelihoods and economy of the people and communities
of our island and State, and

WHEREAS, ...IS HALIBUT SHARE QUOTA SYSTEM BEING USED
AS A PRECEDENT AND PROTOTYPE FOR OTHER ALASKAN FISHERIES BY STATE AND
FEDERAL FISHERY MANAGERS, and

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

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

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

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

WHEREAS, the Alaska fisheries industry is the first, or
close second, largest private sector employer in the State, and as
such, too vital to the people and the economy to risk all the in-
herent dangers and inequities of such an irreversible, unnecessary
management plan as the shares system, and

WHEREAS, the entire economy of Alaskan coastal communities
such as Kodiak is small businesses dependently interfacing with the
fisheries industry and providing economic and logistic support to the
independent fishermen, and

WHEREAS, the Kodiak Area Chamber of Commerce considers
the rich abundant fisheries resources in the waters surrounding Kodiak
and Alaska to be a renewable PUBLIC resource which serves a primary
purpose, along with providing food for the people of the world, of
sustaining the livelihoods and economy of the people and communities
of our island and State, and

WHEREAS the idea of permanently turning over the ownership of our public resource to a few private hands totally contradicts the principle of free enterprise, and is contrary to the fundamentals upon which our country is founded,

~~NOW, THEREFORE, BE IT RESOLVED that the Kodiak Area Chamber of Commerce is opposed to the share quota system of allocation of ANY fisheries resources in Alaska, and that this resolution be communicated to the following people:~~

The President
Ronald Reagan

The Honorable Jay S. Hammond
Governor of Alaska

The Honorable Ted Stevens
United States Senate

The Honorable Frank H. Murkowski
United States Senate

The Honorable Donald Young
The United States House of Representatives

The Honorable John Breaux
The United States House of Representatives

The Honorable Gerry Studds
The United States House of Representatives

NPFMC, Chairman, Clem Tillion

Alaska Legislature

Mssrs. Steve Cowper, Tom Fink, Bill Sheffield,
Dave Rose, Dick Randolph

PASSED AND APPROVED this _____ day of _____, 1982
by the Kodiak Area Chamber of Commerce.

KODIAK AREA CHAMBER OF COMMERCE

By _____
President

ATTEST:

By _____
Managing Director

ALASKANS OPPOSED TO FISHERY SHARES

POUCH 490 • KODIAK, ALASKA 99615

MAY, 1982

Fellow Alaska Fisherman,

~~We are a group of fishermen who are concerned about recent actions taken by the North Pacific Fisheries Management Council toward implementation of an "individual quota" or share system form of federal management for the Alaskan halibut fishery.~~

Under the proposed system, shares will be allocated on performance levels averaged over the last three years. The average percentage of the total quotas that an individual landed during those years will determine the size of the share he will be granted.

While an "individual quota" guarantees a minimum catch to the shareholder which he can harvest at leisure, at the same time it sets a maximum level of harvest that he may not exceed, unless he purchases more shares from another fisherman. This eliminates one of the most basic precepts of commercial fishing or any other business - that of fair competition and free enterprise. Under this system, a fisherman will either have to "hang it up" when his quota is reached no matter how much of the TOTAL quota has been harvested, or how good the fishing he's found; or he will have to buy more shares if they are available. This brings us to another point - the price of the shares.

Since "shares" not only provide the exclusive right to harvest, but also guarantee a percentage of the quota, it is easy to see that the value they will attain will be considerable. Since the shares come with a "lifetime guarantee", it has been conservatively estimated that their transfer price could be between 2½ to 5 times the gross sales value of the fish landed by the shareholder in a year. If the price for halibut is \$1.00/lb., then a 50,000 lb. share might cost \$125,000 to \$250,000 or even more. Obviously, the only buyers for shares will be the already successful fisherman who wants a bigger piece of the pie and can afford to buy it, or other interests with a great deal of buying power. The days of entry into that fishery by a hard-working individual with high hopes and a shoestring budget will be over. The ability to fluctuate between fisheries as needed will be greatly impaired by the shares system.

Most importantly, we feel we are witnessing only the beginning of the spread of the individual quota system through Alaska's commercial fisheries. Dr. James Crutchfield is a professor of economics at the University of Washington, a member of the Pacific Fisheries Management Council, and a major architect of limited entry theory and the shares system. Recently, in Fishermen's News (2nd issue, March '82) he says:

" I think the council's mandate parallels the common sense that any fisherman will tell you - that you can't manage single fisheries alone because the effects spill out to other fisheries, and ultimately I think we do have to have either management plans or a stated reason why we don't need a management plan for each of the major and some of the minor fisheries in the Pacific Coast states."

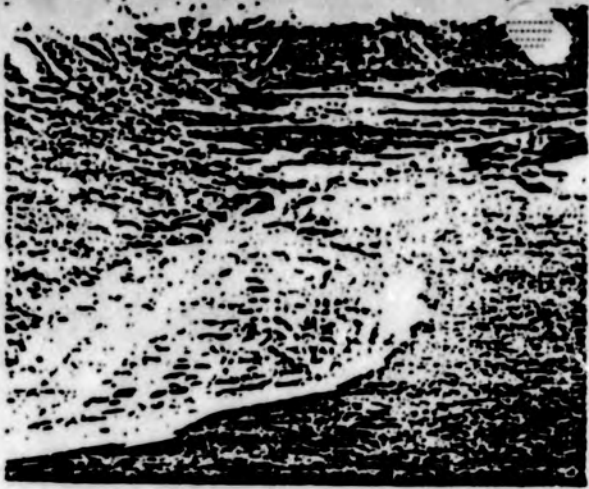
Dr. Crutchfield, Don Bevan (University of Washington), and Jim Richardson of the NPFMC, among others, were part of the work group that helped develop the shares management scheme for the halibut fishery. Their aim is to develop and implement management plans which will result in capital intensive and from their point of view more "efficient" fishery harvests. This threat is very real and the idea is NOT new - the shares concept has been developing since 1973 or so.

Like you, we are fishermen preparing for our summer seasons. We are NOT economists, politicians, or a lobby group. We think the most effective opposition to "shares" will come from YOU, individual fishermen, and your fisherman's associations. Our group was formed in an effort to inform as many Alaskans as we can of the immediacy of this situation, and to try to impress upon you the importance of making your feelings known to those who can affect its outcome.

Included in this mailing is a list of names and addresses of people who should be made aware of your feelings on this subject --- the more of them you write to, the better. In addition to the list of names, your STATE legislators should be informed, and if you are a member of a fisherman's organization, urge them to take a strong and vocal stand.

We will continue to inform as many Alaskans as possible through statewide ads, mailouts, etc. This is expensive, so we need donations; we have no other source of income. Make checks payable to:

ALASKANS OPPOSED TO FISHERY SHARES
Pouch 490
Kodiak, Alaska 99615



SEWARD
CHAMBER of COMMERCE



HOME OF THE SILVER SALMON DERBY

BOX 756 SEWARD, ALASKA 99664

May 19, 1982

Alaska State Legislature
Pouch V
Juneau, AK 99811

The Seward Chamber of Commerce wishes to
express its support of the Kodiak Chamber
of Commerce resolution opposing the share
quota system of allocation of fisheries
resources.

Sincerely,

Brent Whitmore

Brent Whitmore
President

Enclosure

KODIAK AREA CHAMBER OF COMMERCE

RESOLUTION 02-582

A RESOLUTION OF THE KODIAK AREA CHAMBER OF COMMERCE
OPPOSING THE SHARE QUOTA SYSTEM OF ALLOCATION OF FISHERIES RESOURCES.

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

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

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

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

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

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

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

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

WHEREAS, THIS HALIBUT SHARE QUOTA SYSTEM IS BEING USED AS A PRECEDENT AND PROTOTYPE FOR OTHER ALASKAN FISHERIES BY STATE AND FEDERAL FISHERY MANAGERS, and

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

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

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

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

WHEREAS, the Alaska fisheries industry is the first, or close second, largest private sector employer in the State, and as such, too vital to the people and the economy to risk all the inherent dangers and inequities of such an irreversible, unnecessary management plan as the shares system, and

WHEREAS, the entire economy of Alaskan coastal communities such as Kodiak is small businesses dependently interfacing with the fisheries industry and providing economic and logistic support to the independent fishermen, and

WHEREAS, the Kodiak Area Chamber of Commerce considers the rich abundant fisheries resources in the waters surrounding Kodiak and Alaska to be a renewable PUBLIC resource which serves a primary purpose, along with providing food for the people of the world, of sustaining the livelihoods and economy of the people and communities of our island and State, and

WHEREAS, the idea of permanently turning over the ownership of our public resource to a few private hands totally contradicts the principle of free enterprise, and is contrary to the fundamentals upon which our country is founded,

NOW, THEREFORE, BE IT RESOLVED that the Kodiak Area Chamber of Commerce is opposed to the share quota system of allocation of ANY fisheries resources in Alaska, and that this resolution be communicated to the following people:

The President
Ronald Reagan

The Honorable Jay S. Hammond
Governor of Alaska

The Honorable Ted Stevens
United States Senate

The Honorable Frank H. Murkowski
United States Senate

The Honorable Donald Young
The United States House of Representatives

The Honorable John Breaux
The United States House of Representatives

The Honorable Gerry Studds
The United States House of Representatives

NPFMC, Chairman, Clem Tillion

Alaska Legislature

Mssrs. Steve Cowper, Tom Fink, Bill Sheffield,
Dave Rose, Dick Randolph

PASSED AND APPROVED this 3rd day of MAY, 1982
by the Kodiak Area Chamber of Commerce.

KODIAK AREA CHAMBER OF COMMERCE

By [Signature]
President

ATTEST:

By [Signature]
Managing Director

Cordova Aquatic Marketing Association, Inc.

Producers of Aquatic Products

(907) 424-3447
(907) 424-7473

P. O. Box 359
CORDOVA, ALASKA 99574

July 20, 1982

Alaskan Opposed to Fishery Shares
Pouch 490
Kodiak, AK 99615

Attn: Barb Mankiewicz

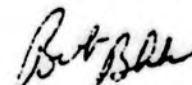
Dear Barb,

I have been negligent in informing you that on June 13, the C.A.M.A. general membership passed a motion to fold Kodiak's lead in opposing the share quota system. Unfortunately, things have been so hectic that notifying you was overlooked.

Based on that position, I would certainly assume we can at least house a petition. I would refrain from any type of further actions at this time due to our total involvement in price negotiations and, hopefully, fishing until the end of September, when we are through fishing.

Sorry about the delay.

Sincerely,



Bob Blake
President

BB/mlp