

North Pacific Fishery Management Council

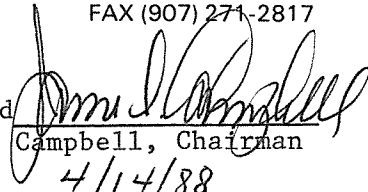
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Certified 
James O. Campbell, Chairman
Date 4/14/88

MINUTES

79th Plenary Session
NORTH PACIFIC FISHERY MANAGEMENT COUNCIL
December 8-11, 1987
Hilton Hotel
Anchorage, Alaska

The North Pacific Fishery Management Council met December 8-11, 1987 at the Hilton Hotel in Anchorage, Alaska. The Scientific and Statistical Committee began on Sunday, December 6, and the Advisory Panel began Monday, December 7. Members of the Council, Scientific and Statistical Committee, Advisory Panel, staff and general public in attendance are listed below.

Council

James O. Campbell, Chairman
John Peterson, Vice Chairman
Don Collinsworth
Rudy Peterson
RADM Edward Nelson
Joseph Blum
Oscar Dyson
Robert Ford
Guy Thornburgh

Robert U. Mace for
Randy Fisher
Robert McVey
Henry Mitchell
Jon Nelson for
Walter Stieglitz
Larry Cotter
John Winther

NPFMC Staff

Jim H. Branson, Executive Director
Clarence Pautzke
Judy Willoughby
Steve Davis
Denby Lloyd

Ron Miller
Dick Tremaine
Terry Smith
Helen Allen
Peggy Kircher

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Support Staff

Jim Balsiger, NMFS-NWAFC
Dale Evans, NMFS-AKR
Craig Hammond, NMFS-AKR
Jim Brooks, NMFS-AKR
Janet Smoker, NMFS-AKR
Jay Ginter, NMFS-AKR
Pat Peacock, NMFS-AKR

Fred Gaffney, ADF&G
Loh-Lee Low, NMFS-NWAFC
Jon Pollard, NOAA-GC
Ron Berg, NMFS-AKR
Janet Wall, NMFS-Seattle
CDR George White, USCG

Scientific and Statistical Committee

Richard Marasco, Chairman
Bill Aron
John Burns
Robert Burgner
Bill Clark

Doug Eggers, Vice-Chairman
Terry Quinn
Don Bevan
Don Rosenberg
Larry Hreha

Advisory Panel

Nancy Munro, Chairman
Bob Alverson, Vice Chairman
Rupe Andrews
Al Burch
Lamar Cotten
Rick Lauber
John Woodruff
Oliver Holm
Edwin Fuglvog
Dave Woodruff

Joe Chimegalrea
Thorn Smith
Cameron Jensen
Ron Peterson
Barry Fisher
Daniel O'Hara
Pete Isleib
Terry Baker
Ron Hegge

General Public

It was estimated that over 200 people attended the Council, SSC and AP meetings, including the following:

Mary Truitt, Alaska Maritime
Kelly Kurita, Kanai Fisheries Co. Ltd
J. Sprus, Assn. of Fisheries Ent., Poland
Gregorz Stanislawczyk, Amerpol Int'l
Chris Blackburn, Alaska Groundfish Data Bank
Ginna Brelsford, Gov. Int'l Trade
James Salisbury, Fisheries Attache, Tokyo
David C. Harrison, Rep. Springer's Office
Paul MacGregor, North Pacific Longline Assn.
William Nicholson, Bristol Bay Herring Co-op
Paul Gilliland, Alaska Pacific Int'l
Jeff Stephan, United Fishermen's Mktg Assn.
Greg Fisk, Douglas
Albert Mortensen, Copenhagen
Chris Mitchell, Mercer Island
Vern Hall, Kodiak

Eric Maisonpierre, AJVS
Charles Jacobsen, WA
Steve Smith, Kemp Pacific
Ron Pauley, OceanTrawl
Fred N. Kirkes, Seattle
James Russell, BFI
L. Dochtermann, Kodiak
Bob Mikol, Seattle
Peter Block, Seattle
Roy Jones, J. Cabot Co.
Perfenia Pletnikof, CBSFA
Ron Rogness, NFI
Mike Broili, Anchorage
Jim Hubbard, Kent, WA
Connie Thomas, Eagle River
Vic Horgan, Jr., Seattle

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Stephen B. Johnson, Seattle	Jason Borg, Kodiak
Kris Holmes, Anchorage	Bill Orr, AFTA
John Cleveland, Sea Land Services	Spike Jones, Oregon
Alec Brindle, Wards Cove Packing Co.	Norman Anderson, Seattle
Bob King, Dillingham	Kyung Yong Kim, Virginia
Dennis Peterson, Seattle	David Edick, Seattle
Joe Kurtz, Seldovia	Grant Henderson, Anchorage
Adam Orth, Seward	Beth Pokovny, Seward
M. Oatney, Kodiak	Neil Stuckerow, Kodiak
Y.C. Kim, Seoul, Korea	Barry McKee, KLOVA
Mike Zacharof, St. Paul Island	Steve Grabacki, Graystar
Bill Shernow, Rep. Don Young's Office	Stephanie Wilson, Seward
David Long, Wasilla	Kenneth Allread, Kodiak
Suzane Hancock, Kodiak Daily Mirror	John Wedin, PSPA
Perch Hadley, Anchorage	Blyth Worth, Oregon
Steve Drage, Oregon	Paul Fuhs, Unalaska
Jack Hill, Kodiak	Madelyn Walker, Seward
Beth Jacobson, Marine Resources	James Major, Kodiak
Joseph Walsey, Seattle	Einar H. Peterson, WA
T. Yamamota, Tokyo	Gary Westman, WA
Kenneth Sjong, Idhuso Fisheries	Ramond Campbell, Kodiak
H.J. Park, North Pacific Fisheries	Mark Snigaroff, AFA
Terry Thomas, Arctic Venture Fisheries	Dave Herrnsteen, Kodiak
Joo Shik Kang, Korea	Brad Tischer, Seward
Reed Wasson, Eagle Fisheries	Mitch Kink, AIFMA
John D. Kelly, NMFS, DC	Lynn Gabriel, Graff Martin
Mike Atterbury, Alyeska	Laurie Williams, ProFish
Leslie Watson, ADF&G, Kodiak	Norm Stadem, AIFMA Co-op

A. CALL TO ORDER, APPROVAL OF AGENDA AND MINUTES OF PREVIOUS MEETING

Chairman Jim Campbell called the meeting to order at 9:05 a.m. on Tuesday, December 8, 1987. The reporting of discards by catcher/processors and managing rock sole separately from the other flatfish complex were added to the agenda which was approved.

John Peterson moved to approve the minutes of the September Council meeting with minor editorial changes suggested by Admiral Nelson. The motion was seconded by Bob Mace and carried with no objection.

B. SPECIAL REPORTS

B-1 Executive Director's Report

The Executive Director reported on recent Council staff activity including meetings of the plan teams, the Future of Groundfish Workgroup, and the SSC with the crab team on the draft FMP. The Council was advised that programmatic money probably would not be available in 1988, and that Congress may cut the administrative budget to reduce the deficit. Council members were reminded that Council offices will move back to the Old Federal Building January 6-8 and phone service may be interrupted.

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B-2 Domestic Fisheries Report by ADF&G

Fred Gaffney reported that the total chinook harvest is about 45,000 fish; this compares to 28,400 chinook harvested during the entire 1986-87 winter troll season. Increased catches were attributed to favorable weather conditions during October and November, higher abundance levels, and increased prices.

ADF&G is projecting a total 1987-88 Tanner crab harvest of between 127.95 and 128.75 million pounds. The total harvest for 1986-87 was 107.6 million pounds.

B-3 NMFS Management Report

By early December the U.S. industry had harvested and processed 305,597 mt of groundfish off Alaska. The catch included 175,586 mt pollock, 7,934 mt Greenland turbot, 15,955 mt other flounders, 61,771 mt Pacific cod, 6,783 mt Pacific ocean perch, 4,884 mt rockfish, and 30,142 mt sablefish. These figures do not include joint venture harvests. NMFS projects the domestic annual processed (DAP) harvest will reach 348,000 mt by the end of 1987, greatly exceeding past years' performance: 139,859 mt in 1986, 133,242 mt in 1985, 49,851 mt in 1984; 50,710 mt in 1983; 26,491 mt in 1982; 20,672 mt in 1981; 11,023 mt in 1980 and less than 10,000 mt in earlier years.

By early December the foreign fleets in the Bering Sea and Aleutians harvested 48,765 mt which was 79% Pacific cod, 11% flatfish, 2% Greenland turbot, and 8% other species. NMFS projects a total foreign catch of 78,915 mt in 1987, greatly reduced from the 487,000 mt taken in 1986.

B-4 Enforcement and Surveillance Report by U.S. Coast Guard

U.S. Coast Guard enforcement efforts for 1987, through November 30, have totaled 540 cutter days and 1,416 aircraft patrol hours. Coast Guard ships and aircraft have patrolled over 15 million square miles of ocean in the Bering Sea, Gulf of Alaska, and North Pacific Ocean. To date, a total of 59 notices of violation and written warnings have been issued, 48 to foreign and 11 to U.S. fishing vessels operating off Alaska.

The most significant Magnuson Act enforcement actions since the last Council meeting include the seizure of 6,646 lbs of sablefish from the U.S. longliner MARY ELLEN for fishing in a closed area and the seizure of 44,871 lbs of sablefish from the U.S. stern trawler REBECCA IRENE for targeting sablefish in a closed area. The REBECCA IRENE was arrested later and released on \$500,000 bond pending trial.

For the longline halibut fisheries, U.S. Coast Guard efforts totalled 83 cutter days and 311 aircraft patrol hours. Seventy-one longliners were boarded. Two of the most significant enforcement actions included seizure of the MINNOW and its 84,000 lb catch for fishing before the season, and seizure of 29,925 lbs of halibut from the CONSTITUTION for not maintaining a catch log, having an automatic hook remover aboard, and not marking longline buoys.

In November USCGC STORIS boarded many uninspected U.S. fishing vessels in Dutch Harbor and found numerous licensing, documentation, and measurement violations. ALASKA HERO was boarded on November 13 and detained for operating without the required number of U.S.-licensed officers aboard. The vessel was released when properly licensed officers were hired.

The AMALASKA II, NORPAC I, NORPAC II, NORPAC III, and BERING I were boarded November 16-19. All vessels had been in South Korean shipyards for conversion/refit work which had altered the structure/tonnage of all vessels. There were various tonnage, admeasurement, licensing and pollution violations on all vessels. Fraudulent use of documents was suspected in each case because invalid documents were presented by vessel masters to U.S. customs agents for purposes of U.S. port entry clearance. On November 20, the UYAK I (formerly STATE REBEL) was boarded in Kodiak. Tonnage/admeasurement violations due to conversion of ballast tanks to fish holds were discovered. All vessels were ordered not to operate until they complied with admeasurement and documentation laws of the U.S. The licensed masters of AMALASKA II, NORPAC II, and NORPAC III were charged and hearings will be held to determine if their license should be suspended or revoked.

The NORTHWEST ENTERPRISE was boarded by STORIS on November 21. The vessel had been converted in 1983 in Seattle from a crabber to a catcher/processor. Vessel structure/compartments use had been changed since conversion and tonnage/pollution violations were noted. The vessel was detained and later released because it had been readmeasured after the conversion. Tonnage opening violations are pending.

From the number of violations discovered, it appears that vessel licensing and documentation laws are being disregarded by some of the domestic trawler fleet. This appears to be especially true of vessels which have been converted from offshore supply vessels to fishing vessels. Frequently, this conversion raises the gross tonnage above 200 gross tons and subjects the vessels to licensing requirements of the Officer's Competency Certificates Convention, 1936. In some of the cases major alterations to ballast systems indicate a lack of concern for vessel safety.

B-5 Special Reports

PMFC Annual Meeting

Guy Thornburgh reported on the PMFC annual meeting held October 27-28 in San Pedro, California. The Commission accepted their technical committee's "Report on Proposed Amendments to the Marine Mammal Protection Act," submission to Congress, and agreed to sponsor workshops to bring the fishing industry, resource agencies and environmental groups together to focus the reauthorization of the MMPA toward more balanced marine mammal/fishery interactions. The Commission will also form another technical committee to investigate the process used by the National Marine Fisheries Service to determine the status of marine mammal populations and, where appropriate, recommend changes to that process. A Marine Mammal Committee consisting of a commissioner and advisor from each member state of the PMFC will be formed to work with the Executive Director on issues relating to the 1988 reauthorization of the MMPA.

Secretary's Draft Uniform Standards

Clarence Pautzke reported that Council Chairmen met in October to review proposed 601 regulations and 602/603 guidelines drafted by two inter-Council workgroups and a NMFS scientific team. The Chairmen revised and approved for Secretarial review sections 601 and 603 dealing with Council regulations, administration, and operations. However, they could not agree on the 603 guidelines, specifically the definition and application of terms such as threshold, acceptable biological catch, and overfishing. They decided to reserve comment on these guidelines and send them to individual Council SSCs for further development by mid-January. NMFS will publish the 601/602 guidelines for public review and consider the 603 guidelines on a separate track since several Council SSCs are not expected to complete their reviews until about mid-January.

S-K Crab Bycatch Experiment in Bering Sea

A presentation was given on the results of the crab bycatch experiment conducted in the southeast Bering Sea by the Highliners Association, Natural Resources Consultants, Marine Resources Co., Noreastern Trawl Systems, the Center for Fisheries Engineering Research, and the National Marine Fisheries Service. A description of the methods used and preliminary findings were given. A final report should be available in late January.

Marine Debris Conference

Barry Fisher reported on the International Fishermen's Conference on Marine Debris held in Hawaii October 13-17. There were 70 delegates from the United States, Canada, Japan, Taiwan and South Korea. Resolutions and a program to commit fishing nations in the North Pacific and Bering Sea to a code of behavior to help in reducing the amount of marine debris were developed during the meeting.

C. NEW OR CONTINUING BUSINESS

C-1 AP Appointments

The Council approved the following appointments to the Advisory Panel for 1988:

Arne Aadland	Edwin Fuglvog	Ron Peterson
Bob Alverson	Pete Granger	Jon Rowley
Terry Baker	Ron Hegge	Richard White
Al Burch	Pete Isleib	Dave Woodruff
Lamar Cotten	Rick Lauber	John Woodruff
Mark Earnest	Nancy Munro	Fred Zharoff
Barry Fisher	Dan O'Hara	

C-2 Legislative Update

Ron Miller reported on the following legislative matters:

User Fees

Congress has not yet acted on H.R. 3341, the "Fisheries Research Funding Act of 1987" introduced by Rep. Don Young on September 23. The bill would impose fees on both commercial harvesting and processing vessels operating in the EEZ and require a fishing license for recreational fishing. The fee schedule is:

- Harvesting Vessel - \$45 per vessel annually
- Processing Vessel - \$2 per ton of fish purchased by the vessel for processing within the EEZ
- Recreational Fishing License - \$15 annually for anyone 16 and over

The fees are to be collected by the Secretary of Commerce, deposited into a Fisheries Research Fund, and distributed annually as follows:

1. 25% to the Regional Fishery Councils
2. 10% to the Pacific Marine Fisheries Commission
3. 10% to the Atlantic States Marine Fisheries Commission
4. 5% to the Gulf States Marine Fisheries Commission
5. 50% to NMFS

National Oceans Policy Commission

The House approved H.R. 1171 creating a National Oceans Policy Commission on September 29. The 17-member Commission is to make recommendations to Congress and the President on a comprehensive oceans policy for the U.S.

The Senate hasn't acted on S. 562, introduced by Senator Weicker (R. Conn.) in February, creating a panel similar to that of H.R. 1171 but titled the National Marine Policy Commission.

Vessel Safety

The House Merchant Marine and Fisheries Committee, Subcommittees on Fisheries and Wildlife Conservation and the Environment, and Coast Guard and Navigation marked up H.R. 1841, the "Commercial Fishing Industry Vessel Safety and Compensation Act of 1987" on October 22. The bill sets safety and equipment standards for commercial fishing, fish processing, and fish tender vessels; and provides a compensation schedule for seamen who suffer losses from a temporary illness or injury on a fishing, fish processing, or fish tender vessel.

It also establishes a commercial fishing industry vessel advisory committee to advise the Secretary of Transportation on safety matters and requires the Secretary to establish a plan within 18 months of the bill's enactment for inspecting fish processing vessels and, within two years, a plan for licensing operators of documented fishing, fish processing, and fish tender vessels.

Seafood Inspection

Senator Pat Leahy (D. Vt.) introduced S. 1813, the "Safe Foods Standards Act of 1987", on October 23, intended to improve the inspection of meat, poultry and fish. The bill requires the Secretary of Commerce to develop a program of testing for "pathogenic micro-organisms" in "statistically selected samples of

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fish or fish products intended for human consumption." The samples may be taken from fish harvesters or processors.

It also authorizes the Secretary of Commerce to establish a water quality monitoring program to determine the effects of pollutants on fish harvested for human consumption and any causal connections between those fish and food-borne illnesses.

Plastics Pollution

The Senate ratified Annex V of the International Convention for the Prevention of Pollution from Ships (MARPOL) on November 5, which governs at-sea disposal of plastics and other garbage. Four bills have been introduced this year that would implement Annex V: S. 560, S. 663, S. 1562, and H.R. 940.

On October 13 the House passed and sent to the Senate H.R. 940, the "Marine Plastic Pollution Act of 1987." Title I of that bill implements Annex V, Title II calls for marine pollution studies, and Title III reauthorizes the National Sea Grant Program.

The House bill was referred to the Senate Commerce and Environment and Public Works Committees. On November 19, the Senate Commerce Committee adopted the provisions of H.R. 940 regarding Annex V but deleted Titles II and III of the bill. The Commerce Committee also added language that requires the Secretary of Commerce, in consultation with the Secretary of Transportation, to conduct a three-year public education program regarding the harmful effects of plastics in the marine environment.

High Seas Driftnets

As reported in September, the House deleted that portion of H.R. 940 that addressed entanglement and pollution problems associated with the use of high seas driftnets. On October 29, Representatives Gerry Studds and Don Young introduced H.R. 3554, the "Driftnet Impact Monitoring Assessment and Control Act of 1987." The new House bill calls for the Department of State to negotiate monitoring and enforcement agreements with foreign countries whose fishermen use driftnets in the North Pacific north of 35°N latitude. If the foreign country fails to enter into a monitoring agreement within one year of the bill's enactment, permits for directed fishing in the U.S. EEZ may be denied that country. If a country fails to enter into a monitoring agreement within two years of the bill's enactment, joint venture permits for that country may be denied. If a foreign country has failed within one year of the bill's enactment to enter into an enforcement agreement they will be certified under Section 8(a) of the Fishermen's Protective Act and may be prohibited from exporting fishery products into the U.S. The Secretary is also required to report to Congress on the effects of driftnet fishing on marine resources of the U.S.

The House Subcommittee on Fisheries and Wildlife Conservation and the Environment passed the bill on November 4. The House Committee on Merchant Marine and Fisheries is expected to act on the legislation within the next two weeks.

On November 19, S. 62, Senator Stevens' driftnet bill, was reported out of the Senate Commerce Committee with substantial amendments. Originally, the bill contained the following provisions:

As reported out of Committee, S. 62 requires the Secretary of Commerce to: (1) report to Congress on the impacts of driftnets on marine life, (2) develop recommendations on a driftnet marking and registration system and the use of biodegradable materials, and (3) implement a bounty system. As amended, the bill requires the Secretary of Commerce to negotiate, through the Secretary of State, monitoring and enforcement agreements with foreign countries whose fishermen fish with driftnets in the "North Pacific off the coasts of the U.S." and take living marine resources of the U.S. Failure by a foreign country to enter into an enforcement agreement within one year of the bill's enactment will result in certification under Section 8(a) of the Fishermen's Protective Act.

Marine Sanctuaries Restoration Act of 1987

Representative Studts introduced H.R. 3640 on November 10, a bill that amends the Marine Protection, Research and Sanctuaries Act, to impose liability on those who cause damage to the resources of a national marine sanctuary and clarifies the authority of NOAA to recover for those damages. Recovered funds are to be deposited into a special account rather than the general fund and used to restore the affected marine sanctuaries.

Reflagging

The House passed and forwarded to the Senate H.R. 2598, the "Commercial Fishing Industry Vessel Anti-Reflagging Act of 1987", on November 9. It was the original intent of the Senate Commerce Committee to offer an amendment as a substitute to the House bill. The Senate substitute would not contain the House bill's provision that fishing, fish processing or fish tender vessels applying for documentation after July 28, 1987 and owned by U.S. corporations with less than 51% ownership by American citizens would be ineligible for U.S. registry.

A hold has been put on the bill in the Senate because some Senators intend to offer an amendment that would include the American ownership requirement. Others have objected to this move and the matter is currently at an impasse.

The Administration, in a Statement of Administration Policy issued during the House consideration of H.R. 2598, objected to the ownership provision. OMB has indicated that it will recommend the President veto the bill if it passes with that provision.

The temporary moratorium on reflagging foreign processing vessels expired on November 15.

Japanese GIFA

The current GIFA with Japan expires on December 31. H.R. 3674, the House bill that provides for Congressional approval of the new GIFA, will be considered by the House Fisheries and Wildlife Subcommittee on December 9 and by the House Merchant and Marine Fisheries Committee on December 16. Some in the

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House are considering attaching H.R. 3584 - the driftnet bill, H.R. 940, the Plastics Pollution bill, and Sea Grant Reauthorization to H.R. 3674 before it is sent to the Senate.

Executive Order 12612

On October 26, 1987 the President signed an Executive Order which restates fundamental federalism principles and:

1. Establishes federalism criteria for agencies to follow when formulating and implementing policy.
2. Limits federal agency preemption of state laws.
3. Prohibits submission of proposed legislation which is not in accord with federalism principles.
4. Requires the preparation of a "Federalism Assessment" for federal actions having sufficient federalism implications.
5. Directs OMB to ensure that the policies of executive agencies are consistent with the principles, criteria and requirements of the order.

C-3 Pilot Domestic Observer Program

This agenda item was information only and because of lack of time was not presented to the Council.

C-4 Halibut Management

At the September meeting the Council directed the Halibut Management Team to prepare analyses of proposals to continue allocative regulations promulgated last year by the IPHC for halibut fishing near the Pribilof Islands and Nelson Island (Areas 4C and 4E, respectively). An EA/RIR/IRFA was prepared for the proposals and submitted to the Council.

Report of the Scientific and Statistical Committee

The SSC did not have time to review the draft EA/RIR/IRFA and therefore did not comment on this issue.

Report of the Advisory Panel

The AP recommended the status quo (continuing last year's management regime for Areas 4C and 4E) with the following revisions:

1. Season dates to be set by IPHC.
2. Clearing procedures would stay the same.
3. In Area 4C fishing would be one day on/one day off with a 10,000-pound trip limit until 50% of the quota is caught, then the trip limit would be increased to 20,000 pounds.
4. In Area 4E fishing would be two days on/one day off with a 6,000-pound trip limit throughout the season.

Public Testimony

Steve Hoag, IPHC. IPHC staff supports Alternative 4 in the EA/RIR. Under this alternative the Council would only determine what percentage of the area catch limit should be allocated to local fishermen and the IPHC would implement appropriate regulations to accomplish such an allocation within their otherwise conservation-based management regime. Even if the Council chooses Alternative 2 (remove allocative regulations eliminating preferential allocation to local fishermen in the affected area), IPHC staff will probably recommend a series of short openings along with trip limits. The status quo alternative is not satisfactory for conservation reasons. IPHC staff would not recommend the two day on/two day off regime in Area 4C; they would like to look at longer openings with longer periods of time between openings.

Bob Alverson, FVOA, supports the AP recommendation.

Jim Richards, FVOA, said he is strongly against getting into special allocations for individual groups. Supports AP position.

Peter Samuelson, FVOA, does not favor special considerations for any group until long-term limited access is implemented. Supports AP recommendation.

Oliver Holm, Kodiak Longliners Association, would like Council to consider Alternative 4 (described in Steve Hoag's testimony). There are compelling issues of socioeconomic concern in both of these areas. Kodiak was refused when they requested pot limits and other allocative proposals for their area and he feels these proposals fall in the same category.

Perfenia Pletnikoff, St. Paul Island. The 10,000 lb trip limit for the first 50% of quota would still only be a one-day fishery. Supports the AP recommendations. Outside boats could possibly fish the last 10,000 lb trip limit opening and then stay for the 20,000 lb trip limit opening which would make it more economically feasible for them.

Ron Philemenof, St. Paul Island, could support Alternative 4 if they were allocated more than 30%; they would need at least 85% to break even. Under option 1 of the AP recommendation, they would need 100% of the trip limit, 10,000 pounds, which would spread the fishery out.

Harold Sparck, Qaleuynat Fishermen's Assn., said that in Area 4E, Alternative 3 would be their choice, allowing local fishermen to capture a certain percentage of the overall catch limit before nonlocal fishermen could begin to harvest. They would suggest amending it to add trip limits.

Jeff Withers, St. George Island Fishermen's Assn., recommends the AP proposal. If the trip limits are reversed to 20,000 pounds at the beginning of the season the quota will be gone and local fishermen will not benefit.

Robert Worm, Kodiak Longline Vessel Owners' Assn, supports AP's recommendation. Against any economic allocations that would set a precedent. The 10,000 pound trip limit all the way through the season would essentially eliminate any nonlocal boats because it would not be economical for them.

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Supports the 10,000 pound limit at the beginning of the season and the 20,000 pound limit later.

COUNCIL DISCUSSION AND ACTION

John Peterson moved to accept the AP recommendation on halibut management:

Retain status quo (last year's IPHC regulations) with the following provisions:

1. Season dates set by IPHC.
2. Clearing procedures stay the same.
3. In Area 4C fishing would be one day on/one day off with a 10,000-pound trip limit until 50% of the quota is caught, then the trip limit would be increased to 20,000 pounds.
4. In Area 4E fishing would be two days on/one day off with a 6,000-pound trip limit through the season.

The motion was seconded by Oscar Dyson.

Henry Mitchell moved to amend the motion to add Alternative 3:

Allow local fishermen in Area 4E to capture 80% of the overall limit before nonlocal fishermen may begin to harvest in the respective area, along with a trip limit of 6,000 pounds throughout the season in Area 4E until the total quota is caught.

The motion to amend was seconded by Don Collinsworth and carried 6 to 5, with Blum, Campbell, Mace, R. Petersen, and J. Peterson voting against.

Henry Mitchell moved to amend the motion for Area 4C to include a 10,000 lb trip limit for the entire season for every opening. The motion was seconded by Don Collinsworth and failed, 8 to 3, with Mitchell, Collinsworth, and Dyson voting in favor.

Bob McVey suggested allowing the IPHC the option of reversing the 10,000/20,000 lb trip limits in #3 of the main motion. He pointed out that public testimony had indicated that reversing the trip limits would probably negate the purpose of the motion.

Jon Pollard noted that IPHC has the option of taking such an action if necessary for conservation. Steve Hoag, IPHC, said the Commission possibly could schedule openings in 4C and 4A at the same time which would split the fleet and avoid the possibility of taking more than 50% of the quota without overrunning the 20,000 lb trip limit.

Bob McVey moved to amend the motion to recommend to IPHC that they endeavor to achieve the 6 days of fishing as they did in 1987. The motion to amend was seconded by Bob Mace and carried with no objection.

The main motion, as amended, carried with no objection.

C-5 Sablefish Management

Jim Branson reported progress of the Council staff in developing basic systems for license limitation and individual transferable quotas since the September meeting. Work has been hampered by the lack of data, but preliminary descriptions should be available to the Council in January. John Harville has been retained to lead public workshops on sablefish effort management in Seattle, Petersburg, Sitka, Homer and Kodiak. Council members stressed the need to contact communities to be sure workshops are held when fishermen are available. It was also suggested that staff work through Council members in the various communities to set up the workshops.

C-6 Future of Groundfish Management

The Future of Groundfish (FOG) Committee's meeting of November 19-20 in Seattle to discuss problems in the groundfish fisheries was summarized by Dorothy Lowman. The Committee recommended that the Council retain the inclusion of the December 31, 1987 cut-off date in the Statement of Commitment approved in September.

Report of the Advisory Panel

The AP voted, 9 to 5, to delete the December 31, 1987 cut-off date from the Statement of Commitment.

Public Testimony

Fred Yeck, Midwater Trawlers Cooperative, said they will not have a position until the committee does its work and urged the Council to retain 12/31/87 as a possible cut-off date because it is necessary if the committee's work is to have any meaning.

Ted Evans, Alaska Factory Trawlers, said they are concerned that the proposed date will serve as a disincentive for development and the economic investment the Council has encouraged in the past. Approximately \$250 million is presently committed to DAP fisheries. Any cut-off date at this time would pre-judge future Council action.

Rick Lauber, PSPA, objects to the inclusion of the 12/31 cut-off date in the Statement of Commitment. He thinks a cut-off date at this point could chill market-driven expansion of the fisheries and could inhibit the ability to obtain capital.

Dave Harville, Kodiak Westward Trawlers, member of FOG Committee, said a cut-off date is necessary to the Committee's work and he doesn't feel it will "cut off" development of DAP fisheries although it might restrict it some; he hopes that it will encourage development in the processing sector.

Dave Fraser, member of FOG Committee, feels that the Committee needs the cut-off date to use as a tool if necessary.

Oliver Holm, Kodiak Longliners Association, supports the AP recommendation to drop the 12/31 cut-off date. Kodiak boats have committed to supply to shore plants and they should be allowed to participate in the future fisheries. He

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also said that limited entry is not needed in the halibut fishery and that the cut-off date published for the sablefish fishery has only served to keep some fishermen in the fishery to ensure their eligibility under any future limited access system even though they would rather go on to other fisheries. Also, a cut-off date sends confusing signals to the banking community. Development of the pot cod fishery could also be hampered by such a date.

Bob Alverson, FVOA, supports the AP's minority report -- to retain the 12/31 cut-off date. The Council should take no further action on the date, but let the FOG Committee get on with its work. He encouraged the Council to keep sablefish on its own separate time schedule.

Vern Hall, Fisherman, Kodiak. Overcapitalization continues and, although he has previously been opposed to limited access, he sees a need for some action. But fishermen do need the option to be able to move from fishery to fishery as stocks fluctuate. The earlier a cut-off date is established, the less hardship will be involved. He supports a 12/31/87 cut-off date at the latest.

Brian Kelly, member of the FOG Committee, urged the Council to remove the 12/31 cut-off date. He feels the Council could seriously stifle the Committee's work by keeping this date and restrict full Americanization of the groundfish fisheries. Based on legal opinions he feels that it is unlikely the Council would ultimately use the date anyway and that it should be stricken from the Statement of Commitment.

COUNCIL DISCUSSION

There was much discussion on whether or not the Council could make use of the date if a limited access system were eventually adopted. It was stressed that the date would not necessarily exclude people from the fishery but would serve notice that new participants may or may not accrue rights under a future system.

Jon Pollard, NOAA-GC, said that their agency's opinion is that a published cut-off date may be relevant because it would serve notice to fishermen who enter the groundfish fishery in the future that their investment may be at risk and would rule out equity arguments should a limited access program be implemented.

Larry Cotter moved to replace the last two sentences of Item #2 on the Statement of Commitment to read as follows:

At the June 1988 meeting the Council will consider alternative means to determine the extent to which various participants may accrue credit, including cut-off dates, participation credit, and other approaches, should access limitation be implemented in the future. The Council reserves the right to make retroactive application of such determinations, in whole or in part.

The motion was seconded by John Winther and carried with Don Collinsworth objecting.

C-7 Bycatch Management

Larry Cotter reviewed the Bycatch Committee's report and recommendations for the management of bycatch of Tanner crab, red king crab and halibut in the Bering Sea/Aleutian Islands groundfish fisheries. He indicated that next year the Committee will begin work on bycatch management problems in the Gulf of Alaska and continue working on Bering Sea/ Aleutian Island bycatch measures.

COUNCIL DISCUSSION AND ACTION

Don Collinsworth moved to adopt the recommendations of the Bycatch Committee (See APPENDIX I). The motion was seconded by Joe Blum and carried with no objection. The specific recommendations for bycatch management will be incorporated into the 1988 plan amendment cycle.

Larry Cotter was asked to provide the Council at the January meeting with a brief list of tasks to be accomplished by his Committee in 1988.

Council members complimented the Committee and support staff for their work.

C-8 Reporting Requirements

NMFS had requested the Council to consider asking the Secretary for an emergency rule to implement reporting requirements adopted under Amendment 16 to the Gulf of Alaska FMP and Amendment 11 to the Bering Sea/Aleutian Islands FMP so they could be in place to begin the fishing year. However, during the meeting Mr. McVey told Council members this would not be necessary. He did ask the Council to approve the addition of a discard section to the catcher/processor report form approved in September. Bob Mace, Chairman of the Reporting Requirements Workgroup, reported that workgroup members had been polled and had no objection to the addition.

Bob Mace moved to approve the addition of the discard section to the weekly catcher/processor report approved at the September Council meeting. The motion was seconded by Don Collinsworth and carried with no objection.

C-9,10,11 Review of DAP, JVP, and Foreign Fisheries for 1988

(a) DAP for 1988

NMFS-AK Region sent questionnaires to 52 companies and received responses from 50. Two non-respondents were thought to be small operations. One response, for 8,000 mt pollock, 13,600 mt Pacific cod, and 2,200 mt flatfish in the Western Gulf, was received too late to be included in the tables provided to Council members. Eighteen companies reported for 21 shoreside plants, 22 companies reported for 32 floating processors (6 motherships, 6 longliners, 1 pot vessel, and 19 trawlers), and 14 companies reported for 21 new vessels which included motherships, trawlers and longliners anticipating start-up operations during 1988. NMFS projected a DAP need of 966,646 mt groundfish for 1988 in the Gulf of Alaska and Bering Sea/Aleutian Islands.

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(b) JVP for 1988

The Council received joint venture applications from Japan, S. Korea, the USSR, Poland, China, and Iceland totalling 1,969,731 mt for six major species or species groups for target fisheries: pollock, Pacific cod, yellowfin sole, flatfish, and Atka mackerel.

(c) Foreign Fisheries for 1988

Foreign requests for directed fisheries totaling 340,370 mt were received from Japan, S. Korea, China and Poland. No requests were received from Iceland, Taiwan, or the USSR.

Report of the Permit Review Committee

The Permit Review Committee recommended approval of joint venture requests from Japan, S. Korea, the USSR, China and Iceland, subject to the availability of JVP and permit conditions requiring compliance with the industry bycatch plan. The Committee unanimously recommended disapproval of the request from Poland based on their poor joint venture performance in 1987 aggravated by extensive fishing in the "donut," the fact that they did not respond to the criteria in the Council's Policy on Joint Ventures and Allocations, did not purchase U.S.-processed products, and made no capital investments in U.S. industry. The Committee also recommended that all flounder joint ventures in the Gulf of Alaska be subject to their agreeing to comply with a bycatch plan similar to that submitted by Kodiak Western Trawlers in 1987.

The Committee reviewed allocations requests for 340,370 mt from Japan, Korea, China and Poland and each country's activities in fisheries of concern to the United States. They recommended the following percentages of available TALFF by country: Japan - 90%; Korea - 9%; and China - 1%.

The Committee recommended approval for all foreign vessel permits except those from Poland and the Japanese trawler DAIEI MARU No. 2 because of serious violations.

The Committee forwarded Paul Fuhs' fishery support proposal and the Bering Sea Fishermen's Association Petition to the Council without recommendation.

The Committee also suggested that the Council clarify what information is required from foreign countries about their fisheries in the "donut." Is it just gross catches or does it include biological data on stock composition and status? What species should be reported? How are "verifiable" and "timely" in the Council's policy defined? The Committee urged the Council to ask NMFS to clarify the research data that are needed from the "donut."

Public Testimony

Admiral K.H. Oh, Korea Deep Sea Fisheries Assn, reviewed the results of 1987 U.S.-Korea over-the-side and equity joint ventures and plans for 1988. He noted that U.S. legislation and policy currently being discussed could hamper the progress of Korean/American equity joint ventures. Admiral Oh reported that Korean imports of American fisheries products increased considerably in 1987.

Dave Harville, Kodiak and Western Trawlers, said he and possibly four other operations are planning flounder joint ventures in the Gulf in 1988. He told the Council that he hopes some kind of bycatch restrictions can be attached to permits. He suggested a cap of no more than 80 lbs of halibut bycatch per metric ton.

Nancy Davis, Quest Export Trading Co., asked the Council for a favorable recommendation on Poland's 1988 joint venture requests. They have been responsible joint venture partners and it was Quest's fault, not Poland's, that their joint venture tonnage was below that requested for 1987. Because of differences in operations Poland's performance should not be compared with that of Korea or Japan.

Paul Gilliland, Alaska Pacific Int'l. They have a contract for a joint venture with Poland for 1988. Their Polish partners have promised them as many processors as they can provide catcher boats for. He said that Polish representatives would offer to take U.S. observers aboard vessels fishing in the "donut," and pointed out that Poland has been involved with the U.S. on several research projects and has a contract with the Woods Hole Institute for research this year in the Antarctic.

Ed Zeasor, Mrs. Paul's Kitchens. Supports joint venture requests of Korea and Poland and also supports the development of the U.S. seafood processing industry. In the last year they have purchased product from Korea and Poland as well as U.S. companies. They insist their foreign suppliers support U.S. joint venture programs.

Kris Poulsen, Ron Peterson, Jon Jonsson briefly reviewed their joint venture plans with an Icelandic company and asked for Council approval.

Paul MacGregor, Japan Longline and Gillnet Assn. Maintaining the artificial cap of 2.0 million mt for Bering Sea/Aleutians groundfish will leave a lot of cod unharvested. If there is no TALFF they will not be able to carry through on plans to help Western Alaska communities develop their fisheries.

Bill Orr, Alaska Factory Trawlers, asked the Council to consider prohibiting joint venture fisheries from targeting on rock sole during the roe season or that a separate TAC be set for rock sole, equal to DAP requests.

Jong Kim, Mick Stevens. Asked the Council authorize the Executive Director to approve a vessel permit application for a replacement vessel in their joint ventures. [It was discovered that this vessel, the OLAF I GARDASTOVU, is named in a permit application submitted by the Iceland. Each side claims to have bought the vessel.]

Mick Stevens, Beth Jacobson, presented the industry compromise for a bycatch plan for the flounder/yellowfin sole joint venture fisheries in the Bering Sea/Aleutian Islands.

Dave Fraser, Port Townsend, WA. He's particularly concerned about the ramifications of the 20% rule for defining a directed fishery. He urged the Council to adopt the industry bycatch plan as a whole as it was developed through a series of compromises within industry and shouldn't be altered.

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He's particularly concerned about the proposal to prohibit JVs from targeting on rock sole during the first quarter. This issue was not advertised and did not come before the Advisory Panel; permit conditions at this late date would be a poor way to handle this issue.

Kazuo Shima, Councillor of the Japanese Fisheries Agency, reviewed Japan's contributions to American fisheries in 1987. Japan improved its import quota system and purchased 687,364 mt pollock and 59,830 mt other species in joint ventures. They have purchased 60,000 mt of surimi and expect total purchases for the year to reach 65,000 mt. He also reviewed technical assistance given and planned for fishermen in the Nelson Island area, and requested an allocation of 160,000 mt for small and medium Japanese fishing companies, with 50,000 mt of this allocation being Pacific cod. He hopes the Council will examine past performances of DAP industry and availability of respective species and calculate more realistic figures for DAP and JVP so that unutilized fish may not be wasted later in the year.

Edward Budzinski, Polish Deep Sea Fishing Co. The Polish request for 45,000 mt of pollock is very important for their fleet. They have spent over \$23 million in the Alaska area for services, fuel, etc. They have also submitted their catch figures for the "donut" to the State Department and do not plan to increase the number of vessels fishing in that area. They had problems fulfilling this year's joint venture commitments because they couldn't get the catcher boats. They have a commitment with joint venture companies for 45,000 mt for 1988, and they are doing their best to cooperate with American companies. He also mentioned Poland's research projects with American scientists at the Woods Hole Oceanographic Institute.

Dan Zantek, Alaska Team Marine, spoke in support of Polish joint venture applications for 1988. They have received a great deal of business from the Poles in vessel repairs and supplies which has been important to the survival of their business.

Paul Fuhs, presented his proposal to establish a priority for the U.S. support industry by requiring foreign processors to contract with domestic fuel suppliers and product shippers for certain proportions of their need for these services. This proposal will go into the Council's 1988 amendment cycle but he wanted Council members to know what they are looking for in the future. He asked the Council to consider making a statement of support and to ask NOAA-GC for a legal opinion.

Arliss Sturgulewski, Alaska State Senator, urged Council to investigate the proposal submitted by Mayor Fuhs and supported by the Southwest Municipal Conference. She also asked the Council to be careful when deciding whether to raise the OY in the Bering Sea, as it has not yet been determined whether it is biologically safe to do so. The information on catches in the "donut" is not complete. There are several scientific research programs and the Council needs to ensure that they are coordinated to avoid duplication of effort.

COUNCIL DISCUSSION AND ACTION

In response to the offer by Poland to take observers into the international waters of the Bering Sea, Rich Marasco, NWAFC, told the Council that the Center would be willing to work out the details. This would be a different

situation than the normal foreign observer program. Also, money is tight right now but they are very interested in the information that could be gained. They will do their best to work it out.

Foreign Allocations

The Council voted to apply the same percentages as in 1987, subject to availability of TALFF:

Japan: 77%
Korea: 22%
China: 1%

Joint Venture Applications

John Peterson moved to approve all joint venture requests for Japan, Korea, the USSR, China, and Iceland. The motion was seconded by Joe Blum.

Henry Mitchell moved to amend the motion to include Poland's joint venture requests. Mr. Mitchell stressed that this action was based on Poland's willingness to take observers aboard their vessels fishing in the donut. The motion to amend was seconded by John Winther and carried with no objection.

The main motion, as amended, carried with no objection.

Don Collinsworth moved that foreign vessel permits require that any foreign fishing vessel participating in joint ventures in the U.S. EEZ and fishing in the international waters of the Bering Sea in the same calendar year must agree to take an observer into the international waters of the Bering Sea if requested to do so by the U.S. government. The motion was seconded by Henry Mitchell and carried, 7 to 4, with Dyson, Mace, McVey and R. Petersen voting against.

There was discussion about whether it is too late in the year to implement such a permit condition and whether it would be appropriate for the Council to take such action. It was noted that the Council may recommend any permit conditions deemed appropriate. Don Collinsworth also pointed out that this is a question of conservation since there is a very great concern about the effects of catches in the "donut" on the stocks in the American EEZ.

John Peterson moved to approve the bycatch plan submitted by the industry committee (see APPENDIX II) to be implemented through permit conditions for 1988. The motion was seconded by Bob Mace and carried with no objection.

Foreign Vessel Applications

Bob Mace moved to approve all foreign vessel permit applications received. The motion was seconded by Henry Mitchell and carried with no objection.

Other Matters

The Council deferred any discussion or action on the AP recommendation to delay the opening of the joint venture rock sole fishery because it hadn't

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been advertised in advance. The subject will be put on the Council's January agenda.

Because of their full agenda, the Council also deferred comment on the Bering Sea Fishermen's petition requesting the Secretary of Commerce to adopt a rule establishing procedures for enforcing the Magnuson Act in the international waters of the North Pacific Ocean and Bering Sea. The Executive Director was asked to request an extension of the comment period so the Council could take the matter up at in January.

D. FISHERY MANAGEMENT PLANS

D-1 Crab Management

At the September Council meeting the draft crab FMP was returned to the crab plan team to provide better scientific justification for proposed management measures. A subsequent draft has been prepared and presented to the SSC. However, the associated draft environmental assessment and regulatory impact review (EA/RIR) is only in the preliminary stages of preparation and will not be completed in time for consideration at the December or January meeting.

The Council approved a new schedule which calls for review of the draft FMP and EA/RIR in April; public comment would be taken in May, with final Council approval at the June meeting.

D-2 Gulf of Alaska Groundfish FMP

D-2(a) Overview of Gulf of Alaska Rockfish Management

In September the Advisory Panel indicated that there was confusion over federal and state management roles with rockfish, in particular the Southeast demersal shelf rockfish fishery. The AP requested NMFS and ADF&G staff to work together on a discussion paper to clarify the current management approach for rockfish and each agency's role. A discussion paper was prepared and sent to Council family members before the meeting.

The groundfish OY for the Gulf of Alaska is a range and the Council may reorganize the rockfish assemblages and change TAC without amending the plan. Amendment 16 established three categories of rockfish species: (1) demersal shelf rockfish, (2) pelagic shelf rockfish, and (3) slope rockfish. For 1988 the five species of the Pacific ocean perch complex will be included in the slope assemblage to form a revised "other rockfish" category. In all areas other than the Southeast Outside District, demersal shelf rockfish will also be included in the "other rockfish" management category. Separate TACs for "other rockfish" will be established for the Eastern, Central, and Western Regulatory Areas. In the Southeast Outside District of the Eastern Regulatory Area, demersal shelf rockfish will be managed with a separate TAC, apportioned among the State's three management subdistricts as in 1987. Within the Southeast Outside District, ADF&G will manage demersal shelf rockfish in both State and Federal waters, under FMP authority. Separate TACs also will be established for pelagic shelf rockfish for the three Gulf of Alaska Regulatory Areas based upon the 1987 triennial trawl survey.

D-2(b) Review of the Status of Stocks/Set ABCs

Plan Team Report

Pollock - The 1988 biomass is projected to reach 866,600-1,033,000 mt, depending on the various recruitment and catch levels. The predicted increases in biomass are primarily due to the strong 1984 year class. The team has identified a 1988 catch range of 90,000- 120,000 mt as the best estimate of 1988 ABC for the combined Western and Central Areas. Catches in this range would allow the biomass to increase into 1989 for three of the four recruitment scenarios, and would keep the biomass stable for the most pessimistic recruitment scenario. A preliminary ABC of 3,375 mt is estimated for the Eastern Area.

Pacific cod - The Pacific cod stock appears to be in good condition based on biomass estimates from the NMFS 1987 trawl survey. The current estimate of biomass in the Gulf of Alaska is 481,700 mt and harvestable yields range from 99,000 to 185,000 mt. Recent catches of Pacific cod have been well below this range. The plan team set the 1988 Gulfwide ABC at 99,000-185,000 mt, and recommends apportioning it according to the distribution of biomass determined from the 1987 trawl survey.

Flounders - The flounder complex is in good condition. Probable yield from this group was estimated by applying the exploitation rate at the $F_{0.1}$ level to the 1987 biomass estimate, resulting in a yield of 767,700 mt. Gulfwide flounder catches have been well below this estimate of yield. The PT recommends an ABC of 767,700 mt apportioned to the individual management areas as follows: 142,650 mt to the Western Area; 538,280 mt to the Central Area; and 86,770 mt to the Eastern Area.

Sablefish - Sablefish are in good condition because of good recruitment from the 1977 and the 1980 or 1981 year classes. The sablefish biomass is considered to be above that which will produce MSY. The team has identified 35,000 mt as the 1988 ABC. This catch, if applied for three years under pessimistic recruitment and biomass assumptions would allow the population to remain above the 1977 estimated level, which was capable of producing a strong year class. The team recommends that the apportionment of the TAC not vary drastically from the biomass distribution shown by the 1987 longline survey.

Rockfish - Utilizing the rockfish assemblage management approach presented in Amendments 14-16, the plan team recommends a Gulfwide ABC of 16,800 mt for the slope assemblage and for demersal shelf rockfish other than in the Southeast Outside District. The team recommends a Gulfwide ABC of 3,400 mt for the pelagic shelf assemblage. There is currently no directed fishery for pelagic shelf rockfish. However, because this rockfish category comprises a significant proportion of the total rockfish biomass, the team considers it appropriate to separate this category for management purposes. A recommendation to apportion these ABC levels by Regulatory Area is also included.

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Demersal shelf rockfish - There are no biomass or yield estimates for the demersal shelf rockfish assemblage and therefore an ABC cannot be determined. These are targeted by longliners in the Southeastern Area and ADF&G information suggests that the population is declining. The plan team set the ABC for the Southeast Outside District at 660 mt.

Thornyhead rockfish - Longline survey indices and mean lengths in trawl surveys have shown recent declines. Estimates of potential yield range from 3,280-4,650 mt. The plan team recommends that the ABC remain at 3,750 mt.

Other species - No recommendations were made by the plan team for this group. FMP procedures define the quota for this category as 5% of the sum of the TACs established for other target species in the Gulf.

Report of the Scientific and Statistical Committee

The SSC reviewed the teams' ABC recommendations for the Gulf of Alaska and considered possible changes in stock abundance caused by such factors as catch, growth, recruitment, and natural mortality. They also considered how alternative ABCs biomass, age/size structure, and spawning stock thresholds. The SSC commended the teams for providing significant new information and analyses which facilitated their deliberations, including population projections and alternate recruitment scenarios. SSC recommendations for 1988 ABCs are as follows. More specific comments are found in their complete minutes (APPENDIX III).

POLLOCK

It is difficult to project recruitment in the pollock fisheries, and the SSC feels caution is warranted. They recommended setting the 1988 ABC at 90,000 mt, the lower end of the team's recommended range.

PACIFIC COD

The SSC recommended using the more conservative $F_{0.1}$ exploitation rate resulting in an ABC of 99,000 mt.

FLATFISH

The SSC concurred with the team's recommendation for an ABC of 767,000 mt.

SABLEFISH

The SSC concurred with the team's recommendation of 35,000 mt.

"OTHER ROCKFISH" AND PELAGIC SHELF ROCKFISH

The SSC supports the team's recommendation of 16,800 mt for "Other rockfish" and 3,300 mt for pelagic shelf rockfish.

DEMERSAL SHELF ROCKFISH (in the Southern Outside District)

The SSC noted that the ABC proposed by the team is not an ABC but instead a TAC recommendation from the Team and State of Alaska. The SSC did not have any information on which to develop an ABC.

THORNYHEAD ROCKFISH

The SSC concurs with the recommendation of the Team that the ABC remain at 3,750 mt.

Public Testimony on all groundfish items is found in APPENDIX IV.

COUNCIL DISCUSSION AND ACTION

Bob Mace moved to adopt the ABCs as recommended by the SSC. The motion was seconded by Joe Blum and carried with no objection.

It was noted that the SSC did not have an ABC recommendation for demersal shelf rockfish. The 600 mt proposed by the team is actually a TAC recommendation, but the Council agreed to use it as the ABC value.

D-2(c)-(d) Set Halibut PSC, TAC, DAP, JVP & TALFF and PSCs for 1988

In September the Council reviewed the preliminary resource assessment document for the Gulf of Alaska and set preliminary TACs equal to ABCs for public review.

Report of the Scientific and Statistical Committee

The SSC provided recommendations on ABCs but did not comment on recommended TACs. They expressed concern over the adequacy of data available to calculate halibut and fully utilized species bycatches. As foreign and joint venture fisheries are replaced with DAP fisheries the ability to collect data will all but disappear.

Report of the Advisory Panel

The Advisory Panel recommended DAP equal TAC for all species of Gulf of Alaska groundfish for 1988, leaving no surplus for JVP. Following are their recommended TACs:

Pollock	W/C	90,000
	E	3,000
		20,000 (W. Gulf) (Exploratory fishery)
P. cod	W	13,000
	C	56,800
	E	200

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Flounder	W	1,600
	C	23,300
	E	100
Sablefish	W	4,060
	C	12,540
	W. Yak.	4,900
	S.E./E. Yak.	6,500
Rockfish	W	4,850
	C	7,100
	E	4,850
Pelagic Shelf Rockfish	W	550
	C	2,350
	E	400
Demersal Shelf Rockfish	S.E./Out.	660
Thornyhead		3,750

The AP did not apportion between districts except for sablefish which they recommended be allocated based on the 400-1,000 meter survey. The AP recommended the Council continue the halibut bycatch mortality cap of 2,000 mt mortality.

COUNCIL DISCUSSION AND ACTION

The Council voted to accept the recommendations of the Advisory Panel for TAC, DAP and JVP for 1988 and then examined each species category, making appropriate amendments.

Don Collinsworth moved to adopt the 1988 TACs, DAPs and JVPs recommended by the Advisory Panel. The motion was seconded by John Peterson.

POLLOCK

The provision for an experimental fishery on pollock outside Shelikof Strait was discussed. Larry Cotter said that although no fishery developed in the past, there is a possibility that joint ventures might begin to explore if given the opportunity. Jon Pollard commented that if the Council's intent is to provide 20,000 mt to JVP, then DAP needs must be considered first, and the DAP fishery could be at any time during the year.

Joe Blum moved to amend the main motion to remove the 20,000 mt TAC from the Outside Shelikof area as recommended by the Advisory Panel. The motion was seconded by Henry Mitchell and carried with Rudy Petersen objecting.

Jon Pollard told the Council that if they wished to allow an experimental fishery in the Outer Shelikof area they could pursue a research plan with the Center for such a fishery.

PACIFIC COD

Henry Mitchell moved to amend the main motion to increase the Pacific cod TAC by 10,000 mt to accommodate the Icelandic JV request (using pot gear). The motion was seconded by Rudy Petersen and carried, 7 to 4, with Campbell, Cotter, Dyson, and Winther voting against.

Bob Mace moved to change the Pacific cod TAC to 32,000 mt, DAP to 16,000 mt and set a JVP of 7,000 mt. The motion was seconded by Oscar Dyson and carried with no objection.

The Council determined that based on NMFS DAP survey information the 7,000 mt JVP allocation could be accommodated.

SABLEFISH

The Council discussed how area quotas should be handled in 1988 to avoid avoid the premature closure of areas with remaining quota when the Gulfwide quota has been reached. Ron Berg reviewed NMFS accounting procedures and problems encountered last year but said NMFS is in a better position to monitor quotas in 1988. The plan team recommended management of quotas by individual area.

John Winther moved to recommend to NMFS that they manage sablefish apportionments by area TACs, using those TACs recommended by the Advisory Panel. The motion was seconded by Oscar Dyson and carried with no objection; Bob McVey abstained from the vote.

ROCKFISH

No changes were made to the AP's recommended TAC of 16,800 mt.

FLOUNDER

Bob Mace moved to amend the main motion to set the flounder TAC at 23,000 mt and the DAP at 16,000 mt. The motion was seconded and carried with no objection.

THORNYHEAD

No changes were made to the AP's recommended TAC of 3,750 mt.

OTHER SPECIES

The Council directed the plan team to use the same formula as in the past to determine the TAC for Other species.

Based on Council actions, the plan team and staff were asked to develop a final table of TACs, DAP and JVP, along with required bycatch apportionments and PSC rates for final Council approval.

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Final Adjustments and Approval

Bob Mace moved to adopt the final TACs, DAPs, and JVPs as presented (See APPENDIX V). The motion was seconded by John Winther and carried, as amended, with no objection. (Steve Davis pointed out that NMFS will modify the table to show reserves and balance the columns.)

Jon Pollard pointed out that if pollock is now a fully-utilized species then, according to the FMP, it must be specified as a PSC species and a PSC limit set for joint ventures

Don Collinworth moved to amend the main motion to set a pollock PSC limit of 100 mt in the flounder JV fishery in the Gulf. The motion was seconded by Oscar Dyson and carried with no objection.

D-2(e) Changing Sablefish Seasons

In October Mark Hutton requested the Council to take emergency action for 1988 to change the opening of the Gulf of Alaska sablefish longline fishery to immediately follow or coincide with the first halibut opening because of the high incidental halibut catch associated with the current April 1 opening.

The Council's Interim Action Committee met by teleconference on October 13 and decided to put the proposal on the December Council agenda for discussion and on the January agenda for action.

COUNCIL DISCUSSION AND ACTION

This was an information only item. The Council took testimony from Mark Hutton (APPENDIX IV).

D-2(f) Use of pots for groundfish other than sablefish

On November 16 the Council teleconferenced to discuss industry concerns that the ban on pot gear in the Gulf of Alaska as set out in the domestic groundfish regulations would impede development of a domestic pot fishery for Pacific cod. There was some confusion whether the Council intended, under Amendment 14, to ban pot fishing for all groundfish or only for sablefish. During the teleconference the Council agreed that its intent was to ban pot fishing for sablefish only and asked NMFS to correct the regulations as quickly as possible. The Council decided to reaffirm this intent in the public forum of the December meeting.

Report of the Advisory Panel

The AP recommended that the Council reaffirm its intent that pot and longline gear be allowed in the Gulf of Alaska for all groundfish other than sablefish.

COUNCIL DISCUSSION AND ACTION

Bob Mace moved to reaffirm the Council's intent to allow pot fishing for groundfish other than sablefish in the Gulf of Alaska. The motion was seconded by John Peterson and carried unanimously.

D-3 Bering Sea/Aleutian Islands FMP

D-3(a) NWAFRC Report on Pollock Stocks in Int'l Waters of the Bering Sea

Jim Balsiger, NWAFRC, reviewed current information and planned research on the pollock stocks in the international waters of the Bering Sea.

Based on available information, pollock catches have increased dramatically since 1982 with the largest increase from 1985 to 1986. The total catch in the international zone in 1986 and 1987 is unknown, however it is estimated to approach or exceed the total catch in the Bering Sea and Aleutians EEZ of approximately 1.2 million mt.

The Center can provide no conclusive information on the long-term consequences of these harvests on the productivity of the eastern Bering Sea shelf area. Conversely, there's no information suggesting the stocks are not separate. Additional research is needed to answer these questions.

Research plans for 1988 include a hydroacoustic survey of part of the Aleutian Basin, oceanographic studies on egg and larval drift patterns, the Triennial survey of the eastern Bering Sea shelf and a comprehensive survey of the Aleutian Basin with Japan, and for 1989 possibly a cooperative survey of the Aleutian Basin Japan or the U.S.S.R.

COUNCIL DISCUSSION AND ACTION

This was only informational, but the Council discussed the importance of establishing a management regime in the international waters of the Bering Sea as quickly as possible. The Council received a letter from Ed Wolfe, State Department, regarding a multilateral conference in Tokyo in 1988 to consider establishment of an organization dealing with North Pacific pollock stocks, particularly in the Aleutian Basin. The Executive Director was asked to respond to Mr. Wolfe's letter stressing the importance of research in the area and the need for an immediate management regime in the international waters of the Bering Sea.

D-3(b)-(c) Status of Stocks/Setting of ABCs

Plan Team Report

Pollock - The abundance of pollock stocks has not changed radically from last year; abundance remains relatively high. The increase in ABC reflects the use of an age-structured model of the population and the $F_{0.1}$ harvesting strategy which results in an exploitation rate of 23%. The exploitation last year was 14% and was based upon historical experience which varied from 10-18%. The higher rate is used for 1988 because several population dynamics theories suggest that the pollock resource can be exploited more intensively without loss in productivity. Recommended 1988 ABC: Bering Sea - 1,500,000 mt; Aleutians - 160,000 mt.

Pacific cod - An age-structured model was used to simulate the structure and dynamics of the EBS cod population. The 1988 biomass was projected and ABC was calculated based on the MSY exploitation rate. In the past six years, exploitation has only run 5-14%, with actual catch generally less than ABC.

Section 1: Introduction

The following information is provided for your reference.

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Section 2: Details

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The current biomass is very high and projected to remain so in 1988. Recommended 1988 ABC: 385,300 mt.

Yellowfin sole - The increase in ABC reflects a slightly higher biomass and the use of an age-structured model to estimate population level and exploitation with the $F_{0.1}$ fishing strategy. The resulting exploitation this year is 18% as applied to current exploitable biomass. The exploitation rate used last year was 10% which was applied to the total biomass. Recommended 1988 ABC: 254,000 mt.

Greenland turbot - The change in ABC reflects the use of $F_{0.1}$ exploitation rate multiplied by the 1988 projected biomass from an stock reduction analysis (SRA) model. The same SRA model was used last year, but the 1987 ABC was selected from different exploitation scenarios rather than using the $F_{0.1}$ exploitation rate. In reality, the exploitable component of the Greenland turbot resource is estimated to have increased from 1984 to 1987, but future recruitment is expected to be poorer. Recommended 1988 ABC: 14,100 mt.

Arrowtooth flounder - The substantial increase in ABC is attributed mainly to the use of the higher exploitation rate ($F_{msy} = 0.29$) instead of the historical rate of 10% as well as an actual increase in biomass. The resource remains in excellent condition and biomass is increasing. Recommended 1988 ABC: 109,500 mt.

Other flatfishes - The reasons for the increase in ABC are the same as for arrowtooth flounder. Abundance of all the species in this group has remained relatively high and stable in recent years. The MSY exploitation rate used to estimate ABC was 15.5%. The rate used last year was 10% and was based upon the historical trend for the stocks. Recommended 1988 ABC: 331,900 mt.

Sablefish - The increases in ABCs reflect mostly higher abundance of the stocks, as well as the use of the F_{msy} exploitation rate which is higher than last year's historical rate (8% vs. 6%). Sablefish stocks seem to have rebuilt to produce at or above MSY levels. Recommended 1988 ABC: Bering Sea - 4,500 mt; Aleutians - 7,700 mt.

Pacific ocean perch - Increases in ABCs reflect mostly the higher abundance of stocks because of stronger recruitment entering the fishery, as well as the use of the $F_{0.1}$ exploitation rate (6% instead of last year's historical 5% rate). In general, POP stocks continue to remain low when compared to biomass levels in the early 1960s. Recommended 1988 ABC: Bering Sea - 6,000 mt; Aleutians - 16,600 mt.

Other rockfishes - Decreases in ABCs do not reflect a decline in biomass, but lower confidence in the reliability of biomass estimates because trawl surveys cannot sample rockfishes very well. For 1987, the assumption was adopted that the survey biomass reflected only half the actual biomass. This year, the Plan Team reviewed the wide confidence intervals of the biomass estimates and decided to use the mean biomass derived from recent years' trawl surveys to estimate ABC. Lower biomasses were therefore used, but a slightly higher exploitation rate was also used (6% for 1988 instead of 5% in 1987) to calculate ABC. The higher exploitation rate was based on the $F_{0.1}$ exploitation scenario derived for POP. Recommended ABC for 1988: Bering Sea - 400 mt; Aleutians - 1,100 mt.

Atka mackerel - The decrease in ABC from 1987 to 1988 reflects a lower abundance of the stocks. The ABC was estimated from a Beverton and Holt (1957) yield-per-recruit model with assumptions that recruitment will be low, at the 1982-86 levels. Exploitable biomass and exploitation rate were explicitly calculated. Recommended 1988 ABC: 21,000 mt.

Squid - There is insufficient information to determine abundance and appropriate exploitation rates for squid stocks. The estimate of ABC is based on historical catches and is conservative. Recommended 1988 ABC: 10,000 mt.

Other Species - The increase in ABC from 1987 to 1988 is not based upon increases in biomass; the stocks have remained about the same. The change involves an interpretation that the present biomass level is best estimated by averaging the estimates of the last three years, instead of using a single estimate. Exploitation rate remains the same (10%) as used last year. Recommended 1988 ABC - 54,000 mt.

Report of the Scientific and Statistical Committee

The SSC reviewed the teams' ABC recommendations for the Bering Sea/Aleutian Islands and considered possible changes in stock abundance caused by such factors as catch, growth, recruitment, and natural mortality. They also considered how alternative ABCs biomass, age/size structure, and spawning stock thresholds. The SSC commended the teams for providing significant new information and analyses which facilitated their deliberations, including population projections and alternate recruitment scenarios. SSC recommendations for 1988 ABCs are as follows. More specific comments are found in their complete minutes (APPENDIX III).

The SSC concurred with the Plan Team's recommendations on POLLOCK, PACIFIC COD, YELLOWFIN SOLE, GREENLAND TURBOT, OTHER FLATFISH, PACIFIC OCEAN PERCH, OTHER ROCKFISH, ATKA MACKEREL, AND SQUID.

ARROWTOOTH FLOUNDER

The SSC felt that using an exploitation rate to maximize yield per recruit may lead to overfishing and recommended using an $F_{0.1}$ rate which results in a recommended ABC of 99,500 mt.

SABLEFISH

Given uncertainty associated with recruitment and biomass size assumed for 1988, the SSC recommended that the $F_{0.1}$ exploitation rate be used, resulting in a recommended ABC of 3,400 mt for the Bering Sea and 5,800 mt for the Aleutian Islands.

Public Testimony on all groundfish items is found in APPENDIX IV.

COUNCIL DISCUSSION AND ACTION

Bob Mace moved to approve the 1988 ABCs for the Bering Sea/Aleutian Islands as recommended by the SSC. The motion was seconded by Joe Blum.

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Larry Cotter moved to amend the motion to change the pollock ABC to a number derived by using the 1987 exploitation rate. The motion was seconded by Don Collinsworth and failed, 7 to 4, with Cotter, Collinsworth, Dyson, and Winther voting in favor.

The main motion carried with Larry Cotter objecting.

D-3(c) Interim Action Committee Report on Increasing OY

In October the American High Seas Fisheries Assn. requested the Council to take action at its December meeting to raise the upper limit of the groundfish OY in the Bering Sea and Aleutians for 1988. The Council's Interim Action Committee met on October 30 and agreed to place the request on the December agenda. They did note concern with reconsidering issues already discussed by the Council when no new significant information was available.

The Council's options for raising the OY for 1988 include an emergency rule, Secretarial amendment, or an accelerated plan amendment.

Report of the Advisory Panel

The AP recommended that the Council take no emergency action to increase the OY in the Bering Sea. If the Council would like to consider increasing the OY, the AP recommended it be done during the regular plan amendment cycle with complete analysis of the socioeconomic and environmental impacts.

Public testimony is found in APPENDIX IV to these minutes.

COUNCIL DISCUSSION AND ACTION

Jon Pollard was asked to comment on the use of an emergency regulation to raise the OY. He told the Council that if an emergency regulation was used it must be followed up immediately by a regular amendment which would be in effect when the emergency regulation expired after 180 days. Because the Council that rejected this proposal in September when the resource assessment document was available, it might be difficult to justify an emergency action. If the Council wishes to change the OY by emergency action, then he would need the following on record: (1) What circumstances have changed since the last meeting? (2) When will an emergency occur? (3) Economic justification for the change; and (4) Rationale for a new OY range.

Bob Mace moved to raise the OY cap to 2.5 million metric tons with the breakdown of species TACs as recommended by an Advisory Panel minority report. The change would be implemented by emergency rule with parallel action to develop a fast-track amendment. The motion was seconded by Rudy Petersen and failed, 8 to 3, with Mace, Mitchell and R. Petersen voting in favor.

Henry Mitchell pointed out that he feels there is additional information available since the September meeting. The Council received the September RAD too late to be able to read and digest all the information. Also, at this meeting there was substantial testimony from those in industry who will be displaced if the OY cap is not raised.

Larry Cotter said he could not support the motion even though he realizes it may hurt some joint ventures and Western Alaskan residents. The Council still needs more information on the effect of foreign fishing on the stocks in the international waters of the Bering Sea. Also, the higher ABCs recommended by the plan team mostly result from using higher exploitation rates, not increased biomass.

Other Council members favored raising the cap but could not support taking emergency action. They discussed putting the amendment on a "fast-track" schedule to have it in place as soon as possible; however, it was pointed out that the amendment would require extensive analysis and public review because of its substantial nature and that the staff may have a difficult time preparing analyses and documents for this proposal along with the others in this cycle.

Later in the meeting the Council discussed again the possibility of fast-tracking the amendment proposal.

It was pointed out that it may be necessary to prepare a full Environmental Impact Statement on this proposal and, if so, it may be difficult even to prepare the amendment on the regular cycle.

Joe Blum moved to put the amendment proposal to raise the OY cap in the Bering Sea/Aleutian Islands on a fast-track cycle. The motion was seconded by Bob Mace and failed, 6 to 5, with Campbell, Collinsworth, Cotter, Dyson, J. Peterson and Winther voting no.

Jim Branson said the plan team and staff would analyze what needs to be done and report back to the Council in January. He noted that the amendment should be as well prepared as possible so that it can get through the review process without difficulty. If analyses and documents are prepared too hastily there could be problems in the final review and approval.

D-3(d) Set TAC, DAP, JVP and TALFF for 1988

Report of the Advisory Panel

The AP recommended the following apportionments (in metric tons) for TAC, DAP and JVP in the Bering Sea/Aleutian Islands for 1988:

	<u>TAC</u>	<u>DAP</u>	<u>JVP</u>
POLLOCK			
BS	1,300,000	614,162	685,838
AI	45,000	4,160	40,840
PACIFIC COD	200,000	87,416	112,584
YELLOWFIN SOLE	250,000	26,356	223,644
GREENLAND TURBOT	11,200	11,200	0
ARROWTOOTH FLOUNDER	10,000	0	10,000
OTHER FLATFISH	130,000	26,403	103,597
SABLEFISH			
BS	3,400	3,400	0
AI	5,000	5,000	0

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PACIFIC OCEAN PERCH			
BS	5,000	5,000	0
AI	6,000	6,000	0
OTHER ROCKFISH			
BS	400	400	0
AI	1,100	1,100	0
ATKA MACKEREL	21,000	0	21,000
SQUID	1,000	1,000	0
OTHER SPECIES	10,000	0	10,000

The AP noted that the TAC numbers may need to be adjusted to incorporate bycatch amounts.

Public testimony is found in APPENDIX IV.

COUNCIL DISCUSSION AND ACTION

The Council first approved the TACs, DAPs, JVPs and TALFF recommended by the Advisory Panel and then proceeded to review each species for revision.

John Peterson moved to approve the TACs, DAPs, JVPs and TALFF recommended by the Advisory Panel. The motion was seconded by John Winther.

POLLOCK

Don Collinsworth moved to amend the motion to set the pollock TAC at 1,275,000 mt for the eastern Bering Sea. The motion was seconded by John Peterson and failed, 6 to 5, with Blum, Collinsworth, Cotter, Dyson, and J. Peterson voting for.

Don Collinsworth moved to amend the motion to set the TAC for pollock in the Aleutian Islands at 40,000 mt. The motion was seconded by John Peterson and failed, 8 to 3, with Collinsworth, Dyson and J. Peterson voting for.

PACIFIC COD

Don Collinsworth moved to amend the motion to set the TAC for Pacific cod at 290,000 mt. The motion was seconded by Henry Mitchell and failed, 9 to 2, with Collinsworth and Mitchell voting in favor.

Mr. Collinsworth said the economy of Western Alaska communities is not good and that Japanese companies are helping them to develop their fisheries. In order for the Japanese companies to continue to give this aid they need some cod allocation. Mr. Winther said that allocation of TALFF has a demonstrated negative effect on market prices. It was also pointed out that to take fish from domestic allocations in order to provide TALFF would be contrary to the MFCMA.

Don Collinsworth moved to amend the main motion to set the TAC for Pacific cod in the Bering Sea at 226,957, the total of the DAP and JVP requests. The motion was seconded by John Winther, and carried, 6 to 5, with Campbell, Mace, McVey, R. Petersen, and Winther voting against.

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After more discussion, John Peterson moved to return the TAC for Pacific cod to 200,000 mt, add 20,000 mt to the Other flatfish category, and 6,000 mt to Pacific ocean perch. The motion was seconded by Bob Mace and carried, 9 to 2, with Collinsworth and Mitchell voting against.

PACIFIC OCEAN PERCH

Don Collinsworth moved to amend the main motion to set the TAC for the Bering Sea at 2,600 mt and at 2,400 mt for the Aleutian Islands. The motion was seconded by Henry Mitchell and carried, 6 to 5, with Blum, Campbell, Mace, R. Petersen, and J. Peterson voting against.

After more discussion Rudy Petersen moved to change the TAC for POP back to 5,000 mt for the Bering Sea and 6,000 mt for the Aleutian Islands. The motion was seconded by Henry Mitchell and carried unanimously.

YELLOWFIN SOLE

Bob Mace moved to amend the main motion to set the TAC for yellowfin sole at 234,000 mt and Other flatfish at 146,000 mt. The motion was seconded by John Peterson and carried with Henry Mitchell objecting.

The Council retained the AP recommendations for the TACs for GREENLAND TURBOT, ARROWTOOTH FLOUNDER AND ATKA MACKEREL.

OTHER FLATFISH

Henry Mitchell moved to amend the main motion to reduce the TAC for Other Flatfish by 30,000 mt. The motion was seconded by John Peterson and failed, 9 to 2, with Mitchell and Peterson voting in favor.

Larry Cotter moved to amend the main motion to reduce the Other flatfish TAC by 26,000 mt. The motion was seconded by John Winther and carried, 6 to 5, with Campbell, Mace, McVey, R. Petersen, and Winther voting no.

After discussions on directed fishing and bycatch needs, John Winther moved to raise the TAC for Other flatfish to 160,000 mt. The motion was seconded by Henry Mitchell and failed, 9 to 2, with Mitchell and Winther voting in favor.

SQUID

Don Collinsworth moved to amend the motion to reduce the TAC for squid to 100 mt. The motion was seconded by Henry Mitchell but failed unanimously when John Winther brought up the possibility of a bait fishery for squid.

After making the recommended changes to the table, the staff and plan team were instructed to prepare a final table for Council approval later in the meeting.

Final Adjustments and Approval

Henry Mitchell moved to approve the TACs, DAP and JVP figures as amended (APPENDIX VI). The motion was seconded by John Peterson and carried with no objection. It was understood that NMFS staff will have the latitude to adjust for bycatch, etc.

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E. CONTRACTS, PROPOSALS AND FINANCIAL REPORT

No report.

F. PUBLIC COMMENTS

There were no further public comments.

G. CHAIRMAN'S REMARKS AND ADJOURNMENT

Chairman Campbell adjourned the meeting at 3:40 p.m. on Friday, December 11, 1987.

