

ALASKA LING COD COMPLETION DATED 12/2

1209 ARRC FISHERIES ISSUES 109

This smoothing out method of projecting probable king and coho catches considers the average relative changes from week to week and applies these relationships to weeks which were affected by closures and build-up or catch-up effects. These week-to-week relationships are remarkably stable in the long run, especially for king salmon catches, and could be readily used as a predictor for in-season management, a recommendation made earlier in this report. The 1981 season is then smoothed out to a close approximation of what would likely have occurred week by week without closures, quotas, and the "build-up" or "catch-up" effects.

The 1981 weekly pattern and probable seasonal total more closely resembled the six-year pattern (and the long run historical pattern in which king salmon catches tail off significantly after mid-season), and was similar to the three-year 1978-80 average used by management only during early season. Catches in 1981 began falling significantly below the 1978-80 level in the second week of June (12% in week 24 and 18% in week 25), and continued their relative decline throughout the season. In fact, the disparity between management estimates based on the abnormally strong late seasons of 1978-80 and actual catch in 1981 from August 20 to September 3, showed that management estimates were 73% above actual catch even including any catch-up effect following the closure.

INDIVIDUAL CLOSURES

The impact of the four 1981 closures on salmon catch and consequently fishermen's income are estimated as follows:

Quota Closure #1, April 15-May 14

This closure occurred for two reasons; as a response to increasing federal pressure and as a conservation measure, to increase the escapement of Alaska stocks.

Good late winter catches, greatly improved spring spawning escapement, excellent inside sport fishing and high early season catches indicated strong spring runs. Excellent escapements in several systems testified to the conservation success of this closure and strong early runs. High early season catches were a result of both the build-up effect from fishing being closed and strong spring runs. Since spawners are on the move during this period, it is unlikely that the good opening catches were entirely due to build-up. The fact that build-up was virtually non-existent after the July and August closures (as it was after the July, 1980, closure) indicates run strength played a significant part in early season catches for weeks 21-23. After that period, catches returned to more normal levels and then declined in relation to the exceptional 1978-80 averages after early June. The cost of the early season closure can be computed

by using the weekly catch level relationships by week for the six-year average and applying those to weeks 17-19, 20, 21, and 22. This produces estimates for the closed weeks and also smooths out the build-up effect after opening.

<u>Weeks 17-19, 20, 21, and 22</u>	<u>Chinooks</u>
Projected catch without closure	58,242
Actual catch with closure	-51,842
Chinook salmon lost. (April 15 - May 14)	6,400

Management Error Closure #1, June 26-July 4

The weeks which appear to have been affected were the week prior to the closure (26), the closure (27), and the two following weeks (28 and 29) in which a build-up was apparently not present to any great degree. This could indicate that the fish present during this period were on the move rather than schooling or building up due to lack of fishing pressure. Historically, king catch levels begin declining in early July and this appeared to be the case in 1981. After this closure catches were slightly below the 6-year average.

This closure was strictly for the purpose of keeping catch levels below the quota (optimum yield). There was no biological basis for this closure and, ironically, it was the use of non-current data reflecting high early season abundance which caused the closure. However, as early as the second week of June, it was apparent that 1981 would not be up to the level of the 1978-80 period.

<u>Weeks 26-29</u>	<u>Chinooks</u>
Projected catch without closure	<u>66,513</u>
Actual catch with closure	-57,972
Chinook salmon lost.	<u>8,541</u>
(June 26 - July 15)	

In addition to king salmon losses, cohos and pinks were beginning to show before this closure. Coho losses are based on three-year weekly averages for the closure week and adjusted for 1981 catch levels before and after the closure. (See Table 2.) Pink, sockeye, and chum losses are estimated to total \$75,000.

A three-year average was used to reconstruct the week-by-week coho catch because the average catch for 1978-80 was approximately the same as the 1981 season. If it is assumed that the seasonal patterns were roughly the same, then 1981 can be reconstructed with a fair level of confidence.

<u>Weeks 26-29</u>	<u>Cohos</u>
Projected catch without closure	<u>19,130</u>
Actual catch with closure	-14,183
Coho salmon lost.	<u>45,147</u>
(June 26 - July 4)	

Management Error Closure #2, August 10-19

This closure was imposed for the primary purpose of reallocating much of the peak of the coho run from outside to inside waters and thus changing the mix of gear types which would harvest these fish.

That 1981 was a banner coho year was evident by late July (week 31) when over 150,000 cohos were landed in just 7 days

by trollers alone. And the fishing continued to improve right up to the closure. In spite of these exceptional catch levels, management carried through with the closure.

The fact that the net fisheries were allowed to continue fishing in the interception areas and that inside trolling was closed beyond the normal six-day period for only four of the ten days, clearly indicated that no serious management effort was made to limit inside fishing effort. By contrast, all outside troll effort was prohibited during the ten most economically critical days of the season. Coho catches peak at that time and chinook salmon are still fairly abundant in outside waters though down from early season levels.

Another underlying issue for this closure was the fact that most fisheries managers still under the mistaken impression that king catches were similar to the 1978-80 period, felt that it was necessary in order to stay within the chinook quota. Further, federal managers, who are under heavy political pressure, were pressing the state for early closure and, in fact, kept the FCZ closed for the rest of the season.

Actual chinook salmon harvests were no more than 242,000 at the time, a fact that should have been known to managers and used to keep open or re-open outside waters for a single species fishery targeted on chinook salmon.

Chinook salmon were lost to fishermen during this closure. On the average, chinook catch levels were dropping significantly over the week 32-36 period, and by the end of July catches were already 25% below the three-year average for week 31. By assuming the six-year average weekly pattern of decline but starting at a level slightly below the six-year average, a probable catch of 53,616 is projected, compared to an actual catch of 35,706 or a loss of 17,910 chinook salmon. This correlates fairly closely with the six-year average catch of about 18,000 during the ten-day closure period with no consideration given to build-up. Some build-up appeared to have occurred just before the closure but could have been attributed to freezer boats selling off-season catches just after the 10th. Also, after the closure, bad weather outside and poor fishing prevented fishermen from enjoying any build-up at that end, with the exception of a few boats in the southern part of the region catching the tail-end of the fast-moving fall chinook run for a few days. Seiners experienced good king catches in southern areas before and during the August closure.

Thus, total chinook salmon lost to Alaska fishermen as a result of not having a single-species chinook fishery during the August 10-19 coho reallocation closure can be estimated as follows:

<u>Weeks 32-36</u>	<u>Chinooks</u>
Projected catch without closure	<u>53,616</u>
Actual catch with closure	-35,706
Chinook salmon lost (August 10-19)	<u>17,910</u>

Management Error Closure #3, Sept. 4-12, for Chinook Salmon

By overestimating the troll chinook salmon catch for the year to date and the period August 20 to September 3, the ADF&G closed the chinook season early on September 21 16,900 chinooks short of the quota (optimum yield).

In fact, using the six-year averages and estimates in Table 1, assuming normal levels of effort, the harvest would not have been expected to exceed about 5,000 additional chinooks, from September 4-12.

<u>Weeks 35-38</u>	<u>Chinooks</u>
Probable catch without closure	<u>20,505</u>
Actual catch with closure	-15,249
Chinook salmon lost (September 4-12)	<u>5,256</u>

This closure, ostensibly to prevent over-reaching the quota (optimum yield), in fact compounded the errors of management in the earlier closures and served to insure that actual harvests would be even further below the quota (optimum yield) than would have otherwise been the case.

Homan-McDowell

Juneau, Alaska

February 10, 1982

January 30, 1981

Submitted to Reg. Review in 1981. Situation still stands and is getting worse.

L. Smith
Feb, 1982

The policies and procedures of the Alaska Department of Fish and Game since 1975, and the Board of Fisheries hearings since 1978-79 have gone beyond the point of rational acceptance. The urgency of the situation has caused me to spend uncountable hours investigating the status of the resource, the economy, and management policies pertaining to the troll fishery. I have tried to make sense of all the information I come in contact with, going back to the conception of Limited Entry, and the regulatory practices since 1970.

I wish to make a brief point of areas in question:

- A. The resource, King and Coho salmon, is not in such a depressed state as we would be led to believe by management. The real problems of mortality have not been addressed for political reasons as well as lack of data.
1. We don't have a sufficient observer program to document river escapement, except the Taku River. Escapement figures have been assumed or selected to fit nature of management plan.
 2. Foreign interception of King salmon in the FCZ may run from 200,000 to 500,000 fish annually.
 3. NPFMC-PDT and ADF&G staff ignore any biological data input other than their own.
- B. The economy of the troll fishery has been basically stable through the last decade. The hand troll catch and units of gear have increased since limited entry (1975). If the full optimum yield of this resource is realized, and the political implications shown, the hand troller would not be a problem.
1. The troll fleet (hand and power) is a major part of the Southeast Alaska economy, an urban and major rural contributor.

"The annual average catch value of troll salmon is \$20 million and is 40% of catch of all Southeast gear types". (Hohman-McDowell report-1980) It also employs a higher percentage of Alaskan residents than any other gear type.

4a)

5 AAC 39. 270 Troll Specs. and Operations

Comment: As stated before, the total of the area/time closures and gear restrictions presents an over kill in the percentage allocations. I would like to make the point, that the number of dependent fishermen in the hand troll fishery, for example, could be estimated at 700. The number of out of state hand trollers is 379. These people have nothing else to do but fish up here. They could conceivably be catching 50% of the hand troll allocation. In other words, our residents and fellow Alaskans are being forced into poverty because of an outside interest. This problem has never been addressed. The ADF&G seems more interested in Empire Building than protecting the residents of this state.

5 AAC 48, 090 Adopted 1-15-79 No Sport Fishing

Comment: There was no public hearing on this action to start with. This is discrimination against the troller, and it is undue not to be able to use private property for recreation. Some of us, in this world, have to fish for a living and or live closer to Mother Nature than the local supermarket. Even so, a bad season means no money to purchase food. A bias and unseeing ADF&G puts people, who need food, in a worrisome and precarious position. If the ADF&G wants to make sure, "the closed to commercial areas" are policed, they can have all fish caught in such an area clipped of their fins. One small vessel and two people, 8 hours a day, could insure the sport division satisfactory results. As for outside closed areas, this regulation is grossly bias against the troller, discriminatory, unjust, violates personal rights, and definitely an undue hardship on the owners and his relatives and friends. The latter, who are not allowed on the vessel for recreation cannot enjoy a day on the waters of SE Alaska for any reason other than commercial fishing. This regulation is a perfect example of the ADF&G insinuation that trollers are pirates to begin with and should be dealt with in said manner.

5 AAC 33.310 Weekly Fishing Periods

Comment: Does this amended regulation mean state wide? I believe these restrictions are compounding the economical impact on the dependent fisherman and the small community. In conjunction with 5 AAC 39.270, "troll specs and operations", there is a definite overkill on the catch percentage allowed. I would like to raise the question of foreign vessel catch of our salmon stocks. I do not believe the troll fishery is directly responsible for the condition of the salmon.

5 AAC 33. 365 Salmon Troll Management Plan

Comment: Again the Board of Fisheries and the ADF&G point directly at the troll fishery as the main problem in salmon management. This is true only in point, that we fish on the open sea and feeding grounds and present a bureaucratic paper filing problem on which crawler to put the trollers in! If the troll fleet is not

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★ NO KNOWLEDGE OF PRIOR REGULATORY EFFORTS

Management decisions and policy is made annually without any guidance from prior regulatory input. ADF&G considers the data as preliminary for two to three years.

CLOSURE

The June closure was announced with a total tabulated catch of 103,000 Kings from October 1, 1980, to June 13, 1981. This closure was initiated under the assumption the catch as of June 24, 1981, would be 150,000 fish. This cannot be documented until the tickets are tabulated. All other fisheries will continue in State waters, Canadian waters and in the eastern section of the FCZ by foreign interests. Again, there seems to be no conservation intended, just reallocation. The Halibut opening the second week of June took considerable troll effort off the grounds. The people involved in the Halibut opening will not be fishing again for a period of time, due to the logistics involved in changing gear and travel. The quota is established from October 1 of each year until season closure in the fall. The season end is set at Sept. 20 this year. This leaves approximately 11 weeks left to fish, if no further closures are imposed. The ADF&G has proposed a ten-day closure June 25 to July 5, a tentative ten-day closure July 28 to August 6, and early season end in late August or early-September. This is a further reduction of approximately 40 days from the season. Coupled with the Board of Fisheries reduction of 41 days from the season and the 12% quota cut, the situation seems to have become impossible. The Commercial Fisheries Division has been uncooperative in attitude and unresponsive to any input other than their own data. The Board of Fisheries seems to be trying to manage for conservation of the resource and the ADF&G managing for reallocation. The troll fishery will not survive this type of management.

10 Foreign trawlers were on our fishing grounds in June when we were forced to port. H. 1982

RECOVERY

The Taku River escapements are 200 to 300% higher in the last two years. This is the only river with a comprehensive (as can be) escapement program. This shows our stocks are recovering since implementation of Limited Entry in 1975 and Fisheries Conservation and Management Act of 1976. 1975 and 1976 are the parent years for these stronger returns. The ADF&G has changed their goals from "recovery" to "speed of recovery" of the resource, and subsequently, it appears, to reallocation of the resource.

600% higher escapement in 1981. H. 1982

FISH TICKETS

Alaska Department of Fish and Game uses fish tickets to compile information to manage the troll fishery. Up until a few years ago numbers of fish were not included on a high percentage of tickets. (Daily averages were used by many fishermen.) The areas of catch reported on tickets are substantially not correct because of competitive nature of fishery. Tickets do not show the strength of runs, only the amount of fish caught.

Tickets were double counted in 1981 causing undue closures. 11 Feb. 1982.

ESCAPEMENT

Escapement figures are not conclusive, as ADF&G does not have adequate surveillance of Southeast rivers, and condition of rivers makes it virtually impossible to count fish. Other factors, such as predators (seals, sea lions, sharks), foreign trawl effort, and Japanese High Seas Gillnet fishery have not been addressed or included in management criteria. A King salmon tagged in Gambier Bay during a pink salmon seine test fishery, was recovered in the Bering Sea by a U.S. trawler. (ADF&G). High Seas gillnet fishery targets all species of salmon around 4 to 6 pound average. The troll fishery is recovering many net sc ~~ed~~ small chinook, coho, and chum salmon consistently.

SUSTAINED YIELD

Managing a fishery on a sustained yield basis seems arbitrary if escapements are not known, strength of runs cannot be measured and foreign interceptions are at best only estimated. Optimum Yield (OY) was developed from fish tickets collected in the years 1970 to 1977. This was before the growth of the hand troll fleet and during the implementation of Limited Entry. Limited Entry was at that time stated to be the stabilizing force to insure the participants security in their investment and livelihood. This also includes the 1975 season which was cut short because the silvers stayed off shore until late and the fish tickets did not show enough catch inshore. The fishermen told ADF&G this but were ignored. The season was reopened three weeks later.

OPTIMUM YIELD

Optimum Yield is defined as the allowable catch which will provide the greatest overall benefit to the nation taking

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Fish Enhancement! Fred Division, ADF&G

Comment: Where is fish enhancement? Six years have passed since the ADF&G has been talking about strengthening the native stock or hatcheries. All they have done is take money (tax dollars) and purchase police boats, charter airplanes, guns, badges, and uniforms (to stock streams with?). We took the limited entry system in as a step needed to save our native runs, and to insure safety to make a living. The ADF&G has not upheld their end of the bargain. All we have received from ADF&G is more time and area closures that I want to single out as "temporary measures until?". These measures, instead of being dropped when the excuse was achieved, have been left as another monument from ADF&G that they have no intention of just regulation. Also, any information you may volunteer or bring up to the Commercial Fishing Division will be found in the proposed regulations, altered in a way to make it more difficult for trolling. I have been told by people that work as stream observers, etc., that they are the first people let go by ADF&G if they run low on budget. Dave Cantillions own words about management and the resource is that "the data they have is weak, they have tested or observed fifteen to twenty rivers or streams out of two thousand in SE Alaska, and the Coho stocks in SE are not in danger but are borderline". Yet this is the excuse given for continual cuts and pressures put on bush communities through the troll industry; or visa versa. I have thoughts about why these trends are moving against the troller but these are basically without proof.

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into account maximum sustained yield (MSY) as modified by food needs, recreational needs and social, economic, or ecological factors. MSY is unknown due to lack of data. OY has become a "quota" without any data base, or any public response or input; and "sustained yield basis" has become "established guideline harvest level" by the same phenomenon.

A Senate Resource Committee hearing in April 1981, with NOAA General Council and representatives of National Marine Fisheries Service salmon plan development team, raised concern about the validity of managements data base. Senator Fahrenkamp, Senator Gilman and Senator Mulcahy were in attendance; with aides from Senator Eliason's office, House Resources, and Representative Duncan's office. Senator Gilman asked the NMFS biologist if they could substantiate the data used in troll management; the answer was no.

TIME AND AREA CLOSURES

Time and area closures have been devised as a management tool. This tool only serves to intensify effort and increase pressure on certain stocks of salmon migrating through the area. Again, decisions were made from fish tickets information which cannot show resource strength in areas not fished and only show number of fish caught in open areas.

ALASKAN INTERCEPTION OF SOUTHBOUND SALMON.

Washington Department of Fisheries has not provided sufficient evidence of Alaskan interception of Chinook bound for Washington. Numerous studies have shown environmental degradation and massive destruction of small salmon by Columbia River dams. Chinook salmon forgone by S.E. Alaskan closures will only be reallocated to Canadian trollers. If any fish do get to Washington waters, they will be harvested by Washington fisheries and treaty Indians net fisheries. There is not a conservation motive here. It should be noted that 30% of the Southeastern Alaskan troll landings are accounted for by American fishermen other than Alaskan residents. (ADF&G)

QUOTA *over 100,000 chinook were incidentally caught by foreign trawlers off Vancouver Is. in 1980. \$1982*

The quota imposed on the troll fishery and the 12% reduction adopted by the Board of Fisheries this year is a reallocation of fish to the Canadian troll fishery. The Canadian troll season began April 15th this year. The reduction to eight lines and area designation forced the fleet to target on King salmon. By regulation, the fleet was forced to choose the money fish for a higher return. Very little is known about the migration habits of Chinook, therefore, it is conceivable the Canadian catch includes Southeast Alaskan salmon.

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stocks. My figures for 1979 incidental catch of chinooks in the Bering Sea and Gulf is conservative at 120,000 fish. This count is taken on a 1 in 5 observer-foreign vessel data base, which in reality is totally inadequate. A reduction in effort by government buying of all permits now for sale would insure that number as being retired from ever fishing. I refer to government buying of permits only in reference to Council members' implication that too many permits were issued by the government.

C. Time and Area Closures

Through experience as a year around troller for nine years in Northern Southeast Alaska, I strongly object to poor management policies. Time and area closures to the troll fleet foster social, economic, and resource destruction. Time and area closures, coupled with limited entry, is irresponsible and negative in nature, to the resource and socio-economic situation in Southeast Alaska. The implementation of inside area and time closures in the past five years and limited entry are the two main reasons we have an increased fishing effort in the FCZ and Surfline. The grouping of the troll fleet and time restriction intensifies fleet activity on certain runs of fish. NMFS biologist and PDT member, Bill Robinson stated to me that the best way to manage a fishery is to spread effort over wide areas thus minimizing pressure on certain stocks and migratory routes. This is a logical and rational approach to resource management. Why then is the PDT determined to make proposals advocating bad management? The troll fishery was, before limited entry, life-style oriented. With people acquiring permits who are not fishermen but businessmen, and the smaller troller being replaced by the larger offshore troller because of inside area closures, the FCZ has received the increased effort. It should be noted that 30% of troll landings in 1979 in Alaska were made by non-residents (ADF&G). These were, for the most, offshore and surfline landings. If the situation can be reversed and the people of Southeast Alaska be allowed to fish their historic areas, the pressure on the outside mixed stocks and certain inside stocks will be relieved. The effort will again spread over all the waters and be of much lesser impact on the chinook runs.

The "Brite" Columbia River natural stock of chinook has a higher percent of Alaskan interception (70%) than any other Washington chinook. Yet these fish must run a gauntlet of dams to reach the ocean and return. There is no effort to help these immature fish by these dams. I see the hazards on the Columbia River as the utmost problem with chinook returns, not Alaska. A trucking of fingerlings past the Bonneville Dam would help everyone's return on the Columbia. I grew up on the Columbia in the Tri-Cities, Washington. I know a little of the area.

20,000 to 40,000 'Brite' Chinook are illegally caught each year between McNary Dam and the Bonneville Dam before they reach the spawning grounds.

Sam Smith
Feb. 15, 1982

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Submitted to NPFMC Nov. 13, 1980
(North Pacific Fisheries Management Council)

Public Testimony to Council.

Gentlemen of the Council:

I would like to comment on the specific proposals set by the Plan Development Team and then an overall summary of the Plan Development Team's 1981 Troll Plan.

A. Optimum Yield

The occurrence of a 1980 optimum yield on chinook salmon is, to use a stiff description, "a phenomenon", that is based on inadequate data and has not followed the mandate of the FCMA of 1976. That mandate is, "The Optimum Yield is defined as the allowable catch in a fishery which will provide the greatest overall benefit to the nation, taking into account the maximum sustained yield (msy) as modified by food needs and recreational needs, and by social, economic, or ecological factors." (emphasis added)

The basic management goals mandated by FCMA are developing fishery resources and protecting the environment, while taking into account the economic, social and political factors which affect and are affected by the state of the resource. The implementation of the goals is to be undertaken by the regional councils through the development of optimum yields for the fisheries, and by the control of foreign and domestic fishing. (emphasis added) The FCMA of 1976 states, "only the part of the optimum yield not caught by Americans will be harvested by foreigners."

The instance of net marked fish by foreign nets landed on my vessel was reported in my 1977 testimony to the Council. Since that time I have frequently landed marked fish, with up to 25% of my total catch for a day freshly scarred by nets. We do not have a sufficient observer program on foreign hulls and I cannot emphasize strongly enough that the U.S. put an observer on each and every foreign hull within the FCZ in 1981.

The optimum yield does not identify or address social and economic impact, especially on Southeast Alaskan residents or economy. I hope the Council will reconsider this ill-conceived OY and present a more balanced option to our problem, both socio-economic and resource in nature. I vehemently oppose reduction in an OY that has not been developed to meet criteria set in FCMA of 1976.

B. Limited Entry

A moratorium on gear in the FCZ, at this time, would be a positive step toward stabilizing the effort and mixed stock fishing. I strongly recommend a moratorium on foreign fishing in the Bering Sea and Gulf be implemented immediately to stop any further growth of incidental catch of West Coast chinook

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A vast, sound body of information on fish, people and property must be collected before the Council can project the domestic catch each year or over several years. In addition, information must be collected on foreign activities, which we just do not have.

As to the opening statement, "The FCMA of 1976 requires that the stocks of salmon be managed uniformly throughout their range", this statement is nowhere in the FCMA of 1976. In essence, the 1981 Troll Plan or any troll plan, should take into consideration the resource and social and economic impact equally. This would call for unique treatment by management of the fish, people, property and area in question here.

The bottom line on this 1981 Troll Plan is that it is totally unacceptable to me for two reasons. One, there is not sufficient data to base the plan on and the FCMA of 1976 has not been adhered to in a manner representing all factors involved in the question. The second reason is the hardship, financial and physical and emotional drain, put on myself and my wife and children because of poor management and lack of consideration for the impact on the fishermen themselves.

With due respect,



Larry S. Smith
F/V Mary Jean
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Juneau, AK 99803
907-789-9923

These Comments were directed to options given fishermen by North Pacific Fisheries Management Council Plan Development Team. They continue to ignore testimony and data submitted by the fishermen and industry. We need help!

Feb. 15, 1982



Escapement - over 15,000 in 1981

We have an escapement in the Taku River of 7,500 counted chinook in 1980 which is 200-300% increase over earlier 1970 escapements. I see this as improvement. I am sure we all want ideal resource conditions, and we are working slowly toward this goal. All except the Canadian nets strung across the Taku River for the past six or seven months. We also have a reduction of hand troll effort in the past two years.

If the Council is considering time and area closures, I strongly urge the Council to provide for in-season closures of the FCZ to foreign trawlers during salmon migratory periods. The management people's profound belief in area and time closures has caused economic panic among fishermen and more intense fishing to make ends meet.

Basically, I do not see enough solid data and confirmed research to substantiate any Plan Development Team proposals. I definitely recommend we strengthen our data to base any decision pertaining to the social and economic survival of Southeast Alaskan fishermen and communities, as well as our natural resource.

D. Gear Restrictions

I have never used more than four lines in my effort. I cannot speak for or against the use of six lines in outside areas. The only thought about restrictions to four lines is the cost of gurdies and equipment to vessel owners that would be made obsolete by such a restriction. The fishermen with extra gurdies use them for hauling stabilizers and I see no harm in that. The treble hook is used extensively and with proper care in releasing under-sized salmon there should be no harm done. In my own experience, the smaller chinook survives very well unhooking and leaves the area with much vigor. I would like to emphasize the troll fleet is the only gear type with size restrictions on chinooks on the West Coast. I would suggest size limits of chinook for all gear types, anywhere.

E. Reporting Requirements

All my landings are recorded on ADF&G fish slips. I do not own a freezer boat or ever intend on owning one.

SUMMARY

In summarizing what I have read in the 1981 Troll Plan, I honestly believe there is not enough hard fact in data and resource analysis to substantiate such devastating cuts in the overall troll industry. The industry provides a top quality product always in demand and a long line of social and economic involvement. Given the state of the economy, nation and statewide, the implications of the 1981 Troll Plan would be grossly adverse in respect to the resource and social and economic survival of the Southeast Alaska fishermen, the fishing communities and the industry.

PRESENTATION - RON WILLIAMS, ALASKA NATIVE BROTHERHOOD

AT LEGISLATURE'S ADMINISTRATIVE REGULATION REVIEW COMMITTEE - 02/10/82

Mr. Chairman and members of the Committee, my name is Ron Williams. I am Chairman of the Fisheries Committee of the Alaska Native Brotherhood. The ANB Fisheries Committee is composed of representatives from each ANB Camp in Southeast Alaska. We appreciate this opportunity to make comments on various issues in the Alaska Fisheries. We have addressed the following issues previously either to the Limited Entry Commission or to the State Board of Fisheries.

The ANB had been opposed to limited entry for Hand Trollers, but since its inception, we have made our views known to the Limited Entry Commission. It was our understanding that there was a potential of 4,400 permit holders. The State Board of Fisheries recommended to the Limited Entry Commission that there be only 1,100 permits issued, where as the Commission's number was 2,150. We supported the 2,150 figure, thinking this would allow our young people and elders to participate in Hand Trolling.

We felt it necessary for the young people to be able to Hand Troll as it is a training ground for future fishermen. Also, because of employment practically non-existent in many of the villages, this would provide a means of income. Almost all Alaska Natives who retire, do so in Alaska, for this is their home and they have no where else to go. The elders need to be active to stay healthy and, also, Hand Trolling would supplement their meager pensions.

We now find that it is very difficult to zero in on the young and elderly in trying to provide them with a permit. We have discussed this with the Limited Entry Commission and they have assured us, that they made every effort to develop special provisions for the young and elderly, but to no avail. I bring this out, hoping the legislatures could look into the possibility of asking special provisions for the young and elderly.

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Historically, the Alaska Native has been conservation minded, for they know their future survival depends on this. As for instance, the ANB has been against the fish traps since the early 1930's, for they know, this type of fishing would be harmful to the fisheries. I have been in constant contact with the fisheries department on their conservation efforts. What has made conservation more complex is the Canadian and lower 48 States fisheries programs. In order to protect the salmon, there needs to be a complete, detailed agreement between the United States, Canada and the Treaty Indians.

I am presenting here resolutions that were adopted by the last Alaska Native Brotherhood and Alaska Native Sisterhood Convention held in Ketchikan last November.

Resolution number 81-63, Titled: Removal of Fish Weir. The resolution asks for the removal of fish weirs of Chilkat River, Klawock River and the Chilkat Lake, primarily to remove obstruction so that salmon would be able to reach their spawning grounds. Perhaps those listening to this tele-conference from Haines and Klukwan could shed more light on this.

Resolution number 81-44, Titled: Use of Commercial Troll Vessel. This resolution asks the Board of Fisheries to remove the regulation that pro-

hibits the use of commercial troll vessels for sport fishing.

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Resolution number 81-19, Titled: Relating to the Open and Closure of the Commercial Troll Fishery. The Board of Fisheries imposed on eight day opening and six day closure regulation in the troll fishery. This resolution recommends the Board of Fisheries abolish this regulation.

Thank you.



Grand Camp
Alaska Native Brotherhood

69th ANNUAL ANB/ANS GRAND CAMP CONVENTION
Ketchikan, Alaska
November 9-14, 1981

RESOLUTION NUMBER: 81-63

TITLE: Removal of Fish Weir

WHEREAS, the fish counting weir has obstructed the free passage of salmon to the upper Chilkot River, Klawock River and the Chilkat ~~River~~
Lake; and

WHEREAS, the salmon by its own nature will not exhaust itself nor attempt to negotiate obstructions, waterfalls, or narrow, swift flowing rivers; and

WHEREAS, extremely suitable salmon spawning beds are located above the Fish and Wildlife weir; and

WHEREAS, the complete removal of the said fish weir would enhance the salmon runs.

NOW, THEREFORE BE IT RESOLVED, that this 69th Grand Camp ANB and ANS Convention assembled in Ketchikan this 14 day of November, 1981, request the complete removal of the said weir.

FUTHER RESOLVED, that copies of this resolution be sent to the Office of the Governor of Alaska, Commissioner of the Alaska Fish and Game, and State Fish and Game Board members.

Robert R. Martin, ANB Grand President

ATTEST:

I certify that this resolution was passed at the ANB/ANS Grand Camp Convention, assembled at Ketchikan, Alaska, the week of November 9-14, 1981.

Albert M. Kookush, ANB Grand Secretary

Past ANB Grand Presidents
Frank G. Johnson
Roy Peratrovich
Allred Widmark

Cyrus Peck
Frank Peratrovich
Joseph Williams
Patrick J. Paul

Thomas Jackson
John Hope
Frank See
Walter Soboleff

Richard SUN
Steven V. Hatch
Nelson D. Frank
Frank D. Williams
Herbert Hope

Cyrus Peck Sr., Grand Secretary Emeritus
Mildred Sparks, ANB Grand President Emeritus



Grand Camp
Alaska Native Brotherhood
69th ANNUAL ANB/ANS GRAND CAMP CONVENTION
Ketchikan, Alaska
November 9-14, 1981

RESOLUTION NUMBER: 81-44

TITLE: Use of Commercial Troll Vessel

WHEREAS, the regulation prohibiting the use of a commercial troll vessel by sports, and/or subsistence fishermen creates undue hardship on most rural residents; and

WHEREAS, the commercially licensed vessel is a large investment that cannot be used by the owner even when all commercial fishing is closed; and

WHEREAS, many families cannot afford a second vessel to harvest fish for their personal use and to feed their families.

NOW, THEREFORE BE IT RESOLVED, that the ANB/ANS Grand Camp ask the Board of Fish and Game to abolish this regulations.

Robert R. Martin, ANB Grand President

ATTEST:

I certify that this resolution was passed at the ANB/ANS Grand Camp Convention, assembled at Ketchikan, Alaska, the week of November 9-14, 1981.

Albert M. Kookesh, ANB Grand Secretary

Past ANB Grand Presidents
Frank G. Johnson
Roy Peratrovich
Alfred Widmora

Cyrus Peck
Frank Peratrovich
Joseph Williams
Patrick J. Paul

Thomas Jackson
John Hope
Frank See
Walter Sobieff

Richard Stitt
Steven V. Hatch
Nelson D. Frank
Frank G. Williams
Herbert Hope

Cyrus Peck Sr., Grand Secretary Emeritus
Mildred Sparks, ANS Grand President Emeritus



Grand Camp
Alaska Native Brotherhood
69th ANNUAL ANB-ANS GRAND CAMP CONVENTION
Ketchikan, Alaska
November 9-14, 1981

RESOLUTION NUMBER: 81-19

TITLE: Relating to the Open and Closure of the
Commercial Troll Fishery

WHEREAS, the Alaska Board of Fisheries imposed an eight day opening and six day closure regulation in the commercial troll fishery; and

WHEREAS, the 8 and 6 policy was a management effort to limit the harvest due to the large number of handrollers, with increased harvest of salmon; and

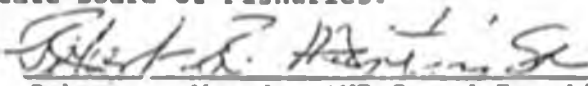
WHEREAS, in the 1982 season, the State of Alaska will institute the Commercial Fisheries Entry Program for the handroll fishery which will effectively reduce the number of vessels and gear; and

WHEREAS, the Alaska Department of Fish and Game has emergency authority to open or close areas, and/or to restrict seasons as a management tool; and

WHEREAS, the limited entry for the handroll fishery will go into effect; and

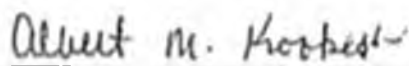
NOW, THEREFORE BE IT RESOLVED, that the Grand Camp of the Alaska Native Brotherhood recommends that the Alaska Board of Fisheries discontinue this regulation.

FURTHER RESOLVED, that the Grand Camp of the Alaska Native Brotherhood and Sisterhood, in convention, assembled at Ketchikan, Alaska, on 14th day of November 1981, forward this resolution to the Commissioner of the Alaska State Department of Fisheries and the Executive Director of the Alaska State Board of Fisheries.


Robert A. Martin, ANB Grand President

ATTEST:

I certify that this resolution was passed at the ANB/ANS Grand Camp Convention, assembled at Ketchikan, Alaska, the week of November 9-14, 1981.


Albert M. Kookesh, ANB Grand Secretary

Post ANB Grand Presidents
Frank G. Johnson
Roy Peratrovich
Alfred Widmark

Cyrus Peck
Frank Peratrovich
Joseph Williams
Patrick J. Paul

Thomas Jack
John Hope
Frank See
Walter Sabolefi

Richard SUI
Steven V. Hetch
Helson D. Frank
Frank G. Williams
Herbert Hope

Cyrus Peck Sr., Grand Secretary Emeritus

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- ① Curtailment of Foreign Nets
- ② All Alaskan N.P.F.M.C.
3. Reinstatement of Incidental Troll Halibut Catch
4. Marine Mammal Predators
5. Shark Predators
6. Washington and Treaty Indian Demands
- ⑦ Foreign Marketing Cap
- ⑧ Salmon Optimum Yield
- ⑨ Adoption of and Review of Regulations and Policies
10. Chinook and Coho Hatcheries

REQUESTS FOR RESOLUTIONS, POLICIES, AND MANagements DIRECTIVES TO

Board of Fisheries
THE ALASKA ~~DEPARTMENT OF FISH AND GAME~~

FROM

PELICAN ADF&G ADVISORY COMMITTEE

RICHARD W. LUNDAHL, CHAIRMAN

Sept. 1981

RESOLUTION REQUEST

RELATING TO ALL ALASKAN N.P.F.M.C.

WHEREAS, the F.C.M.A. seats many non-Alaskans of the N.P.F.M.C.; and

WHEREAS, the dollar value of Chinooks and Cohos that migrate from the waters of the N.P.F.M.C. to the waters of the P.F.M.C. is insignificant when compared to the dollar value of the King Crab, Tanner Crab, Black Cod, Halibut, ocean perch, pollock, hake, sockeyes, chums, pinks, cohos, chinooks, and etc. that do not migrate from the waters of the N.P.F.M.C. to the waters of the P.F.M.C.; and

WHEREAS there are already adequate provisions for coordination and cooperation between the N.P.F.M.C. and the P.F.M.C.;

NOW, THEREFORE, BE IT RESOLVED, that the Alaska Board of Fisheries hereby requests that the Congress of the United States amend the F.C.M.A. to state that all voting members of the N.P.F.M.C. be Alaskan residents; and

BE IT FURTHER RESOLVED, that the vast majority of scientific and statistical committee and the advisory panel members also be Alaskan residents.

Pelican ADF&G Advisory Committee
Richard W. Lundahl, Chairman
Box 793
Pelican Alaska 99832

RESOLUTION REQUEST

RELATING TO THE CURTAILMENT OF FOREIGN NETS

RESOLUTION: Curtail foreign gillnet and trawl fisheries in the Gulf of Alaska.

JUSTIFICATION: A tremendous number of net marked and injured Chinook and Coho salmon caught by trollers make evident that these species are targets for the foreign net fisheries.

Statistics show a significant number of halibut are taken by foreign trawl gear.

Documented testimony reveals there are miles of nets being used by foreign fleets.

Pelican ADF&G Advisory Committee
Richard W. Lundahl, *Chairman*
Box 793
Pelican, Alaska 99832

POLICY AND RESOLUTION REQUEST

RELATING TO SALMON OPTIMUM YIELD

WHEREAS, the OY was established during a period of severely depleted stocks; and

WHEREAS, the current Alaska Board of Fisheries and ADF&G management policies are greatly increasing salmon escapements; and

WHEREAS, aquaculture research and enhancement have just developed potentials for greatly increasing Alaska salmon stocks; and

WHEREAS, Alaska is upgrading its timber harvesting standards for environmental protection, including spawning habitats; .

NOW, THEREFORE, BE IT RESOLVED, that the OY be reestablished at projected potential harvest levels and that anything less than this potential harvest level be called a temporarily reduced harvest level (or temporary OY).

Pelican ADF&G Advisory Committee
Richard W. Lundahl, Chairman
Box 793
pelican, Alaska 99832

RESOLUTION REQUEST

RELATING TO FOREIGN MARKETING GAP

- WHEREAS, the F.C.M.A. allows foreign fishing fleets to augment the American harvest until 100% of the allowable biological catch is harvested; and
- WHEREAS, the major markets of these foreign fleets is in their mother countries; and
- WHEREAS, the American fisherman is at a great financial overhead disadvantage in competing on the world market in the harvesting of our own American fish; and
- WHEREAS, this marketing disadvantage creates a financial incentive for foreign fleets to displace American fleets; and
- WHEREAS, our American fleets actually are being displaced by foreign fleets; and
- WHEREAS, prices vary with supply and demand; and
- WHEREAS, the price for our fish is kept low because 100% of the allowable catch is always harvested; and
- WHEREAS, the price for our American fish would rise if the allowable foreign catch was reduced; and
- WHEREAS, the incentive for American fishermen to invest in new fisheries and thereby displace foreign competition would increase if the price for American fish increased;
- NOW, THEREFORE, BE IT RESOLVED, that the Alaska Board of Fisheries does hereby request the Congress of the United States to amend the F.C.M.A. to include:
1. that if the American fleets can harvest 100% of the allowable biological catch then the Americans and the Americans only be allowed and encouraged to do so; and
 2. that if the American fleets cannot harvest 100% of the allowable biological catch that a 20% "foreign marketing gap" be established (as an economic incentive to American fishermen) so that the combination of American and foreign harvest can only total 80% of the allowable biological catch.

Pelican ADF&G Advisory Committee
Richard W. Lundahl, Chairman
Box 793
Pelican, Alaska 99632

PERSONAL REQUESTS

FOR

RESOLUTIONS, POLICIES, AND MANAGEMENT DIRECTIVES

TO

FROM

RICHARD W. LINDAHL

PELLIUM, ALASKA

ALASKA BOARD OF FISHERIES
Policy Request

REGARDING ADOPTION OF AND REVIEW OF REGULATIONS AND POLICIES

In the proposition or adoption of regulations and policy we request that the Board and Department state:

1. the objectives to be achieved,
2. the time frame needed to achieve them, and
3. the projected benefits to that fishery be listed.

JUSTIFICATION: The past system of adoption has led us into the difficulties that most of our fisheries are experiencing today in that there is no system of review of regulations that were adopted in the past. The goals and benefits of these regulations were often unclear.

Pelican ADF&G Advisory Committee
Richard W. Lundahl, Chairman
Box 793
Pelican, Alaska 99832

*

POLICY REQUEST

RELATING TO TAGGING AND RELEASING OF IMMATURE SALMON
BY TROLLERS

WHEREAS, aquaculture biologists need continuous research in migration patterns, feeding habits, and growth rates of both natural and hatchery stocks; and

WHEREAS, various trollers and groups of trollers have always been interested in tagging salmon that must be released anyway; and

WHEREAS, the cost of such study would be minimal if the "tagging" were done by commercial fishermen;

NOW, THEREFORE, BE IT RESOLVED, that the Alaska Board of Fisheries does hereby direct ADF&G and requests the N.M.F.S. biologists to set up a tagging and releasing program of immature salmon with all interested trollers.

Richard W. Lundahl
Box 793
Pelican, Alaska 99832
PERSONAL REQUEST

REQUEST FOR MANAGEMENT DIRECTIVE

RELATING TO BIOMASS STUDY OF CHINOOK SALMON

WHEREAS, the size limit for troll caught Chinook salmon has been a constant issue; and

WHEREAS, "shaker mortality" and treble hooks have consequently also been constant issues; and

WHEREAS, the predator caused mortality of salmon in the high seas has always been a subject of conjecture; and

WHEREAS, the "growth potential" of immature salmon has long been a subject of debate; and

WHEREAS, the ability of management to maximize the benefits to the public depends on knowing when the value of the resource is highest;

NOW, THEREFORE, BE IT RESOLVED, that the Alaska Board of Fisheries does hereby direct ADF&G to initiate a complete study of the Bio-mass value of Chinook salmon throughout their cycle.

Richard W. Lundahl
Box 793
Pelican, Alaska 99832
PERSONAL REQUEST

REGULATION PROPOSALS TO
BOARD OF FISHERIES
THE ALASKA DEPARTMENT OF FISH AND GAME

FROM

PELICAN ADF&G ADVISORY COMMITTEE

RICHARD W. LUNDAHL, CHAIRMAN

Sept: 1981

REQUEST FOR MANAGEMENT DIRECTIVE

RELATING TO F.R.E.D. AND FEDERAL HATCHERIES IN OTHER STATES

WHEREAS, the policies of the N.P.F.M.C. are directed toward lowering the OY and reallocating salmon (appearing in our waters and the waters of the FCZ) to the peoples of other states, other Indian tribes, and other nations; and

WHEREAS, our S.E. economies are dependent on our harvesting of these fish; and

WHEREAS, these fish pasture in our waters and feed on our feed stocks; and

WHEREAS, the expertise and technology for raising and enhancing these Washington and Oregon runs is in existence; and

WHEREAS, the bilateral (Canadian and U.S.A.) treaty and several Indian treaties will probably "lock" the OY into "specific" permanent numbers;

NOW, THEREFORE, BE IT RESOLVED that the Alaska Board of Fisheries does hereby direct F.R.E.D. to study the feasibility and benefits of locating several ADF&G Chinook and Coho hatcheries in Washington and Oregon; and

BE IT FURTHER RESOLVED, that the Alaska Board of Fisheries does hereby request the federal government to do the same in our behalf.

FURTHER DISCUSSION: 1. The existence of ADF&G hatcheries in Washington and Oregon would give Alaska a lever in maintaining a reasonably high OY for S.E. Alaska.

2. The possibility of the N.P.F.M.C.'s recommendations for further reducing our activity in the FCZ would be lessened.

Richard W. Lundahl
Box 793
Pelican Alaska 99832
PERSONAL REQUEST

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2. Hand Troll-Power Troll Allocations
3. Treble Hooks
4. Seine Boundary Line in Lisienski Inlet.....request for emergency order for this coming year
5. Yakutat Troll-Gillnet Equal Fishing Hours
6. Extension of Proposal Deadline for Advisory Committees

STEVE LAPOSKI
2/17/82

Summary of historically oriented comments pertaining to Alaska fisheries management.

- 1) I am opposed to the Limited Entry concept. I believe in the free enterprise system backed by strong enforcement and accurate data, supplemented by hatcheries & stream enhancement programs.
- 2) I believe that sport fishing from commercial boats has a negligible effect on amounts of fish with which we are concerned. Therefore, this regulation should be repealed.
- 3) If the 3 day on 6 day off closures for trollers in certain areas are still in effect, I feel they should be curtailed and other measures used that would be more acceptable to those involved.
- 4) I feel that Alaska should consider limiting the size of vessels in other fisheries as they do purse seiners and Bristol Bay gillnetters. I believe in the small boat fleet concept.
- 5) I feel that we allow too much politics to be played with our fisheries for the sake of some lawmakers and bureaucrats, forsaking, of course, the fishermen.
- 6) I would like to commend Chas Tillman for his success in the past which effectively brainwashed so many people, politicians & communists who appear to be on the opposite side of the fishermen.

REGULATION PROPOSAL FORM
Alaska Department of Fish and Game

Proposal Concerns

Game _____
Sport Fishing _____
Commercial Fishing X

Subsistence _____
Advisory Committees _____

* * * SEE OTHER SIDE FOR INSTRUCTIONS ON COMPLETING THIS FORM * * *

Area(s) affected: Statewide

SAAC 39.171 (New Section) Regulation book page no. 158
(Alaska Administrative Code No.)

Purpose of proposal Open all state waters to trolling.

Suggested wording of Proposed Regulation (append if lengthy): TROLL GEAR LEGAL IN ALL AREAS. Troll gear may be used in all areas of the state.

- Justification:
1. Troll caught fish are a quality product having a greater dollar value
 2. The troll fishery uses a large and extensive network of support and supply businesses
 3. The Alaska ~~can~~ troll permits ^{are} issued as statewide permits.
 4. Gives the fishing industry an option of diversifying in the event of poor cycle years thus alleviating heavy pressure on specific stocks.
 5. Areas of maximum utilization of the resource could still be protected by area/time closures as is done in Southeast. (cont. on back) (over)

SUBMITTED BY: Pelican ADF&G Advisory Committee
(Name & Address) Richard W. Lundahl, Chairman
Box 793

REPRESENTING: PELICAN

PHONE NO. _____

Many Alaskans living westward would utilize power troll permits to augment their present fishing incomes.

The percentage of Alaskans (as compared to non-residents) owning and fishing Alaska power troll permits would probably increase.

Improve locale economics of Westward communities. The reopening of the westward waters to statewide power trolling would:

- (a) increase the income and profits of the following local groups:
 - (1) the local fisherman;
 - (2) the processing plants and their employers; and
 - (3) the various support businesses and their employees.
- (b) increase economic incentive for processors to invest in Westward plants.

ALASKAN

Boards of F & G intro comments

Statement to the Administrative Regulation Review
Committee during the Teleconference hearing on February 10, 1980

Mr. Chairman, my name is Mil Zahn and I am the Executive Director for the Boards of Fisheries and Game. I would like to comment briefly on the role of the Boards in relation to the Department of Fish and Game.

The Boards of Fisheries and Game establish regulations and policy that are implemented by the Department of Fish and Game in the management of Alaska's fish and wildlife resources. The Board function is, by statute, separate from the administrative and management role of the Department.

Through regulations, the Boards formally establish safeguards for the conservation and management of the resources and at the same time, determine the allocation of resources among various user groups. Board decisions are based on biological data and expertise from the Department staff as well as vast amounts of public input to assure local and regional viewpoints being considered. The steadily increasing competition for resources makes allocative decisions more difficult.

The Boards are the primary avenue of public involvement in the regulatory process and support a system of 67 Advisory Committees, statewide that are also organized into 6 Regional Councils. The annual regulatory meetings of the Boards include extensive public testimony, both written and oral, concerning local resource needs and issues. Members of the public have access to the Boards through the Advisory Committee process as well as individual petitions. It may help place these activities in perspective to note that the Fisheries Board considers some 400-600 regulatory proposals annually during some 60 days of meetings.

The Boards and the Department coordinate their respective efforts but their separate legal obligations assure a balanced service that is responsive to the needs of both the resource and the public.

A SUMMARY OF COMMENTS MADE AT A TELECONFERENCE ON
DEPARTMENT OF FISH AND GAME REGULATIONS HELD ON
FEBRUARY 10, 1982 BY THE ADMINISTRATIVE REGULATION
REVIEW COMMITTEE (REP. DICK RANDOLPH, CHAIR.) OF THE
ALASKA STATE LEGISLATURE

Southeast Region Staff
Division of Commercial Fisheries
Alaska Department of Fish and Game
Juneau, Alaska

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Comments on time and area closures in Southeast Alaska salmon fisheries.

Comments on the principle of optimum yield as applied to the Southeast Alaska troll fishery.

Alaska Board of Fisheries Management Plan for Southeast Alaska-Yakutat Chinook and Coho Salmon Troll Fisheries.

Report by ADF&G to the Board of Fisheries on the 1981 Southeast Alaska Salmon Troll Fishery.

COMMENTS ON TIME AND AREA CLOSURES

IN SOUTHEAST ALASKA SALMON FISHERIES

My name is Paul Larson and I am the Finfish Coordinator for the Southeastern Alaska Region of the Division of Commercial Fisheries, Alaska Department of Fish and Game. My comments will center on the use of time and area closures in the management of the Southeast Alaska troll fishery.

The troll fishery in Southeast Alaska occurs in State and Federal waters from Cape Suckling southeast to Dixon Entrance. Troll gear, which annually harvest approximately 95% of the total all chinook salmon catch and 65% of the all gear coho catch in Southeast Alaska, is separated into two gear types; power and hand troll gear. The troll fishery is the only U.S. salmon fishery conducted in the Federal Fishing Conservation Zone (FCZ) off Alaska. Annual catches in recent years of chinook and coho salmon by all Southeast Alaska commercial gear types have often exceeded 300,000 chinook and 900,000 coho salmon. These harvests, though substantial, are considerably lower than levels produced between the 1930's and 1950's.

One of the basic principles of modern fisheries management is to control fishing seasons and open and close fishing areas in such a manner as to allow only a harvest of those fish that are in excess to spawning escapement needs. The maintenance of adequate salmon escapement on a yearly basis is necessary to assure that fish abundance in future years will sustain a harvest by commercial, sports, and subsistence use groups.

In the Southeast Alaska troll fishery, as with all other Alaskan fisheries, the control of open fishing areas and fishing times is accomplished by what can be considered as two general types of regulations. The first being the fishing seasons and open areas specified in the published commercial fisheries regulation booklet. These types of fishing regulations are formulated by the Alaska Board of Fisheries, which meets annually to consider new regulatory changes. They are based on an indepth analysis of fishery and escapement trends and establish the general fishing pattern each season. The 8 days on and 6 days off troll fishing pattern in the Icy-Chatham Strait fishing corridor, in the northern portions of Southeast Alaska, is an example of the type of time and area regulation.

The 8 on and 6 off fishing pattern referred to in the written announcement of this teleconference hearing, was adopted by the Board of Fisheries and has been in effect since the 1979 fishing season. The area affected by this regulation is the major migration pathway for chinook and coho salmon entering from the open ocean waters and distributing throughout northern Southeastern Alaska. These salmon runs contribute heavily to the Southeast Alaska troll fishery in the outside and coastal fishing areas as well as the local Juneau and Haines area sports and commercial gill net fishing fleets. The restrictive fishing pattern was established as a conservation measure to assure that salmon escapements in the inside districts could be maintained. The dramatic shift in troll fishing effort to the coastal and outer coastal fishing areas combined with the increasing new troll fishing effort in the Icy-Chatham Strait migration corridor resulted in excessive harvest rates of northern Southeastern Alaska coho salmon stocks to the extent that it was difficult to achieve the needed spawning escapements on an annual basis.

Even with the 8 on and 6 off fishing pattern in effect, it has still been necessary to further restrict the terminal gill net harvest of coho salmon in the Juneau and Haines areas to maintain escapement requirements. If the established fishing pattern were removed, it would be necessary to further restrict the harvest of coho salmon in the terminal fishing areas and/or the coastal and offshore troll fishing areas to meet escapement requirements.

The second type of fishing season and time and area controls are those that result from inseason fishery Emergency Orders issued by Commercial Fisheries Management Biologists by delegation from the Commissioner of Fish and Game. Emergency Orders regulate open areas and fishing seasons in response to developing salmon run strength. These are used to provide real time management of fishery resources according to the availability of fish in relation to conservation objectives. Compared to other commercial fisheries in Southeast Alaska, relatively few Emergency Orders are issued that affect the troll fishery each year. In 1981, a total of 4 Emergency Orders were issued for the Southeast Alaska troll fishery, compared to weekly Emergency Orders issued for the Southeast Alaska net fisheries.

The process of issuing inseason Emergency Orders in the Southeast Alaska troll fishery includes the involvement of the Regional Supervisor, Finfish Coordinator, Troll Management Biologist, Regional Biometrics staff and 5 Area Management Biologists. The Southeast Alaska troll fishery is widespread throughout the Region and considerable staff time and resources are involved in the decision making process to decide if and when Emergency Order affecting troll fishing seasons and open and closed areas are needed for the conservation of the salmon resources.

I hope this discussion has provided a sufficient overview of the fishing time and area regulations employed in the management of the Southeast Alaska troll fishery. If you have any questions, I will be happy to answer them.

COMMENTS ON THE PRINCIPLE OF OPTIMUM YIELD AS APPLIED

TO THE SOUTHEAST ALASKA TROLL FISHERY

COMMENTS ON THE PRINCIPLE OF OPTIMUM YIELD
AS APPLIED TO THE SOUTHEAST ALASKA TROLL FISHERY
ON CHINOOK SALMON

Background

The term "optimum yield" was first used in the actual management of the Southeast Alaska chinook salmon fishery during the 1980 season. For that season, the optimum yield or commercial catch limit was set at 286-320,000 fish by the Board of Fisheries and the North Pacific Fisheries Management Council. Although this limit applied to the catch of chinook salmon by all commercial fisheries, it most directly affected the troll fishery which currently takes about 90-95% of the commercial chinook salmon harvest. At present there are no directed gillnet or seine fisheries in Southeast Alaska on chinook salmon, however these net fisheries take an average incidental catch of about 20,000 fish per year while fishing for other species. All terminal area gillnet fisheries on chinook salmon have been closed since the mid-1970's to provide protection for depressed Southeast Alaska stocks.

The concept of controlling the Southeast Alaska commercial chinook salmon harvest by use of a catch limit - or optimum yield as it is often called - was developed during the late 1970's. At that time, as a result of passage of the Fisheries Conservation and Management Act of 1976, the federal government assumed management responsibility for the Federal Fisheries Conservation Zone (FCZ) which generally consists of that area lying beyond 3 miles of the coastline.

An attempt was made to develop a coordinated state-federal management plan for the Southeast Alaska troll fishery which operates in both State and Federal waters. (In 1981 about 23% of the troll chinook catch was reported taken in the FCZ.) Management of chinook salmon was of primary concern since the majority of chinook harvested by the troll fishery, especially in outer coastal areas, appear to be of non-Alaskan origin.

Many chinook salmon originating in rivers, streams and hatcheries of British Columbia, Washington, and Oregon, including the Columbia River, migrate through Southeast Alaska waters while enroute to and from Gulf of Alaska rearing areas. This information is obtained primarily from tagging experiments in which very small coded magnetic wires or tags are placed in the noses of juvenile salmon before they leave freshwater to begin their ocean migrations.

In developing a management plan for the Southeast Alaska troll fishery, fishery managers were thus faced with a number of considerations:

- i) A significant percent, and probably a majority, of chinook salmon harvested by the troll fishery originate in British Columbia and southern coastal states where demand for these salmon is also very intense.

- ii) The Southeast Alaska troll fishery is one of the oldest historical fisheries sharing the harvest of these stocks.
- iii) Most of the natural chinook salmon stocks from Southeast Alaska to Oregon are seriously depressed and reduced harvest rates are required to rebuild these runs.
- iv) Effective stock identification methods are not available and individual stocks of chinook harvested by the troll fishery operating in areas of intermingling stocks can not be identified and run strength assessed in-season.
- v) The Southeast Alaska commercial chinook salmon harvest had increased from 301,000 in 1975 to 401,000 in 1978 during a time when more troll vessels were fishing in outer coastal areas where more mixed stock intermingling occurs.

The problem was then how could these considerations be taken into account in a manner consistent with the Fisheries Conservation and Management Act which directed that fisheries be managed for "optimum yield" defined as "that (harvest) which (a) will provide the greatest overall benefit to the nation, with particular reference to food production and recreational fisheries; and (b) is based upon the maximum sustainable yield for a given fishery, modified by relevant economic, social or biological factors."

A rigorous analysis of what actually constituted the optimum yield or harvest which would maximize benefits to all users while allowing for conservation was not possible due to lack of information and the very complex nature of the many commercial, recreational, and subsistence fisheries throughout the coastal communities. Furthermore, due to the inability to assess individual stock strength in-season and selectively harvest stocks consistent with escapement requirements, it was felt that a catch limit established prior to the season would be a reasonable first attempt at managing the troll fishery.

The catch limit - or optimum yield as it was called in the management plan - was therefore intended to address both conservation and catch allocation problems. The limit initially chosen, 286-320,000 was the average annual chinook salmon catch taken by all commercial fishing in Southeast Alaska during the period 1971-77 plus a range to accommodate some variation in yearly catches. The catch limit was to be reviewed annually and adjusted if necessary in response to changes in stock status or fishery conditions.

To make the overall catch limitation more applicable and useful to the management of Southeast Alaska fisheries and chinook salmon stocks originating in Southeast Alaska, a system of time/area regulations has been developed. These time/area regulations aid in maintaining the total chinook harvest within specific limits while achieving certain objectives such as increasing escapements to Southeast Alaska systems to rebuild these runs.

1980 Season

For the 1980 season, the Board and Council used the catch limit or optimum yield of 286 to 320,000 initially developed jointly by State and federal fishery managers as described above. The actual commercial chinook salmon catch for 1980 was 323,000 exceeding the upper end of the range by about 1%.

1981 Season

The catch limit was lowered for the 1981 season, however the Board and Council differed on the amount of reduction imposed. The Board specified approximately a 10% reduction from the 1980 level, resulting in a catch limit range of 272-285,000 while the Council specified a 15% reduction to 243-272,000.

The primary consideration for the Board's action was to initiate a more intense rebuilding program for depressed Southeast Alaska stock and time/area regulations were developed to meet that objective. The reduction in the total catch, however, was also expected to benefit non-Alaskan stocks.

During the 1981 season the ADF&G management plan was based on the Board's catch limit while the federal management plan for the FCZ was based on the Council catch limit.

The 1981 catch of approximately 268,000 chinook salmon fell slightly below the Board range of 272-285,000 and at the upper end of the Council range.

Based on catch projections made in late August and early September, a slightly larger total season chinook harvest near the mid to upper end of the Board range of 272,000 to 285,000 had been expected. The lower catch occurred due to several factors. Catch rates late in the season were lower than projected due to reduced availability of chinook salmon, shifts of effort to relatively strong coho runs in some areas and closure of the FCZ area from August 10 through the end of the summer season on September 20 by federal managers attempting to keep the catch within the lower Council catch limit. In addition, preliminary in-season catch estimates based on hand tabulation of some 30,000 fish tickets were larger than final catch figures based on computer tabulation of fish tickets. Finally, due to the pattern of more open and closed fishing periods in 1981 and a coho only fishing period, fewer freezer boats held chinook salmon for sale at the end of the season.

1982 Season

For the 1982 season, the Board has tentatively established a catch limit of 243-288,000. The Council has tentatively selected a range of 243-272,000 but has indicated a preference for the lower end of that range.

Final decisions regarding the 1982 season will be made in March at a joint Board-Council meeting.

Final decisions on the 1982 season may be influenced by the outcome of several other issues. These include several court cases involving tribal Indian fishing rights to Columbia River chinook salmon, investigation of other management options to deal with conservation problems on Columbia River bright fall chinook stocks and U.S.-Canada discussions on possible actions in Canadian troll fisheries to address Columbia River chinook conservation problems.

Concluding Remarks

The 1981 season was the second season in which the Southeast Alaska troll fishery was managed under the optimum yield or catch limit concept and fairly intense regulation of this fishery has only occurred since 1980. The troll fishery is a complex salmon fishery in which some 2,000 power and hand troll vessels fish most of the waters of Southeast Alaska from Yakutat to Ketchikan including federally managed offshore areas. It is only natural that implementation of new and more intense management systems would generate new problems. These problems are recognized and solutions are being sought.

High on our current priorities is improvement of in-season catch estimates through development of an in-season computerized fish ticket system. We expect to have a trial system in at least one area in 1982 and would like to see a regionwide system by 1983. Other important problems on which additional effort and funding should be expended include improving escapement estimates for coho salmon, development of stock separation techniques, and expanding catch sampling for recovery of coded-wire tags.

ALASKA BOARD OF FISHERIES MANAGEMENT PLAN FOR

SOUTHEAST ALASKA - YAKUTAT CHINOOK AND COHO SALMON TROLL FISHERIES

5 AAC 33.365. SOUTHEASTERN ALASKA—YAKUTAT CHINOOK AND COHO SALMON TROLL FISHERIES MANAGEMENT PLAN. (a) The management of the Southeastern Alaska Area and Yakutat Area chinook and coho salmon troll fisheries is complex because of mixing of the salmon stocks and fishing effort placed upon those salmon stocks by the subsistence, commercial and recreational user groups. The Board of Fisheries is concerned that some user groups, particularly those who traditionally fish the final interception areas for spawning king and coho salmon and the in-shore areas may be receiving reduced opportunities to take chinook and coho salmon because of increasing fishing effort by the salmon power troll fleet on mixed stocks of those species of salmon in the coastal and offshore salmon fishing areas as described in 5 AAC 33.312(a) (4) and (5). The board is also concerned that continued increases in fishing effort on mixed chinook and coho salmon stocks may result in overharvest of individual salmon stocks and that individual stock escapements to specific streams in this case may not be of a sufficient level to maintain a sustained yield of those stocks. Because of the above concerns the board has adopted regulations that control the time, area of operation and efficiency of the salmon power and hand troll fisheries.

(b) The board recognized that changes in size and timing of the chinook and coho salmon runs and changes in the distribution of fishing effort by the hand and power troll fleet may require inseason adjustments to salmon fishing seasons, periods and areas to allow chinook and coho salmon to escape the coastal and offshore fisheries and move into the inshore and terminal fishing areas. The department shall make inseason adjustments to salmon fishing seasons, periods and areas for conservation purposes and to limit the total commercial king salmon harvest by all gear types to a range of 272,000 to 285,000 fish (harvest calculations will start with the opening of the winter season described in 5 AAC 33.310(b)) and as follows:

(1) repeated 4/ /81;

(2) repeated 4/ /81;

(3) during the early portion of the commercial coho fishing season the department shall evaluate the size and distribution of the coho salmon run and shall close the Southeastern and Yakutat Areas' salmon troll fishery for approximately 10 days, unless the department determines that the coho salmon run is larger than the last 10 year average and that acceptable numbers of coho salmon are moving into the inshore salmon fishing areas;

(4) following any closure made in accordance with (3) of this subsection, the Southeastern Alaska and Yakutat salmon fishing areas will reopen for salmon hand and power troll fishing as provided for in the salmon hand and power troll fishing regulations contained in 8 AAC 30, 33 and 39;

(5) additional closures of the salmon hand and power troll fishing seasons, periods and areas may be required if the department determines that the strength of the coho salmon run in the inshore and terminal salmon fishing areas is less than required to provide a spawning escapement that will maintain the runs on a sustained yield basis.

(6) recognizing that the hand troll fleet retains a large potential for expansion in efficiency, it is the policy of the Board of Fisheries to regulate the troll fishery in a manner that will result in 80 percent of the troll caught coho salmon being taken by power troll gear and 20 percent by hand troll gear; the department shall evaluate the power and hand troll coho salmon catches during the closure described in (3) of this subsection; if the projected hand troll catch of coho salmon indicates that the hand troll fleet will not take 20 percent of the total coho salmon troll harvest by September 20 the department shall open a coho salmon hand troll fishing season that allows the use of two hand troll guides aboard a hand troll vessel;

(7) recognizing that the recent trend of higher percentages of the coho salmon taken in outer coastal areas troll fisheries reduces the manageability of the fishery and intensifies allocation problems, the Board of Fisheries has established the objective of returning inside district coho salmon troll catches to pre-1978 levels by 1984.

Authority: AS 18 05 060
AS 18 05 291(a) (2), (3), (11)

1/ Changed to 285,000 by Board of Fisheries in spring of 1981 meeting.

REPORT BY ADF&G TO THE BOARD OF FISHERIES ON THE

1981 SOUTHEAST ALASKA SALMON TROLL FISHERY

REPORT TO THE BOARD OF FISHERIES

1981 SOUTHEAST ALASKA SALMON TROLL FISHERY

By:

Region I Staff

Southeast Region
Alaska Department of Fish and Game
Commercial Fisheries Division
November 1981

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INTRODUCTION

The troll fishery in Southeast Alaska occurs in State and Federal waters from Cape Suckling southeast to Dixon Entrance (figure 1). Target species are primarily chinook and coho salmon although an increasing number of fishermen also target on pink salmon. Catches of chinook for the period 1970-1980 have averaged 301,000. The 1981 chinook catch by the troll fishery was 247,000. Catches of coho for the period 1970-1980 averaged 619,000. The 1981 coho catch was 861,000. Catches of other species by the troll fishery in 1981 included 576,000 pinks, 9,000 chums and 7,600 sockeye. Annual salmon catches by the troll fishery since 1970 are shown in Table 1. Fishing periods and period catches of chinook and coho for the 1981 seasons are shown in Table 2.

Historically trollers fished coastal and inshore waters but in the last 20 years a trend of increased fishing effort in offshore and coastal waters has occurred. Seventy-two percent of the 1981 troll catch of chinook was taken in coastal State and offshore Federal waters with 26% of the catch reportedly taken in offshore Federal waters (FCZ) only.

Troll gear, which annually harvests approximately 95% of the total all-gear chinook catch and 65% of the all-gear coho catch, is separated into two gear types; power and hand troll gear. The Alaska Commercial Fisheries Entry Commission currently issues 973 power troll permits and 2,150 hand troll permits. Preliminary estimates of gear actually fished during the 1981 season include approximately 850 power troll and 1,150 hand troll units. Hand troll gear permit holders accounted for approximately 13% of the chinook troll catch and 21% of the coho troll catch in 1981.

In recent years, several changes have occurred in the troll fishery that have affected management decisions and consequently the conduct of the fishery.

First, chinook salmon production from Southeast Alaska river systems has remained depressed as a result of decreased spawning escapements. In spite of severe curtailment of terminal area net fisheries, inside troll fisheries and sport fisheries beginning in the mid-1970's, escapements did not initially increase as increased effort by the troll fishery apparently offset inside and terminal area fishery restrictions. In 1980 and 1981, when more restrictive regulations were also extended to the troll fishery, some improvement in escapements occurred although the improvement was generally limited to two major systems, the Taku and Stikine Rivers. Escapements to many of the non-Alaskan chinook systems contributing to the S.E. Alaska troll fishery are also currently below optimum levels.

Second, coho escapements and production have generally declined although not as severely as chinook.

Third, increases in troll fishing effort have occurred. Increased numbers of participants during the 1970's as well as increased actual fishing power due to vessel and gear improvement produced this overall increase in fishing effort.

Fourth, recent restrictions placed on fishing time, gear and areas have resulted in more intense fishing effort during open periods.

Fifth, fishing restrictions, which were initially applied to terminal and inshore areas for the purpose of increasing escapements, transferred more fishing effort to coastal and offshore areas. As more fishermen became aware of better availability of fish in outer coastal areas, this outward shift of effort increased further. This further compounded mixed stock management problems. Harvests remained high in these areas while catches in inside fisheries and escapements of chinook and coho declined.

1981 Season Summary

Prior to the 1981 troll season, several regulatory changes were adopted by the Alaska Board of Fisheries and the North Pacific Fisheries Management Council. The two regulations that most influenced management strategy of the Department in 1981 were the reduction of the optimum yield or guideline harvest range for chinook and specification of the policy to curtail the outside coho catch to allow more fish to reach corridor and terminal areas.

The commercial chinook harvest guidelines established by the Board and Council for the 1981 season differed in that the range specified by the Board required approximately a 10% reduction over the 1980 range of 286,000 to 320,000 while the range specified by the Council required a 15% reduction. In numbers of fish, the Board's range was 272,000 to

285,000^{1/} and the Council range was 243,000 to 272,000. Since both of these ranges were significantly below recent years' chinook troll catches, but applied to both net and troll gear, the harvest ceilings represented a major step toward rebuilding Alaska's chinook stocks through providing increased escapements.

Winter and summer seasons were established for purposes of maintaining the traditional winter troll fishery and to facilitate enumeration of catches. The winter troll season was established as October 1 through April 14. To provide maximum benefit to depressed Alaskan stocks of chinooks the Board also specified a closure of the troll fishery to occur from April 15 to May 14. The summer season was established as May 15 through September 20.

A major problem complicating effective coho troll fishery management is the magnitude of catch that occurs in outer areas prior to the time the stocks are segregated and run strength can be assessed. A progressively larger segment of the annual catch has been taken in recent years from coastal and offshore areas as the fish migrate from the offshore feeding areas to the terminal areas and spawning streams. This phenomenon has resulted in more restrictive measures imposed on all gears in the terminal areas to insure escapement which has in turn changed the historical allocation balance of coho salmon between user groups as shown

^{1/} A harvest guideline of 272,000 to 288,000 initially considered by the Board at the January 1981 meeting, was shown in the 1981 Regulation booklet. However, the final harvest guideline established by the Board at the March 1981 meeting was 272,000 to 285,000.

in Figure 2 and Table 3. The Board adopted a policy in 1981 to return these inside district troll coho catches to pre-1978 levels by 1984, by specifying a 10-day troll closure to allow more coho to move further along their migration routes and to inside waters.

In-season Management Strategy

The 1981 troll fishery was managed to insure that the chinook salmon catch did not exceed the guideline harvest level established by the Board. The guideline harvest level of 285,000 fish included catches by all commercial gear types. This was the second year that a guideline harvest range was established to limit the total commercial harvest of chinook salmon in Southeast Alaska fisheries.

The Department's management plan included provisions for implementing a closure during the latter part of June, if necessary, to extend the chinook season through the end of August. This was to insure that the guideline harvest level was not achieved prior to mid-August, thereby increasing effort on coho stocks and a higher mortality on chinook hooked and released in the resulting coho only fishery. By June 15 it was apparent that the catch levels to that date were above 3 of the 4 most recent years' catches (Figure 3). This indicated that if recent years' catch patterns occurred throughout the rest of the season the harvest level would have been achieved by late July. The troll fishery was then closed for 9 days, June 26 through July 5.

The higher than normal early season catch level was due to a combination of several factors: (1) unusually good weather which allowed access to prime fishing grounds for all of the 42 days between May 15 and June 25, and (2) increased early season effort in numbers of vessels fishing due to predicted poor returns of chinook in Washington and Oregon and corresponding closures, and the reduction of the guideline harvest level in Alaska.

Following the reopening of the troll fishery on July 5, chinook and coho catches were monitored on a weekly basis. Catch projections based on fish ticket accounting systems and port sampling of deliveries were used to estimate fishery performance for chinook and coho.

A system was devised whereby normal fish ticket accounting and early landing reports from major ports were combined. This system provided weekly fishery performance estimates. These weekly estimates were then compared to the 77-80 fishery performance weekly averages and projections were made on chinook total catch and coho run strength.

By the first week of August it appeared that the chinook harvest was comparable to previous years and catch projections indicated that the chinook catch would probably reach the guideline harvest level by the first week of September. Coho returns to inside areas, as determined from inshore and terminal area catches, were poor and below the 10 year average while coho catches by the troll fishery in outer areas were relatively strong compared to recent years (Figure 4).

The troll fishery was closed again on August 10 for 10 days for the purpose of allowing more coho to reach inside areas. The National Marine Fisheries Service issued a similar regulation for the FCZ, but did not reopen the FCZ to trolling for the remainder of the 1981 season because of projections that the Council OY ceiling of 272,000 chinook would be met and significant mortality due to hook and release of chinook would occur during any coho directed fishery.

During the period from August 20 when the fishery reopened to September 3, catches of chinook and coho were monitored closely because catches appeared to be approaching the harvest ceiling for chinook and several districts continued to exhibit poor coho catches.

Historically, effort levels in numbers of vessels targeting on chinook in coastal waters have produced substantial catches during late August and early September. Numbers of vessels continuing to fish during this time period, in 1981, were greater than normal and the Department projected that the guideline harvest level would be achieved by the first week of September. The troll fishery was closed to the taking of chinook salmon in all areas and certain districts were also closed to trolling entirely for coho conservation on September 4. Districts closed to coho fishing to protect weak coho runs were 5, 6, 7, 8, 10, 15 and portions of 9 and 12.

Between September 4 and 10 concerted efforts were made to collect all fish tickets from remote buyers and landing ports to tabulate the chinook catch. By September 10 preliminary figures indicated that the catches of chinook were at the low end of the Board's guideline harvest range of 272,000-285,000. In order to prevent hooking and release mortality of chinook salmon during the ongoing coho fishery, the troll fishery was reopened to the taking of chinook in those areas opened to coho fishing. The fishery remained opened in those areas until the close of the summer season on September 20.

In addition to the foregoing description of actions taken by the Department during the 1981 troll season in Southeast Alaska, the following management measures were also taken.

The waters of District 9 in the near proximity to Little Port Walter and Big Port Walter were not closed on September 4 to allow harvest of coho returns resulting from a surplus of hatchery and lake stocking experiments.

In the Yakutat area, the weekly fishing period for trolling specified in the regulations was extended to seven days for the area between Dangerous River and Sitkagi Bluff in August when it appeared coho returns to the Situk River were near average and catches by troll gear were minimal. Following the opening of the area to 7 day per week fishing by troll gear a period of mild weather and reductions in fishing areas elsewhere in Southeast Alaska resulted in increased effort in the Yakutat area to more than triple from 6 to 20 power troll vessels and 18 hand troll vessels. Coho availability in the area was good and catches by power

Based on catch projections made in late August and early September, a slightly larger total season chinook harvest near the mid to upper end of the Board range of 272,000 to 285,000 had been expected. The lower catch apparently occurred due to several factors, including differences between preliminary in-season catch estimates and final catches tabulated by computer from fish tickets, and lower than expected late season catch rates resulting from reduced availability of chinook combined with a shift of effort to the relatively strong coho runs in some areas. Other factors included the impact of the rCZ being closed from August 10 through the remaining part of the season and an apparent reduction in the number of boats holding and freezing fish during the season to be sold at the end of the season.

Chinook escapements to two of the three major river systems in Southeast Alaska were increased in 1981 (Table 5). The major Taku River tributaries, the Nakina River and the Nahlin River, showed substantial improvement. The major Stikine River tributaries, the Tahltan River and Little Tahltan River, also showed significant improvement. Escapements to several other lesser producing chinook salmon systems including the Chilkat River and the Farragut Bay streams appeared to have improved over recent years.

In the southern portion of Southeast Alaska, escapements to the medium sized streams in Behm Canal were mixed. The Blossom River and Keta River escapements were approximately twice the 1980 escapements, however, the Unuk River escapement was less than 1980 and the Chikamin River escapement showed little improvement. Escapements to the Behm Canal systems were all substantially below minimum escapement goals.

troll vessels of 150-200 coho per day were reported. Trolling was returned to the weekly fishing period specified in the regulations on August 31 when the high effort levels and good catches began to affect inriver net fishery management before coho run strengths could be assessed.

Evaluation of In-season Management Strategy

The primary management goals in 1981 for the troll fishery were: (1) Increase chinook escapement and reverse the trend in declining production from systems in Southeast Alaska; (2) provide for a harvest of chinook by all gear types within the range established by the Board; and (3) reverse the trend of declining escapements of coho and increase the numbers of coho reaching inside areas while providing for a harvest level determined by in-season assessment of run strength.

Preliminary estimates of the total chinook catch by all gear, including that portion of the winter troll fishery from October 1 to December 31, 1980, indicate that a harvest of approximately 268,100 fish was achieved. This includes an estimated 19,500 fish taken incidentally in net and trap fisheries as shown in Table 4. It appears, therefore, that the final catch will probably be near the lower end of the Board harvest guideline range and the upper end of the Council range (Figure 5).

It appears that, for northern Southeast Alaska streams, the fishing restrictions between April 15 and May 14 contributed to the increased escapements. In the southern districts, which have slightly later run timing, the closure did not contribute significantly to increasing the escapements. The Department has submitted proposals to delay the fishing season opening in portions of District 1. These proposals, if adopted, should increase the chinook escapements to southern Southeast streams.

Coho escapements in 1981 appear to have generally improved over recent years, however, surveys are still being conducted and a more complete assessment will be provided at the Board meeting. Exceptions to these improvements were in the middle districts (5-10) where some systems declined in escapements. The northern and southern systems showed generally good escapements. Primary reasons for the increases in coho escapements were the August 10-20 troll closures and the late season net gear restrictions.

Special Problems

The periodic closures during the 1981 season reportedly caused some crowding of boats into certain areas. Many skippers reported that they could not move into distant areas because of the short time during openings. The result was concentrations of 100-200 vessels in several coastal areas. Additionally, problems were reported in landing of the catch when all of these boats came to port following a closure. Difficulties in unloading, re-baling and re-supplying were a direct result of

overcrowding. Processors reported difficulty in maintaining production quality when large volumes of fish were unloaded at the start of a closed period. Some problems also arose during the time beginning August 20 when the federally managed Fishery Conservative Zone remained closed to fishing while state waters were open. Many fishermen were confused regarding the exact delineation of boundaries for the FCZ area.

Observations on Marked or Scarred Fish

A number of chinook and coho caught in the 198 troll fishery were observed to be scarred. The Department will present a short report with visual aids on this subject at the Board and Council joint session January.

The incidence of these external scars was about 1% for chinook and 3% for coho overall, although there were incidences as high as 10% for some deliveries sampled. The scars appear to be caused from encounters with predators and/or fishing gear, possibly nets, of unknown origin. The Department and National Marine Fisheries Service is continuing to investigate the possible sources of these scars.

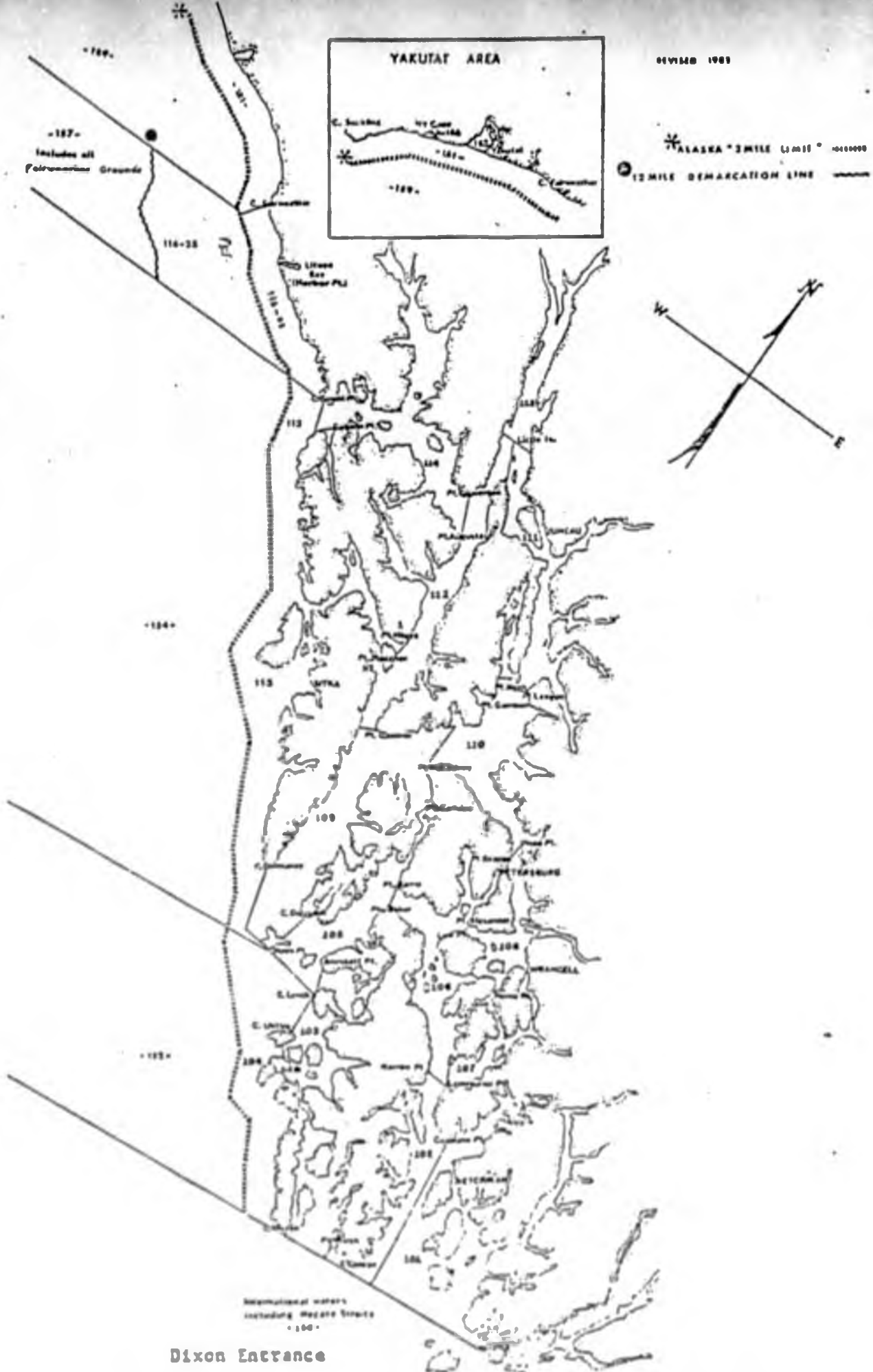


Figure 1. Southeast Alaska Trawl Fishery Statistical Areas

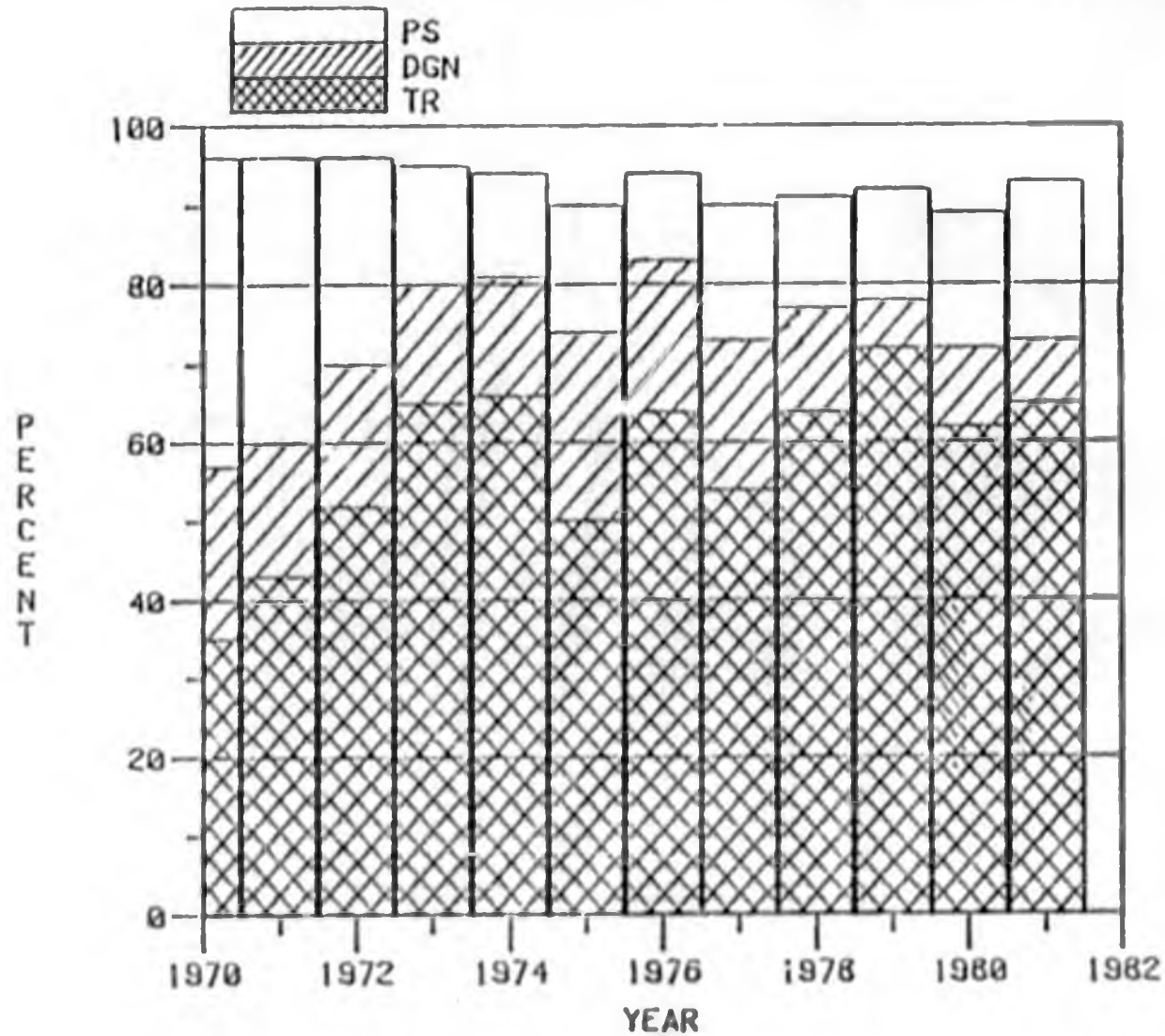


FIGURE 2. PERCENT OF TOTAL SOUTHEAST ALASKA REGION COHO SALMON HARVEST TAKEN BY PURSE SEINE (PS), DRIFT GILLNET (DGN) AND TROLL (TR) GEAR, 1970-81 (ADF&G)

PREPARED 11/18/81

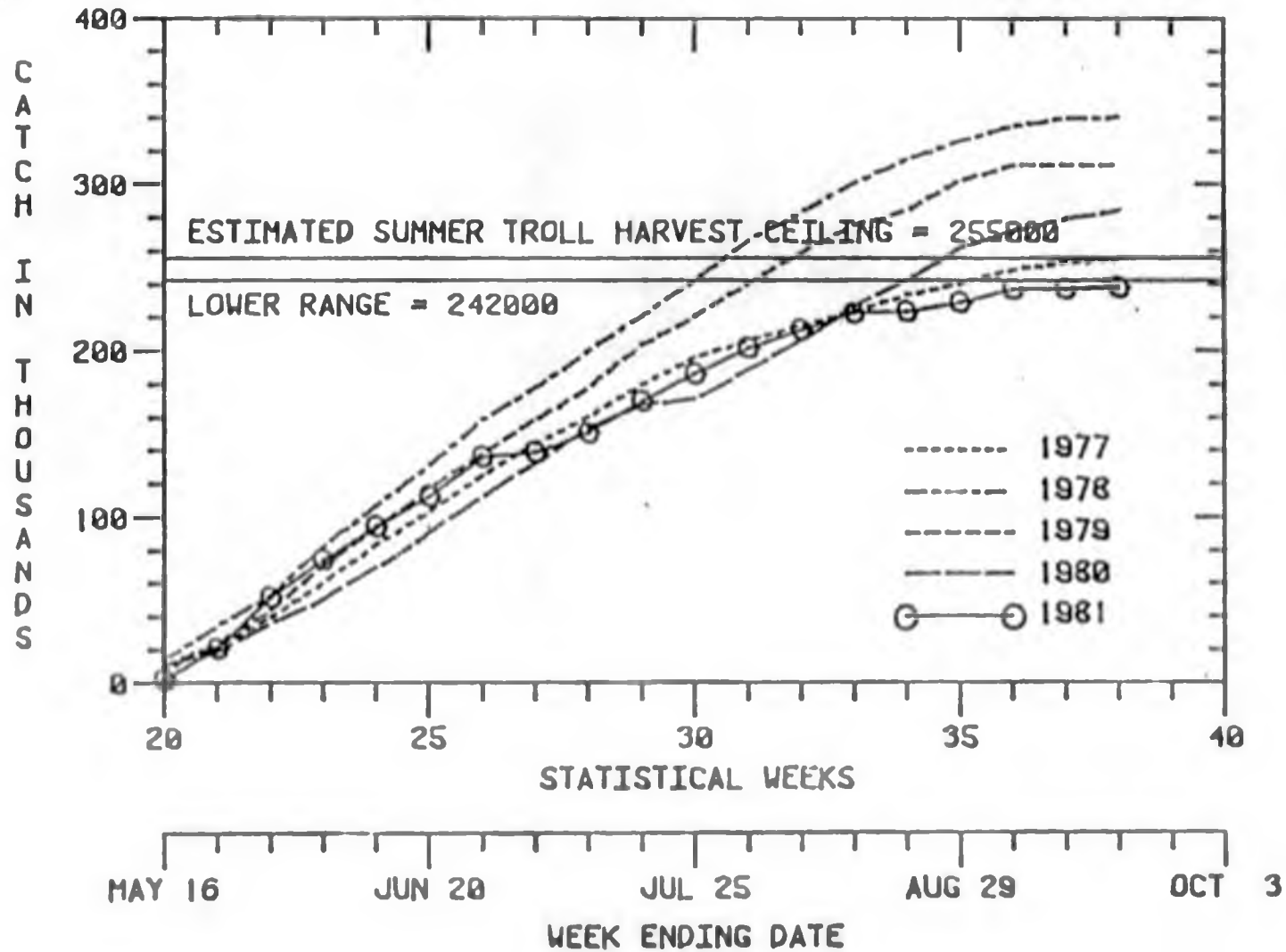


FIGURE 3. SOUTHEAST ALASKA TROLL FISHERY CUMULATIVE CHINOOK SALMON HARVEST BY WEEK BEGINNING MID-MAY, 1977-81 (ADF&G). (1981 DATA PRELIMINARY)

PREPARED 11/18/81

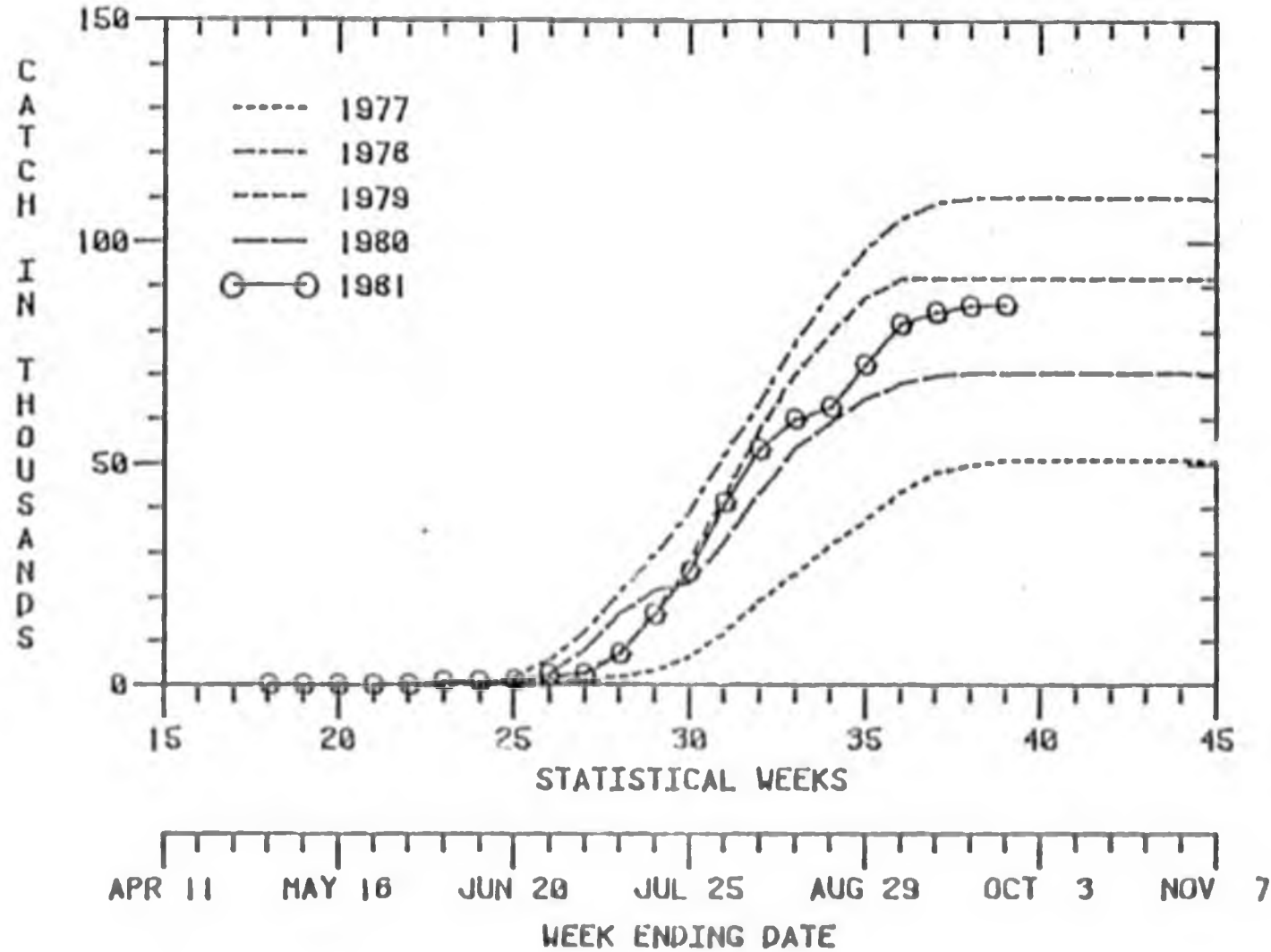


FIGURE 4. SOUTHEAST ALASKA TROLL FISHERY CUMULATIVE COHO SALMON HARVEST BY WEEK BEGINNING MID-MAY, 1977-81 (ADF&G). (1981 DATA PRELIMINARY)

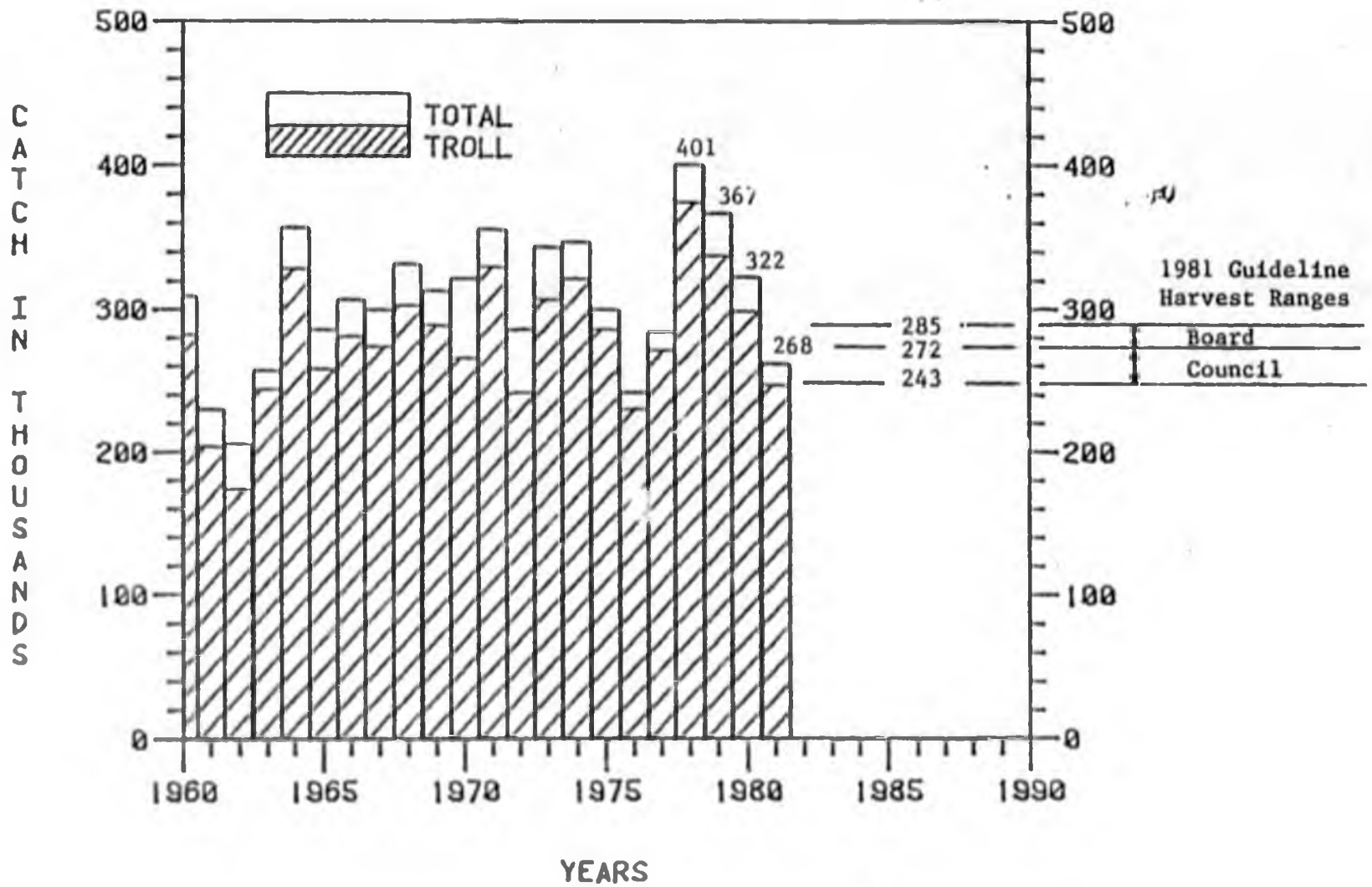


FIGURE 5. SOUTHEAST ALASKA COMMERCIAL CHINOOK SALMON CATCHES, 1960-81

Table 1 . Southeast Alaska region annual commercial salmon catches in numbers by species, 1970 to present (ADFG 11/12/81).

Gear troll

Year	Chinook	Coho	Sockeye	Pink	Chum	Total
1970	305431	267763	477	70076	2804	646551
1971	333738	391569	936	104633	7672	838548
1972	242095	791668	1068	166853	11680	1213364
1973	307815	540104	1222	134585	10466	994192
1974	322208	846620	2606	263603	13819	1448856
1975	287348	214254	1103	77207	2825	582737
1976	231282	524992	1274	193777	4635	955960
1977	271777	506927	5701	281286	11617	1077308
1978	375624	1102066	2804	617817	26211	2124522
1979	338219	918596	6455	629192	24703	1917165
1980	299930	706521	2902	267465	12213	1289031

Average 1970 to present	301406	61189	2413	255136	11695	1189839
1981 (Prelim.)	247000	860900	7600	5000	9000	1706500

 Unless (1) Most recent years data should be considered preliminary.

-18-

Table 5. Preliminary estimates of 1981 chinook salmon escapements to selected Southeast Alaska systems (ADF&G 11/81).

Note: Over 30 chinook salmon producing systems exist in Southeast Alaska. However, due to poor surveying conditions in many systems only those included below are currently surveyed in a consistent manner each year to provide a relative measure or index of total chinook salmon escapements to Southeast Alaska systems.

<u>System - Tributary</u>	<u>Type of Survey¹</u>	<u>Escapements</u>			<u>Minimum Escapement Goal²</u>
		<u>Ave. 1975-80</u>	<u>1980</u>	<u>1981</u>	
<u>Major Systems (3 Total)</u>					
Taku - Nakina	(1)	2,810	4,500	5,100	9,000
- Nahini	(1)	780	1,530	2,940	2,500
Taku Subtotal		3,590	6,030	8,040	11,500
Stikine - Little Tahltan	(1)	620	2,140	3,330	(2,100)
Alsek - Kluckshu	(2)	2,130	1,400	2,110	3,200
<u>Medium Systems (8 Total)</u>					
Situk	(2)	1,490	1,120	810	(5,100)
<u>Behm Canal Systems</u>					
Keta	(1)	250	190	330	500
Blossum	(1)	100	90	160	800
Chickamin	(1)	220	260	280	900
Unuk	(1)	800	1,050	730	1,800
Behm Canal Subtotals		1,370	1,590	1,500	4,000
<u>Minor Systems (22 Total)</u>					
King Salmon	(1)	76	70	100	200

¹ Type of Survey Codes (1) - Helicopter peak spawning count (primary method).
(2) - Weir total count.

² These minimum escapement goals, established in 1980, represent maximum escapements observed since the 1950's (except for the Situk) when Southeast Alaska chinook stocks were seriously depressed. Revision of goals for some systems, in particular the Situk and Stikine, is expected pending further data analysis.

Table 4 . Preliminary 1981 Southeast Alaska Commercial Chinook
 Salmon Catches by Gear (ADF&G 11/81)

Fishery	Preliminary Catch
Troll Fishery	248,600 ^{1/}
Seine Fishery (incidental harvest)	3,700
Gillnet Fishery (incidental harvest)	8,800
Trap and miscellaneous	1,000
Est. Total Commercial Harvest	268,100

^{1/} Includes approximately 1,600 fish harvested during that portion of the winter season from Oct. 1 through Dec. 31, 1980.

ALASKA DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

SUPPORT BUILDING - JUNEAU 99801

June 9, 1966

Mr. Leo Land
Box 122
Haines, Alaska

Dear Mr. Land:

You are correct in stating that no set net sites have been leased in Southeastern Alaska. Further, the setting out of buoys or anchors, does not constitute a legal claim to a set net site-----as you say, it has been and still is a "Gentleman's agreement" type of operation.


The Department of Fish and Game has no jurisdiction in any dispute over set net sites. We do regulate the distance between nets, but this does not necessarily result in any advantage to the individual who may have fished a site prior to the arrival of any late comer.

For your protection, I would suggest that you file for a tide land lease, covering your set net site. While no set net leases are in effect in Southeastern Alaska at the present time, the enabling act is still in effect and application for such leases may be made. Address your questions or requests to:

Mr. Fred Ferrara
Division of Lands
Box 1071
Juneau, Alaska 99801

Yours truly,

ALASKA DEPARTMENT OF FISH AND GAME


Stephen C. Saedley
Area Management Biologist



SCS:ff

1. Form To The Fish and Game

THE INDIVIDUALS LISTED BELOW ARE IN JEOPARDY OF LOSING THEIR LIMITED ENTRY PERMITS
DUE TO NONRENEWAL FOR THE YEARS 1980 AND 1981:

<u>NAME</u>	<u>PERMIT NO.</u>	<u>AMOUNT DUE FOR 1980</u>	<u>AMOUNT DUE FOR 1981</u>	<u>TOTAL DUE TO BRING CURRENT</u>
ALEXIE, Evan J.	S04W 640770	\$ 40.00	\$ 40.00	\$ 80.00
ANDERSEN, George, Jr.	S03E 62381I	\$ 75.00	\$ 75.00	\$150.00
ANDREW, Nicolai	S04W 830220	\$ 40.00	\$ 40.00	\$ 80.00
ANDREWS, Edward	S04Y 62730F	\$ 40.00	\$ 40.00	\$ 80.00
BALDWIN, Ann	S04H 62081H	\$ 40.00	\$ 40.00	\$ 80.00
BEAN, Ronald, Sr.	S01A 59331W	\$150.00	\$150.00	\$300.00
BERG, Richard	S15B 55688V	\$225.00	\$225.00	\$450.00
BOOTH, Henry, Sr.	S04X 64328B	\$ 40.00	\$ 40.00	\$ 80.00
BULLARD, Sophie	S04T 60086B	\$ 40.00	\$ 40.00	\$ 80.00
CURTIS, John, Sr.	S04X 64404U	\$ 40.00	\$ 40.00	\$ 80.00
FLORESTA, Domingo (EST.)	S04T 57414F	\$ 40.00	\$ 40.00	\$ 80.00
GAMBLE, Shari	S04D 58971V	\$ 40.00	\$ 40.00	\$ 80.00
GOODWIN, John, Sr.	S04X 63873X	\$ 40.00	\$ 40.00	\$ 80.00
HIRATSUKA, Hannah	S04T 64739V	\$ 40.00	\$ 40.00	\$ 80.00
JACOBSON, Allen (EST.)	S04H 60723R	\$ 40.00	\$ 40.00	\$ 80.00
JOHNSON, Harry	S04T 65146N	\$ 40.00	\$ 40.00	\$ 80.00
JOHNSON, Matilda	S04T 64699Z	\$ 40.00	\$ 40.00	\$ 80.00
KATCHATAG, Joseph, Jr.	S04Y 63878R	\$ 40.00	\$ 40.00	\$ 80.00
KENWORTHY, Roderick	S04X 63662P	\$ 40.00	\$ 40.00	\$ 80.00
NEKEFEROFF, William	S03T 65132S	\$ 75.00	\$ 75.00	\$150.00
NICK, Sarah M.	S04W 64029K	\$ 40.00	\$ 40.00	\$ 80.00
ODEM, Anita (EST.)	S04T 60120S	\$ 40.00	\$ 40.00	\$ 80.00
OKITUN, Isaac	S04Y 65064E	\$ 40.00	\$ 40.00	\$ 80.00
PETER, James, Jr.	S04W 64337Z	\$ 40.00	\$ 40.00	\$ 80.00
RAPHAEL, Wilfred	S04Y 63480Q	\$ 40.00	\$ 40.00	\$ 80.00
SUSKUK, Sophie	S04T 66229X	\$ 40.00	\$ 40.00	\$ 80.00

FEEES MUST BE RECEIVED BY THE COMMERCIAL FISHERIES ENTRY COMMISSION WITH A SIGNED RENEWAL FORM ON OR BEFORE DECEMBER 31, 1981 OTHERWISE THE PERMIT WILL BE FORFEITED TO THE COMMISSION. (Fees vary for residents and nonresidents; figures given are based on information in Commercial Fisheries Entry Commission files. If residency status has changed, the appropriate fees must be submitted.)

501 Purse seine 503 drift gill net
504. ~~fish trap~~ 505 hand troll

Feb. 14, 1982.

Dear Sir:

FEB 18 1982

Regarding the regulations prohibiting sport fishing off troll vessels I feel they are very unfair & should be repealed.

Sport fishing is allowed off all other vessels, seiners, gillnetters, etc. A large share of the handtroll vessels just put their numbers on with friction tape & remove them whenever they desire to sport fish. This leaves only the power troll vessel that you are unable to sport fish from.

We had our power troller custom built in 1978 so we could accomodate guests once in a while, mostly grandchildren & relatives. That same year they passed the regulation prohibiting sport fishing from a troll vessel.

Since our numbers are permanently mounted we are unable to sport fish at any time from our vessel.

In reference to the method used by the Dept. of Fish & Game to determine potential fish catch statistics there has always been a large margin of error in their statistics.

They depend a lot on creel catch statistics locally ~~to~~ in a few of the boat harbors here to regulate our commercial closures.

We are not notified of closures far enough in advance. Last year we fueled up, bought ice & bait & hired a puller, leaving here on June 21st & travelling out about 100 miles to the fishing grounds. We heard on June 23rd they were having a 10 day closure starting on June 26th. This short notice was a financial hardship on us having

3
spent all the money for food, fuel
me, that is a puller plus the
long run out & back.
my brother-in-law & his wife
planned on coming up & fishing
with us for two weeks, & purchase
non-resident crew member licenses
for them. After talking to Frank &
Dome & being told what was in
another clause it would be in
late July we decided they should
come up Aug. 1. They started the season
Sunday midnight Aug. 9 so counting
our travelling time to the grounds
we only got in 7 days fishing.
I am sure there are members
other persons that have been
presented to you & members of
your money, want. Hoping to see
favorable action on this.
your truly
Kenneth F. Scott
Box 297
Auke Bay, AK 99821
F V Sylvan

Board of Fisheries Decision on
Sport Fishing From Commercial Trolling Vessels

17 Feb 82
(Mil Zahn
Exec Director, Board of Fisheries & Game)

In considering the allocation of harvest among troll fisheries the Board was concerned over accurate monitoring of the various harvests.

It was widely perceived, as indicated by public testimony at Board meetings, that some sport caught troll salmon were being sold on the commercial market.

In addition there was a fluctuating shift of effort by vessels that fished both sport and hand troll seasons and areas on an opportunistic basis. The result was that the sport and hand troll harvest figures could not be separated accurately for management purposes.

The Board felt that prohibiting a sport catch from hand troll vessels would limit the overall commercial trolling effort. In essence, the Board decision was intended as a control on increasing harvests.

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OCTOBER 30, 1976

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AFTER ONE SEASON'S OPERATION VIRTUALLY NO MORTALITY WAS OBSERVED WHICH COULD HAVE BEEN ATTRIBUTED TO THE WEIR AND ITS OPERATIONS. RUMORS OF INDIVIDUALS FISHING FROM THE WEIR HAVE BEEN INVESTIGATED AND FOUND TO BE BASICALLY UNFOUNDED. A FEW INDIVIDUALS HAVE ATTEMPTED TO USE THE CATWALK AS A FISHING PLATFORM, BUT SUCH ATTEMPTS ARE DISCOURAGED BY THE TECHNICIANS IN ATTENDANCE. THE CHILKOOT AND CHILKAT LAKES PROVIDE A VALUABLE RESOURCE AND GREATLY ENHANCE THE ECONOMY OF THE HAINES AREA. IN ORDER TO EFFECTIVELY MANAGE THIS RESOURCE, DEPARTMENT BIOLOGISTS MUST HAVE ACCURATE INFORMATION ON THE MAGNITUDE OF THE ESCAPEMENT AND OTHER RELATED BIOLOGICAL DATA. THE CHILKOOT WEIR IN ITS FIRST YEAR OF OPERATION HAS PROVEN TO BE A VALUABLE ASSET IN ACQUIRING THIS INFORMATION.

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THE CHILKOOT WEIR: VALUABLE ASSET

THE CHILKOOT WEIR CONSTRUCTED IN FEBRUARY OF 1976 AND IN OPERATION BY JUNE OF THIS YEAR IS OFFERING ALASKA DEPARTMENT OF FISH AND GAME BIOLOGISTS ACCURATE INFORMATION FOR RESEARCH PROGRAMS RELATED TO ALASKA'S FISHERIES RESOURCES. THE WEIR IS SITUATED IN THE CHILKOOT RIVER NEAR HALIBUT. TECHNICIANS OPERATING THE CHILKOOT WEIR ALLOW THE FISH TO PASS A MINIMUM OF THREE TIMES A DAY, HOWEVER, ~~WHENEVER A CONCENTRATION OF FISH IS OBSERVED~~ ~~THE WEIR IS OPENED~~ AND FISH ARE ALLOWED TO PASS ~~UNTIL THEY HAVE STOP MOVING~~ THROUGH THE GATES. TWO TECHNICIANS ARE IN ATTENDANCE AROUND THE GATES AT THE WEIR AND DURING PEAK PERIODS AN ADDITIONAL PERSON IS ON DUTY. THE CONSTRUCTION OF THE WEIR IS SUCH THAT OPERATIONS CAN BE CREATED ANYWHERE ALONG ITS LENGTH. THE PROCEDURE IS QUITE SIMPLE. ALL THAT IS REQUIRED IS THE REMOVAL OF A NUMBER OF TICKETS CREATING AN OPENING OF APPROXIMATELY TWO FEET. AS THE FISH PASS THROUGH THIS OPENING THEY ARE COUNTED. THE TICKETS ARE PLACED INDIVIDUALLY AND HAVE A GAP OF 2 AND 9/16 INCHES WHICH ALLOWS FISH TO PASS FREELY THROUGH THE WEIR. DEPARTMENT REPRESENTATIVES HAVE RECEIVED EXPRESSIONS OF CONCERN FROM THE PUBLIC THAT THE CHILKOOT WEIR MAY ADVERSELY AFFECT THE ANNUAL RUN OF SALMON AND THAT THE POOR RUN THIS YEAR WAS BROUGHT ABOUT BY THE STRUCTURE'S PRESENCE. DEPARTMENT BIOLOGISTS PRESENT AT THE FACILITY DURING THE SALMON RUN THIS YEAR OBSERVED THESE FISH PASSING FREELY BETWEEN THE TICKETS AND SPENDING HALF OF A MILE UPSTREAM. BIOLOGISTS NOTED THAT NATURAL POPULATIONS ARE SUBJECT TO FLUCTUATIONS IN SIZE AND THAT 1976 APPEARS TO HAVE BEEN A LOW CYCLE YEAR. ~~NUMBERS OF DEAD FISH BEING~~ ~~THE WEIR~~ ~~HAVE BEEN RECEIVED~~ FROM THE PUBLIC. THE CONCERN WAS EXPRESSED THAT THE FISH MIGHT HAVE BEEN KILLED BY THE WEIR. THE PRESENCE OF THE CARCASSES MAY BE EXPLAINED BY THE FACT THAT AFTER SPawning ALL PACIFIC SALMON DIE ~~MANY SALMON SPAWN~~ AND DIE IN THE RIVER BELOW THE WEIR AND MANY IN THE RIVER AND LAKE ABOVE THE WEIR. OFTEN THE CARCASSES OF FISH THAT HAVE SPAWNED ABOVE THE WEIR LODGE AGAINST THE STRUCTURE. ~~TECHNICIANS~~ IN THE PROCESS OF ~~CLEANING DEBRIS~~ FROM THE STRUCTURE, ~~PUSH THESE CARCASSES~~ ~~OVER THE WEIR~~ AND THEY CONTINUE TO DRIFT ~~DOWNSTREAM~~ TO LODGE ~~IN~~ ~~OR~~ ~~ALONG~~ ~~THE~~ ~~SHORELINE~~ IT MUST BE STRESSED THAT THIS STRUCTURE WAS DESIGNED WITH THE SAFETY OF THE FISH IN MIND AND