

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672
7667 SENATE RESOURCES

Bell notes in 1981 that "waters contiguous to Alaska have produced over 75% of the Pacific coast halibut catch since 1888 and in recent years over 75% of the catch has been landed in Alaskan ports" (Bell, 1981:85). In the early years of the fishery, however, the landings were principally in Puget Sound ports and Astoria, OR. Catches made in Southeast Alaska were packed in glacier ice and shipped south on common carriers. Schooners and steamers carried dories which fished skates of longline. The steamers were typically owned by vertically integrated companies which also processed the catch and marketed it on the East Coast. Bell estimates that each steamer landed some 3 million pounds of halibut annually between 1895 and 1920 (Bell, 1981:28). The steamer fleet expanded from some 4 vessels in 1895 to a maximum of 16 vessels landing in Washington and Oregon in 1914. By 1918, according to Bell, the fleet had declined to 10 vessels and by 1930 only one company steamer still fished. Rising costs had made it more economical for the companies to cease their own fishing operations and buy fish from independent owner-operated vessels. Schooner and dory-fishing operations were also phasing out, and by 1926 most of the vessels in the fishery longlined. New vessels entering the Washington and Oregon fleet in the period between the World Wars were combination vessels, able to longline for halibut or seine for salmon, sardine or herring. The fleet had some 500 vessels over 5 net tons in 1947 and it is estimated that there were some 2,500 fishermen employed in it (Bell, 1981:55). This was the heyday of the fishery, and by 1975 it had declined to about 200 vessels with 750 fishermen. In 1982 it was estimated that there were 45 large longliners fishing for halibut from Seattle (Langdon and Miller, 1983:99).

The small boat fishery for halibut developed in Southeast Alaskan waters during the 1930's, with fishermen selling catches to salmon processors or to tenders for delivery to Puget Sound. These vessels were also combination vessels and frequently "limit" seiners able to take part in the salmon fishery. Trolling for salmon and halibut in their respective seasons also occurred in this small boat fishery (Kelley, 1991). This segment of the Washington and Oregon fishery continued to grow after the World War, and now numerically is the larger part of the Washington and Oregon fleet fishing off Alaska.

Present participation in the halibut fishery takes two forms; the participation of vessels and crews from Washington and Oregon in the fishery, and the processing of halibut caught in the fishery. In 1990, the IPHC reports that some 11.8% of permit holders for the halibut fishery off Alaska resided outside Alaska.

Table 5.1.2.1a: Number and Distribution of Permit Holders in the Halibut Fishery in 1990

State of Residence	N*	%#
Alaska	3,371	88.2
California	19	0.5
Oregon	87	2.3
Washington	335	8.7
(Seattle)	(186)	(4.9)
(Everett)	(75)	(2.0)
Other States	11	0.3
Total*	3,823	100.0

* Does not include 100 permits for which no zip-code was provided; # percentages are rounded. Information provided by G. Williams, IPHC (personal communication)

This however understates the involvement of Washington and Oregon fishermen in their traditional halibut fishery. Since residence is defined by IPHC as a postal address, many Washington and Oregon vessels which work in Alaskan fisheries for much of the year are counted as "residents" of Alaska because they maintain postal addresses in Alaska. As Bell (1981) notes this is in part due to practices developed with the "lay-in" and part to the costs of returning to the Pacific Northwest with a vessel vis-a-vis flying the crew home.

The vessels engaged in the fishery and owned by non-Alaskans tend to be larger, on average, than vessels owned by Alaskans. This tendency is shown in Table 5.1.2.1b.

Table 5.1.2.1b: Percentage of vessels, by residence of owners, by size class engaged in the halibut fishery off Alaska in 1990

Residence of owner	Percent of vessels by size class			
	<35	35-60'	61-90'	>90'
Alaska	90.7%	86.1%	65.3%	71.4%
Other States	3.0	10.1	27.7	18.4
Not known	6.3	3.8	7.0	10.2
N	1613	1919	242	49

Information from G. Williams, IPHC (personal communication)

Given that non-Alaskan permit holders are 11.8 percent of all permit holders, ownership of 27.7 percent of vessels between 61 feet and 90 feet in length, and 18.4 percent of vessels over 90 feet indicates that these vessels are dedicated longliners or combination longliners/seiners continuing the traditional involvement of the "Seattle" boats in the halibut fishery. These vessels are often also involved in the longline fisheries for sablefish, rockfish, and Pacific cod, as well as the salmon seine fisheries (TetraTech, 1981:64-75). Involvement in the halibut fishery using vessels under 58 feet which can also fish in the salmon seine fishery by non-Alaskan fishermen is proportionately the same as Alaskan residents. The involvement of non-Alaskans in the fishery with vessels less than 35 feet in length is significantly less, at 3 percent, than that of Alaskans. Given the distance from Puget Sound to the Alaskan fishing grounds, particularly those of the Alaskan Peninsula, Aleutian Islands and Bristol Bay, it is not surprising that the involvement of non-Alaskans has been with larger combination vessels.

5.1.2.2 Historic participation of Southeast Alaska fishermen

The Alaska Natives of the Alexander Archipelago have fished for halibut from "time immemorial" (General J. Davis, 1870, cited in Price, 1990:32). The Tlingit, Haida, and Tsimshian Indian tribes had developed specialized fishing gear for taking halibut by the time of first contact and used the fish for subsistence and for customary trade with other, inland, groups. Halibut were, and are, not as important as salmon to the existence of Alaska Natives. They are part of the myth/belief/folklore systems of each of the tribes and considerable cultural value is ascribed to the fish and fishery. Halibut contributed a significant portion of the mixed economy of cash-subsistence activities after the development of the commercial fishery, and continues to do so to present times. Alaska Natives worked in the salteries and processing plants of the early fishery and caught fish for the plants and tenders, too. This participation has continued, and the fisheries from ports such as Angoon, Hoonah,

Hydaburg, Kake, and Metlakatla are prosecuted in the main by Alaska Natives fishing traditional grounds.

Southeastern Alaska fisheries were developed by fishermen, many of Scandinavian origin, and companies in the salmon fishery. Canneries were located at a number of communities by the mid-1880s, and the first recorded halibut processing was done at the newly-built salmon cannery in Klawock in 1878 (Bell, 1981:87). The development of the commercial fishery for halibut was attempted in 1888 with Gloucester-style schooners fishing dories, but the narrow island passages and difficult weather delayed any major fishery until the mid-1890s when auxiliary powered vessels based in Puget Sound began fishing the relatively-sheltered inside waters during the fall and winter. Their catches were iced down and shipped to Seattle and Vancouver by tender (Bell, 1981:21-24).

Ketchikan prospered from this fishery as it was the U.S. Customs point of entry and departure. A salmon cannery was built in the port in 1887, and a cold storage plant for halibut was completed in 1910. Fishermen and process workers for these ventures were drawn, in part, from the neighboring Alaska Native communities of Craig, Hydaburg, and Metlakatla. As the halibut fishery in the central Gulf of Alaska, that is west of Cape Spencer, developed after 1913, Ketchikan became a principal supply port for the Puget Sound vessels fishing in the new fishery. The importance of the commercial halibut fishery to Ketchikan continues to this day and in 1990, the port handled some 1,036,245 pounds of commercially caught halibut.

Petersburg was created as a "green field" site port in 1897. The early Norwegian settlers chose as the site for their fishing port a spot which lay close to the boundaries of the traditional fishing areas of the Tlingit villages of Kake and Wrangell, and thus provided access to fishing grounds with a minimum of disturbance of traditional property rights. Construction of a wharf and salmon cannery in 1899, permitted development of a year-round halibut fishery. Particularly important was the fall and winter fishery, in which Puget Sound vessels participated. Bell notes that, in 1906, there were 23 Puget Sound vessels fishing for halibut from Petersburg and 18 local vessels (1981:87). As the grounds west of Cape Spencer developed in the 1920s, the Puget Sound vessels shifted westwards and Petersburg developed its own fleet of medium-sized vessels fishing for halibut and salmon. Local fishermen operated a marketing cooperative and later purchased the processing plant to ensure stable markets for locally caught fish. In 1990, Petersburg ranked fifth in halibut landings with 2,283,525 pounds or 4.3 percent of all landings. As the halibut season has shortened due to fishing pressure and stock decline, full-time employment in longlining for halibut has ceased to be possible. In consequence the Petersburg fleet has diversified, and vessels now round out their fishing year with salmon and herring seining, longlining for sablefish, or pot fishing (Langdon and Miller, 1984:111). The number of commercial halibut permits fished has remained fairly constant between 1980 and 1990 at approximately 210, and the halibut fishery continues to be of importance to the community.

The other communities in Southeast Alaska have also seen their fisheries for halibut change in ways similar to those in Petersburg and Ketchikan. The predominantly Alaska Native communities, such as Angoon and Hoonah, have seen their commercial halibut catches decrease but since they were already fully exploiting a diversified "portfolio" of fisheries in the vicinity of their villages, the impact was somewhat sharper as there was a real loss of economic opportunity and of subsistence food. In addition, processing ventures in Kake and Angoon failed. Sitka and Pelican, communities with processors and links with the Area 3A halibut fisheries, have continued to lead in halibut production but their larger Gulf of Alaska vessels have had to develop new longline fisheries, and there has been major growth in fisheries such as that for sablefish.

5.1.2.3 Historic Participation in the fisheries in Area 3A

As noted elsewhere, the larger Puget Sound vessels began developing the fishery for halibut west of Cape Spencer in 1913. Commercial fishing for halibut moved steadily westwards as stocks were depleted. Since the spawning grounds for halibut are in the Bering Sea, the move westward further increased the possibility of overfishing as more juvenile fish were encountered in the fishery (Bell, 1981:214).

The rural communities of Area 3, as in Southeast Alaska, had relied upon halibut as an element in their mixed cash-subsistence economy from the beginning of the fishery. Changes in the commercial halibut fishery have impacted these communities in terms of reduced economic opportunity and reduced subsistence harvests. Port Graham and English Bay, for example, have been shown by Schroeder et al (1987:583) to be part of a system of resource use that is important economically, socially and culturally. The mixed cash-subsistence economy in Port Graham was severely impacted by closure of the local processing plant from 1960 to 1968, and again after 1984 when the plant closed.

The rural communities of Kodiak Borough have high percentages of Alaska Natives as population and continue a mixed cash-subsistence economy. Langdon and Miller note that the skiff fishery (vessels of less than 5 net tonnes) was largely prosecuted by Alaska Natives, and that in 1984 the fishermen of Ouzinkie relied almost entirely upon the halibut fishery for the cash segment of their economy (1984:129). Schroeder et al report similar findings for the importance of the commercial fishery and fish processing to the inhabitants of these rural Kodiak communities (1987:435).

Non-Native communities such as Homer, which was founded in 1895 as a coal port, did not enter the halibut fisheries until the 1920s (Schroeder et al, 1987:568), and the fishery -- although of importance -- is part of a diversified fishing economy and the local dependence upon the halibut fishery is lessened. Homer is, however, the second port in volume of halibut landings in the Northwest Pacific. Some 11 percent of all landings (5,877,869 pounds of halibut) were made in Homer in 1990.

Similarly, Seward was developed as a railroad port and terminus in 1903, and a cold storage plant was built there in 1917 to service the Gulf of Alaska halibut fishery (Bell, 1981:90). Bell reports that after 1931, and the first major downturn in the fishery, few halibut were landed in Seward until the 1960s. In 1990, some 9 percent of all halibut landings were made in Seward. In part this was because of its role as a transportation center, but also because it was a convenient landing point for the halibut harvested in the openings in Area 3A. In all, 5,183,281 pounds of halibut were landed in Seward from 72-hours of fishing activity in 1990.

Kodiak City was the leading port for halibut landings in 1990, with 22 percent of all landings, but played a minor role in the fishery prior to 1960. Bell notes that the development of the productive halibut grounds west of, and contiguous to, Kodiak in the 1930s was at a time when vessels returned to their home-ports to land catches and "fulfill their self-imposed between-trip lay-ins" (Bell, 1981:90). After the Second World War, there was ample cold storage in other ports, including Sand Point, to handle halibut catches and thus no reason to select Kodiak as a landing point. However, with the growth of the crab and shrimp fisheries in the 1960s additional cold storage and other facilities were built in Kodiak which were attractive to the halibut vessels. Smaller catches in the 1970s made intermediate off-loading ports, such as Kodiak and Seward even more attractive and the switch to short openings in 1977 confirmed the economic attractiveness of the port to vessels in the fishery.

Thus the present day dependence of the Kodiak City fleet on the halibut fishery as part of the seasonal round is because of the development of the fleet for other fisheries and the imposition of fishing season management on the halibut fishery. The dependence is no less real for all that. Langdon and Miller reported that two-thirds of the halibut fishermen resident in Kodiak in 1982 were born in states other than Alaska, and had resided in Kodiak City between 6 and 10 years on average (1984:124). Langdon and Miller note that, in 1982, there was a small fleet of Aleut-owned vessels, some 10 to 15 percent of the total fleet at the time, fishing from Kodiak City. These vessels participated in a mixed cash-subsistence economy typical of the six Alaska Native communities in the Kodiak Borough (1984:125).

5.1.2.4 Historic participation in the fisheries of Area 3B

Some 45 percent of all halibut fishermen resident in Area 3B were estimated by Langdon and Miller to live in Sand Point (1984:51). The communities of Chignik Lake, Chignik Lagoon, Chignik, Perryville, and King Cove are homes to the balance of the resident fishermen. Halibut processing began in Sand Point in 1946 when a former military cold store was sold as surplus (Bell, 1981:90). When Langdon and Miller interviewed fishermen in 1983, it was found that the mean length of participation in the commercial halibut fishery by Sand Point residents was 9.1 years, with a median of 7.5 years (1984:52). Such a short participation span can be indicative of a recently developed fishery. In recent years the halibut landings at Sand Point, although 1,058,103 pounds in 1990, have been small relative to the groundfish landings (IAI, 1991:17). The structure of the fleet has also changed since the Langdon and Miller study in 1983, and the dependence on halibut as a commercial fishery is part of a seasonal round, which includes salmon and crab fishing, by a segment of the fishing industry based at Sand Point.

Halibut is traditionally part of the mixed cash-subsistence economy of the Aleut population of Area 3B. Subsistence harvests range between 36 and 48 pounds per capita for the communities studied (ADF&G, 1988), and some 85 percent of the population uses subsistence halibut.

5.1.2.5 Historic participation in the fisheries of Area 4A,B,C,D

The Aleut population of the Aleutian Islands and the Pribilof Islands has traditionally harvested halibut for subsistence use (Schroeder, 1987; Veltre and Veltre, 1981 and 1983; Orbach and Holmes, 1983). The local communities of Atka, Nikolski, Akutan, Saint George and Saint Paul harvest halibut as part of a seasonal round of commercial and subsistence fisheries. The commercial fishery, with halibut landed in the Aleutian Islands, is a development of the past twenty years as the halibut longliners sought new grounds. Between 1967 and 1973 there were no recorded commercial halibut landings in the Aleutian communities.

Akutan and Unalaska ranked 9th and 12th respectively in commercial landings of Pacific halibut in 1990. However, the majority of vessels landing at the processing plants are non-resident. IAI report that the halibut harvesting sector in Unalaska employed 77 people locally in 1987, a gain of 30 people since 1981, and this is appropriate given the 11 commercial halibut permits held by local residents in 1986 (IAI, 1991:22-23). Of these permits, IAI report that 3 were for longline vessels less than 5 net tonnes, and 8 permits were for vessels over 5 net tonnes.

In the processing sector, groundfish processing dominates but all Unalaska plants process halibut when available although IAI report that one plant discontinued halibut processing at the end of the halibut season in 1990. Fish delivered to the plants comes from throughout Area 4 (including 4E), even though vessel clearance requirements militated against catches from the area of the Pribilofs and

Area 4E. Local residents fish for halibut as part of a mixed cash-subsistence economy, and as such are more dependent on the fishery.

The Aleuts of the Pribilof Islands have used the halibut resources of the Islands for subsistence since they were moved there by Russian fur traders (Veltre and Veltre, 1981). With the termination of the fur seal harvest, the Pribilofians have turned to commercial fishing as their primary economic activity, with halibut as their principal resource. To this end, the IPHC declared Area 4C as a fishery development area for the Pribilofs with a view to assisting islanders in becoming economically self-sufficient. In 1990, however, 44.6 percent of the halibut catches taken in Area 4C were landed by vessels owned by Washington State permit holders.

5.1.2.6 Historic participation in the halibut fishery of Area 4E

The Yup'ik peoples of Area 4E have traditionally used halibut for subsistence purposes. In particular, Nelson Island communities, such as Tununak, have relied on the resource. Communities further south, along the shores of Bristol Bay, have used halibut when available, but the principal subsistence fishery has been for salmon.

As the Yup'ik villages have developed cash economies, they have turned to harvesting marine resources. To this end they have begun to participate in the halibut fishery. Area 4E was designated in 1990 as a fishery development area by the IPHC, and there was an increase in the number of local fishermen and permit holders participating in the fishery. However, 36 percent of the halibut harvested in Area 4E in 1990 was taken by vessels owned by Washington State permit holders.

5.1.3. Alaska Native Fisheries

In this section, the participation of Alaska Natives in the fisheries in each area will be considered. General Jefferson Davis, in his report to the U.S. Congress in 1870 on his administration of Alaska, wrote: "Fish form the chief and most easily procured food of the natives, and has from time immemorial" (cited in Price, 1990:32). Fishing has historically been an important component of the lives of Alaska Natives, and the exploitation of halibut for subsistence and trading purposes is well documented. Each major Alaska Native group active in the halibut fishery will be reviewed in turn, beginning with those fishing in Area 2C and moving northwest.

In previous sections in this Chapter it has been noted that the Alaska Native populations are largely found in the rural communities, and blend subsistence activities with fishing in the market economy. Traditionally, coastal Alaska Natives fished in waters near to their settlements and established a pattern of fishing rights and obligations recognized by other Alaska Native groups. In a report prepared for Congress by Lieutenant G.T. Emmons in 1905 at the request of President Roosevelt, it is noted that "the whole country was portioned off among the [Alaska Native] families as hunting reserves, berry grounds, or fishing sites, and their laws of property and rights were very clearly defined and strictly observed" (cited in Price, 1990:74). These "territorial user rights in fisheries" (TURFS, as described by Pollnac, 1983) correspond to the areas and resources needed for subsistence by the group or clan. Mapping of traditional fishing grounds, as presently observed by Alaska Natives, by the Alaska Department of Fish and Game show these areas to have minimum overlap between communities and an agreed upon scope embodied in folk lore and the cultures of the communities.

Similarly, fishing patterns and gears were, and are, developed to fit the particular needs of the local fishery. In all these activities related to fishing for subsistence and trade, the Alaska Native communities seek social and economic efficiency; that is, the maximum return to the community for the minimum investment of labor and capital. Thus a pattern of seasonal fishing and hunting is tailored to local needs; when a sufficiency of one good, say firewood or seal oil, has been collected, effort will be directed to the harvesting of other needed subsistence items. Thus the use of commercial fishing gears for subsistence harvesting is commonplace.

In this survey it has been found that there is a confusion in the reporting of subsistence harvests in general, and by Alaska Natives in particular, since IPHC lumps subsistence harvesting with recreational fishing as activities using non-commercial gears and with a bag-limit of two fish per day (G. Williams, IPHC; personal communication). Information provided by Alaska Department of Fish and Game's Subsistence Division for rural communities show that, regardless of the IPHC definition, subsistence fishing for halibut is conducted in traditional patterns of seasonality and intensity that are socially and economically efficient for the harvesters. The scale of harvesting is in excess of the recreational harvest's bag-limits, but is self-limiting in that the harvest is tailored to the need of the individual, family, or extended family unit as culturally defined.

5.1.3.1 Alaska Natives of Area 2C

In Area 2C, three tribal groups have been involved in the subsistence and commercial halibut fisheries from the time of the Seward Purchase. These groups are the Haida, Tlingit, and Tsimshian tribes. The Tlingit and Haida inhabited the Alexander Archipelago prior to contact with non-Natives, and the archaeological record suggests that habitation goes back at least 9,000 years before present. The Tsimshian are a tribe that, like the Haida, is also found in British Columbia, and the principal settlement of Tsimshian in Area 2C, at Metlakatla, was founded in the 1870. Bell reports that, in 1965, Alaska Natives commercially fished for halibut with 30 vessels each with a crew of five or more fishermen. The vessels and Alaska Native fishermen represented 16 and 27 per cent respectively of vessels and fishermen employed in the Area 2C fishery. The Alaska Native catch was 14 per cent of the total (Bell, 1981:20).

Communities in Area 2C with more than 20 per cent Alaska Native population include Sitka, Metlakatla, Craig, Hoonah, Klawock, Kake, Angoon, Hydaburg, Saxman, Klukwan, and Kasaan.

5.1.3.1.1 **The Haida**

The Haida have lived, and utilized marine resources, in southeast Alaska since before historic contact (Stewart, 1977). Halibut, in combination with other marine fish, made up the backbone of the economies of the southeast communities at the time of contact. The fish catches of the southeast region were so large and dependable that they functioned as the basis for the development of one of the most complex cultures on the northwest coast. The Haida culture is multi-faceted, including but not limited to large populations, a stratified society, and elaborate systems of art and ceremony, which find expression through complex networks of sharing and exchange (Spencer and Jennings, 1965; Alaska Department of Fish and Game, 1991).

Fish, and halibut in particular, have long been important for the Haida. Like other Alaska Native tribes and communities, the fish that are caught in the subsistence fishery are shared among their large extended-family groups, defined by ancestry to ancient clans and lineages (Alaska Department of Fish and Game, 1991).

Halibut is still a highly valued resource in the region today. Continuing in the traditions of their forefathers, many Haida still catch halibut with baited hooks on weighted lines that are set with floats or held by hand. The younger generation of harvesters continue to learn the techniques for harvesting and processing halibut and other bottomfish by watching their elders and joining them in subsistence fishing activities (Alaska Department of Fish and Game, 1991). And many still prefer the traditional methods of drying and smoking the halibut as was done in the past. As discussed by an Alaska Department of Fish and Game report (1991), halibut that is smoked and dried is still a highly valued food by southeast residents.

While commercial fishing for salmon and halibut have been a principal source of income to the Haida, non-Native practices in the development of commercial fisheries in the region have been costly to them. For example, fish stocks have been greatly depleted. And, along with non-local control of profit from fishing enterprises, have been restrictions on Haida subsistence practices. Nevertheless, subsistence activities have persevered in these mixed, subsistence-market communities, although at a lower level than in other Native Alaskan groups (Betts and Wolfe, 1991). And as the Haida have been, they continue to be dependent on halibut and other marine fish not only as a source of nutrition and potential capital but also for the significant cultural and psychological benefits they attain from subsistence activities.

Haida participation in the commercial halibut fishery is not documented, but some 100 commercial licenses are estimated to be fished by Haida resident in rural communities.

5.1.3.1.2 The Tlingit

Tlingit Indians have lived in the southwest archipelago area and utilized the marine environment there for nearly 3,000 years (Langdon, 1989; Moss, 1989) and have, perhaps, lived in Hoonah for as long as 9,000 years (Ackerman, 1968). Tlingit artifacts that date back 900 years, and oral history that tells of their presence in the Cross Sound area hundreds of years ago (Schroeder and Kookesh, 1990), clearly establish their constancy in the region. In Angoon, evidence for Tlingit occupation, such as a salmon weir and village and fishing sites, has been found for 3,000, 1,600, and 1,000 years before present.

As with all Native American tribes or communities, Tlingit culture and well-being are inextricably tied to the use of the natural resources that surround them (Gmelch and Gmelch, 1985). Fish and halibut, in particular, have been very important for the Tlingit. As stated in a recent report by the Alaska Department of Fish and Game (1991:86), "Historically, the fish produced by the Tlingit...were shared and consumed among large extended family groups who traced ancestry as lineages and clans who resided within large plank clan houses." In addition, large amounts of food were prepared and given away in elaborate feasts and ceremonies to assert their status, rank, and prestige in the social group.

The people of Angoon and Hoonah, for example, still adhere to many of their traditions that are related to obtaining and using wild resources. This enables them to maintain deep cultural ties with important land and water areas, and with the resources that have sustained their culture for thousands of years (George and Bosworth, 1988). In keeping with past traditions, modern Tlingit place a great deal of value on their Native cultural heritage. This includes subsistence hunting, fishing, and gathering as well as sharing the harvested food (George and Bosworth, 1988). Stated simply, "Native Tlingit culture has traditionally been defined largely by its relationship to the environment. The survival of the Tlingit tradition depends on the sea and land continuing to provide resources; if the

foundation of Native subsistence is weakened, other elements of the culture will begin to crumble" (Gmelch and Gmelch, 1985:188).

The Tlinget continue to fish in the commercial and subsistence fisheries for halibut. While there are no survey data on Tlinget participation in the commercial halibut fishery, it is estimated that some 150 halibut permits are held by Tlinget in rural communities such as Angoon and Kake. Participation in fishing crews and processing is an important activity for tribal members, but again there are no survey data available.

5.1.3.1.3 The Tsimshian

The Tsimshian have utilized halibut and other bottomfish since before historic contact (Stewart, 1977). Archaeological studies show evidence of halibut bones, among other types of fish, in prehistoric village sites (de Laguna, 1960), in addition to evidence that the Tsimshian had developed special methods and gear for harvesting bottomfish (Stewart, 1977).

As with other Alaska Native groups and communities, Tsimshian culture is intricately tied to the surrounding natural resources. As stated in a recent report by the Alaska Department of Fish and Game (1991:86), "Historically, the fish produced by the...Tsimshian were shared and consumed among large extended family groups who traced ancestry back as lineages and clans...Large quantities of food also [were] prepared and given away by the headmen of the extended families in elaborate feasts and ceremonies to publicly demonstrate and validate rank, status, and prestige within the social group."

The abundance and reliability of marine resources enabled fish to serve as the basis for the development of the complex non-agrarian Northwest Coast culture area (Spencer and Jennings, 1965). As Bell (1981:18) states, "With fishery products being so important in the lives of the coastal tribes both as a direct source of food and as trade items with inland groups, it is not surprising to find fish, including halibut, commemorated in the heraldry on the totem poles."

Marine resources continue to play an important role in Tsimshian daily life. Following in the steps of their forefathers, many Tsimshian still harvest halibut by traditional methods. And many residents continue to value highly halibut that is smoked and dried in the traditional way (Alaska Department of Fish and Game, 1991).

As Irwin (1984:12) states, "The people of the Northwest Coast practiced no agriculture. Rather, they were children of the sea. Their life was dominated by a benevolent ocean that teemed with life." Although commercial fishing and other industrialized influences have reduced Tsimshian ability to completely keep their old life ways, the importance of subsistence fishing to their culture and well-being cannot be overstated.

The Tsimshian settlement, and tribal reservation, at Metlakatla is active in the halibut fishery. With reserved water areas and fishing sites, the village harvested 0.45 percent of all commercially caught halibut in 1990 and ranked 31st of the 48 individual ports with reported landings. Residents of Metlakatla held 27 permits and landed 234,650 pounds of halibut in the commercial fishery and an 11,256 pounds in the subsistence fishery in 1990.

5.1.3.2 Alaska Natives of Area 3A

Area 3A has a number of tribal groups intermingled along the coast. Tlinget live in Yakutat together with Athapaskans, Chugach Eskimo are found throughout the Prince William Sound area, Tanaina Athapaskan Indians are found throughout the Cook Inlet area, Sugpiaq and Koniag Eskimos (who refer to themselves as "Aleuts") are found in Lower Cook Inlet and on Kodiak Island respectively, and Aleuts are scattered throughout Area 3A. Eyak Athapaskan Indians, once widespread from south of Yakutat through the Copper River Delta, are now found only in the Cordova region. The dispersion of Aleuts through the region is in part due to the resettlement of these peoples from the Aleutian Islands during World War II and in part to the Russian settlers who recruited (some sources say "enslaved") Aleuts as workers.

Little information is available on the involvement of Alaska Natives in the commercial fishery for halibut in Area 3A. Estimates of permit holders, based on community of residence, suggest that between 100 and 150 Alaska Natives hold permits to fish in the area. Estimates are difficult to arrive at because, for example, the zip code of two Sugpiaq Eskimo communities, English Bay and Port Graham, is the same as that for Homer, a predominantly non-Native settlement. Communities with an Alaska Native population greater than 20 percent in the region include Old Harbor, Port Lions, Ouzinkie, Larsen Bay, Ahkiok and Karluk on Kodiak Island (Koniag Eskimo); Yakutat (Tlinget); Chenega and Tatitlek (Chugach Eskimo); Port Graham, Seldovia, and English Bay (Sugpiaq Eskimo); and Tyonek (Tanaina).

5.1.3.2.1 **The Chugach Eskimo**

The Chugach Eskimo have a long history of living throughout Prince William Sound, and have resided there at least since Captain James Cook made the first recorded contact with them in 1778 (Stratton, 1989). According to oral tradition and based on research done in the 1930's, there were 8 geographical groups of Chugach residing in the Prince William Sound area. Their villages were always located on the shore line to provide easy access to marine resources (Stratton, 1989). These geographical groups or tribes shared their culture and language and came together for feasts, but maintained political independence from each other (Birket-Smith, 1953; de Laguna, 1956).

Marine resources such as sea mammals and a variety of fish, including salmon, halibut, red snapper, and cod are the staple foods of the Chugach. Dependent on the weather, the Chugach fished for halibut with hooks and lines. They had the most success in this pursuit in the early summer (Birket-Smith, 1953).

By the early 1960's, in Chenega, a Chugach Eskimo community, halibut had become the most commonly harvested bottom fish. Like other Native American tribes and communities, subsistence food sharing was prevalent. Ten out of fourteen households fished for halibut, primarily from late spring to early fall and shared the catch with any member of the community who wished to partake (Stratton and Chisum, 1986). By the mid 1980's, sharing halibut had become even more common, with ten households (67%) reporting that they gave away halibut and twelve households reporting they had received it (Stratton and Chisum, 1986). Following the Exxon Valdez oil spill, 1990 subsistence harvests were 60 percent less than previous years in Chenega.

5.1.3.2.2 **Koniag Eskimos**

Kodiak-area Alaska Natives refer to themselves as Aleuts, but ethnographically they are Koniag Eskimos, using the Sugpiaq Eskimo dialect (Schroeder, et al; 1987:432). Archaeological data shows

that Kodiak Island was first settled some 8,000 years before present, and the Koniag Eskimos have occupied the island for at least 700 years.

Schroeder et al (1987) report that "Koniag culture has been strongly focused on the sea, and major subsistence use has been made of marine fish, mammals, and invertebrates" (1987:433). The wealth of marine resources was such that it is estimated that the population in pre-contact times was between 6,500 and 10,000 people. It is estimated that some 3,100 Koniag Eskimos lived on Kodiak Island and the out-islands in 1983 (Schroeder et al, 1987). Subsistence harvest of halibut is important to Alaska Natives in the six non-road-connected communities of Akhiok, Karluk, Larsen Bay, Old Harbor, Ouzinkie, and Port Lions, as well as in Kodiak City. Highest per-capita levels of halibut subsistence harvest were in Port Lions (85.6 pounds/capita) and Old Harbor (56.7 pounds/capita). Akhiok residents had the lowest halibut subsistence catch and harvested 24.3 pounds/capita in 1987.

The participation of Alaska Natives in the commercial fishery for halibut on and around Kodiak Island is not known, but it is estimated that at least 60 Koniag hold commercial fishing permits. Some Alaska Natives work in the fish processing plants, but the majority of the processing workforce is Filipino.

5.1.3.3 Alaska Natives of Area 3B

Two groups of Alaska Natives inhabit the communities of this area. Chignik, Chignik Lake, Chignik Lagoon, Perryville, and Ivanof on the Lower Alaska Peninsula was populated by Kaniagmuit Eskimos at the time of Russian contact (Schroeder, et al; 1987:394). The population relocations during the Russian period led to mixing of, and inter-marriage between, Eskimo, Aleut and other Alaska Native groups and families and with Europeans. The communities of Sand Point, King Cove, Cold Bay, and False Pass were developed with the commercial sealing and fishing industry. Their Alaska Native population was drawn from in-migration of Aleut groups from communities further west on the Aleutian Chain. Inter-marriage with European fishermen and sealers has also been frequent, and some Aleuts who were moved to Southeast Alaska during World War II or were sent to a Bureau of Indian Affairs school in Sitka returned to the region with Tlingit spouses. The residents of the area prefer to call themselves "locals" rather than Alaska Natives, although all the communities (with the exception of Cold Bay) have an Alaska Native population greater than 50 per cent of the whole (see Table 5.14). When an Alaska Native descriptor is sought, residents refer to themselves as Aleuts (Schroeder et al, 1987:395).

Commercial and subsistence fishing are important activities of these communities and halibut features in both. It is estimated that some 40 Alaska Natives hold commercial halibut fishing permits in Area 3B of the 117 permits issued. Employment as crew and in processing plants is unknown at this time.

5.1.3.4 Alaska Natives of Area 4

Area 4 includes the waters surrounding the Aleutian Chain and the Bering Sea. The Alaska Native population of the Pribilof and Aleutian Islands is Aleut. Saint George, Saint Paul, Akutan, Akta, and Nikolski have Alaska Native populations in excess of 39 percent of the whole population (see Table 5.17). The four Aleutian communities have been year-round Aleut settlements since pre-contact days, and the Aleuts of the Pribilofs were transported to the Islands as seal hunters by the Russians in the late eighteenth century (Schroeder et al, 1987; Veltre and Veltre, 1981). It is estimated that Aleuts of the Pribilofs hold 20 commercial fishing permits for halibut, and that some sixty fishermen participate in the commercial fishery. Few Pribilovians work in fish processing. Aleuts of the Aleutian Islands are estimated to hold 20 commercial halibut fishing permits. Information on the

extent of Aleut employment on fishing vessels and in processing plants in Atka, Akutan, Nikolski, and Unalaska is not available in the literature.

The East Bering Sea communities are populated by Yup'ik Eskimos, and only regional centers such as Nome, Dillingham, Bethel, or special function towns like King Salmon, Naknek, and Port Heiden, have an Alaska Native population of less than 85 percent. It is estimated that the Alaska Natives of the East Bering Sea communities hold some 40 commercial halibut fishing permits. Information on participation in fishing crews and halibut processing is not available in the literature.

5.1.3.4.1 The Aleut

Based on archaeological data, the Aleut Indians have lived in the Aleutian archipelago area for at least 4,000 years and probably have been living there for as long as 8,500 years before present. Throughout this time, they have maintained their cultural adaptation to the sea, which serves as the essential provider of nearly all of the basic necessities of life (Veltre and Veltre, 1983). As Orbach and Holmes (1983:141) state, "...fishing in the Pribilofs is centered about a species which is both an Aleut tradition and a commercial prize: halibut."

Aleuts, like other Native American tribes/communities, are enmeshed culturally and economically with the surrounding natural resources (Veltre and Veltre, 1983; Orbach and Holmes, 1983; Schroeder, Andersen, Bosworth, Morris, and Wright, 1987). In most communities halibut is harvested year round, providing a constant supply of this important resource (Schroeder, Andersen, Bosworth, Morris, and Wright, 1987). Most people prefer to eat traditional foods over many of the commercial items that are available. For some, traditional foods comprise as much as 50 percent of the diet. In addition, many people prefer traditional preservation methods, salting and drying, for example, even though most have freezers (Veltre and Veltre, 1983).

Fishing for halibut provides not only valuable nutrition but is important for maintaining social ties within families and between various members of the community. In Atka, most of the fishing is done by men, either alone or in small groups. Women, who normally do not participate in subsistence activities, may sometimes fish for halibut from the shore (Veltre and Veltre, 1983) or may even go along on fishing trips with the men (Orbach and Holmes, 1983). Besides berry-picking, this is the only harvesting activity where the women are relatively equal partners in the acquisition of resources (Orbach and Holmes, 1983).

Once the halibut is brought back, it is shared with the community (Orbach and Holmes, 1983; Veltre and Veltre, 1983; Schroeder et al, 1987). As Veltre and Veltre state, "Two of the basic tenets of the Aleut subsistence economy since precontact times have been cooperation in subsistence endeavors and sharing of the products of hunting, gathering, and fishing. Both cooperation and sharing are still very much a part of resource utilization in Atka today..." (1983:169). Members of Aleut communities derive great satisfaction and pride in being able to share traditional foods that they have caught with their families and with the community as a whole (Veltre and Veltre, 1983). As Orbach and Holmes (1983:143) note, "it is the kindness, remembrance and satisfaction of this activity as much as its support of tradition or sustenance which gives it its value."

5.1.3.4.2 The Yup'ik

Although the area where the Yup'ik live has been inhabited by several different human groups in the last 10,000 years, archaeological evidence suggests that by A.D. 1000 the cultural ancestors of present-day western region Yup'ik Eskimos were living in and utilizing the subsistence resources of the area (Schroeder et al, 1987).

In Togiak, for example, halibut is harvested for subsistence whenever available. However, not being able to rely on halibut year-round in no way detracts from the importance of subsistence fishing for halibut for the Yup'ik. Like other Alaska Native tribes and communities, the Yup'ik will save these catches of halibut for eating at home or will share them with others in the village (Schroeder et al, 1987; Wright, Morris, and Schroeder, 1985).

The Yup'ik way of life is intricately entwined with the natural environment and the resources therein. Natural resources are valued not only for their obvious nutritional and economic components but for the cultural and familial glue they provide to the members of the community, particularly for the elderly and those in need. As noted in Schroeder et al, "Family activities, particularly in the Yup'ik and Athapaskan communities, are centered around fishing and hunting. Families are bound together by the distinctive labor roles of men and women and different responsibilities of different age groups. The distribution and exchange of subsistence products link families and provide an expression of kinship ties and social order" (1987:516).

A Yup'ik individual's psychological well-being and social adjustment are dependent upon fishing and hunting and gathering. Those who participate in the acquisition of the resources as well as those who receive them attach deep personal meaning to the process of harvesting, processing, and sharing subsistence foods. These are based upon traditional values, belief systems, and ideological structures that are culturally learned and culturally maintained (Schroeder et al, 1987). For many Yup'ik men, much like their counterparts in the commercial fishing industry, self-worth is measured by their ability to provide for their families and their community. Disruption of this way of life could lead to many negative consequences, from shaking up the family and social order to substance abuse (Schroeder et al, 1987).

5.2 Description of Affected Communities

5.2.1 Relevant community profiles

Previous community profiles developed by the Council are to be found in Langdon and Miller (1983, 1984a and 1984b) and IAI (1991). The communities profiled are those of Akutan, Kodiak, Petersburg, Saint Paul, Sand Point, and Unalaska, Alaska; Bellingham and Seattle, Washington; and Newport, Oregon. The Langdon and Miller study was of the halibut fishery; that by IAI was of the North Pacific groundfish fishery. Both data sets have been fully utilized in this literature review and are the basis for the descriptions in Sections 5.1.1 and 5.1.2 above. Extensive additional material has been drawn from the community profiles developed by the Subsistence Division, Alaska Department of Fish and Game of rural Alaskan coastal communities. This material has been incorporated into Sections 5.1.1 and 5.1.3 above. Information from social impact studies undertaken for or by the Minerals Management Service and the National Park Service, U.S. Department of the Interior, and for the Forest Service, U.S. Department of Agriculture has been incorporated where appropriate.

5.2.2 Size, composition, and stability of affected work force

No comprehensive survey of halibut fishermen and processing workers has been undertaken for this FMP amendment. Estimates based on the studies reviewed in Section 5.1.1 are that, in 1990, there were 14,889 fishermen and 4,500 point-of-landing processing workers involved in the halibut fishery. (The estimates of the number of fishermen employed in the fishery developed as part of the economic analysis in Section 4.1.13 above is 14,721; since these estimates were developed separately from different source materials, their similarity indicates that they are realistic.) Langdon and Miller (1984b), using IPHC survey data of the fishery, showed that there were 2,050 halibut fishermen in 1978 and 2,809 fishermen in 1982. The increase was attributed to the shift to the open access "derby" fishery in 1977.

Between 1984 and 1990, 8,212 vessel owners have participated in the fishery, and, in 1990, there were 3,823 permit holders.

In Tables 3.20 and 3.21 the movement in and out of the fishery since 1984 is shown. Only 6 percent of vessels fished in all seven years between 1984 and 1990. This movement in and out of the fishery has three explanations. First, the short seasons made it possible for fishermen to fish for halibut without affecting their participation in other fisheries. Second, the development of the longline fishery for Pacific cod and sablefish increased the number of larger vessels able to fish for halibut. Finally, a number of fishermen sought to develop a record of participation in the fishery prior to any consideration of access controls by the Council. For these reasons, the number of fishermen and vessels in the fishery has grown rapidly. Langdon and Miller (1984b:33-34) showed that the fishery in 1982 had offered relatively stable and continuous employment for fishermen. The mean age of fishermen in their sample was 40.66 years, and the mean number of years of experience in the halibut fishery was 13.05 years.

The fishery has three principal components; the vessels from "Outside" which tend to be larger and exploit the western halibut fisheries; the vessels from urban Alaskan communities; and the vessels associated with rural Alaskan communities. The rural communities have, in the main, higher proportions of Alaska Natives as residents and fishermen and greater numbers of smaller vessels, particularly skiffs. The Alaskan urban communities, with their better support facilities, have fleets of vessels which include larger longliners similar to those from "Outside" as well as vessels fishing in the local fisheries.

As noted above, this analysis is based upon a study of the literature related to the halibut fishery. The most recent survey of halibut fishermen, carried out in 1982 by Langdon and Miller, showed that 7 percent of the fishermen were residents of Washington State; 37.5 percent lived in Southeast Alaska (including Yakutat); 3.2 percent lived in Prince William Sound communities; 35.6 percent resided in Cook Inlet communities; 11.1 lived on Kodiak Island, and 3 percent in the Lower Alaska Peninsula and Aleutian Islands. Of the Alaskan fishermen, 72 percent lived in urban communities.

The crews are typically paid on a crew-share/boat-share basis. This pattern of payment extends back to the early days of the halibut fishery. The Deep Sea Fishermen's Union (DSFU) founded in 1912, has represented the Puget Sound fishermen in negotiations about pay and conditions with the Fishing Vessel Owner's Association (FVOA) since 1914. This is the only example of organized labor-owner agreements in the fishery.

5.2.3 Relative economic importance of the halibut fishery

The literature survey has not provided sufficient specific information to assess the economic importance of the halibut fishery to communities. In general, there are few employment opportunities other than commercial fishing available to residents of rural Alaskan communities described in Section 5.1. In consequence, any change in the allocation of harvest rights to a fishery will have impacts on rural Alaskan fishermen and their communities. The commercial fishing industries of Kodiak, Seward and Sitka will be impacted by an allocation scheme, but it is difficult to predict from the literature survey what that impact will be; much will depend on developments in the halibut marketing and processing sector. The communities of the Upper Cook Inlet/Kenai Peninsula and Seattle have diversified urban economies, and changes in the allocation of halibut harvests will have little or no effect on the social and cultural systems of these urban areas. Seattle may benefit from an allocation scheme since it, and other Northwest ports, may regain landings lost to Alaskan ports. Other Pacific Northwest communities in Washington and Oregon will have some social impacts from an allocation program, but these will be relatively minor and will primarily affect vessel owners resident in those communities.

5.3 Analysis of the Alternatives

Two alternatives are being considered for the future management of the halibut fishery. Alternative 1 is the existing status quo in the fishery; that is, the fishery would continue as an open access fishery with harvest controlled through area-specific seasonal quotas. The fishery would continue as described in Section 5.1 above; increasing numbers of vessels and gear, leading to ever-shorter seasons and decreasing catch per unit of effort. The problems and issues related to continuation of the status quo fishery have been identified and listed in Section 4.0 above.

The second alternative under consideration by the Council is the introduction of an individual fishing quota (IFQ) program for halibut fishery in the waters off Alaska. The Council is considering three variants of an IFQ program. However, all would allocate quota shares (QS) in the fishery to participants proportionate to their historical fishing records. After the total allowable catch (TAC) for a given fishing year has been specified, IFQs would be set. The IFQ would be the poundage equivalent of the proportionate ratio of QS to the TAC. Thus the amount available for harvest under an IFQ would vary each year with the size of the TAC. IFQs would be transferable under all variants of the program. In two variants of the program, portions of the TAC would be set aside for community development.

The following discussion of issues, costs and benefits of possible adoption of an IFQ program are based on a qualitative assessment of social impacts. As noted previously, it has not been possible to conduct a social impact study and this assessment is based on a survey of available literature.

5.3.1 Assessment of impacts

The discussion of impacts is organized by issue so that the reader can refer to the discussion of economic impacts in Sections 4.1 and 7.

5.3.1.1 Provision of a harvest share

- a. The allocation of a QS to an individual is the allocation of a fishing privilege and not the allocation of a piece of real property. Further, the yearly poundage represented by the ratio of the QS to the TAC will fluctuate as the stock biomass changes. Currently, the biomass appears to be decreasing and thus the annual poundage of the IFQ will also decrease until the stock recovers and TAC is increased.
- b. The Council proposes to allocate QS and IFQ to vessel owners and qualified bareboat charterers who landed halibut in designated years. In so doing the Council will recognize the capital investment and risk taken by these individuals and/or companies. Crew and hired skippers have also invested time and labor as co-venturers paid through the vessel share system, but these investments are not recognized in the allocation of harvest shares proposed.
- c. Since the IFQ is proportionate to historic catches, and these have been declining over time (see Table 5.1), an individual vessel owner will not see any immediate increase in catches and will forgo the opportunity of "striking it rich" through fishing skill or luck, for the opportunity to expand fishing operations through the purchase of additional QS or IFQs. However, the vessel owner is assured of the opportunity to take the full poundage of an IFQ during the season, and not be subject to the need to take unnecessary risks in bad weather or in fishing practices in order to maximize harvests during an opening. Further, mechanical or other vessel problems can be resolved without missing the opportunity to fish for halibut, as was the case with, for example, engine failure at the beginning of an opening. A significant social and cultural impact of the introduction of an IFQ program is the switch from a "hunting and fishing" culture to a "farming" culture. For many the attraction and satisfactions of fishing as a life-style will fade with the introduction of quotas and the lessening of feelings of competitiveness and independence.
- d. The initial allocation of QS and IFQs will fix the maximum social parameters of the fishery. Access to the fishery, unless the Council and Secretary change the IFQ program through an FMP amendment, will be by purchase or lease of QS and IFQ or through inheritance in years after implementation of the program. Since many of the initial allocations will be small, it is predicted that the number of vessels and fishermen will decrease as unprofitable QS and IFQs are sold or transferred. The economic model suggests that an economically efficient fishery would contain 288 to 376 vessels with 1,504 to 1,976 fishermen. This economically efficient fleet would be similar in numbers to that operating in the halibut fishery in 1978 (Langdon and Miller, 1984b), but with increased fishing power due to improved technologies. Since much of the rural Alaskan fishery operates within a mixed cash-subsistence economy, with different criteria of efficiency, availability of QS and IFQs to the present operators of the fleet of skiffs and medium-sized vessels will permit continuance of traditional fishing, but will not encourage economic growth in rural communities.

In summary, there will be social benefits accruing to the individual and community from the allocation of QS and IFQs in removing uncertainty about the potential size of, and returns from, harvests. Some of this uncertainty is related to income, or to conflicts with openings in the salmon or sablefish fisheries, but other forms are purely social; an oft heard complaint was that the preparations for the May halibut opening conflicted with traditional Native ceremonies and with family celebrations, such as high school graduations. Further social benefits will accrue from the reduction of some of the operating risks associated with fishing in an open access, "derby" fishery, especially in the reduction of pressure to fish in an unsafe manner. QS and IFQs represent privileges that can be transferred, through sale or gift, to others; the social benefits to individuals and communities is that traditional patterns of life can be maintained if it is chosen to do so, or the benefits of economically efficient fishing businesses can be achieved.

The social costs associated with the proposed allocation of IFQs include three factors that will affect the social and cultural dynamics of the fishery and fishing communities. First, the program does not provide individuals with the opportunity to increase their share of the fishery through the application of skill alone, and thus for many represents a less-satisfying life style. A further social "cost" is the possibility that the allocations may enhance the discrepancy in life-opportunities existing for residents of rural communities vis-a-vis those from urban areas; Alaska Natives and others with a subsistence component in their domestic economy will likely be impacted adversely in particular. Urban communities offer a variety of job opportunities and, because of their size, the infrastructure to support fishing- and processor-support activities. If the rationalization of the fishery by the quota system succeeds, there is a real possibility that processing will become concentrated in urban locations, further impoverishing the rural communities. Finally, the allocation will stratify the harvesting sector industry and create, formally, a class of individuals who are owners of shares and another class of non-shareholding workers; while the transferability of shares through the marketplace will take place, both kin-based vessel operation and the opportunity of crew and hired skippers to own their own vessels operating in the fishery will be impacted. Family-based fishing operations are found throughout the fishery; vessels are owned jointly with kin and, particularly in rural communities, crews are kin-based. Allocation of QS and IFQs are to be made to individuals (real and corporate) and thus for family interests to be maintained as a unit, families must be prepared to incorporate their fishing enterprises. Crew and hired skippers have always had the opportunity to work hard, learn the trade, and advance through chartering vessels and fishing on their own account or by buying small vessels and working their way back to the top. The purchase of a QS or IFQ will be an additional economic barrier to achieving the social goal of "being your own boss."

5.3.1.2 Choice of criteria for a harvest share

The Council has proposed a number of criteria on which to base a QS. These will be reviewed in turn.

- a. The period of years on which fishing history will be based is potentially a socially important sifting device. Newcomers to a fishery will receive a smaller share if a longer historical period is selected, while the longer the historical period chosen, the greater the share to fishermen who have always utilized halibut. Tables 3.20 and 3.21 above show that 8,212 owners operated vessels in the halibut fishery during the period 1984-1990; of these owners, 3,441 (42 percent) operated vessels for only year in the period, while 479 owners (6 percent) operated vessels in every year of the seven year period. Selecting the best 5 of 7 years as the basis for allocation would reward many fishermen with a long tenure in the fishery, but would penalize skiff fishermen. Catches in the skiff fishery in 1990 had declined to an average of 1,081 pounds per skiff, or 41 percent of the average catch by skiff fishermen in 1984 (see Table 5.1). For

fishermen who were not able to participate fully in the fishery -- for reasons of bad weather during openings, conflicts between halibut and salmon openings, or need to take subsistence harvests from their commercial catches, for example -- assignment of zero to years with no commercial halibut catch would lead to minimal QS. Since the rural Alaskan communities have the highest proportion of skiffs, the lowest-income fishermen would not benefit from the application of the best 5 of 7 years, or best 3 of 5 years. The selection of Option 2, of Council Alternative 2.2 -- the best single year between 1988 and 1990 -- would level the playing field by rewarding fishermen for their best efforts in the fishery and would simplify the allocation process by avoiding conflicts.

- b. Allocation which conforms to existing patterns of activity is likely to be less disruptive than one which crosses those lines. The use of vessels described in the earlier sections of this chapter suggests three components to the fishery. The small vessel or skiff fishery with vessels less than 35 feet in length; the combination longline and salmon seine vessels up to 60 feet in length; and the larger vessels in excess of 60 feet. Each vessel type serves a particular set of community and social needs; allocation which is made to vessel classes will permit, for example, fishermen from Kodiak who commonly fish in the salmon seine fishery to trade QS and IFQs among themselves without competition from vessels larger than 60 feet. This will have the effect of protecting small businesses and rural communities. Since QS and IFQs would be transferable within vessel categories, social and economic benefits of the sale of quota would be maintained. The benefits of a freely tradeable QS, regardless of vessel size, are outweighed by the social costs of potential loss of QS from rural communities and smaller fishing businesses. While every share may have a "price," the purchasing power of larger ventures could easily strip some Alaskan communities of the QS needed to maintain a viable fishery. If there is insufficient halibut being landed to justify a processing line or a shipment of fresh fish, fishermen remaining in the fishery, and their community, could suffer the social and economic consequences of loss or devaluation of QS and IFQs.
- c. Of the options proposed for transfer of QS and IFQs, it appears that Option 1 of Council Alternative 2.2, that QS and IFQs be fully saleable and leasable, has the greatest social benefits if the Council selects a program of allocation by vessel characteristics. This will ensure free flow of quota within vessel classes and optimize the flexibility of operators to obtain additional quota or to leave/enter the fishery, while shielding smaller businesses and/or rural communities from the economic power of larger ones.
- d. Without further study it is not possible to comment on the specific social impacts of the community development set-asides or the proposed open access set-aside. Community development quotas and open-access fisheries with registration areas could be very helpful in achieving the social goals of maintaining the community-based fisheries in Alaska and in providing "nursery grounds" for new entrants to the fishery. Community quotas, if used with care, could also ensure the throughput of fish within a port to maintain a halibut processing facility and retain its attendant employment in the community.

5.3.1.3 Flexibility in operations

An IFQ system will provide each participant in the fishery with a share of the allowable harvest that can be taken at almost any time in the fishing year. In theory this will permit QS owners to plan their fishing operations in a way which will permit the greatest efficiency in their use of labor and capital, and enable them to provide fresh halibut to the market-place in a form and at a time that maximizes returns.

- a. It was noted above that flexibility in choosing when to fish would enhance safety in the fishery. This flexibility will also allow QS and IFQ holders to plan their fishing year to maximize returns from the "portfolio" of fisheries in which most vessels participate. Tables 3.22 through 3.27 above clearly show that 75 percent of halibut vessels participate in other fisheries during the fishing year, confirming the findings by Langdon and Miller (1984a, 1984b) and Betts (1991).
- b. Investment in gear will be reduced, since QS owners will be spreading their catches over periods of time greater than the openings. It is estimated that some vessels have as much as 75 percent more longline gear than is necessary for normal fishing. This additional gear was purchased to enable vessels to have spare gear and to provide as much fishing capacity as a vessel could handle in a one-day opening. Social benefits to be derived from these savings will be in the form of increased income and less time spent on maintenance.
- c. Investment in labor will probably not be reduced. Supplying quality fish to the fresh halibut market will require additional care and attention to the handling of catches. Further, the ability to operate to a business plan of harvesting efficiently will provide a continuity of employment conducive to retaining a stable workforce.
- d. Fishing for the market will require attention on the part of IFQ holders to market trends and needs rather than hauling a catch and landing it at a processor during an opening. Fishermen have adjusted fishing practices over time to accommodate other changes, but this change will require further social change in relationships with buyers, processors, and other fishermen. These changes will occur because cooperation in handling relatively small lots of fish will have to occur if maximum social benefits are to be attained.
- e. For those engaged in the mixed cash-subsistence economy, the flexibility will enable harvesting of halibut to be dovetailed into other subsistence and economic activities. Under the status quo alternative commercial halibut harvesting frequently conflicted with other seasonal activities, such as participating in the salmon fishery.
- f. Flexibility in fishing operations begs the issue of the availability of processing capacity at times when fishermen need it. Current processing plants may not be able to, or wish to, handle small lots of halibut unless there are a number of fishermen landing fish within the same time period. Both social costs and opportunities/benefits could accrue to communities if fishermen have to develop new fish-handling organizations or mechanisms for getting halibut to market.
- g. Spreading the halibut fishery out during the season will reduce on the gear conflicts with other longline fishermen, and this will be of social benefit. Conflicts with trawlers may, however, increase.

In summary, the social benefits to be derived from the flexibility of an IFQ fishery are a certainty and stability in planning for harvesting a "portfolio" of fisheries largely absent since 1977. Since social and cultural factors related to fishing activities can also be accommodated in an individual's planning, it is believed that social and cultural benefits can also be maximized. Costs and effort involved in owning and maintaining large holdings of gear necessary for a "derby" fishery will be reduced, but the labor necessary to handle fish and gear will probably not decrease. A major benefit will be continuity of employment and the possibility of creating a stable workforce in the harvesting sector. Alaska Natives and others engaged in the mixed cash-subsistence economy of rural Alaska will benefit in

their ability to use the flexibility of IFQ harvests to dovetail their halibut fishery into their seasonal rounds of activities.

A social cost to owners of QS and IFQs will be the need to develop new social networks and skills in obtaining the maximum benefit from the fresh-halibut market. A latent social benefit could be the increased involvement of fishermen's families and communities in marketing and market through, for example, cooperatives.

Sitka Block proposal

Public Testimony on SJR 38 Senate Resources Committee

Members of the Committee,

My name is Linda Behnken. I have participated in both the sablefish and the halibut fisheries since 1982 as a deckhand. Because I was a deckhand, and not a vessel owner, I will not receive any IFQs in the initial allocation. I am also executive director of the Alaska Longline Fishermen's Association, or ALFA, which I will be representing with this testimony. Briefly, ALFA is a longline organization based in Sitka, with over 100 members from Sitka, Port Alexander, Tenakee Springs and Pelican. Our membership includes vessel owners, deckhands, local businesses and Southeast processors.

ALFA opposes SJR 38. We support IFQs, and have worked with the Council through the years of designing a limited access system that will resolve the waste, bycatch, and safety problems plaguing the longline fisheries. The Council selected IFQs as the best management strategy after years of extensive analysis and public input. IFQ were selected because they will eliminate the destructive derbies, control effort, and preserve fleet diversity. The Council determined that by protecting the resource and ensuring the health of the longline industry, IFQs would also protect the socioeconomic health of the Alaska coastal communities.

and testimony on HJR 35,

As I listened to testimony last week on HJR 61, I was stuck by the number of salmon fishermen who opposed IFQs because they wanted to be able to diversify into the longline fisheries. I wonder if they--and you--are aware that with each new fishermen the piece of the pie left to the longliners becomes smaller, until the longliners start to starve. And what are the longliners' options? They can't go salmon fishing--well, they can, but they have to buy into the salmon fisheries. Buy in, which is all the longliners are asking of the salmon fishermen oozing into the longline fisheries. If buying in is so wrong, why did the State impose limited entry on the salmon fisheries? I believe it was to protect the resource. As the salmon fishermen testified last week, unless access and effort is controlled now the waste, bycatch and safety problems that are threatening the health of the sablefish and halibut resources are only going to get worse.

Gear limits have been suggested as an alternative to IFQs, a way to slow down the derbies. But have gear limits (on vessel size and net size) slowed down or rationalized the Bristol Bay derby? Has the 4 lines per boat limit prevented the troll season from getting shorter each year? A look around

the State clearly indicates that gear limits are not effective in controlling effort. They didn't work in the fisheries outside the state either.

Trip limits, which are basically IFQs awarded on the basis of vessel size rather than past participation, will certainly put a number of longliners out of business--along with a huge percentage of the longline deckhands. Very few skippers will take a deckhand if their annual trip limit amounts to a third of what they have caught in an average year--which is what trip limits will come to once the pie is split up among everyone who qualifies. Add a "use it or lose it" clause and the number of vessels participating will dramatically exceed the number that have participated in any given year.

I was also surprised by the testimony last week stating that IFQs have failed everywhere else, and wonder what yardstick the speakers were using. The New Zealand offshore fisheries have been managed with an IFQ system since 1986; the fish stock are healthy and the fishermen are generally in favor of the system. (Interestingly enough, the trend in New Zealand is now toward smaller boats). The BC fishermen have been under an IFQ system for a year; in 1991 they received twice as much money for their sablefish as the Alaskan fishermen, sold most of their halibut on the fresh market, and were paid only 25 cents less per pound for the halibut they sold frozen. In fact, they are quite happy to see the continued confusion in Alaska, knowing that their markets are secure. So where is the failure?

* I would like to point out a major difference between NZ's IFQ program and the one before you: NZ allows leasing; our system requires the vessel owner to be on board the vessel harvesting.

Throughout the development of an IFQ plan, ALFA has fought for provisions to protect the small boat fleet and coastal communities. We now have an opportunity to strengthen the plan even more in this respect, an opportunity we are pursuing. Along with other members of the Sitka community we have developed an amendment to the IFQ plan which goes one giant step further toward maintaining a relatively large, diverse fleet and ensuring that small, independent operators can afford to buy IFQs. We will be distributing this amendment, called the Sitka Block Proposal, throughout the state during the next month. I would suggest that at this time any action by the Alaska State Legislature would be premature and inappropriate. On behalf of ALFA, I request that HJR be defeated and that the industry be given the opportunity to develop an effective management plan that everyone can live with.

This eliminates possibility of speculation and ownership by shore-side processors

Thank you for your time and attention.

Linda Behrken

also submitting documents - Block Proposal and petition

PROPOSED AMENDMENT
TO IFQ PLAN:
SITKA BLOCK PROPOSAL
QUOTA SHARE/LICENSE

PROGRAM FOR CATCHER BOAT CLASS

This amendment to the sablefish and halibut IFQ plan is proposed in response to continued concern regarding the socioeconomic impacts of IFQs on coastal communities and the small boat fleet. The amendment preserves the nature of the fleet to the maximum extent possible, while providing the sablefish and halibut resource with much needed protection.

Under the proposed amendment, initial quota share allocations will be attached to a specific license. The amount of the initial quota share allocation will be determined as per criteria specified in the current preferred alternative. Subsequent quota transfers must include transfer of the quota share license (QSL) and all quota shares attached to that license. A persons' total holdings will be restricted by caps specified in the preferred alternative, and include all existing "grandfather" exemptions. Each person may land fish on no more than three licenses per area per year. No more than five licenses may be used on any vessel per area per year.

These provisions will:

1. Ensure the continued existence of a relatively large, diverse fleet.
2. Provide protection to coastal communities. Because small boats tend to be locally based, traditional delivery patterns will continue.
3. Provide an entry level fishery accessible to deckhands and other small, independent operators. The abundance of small quota share "blocks" will reduce the relative cost per pound of these licenses.
4. Simplify implementation, monitoring, and enforcement by eliminating the need for vessel size classes and significantly reduce the number of discreet quota share blocks that may be bought or sold.

By responding to the frequently voiced objections and concerns raised by industry and community members, the proposed amendment has significantly increased the support base for IFQs in southeast Alaska; predictably it will do the same statewide.

(11)
-Sitka Block Proposal-

Sablefish and Halibut Fixed Gear IFQ Management Plan

This is the Council's halibut and sablefish fixed gear management plan as approved at their December 1991 meeting. The amendment package and implementation plan will be completed and forwarded for Secretarial review early next year. There will be further opportunity for public comment then. The plan will be implemented no sooner than 1994.

Sec.1. DEFINITIONS. Definitions for terms used herein shall be the same as those contained in the Magnuson Fishery Conservation and Management Act, except as follows:

- (A) "Person" means any individual who is a citizen of the United States or any corporation, partnership, association, or other entity (whether or not organized or existing under the laws of any state) which meets the requirements set forth in 46 CFR Part 67.03, as applicable. This definition is subject to other restrictions and conditions as set forth in Sec.(2)(C) and (D).
- (B) An "individual" means a natural person who is not a corporation, partnership, association, or other entity.
- (C) "Quota shares" (QS) are equal to a person's fixed gear landings (qualifying pounds) for each area fished.
- (D) The "Quota Share Pool" is the total amount of QS in each area. The QS pool may change over time due to appeals, enforcement, or other management actions.
- (E) "Individual Fishing Quota" (IFQ) means the annual poundage of fish derived by dividing a person's QS into the QS pool and multiplying that ratio by the annual fixed gear TAC for each management area.
- (F) "Fixed gear" is defined to include all hook and line fishing gears (longlines, jigs, handlines, troll gear, etc.) and pot gear for sablefish in the BS/AI.
- (G) "Catcher boat" or "catcher vessel" means any vessel which delivers catch or landing in an unfrozen state.
- (H) "Freezer longliner" means any vessel engaged in fishing in the fixed gear fishery which, during a given trip, utilizes freezer capacity and delivers some or all of its groundfish catch in a frozen state.
- (I) "Bona fide fixed gear crew member," is defined as any person that has acquired commercial fish harvesting time at sea (i.e. fish harvesting crew), that is equal to 5 months of any commercial fish harvesting activity (*in a fishery in state or federally managed waters of the U.S.*)¹ Additionally any individual who receives an initial allocation of QS will be considered a bona fide crew member.

Sec.2. FIXED GEAR QUOTA SHARE AND INDIVIDUAL FISHERY QUOTA SYSTEM

- (A) **AREA.** Quota shares and Individual Fishery Quotas (IFQs) shall be made available for each of the management areas identified for the Bering Sea and Aleutian Islands and the Gulf of Alaska.
- (B) **INITIAL QUOTA SHARE ASSIGNMENT.**
 - (1) Initial assignments of Quota Shares shall be made to:
 - (i) a qualified person who is a vessel owner who meets the requirements in this section; or

¹ Text shown in *italics* provides clarification by the staff to indicate Council intent.

- (iii) There shall be three categories of catcher boat shares for the halibut QS/IFQ fishery:
 - (a) vessels less than or equal to 35 feet in length overall,
 - (b) vessels greater than 35 feet but less than or equal to 60 feet in length overall, and
 - (c) vessels greater than 60 feet in length overall.
 - (iv) For initial allocation of catcher boat Quota Shares:
 - (a) if, during the last year of participation in a fixed gear fishery through 9/25/91, a QS recipient simultaneously owned or leased two or more vessels on which halibut or sablefish were landed, and those vessels were in different size (or type) categories, then the QS allocation shall be for each vessel category and may not be combined into a single category.
 - (b) if a QS recipient bought or sold vessels in succession during the qualifying period, and to the extent the QS recipient operations were in one vessel category during one year and the next vessel owned was in another vessel category, the QS will be combined and applied to the last vessel category of ownership as of 9/25/91.
 - (v) Any person owning catcher boat quota shares may sell those quota shares to any person meeting the provisions outlined under Sec. 2(C)(3). Ten percent of an individual's catcher boat quota shares may be leased during the first three years following implementation. *(The Council's intent is that 10% of a QS owner's shares may be leased in any given year.)*
 - (vi) Fish caught with catcher boat quota shares may not be frozen aboard the vessel utilizing those quota shares.
 - (vii) Sablefish catcher boat shares may be utilized on a vessel with freezer capacity as long as no frozen product of any species is on board the vessel while those catcher boat shares are being utilized. Further, sablefish freezer shares may not be utilized at the same time as sablefish catcher vessel shares.
- (3) General Provisions For Catcher Boats Following Initial Allocation:
- (i) In order to purchase or lease QS, the purchaser must be an individual who is a U.S. citizen and a bona fide fixed gear crew member. Additionally, corporations or partnerships which received an initial allocation of catcher boat QS may purchase catcher boat QS and/or IFQs.
 - (ii) In order to use catcher boat IFQs the user must: 1) own or lease the QS, 2) be a U.S. citizen, 3) be a bona fide crew member, 4) be aboard the vessel during fishing operations, and 5) sign the fish ticket upon landing except as noted in (ii), below.
 - (iii) Persons, as defined below, who receive initial QS may utilize a hired skipper to fish their quota providing the person owns the vessel upon which the QS will be used. These recipients may purchase up to the total share allowed for the area. There shall be no leasing of such QS other than provided for in Sec.2(C)(2)(v). For the sablefish fishery east of 140°W longitude and for the halibut fishery in Area 2C, the above allowance for hired skippers applies only to corporations and partnerships. *(Additional shares purchased by these corporations or partnerships for the area east of 140°W, will not be exempted*

(d) 1.0% of the total QS or IFQs from IPHC Area 2C.

(2) Any person who receives an initial assignment of quota shares in excess of the limits set forth in paragraph (D)(1) of this section shall:

- (i) be prohibited from purchasing, leasing, holding or otherwise controlling additional quota shares until that person's quota share falls below the limits set forth in (D)(1) above, at which time each such person shall be subject to the limitations of paragraph (D)(1) above; and
- (ii) be prohibited from selling, trading, leasing or otherwise transferring any interest, in whole or in part, of an initial assignment of quota share to any other person in excess of the limitations set forth in (D)(1) above.

(3) For IFQ accounting purposes:

- (i) The sale of catcher vessel caught sablefish or halibut to other than a legally registered buyer is illegal, except that direct sale to dockside customers is allowed provided the fisher is a registered buyer and proper documentation of such sales is provided to NMFS.
- (ii) Frozen product may only be off-loaded at sites designated by NMFS for monitoring purposes;
- (iii) QS owners wishing to transport their catch outside of the jurisdiction of the Council must first check in their catch at a NMFS specified site and have the load sealed.
- (iv) Persons holding IFQs and wishing to fish must check-in with NMFS or their agents prior to entering any relevant management area, additionally any person transporting IFQ caught fish between relevant management areas must first contact NMFS or their agents.

(E) **INDIVIDUAL FISHERIES QUOTAS.** Individual fishing quotas are determined for each calendar year for each person by applying the ratio of a person's QS to the QS pool for an area to the annual fixed gear Total Allowable Catch for each management area. In mathematical terms, IFQs = (QS / QS pool) x fixed gear TAC. Persons must control IFQs for the amount to be caught before a trip begins, with the exception that limited overages will be allowed as specified in an overage program approved by NMFS and the IPHC.

(F) **VESSEL AND GEAR RESTRICTIONS.**

(1) **Vessel Quota Share Caps**

- (i) For sablefish, no more than 1% of the combined Gulf of Alaska and Bering Sea/Aleutian Island quota may be taken on any one vessel, and no more than 1% of the TAC east of 140°W. (EY/SO), may be landed on the same vessel, except that persons who received an initial allocation of more than the 1% overall ownership level (or 1% in the area east of 140°W.) may continue to fish their QS on a single vessel.
- (ii) For halibut, no more than 0.5% of the combined IPHC area quota may be taken on any one vessel except that persons who received an initial allocation of more than 0.5% overall ownership level (1% in area 2C) may continue to fish their QS on a single vessel. *(This differs from the ownership cap in that the limit applies to the whole North Pacific combined area TAC rather than the TAC combined for areas 2C, 3A, 3B, or for areas 4A, 4B, 4C, 4D, and 4E combined.)*

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Sec.3. WESTERN ALASKA COMMUNITY DEVELOPMENT QUOTA PROGRAM.

- (A) **PURPOSE AND SCOPE.** The Western Alaska Community Development Quota Program is established to provide fishermen who reside in western Alaska communities a fair and reasonable opportunity to participate in the Bering Sea/Aleutian Islands sablefish and halibut fisheries, to expand their participation in salmon, herring, and other nearshore fisheries, and to help alleviate the growing social economic crisis within these communities. Residents of western Alaska communities are predominantly Alaska Natives who have traditionally depended upon the marine resources of the Bering Sea for their economic and cultural well-being. The Western Alaska Community Development Quota Program is a joint program of the Secretary and the Governor of the State of Alaska. Through the creation and implementation of community development plans, western Alaska communities will be able to diversify their local economies, provide community residents with new opportunities to obtain stable, long-term employment, and participate in the Bering Sea/Aleutian Islands sablefish and halibut fisheries which have been foreclosed to them because of the high capital investment needed to enter the fishery.

The NMFS Regional Director shall hold the designated percent of the annual total allowable catch (TAC) of sablefish and halibut for each management area in the Bering Sea and Aleutian Islands for the western Alaska halibut community quota as noted below. These amounts shall be released to eligible Alaska communities who submit a plan, approved by the Governor of Alaska, for its wise and appropriate use. The portions of sablefish and halibut TACs for each management area not designated to CDQ fisheries will be allocated as QS and IFQs and shall be used pursuant to the program outlined in the Sections (1) and (2) above.

(B) **WESTERN ALASKA SABLEFISH COMMUNITY QUOTA**

- (1) The NMFS Regional Director shall hold 20 percent of the annual fixed-gear Total Allowable Catch of sablefish for each management area in the Bering Sea/Aleutian Islands Area for the western Alaska sablefish community quota.
- (2) Not more than 12 percent of the total western Alaska sablefish community quota may be designated for a single community, except that if portions of the total quota are not designated by the end of the second quarter, communities may apply for any portion of the remaining quota for the remainder of that year only.
- (3) Those persons that would otherwise have received a full complement of sablefish QS in the Bering Sea and Aleutian Islands area, but would receive less due to the provisions of CDQs, will be partially compensated and the cost of the compensation will be borne equally by all initial sablefish QS/IFQ recipients. In general this compensation plan will issue incremental amounts of QS in each non-CDQ area to each disadvantaged person.

(C) **WESTERN ALASKA HALIBUT COMMUNITY QUOTA.**

- (1) For IPHC management area 4E, 100% of the halibut quota shall be made available only to residents of coastal communities physically located in or proximate to each management subarea. Trip limits of less than 6,000 pounds will be enforced.
- (2) For IPHC management area 4C, 50% of the halibut quota, exclusive of issued QS, shall be made available for a community fisheries development program for residents of communities physically located in the management area.

2. (In determining whether a community qualifies, the Governor of Alaska will determine the interpretation of the word "proximate".)

- (6) business plan which will provide adequate information to complete a financial feasibility assessment;
 - (7) business arrangements which are entered into between a community and residents who reside outside of the community, provided that residents of a community shall receive a preference for a portion of the harvesting quota over any arrangements for harvesting with persons who reside outside of the community; and
 - (8) within 30 days of receipt of the criteria from the Governor, the Secretary will approve, disapprove, or return the criteria to the Governor with recommendations for changes necessary to comply with the provisions of this Act, or other applicable law.
- (F) APPROVAL OF PLANS
- (1) Within 45 days of receipt of an application for a community, the Governor shall review the community's eligibility for the program and the community development plan, and at least 14 days prior to the next NPFMC meeting, forward the application to the North Pacific Fishery Management Council for its review and recommendations. The Governor of Alaska may hold a public hearing and submit a synopsis of that hearing to the Council in lieu of a hearing by the Council itself. The application shall be subject to a public hearing before the Council, or a committee of the Council. If the Council does not review the plan at its next regularly scheduled meeting, the Governor shall then submit the application to the Secretary for designation of a portion of the quota. The Governor shall submit the application to the Secretary within 14 days of Council action or within 14 days of the date of the adjournment of the Council meeting without any action taken on the application, unless the application is withdrawn by the applying community.
 - (2) Within 30 days of the receipt of an application approved by the Governor, the Secretary will designate a portion of the quota to the community, if the community development plan satisfies the criteria developed by the Governor and approved by the Secretary, or return the application to the Governor with reasons for denial.

Sec.4. AD HOC WORKING GROUPS.

- (A) Two ad hoc working groups have been established: One group was established by the Council composed of but not limited to representatives from fixed gear vessel owners, crew members and processors, who would likely be affected by the Council's action on IFQs. The second group was established by the Alaska Regional Director, NMFS, composed of administration, data management, enforcement, and legal professionals. The groups developed a detailed implementation plan covering all aspects of the carrying out the Council's preferred alternative for a fixed gear IFQ management program (for sablefish and halibut). All states represented on the Council were given an opportunity to provide technical input to the groups. A Draft Implementation Plan, dated November 1991, contained details of the implementation plan, and except where modified by the Council, was accepted as part of the IFQ preferred alternative. The implementation groups are also authorized to continue their work to implement the Council's QS/IFQ program.

LANGUAGE CHANGES / ADDITIONS TO PREFERRED ALTERNATIVE

Sec 2 (B) : [Initial QS assignment]

- (i) Initial QS allocations for each area shall be permanently attached to a license.
- (ii) In the initial allocation, the IFQs arising from a quota share license (QSL) shall not exceed 1/2 of the specified ownership cap.
- (iii) Those individuals or persons receiving initial allocation in excess of the cap in a management area shall be issued the number of QSLs equal to his/her allocation.
- (iv) QSL shall remain as single licenses and may only be sold or transferred in their entirety unless QSL are combined pursuant to Sec 2 (D) (iv). Portions of the QSL may be leased in accordance with Sec 2 (c) (2) (iii).
- (v) All sales of transfers of QSL shall be free and clear of all control, fiduciary trust and/or future contract.

Sec 2 (C) (2) - Delete (ii) (iii)

Sec 2 (D) [Ownership Caps]

- add (iii) For sablefish and halibut any individual or person not grandfathered under Sec 2 (B) (1) (C) may not utilize the IFQs from more than three QSL in a management area in any one year. In the event of sale or transfer of QSL, a person or individual may hold up to 4 QSL for a period of no longer than one hundred and twenty days.
- add (iv) QSL which have yearly IFQ's amounting to less than 1000 pounds for halibut and 3000 pounds for sablefish may be consolidated by an individual or person into a single permanent QSL as long as the resultant QSL does not exceed 1000 pounds for halibut or 3000 pounds for sablefish.

- (ii) a qualified person who meets the requirements of this section engaged in a lease of a fishing vessel (written or verbal) or other "bare-boat charter" arrangement in order to participate in the fishery. (For instances identified under this section, the qualified person shall receive full credit for deliveries made while conducting the fishery under such a lease or arrangement.) *(Documentation proving such a lease existed will include the lease document itself if it exists, or other proof that the lessee did in fact control the disposition of the vessel, its gear, crew, and catch.)*
 - (2) Initial quota shares for sablefish or halibut will be assigned only to persons who meet all other requirements of this section and who have landed those species in any one of the following years: 1988, 1989 or 1990. These three years shall be known as the quota share qualifying years.
 - (3) Quota shares shall be assigned initially for each management area to qualified persons based on recorded landings, as documented through fish tickets or other documentation for fixed gear landings. Historical catch of sablefish will be counted from 1985 through 1990. Historical catch of halibut will be counted from 1984 through 1990. These historical periods shall be known as the quota share base period. For each species and management area, NMFS will select a person's best five (5) years (subject to approval of the person involved) from the quota share base period to calculate their quota shares.
 - (4) The sum of the catch in each person's five (5) selected years for each area shall equal that person's quota shares for that area. All QS in any area shall be added together to form the "Quota Share Pool" for that area.
- (C) **VESSEL CATEGORIES.** Quota shares and IFQs shall be assigned by vessel category as follows:
- (1) **Freezer Longliner Shares:**
 - (i) A vessel is determined to be a freezer longliner in a given year, if during that year it processed (froze) fixed gear (as defined above) caught groundfish. If a vessel is determined to be a freezer longliner and that vessel was used in the most recent year of participation by the owner, through 9/25/91, then all qualifying pounds landed by that vessel owner during the qualifying years shall be assigned as freezer longliner shares, unless the owner also participated in the most recent year through 9/25/91, using a catcher only vessel, then shares will be assigned to separate categories, in proportion to the catch made aboard each of the vessels. *(The Council's intent is that if a vessel is determined to be a freezer longliner that all QS accruing to that vessel will be issued as freezer vessel shares.)*
 - (ii) Any person owning freezer longliner quota shares may sell or lease those quota shares to any other qualified person for use in the freezer longliner category.
 - (iii) Fish caught with freezer longliner IFQs may be delivered frozen or unfrozen.
 - (2) **Catcher Boat Shares:**
 - (i) All landings made during the QS base period by a vessel owner, whose last vessel that participated in a fixed gear fishery through 9/25/91 is determined to be a catcher vessel, shall be allocated catcher boat quota shares.
 - (ii) There shall be two categories of catcher boat shares for the sablefish QS/IFQ fishery;
 - (a) vessels less than or equal to 60 feet in length overall, and
 - (b) vessels greater than 60 feet in length overall.

from the provisions of this section, nor does this exception apply to individuals using IFQs east of 140°W.)

This provision will cease upon the sale or transfer of QS or upon any change in the identity of the corporation or partnership as defined below:

- a) **Corporation:** Any corporation that has no change in membership, except a change caused by the death of a corporate member providing the death did not result in any new corporate members. Additionally, corporate membership is not deemed to change if a corporate member becomes legally incapacitated and a trustee is appointed to act on his behalf, nor is corporate membership deemed to have changed if the ownership shares among existing members changes, nor is corporate membership deemed to have changed if a member leaves the corporation. *(In the case where ownership of shares is initially allocated to a publicly held corporations, the Council did not make a recommendation regarding what constitutes a change in membership of the corporation.)*
- b) **Partnership:** Any partnership that has no change in membership, except a change caused by the death of a partner providing the death did not result in any new partners. Additionally, a partnership is not deemed to have changed if a partner becomes legally incapacitated and a trustee is appointed to act on his behalf, nor is a partnership deemed to have changed if the ownership shares among existing partners changes, nor is a partnership deemed to have changed if a partner leaves the partnership.
- c) **Individual:** any individual as defined in Sec.1(B).
- (iv) Quota shares, or IFQs arising from those quota shares, for any vessel category or any management area may not be transferred to any other vessel category or any other management area or between the catcher boat and the freezer boat categories.
- (v) The Secretary may, by regulation, designate exceptions to Sec.2(C)(3)(ii) to be employed in case of personal injury or extreme personal emergency which allows the transfer of catcher boat QS/IFQs for limited periods of time.

(D) LIMITATIONS ON OWNERSHIP AND USE OF QUOTA SHARES.

- (1) Quota Shares Ownership Caps
 - (i) For sablefish each qualified person or individual may own, hold, or otherwise control, individually or collectively, but may not exceed, 1% of the combined total for the Gulf of Alaska and Bering Sea/Aleutian Islands; additionally QS holdings in the area east of 140°W. (East Yakutat and Southeast Outside) shall not exceed 1% of the QS or IFQs for that management area.
 - (ii) For halibut each qualified person or individual may own, hold, or otherwise control, individually or collectively, but may not exceed any of the following ownership caps.
 - (a) 0.5% of the total QS or IFQs from the combined IPHC areas 2C, 3A, and 3B.
 - (b) 0.5% of the total QS or IFQs from the combined IPHC areas 4A, 4B, 4C, 4D, and 4E.
 - (c) 0.5% of the total QS or IFQs from all IPHC areas combined.

- (2) Quota shares and IFQs arising from those quota shares may not be applied to: 1) trawl-caught sablefish or halibut, or 2) sablefish or halibut harvested utilizing pots in the Gulf of Alaska, or 3) halibut harvested utilizing pots in the Bering Sea/Aleutian Islands.

(G) ADMINISTRATION AND ENFORCEMENT.

- (1) All sales, transfers, or leases of quota shares (or IFQ arising from those quota shares) must occur in a manner approved by the Secretary. All quota share and IFQ assignments and transfers will be administered by NMFS based on regulations established by the Secretary. The Secretary, in promulgating such regulations, shall hold at least one public hearing in each state represented on the Council and in at least one community in each of the management areas governed by the Council.

- (2) The Secretary will promulgate regulations to establish a monitoring and enforcement regime to assure compliance with this program. Persons holding QS, who are found to be in violation of these sections or in violation of under-reporting catch, will be subject to appropriate penalties as designated by the Secretary, including forfeiture of their Quota Shares. *(The Council also directs the implementation teams to develop and recommend appropriate penalties and strictures to the Secretary of Commerce.)*

- (H) DURATION QS are a harvest privilege, and good indefinitely. However, they constitute a use privilege which may be modified or revoked by the Council and the Secretary at any time without compensation.

- (I) DISCARDS *(The intent of the following sections is to eliminate high-grading by persons fishing under the IFQ program.)*

- (1) DISCARDS OF SABLEFISH. Discard of sablefish is prohibited by persons holding sablefish IFQs and those fishing under the community development programs (CDQs).

- (2) DISCARDS OF HALIBUT. Discard of legal sized halibut is prohibited by persons holding halibut IFQs and by those fishing under the CDQ program. Persons holding freezer longliner shares are exempt from this discard prohibition.

- (J) Any person retaining sablefish or halibut with commercial fixed gear must own or otherwise control IFQs. *(The intent of the Council is to prohibit open access fixed gear fisheries for sablefish and halibut, and to require that persons in fixed gear fisheries who retain sablefish and/or halibut as bycatch must own or control IFQs for those species.)*

- (K) In order for the continued prosecution of non-IFQs fixed gear fisheries, the Council recommends the suspension of the halibut fixed gear Protected Species Catch limit for the first two years of the IFQ program.

- X (L) Fish harvested incidentally during the operation of a QS/IFQ fishery shall be termed bycatch species for the purpose of this program. Bycatch species shall be Pacific cod and rockfish, but other species may be included by NMFS by regulatory amendment if it can be shown that the species is unlikely to survive if discarded. Any species identified as a bycatch species that is taken during the operation of a QS/IFQ fishery shall be retained and landed unless designated a prohibited species.

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(M) Persons holding IFQs may utilize those privileges at any time during designated seasons. Retention of fixed-gear caught sablefish or any halibut is prohibited during closed seasons. Seasons will be identified by the Council and the IPHC on an annual basis. *(The IPHC and IFQ implementation teams have recommended initially that the season for IFQ sablefish and halibut should open on March 1 and close on November 30.)*

- (3) For IPHC management area 4B, 20% of the halibut quota, exclusive of issued QS, shall be made available for a community development program for residents of disadvantaged western Alaska coastal communities physically located in or proximate² to the management area.
- (4) For IPHC management area 4D, 30% of the halibut quota shall be made available for a community development program for residents of disadvantaged western Alaska coastal communities located in IPHC areas 4D and 4E for a community fisheries development (CDQ) program.
- (5) Those persons that would otherwise have received a full complement of QS in areas 4B, C, D, & E, but would receive less due to the provisions of CDQs, will be partially compensated, and the cost of compensation will be borne equally by all initial halibut QS/IFQ recipients. In general this compensation plan will issue incremental amounts of QS in each non-CDQ area to each disadvantaged person.

(D) **ELIGIBLE WESTERN ALASKA COMMUNITIES.** The Governor of Alaska is authorized to recommend to the Secretary that a community within western Alaska which meets all of the following criteria be eligible for the western Alaska community quota program (hereinafter "the Program"):

- (1) be located on or proximate to the Bering Sea coast from the Bering Strait to the western most of the Aleutian Islands or a community located on an island within the Bering Sea, that the Secretary of the Interior has certified pursuant to section 11(b)(2) or (3) of Pub. L. No. 92-203 as Native villages are defined in section 3(c) of Pub. L. No. 92-203;
- (2) be unlikely to be able to attract and develop economic activity other than commercial fishing that would provide a substantial source of employment;
- (3) its residents have traditionally engaged in and depended upon fishing in the waters of the Bering Sea coast;
- (4) has not previously developed harvesting or processing capability sufficient to support substantial participation in the commercial groundfish fisheries of the Bering Sea/Aleutian Islands because of a lack of sufficient funds for investing in harvesting or processing equipment; and
- (5) has developed a community development plan approved by the Governor, after consultation with the North Pacific Fishery Management Council.

(E) **COMMUNITY DEVELOPMENT PLANS.** Within 60 days of the effective date of these regulations, the Governor shall submit to the Secretary, after review by the North Pacific Fishery Management Council, initial criteria which the community must, at a minimum, include in a community development plan to be eligible to participate in the program. The criteria shall include provisions concerning the following:

- (1) amount of quota requested;
- (2) length of time community is requesting to receive a share of the quota;
- (3) benefits that will accrue to the community from approval of their plan and release of quota, including how the plan will assist in diversifying the community's economy and provide opportunities for training and employment;
- (4) how individual resident harvesters will be provided an opportunity to participate in the fishery;
- (5) how the benefits will be shared within the community;

Dan Falvey
Box 6083
Sitka, AK 99835

January 25, 1992

Senator Lloyd Jones
Alaska State Legislature
Juneau Alaska

Dear Senator,

I have participated in the halibut and blackcod fisheries as either a crewmember or skipper for 10 years and fully realize the harm the present open access system is having on both the resource and fishermen. I support the concept of an IFQ system to help manage these fisheries and feel the preferred alternative adopted by the Council is acceptable. There are many caveats in the preferred alternative that protect the coastal communities and preserve the socioeconomic characteristics of the present fleet, however, this preferred alternative could be improved upon with the addition of the "Sitka Block proposal."

My main concern is what will happen to these fisheries if IFQ's are shot down. Traditional management tools that limit efficiency without limiting access will not solve the safety, waste, bycatch and overcrowding problems in these fisheries as new entrants will offset any gains these types of regulations make. Trip limits based on vessel size amounts to an "Individual Vessel Quota" program where the fishermen who did not go out and buy a bigger boat, and contribute to overcapitalization, are penalized. This hardly seems fair. Additionally, trip limits under the current 24 hour openings lead to an incredible amount of waste. This year's September halibut opening where 1/2 of all the gear set was left on the grounds is a prime example of this waste.

A simple moratorium and license limited entry system doesn't solve these problems as too many boats qualify. I understand that in blackcod 5-600 boats fish each year, but 1,100 would qualify if a moratorium was based on the same qualifications as the IFQ system. In halibut, the moratorium scenario is similar with 3000 boats fishing in a given year and some 6,00+ qualifying under a moratorium. A use "it or lose it" clause in

- PRO-IFQ/CON-SJR38

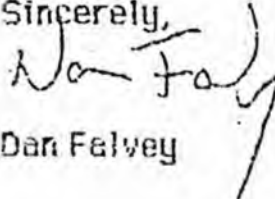
conjunction with a moratorium will insure that the effort and waste on the grounds is almost doubled. The Chatham Straights blackcod fishery is an excellent example of what this type of system does.

I am also concerned about the health of the coastal communities if the proposed AK State Legislative resolution passes and helps kill the current IFQ proposal. I've been to the last several Council meetings, and realize that all of the fishery managers agree that the present system of management is unacceptable. The next step in the process to correct the waste, bycatch and safety problems is a "comprehensive fisheries management plan." This plan will include both the trawl fisheries and the longline fisheries if IFQ's are killed. Under this type of plan, the longline fishermen and the coastal communities have no hope of getting the special caveats needed to protect the small boat fleets. Additionally, Amendment 14 (the one that banned blackcod pots in SE) comes up for review next year. Under open access, the Southeast blackcod fishery has had the highest halibut bycatch rates in the Gulf. There has already been one proposal that would give pot gear a preference over longlines because of the low halibut bycatch of pots. I don't see any way we can prevent Amendment 14 from being overturned if we still have open access next year. Most of the boats in SE are too small to carry Blackcod pots, so an amendment like the one proposed would be the end of the Southeast fleet.

In conclusion, Mr. Senator, I feel that open access is unacceptable and that traditional management tools are inadequate to handle the waste, safety, and bycatch problems we have. A simple moratorium and license limited entry would be even worse than open access. I urge you to do everything possible to bring some sanity to the AK State legislature and stop this resolution. Send the Council a strong message about protecting the coastal communities if you wish, but do not condemn IFQ's as a form of limited access.

Thank you for your time and consideration. As I will not be able to make the tele-conference on this resolution, please see that this testimony is included in the record.

Sincerely,



Dan Falvey

Senate Resources Committee
Juneau, Alaska 99833

January 23, 1992

Dear Lloyd-

In listening to recent teleconference testimony regarding House Bill 61 I am again struck by the lack of knowledge we Alaskans have regarding the Council process and Individual Fishing Quotas in general. The North Pacific Fisheries Council already manages these fisheries under discussion and not the State of Alaska. We are not giving any thing away and for our legislature to attempt to intercede in the process of management strikes me as a dangerous precedent. We in these Coastal Communities who are directly concerned with the Sablefish and Halibut resource have been working with the Council thru six years and dozens of public meetings. Individual Fishing Quota's are not new and surprising. I would forward you some of the documents and studies supplied to us during the last decade but have long ago thrown them away.

I am a third generation Alaskan when growing up saw his parent leave in late April and return in the late summer from the Gulf of Alaska Halibut fishery. I fished halibut thru High School in the late 60's and after building my own boat in 1979 continued in the Gulf as my Grandfather did in the 1920's. I wonder what he would say about two 24 hour trips, with his peer group leaving 10-15% of the quota on the grounds dead on unhailed gear. Look at our Sablefishery, less than a couple of hundred participants in the early 1980's, now mushrooming up over a thousand. As much as we may want it there just is not enough resource for every one to diversify into. The IFQ system as it stands today locks in 86% of participants in Halibut as Alaskans and as 75% of the Sablefish participants. Shares will not be purchased from small fishers and or sold to large fishing vessels. The vessel size categories will freeze the makeup of the fleet as it is. For those that want to diversify or go to larger boats we again must stress that there just aren't enough fish! We currently have in our Coastal Communities a fairly balanced fishing effort. Our fleet contributes mightily to our local economy. If studies are being done regarding the impact of IFQ's on these communities I would have to insist that they be done also on the impact of Status Quo. If we are talking about existing management tools you must consider what is taking place on the Eastern Seaboard of the United States. There the Council has been beaten over the last years into using these so call traditional tools. It currently appears as if the U.S. Government is going to have to intervene and basically circumvent the Council and virtually close fishing for a three year period to allow stock rebuilding. When the Council is not allowed to do their job due to interest groups the resource will suffer. The end result here will be as economically severe in all Coastal Communities as witnessed on the East Coast by a succession of business failures and vessel losses.

One last thought, sometimes it helps to put things in perspective using some what similar situations. Suppose you were told that a Foreign fishing fleet had come into the Gulf and had killed and dumped overboard 4,200,000 pink salmon from a total onshore run of 52,000,000 fish. This is approximately what has happened in the Sablefishery in 1990 resulting in the lower quotas for 1992, except it wasn't Foreigners, but my peer group attempting to diversify. Please accept the enclosures for what they are, simply an attempt to help educate your process.

Sincerely Yours

Eric Rosvold

A handwritten signature in cursive script that reads "Eric Rosvold". The signature is fluid and somewhat stylized, with a large loop at the end of the last name.

1144

99833

January 6, 1992

Dear Editor,

In December, the North Pacific Fishery Management Council passed an Individual Fishing Quota system for the sablefish and halibut longline fisheries. This important decision was not made in haste. Rather it was the product of many years of work and debate by the Council and members of the industry to find constructive solutions to the problems plaguing these longline fisheries.

Many of the articles that reported the Council's action and which appeared in various Alaska newspapers and trade publications emphasized the number of people who testified against the IFQ program. However, what these articles failed to mention is that many fishers and fishing organizations spoke in favor of the proposal at this meeting and during many of the past Council meetings. Positive solutions to the multitude of problems confronting the longline fisheries were noticeably absent in the testimony given by those opposing the program. "No" is probably the easiest spoken word in the English language; constructive solutions are many times more difficult to formulate and deliver. I believe the Council based their decision on the merits of the arguments presented rather than on the popularity of the program.

It appears that many people have conveniently forgotten why the Council has been seeking a change in the management methods used for sablefish and halibut. The overriding characteristic of the sablefish and halibut fixed gear fishery is that it has developed into a "derby" fishery as a direct outgrowth of open access. These developments have led to problems directly related to the length of seasons and to intensified competition on the grounds. Ten such problems have been identified by the Council. The most notable include: gear conflicts, deadloss, bycatch loss, excess harvesting capacity, safety, economic stability in the fishery and communities, and rural coastal community development of a small boat fishery. The analysis completed by the Council staff supports the view that IFQs will provide a clear improvement over the status quo in all of these problem areas. Clearly, the Council's decision will benefit the health and viability of the halibut and sablefish stocks. Unless the stocks are in good condition, we as fishers have no future.

Much has been said about the impact IFQs will have on communities. In some cases, communities have voiced opposition to the program prior to educating themselves on the concept and assessing the current situation. The derby style fisheries we currently have create a pulsing atmosphere. Either there are millions of pounds of halibut and sablefish to land and process, or there is nothing. This results in a few days of intensified work for people in the processing industry. This

does not create steady year-around jobs for residents of our communities. An IFQ program can provide steady employment of longer duration for crewmembers and those in the processing industry. This is far more desirable and will add greater stability to our communities than the pulse fisheries we currently experience. In addition, implementation of an IFQ program will not hinder landings. Halibut and sablefish can be landed anywhere in the State provided the sale is to a registered buyer and advance notification is given. An IFQ program will do alot to improve the economic stability of our longline fisheries and our communities.

It is evident that there are numerous rumors circulating with regards to IFQs. Misinformation severely hinders good decision making. Before forming a final opinion on IFQs, take some time to educate yourself with the facts. Here are a few to keep in mind:

- The Council has spent the past 5 years discussing the problems and possible solutions during more than 28 of their meetings, all of which were public. This issue is not new!
- For halibut, 86% of the initial quota share recipients will be Alaskan residents. For sablefish, this figure is 75%.
- For halibut, the total amount of quota shares initially allocated to Alaska residents will be 72%. For sablefish, this figure is 50%.
- There are 3 vessel size categories for traditional halibut boats (that deliver fish unfrozen). Less than or equal to 35 feet, 35 to 60 feet, and over 60 feet. Quota shares cannot be transferred from one vessel size category to another. These two provisions will insure that the present complexion of the fleet will be maintained. It prevents the small boat fleet from being eliminated from the fishery.
- Sixty-six percent of the halibut quota shares are going to vessels under 60 ft. (55% to vessels in the 36 to 60 foot size class, and 10% to the 35 feet and under class.) Once quota shares are allocated to a particular vessel size category, it cannot be transferred to another size category.
- There are limits on the amount of quota share that can be owned or controlled by one person or corporation. This will insure that ownership of quota shares will not be concentrated in the hands of a few large corporations.
- For the past two years, all long line fisheries in the Gulf of Alaska have been shut down due to halibut bycatch. The result has been millions of dollars lost in income and

revenue to longliners and coastal communities. This will no longer occur under this program.

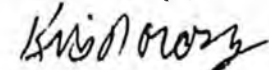
--Although a community may not receive primary port status, it does not preclude that community from purchasing halibut or sablefish harvested with IFQs. It merely means that a National Marine Fisheries agent will not be permanently stationed in the community.

However, THE MOST IMPORTANT POINT IS THAT THIS IFQ PROGRAM WILL BENEFIT THE RESOURCE. Implementation of an IFQ program will reduce gear loss and gear conflicts, drastically reduce bycatch and mortality rates, and provide safer working conditions for our fleet.

Change is rarely easy to accept. But change we must. Without a change from the status quo, we will soon experience further declines in stock abundance, even shorter fishing seasons, increased crowding on the grounds, and an increase in loss of lives and property. Clearly, this is not a healthy situation for the resource, our fleets, nor our communities.

Difficult decisions are not always the most popular ones. For those of us interested in the health and viability of the halibut and sablefish stocks, as well as the future of our industry, I believe the Council took a very positive step in the right direction.

Sincerely,



Kris Norosz
Director

Petersburg Vessel Owners Association
P.O. Box 232
Petersburg, Alaska 99833
(907) 772-9323 (phone & fax)

OR
Linen
TOR
owley
ITOR
naster

ART DIRECTOR
Marydale Abernathy
TECHNICAL EDITOR
John Gardner
STAFF WRITER
Susan Pollack

FIELD EDITORS

Larry Chowning, Russ Fee, Joel Gay, Nancy Griffin,
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It doesn't really matter. The fact is that six fishermen went into the water, falsely confident that their float-free EPIRB would alert rescuers to their dire situation.

Perhaps the captain of the Andrea Gail, like so many other skippers, removed the device from the holding bracket when the boat was in port to avoid theft. In order not to send a false signal, he would have disarmed the signalling device by flipping the switch. When the EPIRB was replaced in its holder, maybe he or a crewman forgot to turn it on again.

With an automatic, float-free EPIRB, neither captain nor crewman should have to wonder whether the device has been turned on. Expecting someone to check the "on-off" position amid the panic that often sets in during an emergency is not realistic.

A group called the Radio Technical Commission for Maritime Services, or RTCM, helps write the specifications for EPIRBs, among other devices, that are used in the United States. William Adams, the president of RTCM, says that although the commission has discussed the issue of EPIRB on-off switches, there don't appear to be any good solutions. An answer could be found, he adds, but it might be expensive.

I may be putting too much stock in our ability to solve technological problems. However, the task of developing some type of foolproof triggering mechanism shouldn't be that difficult.

Maybe the answer is as simple as this: Whenever the EPIRB is in its mounting bracket, it is armed, ready to signal if released. Want to take the EPIRB home? Fine. The entire bracket — with EPIRB still in place — is removed from its quick-release holder, much the way a manually operated can opener is slid into place in a kitchen wall bracket.

EPIRB technology has come a long way, and the devices have saved many lives. We now need to take the next step and make them operationally fail-safe.

PACIFIC COAST WATCH

Get congressmen out of fish management

By Brad Matsen
Pacific Editor

Late in the week during which the North Pacific council was trudging through the heated, critical debate on halibut and blackcod Individual Fishing Quotas (IFQs) in Anchorage (see p. 22), a letter arrived opposing the council's plan. Several hundred other letters opposing the plan and several hundred in support had also arrived during the three years the council had been working on it.

This particular letter, though, was from Alaska's Sen. Ted Stevens, written pointedly on Appropriations Committee stationery. Its arrival triggered a reaction not unlike you'd expect if a wrecking ball came through the wall of the hotel.

The council, for better or worse, bit the bullet and passed the plan, at least taking some action after a decade in which there had been none. In that time, the longline fleets have grown from manageable to unmanageable proportions, dozens of lives have been lost to bad weather and hours-long seasons, and the only options for rationalizing the fisheries now will inflict pain on a lot of fishermen who don't deserve it. Everybody who supports IFQs regrets not having done so when such a system could have prevented the chaos and bitterness we now endure.

The most disturbing thing about the letter from Stevens was the reminder it brought of that time 10 years ago when a plan to control access to the longline fleets that would have hurt far fewer people was on the verge of adoption. Then, at the last minute, pressure from Alaska Congressman Don Young killed the deal and sent us into the tailspin from which we are trying to recover. Young killed it because a vocal minority knew how to reach him on the telephone and convince him that coastal communities and all of Alaska would suffer if access to the grounds were brought under control.

The council system is under a lot of fire for its ineffectiveness these days, but you don't have to go to the mountain to meditate to figure out that politics as usual is what this is all about. It's one thing for a legislator to keep his pulse on resource management; it's an entirely different matter for him to be up to his shoulders in decisions that require far more analysis and vision than political pragmatism can provide.

Whether or not IFQs become part of the reality of commercial fishing, we should consider refitting our management system with protections against such direct control of the councils and agencies by individual senators or representatives. The whole Congress expressing its will is part of the democratic process and serves all of us, but a single swing of the power hammer far too often constitutes idiosyncratic abuse or service to very specific interests rather than the common good.

A New Age for Northeast groundfish

By Susan Pollack
Staff Writer

The rules of the game have changed in groundfish management — that's the message Massachusetts Congressman Gerry Studds delivered to fishermen, fishing industry representatives, scientists and fishery managers during a Sept. 23 hearing on his Groundfish Restoration Act.

Studds told constituents, who gathered in a chilly basement auditorium of the Massachusetts Statehouse in Boston, "The choice is not between some form of legislation on the one hand" and the New England Fishery Management Council returning to business as usual on the other. The choice, he said, "is between legislation and the consent decree."

The decree, signifying an agreement between the Conservation Law Foundation (CLF) and the National Marine Fisheries Service (NMFS), hangs over the heads of the New England fishing industry like Damocles' sword. No one likes it, but slowly people are reckoning with it. The court order establishes a five-year stock-rebuilding schedule for depressed cod and flounder stocks and a 10-year one for had-dock, which is in worse shape.

Under the ruling, the New England council has until March 1 to prepare a draft plan for stock rebuilding and until next Sept. 1 to write a final plan. If it fails to meet the deadline, a plan will be imposed by NMFS. Studds' bill (H.R. 2919) likewise includes five- and 10-year rebuilding timetables.

At the hearing, Studds said he was open to changes on every aspect of the legislation, including scrapping controversial fuel tax and buyback provisions. But he stressed that he was "deadly serious" about restoring groundfish stocks. "The medicine prescribed in this bill will require sacrifices on the part of an industry that can ill afford to sacrifice," he said. "But the price of inaction would be even higher."

Jeff Pike, Studds' fisheries specialist, later elaborated. Under no conditions would the congressman drop the rebuilding schedule from his bill, despite appeals from industry representatives. To do so would be "irresponsible," Pike insisted.

However, Studds would be amenable to extending by a few months the time the council is allotted for plan development if that would mean a better plan, said Pike.

On another matter, Pike reported that Studds is investigating potential new sources of money — including from the Saltonstall-Kennedy fund — to develop markets for underutilized but plentiful East Coast mackerel. At the hearing, fishermen said the problem was not catching mackerel but finding someone to pay a decent price for it.

The Groundfish Restoration Act also includes provisions for a moratorium on vessel entry and a proposal to strengthen fisheries law enforcement by calling on state agencies to supplement the work of the Coast Guard and NMFS. Additionally, there are measures to encourage talks with Canada to improve conservation of shared resources, along with a controversial provision to retrain fishermen and plant workers who are put out of business by new conservation regulations.

The bill could be voted on as soon as late fall. If enacted, it would supersede the court decree.

Pros and Cons

At the meeting, longtime fishermen's representative Jake Dykstra, who worked with Studds to draft the Magnuson Act, voiced a common view. Legislative involvement in fisheries management is preferable to judicial intervention, he said, particularly if legislation improves the process by providing fishery managers with more tools.

However, Dykstra insisted that the job of management belongs with the council — a view that no one disputed. The problem, said Dykstra, is that no one yet knows how



JON LATTIN

New England groundfish stocks have continued to suffer despite years of management experimentation. Neither quotas, trip limits nor gear restrictions have stemmed the decline.

fishery like groundfish. Although neighboring Canada has an entirely different system based on fleet and individual quotas, it, too, is suffering serious stock, enforcement and data problems, he said.

Peter Shelley, senior attorney for CLF, observed that for U.S. fishery managers it was "far easier and more politically expedient to say 'no' to the Polish and Japanese fleets than to our own fleets." Furthermore, he asserted, "the New England council and NMFS were vested with too much discretion and too few tools" for managing stocks. He applauded the bill for providing additional tools.

Speaking for the council, Vice Chairman Barry Gibson said the group appreciated Studds' efforts to foster stock rebuilding. Particularly helpful were sections in the bill that would expedite spawning and nursery area closings and supplement the sea sampling program. He was concerned, however, that "the council's role in fisheries management not be usurped."

Questioned pointedly by Studds, Gibson said the council had every intention of complying with the court-ordered deadline. Later, he told *National Fisherman* that he felt the decree "was necessary to get the council moving. We were in a quagmire with a lot of differing viewpoints. This [legislation] was not the best way to do things, but it hit a necessary fire."

No one denied that groundfish stocks are in trouble, although James Warren, a former council chairman who is currently executive secretary of Associated Fisheries of Maine, said he "did not think the situation had reached crisis proportions."

Ed Lima and several other representatives from Gloucester, meanwhile, suggested that the problem might not be overfishing, but rather increasing numbers of predators, including mackerel, skate and dogfish, taking a toll on groundfish. Furthermore, they urged that fishermen be helped to redirect efforts on these underutilized species and others such as menhaden.

the groundfish plan, the council is now developing ways to cut fishing effort in half. Sitting on a panel from New Bedford, Howard Nickerson of the Offshore Mariner's Association said, "The purposes of the act are laudable, but you can't do it [rebuild stocks] in five years."

Licensing Captains

Capt. Ken Thompson of the Coast Guard supported a proposal for mandatory permit sanctions. Two days later, on Sept. 25, the council's groundfish committee took a first step toward that goal. The committee decided to develop a provision requiring that all captains of groundfish vessels be licensed. The idea is that a captain's license could be pulled if, after adequate warning, he continues to violate groundfish regulations.

The measure will be included in Amendment 5 to the council's groundfish plan. The council is preparing a draft of this amend-

ment for presentation at public hearings by March 1 as per the consent decree.

In other action at its Sept. 25 meeting, the committee returned to the thorny issue of the license moratorium.

Under the moratorium, commercial fishermen must have held a Northeast multispecies permit as of Feb. 21, 1991, and to have landed groundfish between Jan. 1, 1990, and Feb. 21, 1991. If not, fishermen must show written proof that their vessel was under construction or contract for purchase by Feb. 21, 1991, and was to have landed fish by Feb. 21, 1992.

Russ Cleary of the Commercial Anglers Association urged the council to consider exempting hook-and-line fishermen — jiggers and line trawlers — from the moratorium since, he asserted, this gear is far more selective than other trawls. The idea, said Cleary, would be to provide fishermen incentives to switch to more selective gear.

His request, which was backed by Bill Adler of the Massachusetts Lobstermen's Association and various hand-gear fishermen, added fuel to an already heated debate over license limitation.

Fred Matterna of Point Judith, R.I., and several other commercial fishermen sparred with council member Arthur Odlin over limited entry. Sonny McInire of Ogunquit, Maine, charged that the council was "doing something unconstitutional. My family came here to go fishing. I'm going to do it. You guys don't have the right to stop me."

Odlin, a boat owner and retired fisherman himself, said, "I [limited entry] is pure and simple protectionism. When stocks recover, what's to prevent Texas shrimpers or a fleet of freezer trawlers from the West Coast from groundfishing here? Groundfishermen who were being 'put through hoops now' want some assurance that they would benefit in the future, he said. □

NMFS backs consent decree

At an Oct. 2 hearing in Washington, D.C., the director of the National Marine Fisheries Service (NMFS) applauded the intent of Rep. Studds' groundfish restoration bill, but favored a different approach.

NMFS chief William Fox Jr. said his agency supports the strategy established by the recent legal consent decree to amend the Northeast Multispecies Fishery Management Plan. Those provisions require the rebuilding of cod and yellow-tail flounder stocks within 5 years and haddock within 10 years.

Fox said complying with the Studds bill requirements for doubling all groundfish stocks within 5 years would be impossible to guarantee because of factors outside the control of fishery managers.

The NMFS director also objected to other parts of the bill, including vessel buy-backs. Meanwhile, he argued for some mechanism, such as transferable quotas, to reduce fishing effort. —J.F.

Vaughn Anthony of NMFS' Northeast Fisheries Center said that predators could be aggravating a bad situation. But he insisted that overfishing is the dominant factor in the decline of groundfish stocks. Anthony said a significant reduction in fishing pressure would result in "three times the amount of groundfish you have now." On the other hand, if you maintain fishing pressure at its current level, he said, "stocks will continue to decline." Fishing effort is at least twice what it should be to achieve maximum sustainable yield, Anthony said. Under Amendment 5 to

be authorized against countries that stop high-seas driftnetting by June 2. Such countries have until Jan. 1, to declare their intentions to stop driftnetting by June. If they do not make a declaration, they may be penalized by the secretary of commerce, in the form of an embargo on fishery products and possible embargo of non-fishery products.

— Brad Meteen

erman arrested discarding fish

At Myers Beach, Fla., fisherman has been arrested and charged with catching and discarding undersized reef fish. The violation on each count carries a maximum penalty of five years in prison and a \$250,000 fine. Debold was accused in late July of allegedly violating a federal criminal statute prohibiting the possession of undersized reef fish and interference with a Coast Guard vessel (throwing the fish overboard). He was under investigation by agents of the National Marine Fisheries Service (NMFS) and the U.S. Coast Guard for several months before his arrest. According to Dr. William Fox, NMFS director, "This arrest will hopefully send a message to those who intentionally throw away

undersized or illegally caught fish to avoid citations by NMFS or Coast Guard agents. "Unfortunately," Fox says, "these crimes can have severe negative impacts on fishery resources and are often difficult to prosecute. NMFS and the Coast Guard depend greatly on the support of the general public to come forward with information on such practices."

NMFS calls such acts "throwaway crimes" and believes they are common in both commercial and recreational fisheries.

— Russ Fee

Groundfish suit raises controversy

As *National Fisherman* went to press, controversy was raging over an impending settlement between the U.S. government and the Conservation Law Foundation of New England (CLF).

The proposed consent decree, which sets up a time schedule for rebuilding depleted New England groundfish stocks, was submitted to U.S. District Court Judge A. David Mazzone in Boston on Aug. 14. CLF sued the Commerce Department over its alleged failure to halt overfishing (see NF Sept. '91, p. 8).

In brief, the proposal sets up a five-year rebuilding schedule for cod and yellowtail flounder and a 10-year scheme for haddock. If the New England Fishery Management Council fails to submit such a stock rebuilding plan to the secretary of commerce by Sept. 1, 1992, or if the secretary finds that what the council has submitted is inadequate, then the secretary must make available its own plan by Nov. 1, 1992.

There is also an intermediate check point. If by March 1, 1992, the council does not have an amendment to take to public hearing, the Commerce Department must begin work on its own plan, according to Margaret Hayes, assistant general counsel to the Commerce Department's National Oceanic and Atmospheric Administration (NOAA).

Seven fishermen's associations have filed a motion to intervene in the lawsuit, and the New England council debated, but decided against, similar action. According to Ralph Gills, who represents the fishermen's groups, "The settlement, regardless of its

terms, preempts the congressionally established administrative process," under the Magnuson Act. Furthermore, he says, it was inappropriate to ask the court to take action on a fishery management issue.

The CLF case sets a "bad precedent," adds Lucy Sloan, executive director of the Northeast Atlantic Swordfish Net Association. It encourages other groups to bypass the council if they are discontented. If this becomes the operating mode, "fishermen will be cut out of the process because they don't have unlimited resources with which to litigate for management," she says.

By contrast, fishermen in the Southeast have been using the courts for relief from actions by the councils and state fisheries commissions (see p. 22).

The other potential intervenors are the Massachusetts Inshore Draggermen's Association, Point Judith Fishermen's Co-op, Massachusetts South Shore Gillnetters Association, Cape Cod Gillnetters Association, Associated Fisheries of Maine and the Maine Gillnetters Association.

Eleanor Dorsey, staff scientist for CLF, says she supports the council process, and, moreover, that she wants to "see the council determine the contents" of a groundfish management plan. The settlement proposal does not preempt the council's management authority, she maintains. All it does is to set a time frame.

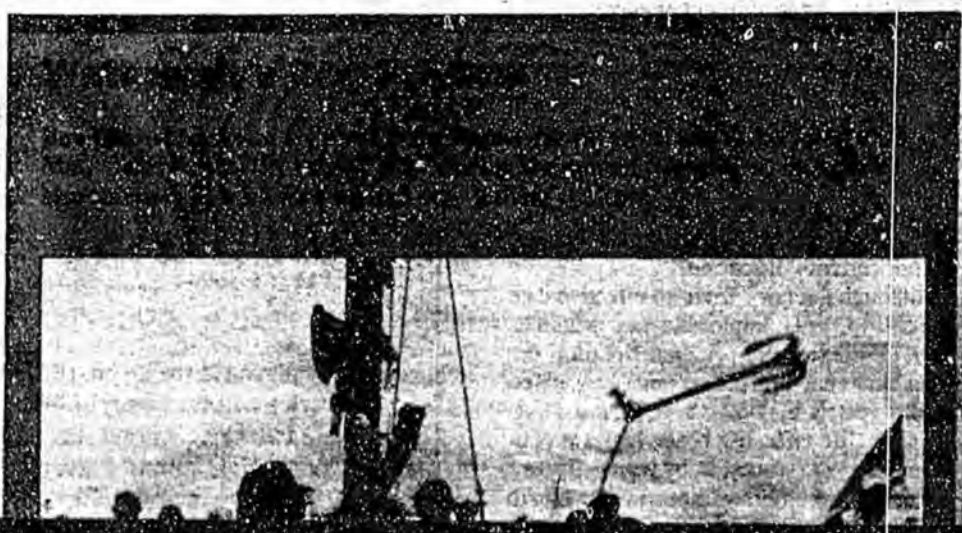
Concerned that a court-imposed time frame does, in fact, amount to "an end-run on the council process," the council spent several hours debating whether to join the potential intervenors. "There was a tremendous amount of concern and outrage by various members over the process that was followed," reports Dave Borden, the council's outgoing groundfish chairman. Never once, he says, was the council consulted concerning the "specifics of the proposed settlement. Nor did any members have advance knowledge of the settlement agreement or its terms," he says.

Some council members felt it was too late to intervene, that it was a "done deal" as one member put it. Others argued that the council's resources would now be better spent developing a management plan.

(Continued on Page 10)

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Around the Coasts

(Continued from Page 8)

Judge Mazzone is not expected to act on the proposed consent decree until after holding a conference with representatives of CLF, the government and the potential intervenors. At press time, the conference was tentatively scheduled for Aug. 28.

Meanwhile, a public hearing on Congressman Gerry Studds' proposed groundfish bill is scheduled for Sept. 23 at 10 a.m. in the Gardner Auditorium of the Massachusetts State House. Council members and fishing industry representatives have raised some concerns about the issue of legislative intervention in the management process, but they have subsided in the wake of greater concerns over court involvement in the process.

— Susan Pollack

Oil spill blackens the Northwest coast

The Japanese fish-processing ship Tenyo Maru was struck by a Chinese freighter in Canadian waters off the Washington coast on July 22 and sank hours later with the loss of one of her 85 crew members. The ship, resting on the bottom at 500', immediately began to discharge the estimated 350,000 gals. of light and heavy fuel in her bunkers, fouling beaches down-current as far south as Oregon.

Debris surrounding the sunken ship prevented divers and remotely operated vehicles from patching the hull around the fuel tanks, and in mid-August, she was still leaking. The sludge washing ashore killed hundreds of sea birds and forced the closure of popular wilderness beaches along the coast. Commercial fishing operations out of near-by LaPush and Neah Bay were affected by

the physical presence of the oil and cleanup operations by skimmers and tender vessels.

The Tenyo Maru was involved in a joint venture with Canadian catcher boats at the time of the collision. She was operating at the mouth of the Strait of Juan de Fuca within the Canadian 200-mile zone, though the massive slick extended entirely into U.S. waters. Canadian and U.S. Coast Guard and clean-up crews responded to the disaster.

— B.M.

Council sets red snapper quota

The 4-million-lb. total allowable catch (TAC) for Gulf red snapper that had been recommended by the Gulf of Mexico Fishery Management Council in March was approved by the National Marine Fisheries Service in July. Commercial fisheries will get 51% of it; recreational fisheries will get 49%.

The commercial quota results in 2.04 million lbs. for all gear types in 1991. A recreational bag limit of seven fish per person is believed to equate to a harvest of about 1.96 million lbs.

The TAC is a 1.1-million lb. reduction from 1990. If the commercial quota is harvested before year's end, the fishery will close until Jan. 1, 1992.

Also at its July meeting in Key West, the council agreed to take to public hearings proposals for a five-year moratorium on permits to harvest reef fish and coastal pelagics (mackerels) during consideration of limited-entry schemes for those fisheries.

It also went against the recommendations of its shrimp advisory committee and NMFS Southeast regional director in voting to reopen parts of the stressed Tortugas

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1-21-92

Senator Jones,

My name is Randy Nichols. I have been fishing in the Southeast Alaska blackcod and halibut fisheries for 7 and 10 years respectfully. I would like to voice my approval for the IFQ program proposed by the North Pacific Fishery Management Council. There are many reasons why I feel that this program would be beneficial to Alaska and Alaskan fishermen. Safety is probably the single most important reason I support this program. I have had personal friends and neighbors injured and killed in our crazy "Derby" fisheries.

Fish quality, fish and gear waste would also be well addressed with this program. Waste includes the tons of fish destroyed on lost gear as well as the tons of fish destroyed via bycatch. If this program is not adopted I believe the longline fleet will lose the blackcod fishery as other gear types will prove that they can harvest these fish with less bycatch and change the laws

to allow these fish to be taken with either pot or trawl gear. Given IFQ's the longline fleet would be less crowded and able to stay away from high by catch areas and market all of its catch.

I believe that the future of our small boat fleet and our coastal communities here in Alaska is very bleak in regard to longline fisheries. I feel we are on the verge of losing the blackcod fishery and with the number of entrants snowballing in the longline fisheries I don't believe many boats can maintain a viable business into the future. I feel it would be far better to have a sound longline fishery in Alaska's future than to have a remnant fleet of part time fisherman or to have another gear type harvesting our blackcod and halibut. I also feel that if we do not take care of our fish resources that there will not be much left in a few years to support our fisherman or our coastal communities. The current IFQ plan does a good job of addressing these problems

and should be implemented.

The NPFMC has studied
and restudied these problems
and recommended IFQ's I think
it is time we let them do
their job and institute this
program while we have a fishery.

Sincerely,

Randy Nichols

RANDY Nichols
P.O. Box 3044
SITKA, AK.

99835

JAN 24 1992

1-2-92

Sen. Jones

I would like to voice my approval for an IFQ system to manage black cod and halibut. There are many good reasons which have been discussed and rediscussed over the the past 4-5 years. I think an IFQ system would be an improvement over the present system for a lot of reasons, not the least of which are safety, product quality and wastage.

There are a lot of people who are saying that an IFQ system will deprive them, and their children, from any future in the longline fisheries since they have no past in it. Will these same fishermen enter the fishery as it is now? - and will there be any fishery left to hand down to our children under the present system?

What is to stop the large factory trawlers who, ~~are~~ now, are in Seattle re-outfitting to be longliners from fishing all over Alaska in the coming seasons and displacing the small boat fleet that is in existence now, and would continue to exist under an IFQ program? If left under the present management of open entry would these ex trawlers - now to be longliners - have the same ruthless fishing practices and environmentally devastating effects as they did as trawlers? What kind of fishery would there

be left for us then?

Canada has gone to an IFQ program and is producing fresh fish many months of the year. Russian bottom fish is starting to enter the marketplace with a big increase in the future expected. We are hurting ourselves with the product produced in our derby fisheries - both blackcod and halibut and these other sources will put us in a lower place in today's market.

Under the open entry management scheme there is a lot of damage to fish stocks by lost gear - and gear left out when it closes. This harm to our own fish stocks by the fishermen themselves is very self defeating - it is also harmful to the fishermen themselves. Everyone fishes hard - even when the weather is very stormy and lives are lost - It is quite difficult to hand a fishery down to your children if you are dead.

Please implement the proposed IFQ system. I am sure there will be problems that arise within it once it is in action - But as I understand the NPFMC has the authority to make changes in it in the future if it is not working the way it is being designed to.

As a fisherperson involved in the longline fisheries today I feel the present system is unacceptable. In my opinion

IFqs are a viable alternative,

Thank you

Carblyn Nichols

PO Box 3044

Sitka, AK 99835

Carblyn R. Nichols.

I would also support the Sitka Block
Proposal.



SENATOR FRED F. ZHAROFF
ALASKA STATE LEGISLATURE

P. O. BOX 405, KODIAK, ALASKA 99615 (907) 486-5259
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SJR 38
SPONSOR STATEMENT

January 21, 1992

The Alaska commercial fishing industry is a vital component of Alaska's social and economic structure, the product of a dynamic matrix of elusive and abundant fishery resources, fluctuating markets, and a wide variety of diverse regional interests and needs.

The North Pacific Fishery Management Council (NPFMC) has focused a great deal of its attention on addressing certain problems in the Alaska halibut and sablefish fisheries for many years. These considerations have primarily concentrated on the development of a share-quota, or Individual Fishery Quota (IFQ) management plan for these fisheries.

IFQ management has been a highly controversial question since it was initially discussed for the Alaska halibut fishery in the early 1980s. While IFQ management had some support at that time, strong opposition to this type of management was expressed by many individual fishermen, fishermen's organizations, processors, municipalities, and other organizations. In 1983, the Alaska Legislature expressed its opposition in Legislative Resolve Number 7, "Relating to the imposition of a halibut moratorium and the establishment of a shares system for halibut in Alaska".

Since that time, the NPFMC has continued to pursue the development of IFQ management plans for the halibut and sablefish fisheries regardless of the continued opposition. At their December, 1991 meeting the Council passed an IFQ management plan for the halibut and sablefish fisheries in spite of overwhelming testimony against such action. Again, concerns were strongly expressed by a large and diverse group of individuals, organizations, and industry and municipal representatives, to no avail.

The NPFMC has essentially decided to address the problems they have identified in the halibut and sablefish fisheries by artificially inducing a dramatic reduction in the number of participants through economic attrition. Any IFQ plan will exclude participants who fail to meet the criteria to qualify for initial share allocations. "Marginal" operators will find it necessary to either buy more shares to allow them continued viability in the fishery, or sell out completely---an increased burden on the conduct of their business either way. Eventually those with the greatest wealth and financial stability will survive this attrition process, and those fisheries will be owned by fewer and fewer people.

Referring to a study of the socio-economic impacts of the IFQ plan passed by the NPFMC now being conducted by the National Marine Fisheries Service (NMFS), council member Clem Tillion recently was recently quoted: "The state supports the program and is convinced the study will show it is beneficial for Alaska to do this", and regarding Governor

- Sponsor Statement -

Hickel's request that the Council delay proceeding with the implementation process of the plan until the NMFS study is completed, that the governor was "reacting to a lot of community councils who don't know anything about fishing" (Anchorage Daily News, January 14, 1992).

The implementation of an IFQ system in the halibut and sablefish fisheries will have serious impacts on the Alaska commercial fishing industry and Alaskan coastal communities. This action will be precedential and virtually irreversible. Concerns that have been repeatedly expressed regarding the socio-economic impacts and the administrative and enforcement costs of IFQ management have not been adequately recognized or addressed by the NPFMC. Alternate, more flexible management measures have not been attempted.

I urge the Legislature to once again add its voice to those who wish to maintain the commercial fishing industry as one of the most important elements of our state's economy. I urge your support and the expeditious approval of SJR 38.



Alaska State Legislature

Please enter into the record my testimony to the Senate Resources
committee name
committee on SJR 38, dated Feb. 21, 1992
bill/subject

2 pp. Follow

Signed: Linda Behnken
Testifier
Alaska Longline Fishermen's Assoc.
Representing (Optional)
Box 6065
Address
747-1229
Phone No.

Public Testimony on SJR 38
Senate Resources Committee

February 21, 1992

Members of the Committee,

My name is Linda Behnken. ^{I have been a deckhand in the longline fisheries for nine years.} I am representing ^{director of} the Alaska Longline Fishermen's Association, an organization with members from Sitka, Pelican, Port Alexander, and Tenakee Springs. As you know, our organization supports IFQs and opposes SJR 38.

On Wednesday you received a lot of factual information on the IFQ plan from members of the Council staff. I would like to state that from my experience with that staff, on this and other issues, I have found them to be reliable, extremely competent, and unbiased in their analysis and presentation of information. Hopefully you now have before you enough information ^{on IFQs to} separate fact and justified concern from conjecture and misconception.

ALFA's support of IFQs is the result of years spent seeking solutions to the current problems facing the longline fisheries. Certainly the waste of fish, gear, and human lives under the current system is unacceptable. Bycatch rates in the sablefish longline fishery are now the highest in the Gulf of Alaska--higher than the trawlers, higher than every other fishery. Not because longlines are ^adirty or wasteful gear type; on the contrary, they used to be one of the cleanest. ~~But~~ because there simply isn't enough room on the grounds for longline fishermen to target a single species cleanly. Halibut are being wasted, blackcod are being wasted, rockfish are being wasted; and until effort is controlled, this waste will continue--along with the perception that fishermen care little about protecting the resource. Even worse, until effort is controlled human lives will continue to be wasted--along with the perception that fishery managers and politicians place little value on the lives of Alaskans. Clearly a new management system is needed.

By controlling effort, IFQs eliminate the derby system and hence protect the resource. By allocating at least some percentage of the resource to every individual with a history in the longline fisheries during the qualifying years, IFQs have a lesser economic impact than the more draconian license limited entry systems considered by the Council. By allowing individuals to purchase small amounts of quota, IFQs provide an entry level fishery that **will not** be available if a moratorium is imposed--as it almost certainly will be if IFQs are not implemented. Finally, IFQs will ensure that longlining remains a viable livelihood, hence the longline fleet and the coastal

communities dependent on it will remain healthy; under trip limits or some of the other management alternatives considered by the Council, the viability of the longline fleet would be undermined, deckhand jobs would be eliminated, and the coastal communities would suffer.

Certainly care must be taken to ensure that IFQs benefit Alaskans and the Alaskan coastal communities now and in the future. For this reason, ALFA fought for provisions in the IFQ plan such as the provision against leasing, the provision prohibiting corporations from buying catcher boat IFQs, the vessel size classes, and the cap-by-area on quota accumulation in Southeast. We may now have an opportunity to strengthen the plan even more in this respect, an opportunity we are pursuing. Along with other members of the Sitka community, we have developed an amendment called the Sitka Block Proposal that I hope, by now, all members of the Committee have had an opportunity to review. This Amendment goes one giant step further toward maintaining a relatively large, diverse fleet and ensuring that small, independent operators from Alaskan communities will be able to afford IFQs; it is a response to the valid concerns raised by opponents of the current IFQ plan. We have been distributing this Amendment throughout the State during the past month, and at this point support is growing rapidly. This is the kind of solution we need; working together I am confident that a management system acceptable to members of the industry sincerely concerned about the resource and the coastal communities can be developed and implemented.

In closing: ^{there are constructive ways to resolve} ~~reconsidering the Sitka Block Proposal is a constructive step toward~~ resolving the current conflicts and concerns facing the longline fishermen. SJR 38 is divisive and anything but constructive. By eliminating a management strategy without proposing a viable alternative, SJR 38 only adds to the problems that the industry is facing. We need solutions, not more obstacles. As an organization, ALFA asks that the Alaska Legislature reject SJR 38 and allow the industry the opportunity to resolve this issue.

Thank you for the opportunity to comment.

Wanda Behrken

My name is Carolyn Nichols. My husband and I are involved in the halibut and blackcod fisheries.

I am against SJR 38. I am in favor of either the present IFQ proposal or the Sitka Block Proposal. To stop IFQs at this time will lead to more years of wasting a public resource, gear loss, and loss of lives. I feel the alternative coming forth of a moratorium and trip limits is not a good one for several reasons. To regulate ones fish catch by the length of ones boat is no different than telling someone with a 12 month 9-5 job that they can now only work 3 months and must sit the rest of the year since they only own a two bedroom house. Trip limits do nothing to stop the waste of fish as all size classes of boats set too much gear to be sure of their limit in the allowed time- and others dump fish overboard that they had extra after selling their limit.

Both trip limits and IFQs will reduce deckhand jobs. At least with IFQs there will be steady jobs for good deckhands, and if they want to enter the fishery they can by buying shares or blocks. With a moratorium on new entrants and trip limits deckhands and new entrants lose all the way. Trip limits are small enough so most boats would need few if any deckhands.

I urge you to throw out SJR 38. I feel there is too much misinformation about this issue for you to make any decision that would be valid. I also feel that with listening to questions asked today by various senators to council members that too many of you are much to ignorant on this issue to make a clear decision. I feel it should not be legislators business to sway decisions made by the NPFMC, just as I feel the NPFMC should not be making legislative decisions.

Please look to the future. A viable fishery for a part of the fleet that has been involved in the fishery and made a living from it is sounder than putting them out of business and creating a hobby fishery by allowing IFQs to be stopped. I support IFQs!

Thank You,
Carolyn Nichols
PO Box 3044
Sitka Ak 99835

P.S. If the legislature feels the need to do something, then please do something constructive ie: take no stand on this issue and give the NPFMC enough funding to do whatever social and economic studies



Alaska **L**ongline **F**ishermen's **A**ssoc.

P.O. Box 1229 Sitka, AK 99835 (907) 747-3400

Dear *Senator Jones,*

Last February the factory trawl fleet invaded the waters of Southeast Alaska. In response, the Alaska Longline Fishermen's Association (ALFA), spearheaded an effort to gain immediate and permanent protection for Southeast from the factory fleet. Backed by a joint House/Senate Resolution, ¹² ~~nine~~ Southeast City Assemblies, Southeast Fish and Game Advisory Committees, sport and commercial fishing organizations, environmental groups and several thousand individuals, ALFA requested two-part action from the North Pacific Fishery Management Council: 1) an emergency rule closing waters east of 140 degrees West Longitude (Southeast outside) to all trawling; and 2) a Plan Amendment to permanently prohibit trawling in the Southeast outside area (emergency rules only last for 180 days). The Council approved the Emergency Rule with an 8-3 vote, and in July of last year the National Marine Fisheries Service closed the Southeast outside area. The Council assigned the Plan Amendment analysis to the Alaska Department of Fish and Game. That analysis is going on now, and IF Fish and Game can be kept on schedule, final action on the Plan Amendment will take place in Sitka at the June Council meeting.

Although Alaskans may differ over IFQs, every Alaskan fishermen recognizes the threat posed by the factory trawl fleet to the marine resource and to the Alaskan coastal communities. Unless the plan amendment to prohibit trawling east of 140 degrees West Longitude is passed, the future of the Southeast region is in serious jeopardy. The factory trawl fleet is wealthy and powerful; they are an enemy Alaskan fishermen can defeat only with the help of the State. Your support on this issue enabled us to win round one of the battle; now we need your support as final action on the plan amendment approaches. This issue must remain a State priority; the analysis must be completed on time and the plan amendment approved at the June Council meeting. With your help, Alaskan resources and livelihoods will be protected.

Thank you for your time and attention. Your support on this issue will be widely recognized and appreciated. Sincerely,

Linda Behnken
Linda Behnken (exec. director, ALFA)

March 3, 199

Senator Lloyd Jones
Senate
State Capitol
Juneau, AK 99801-1182

Dear Senator Jones,

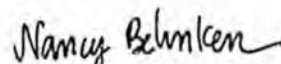
I am an Alaskan resident concerned about our fisheries resources from both a conservation perspective and for reasons of economic interest. All of our natural resources, from timber to wildlife and fish, have an inherent value and need to be protected from selfish human interests that function to decimate them and their habitat. Alaska, with the only remaining true wilderness and wealth of these resources, owes it to the rest of this abused country to manage these areas and their inhabitants with a strong environmental ethic that will ensure their preservation.

My specific interest in writing to you now is in regard to fisheries management. As a member of a coastal community and the small boat fleet who depends on commercial fishing for my primary source of income, I am very concerned about the activities of the factory trawlers in the waters of Southeast Alaska. Last year the National Marine Fisheries Service closed the waters east of 140 W. Longitude to trawling by an emergency rule and Governor Hickel declared this closure a State priority. A Plan Amendment to permanently prohibit trawling in the Southeast outside area is currently in the hands of the Alaska Department of Fish and Game. These trawlers are a huge threat to the Southeast resource and the socio-economic health of our coastal communities and must be stopped.

I would also like to encourage you to support the amendment to the Sablefish and Halibut IFQ plan known as the Sitka Block Proposal. I am convinced that IFQ's are necessary in order to ensure protection of the Sablefish and Halibut resources. After reading the literature on the Sitka Block Proposal provided by the Alaska Longline Fishermen's Association, I feel that this amendment to the Plan would be the best way to protect the small boat fleet and the coastal communities while still protecting the resource.

Thank you for considering these important issues.

Sincerely,


Nancy Behnken
P.O. Box 6065
Sitka, AK 99835

WE SUPPORT I.F.Q.'S

We support the Individual Fishery Quota proposal, with the Sitka Block Amendment. Status quo on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1 <i>Greg Martin</i>	GREG MARTIN	201 LEDER LN. SITKA AK	747-3382
2 <i>Anthony David Ticker</i>	Anthony David Ticker	P.O. Box 6352 Sitka, AK.	747-3382
3 <i>Scott Cassidy</i>	SCOTT CASSEDY	PO Box 452 SITKA, AK	747-3031
4 <i>Robert A. Younger</i>	ROBERT A. YOUNGER	311 Peterson Al. SITKA AK	747-6965
5 <i>Mennie Bacon</i>	Mennie Bacon	404 Lake St. #1A SITKA	747-3031
6 <i>Tim Brown</i>	TIM BROWN	P.O. Box 2471 SITKA	747-6662
7 <i>David Tenney</i>	DAVID TENNEY	P.O. Box 6311 SITKA	747-3031
8 <i>Marsha J. Blavins</i>	MARSHA J. BLAVINS	P.O. Box 6311 SITKA	747-8661
9 <i>Peggy S. Brown</i>	PEGGY S. BROWN	P.O. Box 2471 SITKA	747-6662
10 <i>Deb Corso</i>	DEB CORSO	PO Box 6328 SITKA	747-3382
11 <i>Calvin Carlson</i>	332 Kogwanton	SITKA AK	747-8188
12 <i>Calvin Carlson</i>	Calvin Carlson	332 Kogwanton	747-8188
13 <i>Christy O'Shaughnessy</i>	CHRISTY O'SHAUGHNESSY	3007 HPR	747-6734
14 <i>Cynthia Cassidy</i>	CYNTHIA CASSEDY	POB 452, SITKA	747-3031
15 <i>Sheryl L. Mayo</i>	Sheryl L. Mayo	244 Kogwanton	747-3913
16 <i>Robert Wolsey</i>	Robert Wolsey	1301 Edgewater Sitka	747-4718
17 <i>Sheryl Wolsey</i>	Sheryl Wolsey	1301 Edgewater Sitka	747-4718
18 <i>Linda Belinten</i>	Linda Belinten	PO Box 6665 Sitka	7-3400
19			
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21			
22			

WE SUPPORT IFQ'S

We support the Individual Fishery Quota proposal, with the Sitka Block Amendment. Status quo on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1 <i>Maura McPride</i>	Maura McPride	PO Box 1181 Sitka AK	7-3269
2 <i>Jo Ann Huff</i>	Jo Ann Huff	1507 Edgemoor ^{SITKA} AK	7-5175
3 <i>Gary Piper</i>	Gary Piper	PO Box 1307 Haines	766-2019
4 <i>But Young</i>	Brent Young	PO Box 2927 Sitka	—
5 <i>Mark N. Young</i>	MARK N. YOUNG	PO Box 2016 Sitka, AK	747-3518
6 <i>Fred V. Barclay</i>	FRED V. BARCLAY	701 Biorka Sitka, AK	747-6220
7 <i>Donald B. Petro</i>	Donald Petro	P.O. Box 623 Sitka AK	907-747-6020
8 <i>Harold Enloe</i>	HAROLD ENLOE	P.O. 265 SITKA, AK.	747-4890
9 <i>Jeff Stewart</i>	Jeff Stewart	P.O. 265 SITKA AK	747-4896
10 <i>Merle Enloe</i>	MERLE ENLOE	P.O. 763 Sitka	747-8543
11 <i>Jerry A. Stralow</i>	Jerry A. Stralow	P.O. 1552 Sitka AK	747-5420
12 <i>Eric Swaaberg</i>	Eric Swaaberg	PO-3053 Sitka AK	747-3431
13 <i>Alice Carlson</i>	Alice Carlson	Box 903 Sitka AK	747-8222
14 <i>Charlie Swavelson</i>	Charlie Swavelson	Box 6014 Sitka AK	747-8654
15 <i>Katherine Swavelson</i>	Katherine Swavelson	P.O. Box 6014 Sitka AK	7-8654
16 <i>Paul Klahn</i>	Paul Klahn	1709 NPR #3 Sitka AK	7-8332
17 <i>Brian G. Bergman</i>	BRIAN G. BERGMAN	212 LAKEVIEW DR SITKA AK	7-8468
18 <i>Ed Johnson</i>			
19 <i>Ed Johnson</i>	ED. JOHNSON	Box 421 Sitka, AK	747-8193
20 <i>Sid Clark</i>	Sid Clark	Box 1055 Sitka AK	6937
21 <i>Neil J Huff</i>	NEIL J HUFF	1507 EDGEMOOR DR ^{SITKA} AK	747 5175
22 <i>Brian D. Masset</i>	BRIAN D. MASSET	Box 2324 Sitka AK	747-3139
<i>Forrest Nilsson</i>	Forrest Nilsson	607 Etolin St Sitka	747-5476

WE SUPPORT IFQ'S

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Signature	Name	Address	Phone
1 <i>Greg Cushing</i>	Greg Cushing	Box 164 Sitka	747-3195
2 <i>Neil J Huff</i>	NEIL J HUFF	Box 1507 E 06th Ave	7-5175
3 <i>Chris Tierschield</i>	CHRIS TIERSCHIELD	Box 458 Sitka	7-3200
4 <i>Bob Rumery</i>	BOB RUMERY	Box 2050 SITKA	747-6406
5 <i>Roy Golden</i>	ROY GOLDEN	224 MARINE ST.	747-3788
6 <i>Marian Blankenship</i>	MARIAN BLANKENSHIP	1604 SMC HWY	747-5532
7 <i>Marian Blankenship</i>	MARIAN BLANKENSHIP	1604 SMC HWY	747-8532
8 <i>Phil Wymann</i>	Phil WYMAN	103 BARLOW ST	747-5568
9 <i>Carl Kear</i>	Carl KEAR	Box 71 Sitka	747-8231
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WE SUPPORT IFQ'S

We support the Individual Fishing Quota proposal. *STATUS QUO* on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1 <i>R. J. Curran</i>	Richard J. Curran	Box 1330 SITKA AK 99835	747 6094
2 <i>Dale Chesnut</i>	Dale Chesnut	502-16 ^E 55 ^E Town	206-537-3374
3 <i>James Swift</i>	James Swift	Box 1725 Sitka, AK	747-3156
4 <i>Dwight Downer</i>	DWIGHT DOWNER	Box 232	747-3115
5 <i>Dan F. Baxter</i>	DAN BAXTER	Box 2915 Sitka, AK	747-8657
6 <i>Melroy Baxter</i>	MELROY BAXTER	Box 2915 SITKA, AK	747-8657
7 <i>John Bohannon</i>	John Bohannon	Box 2728 Sitka, AK	747-8844
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WE SUPPORT IFQ'S

We support the Individual Fishing Quota proposal. Status quo on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1 <i>J. Eliason</i>	George ELIASON	102 Kunkle DR. SITKA	747-6817
2 <i>Gene Frew</i>	Gene Frew	# 716 Lake St. SITKA	747-6733
3 <i>Joann Frew</i>	Joann Frew	716 Lake St SITKA	7-6733
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WE SUPPORT IFQ'S

We support the Individual Fishing Quota proposal. Status quo on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1 Ruby Lanham	Ruby Lanham	P.O. Box 2204 Sitka	747-3491
2 Anne Morris	Anne C. Morris	1943 Dodge Ct	747-8039
3 Ray Mabey	Ray Mabey	Box 1070 Sitka	747-3272
4 Leah Harvick			
5 Leah Harvick	Leah Harvick	417 Masine St. Sitka	747-0589
6 Meifong Lago	MEIFONG LAGO	205 HARBOR DR	747-8846
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WE SUPPORT IFQ'S

We support the Individual Fishery Quota proposal, with the Sitka Block Amendment. Status quo on the sablefish and halibut longline fishery is not working. I.F.Q.'s, although not perfect, offers the best solution to current problems in the longline fisheries.

Signature	Name	Address	Phone
1	VICKIE SLUDE	Vickie Slude BOX 498	747-3267
2	Gilbert Kuntson	716 A St.	747-5691
3	Betty Kuntson	"	747-5691
4	Scott Winnop	Box 2343	747-3872
5	DAVE TORGERSON	4017 H.P.R.	747-5363
6	Christy O'Shaughnessy	3007 H.P.R.	747-6734
7	Ann Winnop	P.O. Box 2343 Sitka	747-3872
8	Bradley Shaffer	479 Katlian #3	7-6994
9	DON MATHEWS	304 MARWE	7-8289
10	Kathy W. Stover	302 monestery	7-3717
11	MICHAEL P. ARNOLO	1711 A Edgcomb DR	7-8768
12	Grand Starwich	PO Box 2034	7-5429
13	Marla Starwich	Box 2034 Sitka	7-5429
14	Judy Lohme	1202 H.P.R. SITKA	7-3852
15	Joe E. Lewis	" " "	"
16	G.K. KAMBAK	Box 426 SITKA	7-8827
17	Mary C. Kamback	1509 Edgcomb Dr Sitka	747-8827
18	Steve Schell	307 Schell	7-1581
19	DENNIS HARVEY	417 MARINE ST	7-0554
20	Moses Schme	423 Versteov	7-5135
21	DEAT STEFMAN	1905-A ^{SITKA HILL} DORGE LIRCLE	7-8343
22	EDWARD E. LAITMEYER	104 HUNCE DR.	7-5066

Sitka Block PROPOSAL

The undersigned people support
amending the Sablefish/Halibut IFQ plan
to include the Sitka Block Proposal
We believe it will provide socioeconomic
protection to the Alaskan Coastal Comm-
unities And Small Boat Fleet

TIM RILEY

507 PARK

SITKA

Darold Peters

420 Kathleen

SITKA

Harold Jackson

P.O. Box 1072

Sitka

Robert Frutson

716 A St

Sitka

~~Robert Frutson~~

218 LaBecue

Sitka

James D. Chivalier

333 Kathleen

Sitka

Iris HOFFMAN

ANB HARRIS

Sitka

~~James D. Chivalier~~

~~James D. Chivalier~~

~~Sitka~~

Janet Woodson

607 Etolin St

SITKA

Alaska Longline Fishermen's Assoc.
P.O. Box 1229 Sitka, AK 99835
(907) 747-3400

Dear Senator Jones,

As I listened to testimony during the past two weeks on HJR 61 and SJR 38 (proposed legislative resolutions opposing IFQs) I was stuck by the number of salmon fishermen who oppose IFQs because they want to be able to diversify into the longline fisheries. I wonder if they--and you--are aware that with each new fishermen the piece of the pie left to the longliners becomes smaller, until the longliners start to starve. And what are the longliners' options? They can't go salmon fishing--well, they can, but they have to buy into the salmon fisheries. Buy in, which is all the longliners are asking of the salmon fishermen oozing into the longline fisheries. If buying in is so wrong, why did the State impose limited entry on the salmon fisheries? I believe it was to protect the resource. As the salmon fishermen testified, unless access and effort is controlled now the number of fishermen crowding the longline grounds will continue to increase, along with the waste, bycatch and safety problems that currently threaten the health of the sablefish and halibut resources.

State limited entry has protected salmon stocks, but in many fisheries it has also lead to the steady migration of access rights out of the communities and out of Alaska as wealthy investors have bought increasingly expensive licenses. This has happened because licenses do not control effort; licenses do not eliminate the race for the fish, nor the invitation to speculate on getting rich by plugging the boat. IFQs, which allocate a percentage of the resource to individual fishermen, do effectively control effort and eliminate the race for fish, hence reduce speculation. Reducing speculation will reduce the cost of IFQs, making them affordable to fishermen. State representatives and CFAB have indicated that they intend to make loans for IFQs available to Alaskan fishermen. Doesn't it follow that local Alaskan fishermen will be in a position to purchase IFQs?

Gear limits have been suggested as an alternative to IFQs, a way to slow down the derbies. But have gear limits (on vessel size and net size) slowed down or rationalized the Bristol Bay derby? Has the 4 lines per boat limit prevented the troll season from getting shorter each year? A look around the State clearly indicates that gear limits are not effective in controlling effort. If anyone knows of a fishery in which gear limits have worked please let me know; I don't know of a single one.

Pro IFQ / Con SJR38

Trip limits, which are basically IFQs awarded on the basis of vessel size rather than past participation, will certainly put a number of longliners out of business--along with a huge percentage of the longline deckhands. Very few skippers will take a deckhand if their annual trip limit amounts to a half or a third of what they have caught in an average year--which is what trip limits will come to once the pie is split up among everyone who qualifies. Add a "use it or lose it" clause and the number of vessels participating will dramatically exceed the number that have participated in any given year. Who benefits from that move?

I was also surprised by the testimony last week and yesterday stating that IFQs have failed everywhere else, and wonder what yardstick the speakers were using. The New Zealand offshore fisheries have been managed with an IFQ system since 1986; the fish stocks are healthy and the fishermen are generally in favor of the system. (Interestingly enough, the trend in New Zealand is now toward smaller boats). Someone also mentioned that corporate shore-side processors own a large percentage of the New Zealand IFQs; but remember: in our IFQ plan (sablefish and halibut) the IFQ holder must be on the boat when the boat is fishing, which precludes shore-side processors from owning the resource, and corporations are not allowed to buy catcher boat quota shares (which amount to 99.9% of the IFQs in the Southeast area). The BC fishermen have been under an IFQ system for a year; in 1991 they received twice as much money for their sablefish as the Alaskan fishermen, sold most of their halibut on the fresh market, and were paid only 25 cents less per pound for the halibut they sold frozen. In fact, they are quite happy to see the continued confusion in Alaska, knowing that their markets are secure. So where is the failure?

Throughout the development of an IFQ plan, ALFA has fought for provisions to protect the small boat fleet and coastal communities. We now have an opportunity to strengthen the plan even more in this respect, an opportunity we are pursuing. Along with other members of the Sitka community we have developed an amendment to the IFQ plan which goes one giant step further toward maintaining a relatively large, diverse fleet and ensuring that small, independent operators can afford to buy IFQs. We will be distributing this amendment, called the Sitka Block Proposal, throughout the state during the next month. Perhaps by working together we can come up with a solution everyone supports.

Thank you for the opportunity to comment. Sincerely, Linda Behnken, ALFA

Linda Behnken

2/12/92

Alaska Longline Fishermen's Association
P.O. Box 1229 Sitka, AK 99835
(907) 747-3400

Dear ~~Reader~~ Senator Jones,

I would like to take this opportunity to briefly restate the rationale behind replacing open access in the sablefish and halibut longline fisheries with the proposed Individual Fishing Quota system, and to respond to some of the questions and concerns regarding IFQs that I hear repeatedly.

Open access encourages waste--waste of the resource through bycatch and deadloss (fish that die on the hooks of lost gear), waste of human life through the high accident rates associated with the frantic derby fisheries, and waste of economic resources through over-capitalization and gear loss. Perhaps fishermen are willing to take the risks that lead to the economic waste and the waste of human life; it is not the fishermen's right, however, to take the risks that lead to waste of the resource.

IFQs are designed reduce waste and promote wise resource use. By eliminating the derby fishery and distributing effort over nine or more months, IFQs reduce gear conflicts and gear loss. IFQs minimize bycatch by allowing quota holders to retain and market bycatch species. By allocating harvest privileges to fishermen, IFQs also allocate vested interest in protecting or conserving the fishery. No longer are fishermen encouraged to adopt the attitude of "if I don't catch this fish some one else will," as they are under the open access derby system; rather the incentive is to care for the resource so that the harvest privilege will remain lucrative and valuable in the future.

Assuredly, IFQs must contain provisions that protect the socioeconomic health of the Alaska coastal communities. For this reason, a number of safeguards have been built into the Council's IFQ plan. These safeguards were developed through years of research, testimony, analysis and compromise by the multitude of affected fishermen, processors, members of the marketing sector, enforcement officers, etc. Some people consider these safeguards inadequate; because of this continued concern, our organization is circulating an amendment to the plan that would increase the level of socioeconomic protection. But before judging whether or not the plan needs to be amended, each concerned individual should take the time to become well-acquainted with the current IFQ plan and the existing safeguards. There is a tremendous amount of IFQ misinformation circulating at this time; conjecture is frequently stated as fact. I have done my best to relate only facts in the answers to the most commonly asked questions related below.

Q Will IFQs eliminate the small boat fleet?

The Council has built into the IFQ preferred alternative provisions to protect the small boat fleet, such as a 60' vessel size class. IFQs allocated to vessels under 60', in other words, will be designated as IFQs for that size class and can not be harvested on a vessel over 60' (allocation based on past participation 1984/1985-1990, depending on the fishery). On a fishery-wide scale in the sablefish fishery, this means that 47% of the quota will be designated for catcher vessels (ice boats) under 60'. (In the Southeast sablefish fishery (SEO/EY), 79% of the quota will be allocated, for the life of the IFQ program, to vessels under 60'). In the halibut fishery, 67% of the total quota will be allocated to vessels under 60'.

The Council's analysis of the halibut fishery illustrates that under open access the average vessel size has increased between 1984 and 1990, and the percentage of the Total Allowable Catch (TAC) taken by small vessels has decreased. To illustrate: in 1984, 49.3% of the vessels were under 36'; in 1990, only 39.5% of the fleet was under 36'. During the same time period, the number of larger vessels (over 56 feet) almost tripled--from 250 vessels in 1984 to 728 vessels in 1990. In area 2C (Southeast), vessels under 35'

took 30.2% of the quota in 1984 and only 14.5% of the quota in 1990. Are these trends that the industry wishes to see continued?

Q Will IFQs hurt the coastal communities and local processors by allowing fishermen to freeze their fish or by restricting the number of ports in which fishermen can unload IFQ fish?

In order to minimize socioeconomic impacts of IFQs on the Alaska coastal communities, the Council created a specific vessel class for freezer/processors, as opposed to catcher vessels that have traditionally iced their catch. Under the IFQ program, freezer vessels will only be allowed to freeze the poundage of fish they receive in the initial allocation (i.e., the amount of sablefish or halibut frozen at sea will not be allowed to increase above current levels), and catcher vessels will not be allowed to freeze IFQ species on board. Although this prevents catcher vessel IFQ holders from participating in the "value added" frozen-at-sea market, the loss was deemed worthwhile in light of the protection the provision affords to the local shore-based processors and the coastal communities. Since the freezer longline fleet has relatively little participation in either the halibut or sablefish fisheries at this time, very little quota will end up be in this category (approx. 16% of the sablefish TAC and less than 1% of the halibut TAC.) The IFQ preferred alternative will prevent further expansion of this off-shore processing fleet; it will also prevent these large, generally corporate-owned vessels from competing for quota with the smaller, locally-based catcher boats. Remember that the open access derbies, on the other hand, are favoring large boats such as the freezer longliners, since the vessels have highly efficient automated systems and can operate under severe weather conditions.

In terms of restrictions on unloading IFQs: IFQs will not restrict the ports in which participating vessels can off-load. As long as IFQ fishermen comply with hail in and confirmation provisions (specified in the Implementation Plan), IFQ holders can unload in any coastal community where there is a registered buyer. The NMFS designated primary ports (seven of which are in Southeast) differ from other ports only in that a fishermen must go through a primary port in order to transship IFQ fish (i.e., shipping IFQ fish to a foreign country or unloading processed fish onto another boat) and an enforcement officer will be stationed in every primary port. In other words, a fisherman can unload in Elfin Cove, Hoonah, etc., as long as they call in to NMFS during the designated time periods before and after unloading.

Q Won't IFQs significantly diminish the size of the fleet?

Many people have argued that the caps on the maximum amount of quota a person may accumulate are too high. (As a reminder the caps are: 1% of the sablefish TAC; 5% of the halibut TAC; and for both fisheries in the SEO/EY area, 1% of the TAC for that area.) There are other fishermen, particularly fishermen with long histories of participation in the longline fisheries, who feel the cap is too low and will prove to be overly-restrictive to fishermen--particularly in Southeast. For perspective, the 1% cap by area for area 2C (halibut) would have translated into 74,000 lbs in 1991. The IPHC expects halibut stocks to decline for another 3-5 years before stabilizing and hopefully recovering. The 1% cap by area could, in future years, restrict fishermen to 60,000 pounds or less. The half percent cap by area requested by some fishermen would translate into only 37,000 lbs, or less. At what point does the constraints on quota accumulation cause the fishery to become a part-time or supplemental fishery rather than the significant livelihood it once represented to the professional halibut or longline fisherman?

An additional thought by most yardsticks, the longline fisheries are over-capitalized and over-burdened with participants, a fact evidenced by the significant decrease in catch per participating vessel between 1984 and 1990. The industry and the coastal communities would suffer if excessive quota accumulation occurred; however, over-participation is damaging the resource. Thinking in terms of pounds rather than the worst case scenario of 200 fishermen controlling the sablefish and halibut quota, the caps represent a compromise between the professional longliner, the coastal communities, and the new entrant hoping to purchase a piece of the pie.

Q Will fishermen, particularly small boat fishermen, be able to afford quota?

The philosophy behind IFQs, vs licenses for example, is that IFQs allow incremental entry into the fisheries--a small boat operator can buy as little as 1,000 lbs of quota at a time, perhaps initially harvesting the quota as bycatch in another fishery or earning an extra share by harvesting it while working as a deckhand on a vessel participating in an IFQ fishery. An additional economic advantage will be afforded to Alaskan fishermen through CFAB loans and, quite likely, Alaska state loans earmarked for IFQ purchases.

Safeguards have been built into the proposed IFQ preferred alternative with the intent of ensuring that quota remain affordable to fishermen in general and small boat operators in particular. These safeguards include requirements such as: catcher boat IFQs can only be purchased by individuals, not by corporations; anyone purchasing catcher vessel IFQs must be on board the vessel when IFQs are being harvested; only "bonafide crewmembers" (individuals who can demonstrate significant participation in the fixed gear fisheries) can purchase IFQs; and finally, the vessel size classes and caps on quota accumulation outlined above. The restrictions are intended to keep IFQs in the hands of fishermen by allowing only fishermen to purchase IFQs, allowing fishermen to profit from IFQs only if they participate in the fisheries, and keeping the price of quota down by undermining the attractiveness of IFQs to "big money" investors.

Won't the IFQ program be costly and difficult to enforce?

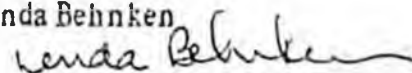
The Council-appointed IFQ Technical and Industry Teams recently completed a monitoring and enforcement program designed to control harvest, sale, marketing and shipping of IFQ fish. The International Pacific Halibut Council (IPHC) designed an additional monitoring program that will be implemented in conjunction with the National Marine Fisheries Service (NMFS) program. These monitoring and enforcement programs will be primarily shore-based, at the point of delivery rather than harvest--i.e., at the dock rather than on the high seas. The estimated combined cost of the programs, for both halibut and sablefish fisheries, is approximately 5 million dollars--roughly \$0.05 per pound of fish harvested under the proposed program. Bear in mind that IFQ fishermen will have lower overhead than fishermen participating in an open access fishery, since the elimination of the derby fishery will eliminate the need for purchasing and setting multiple sets of gear. IFQs are also predicted to increase the price of fish delivered under the program, since the year-round fishery will encourage the development of a high quality product and a fresh fish market. The five cents per pound for monitoring and enforcement should be weighed against these benefits--along with the benefits afforded to the resource through elimination of the derby system.

Q What will prevent trawlers from buying IFQs and retaining sablefish or halibut?

An international treaty between Canada and the United States prohibits trawlers from retaining halibut. This treaty will not be affected, or changed in any way by the implementation of IFQs. Sablefish can only be targeted with longlines in the Gulf of Alaska, and with longlines and pots in the Bering Sea; sablefish can, however, be retained by trawlers as bycatch under the current system in both the Gulf and the Bering Sea. Again, this will not be affected by IFQs.

There are certainly other questions or concerns regarding IFQs that I have not addressed; I've chosen only the ones that have come up most frequently. IFQs will certainly change the longline fisheries, just as limited entry changed the salmon and herring fisheries. The cost of entry into the fisheries will be higher, but hopefully the resource will be healthy and the fishery worth buying into.

Thank you for this opportunity to comment. Sincerely, Linda Behnken



Petersburg Vessel Owners Association

P.O. Box 232
Petersburg, Alaska 99833
Phone (907) 772-9323 Voice and Fax

February 5, 1992

Senator Lloyd Jones
Alaska Senate
State Capitol
Juneau, Alaska 99801

Dear Senator Jones,

We are pleased with the recent passage of an Individual Fishing Quota system for the halibut and sablefish longline fisheries by the North Pacific Fishery Management Council.

The Council and industry has struggled for over five years to resolve the many problems plaguing these fisheries. We believe the Council made a wise decision that will greatly benefit the resource, as well as our Alaska fleet and coastal communities.

Enclosed is a letter which I have sent off for publication in some of the trade journals. It sums up our feelings about the IFQ program and why we believe it will benefit Alaska. We hope you will take time to carefully consider our concerns.


I have just returned from the 1992 annual International Pacific Halibut Commission meeting which was held in Seattle. While there I had an opportunity to attend a briefing by the Canadian Dept. of Fisheries on their IFQ system. Canadian fishermen and DOF staff all spoke of the great success of their recently enacted IFQ program. Prior to having an IFQ system, only 75% of their halibut were delivered to Canadian ports. They now have 95% of their fish delivered to Canadian ports. Currently 90% of their fish is going to the fresh market and fishermen are receiving much higher prices for their product. They commented favorably on having a longer season, better prices, steadier employment, decreased wastage of the resource, and improved conditions regarding safety.

It is our sincere belief that House Joint Resolution No. 61 is not in the best interest of Alaska, our coastal communities, or the halibut and sablefish resources. We believe that the North Pacific Fishery Management Council has done a good job in trying to resolve the many problems facing the longline industry. We applaud their efforts and believe in the Council process.

We hope that you will continue to consider the merits of the arguments and will come to realize that we can all benefit from an IFQ program for halibut and sablefish.

Thank you for your consideration on this matter.

Sincerely,

A handwritten signature in cursive script, appearing to read "Kris Norosz".

Kris Norosz
Director

January 6, 1992

Dear Editor,

In December, the North Pacific Fishery Management Council passed an Individual Fishing Quota system for the sablefish and halibut longline fisheries. This important decision was not made in haste. Rather it was the product of many years of work and debate by the Council and members of the industry to find constructive solutions to the problems plaguing these longline fisheries.

Many of the articles that reported the Council's action and which appeared in various Alaska newspapers and trade publications emphasized the number of people who testified against the IFQ program. However, what these articles failed to mention is that many fishers and fishing organizations spoke in favor of the proposal at this meeting and during many of the past Council meetings. Positive solutions to the multitude of problems confronting the longline fisheries were noticeably absent in the testimony given by those opposing the program. "No" is probably the easiest spoken word in the English language; constructive solutions are many times more difficult to formulate and deliver. I believe the Council based their decision on the merits of the arguments presented rather than on the popularity of the program.

It appears that many people have conveniently forgotten why the Council has been seeking a change in the management methods used for sablefish and halibut. The overriding characteristic of the sablefish and halibut fixed gear fishery is that it has developed into a "derby" fishery as a direct outgrowth of open access. These developments have led to problems directly related to the length of seasons and to intensified competition on the grounds. Ten such problems have been identified by the Council. The most notable include: gear conflicts, deadloss, bycatch loss, excess harvesting capacity, safety, economic stability in the fishery and communities, and rural coastal community development of a small boat fishery. The analysis completed by the Council staff supports the view that IFQs will provide a clear improvement over the status quo in all of these problem areas. Clearly, the Council's decision will benefit the health and viability of the halibut and sablefish stocks. Unless the stocks are in good condition, we as fishers have no future.

Much has been said about the impact IFQs will have on communities. In some cases, communities have voiced opposition to the program prior to educating themselves on the concept and assessing the current situation. The derby style fisheries we currently have create a pulsing atmosphere. Either there are millions of pounds of halibut and sablefish to land and process, or there is nothing. This results in a few days of intensified work for people in the processing industry. This

does not create steady year-around jobs for residents of our communities. An IFQ program can provide steady employment of longer duration for crewmembers and those in the processing industry. This is far more desirable and will add greater stability to our communities than the pulse fisheries we currently experience. In addition, implementation of an IFQ program will not hinder landings. Halibut and sablefish can be landed anywhere in the State provided the sale is to a registered buyer and advance notification is given. An IFQ program will do alot to improve the economic stability of our longline fisheries and our communities.

It is evident that there are numerous rumors circulating with regards to IFQs. Misinformation severely hinders good decision making. Before forming a final opinion on IFQs, take some time to educate yourself with the facts. Here are a few to keep in mind:

- The Council has spent the past 5 years discussing the problems and possible solutions during more than 28 of their meetings, all of which were public. This issue is not new!
- For halibut, 86% of the initial quota share recipients will be Alaskan residents. For sablefish, this figure is 75%.
- For halibut, the total amount of quota shares initially allocated to Alaska residents will be 72%. For sablefish, this figure is 50%.
- There are 3 vessel size categories for traditional halibut boats (that deliver fish unfrozen). Less than or equal to 35 feet, 35 to 60 feet, and over 60 feet. Quota shares cannot be transferred from one vessel size category to another. These two provisions will insure that the present complexion of the fleet will be maintained. It prevents the small boat fleet from being eliminated from the fishery.
- Sixty-six percent of the halibut quota shares are going to vessels under 60 ft. (55% to vessels in the 36 to 60 foot size class, and 10% to the 35 feet and under class.) Once quota shares are allocated to a particular vessel size category, it cannot be transferred to another size category.
- There are limits on the amount of quota share that can be owned or controlled by one person or corporation. This will insure that ownership of quota shares will not be concentrated in the hands of a few large corporations.
- For the past two years, all longline fisheries in the Gulf of Alaska have been shut down due to halibut bycatch. The result has been millions of dollars lost in income and

revenue to longliners and coastal communities. This will no longer occur under this program.

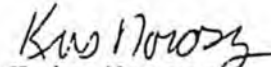
--Although a community may not receive primary port status, it does not preclude that community from purchasing halibut or sablefish harvested with IFQs. It merely means that a National Marine Fisheries agent will not be permanently stationed in the community.

However, THE MOST IMPORTANT POINT IS THAT THIS IFQ PROGRAM WILL BENEFIT THE RESOURCE. Implementation of an IFQ program will reduce gear loss and gear conflicts, drastically reduce bycatch and mortality rates, and provide safer working conditions for our fleet.

Change is rarely easy to accept. But change we must. Without a change from the status quo, we will soon experience further declines in stock abundance, even shorter fishing seasons, increased crowding on the grounds, and an increase in loss of lives and property. Clearly, this is not a healthy situation for the resource, our fleets, nor our communities.

Difficult decisions are not always the most popular ones. For those of us interested in the health and viability of the halibut and sablefish stocks, as well as the future of our industry, I believe the Council took a very positive step in the right direction.

Sincerely,


Kris Norosz
Director

Petersburg Vessel Owners Association
P.O. Box 232
Petersburg, Alaska 99833
(907) 772-9323 (phone & fax)

Paul K. Seaton
HC-67 Box 1253
Anchor Point, AK 99556
907 235-6342

Dear Senator Jones,

IFQ's " give to an individual the right to harvest a definite quantity of fish, expressed either as a fixed amount or as a percentage of the total allowable catch. Privatization of the resource in this manner removes the right of public access to a common property, converting common property to private property." A system that converts a public resource to private property does not fall within the definition of limited entry for the State of Alaska, i.e. limited access to a public resource.

The Alaska Constitution Article VIII section 15 reads "No exclusive right or special privilege of fishery shall be created or authorized in the natural waters of the State". The only exception is the amendment passed in 1972 creating limited entry - but IFQ's are not limited entry under the definitions of the State of Alaska. The proponents of IFQ's are not working on a constitutional amendment to allow ITQ's to be legal, they just ignore the law. The Attorney General's Office on January 15, 1992 wrote "...if an IFQ proposal is made which would violate the "open access" clauses of the state constitution we will recommend against its adoption." There can be no doubt that the IFQ proposal violates open access since that is the exact purpose for which it has been proposed.

I call on you to honor your oath of office to support and defend the Constitution of the State of Alaska and oppose any effort to impose this unconstitutional system on the citizens of Alaska.

Date,

2/7/92

Sincerely,

Signed



PS On 2/5 at the Kenai Chamber of Commerce in response to this question, Clem Tillion told the audience that the Attorney General doesn't know what he is talking about and is just wrong. He also said that since most sablefish have been harvested in federal waters in the past, federal law will supersede State law (the State Constitution). Apparently he is willing to give all the State fish to the feds - but that still will not allow ITQ's to be "authorized in the natural waters of the State" unless he is proposing ceding all State waters to the Feds as well as the fishery resources!

Mr. Tillion obviously has a much stronger federal than State interest in our fisheries and I hope you will have someone with greater State interest on the Council in the future!

FROM: ECLIPSE INC., AN
ALASKAN BASED CORPORATION
SINCE 1981

TO: THE MEMBERS OF THE
NATIONAL MARINE FISHERIES
COUNCIL

DEAR MEMBERS,

AS OWNER OF AN ELEVEN YEAR
ALASKAN CORPORATION BASED OUT
OF HALIBUT COUS AND HAVING BEEN
BORN AND RAISED IN A FISHING
COMMUNITY, I HAVE A FAIR
ACCOUNTING OF EVENTS CONCERNING
THE COMMERCIAL FISHING INDUSTRY.

MY EXPERTISE IN IN HALIBUT
SINCE 1965 AND BLACK COD FROM
1978. THIS IS INCLUDING THE
GROUNDS OF THE WEST COAST AND
ALL OF THE ALASKAN GULF, ALSO THE
BERING SEA ALONG WITH THE

ALGUTIAN CHAIN

THE OFF SHORE FISHERY HAS ALWAYS BEEN DANGEROUS AND IN YEARS PAST CONSISTED OF LARGE VESSELS AND MEN WITH HIGH SEAS EXPERIENCE.

RECENT YEARS DEVELOPMENTS HAVE FORCED BOATS AND MEN OF ALL CLASSES FAR OFFSHORE, MAKING AN ALREADY PROVEN DANGEROUS SITUATION VERY TRAGIC INDEED, COAST GUARD STATISTICS WILL SHOW THAT.

I PLEAD TO YOUR BETTER JUDGEMENT WHEN I ASK FOR YOUR SUPPORT IN CREATING A HALT IN THIS MADNESS. IT IS TAKING AND INCREASING NUMBER OF LIVES EVERY YEAR AND LEAVING MILLIONS OF POUNDS OF QUALITY FISH ON THE ROCK OR IN SMALL BOAT THAT CARRY LITTLE OR NO ICE.

IT IS IMPERATIVE THAT ACTION
IS TAKEN BEFORE REGULATION
IS IMPOSSIBLE AND ONE OF
THE OLDEST FISHERIES IS COMPLETELY
LOST IN CHAOS.

MY BOAT WAS BUILT IN 1927
AND HAS FISHED HALIBUT AND
BLACK COD IN ALASKA EVERY
YEAR SINCE, I HOPE IT CAN
CONTINUE TO DO SO.

I AM VERY CONCERNED AND
FOR THE SAKE OF MY FAMILY
HERE IN HALIBUT COUS, WE PRAY
FOR YOUR FULL SUPPORT ON THE
ITQ ISSUE -

RESPECTIVELY YOURS



KELLY C BRENNAN

OWNER AND CAPTAIN OF THE ECLIPSE

Eric G. Robinson
P.O. Box 8045
Port Alexander, AK 99836

January 27, 1992

Sen. Lloyd Jones
Chairman
Senate Resources Committee
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Sen. Jones:

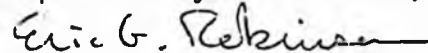
The following is my testimony concerning SJR 38:

My name is Eric Robinson and I am an active member of the Port Alexander Fish and Game Advisory Committee.

I am not in support of SJR 38 nor am I in support of the proposed IFQ system only because I don't want to see the resources end up in the hands of 200 IFQ holders.

Although I am not in support of the proposed IFQ system, I am in support of a limited access to the sablefish and halibut fisheries because the present open access management has allowed participation in fisheries to malignantly balloon to the point where the quotas for these fisheries are taken in days ignoring weather, safety, quality, gear conflicts and lost gear. Regardless of whether or not we are opposed to IFQs, the North Pacific Fisheries Management Council must implement a moratorium on new entries so that these fisheries are not destroyed while we wait for a suitable program of management to be implemented.

Respectfully submitted,



Eric G. Robinson

cc: North Pacific Fisheries Management Council
Alaska Trollers Association
Alaska Board of Fish
Senator Ted Stevens
Senator Frank Murkowski
Representative Don Young

February 13, 1992

Senator Lloyd Jones
Chairman Senate Resource Committee
Alaska State Legislature
State Capitol Building
Juneau, Ak 99801-1182

Dear Senator Jones:

My name is Duane Torgeson. I was born and raised in Ketchikan and have longlined since 1960. Longlining is just about all that I have done in order to make a living for myself and my family. I started running boats in 1974 and since 1976 I have been the owner and operator of the schooner "Republic".

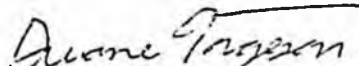
I hate to see the way things are going in the longlining fisheries and in order to preserve the resource and the livelihoods of the longline fisherman, I see the IFQ system as the only logical solution to the problems in the fishery today.

The IFQ system will solve serious problems with safety that have stemmed from the derby-style fisheries lasting only 24 hours. The 24 hour openings have also created a situation where hundreds of miles of gear (with fish still on the hooks) is left on the bottom after each opening.

Also, this system will solve problems related to the dumping of fish on the markets, which in turn, devalues the price of fish to the fisherman.

I urge you to support the IFQ system, because as I see it, it is the best system available.

Sincerely,


Duane Torgeson
F/V Republic

PUBLIC OPINION MESSAGE

DEAR: SENATOR JONES

NAME: CHARLES E. WILBER
TITLE:
ADDRESS: 705 ETOLIN ST.
CITY: SITKA
PHONE: 747-5819

ZIP: 99835

BILL NO:
SUBJECT: HJR 61 & SJR 38

MESSAGE: I AM HEARTILY IN FAVOR OF AN IFQ SYSTEM. IT IS THE ONLY PLAN THAT ADDRESSES SAFETY, BY-CATCH, GEAR LOSS, CONSUMER CONSIDERATIONS OF FISH QUALITY AND INSURES CONTINUATION OF A VIABLE FISHERY. THE ALTERNATIVE (STATUS QUO) IS FAR MORE CHAOTIC AND RESTRICTIVE. PLEASE VOTE FOR IFQ'S. THANKS.

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COPIES: REPRESENTATIVES SENATORS

DAVIDSON	COTTEN
DONLEY	ELIASON
ELLIS	FRANK
GRUENBERG	HALFORD
GRUSSENDORF	MENARD
MARTIN	ZHAROFF
TAYLOR	HOFFMAN

January 6, 1992

Dear Editor,

In December, the North Pacific Fishery Management Council passed an Individual Fishing Quota system for the sablefish and halibut longline fisheries. This important decision was not made in haste. Rather it was the product of many years of work and debate by the Council and members of the industry to find constructive solutions to the problems plaguing these longline fisheries.

Many of the articles that reported the Council's action and which appeared in various Alaska newspapers and trade publications emphasized the number of people who testified against the IFQ program. However, what these articles failed to mention is that many fishers and fishing organizations spoke in favor of the proposal at this meeting and during many of the past Council meetings. Positive solutions to the multitude of problems confronting the longline fisheries were noticeably absent in the testimony given by those opposing the program. "No" is probably the easiest spoken word in the English language; constructive solutions are many times more difficult to formulate and deliver. I believe the Council based their decision on the merits of the arguments presented rather than on the popularity of the program.

It appears that many people have conveniently forgotten why the Council has been seeking a change in the management methods used for sablefish and halibut. The overriding characteristic of the sablefish and halibut fixed gear fishery is that it has developed into a "derby" fishery as a direct outgrowth of open access. These developments have led to problems directly related to the length of seasons and to intensified competition on the grounds. Ten such problems have been identified by the Council. The most notable include: gear conflicts, deadloss, bycatch loss, excess harvesting capacity, safety, economic stability in the fishery and communities, and rural coastal community development of a small boat fishery. The analysis completed by the Council staff supports the view that IFQs will provide a clear improvement over the status quo in all of these problem areas. Clearly, the Council's decision will benefit the health and viability of the halibut and sablefish stocks. Unless the stocks are in good condition, we as fishers have no future.

Much has been said about the impact IFQs will have on communities. In some cases, communities have voiced opposition to the program prior to educating themselves on the concept and assessing the current situation. The derby style fisheries we currently have create a pulsing atmosphere. Either there are millions of pounds of halibut and sablefish to land and process, or there is nothing. This results in a few days of intensified work for people in the processing industry. This

does not create steady year-around jobs for residents of our communities. An IFQ program can provide steady employment of longer duration for crewmembers and those in the processing industry. This is far more desirable and will add greater stability to our communities than the pulse fisheries we currently experience. In addition, implementation of an IFQ program will not hinder landings. Halibut and sablefish can be landed anywhere in the State provided the sale is to a registered buyer and advance notification is given. An IFQ program will do alot to improve the economic stability of our longline fisheries and our communities.

It is evident that there are numerous rumors circulating with regards to IFQs. Misinformation severely hinders good decision making. Before forming a final opinion on IFQs, take some time to educate yourself with the facts. Here are a few to keep in mind:

- The Council has spent the past 5 years discussing the problems and possible solutions during more than 28 of their meetings, all of which were public. This issue is not new!
- For halibut, 86% of the initial quota share recipients will be Alaskan residents. For sablefish, this figure is 75%.
- For halibut, the total amount of quota shares initially allocated to Alaska residents will be 72%. For sablefish, this figure is 50%.
- There are 3 vessel size categories for traditional halibut boats (that deliver fish unfrozen). Less than or equal to 35 feet, 35 to 60 feet, and over 60 feet. Quota shares cannot be transferred from one vessel size category to another. These two provisions will insure that the present complexion of the fleet will be maintained. It prevents the small boat fleet from being eliminated from the fishery.
- Sixty-six percent of the halibut quota shares are going to vessels under 60 ft. (55% to vessels in the 35 to 60 foot size class, and 10% to the 35 feet and under class.) Once quota shares are allocated to a particular vessel size category, it cannot be transferred to another size category.
- There are limits on the amount of quota share that can be owned or controlled by one person or corporation. This will insure that ownership of quota shares will not be concentrated in the hands of a few large corporations.
- For the past two years, all longline fisheries in the Gulf of Alaska have been shut down due to halibut bycatch. The result has been millions of dollars lost in income and

revenue to longliners and coastal communities. This will no longer occur under this program.

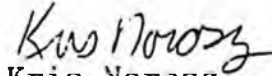
--Although a community may not receive primary port status, it does not preclude that community from purchasing halibut or sablefish harvested with IFQs. It merely means that a National Marine Fisheries agent will not be permanently stationed in the community.

However, THE MOST IMPORTANT POINT IS THAT THIS IFQ PROGRAM WILL BENEFIT THE RESOURCE. Implementation of an IFQ program will reduce gear loss and gear conflicts, drastically reduce bycatch and mortality rates, and provide safer working conditions for our fleet.

Change is rarely easy to accept. But change we must. Without a change from the status quo, we will soon experience further declines in stock abundance, even shorter fishing seasons, increased crowding on the grounds, and an increase in loss of lives and property. Clearly, this is not a healthy situation for the resource, our fleets, nor our communities.

Difficult decisions are not always the most popular ones. For those of us interested in the health and viability of the halibut and sablefish stocks, as well as the future of our industry, I believe the Council took a very positive step in the right direction.

Sincerely,


Kris Norosz
Director

Petersburg Vessel Owners Association
P.O. Box 232
Petersburg, Alaska 99833
(907) 772-9323 (phone & fax)

[REDACTED]

Fred & Cheryl Athorp
F/V AUK
10 Creek Street
Ketchikan, AK. 99901
(907) 225-3452

Senator Jones
Senate District A
State Capitol
Juneau, AK. 99801

March 28, 1992

Subject-IQFs

Dear Senator Jones,

I have been fishing halibut and black cod in S.E. Alaska for over 30 years, mostly in small boats (under 20 ton).

There was a moratorium proposed on halibut licenses to go into effect in 1980 because the number of boats involved in the fishery had increased from 157 to about 2,000 in the previous 4 or 5 years. This was stopped by a small group from Kodiak and the halibut season has reduced from 5 months to 2 one day openings a year in area 2C.

These one day "derbies" are grossly inefficient, we must sell our fish a far lower price than we would under an IQF and is extremely dangerous to all fishing people involved.

I note that Sealaska (of which I am a shareholder) in our March publication has come out in cautious opposition to the halibut IQFs. I presume the authors' opposition is based on an inadequate depth of information, fear of change and distrust of the North Pacific Council and the Government.

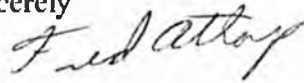
I have been earning a living fishing black cod and halibut longer than the great majority of those presently involved in these fisheries but have tentatively decided not to participate in these fisheries this year because of the over crowding, the danger to myself, crew, boat, and gear due to the restraints of time regardless of weather, and because of the lack of profitability due to the inefficiencies of "derby" style fishing.

[REDACTED]

[REDACTED]

Please support an IQF for halibut and black cod with a cutoff date as early as possible to protect a higher percentage of local fisher people and those that are serious and vested.

Sincerely



Fred & Cheryll Aihorp

cc

Sealaska

U.F.A.

Rep. Chery Davis

Rep. Robin Taylor