

Title of Environmental Review: Environmental Assessment of Management Measures to Prevent Harm to the Pacific Whiting Fishery Resulting from Implementation of the American Fisheries Act

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Legal Mandate: Magnuson-Stevens Fishery Conservation and Management Act, 50 CFR Part 660

Location of Proposed Activities: The Exclusive Economic Zone (3-200 nautical miles offshore) of the states of Washington, Oregon, and California

Abstract: The American Fisheries Act (AFA) of 1998 was designed to strengthen U.S. ownership standards that had been exploited under the Anti-reflagging Act, and to rationalize the Bering Sea and Aleutian Islands (BSAI) walleye pollock fishery while protecting non-AFA participants in other fisheries. Management measures required by the AFA include (1) regulations that limit access into the fishing and processing sectors of the BSAI pollock fishery and that allocate pollock to such sectors, (2) regulations governing the formation and operation of fishery cooperatives in the BSAI pollock fishery, (3) regulations to protect other fisheries from spillover effects from the AFA, and (4) regulations governing catch measurement and monitoring in the BSAI pollock fishery. The AFA requires the Pacific Fishery Management Council (Council) to develop conservation and management measures to protect fisheries under its jurisdiction and the participants in those fisheries from adverse impacts caused by the AFA, or by any fishery cooperatives in the directed pollock fishery. To address this concern the Council initiated Amendment 15 to the Pacific Coast Groundfish Fishery Management Plan in September 1999 and published two control dates relative to participation of AFA-permitted vessels in the west coast groundfish fisheries. However, because of competing workload and no threatened imminent harm, the Council tabled action on Amendment 15 in 2001. In 2006, changes in the Pacific whiting fishery occurred which led to Council concern about increased participation by AFA-permitted vessels in the Pacific whiting fishery. The purpose of this Environmental Assessment is to provide decision makers and the public with an evaluation of the environmental and economic impacts of the regulations that would be implemented under the proposed Amendment 15.

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1.0 PURPOSE AND NEED FOR ACTION

1.1. Introduction

The groundfish fishery in the Exclusive Economic Zone (EEZ), offshore waters between 3 and 200 nautical miles (nm), off the coasts of Washington, Oregon, and California (WOC) is managed under the Pacific Coast Groundfish Fishery Management Plan (FMP). The Pacific Coast Groundfish FMP was prepared by the Pacific Fishery Management Council (Council) under the authority of the Magnuson Fishery Conservation and Management Act (subsequently amended and renamed the Magnuson-Stevens Fishery Conservation and Management Act). The FMP has been in effect since 1982.

Actions taken to amend FMPs or to implement regulations to govern the groundfish fishery must meet the requirements of several Federal laws, regulations, and executive orders. In addition to the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act), these Federal laws, regulations, and executive orders include: National Environmental Policy Act (NEPA), Regulatory Flexibility Act (RFA), Endangered Species Act (ESA), Marine Mammal Protection Act (MMPA), Coastal Zone Management Act (CZMA), Paperwork Reduction Act (PRA), Executive Orders (E.O.) 12866, 12898, 13132, and 13175, and the Migratory Bird Treaty Act.

NEPA regulations require that NEPA analysis documents be combined with other agency documents to reduce duplication and paperwork (40 CFR§§1506.4). Therefore, this EA will ultimately become a combined regulatory document to be used for compliance with not only NEPA, but also E.O. 12866, RFA, and other applicable laws. NEPA, E.O. 12866, and the RFA require a description of the purpose and need for the proposed action as well as a description of alternative actions that may address the problem.

- Chapter One describes the purpose and need of the proposed action.
- Chapter Two describes a reasonable range of alternative management actions that may be taken to meet the proposed need.

[June 2007 PFMC Meeting Note: This document contains drafts of Chapters 1 and 2; subsequent chapters are scheduled to be available for the September 2007 PFMC meeting.]

- Chapter Three contains a description of the physical, biological, and socioeconomic characteristics of the affected environment.
- Chapter Four examines the physical, biological, and socioeconomic impacts of the alternative management actions.
- Chapter Five outlines the consistency with the fishery management plan and other applicable laws.
- Chapter Six details the regulatory impact review and regulatory flexibility analysis.
- Chapter Seven contains a list of references for this document.

1.1.1 Background

The American Fisheries Act (AFA) of 1998 was designed to strengthen U.S. ownership standards that had been exploited under the Anti-reflagging Act, and to rationalize the Bering Sea and Aleutian Islands (BSAI) walleye pollock (hereinafter pollock) fishery while protecting non-AFA participants in other fisheries. Provisions of the Anti-reflagging Act failed to prohibit the rebuilding of U.S. vessels in foreign shipyards between 1987 and 1990. As a result, approximately 20 large factory trawlers entered the Bering Sea pollock fishery as foreign rebuilds which resulted in overcapitalization of the fishery. The AFA prioritized U.S. interests in the harvest of U.S. fishery resources and decapitalized the BSAI pollock fishery through buyouts. Management measures required by the AFA include (1) regulations that limit access into the fishing and processing sectors of the BSAI pollock fishery and that allocate pollock to such sectors, (2) regulations governing the formation and operation of fishery cooperatives in the BSAI pollock fishery, (3) regulations to protect other fisheries from spillover effects from the AFA, and (4) regulations governing catch measurement and monitoring in the BSAI pollock fishery.

Section 211(c)(3)(A) of the AFA requires the Pacific Council to develop conservation and management measures to protect fisheries under its jurisdiction and the participants in those fisheries from adverse impacts caused by the AFA, or by any fishery cooperatives in the directed pollock fishery. Adverse impacts as a result of rationalization in the BSAI pollock fishery are not specifically defined by the AFA however, the Final Environmental Impact Statement for the American Fisheries Act Amendments 61/61/13/8 (National Marine Fisheries Service, 2002) outlines the potential impacts of the AFA to non-pollock fisheries and fishery participants. For example, surplus vessels and processing capacity is no longer needed absent the race for fish and spillover into other fisheries may occur. The formation of cooperatives under the AFA provide competitive advantages since members can arrange fishing and processing schedules in such a manner to increase their participation in non-pollock fisheries. Furthermore, members within a cooperative agree to divide the available quota among themselves which maximizes productivity and flexibility to expand their operations in non-pollock fisheries. Harm could also occur through the investment of funds, derived by benefit of the AFA, to expand effort in non-pollock fisheries.

The AFA states:

SEC. 211. Protections for other fisheries; conservation measures.

(b) Catcher-processor restrictions.

(5) Fisheries other than the North Pacific.

The catcher/processors eligible under paragraphs (1) through (20) of section 208(e) and motherships eligible under section 208(d) are hereby prohibited from harvesting fish in any fishery under the authority of any regional fishery management Council established under section 302(a) of the Magnuson-Stevens Act (16 U.S.C. 1852(a)) other than the North Pacific Council, except for the Pacific whiting fishery, and from processing fish in any fishery under the

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208 (e)

CATCHER/PROCESSORS.....

- (1) AMERICAN DYNASTY
- (2) KATIE ANN
- (3) AMERICAN TRIUMPH
- (4) NORTHERN EAGLE
- (5) NORTHERN HAWK
- (6) NORTHERN JAEGER
- (7) OCEAN ROVER
- (8) ALASKA OCEAN
- (9) ENDURANCE
- (10) AMERICAN ENTERPRISE
- (11) ISLAND ENTERPRISE
- (12) KODIAK ENTERPRISE
- (13) SEATTLE ENTERPRISE
- (14) US ENTERPRISE
- (15) ARCTIC STORM
- (16) ARCTIC FJORD
- (17) NORTHERN GLACIER
- (18) PACIFIC GLACIER
- (19) HIGHLAND LIGHT
- (20) STARBOUND

208 (d) MOTHERSHIPS

- (1) EXCELLENCE
- (2) GOLDEN ALASKA
- (3) OCEAN PHOENIX

authority of any such regional fishery management Council other than the North Pacific Council, except in the Pacific whiting fishery, unless the catcher/processor or mothership is authorized to harvest or process fish under a fishery management plan recommended by the regional fishery management Council of jurisdiction and approved by the Secretary.

Section 211 (b)(5) of the AFA explicitly prohibits the 20 AFA eligible catcher-processors and motherships named in the law from participating in west coast groundfish fisheries, except for the Pacific whiting fishery. Those catcher-processor and motherships will be unable to use their AFA-eligibility to increase participation in west coast groundfish fisheries unless recommended by the Council and authorized by the Secretary of Commerce. However, AFA-eligible catcher-processors and motherships could use benefits derived from the AFA or by fishery cooperatives in the directed pollock fishery to increase or optimize their participation in the Pacific whiting fishery, unless the Council recommends otherwise and it is approved by the Secretary of Commerce.

The AFA also states:

SEC. 211. Protections for other fisheries; conservation measures.

(c) Catcher vessel and shoreside processor restrictions.

(3) Fisheries other than the North Pacific.

(A) By not later than July 1, 2000, the Pacific Fishery Management Council, established under section 302(a) of the Magnuson-Stevens Act (16U.S.C. 1852(a)), shall recommend for approval by the Secretary conservation and management measures to protect fisheries under its jurisdiction and the participants in those fisheries from adverse impacts caused by this Act or by any fishery cooperatives in the directed pollock fishery.

(B) If the Pacific Council does not recommend such conservation and management measures by such date, or if the Secretary determines that such conservation and management measures recommended by the Pacific Council are not adequate to fulfill the purposes of this paragraph, the Secretary may by regulation implement adequate measures including, but not limited to, restrictions on vessels which harvest pollock under a fishery cooperative which will prevent such vessels from harvesting Pacific groundfish, and restrictions on the number of processors eligible to process Pacific groundfish.

Benefits obtained through the AFA may empower AFA-permitted vessels to increase their participation in Pacific groundfish fisheries, including the Pacific whiting fishery. Section 211
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(c)(3) of the AFA does not restrict or prohibit catcher vessel or shoreside processor activity in the Pacific groundfish fisheries. Instead, the AFA requires the Council to recommend conservation and management measures to protect fisheries under its jurisdiction and the participants in those fisheries from adverse impacts caused by the AFA or by any fishery cooperatives in the directed pollock fishery. Table 1 contains a list of AFA-permitted catcher vessels that could purchase a limited entry permit and participate in west coast groundfish fisheries and the Pacific whiting fishery.

At its September 1999 meeting, the Council initiated Amendment 15 to the Pacific Coast Groundfish FMP. The Council voted to establish a control date of September 16, 1999, and to initiate the development of recommendations to restrict AFA-qualified vessels from participating in the Pacific Coast groundfish fishery if, during a qualifying period between January 1, 1994, and September 16, 1999, the vessel: (1) did not harvest at least 50 metric tons (mt) of Pacific whiting in the mothership sector; (2) did not land at least 50 mt of Pacific whiting in the shore-based sector; or (3) did not land groundfish shoreside in the Pacific Coast groundfish fishery (not including fish landed in the Pacific whiting fishery) (64 FR 66158). This control date provides notice to AFA-permitted vessels that might seek to participate in the Pacific Coast groundfish fisheries that current requirements for accessing these fisheries may change.

At its June 2000 meeting, the Council set a control date of June 29, 2000; any limited entry permit on that date owned by an owner of a vessel eligible for benefits under the AFA (AFA-qualified) and registered for use with an AFA-qualified vessel that does not meet minimum participation requirements that may be established in the future, may be subject to restrictions on being registered to participate in the Pacific coast groundfish fisheries, similarly to restrictions imposed on the vessel (65 FR 55214). The intended effect of this action is to discourage speculative entry or increased effort in the Pacific coast groundfish fisheries by entities eligible for AFA benefits and to provide notice of potential permit restrictions or revocation to purchasers or lessees of limited entry permits owned by AFA-qualified vessel owners and registered for use with AFA-qualified vessels.

In September 2001, the Council reviewed a range of alternatives limiting participation in the west coast groundfish fisheries and the Pacific whiting fishery for Amendment 15. Analysis in the draft environmental assessment identified four key issues: qualifying criteria for AFA catcher vessels; whether AFA catcher vessel restrictions will be on vessels, permits held by vessels, or both; qualifying criteria for AFA catcher processors; qualifying criteria for AFA motherships; and duration of the restrictions. The Council adopted a preferred alternative and directed Council staff to complete public review drafts of the analysis and proposed management measures. However, because of competing workload and no threatened imminent harm, the Council tabled action on Amendment 15 in 2001.

In 2006, changes in the Pacific whiting fishery led the Council to readdress Amendment 15 at its September 2006 meeting. A significant increase in the whiting ex-vessel price attracted several new vessels, including some AFA-permitted vessels, to the shoreside whiting fishery. Since the Alaska pollock fishery was rationalized, some vessels found they could engage in fishing for Pacific whiting off the west coast in the spring and early summer and then travel to Alaska to take their shares of pollock later in the summer when Alaskan fishing conditions were more

favorable. Increased participation in the Pacific whiting fishery resulted in achievement of the shoreside whiting harvest limits earlier in the year in 2006 than in 2005 which adversely affected processors and fishers. The Legislative Committee and the Council received testimony regarding anticipated entrance into the west coast Pacific whiting fishery by AFA-permitted vessels with no prior history in the fishery. The Oregon Department of Fish and Wildlife also reported an increase in participation and associated impacts by three AFA-permitted vessels and five non-AFA permitted vessels with no prior history in the Pacific whiting fishery during the 2006 season (Agenda Item C.5.b, Supplemental ODFW Report, September 2006). The Council also understood there was the prospect of additional entry of AFA-permitted vessels in 2007, as well as perhaps additional other vessels in the groundfish fishery.

The Council voted to move forward expeditiously to complete Amendment 15 for first use in the 2008 fishery with direction to simplify the alternatives brought forward for Council consideration. The Council also voted to request NMFS enact an emergency rule to be implemented for the 2007 season that prohibits sector-specific participation by AFA-permitted vessels that did not participate in the Pacific whiting fishery prior to December 31, 2005. In a letter dated January 11, 2007 the Northwest Regional Administrator of NMFS notified the Council that the request for the emergency rule was disapproved. The Regional Administrator noted that the Council's action was intended to address actual or potential harm to west coast fishers from the AFA, but that the evidence they presented to indicate harm (i.e., an earlier

Key Pacific Whiting Market Indicators , Landings, Ex-vessels Revenues, and Ex-vessel processed

Year	Ex-vessel Revenue (millions \$)	Percent Change	Landings mt	Landings millions of lbs	Percent Change	Ex-vessel price (\$)	Ex-vessel price percent change
2000	8.0		88,842	195.86		0.041	
2001	5.7	-28%	73,411	161.84	-17%	0.035	-13%
2002	4.6	-21%	45,707	100.77	-38%	0.045	27%
2003	5.5	21%	55,333	121.99	-21%	0.045	0%
2004	7.7	40%	96,364	212.44	74%	0.036	-2%
2005	12.6	64%	109,395	241.17	14%	0.052	44%
2006	17.4	38%	127,167	280.35	16%	0.062	19%

closure of the whiting fishery in 2006 than in 2005) was due to new participation by both AFA vessels and non-AFA vessels. While acknowledging that new market conditions were likely to attract additional vessels, the Regional Administrator pointed out that the proposed action would have denied new entry to a selected

category of vessels (i.e., AFA-permitted vessels) but not all vessels. The Regional Administrator noted that the guidelines for the use of emergency rules call for use of notice-and-comment procedures when there are controversial actions with serious economic effects, especially when the decision is largely related to allocation and not conservation. Further, the Council's remedy would not have fully addressed the valid conservation concerns raised by the Council. Therefore, the proposal, as with other allocation decisions, would more appropriately be handled through the Council's full rulemaking process even if there were valid conservation concerns.

At the March 2007 Council meeting, the Council discussed a schedule of final Council action for Amendment 15 at the June or September Council meeting. As an interim protective mechanism, the Council also voted to request that NMFS enact an emergency rule to be implemented for the 2007 non-tribal season to prohibit participation in the 2007 non-tribal Pacific whiting fishery by all vessels without sector-specific history in the fishery prior to January 1, 2007 (72 CFR 27760). At the April 2007 Council meeting, the Council approved a range of alternatives, specific to AFA-permitted vessels in the non-tribal Pacific whiting fishery, for the Amendment 15 analysis.

1.2 Summary of the Proposed Action

The proposed action is to develop conservation and management measures to protect the west coast non-tribal Pacific whiting fishery and the participants in the fishery from adverse impacts caused the AFA or by any fishery cooperatives in the directed pollock fishery; specifically vessels with no sector-specific significant historical participation in the Pacific whiting fishery.

1.3 Purpose and Need for the Proposed Action

The Council has a responsibility to develop conservation and management measures to minimize the potential economic and environmental harm to the Pacific whiting fishery from adverse impacts caused by the AFA or by any fishery cooperatives in the directed pollock fishery. The purpose for the proposed action is to

- limit expanded participation that could cause adverse harm in the Pacific whiting fisheries by AFA-permitted vessels which are receiving benefits from the AFA and directed pollock fishery cooperatives.
- define the acceptable level of participation in the Pacific whiting fishery by AFA-permitted vessels which are receiving benefits from the AFA and pollock fishery cooperatives which would prevent harm to the Pacific whiting fishery by these vessels.

2.0 ALTERNATIVES

This chapter describes the alternative management actions that could be implemented to prevent increased participation in the Pacific whiting fishery by AFA-permitted vessels with no sector-specific significant historical participation in that fishery during the qualifying periods. The range of alternatives is specific to the non-tribal whiting fishery and AFA-permitted vessels. The effects of increased participation by AFA-permitted vessels in the non-whiting fishery was not considered. Many AFA-permitted vessels hold valid limited entry permits for the west coast groundfish fisheries. The alternatives proposed by the Council do not seek to restrict or exclude participation of AFA-permitted vessels with limited entry permits who have significantly participated in the Pacific whiting fishery during the qualifying period. However, AFA-permitted vessels with limited participation during the qualifying period could be restricted. Preventing harm by AFA-permitted vessels in the Pacific whiting fishery could be accomplished by excluding AFA-permitted vessels and/or their limited entry permits that do not meet qualifying criteria for sector specific significant participation in the Pacific whiting fishery during the qualifying period.

The primary factors taken into consideration when developing the alternatives were (1) defining sector-specific significant historical participation by AFA-permitted vessels and (2) determining qualifying dates by sector. Tonnage requirements of 1,000 mt for catcher processors and motherships, and 500 mt or 1,000 mt for catcher vessels in the shore-based or mothership fishery were chosen to represent significant historical participation. The starting date for defining participation is January 1, 1994, the year in which the west coast limited entry trawl permit system began. The alternative starting date of December 31, 1996 for the at-sea sector represents the year in which the at-sea sector received a Pacific whiting allocation. The ending date of

January 1, 2006 reflects the participation levels in the Pacific whiting fishery during the 2005 season, prior to increased participation in the shoreside sector by three AFA-permitted vessels. The ending date of January 1, 2007 reflects participation levels in the Pacific whiting fishery during the 2006 season, after increased participation in the shoreside sector by three AFA-permitted vessels.

Three different approaches to limiting participation by AFA-permitted vessels in the Pacific whiting fishery are defined and analyzed in this EA:

2.1 Alternative 1 (No Action). *Do not limit participation in the Pacific whiting fishery by AFA-permitted vessels*

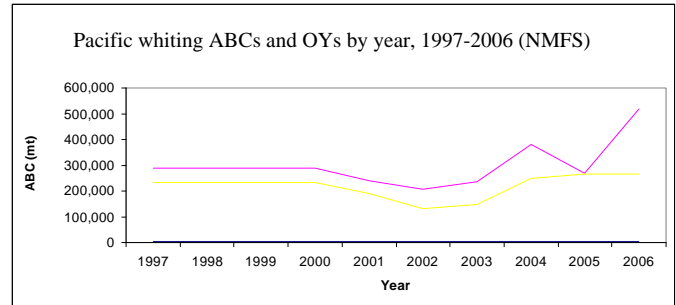
Under the No Action Alternative, any AFA-permitted vessel with a west coast limited entry permit could participate in the shoreside, catcher/processor, and mothership sectors of the Pacific whiting fishery. Therefore persons receiving benefits from the AFA or the directed pollock fishery cooperative could purchase a permit and participate in any sector of the Pacific whiting fishery.

2.2 Alternative 2. *1994- 2005 qualification period for AFA-permitted vessels with significant levels of participation in the Pacific whiting fishery.*

Alternative 2 prohibits participation in the shoreside, catcher/processor, and mothership sectors of the Pacific whiting fishery by AFA-permitted vessels that do not have sector-specific significant historic participation in the fishery during the qualifying years as defined below. This alternative reflects the participation levels in the Pacific whiting fishery since license limitation was implemented through the 2005 season. Alternative 2 excludes vessels that participated only in the 2006 fishery, when increased participation by AFA-permitted vessels occurred in the shoreside sector, and excludes vessels that participated prior to license limitation and have not significantly participated in a specific sector since. Adverse harm to the fishery from AFA-permitted vessels who joined the fishery in 2006 and any new AFA-permitted vessels that may choose to join the fishery in the future would be prevented.

Vessels included under this alternative have participated in the Pacific whiting fishery during the years of license limitation, which began in 1994. Since this time, regulations required that catcher/processors and catcher vessels have limited entry permits with trawl endorsements to operate in the fishery. Vessels that did not initially qualify for a permit had to purchase or lease one or more permits from qualifying vessels to gain access to the fishery. The license limitation program significantly changed the composition of the at-sea processing fleet, increasing the number of motherships, because permits were not required. No catcher/processors initially qualified for permits, but later purchased permits for participation. In 1997, a new allocation plan divided the commercial harvest guideline into three sectors: the shore-based sector (42% of the commercial optimal yield), mothership (24% of the commercial optimal yield) and catcher/processor (36% of the commercial optimal yield). Participation by vessels in the at-sea fishery has been consistent since 1997, with lower participation in years with low Pacific whiting OYs and limited market opportunities.

Low participation in the fishery during years with historical low Pacific whiting OYs may reduce the number of vessels qualifying under this alternative. Pacific whiting is a very productive species with highly variable recruitment. The stock was stable between 1995 and 1997, but then declined to its lowest level in 2001. Since 2001, the stock has increased substantially due to a strong 1999 year class that matured and entered the spawning population.



2.3 Alternative 3. 1994- 2006 qualification period for AFA-permitted vessels with significant levels of participation in the Pacific whiting fishery.

Prohibit participation in the shoreside, catcher/processor, and mothership sectors of the Pacific whiting fishery by AFA-permitted vessels that do not have a sector-specific significant historic participation during the qualifying years, as defined below, between January 1, 1994 and January 1, 2007. Like Alternative 2, this alternative reflects participation levels in the Pacific whiting fishery since license limitation was implemented. However, Alternative 3 includes the 2006 season, after increased participation by AFA-permitted vessels occurred in the shoreside fishery. Alternative 3 excludes vessels that participated prior to license limitation and have not significantly participated in a specific sector since. The AFA-permitted vessels with sector-specific significant historical participation between January 1, 1994 and January 1, 2007 could continue to operate in the Pacific whiting fishery. Entrants who joined the fishery in 2006, including the AFA-permitted vessels, would be allowed to use benefits received by the AFA or the directed pollock fishery cooperative to participate in the Pacific whiting fishery. However, further harm by AFA-permitted vessels would be prevented as no new AFA-permitted vessels could to use benefits received by the AFA or the directed pollock fishery cooperative to participate in the Pacific whiting fishery in the future. Like Alternative 2, low participation in the fishery during years with historical low Pacific whiting OYs may reduce the number of vessels qualifying under this alternative.

For both Alternative 2 and Alternative 3, “significant historic participation” is defined:

- For catcher/processors (two alternative definitions for analysis) as:
 - a. having caught and processed at least 1,000 metric tons (mt) of Pacific whiting in any one qualifying year; or
 - b. having caught and processed at least 1,000 mt of Pacific whiting in any one qualifying year subsequent to December 31, 1996.

- For motherships (two alternative definitions for analysis) as:
 - a. having caught and processed at least 1,000 mt of Pacific whiting in any one qualifying year; or
 - b. having caught and processed at least 1,000 mt of Pacific whiting in any one qualifying year subsequent to December 31, 1996.

- For catcher vessels in the shore-based or mothership fishery (two alternative definitions for analysis) as:
 - a. having landed at least 500 mt of Pacific whiting in any one qualifying year; or
 - b. having landed at least 1,000 mt of Pacific whiting in any one qualifying year¹.

2.4 Alternatives Considered but Rejected for Further Analysis

The Council voted to establish a control date of September 16, 1999, and to initiate the development of recommendations to restrict AFA-qualified vessels from participating in the Pacific Coast groundfish fishery if, during a qualifying period between January 1, 1994, and September 16, 1999, the vessel: (1) did not harvest at least 50 metric tons (mt) of Pacific whiting in the mothership sector; (2) did not land at least 50 mt of Pacific whiting in the shore-based sector; or (3) did not land groundfish shoreside in the Pacific Coast groundfish fishery (not including fish landed in the Pacific whiting fishery) (64 FR 66158). The 2001 draft environmental assessment for Amendment 15 included a range of participation from 50 to 500 mt. The Council rejected the requirement of 50 mt as that was considered too low by industry. The 500 mt and 1000 mt values for participation in the current alternatives represent those recommended by the Groundfish Allocation Committee in their report to the Council in September 2001.

¹ Significant historical participation for at-sea catcher vessels will be determined using observer data. Due to low sampling rates, estimated values of total catch, rather than Pacific whiting catch, may be used in the analysis. Since the bycatch rate in the Pacific whiting fishery is low (1-2%), total catch is assumed to be a reasonable substitute for Pacific whiting catch.

Table 1. List of AFA-permitted vessels, Alaska Department of Fish and Game (ADFG) permit number, U.S. Coast Guard permit number (USCG), AFA permit number, cooperative affiliation, and sector designation. Retrieved from the National Marine Fisheries Service Restricted Access Management program (NMFS, 2007).

VESSEL NAME	ADFG	USCG	PERMIT	CO-OP	SECTOR		
					C/P	MTH	INS
AJ	57934	599164	3405	PETER PAN	N	N	Y
ALASKA ROSE	38989	610984	515	UNALASKA	N	N	Y
ALASKAN COMMAND	57321	599383	3391	WESTWARD	N	N	Y
ALDEBARAN	48215	664363	901	AKUTAN	N	N	Y
ALEUTIAN CHALLENGER	50570	603820	1687	OPEN ACCESS	N	Y	N
ALSEA	40749	626517	2811	UNISEA	N	N	Y
ALYESKA	00045	560237	395	WESTWARD	N	Y	Y
AMERICAN BEAUTY	24255	613847	1688	PETER PAN	N	Y	Y
AMERICAN CHALLENGER	62152	633219	4120	OPEN ACCESS	Y	N	N
AMERICAN EAGLE	00039	558605	434	UNISEA	N	N	Y
ANITA J	00029	560532	1913	NORTHERN	N	N	Y
ARCTIC EXPLORER	57440	936302	3388	AKUTAN	N	N	Y
ARCTIC WIND	01112	608216	5137	WESTWARD	N	N	Y
ARCTURUS	45978	655328	533	AKUTAN	N	N	Y
ARGOSY	38547	611365	2810	UNISEA	N	N	Y
AURIGA	56153	639547	2889	UNISEA	N	N	Y
AURORA	56154	636919	2888	UNISEA	N	N	Y
BERING ROSE	40638	624325	516	UNALASKA	N	N	Y
BLUE FOX	62892	979437	4611	AKUTAN	N	N	Y
BRISTOL EXPLORER	55923	647985	3007	AKUTAN	N	N	N
CAITLIN ANN	59779	960836	3800	WESTWARD	N	N	N
CALIFORNIA HORIZON	33697	590758	412	OPEN ACCESS	N	N	Y
CAPE KIWANDA	61432	618158	1235	AKUTAN	N	N	N
CHELSEA K	62906	976753	4620	WESTWARD	N	N	N
COLLIER BROTHERS	54648	593809	2791	NORTHERN	N	N	N
COLUMBIA	39056	615729	1228	AKUTAN	N	N	N
COMMODORE	53843	914214	2657	NORTHERN	N	N	N
DEFENDER	56676	554030	3257	UNISEA	N	N	N
DESTINATION	60655	571879	3988	UNALASKA	N	N	N
DOMINATOR	08668	602309	411	AKUTAN	N	N	N
DONA MARTITA	51672	651751	2047	WESTWARD	N	N	N
ELIZABETH F	14767	526037	823	PETER PAN	N	N	N
EXCALIBUR II	54653	636602	410	NORTHERN	N	N	N
EXODUS EXPLORER	33112	598666	1249	AKUTAN	N	N	N
FIERCE ALLEGIANCE	55111	588849	4133	UNISEA	N	N	N
FORUM STAR	59687	925863	4245	OPEN ACCESS	Y	Y	N
GLADIATOR	32473	598380	1318	AKUTAN	N	N	N
GOLD RUSH	40309	521106	1868	NORTHERN	N	N	N
GOLDEN DAWN	35687	604315	1292	AKUTAN	N	N	Y
GOLDEN PISCES	32817	599585	586	AKUTAN	N	N	Y
GREAT PACIFIC	37660	608458	511	UNALASKA	N	N	Y

							SECTOR
GUN-MAR	41312	640130	425	UNISEA	N	N	Y
HALF MOON BAY	39230	615796	249	NORTHERN	N	N	Y
HAZEL LORRAINE	57117	592211	523	AKUTAN	N	N	Y
HICKORY WIND	47795	594154	993	WESTWARD	N	N	Y
INTREPID EXPLORER	64105	988598	4993	ARCTIC ENT	N	N	Y
LESLIE LEE	56119	584873	1234	AKUTAN	N	N	Y
LISA MELINDA	41520	584360	4506	AKUTAN	N	N	Y
MAJESTY	60650	962718	3996	AKUTAN	N	N	Y
MAR-GUN	12110	525608	524	UNISEA	N	Y	Y
MARCY J	00055	517024	2142	AKUTAN	N	N	Y
MARGARET LYN	31672	615563	723	AKUTAN	N	Y	Y
MARK I	06440	509552	1242	AKUTAN	N	Y	Y
MESSIAH	66196	610150	6081	UNALASKA	N	N	Y
MISS BERDIE	59123	913277	3679	NORTHERN	N	N	Y
MISTY DAWN	68858	926647	5946	OPEN ACCESS	N	Y	N
MORNING STAR	38431	610393	208	UNALASKA	N	N	Y
MORNING STAR	41009	618797	7270	OPEN ACCESS	N	Y	N
MORNING STAR	70323	1E+06	6204	PETER PAN	N	N	Y
MS AMY	56164	920936	2904	UNALASKA	N	N	Y
MUIR MILACH	41021	611524	480	OPEN ACCESS	Y	N	N
NEAHKAHNE	32858	599534	424	OPEN ACCESS	Y	N	N
NORDIC EXPLORER	51092	678234	3009	AKUTAN	N	N	Y
NORDIC FURY	00200	542651	1094	NORTHERN	N	Y	Y
NORDIC STAR	00961	584684	428	UNISEA	N	N	Y
NORTHERN PATRIOT	55153	637744	2769	AKUTAN	N	N	Y
NORTHWEST EXPLORER	36808	609384	3002	AKUTAN	N	N	Y
OCEAN EXPLORER	51073	678236	3011	AKUTAN	N	N	Y
OCEAN HARVESTER	00101	549892	5130	OPEN ACCESS	Y	N	N
OCEAN HOPE 3	48173	652397	1623	WESTWARD	N	N	Y
OCEAN LEADER	00032	561518	1229	PETER PAN	N	Y	Y
OCEANIC	03404	602279	1667	PETER PAN	N	Y	Y
PACIFIC CHALLENGER	06931	518937	657	PETER PAN	N	Y	Y
PACIFIC EXPLORER	50759	678237	3010	AKUTAN	N	N	Y
PACIFIC FURY	00033	561934	421	NORTHERN	N	Y	Y
PACIFIC KNIGHT	54643	561771	2783	WESTWARD	N	N	Y
PACIFIC MONARCH	54645	557467	2785	UNISEA	N	N	Y
PACIFIC PRINCE	61450	697280	4194	WESTWARD	N	N	Y
PACIFIC RAM	61792	589115	4305	AKUTAN	N	N	Y
PACIFIC VIKING	00047	555058	422	AKUTAN	N	N	Y
PAPADO II	55512	536161	2087	OPEN ACCESS	N	Y	N
PEGASUS	57149	565120	1265	AKUTAN	N	N	Y
PEGGY JO	09200	502779	979	AKUTAN	N	N	Y
PERSEVERANCE	12668	536873	2837	AKUTAN	N	N	Y
POSEIDON	37036	610436	1164	NORTHERN	N	N	Y
PREDATOR	33744	547390	1275	AKUTAN	N	N	Y
PROGRESS	00006	565349	512	UNALASKA	N	N	Y
PROVIDIAN	70709	1E+06	6308	PETER PAN	N	N	Y

				SECTOR			
RAVEN	56395	629499	1236	AKUTAN	N	N	Y
ROYAL AMERICAN	40840	624371	543	AKUTAN	N	N	Y
ROYAL ATLANTIC	00046	559271	236	NORTHERN	N	N	Y
SEA STORM	40969	628959	420	OPEN ACCESS	Y	N	N
SEA WOLF	35957	609823	1652	UNALASKA	N	N	Y
SEADAWN	00077	548685	2059	UNISEA	N	N	Y
SEEKER	59476	924585	2849	AKUTAN	N	N	Y
SOVEREIGNTY	55199	651752	2770	AKUTAN	N	N	Y
STAR FISH	00012	561651	1167	UNISEA	N	N	Y
STARLITE	34931	597065	1998	UNISEA	N	N	Y
STARWARD	39197	617807	417	UNISEA	N	N	Y
STORM PETREL	39860	620769	1641	NORTHERN	N	N	Y
SUNSET BAY	35527	598484	251	NORTHERN	N	N	Y
TOPAZ	40250	575428	405	PETER PAN	N	N	Y
TRACY ANNE	54654	904859	2823	OPEN ACCESS	Y	N	N
TRAVELER	58821	929356	3404	AKUTAN	N	Y	Y
VANGUARD	39946	617802	519	UNALASKA	N	Y	Y
VESTERAALEN	38342	611642	517	OPEN ACCESS	N	Y	N
VIKING	00008	565017	1222	WESTWARD	N	N	Y
VIKING EXPLORER	36045	605228	1116	AKUTAN	N	N	Y
WALTER N	34919	257365	825	PETER PAN	N	N	Y
WESTERN DAWN	22294	524423	134	UNALASKA	N	Y	Y
WESTWARD I	53247	615165	1650	WESTWARD	N	N	Y

7.0 REFERENCES

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