

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990

6075 HOUSE RESOURCES

8672

479

S J R

31

Date Referred: March 13, 1989

FURTHER REFERRALS:

Date of Committee Action: 4-4-89

The RESOURCES Committee considered:

SJR 31

SENATE JOINT RESOLUTION NO. 31

[HALIBUT BYCATCH AND ON-BOARD OBSERVERS]

Relating to the bycatch of halibut by domestic fisheries and an on-board observer program.

RECOMMENDATIONS:

- be replaced with HCS SJR 31 (RES) the same title
- have attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:
(Date/Dept)

- fiscal impact _____
- zero fiscal note _____
- zero with analysis _____

- fiscal note(?) _____
- zero fiscal note(s) 3-7-89
- zero fn/analysis _____

SIGNING DO PASS:

Cliff Davidson

Donley

Bill Hudson

Best Sharp

Matt J. ...

SIGNING:
(Check approp. column)

	Do Not Pass	No Rec	Amend

Cliff Davidson

Chairman's signature

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: Bycatch of halibut and an on-board observer program
Sponsor: Senator Eliason
Requestor: Senate Resources

Agency Affected: Dept. of Fish and Game
BRU: Commercial Fisheries
Components: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0				
PART-TIME	0	0				
TEMPORARY	0	0	0	0	0	0

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Phillip Digby Phone: 465-4210
Division: Commercial Fisheries Date: 3/3/89

Approved by Commissioner: [Signature] Date: 3.6.89
Agency: _____

Distribution: (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

From the Director's Desk

by Henry Mitchell

Congress needs to review and reauthorize the Magnuson Fishery Conservation and Management Act this year. Preliminary indications from some Washington D.C. sources are that the House of Representatives is reluctant to have a full hearing on this important fisheries legislation at the present time. The Senate has not scheduled a hearing as of yet, but it is expected that a one or two day hearing on possible amendments will be held sometime in April.

While the Magnuson Act has served the Alaskan fishing industry well in the years since its adoption in 1976, significant fisheries concerns cannot be addressed or resolved without Congress making positive and crucial changes to this law.

The following items are suggested amendments that would provide a partial solution to many of the fishery concerns of the small boat coastal fishermen of western Alaska.

Congress should amend the act to allow for an extension of the State of Alaska's fisheries jurisdiction from the current three miles to twelve miles. This would allow the State to manage and enforce its fisheries regulations and conservation mandates on those species which are vitally important to coastal fishermen such as herring, crab, and salmon.

The Act should be amended to allow our Coast Guard to board any vessel which is fishing in areas where salmon and herring of United States origin is present. This boarding authority is absolutely necessary to get any control on the high seas piracy that is the current practice of many fishing nations.

The Act should be amended to allow for a coastal community share quota of the bottom fish resource in the Bering Sea and the Gulf of Alaska. This would make the development of a coastal bottom-fishery a possibility for the small villages of Alaska who have not shared in the bottomfish bonanza which has benefitted the Seattle fishing interests.

Finally, Congress must require that the North Pacific Council institute a comprehensive observer program to deal with the domestic fishing industry's growing by-catch of salmon, herring, crab and halibut which are caught in their trawls. We had 100 percent observer coverage on the foreign fleets fishing in our waters, so there is no rationale for allowing our own Seattle fleet to fish without observers.

Our fisheries are critical to the survival of villages so it will be necessary for you to convince your elected representatives of the importance of a complete review and adoption of laws consistent with good fisheries management. With your help and guidance, Congress may adopt legislation that would alleviate some of our major concerns. *

INTERNATIONAL PACIFIC HALIBUT COMMISSION

DIRECTOR
DONALD A. MC CAUGHAN

P.O. BOX 95009
SEATTLE, WA 98145-2009

TELEPHONE
(206) 634-1838

FAX
(206) 632-2963

ESTABLISHED BY A CONVENTION BETWEEN CANADA
AND THE UNITED STATES OF AMERICA

February 22, 1989

Honorable Robert A. Mosbacher
Secretary of Commerce
U.S. Department of Commerce
Washington, D.C. 20230

Dear Sir:

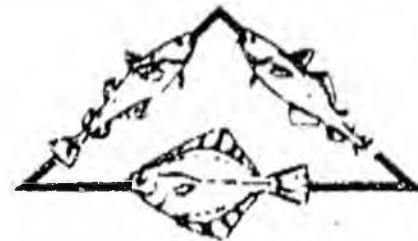
The International Pacific Halibut Commission and industry representatives (Conference Board) at their January 24-27, 1989, meetings devoted much attention to the issue of halibut bycatches in the groundfish fisheries of the Bering Sea and Gulf of Alaska. The Commission and Conference Board are convinced that juvenile halibut mortalities in the expanding United States groundfish fisheries promise most serious and widespread impacts to the traditional halibut fisheries if effective mitigating measures are not imposed quickly.

Based on recent observer reports from joint venture operations augmented by some pilot scale observer programs involving U.S. catches/processors, the Commission's scientific staff has concluded that halibut bycatch rates are alarmingly high and the Commission recommended reduced quotas for the traditional halibut fishery to compensate for halibut bycatch mortality. The Commission and Conference Board are very concerned that widespread losses of catch will occur to the halibut fishery in the absence of effective bycatch control. The Commission Staff estimates that bycatch mortality has increased from a recent historical low of 7 million pounds in 1986 to a projected mortality of 15 million pounds in 1989. Halibut bycatches are responsible for most of the quota reduction imposed by the Commission in the 1989 halibut fishery. We believe such bycatch increases are unwarranted, and the Commission requests that a comprehensive conservation program be developed aimed at minimizing the bycatch of halibut in non-halibut fisheries.

The Commission believes that the fully-domestic United States fishery should be able to achieve substantial reductions in bycatch by implementing the same effective conservation measures that were initiated to address this problem when it was being caused by the foreign fleet in the 1960's and 1970's operating in Alaskan waters.

Alaska Groundfish Data Bank

March 8, 1988



TO: Sen. Fred Zharoff
Rep. Cliff Davidson
Members, Senate Resources Committee
Members, Senate Rules Committee

RE: Senate Joint Resolution No. 31

RECEIVED MAR 10 1988

AGDB and ADA Support Observers

The members of Alaska Groundfish Data Bank and the Alaska Dragger's Association, some of whom also longline halibut, support the Senate's interest in reducing and accurately documenting incidental halibut mortality.

And as you know, the members of the Data Bank and the Dragger's Association have been in the forefront of lobbying for observer funding, willingly carry observers and have, for many reasons, a great interest in seeing all vessels participate in observer programs.

We also work closely with the Kodiak Longline Vessel Owners Association and the Alaska Longline Fisherman's Association. We have all agreed that observers on all segments of the industry are important and that all segments create unnecessary waste.

Excluding halibut fishermen from observer programs Incomprehensible

However, SJR 31 appears to ignore this consensus concept by exempting halibut fishermen from any responsibility for incidental halibut mortality and any responsibility for taking observers. This confuses us all.

It is not our intent to advocate placing observers on halibut vessels -- we think the design of data gathering programs should be the prerogative of scientists and we do not feel that prerogative should pre-empted.

We note that in the IPHC 1987 Annual Report, the IPHC estimates 1,040 MT of incidental halibut mortality occurred as the result of the halibut fishery in the Gulf of Alaska. Using IPHC's estimate of 8.15% incidental halibut mortality in the halibut fishery, the 1988 halibut fishery may have caused as much as 1,551 MT of incidental halibut mortality.

The incidental mortality, according to the IPHC, is a combination of halibut killed by gear left on the grounds and the unavoidable mortality on under-sized halibut caught by the gear during the halibut fishery.

The IPHC 1988 Annual Report notes that "estimates of wastage (in the halibut fishery) are imprecise."

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The trawl fleet operates under a 2,000 MT halibut mortality cap in the Gulf of Alaska and forgoes millions of dollars worth of potential catch in order to stay under the cap as, until this year, the groundfish quotas were set low enough to insure that the halibut mortality cap wasn't reached.

The point is that all gear types and all fisheries except midwater trawls create an incidental halibut mortality. To exclude any one fishery from potentially being involved in an observer program does not address the problem of best and wisest use of the resource.

Trawl halibut bycatch not responsible for current decline in halibut stocks

Further, up until this year most of the groundfish in the Bering Sea was taken by joint ventures and the halibut mortality documented. In the Gulf of Alaska the trawl fleet has carried both state and NPFMO observers and though the data is not as good as the joint venture data, there is some accountability.

Since all bycatch, actual and estimated, has been subtracted from the halibut quotas in past years we feel there has been accountability. Many times during the past three years members of the IPHC have assured us that, when the halibut stocks declined, it would be a natural decline and not the fault of the trawl fleet.

1989 presents serious accountability problems

We all agree that this year there is a serious problem since a large portion of the trawl catch, particularly in the Bering Sea, will be totally unobserved and that this has serious implications for halibut management.

Scientists should determine observer coverage

The scientific community has frequently stated that 100% observer coverage is unnecessary and that the amount of observer coverage necessary for good management data varies among the fisheries.

Certainly putting observers aboard midwater trawlers for the purpose of collecting halibut bycatch data is a waste of money and time.

In view of the high cost of observers (\$4,500/month from ADF&G or \$8,000/month from NMFS) we feel the amount of observer coverage should be "that necessary for accurate data."

Further we feel it should be left to the scientific community to determine the deployment of observers.

Assessment for observer coverage should be on all vessels

We do not object to an assessment for observer coverage -- provided the industry is guaranteed that the assessment will be fully used for the purpose intended, all vessels contribute and

SJR 31 Letter - page 3

all vessels are required to carry observers if requested as part of an ADF&G, NPFMC or IPHC sanctioned program. However, in all our discussions on methods of funding observers we have never contemplated including those vessels involved in the salmon and herring fisheries.

We feel all fisheries are currently suffering from a lack of data and all fisheries will benefit from an observer program and should contribute. No one fishery is somehow better than any other fishery. For many fishermen the halibut fishery is an important part of their yearly income. For the Kodiak processing plants the trawl fisheries are currently providing year round work for the plant workers.

Trawl fisheries benefit Alaska

Sometimes the Alaskan trawl industry feels that the rest of Alaska forgets that there is an Alaskan trawl industry benefiting Alaska. In the Central Gulf of Alaska in 1988 78% of the groundfish taken was delivered to shorebased plants and this percentage is expected to increase in 1989.

In the Bering Sea 12.5% of the total Bering Sea groundfish harvest in 1988 was delivered to shorebased plants and that percentage may more than double during 1989.

Gear research will benefit all fisheries

In Europe extensive gear research has resulted in significant reduction in the waste of fisheries resources. The same type of research may be able to find ways that reduce halibut bycatch in Alaskan fisheries, both trawl and longline.

This research could be done in Alaskan through the Fisheries Industrial Technology Center and we would certainly appreciate legislative support for gear research.

In Conclusion

We hope that before SJR 31 is passed out of legislature it is rewritten to reflect the legislature's concern for wise management of Alaska's resources, accurate data and fair treatment of all fishermen and fisheries.

I have taken the liberty of redrafting SJR 31 as we would like to see it.

Sincerely,

Al Burch

486-~~3074~~
3910

Chris Blackburn, Director
Alaska Groundfish Data Bank

Al Burch, Executive Director
Alaska Driggers Association

Either or both of us are available for teleconference hearings or questions. Thank you.

SJR 31

As revised by Alaska Groundfish Data Bank
Additions in italics, omissions in parentheses

Relating to the bycatch of halibut by domestic fisheries and an
onboard observer program

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

WHEREAS Pacific halibut are caught incidentally and discarded by fisheries targeting other groundfish and shellfish species and this incidental catch is known as "bycatch" or *incidental mortality*; and

WHEREAS the North Pacific Fishery Management Council has established allowable levels of halibut bycatch for domestic fisheries, but (it is believed that these may be exceeded . . .) *good management requires accurate monitoring to assure that the allowable levels are not exceeded,*

WHEREAS the Bering Sea and the Gulf of Alaska are nursery grounds for Pacific halibut stocks; and

WHEREAS the bycatch of young halibut in the Bering Sea and the Gulf of Alaska adversely affects stock levels for every commercial and recreational halibut fishery from the Bering Sea to California; and

(WHEREAS, in part, due to excessive . . .) *WHEREAS the halibut stocks appear to be in decline and incidental mortality may if not controlled and accurately documented accelerate the decline;*

WHEREAS the incidental mortality of halibut from all sources results in the loss of millions to dollars of income to halibut fishermen, processors, the recreational fishing community, related businesses, and coastal communities; and

WHEREAS the restraints on non-halibut fisheries intended to reduce the incidental mortality of halibut result in increased operating costs and unharvested groundfish which also represent a loss of millions of dollars to fishermen, processors, related businesses and coastal communities; and

SJR 31 Rewrite - page 5

WHEREAS the major threats to young halibut are in the Bering Sea (and Gulf . . .) trawl fisheries, although the developing Pacific cod trawl fisheries and, to a lesser extent, the longline fisheries *including the halibut fishery itself*, pose (major) additional potential threats to halibut stocks; and

WHEREAS observers on board fishing vessels greatly improve the collection and reliability of fishery harvest data and improve compliance with allowable catch limits; and

WHEREAS reliable estimates of halibut (are available) were available from the foreign and joint venture fisheries as the consequence of a comprehensive on-board observer program, implemented under the Magnuson Fishery Conservation and Management Act; and

WHEREAS this on-board observer program was instrumental in controlling the halibut bycatch problem caused by the foreign and joint venture fisheries; and

WHEREAS (there has been a dramatic decrease . . .) *foreign fishing has been eliminated in the Exclusive Economic Zone and the joint venture fisheries have dramatically decreased there is a substantial increase in the level of nonobserved domestic fisheries (this has resulted in a dramatic . . .) and this raises concerns over the potential for a dramatic increase in the mortality of halibut off Alaska attributable to the domestic groundfish fisheries; and*

WHEREAS on-board observers are not required in the vast majority of domestic groundfish fisheries off Alaska; and

WHEREAS the State of Alaska opposes the waste of fish and game resources and has enacted laws to prevent the waste of fish and game resources; and

WHEREAS the Alaska State Legislature must object, as a matter of principle, to the waste of excessive numbers of young halibut that are being caught, killed, and discarded in the domestic Bering Sea and Gulf of Alaska (groundfish) fisheries; and

WHEREAS responsibility for regulating the (bycatch) *incidental mortality* of halibut lies with the U.S. Secretary of Commerce and the North Pacific Fishery Management Council for the

SJA 31 Rewrite - page 6

groundfish fisheries and with the International Pacific Halibut Commission for the halibut fishery; and

WHEREAS the International Pacific Halibut Commission has determined that resolution of the halibut (bycatch) *incidental mortality* problem is essential to the continued successful management of the halibut resource and has asked the North Pacific Fishery Management Council to develop an on-board observer program for domestic fishing fleets off Alaska; and

WHEREAS the North Pacific Fishery Management Council has requested the U.S. Secretary of Commerce to implement an on-board observer program and to provide the necessary funding for the program;

BE IT RESOLVED that the Alaska State Legislature respectfully requests the U.S. Secretary of Commerce and the North Pacific Fishery Management Council to implement a comprehensive *mandatory observer* program to place *sufficient* on-board observers on all vessels (participating in a nonhalibut . . .) *which might cause incidental mortality to halibut to guarantee accurate data collection*; and be it

FURTHER RESOLVED that, if funding for an on-board observer program is not available from any other source, the Alaska State Legislature would support an assessment against (the vessels involved) *all vessels, including halibut vessels, which might cause incidental halibut mortality* in order to fund the program; and be it

FURTHER RESOLVED that the Alaska State Legislature encourages gear research which may reduce the *incidental mortality of halibut in all fisheries*.

COPIES of this resolution shall be sent to the Honorable Robert A. Mosbacher, U.S. Secretary of Commerce; the Honorable John Peterson, Chairman of the North Pacific Fishery Management Council; and to the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative, members of the Alaska delegation in Congress.

ALASKA STATE LEGISLATURE · SENATE

SENATOR RICHARD I. ELIASON

LABOR & COMMERCE COMMITTEE CHAIRMAN
RESOURCES COMMITTEE
RULES COMMITTEE
SPECIAL COMMITTEE ON HIGH SEAS
SALMON INTERCEPTION
SELECT COMMITTEE ON
LEGISLATIVE ETHICS



PO BOX 143
SITKA, ALASKA 99835

PO BOX V
JUNEAU, ALASKA 99811
(907) 465 4916

FAX (907) 465 4928

MEMORANDUM

TO: Representative Cliff Davidson, Co-Chairman
Representative Curt Menard, Co-Chairman
House Resources Committee

FROM: Senator Dick Eliason *Dick Eliason*

DATE: March 16, 1989

RE: SJR 31, relating to the bycatch of halibut by domestic fisheries and an on-board observer program

Senate Joint Resolution 31, relating to the bycatch of halibut by domestic fisheries and an on-board observer program, has been referred to the House Resources Committee for consideration.

I encourage you to review the measure at your earliest convenience, and hope that you will be able to schedule it for consideration by the full Resources Committee very soon. It is my hope that the Legislature will move quickly to add its voice to the growing chorus of objections to the blatant destruction of the halibut resource that is occurring in the Bering Sea and the Gulf of Alaska.

Please don't hesitate to contact my office if you or your staff would like further information about the measure. Thank you.

6-0772E
Utermohle
4/4/89

Original sponsors: Eliason, Binkley,
Zharoff, et al.

1 IN THE SENATE

BY THE RESOURCES COMMITTEE

2 HOUSE CS FOR SENATE JOINT RESOLUTION NO. 31 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 Relating to the bycatch of halibut by
6 domestic fisheries and an on-board
7 observer program.

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

9 WHEREAS Pacific halibut are caught incidentally and discarded by
10 fisheries targeting other groundfish and shellfish species and this inci-
11 dental catch is known as "bycatch"; and

12 WHEREAS the North Pacific Fishery Management Council has established
13 allowable levels of halibut bycatch for domestic fisheries, but it is
14 believed that these levels may be exceeded, particularly by trawlers in the
15 Bering Sea and the Gulf of Alaska; and

16 WHEREAS the Bering Sea and the Gulf of Alaska are nursery grounds for
17 Pacific halibut stocks; and

18 WHEREAS the bycatch of young halibut in the Bering Sea and the Gulf of
19 Alaska adversely affects stock levels for every commercial and recreational
20 halibut fishery from the Bering Sea to California; and

21 WHEREAS, in part, due to the excessive bycatch mortality of halibut in
22 the groundfish fishery, the International Pacific Halibut Commission re-
23 cently lowered the catch quota for the 1989 commercial halibut season,
24 which will result in a loss of millions of dollars of income to halibut
25 fishermen, processors, the recreational fishing community, related busi-
26 nesses, and coastal communities; and

27 WHEREAS the major threats to young halibut are the Bering Sea and Gulf
28 of Alaska trawl fisheries, although the developing Pacific cod trawl fish-
29 eries and, to a lesser extent, the longline fisheries pose major additional

1 potential threats to halibut stocks; and

2 WHEREAS observers on board fishing vessels greatly improve the col-
3 lection and reliability of fishery harvest data and improve compliance with
4 allowable catch limits; and

5 WHEREAS reliable estimates of halibut bycatch are available from the
6 foreign and joint venture fisheries as the consequence of a comprehensive
7 on-board observer program, implemented under the Magnuson Fishery Conserva-
8 tion and Management Act; and

9 WHEREAS this on-board observer program was instrumental in controlling
10 the halibut bycatch problem caused by the foreign and joint venture fisher-
11 ies; and

12 WHEREAS there has been a dramatic decrease in the level of foreign
13 fishing allowed in the Exclusive Economic Zone in the last few years which
14 has led to a substantial increase in the level of nonobserved domestic
15 fisheries and this has resulted in a dramatic increase in the mortality of
16 halibut off Alaska attributable to the domestic groundfish fisheries; and

17 WHEREAS on-board observers are not required in the vast majority of
18 domestic groundfish fisheries off Alaska; and

19 WHEREAS the State of Alaska opposes the waste of fish and game re-
20 sources and has enacted laws to prevent the waste of fish and game re-
21 sources; and

22 WHEREAS the Alaska State Legislature must object, as a matter of
23 principle, to the waste of excessive numbers of young halibut that are
24 being caught, killed, and discarded in the domestic Bering Sea and Gulf of
25 Alaska groundfish fisheries; and

26 WHEREAS responsibility for regulating the bycatch of halibut lies with
27 the U.S. Secretary of Commerce and the North Pacific Fishery Management
28 Council; and

29 WHEREAS the International Pacific Halibut Commission has determined

1 that resolution of the halibut bycatch problem is essential to the con-
2 tinued successful management of the halibut resource and has asked the
3 North Pacific Fishery Management Council to develop an on-board observer
4 program for domestic fishing fleets off Alaska; and

5 WHEREAS the North Pacific Fishery Management Council has requested the
6 U.S. Secretary of Commerce to implement an on-board observer program and to
7 provide the necessary funding for the program;

8 BE IT RESOLVED that the Alaska State Legislature respectfully requests
9 the U.S. Secretary of Commerce and the North Pacific Fishery Management
10 Council to implement a comprehensive mandatory observer program to place
11 sufficient on-board observers on all vessels that might cause incidental
12 mortality to halibut in order to guarantee collection of accurate data; and
13 be it

14 FURTHER RESOLVED that, if funding for an on-board observer program is
15 not available from any other source, the Alaska State Legislature would
16 support an assessment against the vessels involved in the nonhalibut fish-
17 eries in order to fund the program; and be it

18 FURTHER RESOLVED that the Alaska State Legislature encourages gear
19 research that will reduce the incidental mortality of halibut in all fish-
20 eries.

21 COPIES of this resolution shall be sent to the Honorable Robert A.
22 Mosbacher, U.S. Secretary of Commerce; the Honorable John Feteron, Chair-
23 man of the North Pacific Fishery Management Council; and to the Honorable
24 Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the
25 Honorable Don Young, U.S. Representative, members of the Alaska delegation
26 in Congress.

U.S. trawlers devastate halibut

U.S. factory ships are destroying the halibut stocks and Canadian fishermen are paying the price with a proposed 50 percent quota reduction over the next three years.

"It is absolutely criminal that these floating processors targeting groundfish are taking millions of pounds of young halibut," said UFAWU business agent John Radosevic Feb. 16. "There is no excuse for this blatant destruction of the halibut resource."

During the International Pacific Halibut Commission held in Vancouver in January, Radosevic walked out, charging the Canadian government representatives refused to stand up to the Americans.

He called for fisheries minister Tom Siddon to reject the IPHC recommendations for the 1989 season and call an emergency meeting of all advisors "to consider Canada's deteriorating position."

He also demanded Siddon relieve the present Canadian halibut commissioners of their posts and replace them with fishermen who will stand up for Canada's rights.

Radosevic's charges of massive over-fishing by U.S. groundfish trawlers in the Bering Sea were echoed by IPHC director Don McCaughran, who was angry at the lack of controls on the vessels.

"We're in a major bloody battle with

those guys," he charged. "There is no question there is a hell of a problem."

The IPHC estimates the processors will take 17 million pounds in 1989 — the entire Canadian quota in 1989 is 10 million — but Radosevic says there is no doubt the real figure is much higher.

"There is almost no observer program so there are no accurate figures of by-catch or the illegal catch of halibut," he said. "U.S. enforcement officers admit the figure could 50 million pounds or more."

McCaughran is confident the IPHC figure is accurate, but adds that "John Radosevic is right — we don't know exactly what's being taken."

The problem goes back three decades when Japanese trawlers were fishing on the halibut nursing grounds. In the late 1950s this practice was banned. The by-catch increased until 1982 when new regulations forced the 150 Japanese vessels hold down their catch of halibut to eight million pounds.

In recent years the U.S. has forced the Japanese out and "Americanized" the fishery with its own fleet of factory trawlers. These ships are back on the nursing grounds and doing nothing to control the by-catch of juvenile halibut.

McCaughran said factory ship owners

See IPHC — page 20

CONTINUED FROM PAGE 1

are claiming they can't handle regulations because of this attempt to "Americanize" the fishery.

"That's the song and dance they are laying on Washington," he said. "They are trying to act like they have a bunch of fools running the boats."

There are several ways to limit the amount of juvenile halibut the processing fleet is taking including closing the fishing in

the winter time on juvenile spawning grounds.

Another method is to stop fishing so hard on the bottom where the juvenile halibut is schooled.

When the Japanese did this, it saved tremendous amounts of fish, McCaughran said.

But he cautioned the trawler owners are opposed to this type of action.

"They won't do a goddamn thing," he said. "They want no regulations."

Radosevic said the U.S. government has all but said it is willing to sacrifice the halibut fishery to facilitate the U.S. trawl fishery.

The IPHC and the North Pacific Fisheries Council are proposing an emergency regulation be implemented which would set the ceiling at an estimated 13 million pounds, far above the former ceiling of eight million pounds for the Japanese.

The regulation has to be approved by Washington and *Fisherman* sources report lawyers for floating processors are lobbying strongly to quash the regulation if it becomes law.

McCaughran called the regulation a beginning, but agreed there was no good reason for it not to be lowered to eight million pounds.

"It's because they want to Americanize the fishery and you to give them all the breaks they can because they're 'poor stupid Americans,'" he said. "We don't believe this."

But even this regulation will be hard to enforce since there is no proper observer system on the boats. Short of having an observer on almost every vessel, there can be no guarantees on the amount being taken

For the Canadian fishermen, the cutbacks are already being felt. The quota this year has been lowered to 10 million pounds from 12.5 million last year. This is a direct result of the trawl fishery.

"You are paying the price for it," McCaughran said. "They are intercepting juvenile halibut headed for B.C."

But the projected collapse of the stocks has led the commission staff to estimate the reduction in the fishery will reach an estimated 50 percent in the next three years.

Radosevic said the federal government has refused to stand up to the U.S. on this issue and as a result our own halibut fishery is being sacrificed.

"We should be screaming blue murder because everybody agrees U.S. fishing is destroying our halibut," he said.

THE FISHERMAN FEB 17, 1989
Senator Eliason

Halibut Quota Cut

Ten Million Pounds Lost to Bycatch, Declining Recruitment

by Kris Freeman

Ten years ago, who'd a thought it? At the annual January meeting of the International Pacific Halibut Commission, longliners were grousing over a quota of 64.5 million pounds—more than double the 1982 catch. However, the issue was not so much quantity as context. For the first time in years, the IPHC had to deliver bad news. The boom is over. West coast halibut stocks are succumbing to bycatch, as well as declining recruitments, according to reports given by IPHC biologists.

Longliners are also girding up for regulatory battle with the trawlers over bycatch. More than one of the association reps on the Conference Board remembers the lean days of the late 1960s and early 1970s, when Japanese trawlers sucked up so much halibut that the longliners were left with only 20 million pounds a year. They fear the same thing may happen again, if trawlers are not given incentives to stay off juvenile halibut. At the same time, wastage and bycatch among the longliners themselves may also threaten the future of the directed longline halibut fishery.

During the last day of its annual meeting, held January 23-27 in Vancouver, B.C., the Commission recommended a total 1989 quota of 64.05 million pounds, compared to almost 74 million pounds in 1988. (The quota must be approved by the U.S. and Canadian governments.) "We're in a decline and we're going to have to bite the bullet," said IPHC Director Donald McCaughran.

What's worse, IPHC biologists say that the cut should have been even larger. The commission overestimated the size of the 1987 halibut biomass by about 10 percent and so allowed too big a catch in 1988. Their updated figures show that stock size peaked in 1986 and has declined an average of five percent each year since. To keep catches in line with the corrected biomass estimates, the 1989 quota should have dropped more than 10 million pounds, says IPHC Assistant Director Stephen Hoag. "But since the stocks are in relatively good shape, we felt it would be a hardship to phase in the reductions all at once," said Hoag. "No sense in biting the big bullet this year and then finding out it's not so bad," added McCaughran.

If future surveys show the same downward trend, the Commission

will recommend equivalent cuts in the next two years which would reduce the longline quota to 55.8 million pounds in 1990 and 47 million pounds in 1991.

Where'd The Fish Go?

Why are there fewer fish for the longliners? The stocks appear to follow a 20-year cycle with the population of mature fish (8-year-olds) rising and falling in rhythm with factors the Commission has yet to sort out. As of 1986, stocks apparently went over the top and started sliding on the down side of the curve.

At the same time, the domestic bycatch of halibut has soared, from an estimated 2.9 million pounds in 1987 to 4.4 million pounds in 1988 and a possible 12.1 million pounds in 1989. Every pound of juvenile halibut taken by the longliners cuts 1.5 pounds out of the longline quota, under current IPHC formulas.

Whether this bycatch is strictly an allocation issue, as the trawlers contend, or also a conservation issue, as the longliners argue, has yet to be decided. Regardless, it has become a primary driver in the longline quota. And it is now a given that the quota will decline. The only question is, how far and how fast?

McCaughran, noting that the longline quota was only 23 million pounds when he took the job of director in 1978, said that the Commission is "trying to stop the precipitous declines we've had before . . . We have better info now. We'll do everything in our power to level this off."

IPHC is basing its predictions of decreased biomass primarily on declines in three major areas: recruitment of 8-year-olds to the fishery, weight at age for these recruits, and CPUE (Catch Per Unit of Effort).

Recruitment to the fishery peaked at just under 5 million fish in 1985, then dropped to about 3.4 million fish in 1987. (By way of comparison, recruitment was well under 2 million fish in the early 1970s.) Figures for 1988 indicate a slight increase, a potential cause for optimism, but biologists are taking a wait-and-see attitude as the first year figures on recruitment for a particular year-class (or cohort) are always the least accurate. (The data for a year class improves with each year the biologists have to sample and study it. For instance, the biologists have only one year's data on the 1988 recruits, but they have three years data on the 1986 recruits, now about 10-11 years old.)

The average weight at age for mature fish has declined by about 1.5 pounds, from 48 to 46.5 pounds. One possible cause could be a decline in the number of females. Male halibut usually weigh less than female halibut of the same age. If the percentage of male fish increased, the weight of the total biomass would decrease. However, the IPHC doesn't know the sex ratio of males to females in the fish weighed for these particular surveys, as they've only recently established a method to sex halibut without killing them.

CPUE, as averaged throughout the fishery, decreased from 278.4 pounds per skate in 1987 to 281.2 pounds per skate in 1988. Most of the decrease occurred in Area 2 with CPUE in Area 2C dropping to 229.6 from the 1986 level of 354.1. Bycatch also dropped in Area 4. It increased in Area 3B, where the quota was also increased. (Area 3B has been underfished to protect stocks in Area 3A.)

Why is recruitment declining? "It's not exactly clear," said IPHC biologist Patrick Sullivan. "Right now we have two hypotheses." One hypothesis deals with what is called density dependence; i.e. the carrying capacity of the ocean floor. This theory speculates that "recruitment is somehow dependent on the density of the adult stocks." You might logically think, says Sullivan, that if there were lots of adults, there would be lots of recruits. "But under some models the adult population can increase up to the point where it's no longer healthy for the recruits." This can occur with salmon, he said. "If the population gets too high, then there is competition for spawning grounds and spawning could be disrupted.

"The other hypothesis is that the cycle that we see is environmentally induced. In that case, changes in the environment—water temperature, availability of food—can cause changes in the reproduction of stocks. That too, could produce the pattern we're seeing. We don't have enough information to know ...

Trawl Bite Gets Bigger

"The other thing to note," says Sullivan, "is that bycatch is going up while stocks are going down. If there are no controls, all the fish will go to the trawlers."

Without observer coverage, it's difficult to quantify how much incidental halibut domestic trawlers are raking off the bottom. IPHC biologists set their estimate at approximately the 5,333 mt Bering and Aleutian bycatch cap negotiated at the December 1988 and January 1989 NPFMC meetings. The trawlers had originally asked for 7,000 mt, but also argue that they may well not need all of the 5,333 mt.

That's as much as the Japanese took in 1980, before stricter bycatch limits and 100 percent observer coverage. The lowest incidental take in the history of the Alaska trawl fishery—just over four million pounds—occurred in 1986 when the bulk of the Alaska groundfish catch was taken by joint-venture boats monitored by observers. (The total bycatch by all gear types coastwide that year was closer to 7 million pounds.) Total JV and domestic bycatch increased to about 10.9 million pounds in 1988. By way of comparison, trawl bycatch peaked in 1962 at about 25 million pounds.

HALIBUT

The longline response to these figures was succinctly summed up by one B.C. rep who testified that "the whole idea of grinding 10 million halibut dinners over the side is unacceptable."

"This decline we're looking at now is nothing compared to what we're going to see in 3-5 years if we allow another group to chip away at our resource," added John Bruce, executive director of the Deep Sea Fisherman's Union.

According to Bruce and other reps, the problem could be contained through gear restrictions and time and area closures, especially in sensitive rearing grounds around Kodiak. "Their (the trawlers') catch rates will go down but we'll have an industry in five years."

"The worst problem is hard-on-bottom trawling for cod," said McCaughran. "Because where you find cod, you'll find halibut. If you make them (the trawlers) uncomfortable, they'll change their gear. And we know if you fish just off the bottom, not on the bottom...bycatch rates will go down."

Domestic factory trawlers also fish near the bottom to catch large pollock for fillets. With the average fillet size decreasing in the Bering Sea (from 3 ounces to just over 2 ounces each) fillet boat skippers are under pressure to find the biggest fish possible. Surimi boats can use the smaller fish found higher in the water column. Therefore, they can fly mid-water gear, which catches very little halibut. This helps surimi boats keep their bycatch down. See "Reducing Bycatch," p. 13.



Well known longliner Cliff Iverson is a veteran of 40 years on the halibut grounds.

A Trawl Rebuttal

In short, longliners argue that if they have to take cuts to accommodate a declining biomass, so should the trawlers.

Not surprisingly, the trawlers disagree. They see the problem as one of allocation rather than conservation. Under their view of the situation, the halibut are doing just fine; further restrictions would hobble a growing domestic industry; and they've already made concessions. (See side bar, page 12.)

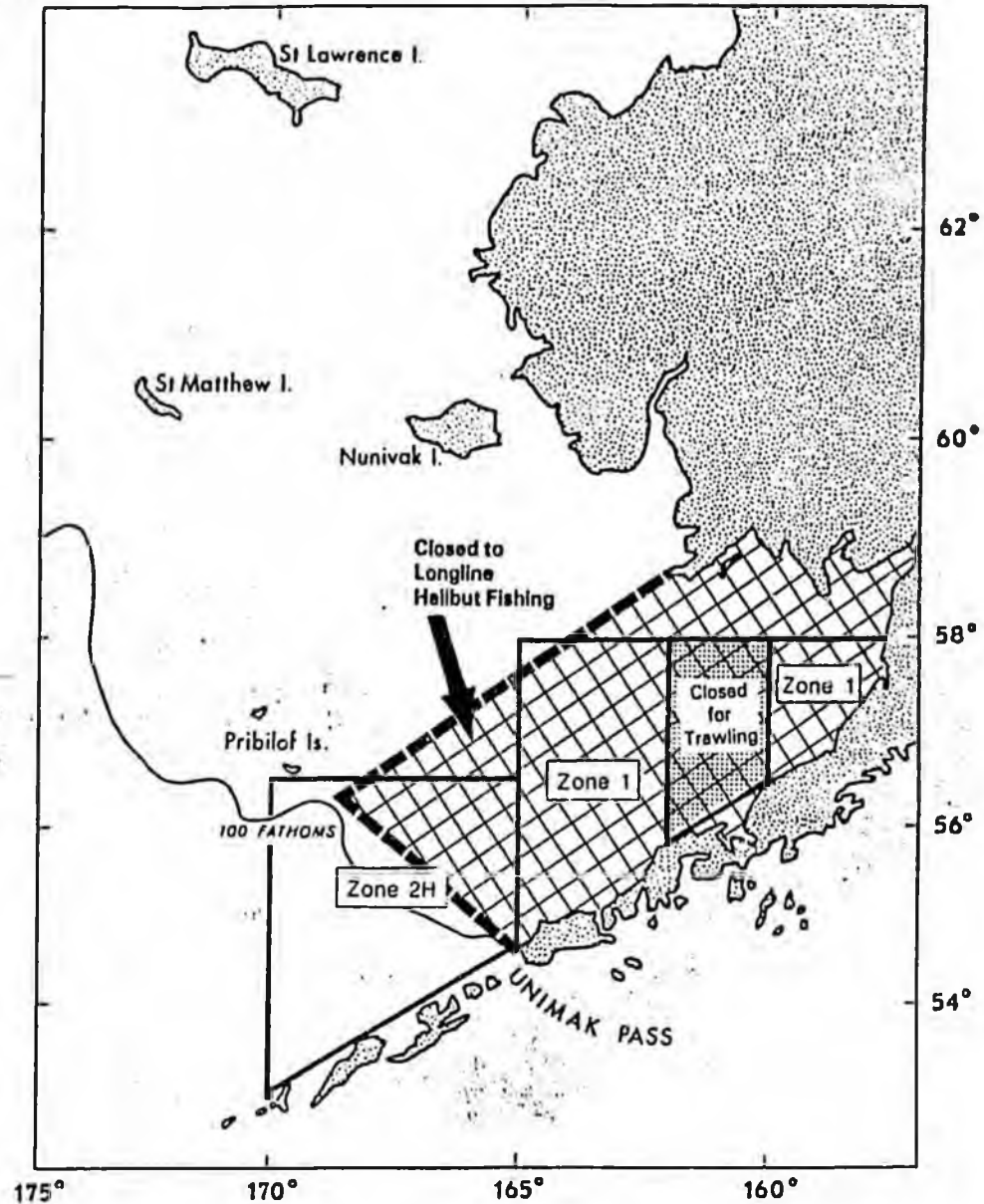
AFTA reps including Bill Orr, general counsel for Golden Age Fisheries, and Wally Pereyra, chairman and CEO of Profish International, argue three main points: environmental factors are more important than fishing pressure in determining biomass; trawl mortality rates are not as high as stated in IPHC stats; and longliners waste tremendous quantities of fish themselves. We'll address the first two points in this story. For the third, see "Bycatch Cuts Both Ways," page 14.

Many trawlers argue that the current decline in biomass has nothing to do with them. For instance, they point to the fact that fish caught in the peak harvest year of 1985 were spawned during the late 1970s when coastwide bycatches by all gear types were very high, ranging from about 15 to 20 million pounds. (However, it's also important to note that the trawl bycatch reductions of the early and mid-1980s may mean a less precipitous quota drop in the early 1990s, according to the IPHC's Sullivan.)

"The major impact on recruitment is the environment. It's not trawl bycatch," says Pereyra. "The indications from trawling operations are that the abundance of juvenile halibut are increasing. These are observations from skippers that have been up there for quite some time and are seeing a high incidence of halibut. The general feeling is that the juvenile halibut are more abundant." (The other possibility, he says, is that the juveniles migrate and the trawlers are simply running across the same stocks in different areas.) "King crab came back during a time of very intense fishing by foreigners on the shelf, for yellowfin sole and pollock," adds Pereyra.

AFTA reps also dispute the IPHC bycatch accounting methods used to fit bycatch into the formula. For instance, the IPHC assumes that bycatch mortality in the Bering Sea runs about 100 percent, because factory trawlers take long tows and the fish are not sorted immediately on deck. Usually, they're dumped in conveyors or bins and sent straight to the factory, says Bob Trumble of the IPHC. "The supposition is that all the halibut are dead," says Pereyra. "I know absolutely for a fact that the people doing the sorting on our decks say that a good percentage of the halibut are viable when they're going over the side." "If these assumptions are wrong, then the effect is to penalize the halibut fishermen (with lower quotas than necessary)," says Orr of Golden Age.

Another point of contention is the 1.5 conversion ratio used to predict what effect the loss of juvenile halibut will have on future quotas. "We've gone round and round on where they get this 1.5 figure," says



With trawl bycatch expected to more than double this year, longliners are angry that waters closed to them for conservation reasons are open to trawling. The closed longline area is cross-hatched above. Zone 1 is open to trawlers until they reach a bycatch limit, currently set at 4,400 mt.

Orr. Sullivan says the ratio is an estimate based on "relative production in years when there was no bycatch compared to years when bycatch occurred."

Since lack of observer coverage is a major problem in determining who's right, and federal funds for observers are far short of what's needed, the Conference Board voted to consider a voluntary landing tax of \$.015 per pound to be given to NMFS for observer coverage. (The Conference Board is an advisory panel representing Canadian and U.S. longliners.) The association reps on the board were charged with presenting the proposal to their members. However, after the meeting support for the resolution was fading, at least in B.C. (See "B.C. Revolt," page 16.)

Who Gets What's Left?

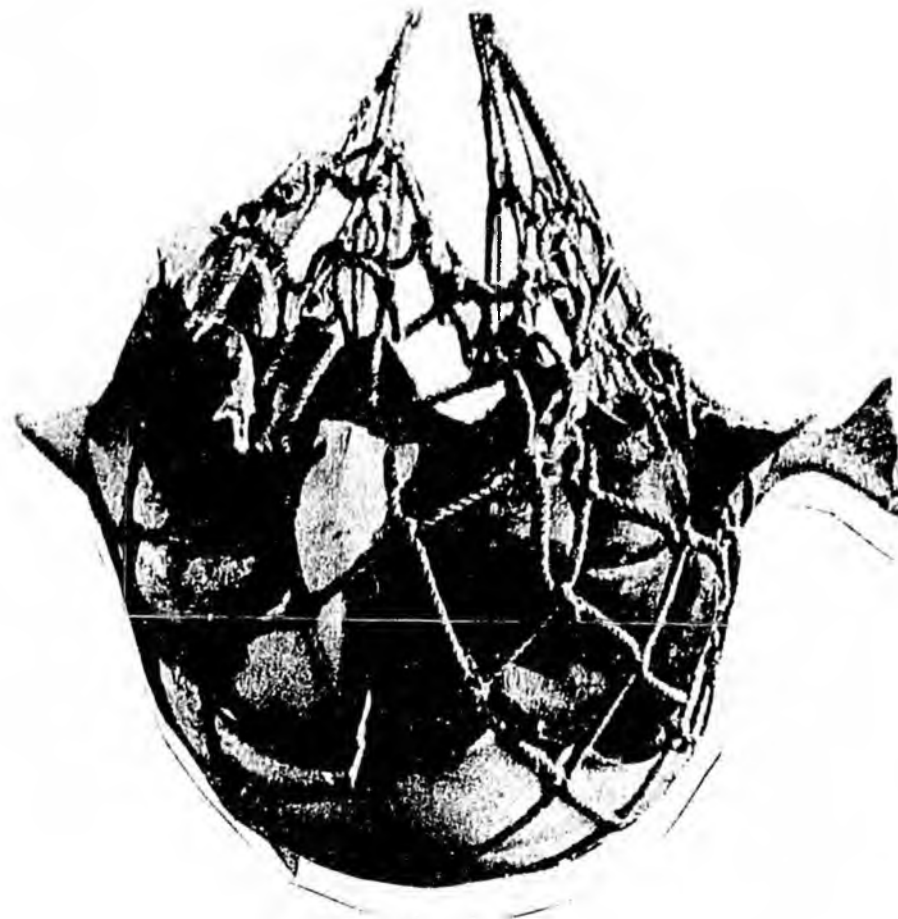
Although trawl bycatch was the major topic at the meeting, no trawlers were present. The Alaska Factory Trawlers Association tried to obtain a seat on the Conference Board, but the motion was defeated by a unanimous B.C. vote and a majority Alaska vote.

The vote was not cast on procedural grounds. As one longliner said, "All it says in my regulations is that an association has to have a secretary and a president." The longliners voted against having an AFTA rep both on gut instinct ("We hate trawlers," said one) and on the idea that giving a trawl group a vote on halibut regulations was only the first step toward giving them a directed allocation.

A discussion with Wally Pereyra, who would have been the AFTA rep, probably would not have allayed their fears. "I think the trawlers have as much right to the halibut as the longliners do," Pereyra said in an interview after the meeting, which he did not attend. "If you look at it in the sense of full utilization of the resource, it's sort of criminal to throw the fish away. If it's alive it makes sense. But if you have a dead fish it doesn't make sense."

Questions of bycatch and biomass may not ever be completely untangled. "It's hard to separate allocation from conservation," says Trumble. "The trawlers say (bycatch) is a matter of allocation and the longliners say it's conservation, but it's really a mixture of both...We'd like to see more economic studies to see what the trade-offs really are," says Trumble, who notes that the IPHC is charged to manage the resource for optimum yield, a measure which includes the economic value of the resource in addition to its size, as opposed to maximum sustainable yield.

What is the optimum use of the resource? And should that be judged by the profit to the fishermen (longliners get more per pound for halibut than trawlers would, but trawlers land higher volume loads) or by the price the consumer must pay in the store? Trumble speculates that "most consumers would rather have a few pounds of halibut in their grocery than a lot of pounds of yellowfin sole in the Soviet Union."



To Reduce Or Not to Reduce? **The Quota Question**

Should quotas be reduced now that the halibut stock is declining? That may seem like an obvious question, but it's not, from the viewpoint of either conservation or allocation.

Surprisingly enough, biologists are not united on this front. A minority school of opinion holds that decreasing quotas doesn't do a declining stock any good. This school of thought assumes that environmental factors have much more to do with stock cycles than fishing pressure does. Therefore, they argue, when stocks are on the decline, fishermen should take what they can, minus the surplus production while it's still available. When the fish are gone, the boats move on until the stocks rebound, if they do.

A more traditional camp of fisheries biologists would urge regulators to reduce fishing pressure on a declining stock. They assume that decreasing the catch of spawners will help the stock recover. (Quota cuts should start before the stock peaks in order to do the most good, but that's another story.) The IPHC is operating on the assumption that in the case of halibut stocks, quota decreases are appropriate.

"Say the stock is going down naturally, due to the change in the temperature of the ocean or something like that," says IPHC biologist Patrick Sullivan. "Then if we fish at the same rate, then we drive it down farther."

He was backed by Gordon Jensen, president of the Petersburg

Vessel Owners Association who fished during the late 1950s and early 1960s when Japanese trawlers were taking 10 to 20 million pounds of halibut a year. "And we went along fishing the same way and bam, no fish. We were down to 50 pounds a skate. Most people just quit," says Jensen. "We're doing the same thing as we did 30 years ago."

At least one longliner thought that might not be a bad idea. "I'd just as soon see the fishery go down to 30 million pounds, where we'd have to get rough on the trawlers," he said. "Then we'd own it again."

Jensen countered that argument during the Wednesday meeting of the Conference Board. "Some fishermen think that if the stocks are driven down, they'll come out good, that they're so much better fishermen than the rest that they'll be the last survivors," he said. "I think that's awful. And I don't think that's legal for the Commission to do."

Trawlers Trade Shutdown for Bycatch

HALIBUT

For the first time, trawlers have agreed to a halibut bycatch cap that could halt operations fleet-wide. Once halibut bycatch reaches 5,333 mt the fleet ties up.

The plan, submitted by the NPFMC bycatch committee, was a subject of heated debate during the January annual meeting of the International Pacific Halibut Commission held in Vancouver, B.C. Many longliners were unhappy that the plan raised bycatch limits, even though the area closed to trawlers, should those limits be reached, is much larger.

According to Bob Alverson, the most recent plan, negotiated at the December and January NPFMC meetings, is more restrictive than the one discussed at the September 1988 Council meeting. "They [the trawlers] agreed to have a whole Bering Sea shutdown," says Alverson of the Fishing Vessels Owners' Association. "I don't know quite why they agreed to that, but they did."

However, longline representative Tom Casey argued that the plan was not restrictive enough. "We're going to take a cut of 30 million pounds in three years, 10 million next year, 8 million the year after and 9 million the year after that. And the trawl bycatch

keeps going up and up and up," said Casey, who represents the Independent Longliners of Seal Rock, Oregon.

Casey told the Conference Board that longliners are going to have to play "hardball...with the trawlers and their lawyers...I feel that the trawlers are being very selfish about all this." Casey led a motion, passed by the Conference Board, asking the IPHC to push for a lower cap of 3,300 mt of halibut bycatch.

The deal cut at the December and January NPFMC meetings calls for trawlers to move out of Zones 1 and Zones 2H (as modified) when the bycatch of halibut reaches 4,400 mt. A bycatch of 5,333 mt will shut down the entire Bering Sea/Aleutian Islands to trawling. The figure discussed at the September 1988 Council meeting was 3,300 mt for Zones 1 and 2. Therefore the cap for that area has been increased by 1,100 mt. But that September cap did not call for a fleet-wide shutdown. The trawlers had asked for a total cap of 7,000 mt to 10,000 mt.

During the NPFMC negotiations Zone 2H was also reduced in size. The northern part of the Zone has not been a problem, said Alverson, so that area was pared out, as was part of the southwest



NMFS observer Robin Harrison holds a live, trawl-caught juvenile halibut before releasing it.

portion of the area. (The new Zone 2H is shown on the map on page 9.)

The trawlers are likely to fight any efforts to further reduce the cap. "If we have to fish the bottom, we want the bycatch to do it. If you set the cap as though we'd all fish mid-water, it's not going to happen," says Bill Orr of Golden Age Fisheries. "If you want to have more pollock taken mid-water you need a lot more processing capacity so you can take it all [the quota] in the spring. And I don't think the Council wants more processing capacity with this talk of limited entry." □

John van Amerongen

HALIBUT

Reducing Bycatch or How Close is that Trawl To the Bottom?

by Kris Freeman

If domestic factory trawlers do need to fish near the bottom in order to catch pollock big enough to fillet, can they rig their gear to avoid halibut? Gary Loverich of Nor'Eastern Trawl Systems Inc. thinks the answer is yes, but it won't necessarily be easy.

"It's certainly possible to reduce the bycatch of crab. Halibut is a much more difficult problem because it acts like a sole or a cod. There's much less behavioral distinction between species.

"Crab and fish have such different behaviors that you can take advantage of the difference to sort one from the other (i.e., a crab can only scuttle on the bottom as a trawl passes overhead, while halibut can, and will, swim in front of the net).

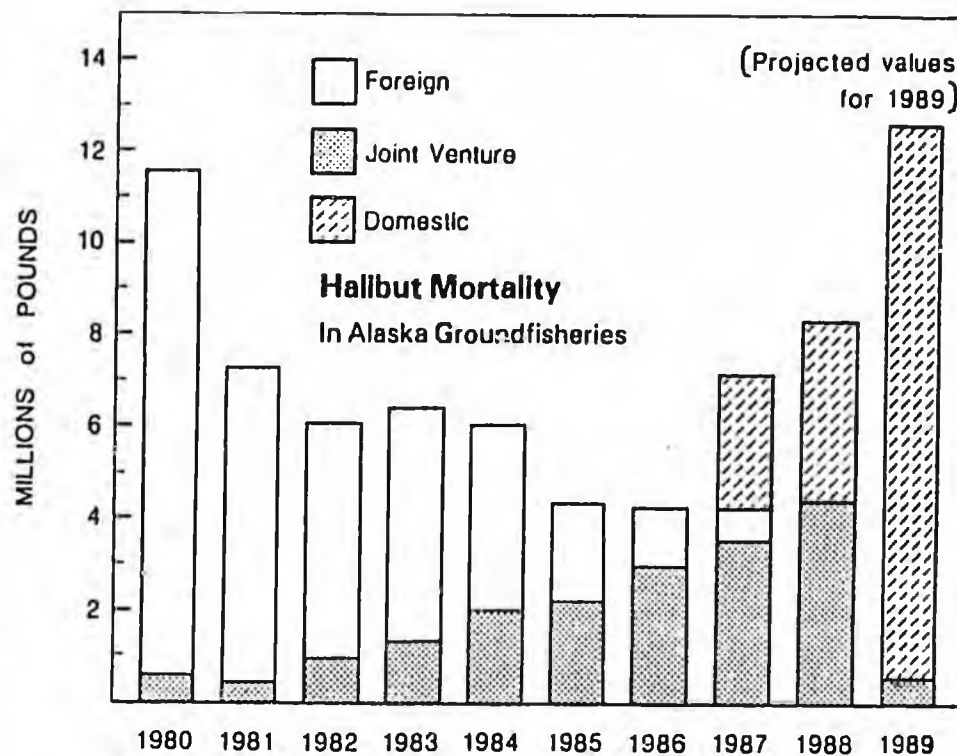
"But halibut act so much like sole that it's difficult to sort them out. It wouldn't be such a problem if the halibut were all big whales because they're such strong swimmers. To avoid them you could perhaps slow down the speed of the trawl. But a juvenile halibut sometimes isn't

much bigger than a yellowfin sole. Juvenile halibut may be stronger swimmers than yellowfin sole, but no one knows for sure.

"In order to eliminate halibut from the catch you have to find the difference in behavior," what distinguishes their swimming patterns from of other fish, says Loverich. That will take research and that means money.

Adding large mesh to the belly of a cod end could well be a good way to reduce halibut bycatch, says Loverich. "Cod, sole and probably small halibut will exit a net with large mesh. Pollock may or may not depending on the season."

"I can tell you for certain that if you use 28-foot mesh you wouldn't catch a cod or a sole or a halibut," says Loverich. Researchers would then have to decrease mesh size, from 15 foot to 10 foot to 5 foot, etc. to find the point where a trawl would begin to catch halibut. "I suspect you could put 16-inch mesh in the belly of a trawl and you could still catch pollock and your catch of halibut would go down. I suspect if you put in 32-inch mesh, it would go way down," says Loverich, adding



that mesh size tests would be relatively easy to conduct. (The belly of a trawl is the bottom panel located just behind the footrope. The mesh in the belly of a pollock trawl is usually 8-inch, although NETS has designed some nets with 12-inch mesh.)

European studies suggest that structures could also be built into the trawl, near the cod end, to reduce halibut bycatch, says Loverich. For instance, flatfish will resist swimming into certain funnel shapes, yet these same structures work very well in catching schooling fish such as hake or pollock. However,

testing such devices would be expensive.

Loverich predicts that species-specific trawls will become more common. Trawl designers will aim to increase trawl productivity, as they have for the last half century, "but in the next 50 years the real emphasis will be on how to catch one species and not another."

Not all the answers lie in the future. Trawlers can avoid some bottom-dwellers right now by using existing gear, namely semi-pelagic trawls. These are essentially mid-water nets with mid-water doors that can be flown low in the water

column.

"Semi-pelagic nets are always used with a net transducer. This makes it possible to work very close to the bottom, possibly within half a fathom," says Loverich. These nets just touch the bottom, instead of digging into it with heavy doors and roller gear, as hard-on-bottom trawls do. Since these nets can't follow the contour of the sea floor as closely as hard-on-bottom gear, they offer more opportunities for bycatch to escape. When the net passes over a depression, sole, halibut and cod may be able to slip under the foot-rope.

Can pollock escape these nets as well? That depends on the season,

since pollock behavior varies with the spawning cycle. During certain times of the year, especially during the spring, pollock will swim upwards when confronted with a trawl. During other months, they'll dive for the footrope like a cod. Trawlers can take advantage of this behavior to help them target on pollock.

"There's got to be a solution (to the problem of halibut bycatch)," says Loverich. "It might just mean having enough commitment to solve the problem...commitment by both the halibut industry and the drag industry. It's got to be a cooperative venture."

1989 Halibut Season

Area	Fishing Periods	Catch Limit (pounds)
2A Commercial	6/27-29; 7/24-26; 8/28-30	274,000
2B	4/25-5/3; *-6/18; *-9/12; *-10/10	10,000,000
2C	5/15-16; 8/12-13; 9/7-8; 10/10-*	9,500,000
3A	5/15-16; 6/12-13; 9/7-8; 10/10-*	31,000,000
3B	5/15-16; 8/12-13; 9/7-8; 10/10-*	8,500,000
4A	5/15-16; 6/12-13; 8/11-12; 9/7-8; 9/21-*; 10/10-*	1,800,000
4B	5/15-17; 5/27-28; 6/3-4; 6/12-14; 6/17-18; 6/24-25; 7/22-23; 7/29-30; 8/9-13; 8/25-26; 9/21-*; 10/10-*	1,900,000
4C	6/12-10/31: 1 day open, 1 day closed	600,000
4D	8/8-8/14; 9/21-*	
4E	5/26-8/11: 2 days open, 1 day closed 8/12-*: continuous	100,000
Total		64,650,000

*Date to be announced by the Commission.

HALIBUT

Bycatch Cuts Both Ways

by Kris Freeman

"We hear the stories of death of immature halibut on crucifiers, and of excess gear left out and discards of halibut by Pacific cod fishermen and black cod fishermen," says trawler rep Bill Orr. "And you begin to wonder if single species management makes sense."

Longliners were indeed counting bycatch among their own numbers during the IPHC annual meeting. The halibut bycatch rate has sometimes approached 50 percent among the few longline processors targeting Pacific cod. The data is sketchy, since observer coverage is minimal on these boats. However, if this fleet expands, it could also swallow up a substantial chunk of the commercial halibut catch.

"If you assume a halibut bycatch rate of only 20 percent, the entire cod quota is so large that (if all the cod were caught by longline) you could take the entire halibut quota as bycatch," says IPHC biologist Robert Trumble. Since multi-species management—for good or bad—does not exist, all these halibut must be tossed over the side.

The actual take by cod longliners is still quite low. "We're very concerned about the potential but really don't have the information that anyone is going after cod in the short term," said Trumble.

However, he wasn't the only one

considering the possibilities. "We think the longliners—ourselves included—have to take control of this cod problem. We have to solve that bycatch problem before we talk to the trawlers when the cod fishery could account for the entire halibut fishery. They (the trawlers) recognize double standards," said Tom Casey of the Independent Longliners of Seal Rock, Oregon. "We must be clean ourselves before we point the finger at them."

Bycatch in the cod fishery could be reduced through seasonal closures and gear restrictions, according to Trumble. "In the summer the cod and halibut inhabit the same area, the shelf. In the winter, however, the halibut move to deep water to spawn. The potential halibut bycatch during a winter cod fishery could be quite low," said Trumble. "Another option we're excited about is fishing for cod in pots with triggers. We understand that fishing with pots can be very clear [as regards halibut]."

There is also the option of letting hook and line fishermen keep halibut. IPHC biologists tried to allow for multi-species management in their management Option 2 for the 1989 halibut fishery, but were voted down by the longliners. Option 1 was "status quo management" with short derby openings. Option 2 was an "extended season...which would allow fishing to occur for at least two weeks each month." Under this

option, halibut could be caught as a bycatch to other fisheries. Trip limits would be used to keep catches under quota. Trip limits might vary from month to month, depending on the amount of fish to be caught and the size of the fleet in a given area. The IPHC report suggested limits ranging from 700 pounds for vessels 0-24 feet to 15,000 pounds for vessels over 56 feet.

Fishermen were unanimous in their disapproval of the option. "Tube" said John Bruce, executive director of the Deep Sea Fishermen's Union. "Some of our boats will go broke," said Linda Kozak, executive director of the Kodiak Longline Vessel Owners Association.

A 15,000-pound trip limit isn't large enough to support a schooner and six-man crew, Bruce said. "They'll just go after P. cod or black cod instead." In addition, he said, the trip limits would increase effort among small boats by giving newcomers a guaranteed shot at the quota.

Option 2 would have allowed fishermen to target multiple species, an idea that has been discussed for years among longliners. "The idea is to target two fisheries and make a living from both," said Trumble.

However, the attraction of multi-species management has apparently faded. "There will be higher mortality if you target two species," said Bruce. "If a fisherman catches more than the trip limits he'll have to discard fish." He added that multi-

ple trip limits spread out over an extended period could be very difficult to enforce. "What does the fish house do when you land with two species in your hold?...And what's to keep a guy from loading up his truck and selling to a restaurant or store?"

Not even the Pacific cod longliners at the meeting, and there were several, spoke in favor of multi-species management, which would allow them to keep incidental catches of halibut. They, like other longliners, worry that if the door is opened to multi-species management in the longline fishery, then the trawlers will demand similar treatment.

On the same lines, the ban on crucifiers, a.k.a. "hook strippers," was also the topic of extended discussion. "I don't believe in smacking the face of a fish against any machine," said one B.C. rep. "You say Area 2B has problems with its stocks. Well, at least we treat our stocks like we want to see them 100 years from now."

continued →

"Crucifiers work fine with a J-hook," said another B.C. rep. "With a circle hook it tears the jaw right out."

"We're in a tough position," said IPHC Director Donald McCaughran. "We don't like hook strippers but we don't like horning, either."

"We're looking for the lesser of two evils," agreed IPHC Assistant Director Stephen Hoag. "It appears that gaffing or horning at the roller might be even rougher on halibut [than crucifiers]."

Bob Alverson of the Fishing Vessel Owner's Association countered that the IPHC didn't face an either/or choice. "Not all boats are horning," said Alverson. "There are a number of boats that still release fish...The regulation against crucifiers is hard to enforce," he admitted. "But ninety-five percent of the fleet is staying away from hook strippers because of the regulations." If crucifiers were legal, the entire fleet would switch over, he said. "Hook strippers increase efficiency by 30-50 percent. If we don't ban them, other boats will be forced to put crucifiers on to compete."

Other fishermen said that allow-

ing the use of hook strippers would send the wrong message at a time when the fleet is working to improve quality and handling. The Conference Board voted to maintain the ban on crucifiers.

Incidentally, the IPHC came in for some criticism of its own when the topic of fish handling and wastage came up. McCaughran opened the public meeting with a showing of the film the Commission produced for the 1988 Halibut Centennial, which McCaughran hopes will be aired on public television. The film contained dramatic shots of crewmen wrestling with halibut and rolling with them in the checker. But these were not necessarily textbook examples of technique, as longliner Bruce Jackson pointed out. "You should show fishermen shaking the fish before it gets to the roller instead of showing the public a halibut going up the chute with a gaff hook in its head," said Jackson, president of the Deep Sea Fishermen's Union.



Crewman Peter (left) helps owner/operator Danny Graham wrestle a halibut over the rail on longliner 'El Dan' during a 5-day opening off St. Matthews Island.

HALIBUT

B.C. Revolt Canadians Fed Up with U.S. ByCatch

"The International Pacific Halibut Commission has become irrelevant to the stocks," said John Radosevic, business agent of the United Fishermen and Allied Workers Union of Canada.

"Something radical is necessary and if the Commission is not willing to do that, I'm not prepared to be part of the process," said Radosevic, who has called for a meeting of all B.C. fishing groups to reevaluate their participation in the Halibut Commission. He is also calling for the resignation of the three Canadian IPHC commissioners. "I don't want it to be said down the line that the Union couldn't see what was coming, that it had a part in wiping out the resource."

The problem? Trawl bycatch in U.S. waters. Radosevic said that the actions of the North Pacific Fishery Management Council made it appear as if "the halibut resource was expendable compared to the domestic trawl fleet."

Radosevic said that his position is more radical than that of the other B.C. fishermen's groups. However,

he adds, his group is also the largest.

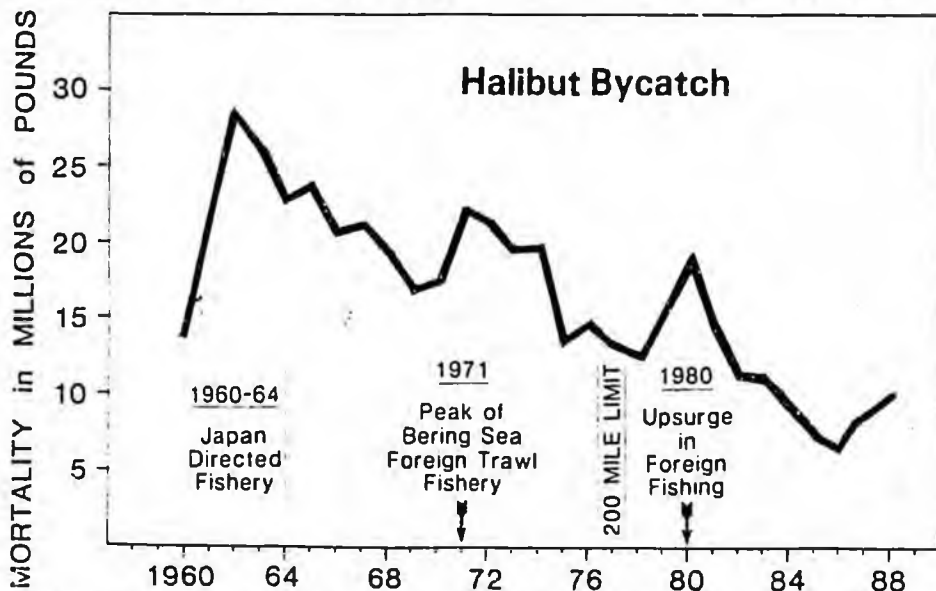
In addition, his concerns, if not his solutions, were shared by the other B.C. fishermen who attended the January IPHC annual meeting. "The U.S. government in its wisdom has decided to take its resource and chew it up and throw it over the side. Should I as a Canadian citizen have to pay for that?" asked John Sanderson of Ocean Triumph Seafoods of Victoria.

B.C. longliners and the IPHC have long argued over the link between Canadian and U.S. halibut stocks, whether juveniles or adults migrate and where they migrate from and to. Regardless, B.C. longliners say they are being forced to pay for wastage that is beyond their control. Bycatch in Area 2B was only 1 million pounds in 1988, yet the 2B quota is being cut by 2.5 million pounds. "Canadian quotas are taking pretty big cuts because of low recruitment. But our recruitment comes from the areas that are being dragged up [the Bering Sea]," said Radosevic.

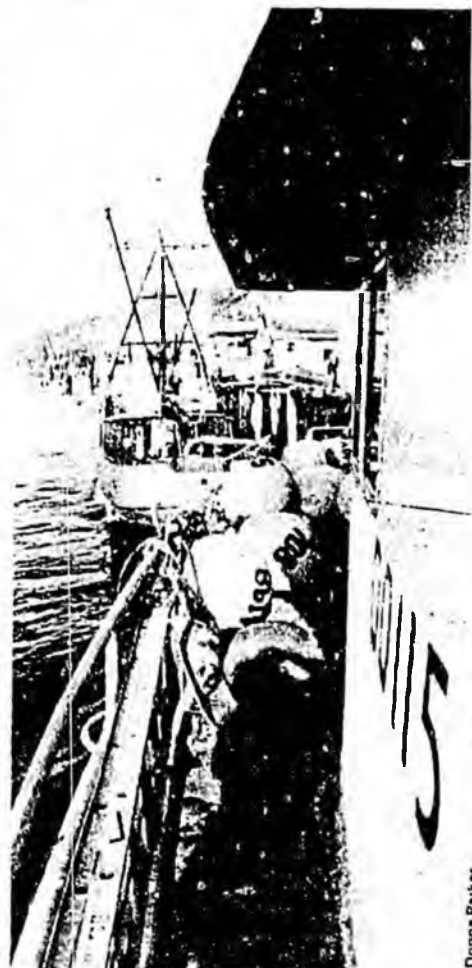
IPHC biologists admitted that they haven't yet figured out the best

way to distribute bycatch reductions among the different areas. B.C. reps suggested that one way around the problem might be to link Areas 2B and 2C the same way areas 3A and 3B are linked. (Because Area 3 has been managed as one unit, stocks in Area 3A have been underfished. They have also increased in size and the 3A quota will be the only one to increase in 1989.) If Area 2 was managed as one unit, reductions for U.S. trawl bycatch could come out of the American quota in 2C instead of the Canadian quota in 2B.

That proposal, as expected, didn't get very far.



This chart shows halibut bycatch from all gear types along the entire West Coast. For the numbers on Alaska trawl bycatch (included with other gear types in the chart above), see the graph on page 13.



Longliners in Kodiak harbor.

Donna Parker

Donna Parker

1-7-10-080

During the IPHC annual meeting, Radosevic also questioned IPHC estimates of bycatch, arguing that trawl bycatch actually could be much larger than estimated. "With no observers how can you trust the stats?" he asked.

He also accused U.S. draggers of keeping halibut bycatches. "How do you know the factory trawlers aren't selling juvenile halibut to Japan? Is the Commission aware of a growing market for halibut of illegal size in Japan? Is that figured into the stats? Is there something that can be done to plug the hole? We're satisfied that it (the juvenile halibut) is not coming from Canadian waters."

"I would be astonished if any of that came from U.S. factory trawlers," said Bill Orr of Golden Age Fisheries, in a JOURNAL interview after the meeting. "With the degree of scrutiny and observation, I can't see anyone taking a risk like that with a \$20 million or \$30 million boat. I know our company contract states that keeping halibut, for home canning or anything, is grounds for firing."

U.S. Customs officials have the right to inspect fish being transferred from a factory trawler to a tramper for delivery to Japan, said Orr. Not every box, or even every load is inspected, admits Orr who adds, "I guess it could be done. But I think it would be a lot easier for a Japanese vessel [to fish illegally for halibut]."

Steve Pennoyer, new head of Alaska NMFS, raised another possibility during a question and answer period with the Conference Board. "Small halibut could be coming from the Soviet zone, too," he said.

"The Soviets retain the halibut bycatch in their trawl fisheries. And trawls tend to catch more juvenile halibut since the big halibut are strong enough to swim away from the mouth of the trawl," says Wally Pereyra, chairman and CEO of Profish International. "They [the Soviets] are always doing interesting things to generate hard currency. It's probably more responsible for them to sell it [halibut bycatch] than throw it away."

While the UFAWU members are reevaluating their participation in the IPHC, they are also rethinking their support of a voluntary \$.015 tax to support a NMFS observer program. By the time an observer program is established and data is collected, it will be too late, says Radosevic. "Our throats are being cut and they're offering band-aid solutions."

Perhaps as solace, B.C. longliners were given the first opening of the season for the second year in a row.

Bid Issue Raised Once Again

Call it "Son of Guild". The idea of paying for halibut before you catch it is making the rounds again. In 1984 former NPFMC executive director Jim Branson proposed ending derby openings through a "Guild System," whereby fishermen would bid for so many pounds of fish, then have ten months to catch it.

At the annual IPHC meeting held January 23-27 in Vancouver, B.C., the idea was raised again by a man who had never heard of Branson's system. He was Mike Reif of Sitka, a contractor and a former forester. He spoke from his paper "Competitive Bid Allocation Plan For Public Commercial Fisheries."

Reif said he represented "John Q. Public" who had been left out of the allocation debate for all species, including halibut. "There is no other resource on this financial scale—

billions of dollars—that doesn't go up for lease or bid," said Reif. "This last summer one red salmon was worth a barrel of oil. We wouldn't give away a barrel of oil."

In his paper Reif argues that fishery management should be funded by fishermen and processors through a bidding system, instead of by funds taken from the general taxpayer. He claims that monopolies could be avoided by requiring that the majority of bids go to small- and medium-sized users. He proposes a 33-33-33 split between small, medium and large boats.

Less than a week later, similar sentiments were printed on the front page of the *Seattle Times* business section as a preface to a report on the cut-off date for groundfish fisheries established by the NPFMC (see story, page 30). In

summarizing the U.S. take of pollock, cod and halibut, veteran fisheries reporter Ross Anderson wrote, "the bottom line is \$2 billion in annual sales to the Seattle-based fishing industry. And it's all ours—a vast, renewable, publicly owned resource, enough to offset part of the federal budget deficit.

"Except it doesn't. Alaska groundfish, like other American fisheries, actually add to the deficit. Each year, the federal government spends about \$5 million to research, manage, allocate and patrol the fishing grounds. Then it all but gives the fish away to anybody who can buy or build a boat equipped for the rugged Bering Sea."

Neither article discussed the fact that other major fishing nations such as Japan, Norway and the USSR heavily subsidize their fishing fleets.

Reif is soliciting the help of fishermen in writing up his proposal and speculates that small-boat fishermen, who he says are the biggest

losers in the current derby management system, might be most interested.

However, support for a bid system is more likely to come from established longliners who have invested heavily in longline vessels, according to John Bruce, executive director of the Deep Sea Fishermen's Union. Bruce says that a bid system might actually discourage part-time, small-boat fishermen by making it more expensive for them to fish. Some probably couldn't afford a per-pound fee in addition to the cost of gear. Historically, support for limited entry and other management schemes to reduce effort has been strong in Petersburg, which is home-port to a fleet of large longliners that range the Bering Sea.

Reif and his group, which have yet to agree on a name, can be reached at P.O. Box 2346, Sitka, AK 99835; (907) 747-6005.

By the way, if you want to tell Anderson what you think of his idea, he's heard it already. He got calls from 30-40 angry fishermen the week after his story came out. □

S J R

33

Senator John Binkley

Senate Finance Committee

P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985



Finance Committee
Co-Chairman

MEMORANDUM

April 21, 1989

TO: Representative Cliff Davidson, Co-Chairman
Representative Curt Menard, Co-Chairman
House Resources Committee

FROM: Senator John Binkley *John Binkley*

RE: SJR 33

I appreciate your scheduling a hearing for SJR 33, "relating to reauthorization of the Magnuson Act", in your committee next Monday. The House Merchant Marine and Fisheries Committee is holding its first hearing on Magnuson Act reauthorization in Washington, D.C. on May 2, about 10 days from now. I believe it is vital that the Legislature pass this resolution as quickly as possible in order to convey the importance of these issues to Congress.

With that in mind, I have reviewed some of the amendments your committee is proposing for SJR 33. While I have no particular objection to most of these amendments, I am very concerned that key issues that have been highlighted by the fishing industry and by the Department of Fish and Game, and that are already in SJR 33, might lose some of their significance if too many specific and technical amendments are added to the resolution. (I really don't want this to turn into another SJR 6!)

In discussions with the Congressional delegation, their staff and with the Cowper administration, my sense of what is needed is a simple resolution urging reauthorization of Magnuson, stressing its importance, and focusing on some of the key concepts that need to be addressed in this process. I don't think we're at the point yet of having to provide a complete laundry list of all the specific amendments that the state would like to see in the final package.

I would appreciate your keeping these thoughts in mind as you review this resolution. Thank you.

THE FOLLOWING DOCUMENT MAY NOT FILM
LEGIBLY BECAUSE OF THE POOR QUALITY OF THE
ORIGINAL

STATE OF ALASKA

STEVE COVIELL GOVERNOR

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

P.O. BOX 24800
JUNEAU, ALASKA 99802-0000
PHONE: (907) 465-4100

March 29, 1989

The Honorable Betty Fahrenkamp

Alaska State Senator
P.O. Box V
Juneau, AK 99811

Dear Senator Fahrenkamp:

We appreciate the opportunity to bring you up to date on the state's efforts to formulate amendments to the Magnuson Fishery Conservation and Management Act (MFCMA) as you consider Senate Joint Resolution 33 relating to Congressional reauthorization of this Act.

The Magnuson Act originally established a regime for managing fisheries that provides for adequate conservation and appropriate allocation of fishery resources among users. This law, originally enacted in 1976, is the most important fisheries management legislation developed by Congress. The underlying principles set forth by the Magnuson Act provide critical guidance for management of fisheries species economically important to Alaska, nearby states of the Pacific Northwest, and throughout the nation.

The Senate supports Congressional action necessary for reauthorization and the continuation of the basic principles set forth by the Magnuson Act. However, we are also interested in potential amendments to strengthen the Act and address specific issues. As you may know, Congress will begin hearings on reauthorization in May of this year. The Administration has formed a working group to develop a package of recommendations for MFCMA reauthorization. The working group is being coordinated by the Department of Fish and Game and includes staff from the Department of Commerce, the Office of International Trade, and the Governors Office, both in Juneau and Washington D.C.

At this time, agency staff and affected interest groups have identified several issues that may become the basis for state supported amendments to the Act. High seas salmon interception and the "don't hole" issue are high on the list, and are examples of topics under consideration for state supported amendments. Other topics include extending state jurisdiction to the new 12 mile "contiguous" sea, expansion of the 200 mile Exclusive Economic Zone, and the

U.S. government's efforts to monitor foreign fisheries and enforce U.S. fishing laws, support to continue the current geographic balance on the North Pacific Fishery Management Council, measures to ensure that any limited access system provide for access by Alaskans to the resource, and consideration of the community development quota concept for fisheries development in rural areas of Alaska.

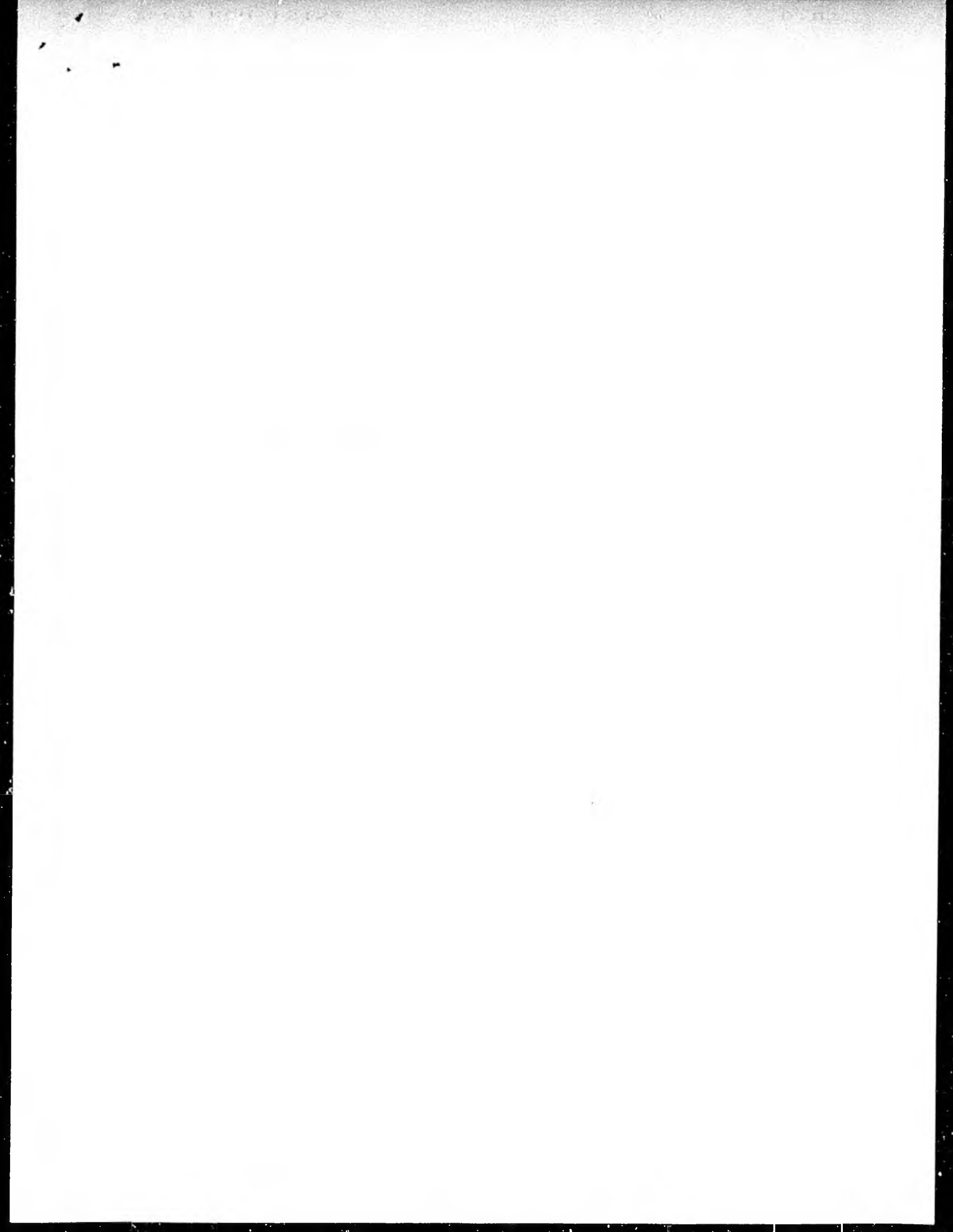
The Administration will continue to work with interest groups and the legislature to identify concerns that might be appropriately addressed in the form of amendments to the Magnuson Act. As we continue our work we will be sure to provide you any information we develop on the Magnuson Act and possible amendments.

Sincerely,
David Benton

David Benton
Director
Office of Special and
Intern'l Fisheries Affairs

Handwritten marks and scribbles in the top left corner.

Main body of the page containing extremely faint, illegible text or markings.



Senator John Binkley


Senate Finance Committee
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985

Finance Committee
Co-Chairman

MEMORANDUM

April 24, 1989

TO: House Resources Committee Members

FROM: Senator John Binkley 

RE: SJR 33

Almost every Alaskan is now aware that the interception of Alaska salmon and steelhead stocks by high seas foreign fishing fleets is having major political and economic impacts on the Alaska fishing industry. We continue to lose millions of dollars in lost fishing opportunities each year as a result of both legal and illegal salmon gillnetting on the high seas, as well as unregulated squid fishing in the North Pacific and Bering Sea.

The Legislature recently passed Senate Joint Resolution 6 which I sponsored and which calls upon the Congress, the United States State Department, and the American section of the International North Pacific Fisheries Commission to take steps to end these interceptions of Alaska fish. One of those steps included adding amendments to the Magnuson Fishery Conservation and Management Act to ensure that United States jurisdiction over American anadromous species will be effectively enforced to stop the interception of salmon and steelhead on the high seas.

The Magnuson Act, passed in 1976, is due for reauthorization by the Congress by September 30, 1989. This legislation established a management system for fisheries within the United States Exclusive Economic Zone, from 3 miles to 200 miles off the shoreline.

One of the major principles of the Magnuson Act is that the United States has jurisdiction over American anadromous species, such as salmon and steelhead, wherever they migrate on the high seas beyond the U.S. EEZ.

Senate Joint Resolution 33 calls for the Congress to reauthorize the Magnuson Act this year and to amend it to give federal and state agencies additional authority in stopping the illegal harvest of salmon and steelhead on the high seas.

The amendments that are listed in SJR 33 are not meant to be all-inclusive. However, they do represent the thinking of most major fishing organizations in Alaska at this time.

April 24, 1989
Page Two

There is some speculation that the Congress might opt for a simple, one-year extension of the Magnuson Act, without allowing any amendments to the legislation. I believe it is important for the Alaska Legislature to send a strong message to the Congress that this would not be acceptable; that the reauthorization process this year offers an excellent opportunity to strengthen the United States' hand in dealing with the interception issue, and that amendments such as these could provide some relief within the next year to Alaska fishermen suffering from the impacts of these interceptions.

The amendments themselves as listed in SJR 33 are not specific. Rather, they detail general concepts with the actual technical details to be worked out during the legislative process.

HOUSE COMMITTEE REPORT

(9)

Date Referred: April 7, 1989

FURTHER REFERRALS:

Date of Committee Action: 4-24-89

The RESOURCES Committee considered:

CSSJR 33 (RESOURCES)

CS FOR SENATE JOINT RESOLUTION NO. 33 (Resources)

[FISHERY CONSERVATION & MANAGEMENT ACT]

Relating to reauthorization of the Magnuson Fishery Conservation and Management Act by Congress.

RECOMMENDATIONS:

- [] be replaced with _____ [] the same title
[] a new title
[] have attached amendment(s)
[X] do pass
[] do not pass
[] no recommendation
[] individual recommendations
[] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS: (Date/Dept)

- [] fiscal impact _____
[] zero fiscal note _____
[] zero with analysis _____

- [] fiscal note(s) _____
[] zero fiscal note(s) _____
[X] zero fn/analysis 7+6 4-4-89

SIGNING DO PASS:

Mike Gou
Chip Davison
Samuel Williams
Bill Hudson
Best Sharp
George Taylor
Albee Lawrence

SIGNING:

(Check approp. column)

	Do Not Pass	No Rec	Amend

Chip Davison

Chairman's Signature

AMENDMENT PROPOSED BY SENATOR ZHAROFF TO SJR 33

p. 3, line 8, insert between existing (10) and (11) and renumber accordingly:

a change in Alaska's membership on the Pacific Fishery Management Council
from non-voting to voting;

RECEIVED APR 10 1988

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: Fish and Game
 Title: Reauthorization of the Magnuson Fishery Conserv. & Mgmt. Act/Congress
 Sponsor: Senator Binkley et. al.
 Requestor: _____ Components: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0
CAPITAL	0	0	0	0	0	0
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

CSSJR 33 addresses amendments that the Legislature would like to see Congress adopt in reauthorizing the Magnuson Fishery Conservation and Management Act. The department is involved in the Congressional process and can participate in the amendment process without additional appropriations.

Prepared by: Deborah L. Greenberg, Special Asst. Phone: 465-4100
 Division: Commissioner's Office Date: 4/4/89

Approved by Commissioner: *Walter H. Akeley* Date: 4/4/89
 Agency: Fish and Game

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

S J R

40

STATE OF ALASKA
1989 LEGISLATIVE SESSION

BILL VERSION: SJR 40 (b)
PUBLISH DATE: 4/11/89

FISCAL NOTE

REQUEST: _____

REVISION DATE: _____
TITLE: National Park Service Hire
of Native College Students

AGENCY: federal impact
BRU: _____

SPONSOR: Sen. Adams
REQUESTOR: _____

COMPONENTS: _____

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERS. SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND/BUILD.						
GRANTS/CLAIMS						
MISCELLANEOUS						
TOTAL	0	0	0	0	0	0
CAPITAL						
REVENUE						

FUNDING: (THOUSANDS OF DOLLARS)

GENERAL FUNDS						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS:

SJR 40 supports the National Park Service request for federal budget approval for the proposed cooperative education program to hire Native college students in the national park units in Alaska. SJR 40 has no state fiscal impact.

PREPARED BY: Nancy Petersen, staff, Senate Resources Committee

DATE: 4-10-89
PHONE NO.: 465-3872



United States Department of the Interior

NATIONAL PARK SERVICE



IN REPLY REFER TO:

ALASKA REGIONAL OFFICE
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892

April 6, 1989

The Honorable Al Adams
Alaska State Senate
Room 507 State Capitol
P.O. Box V
Juneau AK 99811

Dear Senator Adams:

We are very pleased to hear of your sponsorship and introduction of SJR 40, in which legislative support for our Cooperative Education program is expressed. The national park managers in Alaska and I feel strongly that this type of program, with its emphasis on creating educational and career opportunities to Alaska Natives, will have far-reaching benefits for Native people, the visiting public, and the parks themselves.

SJR40 will surely have a positive impact on the interest we see building around this unique program. It can provide opportunities for us to hire highly-skilled people to fill many critical positions which we foresee for the region over the next five years. Your personal interest and support are greatly appreciated.

I am enclosing some additional background information for you on the Cooperative Education program and our five-year plan, as well as an article written for our regional Equal Opportunity newsletter describing this year's student trainees.

Regional Director Boyd Evison takes a personal interest in this program, and has asked that I transmit the information to you as quickly as possible on his behalf. If you should have questions or need additional information, please don't hesitate to call him or Eleanor Pratt, program coordinator, at 257-2698.

Sincerely,

David B. Ames
Acting Regional Director

Enclosures

NEW COOPERATIVE EDUCATION APPOINTMENTS

Three new students have been hired in the region's Cooperative Education Program for 1989. They are:

Cyril Andrews, sophomore majoring in Rural Development at University of Alaska-Fairbanks, who will be a Realty Specialist trainee with the Lands Division. Mr. Andrews is a native of Kotlik. His background includes 4 years on his high school varsity basketball team, being student council president and vice-president, and 8 years of commercial fishing experience.

Jacob Isaac, a junior also at UA-F and majoring in wildlife management, who will be a park ranger trainee at Denali in visitor services. Mr. Isaac is from the village of Marshall. He was president of his high school student council, elected to National Honor society, an alumnus of Upward Bound, spent a semester as an exchange student at Westfield College in Massachusetts and two summers as an intern at the Institute of Marine Science (Seward).

Donald Mike, a junior at Sheldon Jackson College majoring in natural resource management, who will be a park ranger trainee at Wrangell-St. Elias (Nabesna). Mr. Mike is from Kotlik, and his varied work experience includes commercial fishing, assisting with U.S. Fish & Wildlife Service migratory bird studies, and maintenance. In addition he is a skilled craftsman who makes his own hunting implements such as atlatls and spears.

Joining these three outstanding new trainees are returning students:

Martha Olympic, senior at UAA in anthropology, from Igiugig, who will spend her third and last trainee summer with an archeological crew in Bering Land Bridge. She was previously assigned to regional office Cultural Resources and Katmai.

Hubert Chakuchin, senior at Sheldon Jackson in resource management, from Toksook Bay, who will spend his third summer in interpretation and resource activities at Denali. Hubert will graduate in December, becoming the first cooperative education graduate in the Alaska program. He served his first two summers at Lake Clark;

Martha Wilson, a junior at Sheldon Jackson from Kotzebue, in resource management, will transfer for her second summer to Northwest Areas from Denali;

Glenn Hart, a junior in aquatic resources at Sheldon Jackson, from Wasilla, will spend his second summer at Sitka, where he worked his first year.

COOPERATIVE EDUCATION PROPOSAL

National Park Service, Alaska Region

PROPOSAL:

To change the face of the National Park Service in Alaska-- and deepen our understanding of Alaskan ways-- by making Alaska Natives a major integral part of its most basic functions. We propose to do so by bringing high-potential students into a program that prepares them for, and places them in, crucial jobs with potential for advancement to top management roles.

BACKGROUND

Cooperative Education is a hiring tool which allows federal agencies to recruit college students, provide them with relevant work experience while they are still in school, and then non-competitively convert them to career positions in the agency upon graduation.

The National Park Service, Alaska Region, has hired eight Alaska Native college students over the last two years as Cooperative Education trainees. We recognize the unique understanding and appreciation that Alaska Natives have of the cultural and natural resources of Alaska, and we will take advantage of every opportunity to utilize these special knowledges and skills in the management of Alaska's national parks. The value these Cooperative Education students have brought to the National Park Service is immeasurable, as clearly demonstrated in the organizational and public response to our current trainees.

The students we have hired so far are as follows:

1987 Intake--					
<u>NAME</u>	<u>HOMETOWN</u>	<u>POSITION</u>	<u>LOCATION</u>	<u>MAJOR</u>	<u>SCHOOL</u>
Hubert Chakuchin	Toksook Bay	Park Ranger	Lake Clark NP	Resource Mgt	Sheldon Jackson
Patrick Sampson*	Kipnuk	Park Ranger	Sitka NHP	Native Studies	U of Alaska Fbks
Martha Olympic	Igiugug	Cult Res Spec	Regional Office	Anthropology	U of Alaska Fbks
Deborah Fairbanks*	Shageluk	Administrative	Regional Office	Business	Alaska Pacific U.
1988 Intake--					
Glenn Hart	Wasilla	Park Ranger	Sitka NHP	Aquatic Resource	Sheldon Jackson
Martha Wilson	Kotzebue	Park Ranger	Denali NP	Resource Mgt	Sheldon Jackson
Charlene Reich*	Kotzebue	Res Mgt Spec	Northwest Areas	Fisheries Biology	U of Idaho
Dwayne Haviland	Kotzebue	Park Ranger	Wrangell-St. Elias	Resource Mgt	U of Alaska Fbks

*Students who left program

- * enhance the National Park Service's ability to understand Alaskan Issues from varied perspectives;
- * improve our ability to communicate effectively with Alaska Native users of the parks, through hiring of staff with personal understanding of their cultures and languages; and
- * enhance the visitor's understanding of Native cultures in Alaska.
- * support our affirmative action commitment to bring Alaska Natives into mainstream career occupations;

The limited resources we have been able to commit so far to Cooperative Education have yielded excellent if modest results. As these Native students approach graduation from college, we are trying to find positions which they could fill as permanent employees, and which are needed by the parks for future growth.

In order to place these students into permanent positions, and to continue to recruit additional Alaska Native college students, we need to identify a stable source of funds to support those positions. Such funds are not available at current levels, and at present placement depends on chance availability of appropriate positions upon completion of the educational program.

PROJECTED NEEDS

The following list of future position needs for Alaska's national parks reflects those we feel are particularly suited to fill with Alaska Native candidates recruited through Cooperative Education. These are occupations where we have the most severe underrepresentation of Alaska Natives, and where their unique knowledges and skills will be most valuable to the national parks.

<u>Position</u>	<u>Description</u>	<u>Location</u>
GS-025-5/7/9	Park Ranger, Interpretive Specialist	Katmai National Park and Preserve
GS-025-5/7/9/11	Park Ranger, Unit Manager	Kobuk Valley National Park
GS-025-5/7/9	Park Ranger, Interpretive Specialist	Sitka National Historical Park
GS-025-5/7/9/11	Park Ranger, Resource Management Specialist	Lake Clark National Park and Preserve
GS-401-5/7/9	Resource Management Specialist	Denali National Park and Preserve
GS-025-5/7/9	Park Ranger, Chitina Sub-district	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9	Park Ranger, Nabesna Sub-district	Wrangell-St. Elias National Park and Preserve
GS-193-5/7/9	Compliance Archeologist	Cultural Resources Division

<u>Position</u>	<u>Description</u>	<u>Location</u>
GS-1170-5/7/9	Realty Specialist	Lands Division
GS-025-5/7/9	Park Ranger, resource management and resource protection	Gates of the Arctic National Park and Preserve
GS-401-5/7/9	Resource Management Specialist, wildlife and fisheries	Kenai Fjords National Park
GS-025-5/7/9	Interpretive Specialist	Bering Land Bridge National Preserve
GS-0193-5/7/9	Cultural Resource Management Specialist	Bering Land Bridge National Preserve
GS-193-5/7/9	Cultural Resource Management Specialist	Yukon-Charley Rivers National Preserve
GS-025-5/7/9/11	Park Ranger, Unit Manager	Noatak National Preserve
GS-025-5/7/9	Interpretive Specialist	Glacier Bay National Park and Preserve
GS-025-5/7/9/11	Interpretive Specialist	Lake Clark National Park and Preserve
GS-025-5/7/9	Park Ranger, Yakutat Sub-district	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9/11	Interpretive Specialist	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9	Interpretive Specialist	Interpretation and Visitor Services Division
GS-025-5/7/9	Interpretive Specialist	Fairbanks Public Lands Information Center
GS-810-5/7/9	Structural Engineer	Division of Facility Design and Maintenance
GS-028-5/7/9/11	Outdoor Recreation Planner	Planning Division
GS-028-5/7/9/11	Environmental Compliance Specialist	Environmental Compliance Division
GS-1101-5/7/9	Concessions Analyst	Concessions Division
GS-430-5/7/9	Botanist	Kenai Fjords National Park
GS-025-5/7/9	Interpretive Specialist	Yukon-Charley Rivers National Preserve
GS-025-5/7/9/11	Subsistence Specialist	Northwest Areas
GS-193-5/7/9	Cultural Resource Management Specialist	Sitka National Historical Park
GS-025-5/7/9	Interpretive Specialist	Anchorage Public Lands Information Center
GS-GS-807-5/7/9	Landscape Architect	Division of Facility Design and Maintenance
GS-808-5/7/9	Architect	Division of Facility Design and Maintenance

We realize that it will take several years of planned recruitment and hiring activity to fill all these positions with Alaska Native candidates through the Cooperative Education program, even given adequate resources to accomplish our goals.* Ten years would be a realistic time frame to target and fill all the positions listed above. However, for the purposes of this proposal, we propose the following levels of student intake over the next five years to fill some of those positions identified (including required base increases):

<u>FY89</u>		<u>FY90</u>		<u>FY91</u>		<u>FY92</u>		<u>FY93</u>	
6 returning students	\$ 48,000	2 conversions to permanent status	\$ 72,000	2 permanent staff	\$ 74,000	5 permanent staff	\$185,000	9 permanent staff	\$342,000
4 new students	\$ 32,000	7 returning students	\$ 56,000	3 conversions to permanent status	\$108,000	4 conversions to permanent status	\$150,000	3 converting to permanent status	\$117,000
program support	\$ 20,000	4 new students	\$ 32,000	7 returning students	\$ 60,000	6 returning students	\$ 51,000	6 returning students	\$ 51,000
		program support	\$ 25,000	4 new students	\$ 34,000	4 new students	\$ 36,000	4 new students	\$ 34,000
				program support	\$ 25,000	program support	\$ 30,000	program support	\$ 30,000
Total	\$100,000	Total	\$185,000	Total	\$301,000	Total	\$452,000	Total	\$574,000

Our goal is to attract and develop Alaska Natives as future managers; the Cooperative Education program is the most ideal means to achieve this. We are committed to the continued use of this program to improve representation of Alaska Natives in our work force, regardless of future funding levels. At current levels, however, it would be impossible for us maintain the number of intakes and conversions (as outlined above) needed to achieve that goal within the next 5-10 years. By this augmentation of the program, cooperative education recruitment could be broadened to include other groups using the limited existing base on which it has thus far been built.

*This proposal also has an excellent tie-in with our newly instituted Resource Apprenticeship Program for Students (RAPS), an interagency effort to provide summer work experience in natural resource management to Native high school juniors and seniors-- NPS, BLM, USF&WS, and USFS are involved, along with BIA and several Native non-profit corporations.

HOUSING AND OFFICE REQUIREMENTS

The dollar amounts shown above reflect salaries, benefits, and support costs associated with the proposed positions. If we're to fully realize our goal to place substantial numbers of Alaska Natives in key jobs in Alaska's national parks, additional housing and office space will be critical. In some areas such as Kenai Fjords National Park, additional positions could be absorbed without increasing facilities. In other areas, such as Bering Land Bridge National Preserve or Glacier Bay National Park and Preserve, additional funding would be needed to meet housing and office space needs. We have estimated these additional costs as follows (projected requirements by FY94):

<u>PARK</u>	<u>POSITIONS</u>	<u>HOUSING</u>	<u>OFFICE</u>	<u>LAND</u>	<u>TOTAL</u>
Bering Land Bridge	2	\$336,000	-0-	\$90,000	\$426,000
Denali	1	\$114,000	\$55,000	-0-	\$169,000
Gates of the Arctic	1	-0-	-0-	-0-	-0-

<u>PARK</u>	<u>POSITIONS</u>	<u>HOUSING</u>	<u>OFFICE</u>	<u>LAND</u>	<u>TOTAL</u>
Glacier Bay	1	\$114,000	\$ 55,000	-0-	\$169,000
Katmai	1	\$150,000	\$ 44,000	-0-	\$194,000
Kenai Fjords	2	-0-	-0-	-0-	-0-
Lake Clark	2	\$420,000	\$100,000	-0-	\$520,000
Northwest Areas- Kotzebue	1	\$168,000	-0-	\$45,000	\$213,000
Noatak	1	\$210,000	\$ 50,000	\$40,000	\$300,000
Kobuk	1	\$210,000	\$ 50,000	\$40,000	\$300,000
Sitka	2	-0-	\$ 64,000	0-	\$ 64,000
Wrangell-St. Elias- Chitina	1	\$144,000	-0-	\$30,000	\$174,000
Nabesna	1	\$144,000	-0-	0-	\$144,000
Glennallen	1	\$144,000	-0-	\$45,000	\$189,000
Yakutat	1	\$144,000	-0-	\$30,000	\$174,000
Yukon-Charley Rivers	2	\$300,000	\$110,000	\$30,000	\$440,000
				TOTAL	\$3,476,000

If we are unable to meet these needs for additional facilities and housing in those parks where they are most critical, as indicated above, then our future placement opportunities for Cooperative Education graduates will have to be limited to those few other areas where they are available.

FISCAL NOTE

REQUEST:

Revision Date: 4/7/89

Agency Affected: Natural Resources

Title: NPS Hire of Native Students

BRU: Park Management

Sponsor: Senator Adams

Components: _____

Requestor: Senate Resources Committee

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		-0-	-0-	-0-	-0-	-0-

CAPITAL						
----------------	--	--	--	--	--	--

REVENUE						
----------------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL		-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

This bill does not affect the Department of Natural Resources.

Prepared by: Carol Wilson
 Division: Commissioner's Office

Phone: 455-2400
 Date: 4/7/89

Approved by Commissioner: [Signature]
 Agency: Natural Resources

Date: 4/10/89

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

STATE OF ALASKA
1989 LEGISLATIVE SESSION

BILL VERSION: SJR 40 (b)
PUBLISH DATE: 4/11/89

FISCAL NOTE

REQUEST: _____

REVISION DATE: _____
TITLE: National Park Service Hire
of Native College Students
SPONSOR: Sen. Adams
REQUESTOR: _____

AGENCY: federal impact
BRU: _____
COMPONENTS: _____

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERS. SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND/BUILD.						
GRANTS/CLAIMS						
MISCELLANEOUS						
TOTAL	0	0	0	0	0	0
CAPITAL						
REVENUE						

FUNDING: (THOUSANDS OF DOLLARS)

GENERAL FUNDS						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS:

SJR 40 supports the National Park Service request for federal budget approval for the proposed cooperative education program to hire Native college students in the national park units in Alaska. SJR 40 has no state fiscal impact.

PREPARED BY: Nancy Petersen, staff, Senate Resources Committee

DATE: 4-10-89
PHONE NO.: 465-3872

S J R

42

(9)

Date Referred: April 24, 1989

FURTHER REFERRALS:

Date of Committee Action: 5-3-89

The RESOURCES Committee considered:

SJR 42

SENATE JOINT RESOLUTION NO. 42

[WRANGELL-ST. ELIAS VISITOR CENTER]

Relating to the development of a visitor center for Wrangell-St. Elias National Park and Preserve in the vicinity of Glennallen.

RECOMMENDATIONS:

- be replaced with _____ the same title
- have attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS: (Date/Dept)

- fiscal impact _____
- zero fiscal note _____
- zero with analysis _____

- fiscal note(s) _____
- zero fiscal note(s) Sen. Res. 4-18-89
- zero fn/analysis _____

SIGNING DO PASS:

SIGNING:
(Check approp. column)

	Do Not Pass	No Rec	Amend

Chairman's Signature

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: _____
 Title: SJR 42 Relating to the development of a visitor center for Wrangell-St. Elias National Park and Preserve in the vicinity
 of a visitor center for Wrangell-St. Elias National Park and Preserve in the vicinity
 Sponsor: Sturgulewski Components: of Glennallen.
 Requestor: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Senate Resources Committee Phone: 465-3834
 Division: Bettye Fahrenkamp Date: 4-17-89

Approved by Commissioner: Senator Bettye Fahrenkamp Date: _____
 Agency: Chairman, Senate Resources Committee

- Distribution (by preparer):
 Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management and Budget
 Impacted Agency(ies)



United States Department of the Interior

NATIONAL PARK SERVICE

ALASKA REGIONAL OFFICE
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892



IN REPLY REFER TO:

A3815(ARO-RP)

31 MAR 1989

Honorable Arliss Sturgulewski
Alaska State Legislature
P. O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Senator Sturgulewski:

The National Park Service is pleased to comment on the proposed Senate Joint Resolution relating to the development of a visitor center for Wrangell - St. Elias National Park and Preserve. For almost three years the Park Service has been on record in favor of locating and purchasing land in the vicinity of Glennallen for a visitor center. During the public meetings for the Park's General Management Plan people in local communities and elsewhere expressed broad support for a National Park Service visitor center in the Glennallen area.

This visitor center would facilitate travel in the area for a range of tourists, from those on a guided tour, to those who travel independently. Exhibits and displays could feature the outstanding natural and cultural resources of the park/preserve.

Currently, we are looking for suitable sites for this facility so a purchase can be negotiated. Once site acquisition is complete, it will take several years to secure funding from the Congress, develop detailed construction plans and build the visitor center.

We believe this project will have significant benefit for the local area as well as for the traveling public, both visitors and Alaskans, and we appreciate your interest and support.

Sincerely,

Paul F. Haertel
Regional Director

S J R

44



Alaska State Legislature

HOUSE OF REPRESENTATIVES
COMMITTEE ON RESOURCES

POUCH V
JUNEAU, ALASKA 99811
(907) 468-3718

MEMORANDUM

TO: House Resources Committee

FROM: Representative Cliff Davidson *CD*

DATE: May 4, 1989

SUBJECT: SJR 44 - Sanctions against Taiwan for high seas interception of Alaskan salmon

Bill Report

SJR 44 requests the President to immediately invoke the full extent of Pelly Amendment sanctions that are possible against Taiwan if Taiwan fails to enter into monitoring and enforcement agreements by June 30, 1989, as required by the Driftnet Impact Monitoring, Assessment, and Control Act.

The Driftnet Impact, Monitoring, Assessment, and Control Act requires the Secretary of Commerce, through the Secretary of State, to negotiate agreements with Japan, Korea, and Taiwan to establish enforcement, monitoring, and research programs to eliminate high seas interception of salmon and steelhead. The Act provides that, if agreements are not reached by June 30, 1989, the foreign nations can be sanctioned under the Pelly Amendment.

The Pelly Amendment, also known as section 8(a) of the Fishermen's Protective Act of 1967, allows for an embargo of fishery products and for the prohibition of the harvest of fish in the U.S. exclusive economic zone (waters from 3 to 200 miles off the U.S. coast).

The sponsor does not want to ask for immediate sanctioning of Japan and Korea because Japan and Korea have been negotiating with the U.S., while Taiwan has not. Also, there will not be a problem with GATT (General Agreement on Trade & Tariffs) in sanctioning Taiwan, while there may be GATT problems in sanctioning Japan and Korea.



S.E.A.C.O.P.S.

700 Water Street—Upper
Ketchikan, Alaska 99901
Telephone (907) 225-8004

SEACOPS News Release - January 6, 1989

SEACOPS and Sitka-SEACOPS have released a stinging report on Taiwan's high seas driftnet fishery. SEACOPS is the Ketchikan-based coalition of sport and commercial fishermen opposed to high seas interception of North American salmon and steelhead.

According to the SEACOPS report, in 1977 Taiwan's high seas squid fishery consisted of only six squid jigging vessels. These fishermen caught squid by the traditional method of hook and line jigging. The squid jigging fleet expanded slowly over the next few years but by 1980 the vessels were being displaced by the more profitable driftnet operations.

By 1987 there were 94 Taiwanese high seas driftnet vessels. In 1988 the number jumped to 163. Most of the boats are 150 to 200 feet long but some of the newest are more than 300 feet in length. Additional vessels for the fishery are currently under construction. Each vessel on average fishes 25-35 miles of monofilament nylon net per day for six or more months. Because monofilament net is "practically invisible," its use is outlawed in almost all United States and Canadian waters.

The Taiwanese reported a 1987 high seas driftnet catch of 18,578 tons of squid. Bycatch for 1987 included: 2,566 tons of tuna, 467 tons of billfish (sailfish, swordfish, marlin), 226 tons of bonito and 46 miscellaneous tons. Pat Wood, chairman of Sitka-SEACOPS, states that this official Taiwanese squid catch data reflects the amount of fishing effort dedicated to high seas salmon piracy.

According to Wood, "During the 1987 season, the Taiwanese fishermen caught approximately 200 tons of squid per boat. At the same time the Japanese fishermen averaged over 435 tons of squid per boat - the Japanese catch rate was twice that of the Taiwanese. What in the hell were the Taiwanese doing while they claimed to be fishing for squid? Whatever they were fishing for was so profitable that they added 70 more boats to their fleet in 1988!"

Wood adds, "It's not coincidence that the flood of immature salmon entering the world's markets the last two years has occurred during the expansion of Taiwanese driftnet efforts on the high seas." Wood also announced that SEACOPS' largest chapter, Sitka-SEACOPS, has increased its membership to over 100.

SEACOPS Chairman Mike Holman plans to share the new information with SEACOPS members in Vancouver, B.C. later this month. "SEACOPS is gearing up for a Spring offensive in both Ottawa and Washington," he said. "The health of our salmon and steelhead resources cannot wait for the no. 1 political processes to take their course."

Holman stated, "We are strongly urging that our members continue to write and phone their representatives in Congress and the Canadian Parliament to express their outrage. Over 370 strong with Chapters in 7 communities, the rapid growth of SEACOPS is attributable to the frustration of having spent 20 years rebuilding our salmon stocks only to have them stolen from us by a completely unregulated Asian fishery

SOUTHEASTERN ALASKA
SEINE BOAT OWNERS & OPERATORS

P.O. BOX 9679
KETCHIKAN, ALASKA
99901
mailing address

907-226-5158

728 WATER STREET
KETCHIKAN, ALASKA
99901

3/23/89

Senator Lloyd Jones

As we discussed on March 14th, I am sending a draft resolution calling for the Polky Amendment against Taiwan. Both SEACOPS and Southeast Seiners are making the request of you to introduce and support this resolution.

Again, the reasons are that the hard, direct message to the biggest salmon interception culprit is lost in the overall High Seas Resolution. Please call Dave Benton, Special Assistant on International Fisheries (465-4100) for technical review of this resolution.

Please call if you have questions.

Sincerely

Kate Troll

Executive Director

RUBENS: Regulators say sell

Dealers in New York had been saying the Rubens — a medium-size portrait of a warrior titled "Mars" — was worth far less than the \$12 million, plus a \$1.2 million buyer's fee, Centrust paid bank's board." He also said full authorization by advice and appraisals a was acquired "with pride" and esthetically appropriate purchase, and that collection was a "prudent nothing," saying that venton as "much ado about nothing."

Continued from Page D-1

McKinzie, 39, engineer, and buying airplanes. The airline industry will see a greater separation between ownership and operation, as we have seen with real estate and hotels." King added that GPA ca. and Bangkok Airways.

Clients include Braniff TWA, Pan Am, Midway Royal Jordanian, Air Jamaica, and leases them to 64 airlines in 32 countries.

Lawmakers seek sanctions for fishing violators

The Associated Press

WASHINGTON — House members from Washington and Oregon urged President Bush on Tuesday to take trade action against nations refusing to regulate fishing fleets which use huge nets in the North Pacific.

U.S. fishermen claim the so-called driftnets are used to illegally snare millions of salmon, while environmentalists contend the nets are responsible for killing thousands of porpoises, seals, seabirds and other marine life every year.

The nets, which can stretch up to 35 miles, have been used since the early 1980s by about 700 vessels from Japan, South Korea

and Taiwan to catch squid.

Rep. Jolene Unsoeld, D-Wash., introduced a non-binding resolution, backed by her House colleagues in the Washington delegation and Oregon's three Democrats in the House, urging Bush to impose trade sanctions if nations with such fleets refuse to "enter into and implement adequate driftnet monitoring and enforcement agreements."

"This has been called 'biological strip-mining of the sea' and that's exactly what it is," Unsoeld said at a news conference. "The driftnet fleet can lay 30,000 miles of net on any given day, catching and suffocating virtually every porpoise, seal,

fish or bird that comes into contact with it.

"That's not fishing; that's indiscriminate slaughter."

Unsoeld said the resolution "sends an unmistakable message that we want these pirates put out of business." She said driftnet fleets are "stealing" an estimated 10,000 metric tons of salmon worth an estimated \$21 million annually.

American fishermen say the illegal salmon netting has already hurt fish runs in Washington state, Oregon and Alaska.

By international agreement, driftnet fishing is limited to certain areas that are supposed to be well away from salmon grounds, but

Unsoeld said the regulations are ignored.

Talks with the Japanese aimed at reaching an agreement to monitor the driftnet fleet and enforce various regulations broke down over the weekend.

The secretary of commerce, under a 1987 law, has until June '89 to notify the president of any country failing to enter into such an agreement. Bush could then impose trade restrictions on imports of fish products from those countries.

Unsoeld said that if Bush fails to act, she and other lawmakers were prepared to introduce legislation that would require trade sanctions.

Oil Prices:

Date	Price
April 10	\$19.55
April 7	\$18.90
April 6	\$18.70

North Slope crude at Gulf of Mexico refineries closed down 1¢ to Gulf of Mexico refineries.

Gasoline prices up again

NEW YORK — The May contract for West Texas Intermediate, the benchmark grade of U.S. crude, closed 4 cents higher at \$20.63 a barrel Tuesday. The open market price for Alaska North Slope crude delivered to Gulf of Mexico refineries closed down 1¢.

Similar measure has been introduced but not yet acted on in the Senate.

Wed. AP. 12-1-87
 Arch. Daily News.

FACT SHEET ON SALMON INTERCEPTION

Japanese Salmon Gillnet Fleet

Two salmon gillnet fleets operate in the Bering Sea and the North Pacific ocean. The mothership fleet, which in 1988 consisted of one mothership and 43 catcher vessels, fishes in the international waters of the Bering Sea (the "donut hole"), within the U.S. 200 mile Exclusive Economic Zone (EEZ) off the Aleutians, and just south of the EEZ in the North Pacific.

The landbased salmon fleet (approximately 157 vessels) fishes in the international waters of the North Pacific west of 175 degrees east longitude. Both fleets are subject to regulation by the International North Pacific Fisheries Convention (INPFC), consisting of the U.S., Canada, and Japan, and the Japanese/Soviet fisheries agreement. INPFC regulates seasons, areas, and effort; the Japanese/Soviet agreement regulates numbers of fish taken.

Japanese Squid Gillnet Fleet

The Japanese squid gillnet fleet operates in the international waters of the North Pacific from June to December in an area south of 46 degrees north latitude and west of 145 degrees west longitude. This fishery is also subject to INPFC jurisdiction, as well as Japanese domestic laws and regulations.

Republic of Korea Squid Gillnet Fleet

The Korean fleet operates in approximately the same area as the Japanese fleet and consists of 148 vessels. It is not subject to INPFC jurisdiction but is subject to Korean laws and regulations.

Taiwan Squid Gillnet Fleet

The Taiwanese fleet consists of 73 to 94 vessels and operates in the same areas as the other two fleets. It is not subject to INPFC but is subject to Taiwanese regulations. Taiwan alleges that retention of salmon is strictly prohibited but recent reports indicate that the government may allow its vessels a 10% incidental catch of salmon.

Legal Regime

Under INPFC, the U.S. can board vessels of participating nations, inspect their catch and records, and - if violations are found - hold the vessels until that nation's enforcement authorities arrive. Japan is the only nation fishing on the high seas that is a member of INPFC.

Under the Magnuson Fishery Conservation and Management Act (MFCMA), the U.S. exerts authority over U.S.-origin salmon throughout its range. This jurisdictional claim is formally recognized by Japan and Korea; it is not recognized by Taiwan.

Under general principles of international law, the U.S. can board vessels in international waters only with the consent of the vessel's master or government. Unless an international agreement is in effect, the U.S. cannot seize a vessel in international waters.

As a result, the U.S. can board a Japanese vessel without first obtaining consent, and can hold that vessel if violations are discovered. The U.S. cannot board a Korean vessel unless consent is obtained, but could seize the vessel if it had salmon on board which could be proven to be U.S.-origin. The U.S. cannot board a Taiwanese vessel without consent and seizure of the vessel, even if U.S.-origin salmon is proven to be on board, would be open to legal challenge.

STATE OF ALASKA

STEVE COWPER, GOVERNOR

DEPARTMENT OF FISH AND GAME

P.O. BOX 3-2000
JUNEAU, ALASKA 99802-2000
PHONE: (907) 485-4100

OFFICE OF THE COMMISSIONER

March 9, 1989

Governor's High Seas
Advisory Group

Dear Members:

Quite a lot has occurred since our meeting on January 15. This letter will present brief summaries on the US/USSR meeting, INPFC talks, driftnet negotiations with the Taiwanese, status reports from our committees, and other items.

1. US/USSR

The first meeting of the North Pacific and Bering Sea Fisheries Advisory Body was held on January 16 in Anchorage. This is the advisory group established by the USSR GIFA legislation to advise the State Department on US/USSR fisheries matters. A list of the advisors is enclosed (enclosure 1).

The major topics of discussion were the Bering Sea donut issue and high seas salmon issues. It was noted that delegates from the US government and the USSR met in Moscow on October 19-20 to discuss these issues, and that the next round of talks would build on those meetings.

The US and the USSR agreed at the Moscow meetings that the donut trawl fisheries are having a detrimental effect on Bering Sea pollock, that these unregulated fisheries should cease, and that immediate measures need to be taken to conserve Bering Sea pollock. The Advisory Body discussed the need for an immediate moratorium on fishing in the donut until better scientific data are available. However, there is some disagreement about the need for calling for an outright ban, or taking a more flexible approach because of the possible desire of some US fishermen to fish in the donut.

The Advisory Body went on to discuss high seas salmon issues. The Soviets have expressed an interest in working with the US on the conservation of anadromous species in the North Pacific and Bering Sea. The USSR also has a stated goal of ending high seas salmon fishing by 1992. The advisors discussed the need to explore a number of topics with the Soviets, including joint enforcement and other conservation measures. There seemed to be more of a consensus among the members on salmon issues.

March 9, 1989

The first meeting of the US/USSR Intergovernmental Consultative Committee on Fisheries was held in Washington, DC February 6 - 10. A copy of the minutes is enclosed (enclosure 2). Two items of particular importance surfaced at the meeting:

First, the Soviets indicated that the Japanese salmon quota would remain at approximately the same level as last year (app. 2000 mt.) for the area south of the US EEZ. Last year the Japanese quota was approximately 2600 mt. (see enclosure 3). The Soviets also reiterated their intention to phase out the Japanese high seas fishery by 1992.

Second, the Soviets floated a proposed multi-lateral salmon agreement. This agreement would mirror the NASCO agreement, establishing an umbrella Council for the North Pacific and two Commissions--one for the North American side (US and Canada) and one for the Asian side (Japan, USSR, China).

The agreement would be based on the principle of no high seas salmon fishing beyond the 200-mile zone of the parties. The Commissions would oversee fishing within the respective 200-mile zones, and the Council would be a coordinating mechanism for the two Commissions. A number of issues would need to be resolved, especially the powers of each commission respective to fisheries in the zones of member parties of the other commission. In other words, could the USSR or Japan exert control through the agreement on any of the fisheries in our zone? This would be unacceptable.

However, the overall basis and concepts found in the USSR proposal are very close to a rough draft multi-lateral agreement which surfaced at the US section meeting early in the week. This was drafted by representatives from the state and industry, but unfortunately could not be floated to the Soviets by the State Department at the meeting. The US draft (enclosure 4) would eliminate high seas salmon fishing as well as the sale, purchase, or transport of illegally harvested salmon. The US draft also sets up a single commission and establishes mechanisms to cooperate in scientific research on anadromous species.

A Memorandum of Understanding on salmon enforcement was also signed at the meeting and is included with the joint press statement (enclosure 5). It represents a good first step toward cooperative enforcement with the Soviets on salmon enforcement.

2. INPFC

Representatives of the governments of Japan, Canada, and the US met in Sidney, BC from February 27 - March 1 on INPFC matters. The main topics included the Japanese desire for access back into the US EEZ, the Japanese mothership

March 9, 1989

conversion proposal, and the squid driftnet issue. The three governments had met in Washington, DC on these same issues and these talks were a follow-up to those meetings.

The Japanese discussed their views regarding the INPFC and the exclusion from the US zone. They laid out a set of alternatives:

1. They wanted back in the US EEZ with the converted fleet. They maintained that the conversion proposal was not linked to their exclusion from our zone. They stated that they would have come forth with the conversion proposal even if they were still fishing in the US EEZ.
2. If they cannot get access back into the zone then, in their view, they should be allowed back into the areas they were fishing in prior to the 1986 annex. They would seek permission to do this under INPFC.
3. If option 2 were foreclosed on them, then they would move unilaterally to fish either the pre-86 areas or in the alternative areas they proposed in April 1988.

The US government's response to this was that:

1. The State Department is drafting legislation to allow the Japanese back into the zone, and pledged to push hard for this legislation in the Congress. They emphasized the desire of the Bush administration to resolve this issue. The State Department noted that in order to be successful, they need help from the Japanese. Cooperation on the squid driftnet problem was identified as one possibility.
2. The State Department noted that option 3 would be unacceptable and would be viewed by the US as an announcement of intent to withdraw from INPFC.

Technical discussions on the respective positions of the three nations regarding the conversion proposal also occurred. These discussions were performed as a follow-up to similar discussions in Washington, DC this past December.

The discussions on the squid driftnet issue brought about some movement. The Department of Commerce pressed for a response from the Japanese on the monitoring and enforcement package previously passed over to the Japanese. They also surfaced a proposal for a cooperative pilot program to place a number of automatic, real-time satellite communication/position location devices on squid vessels. The Japanese did not respond favorably to the proposal, but

March 9, 1989

said they would give it further consideration. A follow-up meeting on squid is tentatively set for March 20 in Tokyo.

3. Taiwan Driftnet Talks

Representatives from the US met with Taiwanese officials on February 1 - 3 for negotiations under the Driftnet Act of 1987. The talks covered three issue areas: 1) an observer program; 2) an enforcement agreement; and 3) detailed information on the nature, extent, and effects of Taiwanese driftnet fisheries on marine resources of the concern to the US.

Taiwan's response was that they could not accept US observers on their commercial vessels. They proposed the creation of a multinational organization to collect data, and emphasized that under such an arrangement each participating country would only deploy its own nationals on its vessels.

The Taiwanese have little to no enforcement on the high seas squid fleet. The US pressed the Taiwanese to implement an enforcement regime which includes aircraft surveillance, enforcement vessels, a cooperative enforcement agreement with the US to allow boardings by US enforcement personnel, and installation of automatic, real-time satellite monitoring equipment on each driftnet vessel.

The US also presented Taiwan with a set of questions regarding the operation of the fleet. These questions and a summary of Taiwan's response is in enclosure 6.

4. Committee Reports

ENFORCEMENT COMMITTEE

Pat Wood was responsible for investigating the development of a list of manufacturers/products for use in high seas monitoring. Pat contacted several parties and discovered that it would cost roughly \$10,000 to do a thorough job. Pat will report on his progress at our next meeting. Pat also forwarded a copy of correspondence regarding SEACOPS' effort to work with Boeing on a pilot satellite monitoring project (enclosure 7). I have also enclosed a memo from Pat Martin (enclosure 8) on satellite surveillance. Pat has clearly laid out the differences in the various options, and I think this will be a real help to us as we continue our efforts to get meaningful surveillance on the driftnet fleets.

Pursuant to our discussions at the last meeting, the Governor sent a letter (enclosure 9) to Admiral Yost outlining some of the key questions regarding cooperative enforcement with the USSR. A briefing was held with the Coast Guard and the Department of Defense (DOD) during the

March 9, 1989

US/USSR talks in Washington, DC as a result of the Governor's letter. The Coast Guard and DOD indicated that limited sharing of enforcement information and evidence were acceptable activities, but that any extension of enforcement action beyond our 200-mile zone will be limited to those nations with which we have boarding agreements. They also raised strong objections to coordinating enforcement cruises or direct contacts between US and USSR enforcement vessels. DOD also raised numerous national security issues regarding the sharing of classified surveillance information with the Coast Guard for enforcement purposes; and they ruled out taking enforcement action unilaterally against vessels from nations with whom we do not have boarding agreements.

INTERNATIONAL ISSUES COMMITTEE

The committee indicated a need to participate in the upcoming Taiwan driftnet talks, US/USSR meeting, and INPFC meetings. These have been reported on previously in this letter.

The state, in response to the group's request, pursued the enforcement issue and helped to draft the joint enforcement MOU with the USSR, the US draft multilateral salmon agreement, and are in the process of developing a series of maps showing the relationship between the squid fleets, the directed-salmon fleets, the various regulatory areas, etc.

PUBLIC EDUCATION COMMITTEE

Molly McCammon has provided a copy of the committee report (enclosure 10).

CONGRESSIONAL COMMITTEE

A copy of the committee report is enclosed (enclosure 11). The committee made numerous requests and recommendations. These will be addressed in detail at our next meeting. However, some can be mentioned here:

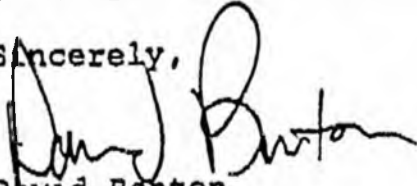
1. Magnuson Act Reauthorization. The state has instituted a process to develop proposed amendments and a draft will be presented to the Governor's High Seas Advisory Group for discussion when it is prepared. Hearings will probably occur in April.
2. Pelly Amendment. The Secretary of Commerce has responded to the Governor's letter regarding trade goods subject to Pelly sanction (enclosure 12). We have also discussed this issue with the Department of Commerce.
3. Territorial sea. The 12-mile limit issue is being researched presently by the Attorney General's Office.

March 9, 1989

Enclosed for your information is a memo on this subject from NOAA (enclosure 13).

I have also enclosed a copy of a news article about the group (enclosure 14). We will schedule another face-to-face meeting around the next North Pacific Fishery Management Council meeting in April. However, I believe that we should have a conference call before that time. Either John White or I will be in touch with you about this shortly.

Sincerely,

A handwritten signature in dark ink, appearing to read "David Benton". The signature is fluid and cursive, with a large initial "D" and "B".

David Benton
Director
Office of External and
Int'l Fisheries Affairs

Enclosures

ALASKA STATE LEGISLATURE

While in Ketchikan
352 Front Street
Ketchikan, AK 99901
907-225-9675



While in Juneau
PO Box V
Juneau, AK 99811
907-465-3743

Senator Lloyd Jones

MEMORANDUM

TO: Representative Peter Goll, Co-Chair
Representative Max Gruenberg, Co-Chair
House Judiciary Committee

FROM: Senator Lloyd Jones *LJ*

DATE: May 1, 1989

SUBJECT: SJR 44

Thank you for hearing Senate Joint Resolution 44, which asks the President of the United States to invoke the full extent of Pelly amendment sanctions against the country of Taiwan.

Pelly amendment sanctions will restrict the importation of fish and aquatic products from Taiwan into the United States. This is currently estimated at approximately \$445,000,000 annually. This type of direct economic pressure is necessary at this time to force Taiwan into a negotiating position with the U.S. No agreement regarding high seas salmon fishing by the Taiwanese currently exists. Because of a lack of substantive measures again against Taiwan, little incentive for the Taiwanese to enter such an agreement exists.

Both the Washington State legislature and the Washington State Congressional delegation have introduced similar resolutions. In addition, this resolution is supported by SEACOPS, Southeast Seiner's Association, United Fishermen of Alaska, and the Alaska Troller's Association.

I urge you to vote favorably on this resolution.

S J R

48

HOUSE COMMITTEE REPORT

(9)

Date Referred: May 4, 1989

FURTHER REFERRALS:

Date of Committee Action: 5-8-89

The RESOURCES Committee considered:

CSSJR 48 (RESOURCES)

CS FOR SENATE JOINT RESOLUTION NO. 48 (Resources)

[PREFERENCE FOR SHORE-BASED PROCESSORS]

Relating to a preference for shore-based processors and small coastal communities in the allocation of the fishery resources of the North Pacific.

RECOMMENDATIONS:

- [] be replaced with _____ [] the same title
- [] have attached amendment(s) [] a new title
- [X] do pass
- [] do not pass
- [] no recommendation
- [] individual recommendations
- [] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- [] fiscal impact _____
- [] zero fiscal note _____
- [] zero with analysis _____

- [] fiscal note(s) _____
- [X] zero fiscal note(s) 7+G 5/3/89
- [] zero fn/analysis _____

SIGNING DO PASS:

[Signature]
[Signature]
[Signature]
[Signature]
[Signature]
[Signature]
[Signature]

SIGNING:

(Check appro column)

	Do Not Pass	No Rec	Amend
<u>[Signature]</u>			

Chairman's Signature



SENATOR FRED F. ZHAROFF
ALASKA STATE LEGISLATURE

P.O. BOX 405, KODIAK, ALASKA 99615 (907) 486-5259

DURING SESSION:

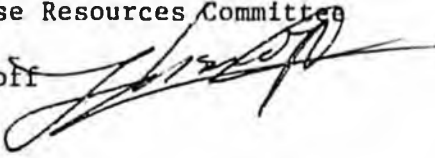
P.O. BOX V, JUNEAU, ALASKA 99811 • (907) 465-3473 • 465-3474

DISTRICT N

ALASKA PENINSULA • ALEUTIAN CHAIN • BRISTOL BAY • KODIAK ISLAND • LAKE CLARK/LAKE ILIAMNA • PRIBILOF ISLANDS • SHUMAGIN ISLANDS

MEMORANDUM

TO: Rep. Cliff Davidson
Rep. Curt Menard
Co-Chairmen - House Resources Committee

FROM: Sen. Fred F. Zharoff 

DATE: May 5, 1989

RE: Committee Substitute For Senate Joint Resolution No. 48 - "Relating to a preference for shore-based processors and small coastal communities in the allocation of the fishery resources of the North Pacific."

I respectfully request that CSSJR 48 be considered by the House Resources Committee at the earliest possible opportunity.

CSSJR 48 places the Alaska Legislature on record in support of a fishery plan amendment that would grant Alaska's shorebased processors and small coastal communities a preference in the allocation of the resources within the North Pacific 200-mile limit.

The resolution is motivated, in part, by the closure of the Gulf of Alaska pollock fishery in March after only three weeks of fishing. In this situation, 17 factory-trawlers went on a fishing frenzy in pursuit of the roe (eggs) of spawning pollock. When they finished, they took over 60 percent of the pollock quota in the Western/Central Regulatory Area and left Kodiak's shorebased processors -- which had planned to process the pollock through the rest of the year -- high and dry. Unless corrective action is taken, the 1989 pollock season will be a preview of what may soon become a commonplace occurrence off Alaska's shores.

In the discussions that followed, several proposals were advanced to solve the problem. One of them was the shorebased preference amendment. The North Pacific Fishery Management Council (NPFMC) will consider the issue at its June meeting.

Alaska's best interests would be served by the adoption of this proposal. Shorebased processing plants represent a substantial investment in Alaska and in the longterm health and productivity of the resource. The factory trawler and mothership fleet, in contrast, is designed to roam the Exclusive Economic Zone, clean out the fish where it finds them, and then move on to the next location.

Because of the lack of observers, the fleet cannot be adequately managed. The actual amount caught, the actual amount taken of each species, and the amount discarded cannot be independently verified. A very real danger exists that the resource could be overharvested and depleted.

SJR 48 promotes an allocation system where the resource can be preserved and monitored, and where the wealth from its harvest will be distributed to the largest number of Alaskans.

The following backup information is attached:

1. The NPFMC's April newsletter. See the top of page 3.
2. News article about the Gulf of Alaska pollock fishery.
3. Resolution from the City of Kodiak.
4. Letter from Mr. David Harville, a fisherman, and Mr. Reed Wasson, a processor.
5. Kodiak Fisheries Coalition position paper. See page 5 for discussion of shorebased preference.
6. Letter and resolution from the Kodiak Chamber of Commerce.
7. Letter from Gov. Steve Cowper.

RECEIVED APR 26 1989

North Pacific Fishery Management Council

①

John G. Peterson, Chairman
Clarence G. Pautzke, Executive Director

605 West 4th Avenue
Anchorage, Alaska 99501



Mailing Address: P.O. Box 103136
Anchorage, Alaska 99510

Telephone: (907) 271-2809
FAX (907) 271-2817

#2-89

NEWSLETTER

4/21/89

Groundfish Amendment Proposals Approved for Public Review

At its April 11-14 meeting the Council reviewed and approved for public review several proposed changes to the Gulf of Alaska and Bering Sea/Aleutian Islands Groundfish Fishery Management Plans. A Notice of Availability for the proposed amendments is included with this newsletter. The Council will take final action in June and submit those approved for Secretary of Commerce review and implementation. The Council also released to public review a revised salmon plan, a comprehensive data gathering program, and revisions to the Council's Statement of Organization, Practices and Procedures. The Council withdrew the proposed January 16, 1989 cut-off date for vessels entering the sablefish, groundfish, halibut, and crab fisheries, but will continue to move ahead with the development and analysis of future management alternatives. The Council directed its plan team to prepare an amendment to the groundfish plans that would prohibit roe-stripping in the pollock fishery. Details of these and other items are in this newsletter.

June Council Meeting Scheduled in Anchorage

The Council will meet June 20-23 at the Anchorage Sheraton to review public comments on amendments proposed to the Gulf of Alaska and Bering Sea/Aleutian Islands Groundfish Fishery Management Plans and determine which to send forward for Secretary of Commerce review and implementation. The Council will also review a draft amendment to prohibit roe-stripping in the pollock fishery, review draft alternatives to address full utilization of groundfish resources, and finalize technical descriptions of controlled access alternatives for sablefish. The Council will receive a revised status of stocks report for Gulf of Alaska pollock and determine if sufficient evidence exists to warrant increasing the Total Allowable Catch for the remainder of 1989. The Scientific and Statistical Committee and Advisory Panel will meet at the hotel June 18-19. A more detailed agenda should be available by June 2.

Council Sets Meeting Dates for 1990

The Council approved the following meeting dates for 1990, all to be held in Anchorage:

Week of January 15
Week of April 23
Week of June 25
Week of September 24
Week of December 3

The remaining 1989 meetings, scheduled at the Anchorage Sheraton Hotel are:

June 19-23, 1989
September 25-29, 1989
December 4-8, 1989

**Council Withdraws Controlled Access Cut-off Date;
Moves Forward with Future Management Planning**

The Council heard considerable public testimony against the January 16, 1989 cut-off date proposed at its January meeting. Industry voiced concern over the meaning of the cutoff and its impacts on their position in the fisheries and ability to obtain financing for ongoing or planned vessel construction or modification. The Council then voted to withdraw the proposed January 16, 1989 cut-off date but to continue with its previously adopted schedule of comprehensively considering alternative management regimes for the sablefish, groundfish, halibut, and crab fisheries. That schedule was published in the January newsletter and provides for the Council to make final decisions on sablefish this coming December, halibut next April, and groundfish and crab in December 1990.

Between now and the June Council meeting, the technical teams and Fisheries Planning Committee will further refine the design of two alternative management systems for sablefish and halibut: a license limitation system and individual fishing quotas. The workgroup will also complete a detailed projection of the fisheries and their management as they may evolve under continued open access.

The Council is scheduled in June to put final touches on the sablefish alternatives so the technical team can fully analyze them this summer. The sablefish alternatives and the analyses now are scheduled to be available for public review between the September and December Council meetings. The Fisheries Planning Committee tentatively is scheduled to meet next in Juneau on May 18 and 19. Please contact the Council office for the exact time, location, and agenda.

Gulf of Alaska Pollock Issues

The Council heard extensive testimony from the commercial fishing industry about the practice of roe-stripping in Gulf of Alaska and Bering Sea groundfish fisheries. While this practice is not now prohibited, many in industry strongly oppose the waste of fish carcasses discarded after the roe is removed. The issue was exacerbated by the rapid harvest of the Gulf of Alaska pollock quota which closed the fishery on March 23 for the rest of 1989. Without additional pollock quota, representatives from Kodiak testified they will be unable to fully utilize shoreside processing capacity later this year. In addition, fishermen voiced concern that pollock taken as bycatch in cod or flounder fisheries must be treated as a prohibited species and discarded, a further waste of the pollock resource.

Recognizing the importance of this issue, the Council directed its plan team to develop for initial review in June an amendment to ban pollock roe-stripping in the Gulf of Alaska and Bering Sea/Aleutian Islands groundfish fisheries. A final Council vote on the ban will be scheduled for September following public review this summer. Any action the Council takes on the roe-stripping issue is intended to be in place by January 1, 1990.

Industry also requested that the Council take emergency action to increase the pollock Total Allowable Catch (TAC) in the Gulf of Alaska to allow retention of bycatch that will inevitably be taken in the Pacific cod and flatfish fisheries later this year. The bycatch is estimated to range from 3,000 mt to 11,000 mt. However, the Council decided to postpone consideration of this request until June when the results of the 1989 NOAA pollock survey and a report from State/Federal domestic observer programs will be available. There is serious concern over the health of the pollock stock in the Gulf and the Council wants to ensure that increasing the TAC will not harm this valuable resource. The industry testified that only minimal amounts of pollock will be taken between April and June so the delay would not greatly affect Kodiak processors. It's the Council's intent to take emergency action on the retention issue in June if an increased TAC can be supported by the new stock status information.

The Council also directed its plan teams to develop alternatives and a work schedule for prohibiting roe-stripping in groundfish fisheries other than pollock in the Gulf of Alaska and the Bering Sea/Aleutian Islands and for requiring full utilization of all species of fish under the Council's jurisdiction. The Council will review these alternatives in June and give instruction to the plan teams for further development. As with the ban on pollock roe-stripping, the Council plans on taking action in time to affect the 1990 fishing year.