Exhibit D.1
Situation Summary
March 2001

STATUS OF NMFS RESEARCH PROGRAMS AND OTHER NONREGULATORY ACTIVITIES

Situation: National Marine Fisheries Service (NMFS) will report on its research programs and other nonregulatory activities since the November 2000 Council meeting.

Council Action: Council discussion.

Groundfish Fishery Strategic Plan Consistency Analysis

This agenda item is not expected to require Council decision making that raise issues of consistency with the Plan.

PFMC
02/20/01

Exhibit D.2
March 2001

EXEMPTED FISHING PERMIT APPLICATIONS

Situation: National Marine Fisheries Service (NMFS) will conduct its annual survey of the continental slope groundfish resources this summer, using private commercial vessels as research platforms. NMFS may compensate these vessels for their participation in research activities by setting aside amounts of groundfish for them to harvest after their research activities have been completed. These amounts are in addition to any trip limits that may be in effect. An exempted fishing permit (EFP) is necessary to allow these vessels to take these compensation fish. The EFP specifies the amount of fish and conditions for compensation fishing. NMFS will present its estimates of the quantities and species of fish to be made available for compensating the vessels. The amounts of fish actually caught will be deducted from the 2002 acceptable biological catch levels when the Council addresses this issue in November 2001

NMFS may also discuss an EFP to allow vessels that carry state or federal biologists to take small amounts of fish that will be used for specific research and data collection projects, such as depth-specific size and distribution studies. Action on this EFP is scheduled for the April meeting so the Groundfish Advisory Subpanel (GAP) and industry will have an opportunity to comment before the Council and NMFS take action.

Council Action: Recommendations to NMFS on Exempted Fishing Permit Applications, as necessary.

Groundfish Fishery Strategic Plan Consistency Analysis

Section II, B. of the Plan deals with Science, Data Collection, Monitoring and Analysis. The NMFS proposal is expected to be consistent with the recommendations in the Plan.

PFMC
02/20/01

SUMMARY MINUTES
Ad Hoc Groundfish Management Process Committee

Pacific Fishery Management Council
Pacific States Marine Fisheries Commission
Large Conference Room
45 SE 82nd Drive, Suite 100
Gladstone, OR 97027
(503) 650-5400
January 11-12, 2001

Call to Order

The Ad Hoc Groundfish Management Process Committee (GMPC) meeting was called to order by Dr. Donald McIsaac, Council Executive Director.

After introductions, Dr. McIsaac outlined the meeting goals, which entailed reviewing problems with the current annual management process and developing recommended improvements for Council consideration. The goal is to implement a revised management schedule by the 2002/2003 cycle.

The agenda was reviewed and approved.

Members in Attendance

Mr. Phil Anderson, Washington Department of Fish and Wildlife
Mr. LB Boydstun, California Department of Fish and Game
Mr. Ralph Brown, Pacific Fishery Management Council
Ms. Eileen Cooney, National Oceanographic and Atmospheric Administration - General Counsel
Mr. Bob Eaton, Pacific Marine Conservation Council
Dr. Jim Hastie, National Marine Fisheries Service
Mr. Jim Lone, Chair, Pacific Fishery Management Council
Dr. Donald McIsaac, Executive Director, Pacific Fishery Management Council
Mr. Rod Moore, West Coast Seafood Processors Association
Mr. Bill Robinson, National Marine Fisheries Service

Others in Attendance

Mr. Steve Bodnar, Coos Bay Trawler's Association
Dr. John Coon, staff, Pacific Fishery Management Council
Mr. Brian Culver, Washington Department of Fish and Wildlife
Mr. Joe Easley, Oregon Trawl Commission
Mr. Jim Glock, staff, Pacific Fishery Management Council
Mr. Jim Golden, Oregon Department of Fish and Wildlife, designee for Mr. Burnell Bohn
Dr. Richard Methot, National Marine Fisheries Service
Dr. Steve Ralston, National Marine Fisheries Service
Mr. Jim Seger, staff, Pacific Fishery Management Council
Ms. Cyreis Schmitt, National Marine Fisheries Service
Mr. Dan Waldeck, staff, Pacific Fishery Management Council

Meeting Summary

Dr. McIsaac started off the meeting and reviewed the materials that were distributed prior to the meeting.

Ms. Cooney (NOAA-GC) provided a description of the current management process. She noted that the federal regulatory process was not designed to respond quickly to major issues. Therefore, the Council developed the framework process for the groundfish fishery management plan (FMP). However, the annual management process was designed to set annual harvest levels in response to new stock assessment information, and to adjust commercial trip limits and recreational bag limits to meet, but not exceed, the annual harvest target. Other management measures were to be established through framework processes that called for more complex rulemaking.

Operationally, major changes were not dealt with during the annual management process. Ms. Cooney noted that current problems with the management process arose when trip limit and/or bag limit adjustments could no longer provide enough flexibility to respond to the lower OYs. This results in annual management being eclipsed by the necessity to make major management decisions at the November Council meeting without adequate analysis or public review.

General Discussion

It might be possible to design a framework process for dealing with major issues, but this would require developing adequate framework policies, procedures, and standards.

It was noted that rebuilding plans further complicate annual management, not only increasing workload (i.e., development and monitoring of rebuilding plans), but by also creating a need for allocation decisions.

Currently, there is a compelling need for short-term fixes to the annual management process. Over the long-term, after capacity reduction, marine reserves, and rebuilding problems are dealt with, the management process should stabilize.

Problems with the Current Management Process

Prior to the GMPC meeting, Council staff developed an outline of problems in the current management process, the committee reviewed this list (Attachment 1).

Ms. Schmitt briefed the GMPC on West Coast groundfish research initiatives conducted by NMFS. NMFS has received increased funding for annual resource surveys, which is a change from the three-year survey cycle. The slope and shelf surveys will now be conducted annually, NMFS also plans to annually perform the hydro-acoustic survey (or, at least, more frequently).

The committee discussed problems that could arise when surveys are conducted more frequently, that is, there could be increased pressure on the Council to use the newest information, and result in requests for annual assessment of a greater number of species or more frequent assessments. Ms. Schmitt stated that, for the near-term, the annual assessment cycle will be retained, and the Council will continue to annually determine which species will be assessed. Long-term, NMFS is hoping to hire more assessment scientists, which could provide for more frequent or a greater number of assessments.

The committee discussed the time required for (1) compiling assessment data, (2) performing assessments, and (3) developing annual management measures, and whether the annual process used for salmon management would be a suitable model for groundfish.

It was noted that, in the groundfish management process, at times, significant assessment information comes into the process for developing annual management measures very late. It was suggested that it could be helpful to establish a date-certain for ending input of assessment information. An improved timeline for decision making could resemble the following:

- June – preliminary acceptable biological catches (ABCs) and optimum yields (OYs); scope management measures
- September – ABCs and OYs set – management measures drafted
- October – management measures reviewed/analyzed
- November – final decision

The need for a three-meeting process to make allocation decisions was discussed, it was noted this creates an overlap with annual management process.

It was stressed that stakeholders do not have adequate time to review preliminary ABC/OY designations and alternative management measures. This tends to hinder public input and public understanding/acceptance of management measures.

It was also noted that questions arising from the stock assessment and review (STAR) process complicate management decisions, especially if these questions linger into the process for setting annual management measures, for example, darkblotched in 2000.

It was suggested that there is a need for a public hearing process to air proposed management measures. Currently, Council meetings provide the only opportunity for public hearings, but these may not be adequate in terms of public involvement. The result is very little opportunity for public comment on ABC/OY and management measures.

Ms. Cooney restated the nature of the annual groundfish management process, noting that historically, public hearings have not been used, as management decisions were generally limited to trip limit and/or bag limit changes, rather than major adjustments.

Stock Assessment Information

If STAR panels were held earlier in the year, it could result in some of the most recent data not being used to develop OYs and craft management measures, because holding STAR panels earlier would necessitate stock assessments being completed earlier. Hence, some data might not be included in the assessment.

Under rebuilding plans, if new information indicates a significant change (positive or negative) in the health of the stock, the Council should not have to wait for a new rebuilding analysis and amendment/approval of a new rebuilding plan before taking action. Therefore, for species under a rebuilding plan, there is a need for mechanisms to quickly adapt management measures in response to changes in abundance.

In response to a request for more specificity in ABC and OY information coming out of the stock assessment and STAR process, it was stressed that uncertainty is a part of the scientific method. Management has to come to terms with and account for uncertainty in decision-making. Stock assessments will always provide a range of ABC. Moreover, point estimates are less statistically valid. There is a need for "decision rules" to account for uncertainty and variability. That is, rules based on the acceptable level of risk and prevailing trends in abundance – if level of risk = *v*, uncertainty = *x*, and abundance = *y*, then decision = *z*. However, the Groundfish Advisory Panel needs less uncertainty and more specificity. It is difficult to craft management measures if there are a variety of likely scenarios. The problem is exacerbated when the information changes at the last minute.

The group agreed that stock assessments and STAR panels should provide ranges rather than point estimates (when appropriate), and that the Council is the appropriate body for making policy decisions based on a range for ABC.

Alternative Annual Management Scenarios

Dr. McIsaac described a suite of annual management scenarios (Attachment 1). Alternative 3 was refined by the committee (Table 1. Timeline). The timeline is premised on the assumption that the fishing year will continue to start January 1, the timeline could be modified if the fishing year were started later in the calendar year. This adjustment would necessitate modification of the assessment and STAR processes.

It was suggested the STAR process could be scheduled for off-years, which could prevent strain on the process for developing management measures. Other non-annual management activities could also be restricted to off-years, but it was noted this is not realistic, as the management cycle needs to accommodate work on all facets of management.

Monitoring of rebuilding plans also needs to be factored into the annual management process. The Magnuson-Stevens Act requires two-year monitoring of rebuilding plans, a "monitoring report" should suffice in lieu of a comprehensive assessment.

Ms. Schmitt provided an overview of the next ten years in terms of surveys and assessments. She discussed the Magnuson-Stevens Act requirement to monitor rebuilding plans, noting NMFS is prepared to perform "monitoring reports" to satisfy the requirement. That is a review of the status of a rebuilding species rather than a full assessment. A full assessment would be done if information indicated it was warranted.

It was noted that while FMP calls for ABC/OY to be set annually, this could be done with the assumption that change could occur in year two if warranted by new information (e.g., a new stock assessment). That is, set a two-year OY, which could be revisit and modify OY, if necessary, prior to start of second year.

The committee discussed how to proceed with drafting alternative management scenarios.

It was emphasized that it would be critical to provide adequate time between each of these processes:

(1) setting ABC and developing management measures;
(2) draft and final management alternatives; and
(3) final decision on management measures and publication of regulations.

If management measures developed during early September the GAP and public would have opportunity to comment.

There will be an inherent tradeoff between using most recent data and having adequate time to do effective management.

To remove the workload required to formulate annual allocations, it was suggested that a framework for annual allocation could be incorporated into the FMP.

Under the groundfish FMP, two Council meetings are required (1) to develop preliminary ABC/OY and (2) adopt final ABC/OY. If the Council adopted preliminary ABC/OY in June, time could be dedicated to drafting management options between June and September. At the September meeting, final ABC/OY could be adopted, and draft management measures could be refined and adopted as preliminary management measures. Draft regulatory analyses could be performed between September and November. Final adoption of management measures would occur at the November meeting.

It was also suggested that another way to deal with overlap of non-annual management measures would be to modify the two meeting process such that decisions are not made at subsequent meeting (June and September). For example, preliminary decisions on non-annual management matters could occur in April, with final decisions in November.

This schedule would require a dedicated effort to work on management measures between June and September, especially developing management measures that encompass the range of ABCs and Oys. It was suggested that if the September meeting were moved to late August, and November meeting to mid-November there would be enough time to refine prospective management measures between August/September and November Council meetings. Also, if fishing year started later than January 1 there would be more time to work on regulatory package between the November Council meeting and start of fishing year.

It was reiterated that if there was a framework for annual allocations there would be more time for management decision-making.

The committee discussed whether inseason management could be delegated to NMFS rather than performed with the Council process. However, it was stated that problems may arise if major adjustments are needed, that is, a public review process and Council involvement would be required.

Transition Strategy – interim measures for the near-term

The committee discussed components of a revised management process that could be implemented in the current year. Revisions to the process will be constrained by need to complete rebuilding plans in 2001. By the June Council meeting, the "remaining rockfish" STAR panel will have been completed. This information could be brought into year 2002 management. The other new assessments will not be reviewed until July; therefore, this information will not be available. By June, there should be enough preliminary assessment information to initiate scoping out management measures for 2002. For example, in June, the GAP could begin roughing-out sideboards for management measures. It could be helpful for the June GAP meeting to start earlier.

Steps Prior to September 2001 Council Meeting

- Allocation committee meets in August.
- Industry/GAP/public forum before/after allocation committee meeting.
- These meetings feed information into September Council meeting and development of management measures.

The next GMPC meeting was scheduled for: February 14, 2001 at the Pacific States Marine Fisheries Commission. Agenda topics include: develop two-year management cycle scenario; refine modified 5-meeting scenario; discuss alternative funding sources for staff and resources.

Attachment 1 – Meeting Materials – GMPC – January 11-12, 2001

Groundfish Management Process Committee (GMPC)

Current Problems

Timing and schedule

- Information flow into September meeting is rushed (Stock Assessments – STAR – rebuilding plans – GMT – September options). Does not provide enough time to develop both ABC/OY and management alternatives.
- Too much expected of GMT to be able to meld ABC/OYs into management alternatives by the September meeting.
- Current process for developing ABCs/OYs is long and burdensome. Also, because ranges (rather than point estimates) are, typically, provided many policy decisions must be made to choose which end of the range of ABC/OY to use.
- Generally, no draft management options available at the September meeting. Makes it difficult to do required analyses (EA/RIR, NEPA) prior to November meeting (final adoption).
- September to November crunch: not enough time for EA/RIR, etc. preparation.
- Development of management measures delayed because states' need time to develop and consider their own management initiatives; GMT cannot move forward in developing management options for the Council until states have determined their management measures.
- Proposed management measures provided to public with short-notice (i.e., little time to digest) between September and November Council meetings.
- Insufficient time and resources to analyze and implement measures between November meeting and January 1.
- Three meeting process needed for allocation, and other major management actions (required under FMP). Creates overlap with process for setting annual management measures, which increases workload and dilutes staff efforts.
- Overlap of "non-annual" management measures issues (e.g., sablefish permit stacking, allocation) with development of annual management measures.

Staff and resources

- Shortfalls in data availability and analytical resources for inseason adjustment, especially in the Fall.
- Increasing volume of federal requirements (Magnuson-Stevens Act, National Standards) requiring more from Council and management agencies.
- Must be able to balance groundfish management workload with other Council workload; must prevent build-up/add-on of workload (without taking off other tasks).
- Council is short staffed.
- Analytical requirements (EA/RIR, NEPA, RFA, Magnuson-Stevens Act) have outpaced staffing levels.
- GMT needs increase in members and support; including SWR, NWFSC, SWFSC, NWR and states, involving economists, biologists, and statisticians.

STAR related

- Stakeholders demand the use of most recent assessment information.
- STAR process is very costly in time (Council, staff, agencies) for what it produces. Might be better to have a process that results in point estimates or narrower ranges of ABC. Wide ranges make it harder to develop options.

Others

- FMP requires annual approval of harvest specifications.
- Currently, two-meeting process required to develop Groundfish ABC/OY and management options.
- Increasing scrutiny by stakeholders of analysis of the impacts management actions.

Groundfish Management Process Committee (GMPC)

Possible Solutions

- NMFS provides point estimates of ABC, Council (GMT/GAP) develops OYs and management alternatives. STAR becomes strictly a NMFS process.

- Two-year cycle for setting all ABCs and OYs. **Would require an FMP amendment.**

- Do inseason adjustments outside of Council meetings, e.g., delegated to NMFS (as in salmon).

- Increased funding for Council staff.

- Develop outside forums (similar to North of Falcon/KFMC process used in salmon management), for developing management alternatives. That is, these forums are used under salmon management plan to develop management alternatives.

- Set allocations in FMP, rather than using the current framework process, which requires three meetings (required by FMP). This might prevent having to address allocation issues concurrent to setting annual management measures; alternatively, could change schedule to prevent conflict. **Would require FMP amendments.**

- Earlier development/finalization of ABCs and OYs. Could entail such things as revamping STAR process/schedule, restricting formal assessment reviews to only when models or methods change, incorporating economic information into stock assessments (e.g., value of historic landings).

- To prevent overlap and overload, do not consider plan amendments and/or other non-annual management items concurrent to annual specification setting process. For example, do non-spec items in April/June, leave June/September/November dedicated to annual management.

- Begin fishing year sometime other than January 1.

Alternative Groundfish Management Scenarios

I. Status Quo

II. Two-year Cycle

III. June - November (5 Council meeting schedule)

IV. June - October (4 Council meeting schedule)

	OPTIONS			
Council Mtg	**I. Status Quo**	**II. 2-Year Cycle**	**III. Altered 5-Yr Schd**	**IV. Altered 4-Yr Schd**
March				
April				
June		• ABC/OY	• ABC/OY	• ABC/OY • Draft Mgt Options
				Initialize Analysis
September	• ABC/OY • Draft Mgt Options	• Draft Mgt Options	• Draft Mgt Options	• No September Mtg • No F/KFMC-type Forums
	Initiate Analysis			
October				• Final Decision
				Finalize Analysis of Mgt Alternatives
November	• Final Decision	• Final Decision	• Final Decision	
	Finalize Analysis of Mgt Alternatives	Finalize Analysis of Mgt Alternatives	Finalize Analysis of Mgt Alternatives	
Features	Use Current STAR	Off Years: STAR, Allocation, Str Plan, FMP Amdts, Rebuilding Plans, Other Non-Annual Mgt Measures	Staged or Accelerated (or Postponed) STAR	• NMFS-Only STAR Process (due by June) • Outside Forum to Dev Mgt Options

Year 0	January	February	March	April	May	June	July	August	September	October	November	December
SCIENCE						Resource assessment surveys					Initial survey results Stock assessment ->	

Year 1	January	February	March	April	May	June	July	August	September	October	November	December
Council				Groundfish focus on larger FMP issues		Prelim. ABCs / OYs			Final ABC/OY - Prelim. mgmt measures		Final mgmt. measures - Other FMP issues	
MANAGEMENT						Alloc. Comm.		Alloc. Comm.				
GMT					Review ABCs/OYs/ Rbld. Plans		Analysis of ABCs/OYs - Scoping of mgmt. measures			Analysis of mgmt. measures / NEPA / IRFA		
SCIENCE	Stock assessments			STAR Panels		Resource assessment surveys					Initial survey results	
REBUILDING						preliminary "overfished" indication	Develop and refine rebuilding analyses (targets, timelines)					
							X - SSC review of rebuilding analyses - X					
PUBLIC	GMT meeting			Council meeting	GMT meeting	Council meeting	review	review - GMT mtg.	Council meeting	hearing - GMT mtg.	Council meeting	

Wall of Science

Year 2	January	February	March	April	May	June	July	August	September	October	November	December
Council				Groundfish focus on larger FMP issues		Preliminary normal & rebuilding ABCs / OYs / allocations			Final ABC/OY/ rbld. plans - Prelim. Mgmt. measures		Final mgmt. measures - Other FMP issues	
MANAGEMENT						Alloc. Comm.		Alloc. Comm.				
GMT					Review ABCs/OYs/ Rbld. Plans		Analysis of ABCs/OYs/allocations - Scoping of mgmt. measures			Analysis of mgmt. measures / NEPA / IRFA		
SCIENCE	-> Stock assessments / Major reviews of existing rebuilding progress (every 2-4 yrs, each)			STAR Panels		Resource assessment surveys					Initial survey results	
Cont. from year 1	Designation as overfished (NMFS)	Develop rebuilding plans (mgmt measures)				Prelim. rbld. plans			Final rbld. plans			
						X - SSC review of rebuilding plans - X						
REBUILDING												
New in year 2						"overfished"	Develop and refine rebuilding analyses					
							X - SSC review of rebuilding analyses - X					
PUBLIC	GMT meeting			Council meeting	GMT meeting	Council meeting	review	review - GMT mtg.	Council meeting	hearing - GMT mtg.	Council meeting	

DRAFT SUMMARY MINUTES
Ad Hoc Groundfish Management Process Committee

Pacific Fishery Management Council
Pacific States Marine Fisheries Commission
Large Conference Room
45 SE 82nd Drive, Suite 100
Gladstone, OR 97027
February 14, 2001

Call to Order

The Ad Hoc Groundfish Management Process Committee (GMPC) meeting was called to order by Dr. Donald McIsaac, Council Executive Director. He suggested a loose structure such that public comment would be encouraged throughout the meeting. He discussed the goals of the meeting, which included discussing alternative management scenarios to improve the groundfish management process and developing recommendations for the Council. After review by the Council at the March meeting, GMPC recommendations could be put out for public review, with Council action possibly in April 2001.

The summary of the January 11-12, 2001 GMPC meeting was reviewed. The GMPC suggested several edits, which will be incorporated into the meeting summary by Mr. Dan Waldeck.

The agenda was reviewed and approved.

Members in Attendance
Mr. LB Boydstun, California Department of Fish and Game
Mr. Ralph Brown, Pacific Fishery Management Council
Ms. Eileen Cooney, National Oceanographic and Atmospheric Administration - General Counsel
Mr. Bob Eaton, Pacific Marine Conservation Council
Dr. Jim Hastie, National Marine Fisheries Service
Mr. Jim Lone, Chair, Pacific Fishery Management Council
Dr. Donald McIsaac, Executive Director, Pacific Fishery Management Council
Mr. Rod Moore, West Coast Seafood Processors Association
Mr. Bill Robinson, National Marine Fisheries Service

Others in Attendance
Mr. Barry Cohen, representative, Groundfish Advisory Subpanel
Mr. Brian Culver, Washington Department of Fish and Wildlife
Mr. Jim Glock, staff, Pacific Fishery Management Council
Mr. Jim Golden, Oregon Department of Fish and Wildlife, designee for Mr. Burnell Bohn
Mr. Rob Jones, Northwest Indian Fisheries Commission
Dr. Steve Ralston, National Marine Fisheries Service
Ms. Cyreis Schmitt, National Marine Fisheries Service
Mr. Dan Waldeck, staff, Pacific Fishery Management Council

Meeting Summary

<u>Public Review of Annual Management Measures</u>

The committee discussed the applicability of the GMPC review process to the issues raised in recent lawsuits involving the groundfish fishery. Notably, if extending the groundfish management process would provide more time for public review of and input to the process. A revised process could provide better opportunity to comment on the annual specifications and management measures before the Council takes final action, scoping of management options prior to the September Council meeting would also provide opportunity for public input.

However, the extended process discussed so far might not address all of the concerns noted in the recent lawsuits. Notably, it does not provide time for a proposed and final rule with comment to the Secretary of Commerce after the Council recommendation and before the Secretary approves final specifications and management measures. The revised timeline increases the opportunity for public review of annual specifications and management measures before final council action, but not after. It was suggested that a proposed rule could be published on preliminary specifications and management measures in September. However, publication before the September meeting would use old information, and publication after the meeting would not allow for timely input at the November meeting.

It is critical to provide enough specific detail about the proposed management measures, how they will work, and how the management measures will accomplish management goals.

The GMPC briefly discussed the "good cause" exception, which provides for waiving publication in the *Federal Register* for public comment before a final rule is issued if there is a compelling reason for expedient action and insufficient time for public process. Typically, NMFS perceives good cause for final action on specifications and annual management measures. A recent lawsuit challenges the appropriateness of waving prior public comment.

Finally, it was noted that no matter what revisions are made to the management process, it will be necessary to build in more time for public review. There is always a difficult trade-off between longer development and review time and the use of the most current data.

Altered Five Meeting Schedule (based on "timeline" from previous meeting)

The GMPC reviewed the timeline for an altered five meeting annual management schedule developed at the previous meeting. Generally, the committee views this schedule as a vast improvement over status quo. It was stressed that, to accommodate allocation decision making and development of new management measures, it would be beneficial to develop and review rebuilding technical analyses as early in the process as possible. It was suggested that, rather than June/September as indicated on the timeline, it might be better to adopt final rebuilding plans in November as it could be necessary to make adjustments based on economic and social impacts. These impacts would not be fully analyzed until after the September meeting.

In contrast, it was suggested that a generic economic analysis could be performed prior to the September meeting, this would be based on expected economic impacts of the total declines in available harvest. This argument was countered with the contention that information about specific impacts, rather than gross impacts, was necessary for management decision making.

In conclusion, it was noted that whether a final rebuilding plan is adopted in September or November will depend on the specific situation, and that "final" adoption in September did not foreclose the ability to make adjustments in November. The keys are to (1) get enough information into the rebuilding plans so as to know what management measures might be necessary to achieve rebuilding goals, (2) construct management alternatives that aim to achieve those goals, and (3) detail how the measures will achieve management goals.

Multi-Year Management Schedule

Mr. Bohn described his proposal for a "two-year" management schedule. He suggested this schedule would provide for integration of science, but also builds in time to make adjustments to harvest levels and management measures. The schedule would require "rolling over" the current year harvest levels and management measures for 2002, to transition to the revised schedule. Rolling over current year management is premised on the notion that the current management measures are conservative, well-considered, and based on the best available information.

Mr. Bohn noted that his proposal is not really a two-year cycle, but rather a different way of stretching out the process for crafting annual management.

The schedule would use 2001 assessment information for developing 2003 harvest levels and management measures, which could raise concerns if more recent assessments indicate significant

change (either positive or negative) in stock status.

Groundfish Management Process – Two-Year Schedule			
Management Year/Council Meeting	2002	2003	2004
April 2001	Discuss rolling over 2001 ABC/OY and management measures; rebuilding analysis for OF spp due		
June 2001	Prelim adopt (roll over) 2001 ABC/OY and management for 2002; prelim adopt RBP		
September 2001	Final adopt 2001 ABC/OY and management (w/ and needed adjustments) for 2002; final RBP	Prelim adopt ABC/OY for 2003	
November 2001		Final adopt ABC/OY for 2003 (**published in FR**)	
April 2002		Prelim adopt management measures for 2003	
June 2002		Final adopt management measures for 2003 (**pub in FR**)	
September 2002			Prelim adopt ABC/OY for 2004
November 2002			Final adopt ABC/OY for 2004
April 2003			Prelim adopt management measures for 2004
June 2003			Final adopt management measures for 2004

The committee also briefly discussed the possibility of a true multi-year approach in which OYs and management measures are adopted for 2 years, and not changed in the off year except for emergencies.

To complete the multi-year approach, the suite of other management components (resource surveys, assessments, STAR, rebuilding plans, GMT, GAP) would need to be added and discussion of how they fit into the management process would also be needed. These would need to be overlaid to complete the picture of how a multi-year management process could work. However, that would be a problem for assessment authors.

The committee discussed the need to balance the stability provided by multi-year harvest specifications with the timeliness of annual harvest specifications based on the most recent information. This could be complicated by the need to annually consider biological, economic, and social impacts; and the annual infusion of new information. It was suggested this complication could be lessened if the management information cycle were adjusted, (e.g., assessments done every other year).

In response to the proposal for rolling over the current years specifications and management measures, it was noted that, currently, the same ABC/OY specifications and basic management measures are used year-to-year unless significant change in stock status necessitates change in harvest levels. That is, roll over of specifications and measures already occurs where appropriate.

Currently, stock assessment models provide information that is used for the fishing year immediately following the assessment. However, if necessary, assessment models could be tailored to provide

information for a future year rather than the current year. However, concerns might arise if current information, approved by the Stock Assessment Review (STAR) process, was not used for management in the current fishing year.
It was stated that, while a multi-year management cycle might work for stable stocks, it could be problematic for overfished stocks. That is, there is a greater need to consider the most current information for management of rebuilding species. In addition, rolling over current year management (e.g., trip limits) could be inappropriate for species under rebuilding plans. Finally, the statute has a one year deadline for adopting rebuilding plans.

Dr. Ralston suggested that, rather than a September, November, April, June schedule as proposed by Mr. Bohn, an April through November schedule may be more practical as it coincides more closely with the assessment cycle, and could facilitate use of the most current assessment information.

A multi-year management cycle could necessitate amending the groundfish fishery management plan.

If assessments and other scientific information were isolated to specific years, multi-year management could provide more time for work on non-annual management and non-groundfish issues. This presumes that, in an emergency (e.g., significant change in stock health), quick action could be undertaken.

General Discussion

In general, the goal of revising the management process is to provide more time to perform the necessary analytical work and more time for public review/comment. However, extension of the process needs to be balanced with use of the best and most current information.

What transpires over the next several years will influence the management process. If more stocks are declared overfished, management will likely focus on rebuilding stocks. If stocks stabilize, management could move toward multi-year management specifications and measures, especially for long-lived species where rapid population change is unlikely. However, for the near term, the need to rebuild overfished stocks will influence the management process.

Under multi-year management, it was suggested an "Ad Hoc Emergency Management Committee" might be useful to deal with problems as they arise. That is, move toward multi-year management, but institute policies for reacting to emergencies.

It was emphasized that extending annual management workload over four Council meetings will affect other Council responsibilities, (e.g., non-annual management groundfish issues, salmon, coastal pelagic species, and highly migratory species).

There was a brief discussion of the delayed season start, with questions raised about how a delay would affect data gathering, scientific input to the process, and fishing.

Next Steps

The committee needs to identify several alternatives for Council, Council advisory body, and public consideration. The alternatives discussed include:

I. Status quo – not really an option as the charge of the committee was to develop alternatives to status quo.

II. Altered Five Council Meeting Annual Management Process – detailed in the timeline.

III. Altered Five Council Meeting Annual Management Process – same as II, but fishing year runs April 1 - March 31 rather than January 1 - December 31.

IV. Multi-Year Management Process – September - April (Bohn).

V. Multi-Year Management Process – June - November (Ralston).

All options could be one or two year cycles and/or include delayed start to fishing season.

The committee discussed the contrast between the Five Meeting and Multi-Year processes. Under the Bohn proposal, final ABCs and OYs are published in the *Federal Register* after two meeting (September - November), whereas management measures are not final until two meetings later (April - June). This could create a problem if ABCs and OYs need to be modified. Under the Five Meeting process, the Council takes action on ABCs and OYs (September), but the specifications are not published in the *Federal Register* until after final adoption of management measures (November). This provides opportunity to adjust ABCs and OYs if necessary. Two goals of revising the management process are to provide more time for public review and more flexibility in developing management measures. The Multi-Year proposal, could provide more time for public review, but might decrease flexibility, because ABC and OY specifications are published in the *Federal Register* well in advance of when annual management measures are finalized.

Transition Strategy

To prevent the November bind from occurring this year, it was suggested the process of presenting and addressing rebuilding information for darkblotched rockfish and widow rockfish start as early as possible. For example, initiate discussion of harvest levels at the June meeting and preliminary management measures at the September meeting.

For most species under the groundfish fishery management plan, there will not be substantial change in harvest levels. However, for widow rockfish, darkblotched rockfish, sablefish, and shortspine thornyhead determination of ABCs and OYs might not be possible until the September meeting.

For 2003, it would be helpful to decide earlier in the year the species to be assessed in 2002.

Information to Include in Report to the Council

There is the need to consider how many groundfish meetings per year, when should those meetings be scheduled, how should the science be scheduled? Consideration needs to be given to the optimal combination of these elements.

Other Council workload (non-annual groundfish management and non-groundfish issues) will need to be factored into the revised schedule.

The Committee also discussed whether they should narrow down the list of alternatives and/or select a preferred alternative. There was general agreement that all options should go forward for further consideration by the Council's advisory bodies. While the Committee did note that status quo is not preferred, no preferred alternative was identified.

It should be emphasized to the Council that, for this year, consideration of rebuilding information should begin as soon as possible. Several items will be critical to formulating management for 2002:

- widow rockfish and darkblotched rockfish rebuilding information;
- canary rebuilding plan and bycatch information from current year (i.e., effectiveness of management);
- resolving Pacific Ocean perch rebuilding analysis questions.

It was suggested the Council consider incorporating the groundfish management review into the Strategic Plan implementation process.

If Multi-Year Management goes forward, the Council might want to consider appointing an Ad Hoc Groundfish Emergency Committee to handle crises that might arise. That is, Multi-Year Management is premised on pre-determined harvest levels and management measures. An Emergency Committee would be charged with monitoring the fishery and determining when changes to harvest levels or

management measures are necessary.

However, for the near future, there was general agreement the fishery will remain unstable. Therefore, the prospect of moving to Multi-Year Management might be unlikely.

It was suggested that as the Council reviews the groundfish management process, it may also be prudent to review the makeup of the groundfish advisory committees.

Public Comment

There was no formal public comment period. Public comment was entertained during the course of the meeting and is captured in the meeting summary.

Adjournment

The GMPC adjourned at 3 p.m., Wednesday, February 14, 2001.

PFMC
02/28/01

Exhibit D.3
Situation Summary
March 2001

FUTURE GROUNDFISH MANAGEMENT PROCESS AND SCHEDULE

Situation: In response to apparent problems in the Council's annual process for managing groundfish fisheries, a committee was appointed to "... evaluate the adequacy of the existing groundfish management process and schedule, and develop recommendations to improve the process." The Groundfish Management Process Committee (GMPC) met January 11-12, 2001 and February 14, 2001. The results of these meetings will be reported to the Council for discussion. At the Council's discretion, options may be put forward for public and Council advisory body review. These options would be considered for action at the April 2001 Council meeting.

Council Action:

1. **Consider directing review of the GMPC options by Council advisory bodies for use in further considerations at the April meeting.**

Reference Materials:

1. Exhibit D.3.b, GMPC Summary Minutes.
2. Exhibit D.3.b, Supplemental GMPC Report.

Groundfish Fishery Strategic Plan Consistency Analysis

The Plan includes , as part of a problem statement in Section II.C. ***Council Process and Effective Public Involvement,*** the sentence "the fundamental trust and credibility relationship between industry, the public, and management is strained and the process is not serving its intended purpose." Directing advisory bodies to review GMPC options for an altered process would be consistent with the goals in Section II.B. in the Plan.

PFMC
02/15/01

DRAFT SUMMARY MINUTES
Ad-Hoc Groundfish Strategic Plan Implementation Oversight Committee

Pacific Fishery Management Council
Nestucca Room
1401 N Hayden Island Drive
Portland, OR 97217
(503) 283-2111
March 5, 2001

Call to Order

The Strategic Plan Implementation Oversight Committee (SPOC) meeting was called to order by Dr. David Hanson, Chair.

Members in Attendance
Mr. Bob Alverson, Pacific Fishery Management Council
Mr. LB Boydstun, California Department of Fish and Game
Mr. Ralph Brown, Pacific Fishery Management Council
Mr. Jim Caito, Pacific Fishery Management Council
Mr. Jim Golden, Oregon Department of Fish and Wildlife, designee for Mr. Burnell Bohn
Dr. David Hanson, Chair, Pacific States Marine Fisheries Commission
Mr. Bill Robinson, National Marine Fisheries Service

Others in Attendance
Mr. Steve Bodnar, Coos Bay Trawler's Association
Ms. Eileen Cooney, National Oceanographic and Atmospheric Administration - General Counsel
Mr. Brian Culver, Washington Department of Fish and Wildlife
Mr. Jim Glock, staff, Pacific Fishery Management Council
Mr. Rob Jones, Northwest Indian Fisheries Commission
Cmdr. Ted Lindstrom, US Coast Guard
Mr. Rod Moore, Seafood Processors Association
Dr. Donald McIsaac, Executive Director, Pacific Fishery Management Council
Mr. Jim Seger, staff, Pacific Fishery Management Council

Meeting Summary

General Discussion

Bob Alverson and Ralph Brown recalled the SPOC's previous discussion about allowing limited entry vessels to use alternative gears in order to reduce bycatch or incidental catch as well as to provide better access to species that might be otherwise unavailable. This idea has been suggested to the Council by various stakeholders, and Bob wanted the SPOC to keep it on the radar screen. He suggested removing or revising the permit gear endorsements could reduce some of the allocation disputes, or at least change the nature of those disputes.

Don McIsaac presented a letter dated February 15, 2001 he sent to Randy Fisher regarding the Council's Fiscal Year 2002 Congressional funding needs (Attachment 1). In particular, he discussed Table 1 at the end of the document that lists strategic plan implementation costs. He presented a second document that outlines costs associated with establishment of marine reserves (Attachment 2). The committee discussed personnel and funding needs for these projects and how receptive Congress might be to providing the necessary funds. The committee concurred with Dr. McIsaac's figures. LB Boydstun reported California will not be able to complete its efforts to assume nearshore fish management, but he hopes this can be accomplished next year. Jim Seger briefed the committee on outside funding sources.

No large scale funding sources have been identified at this time. Eileen Cooney discussed the process for accepting outside donations.
The committee discussed its role and the Council's role in setting up marine reserves. There are several agencies and groups moving forward on this, and the committee believes the Council needs to establish its role in the process quickly and effectively. LB asked for a presentation to the committee and Council of a summary of who is doing what so the Council can figure out where to plug in.
Recommendation The SPOC requests preparation of a summary of the agencies and groups currently moving forward to develop marine reserves, who has funding and who is doing what. The report would be presented at the April meeting.

LB summarized a subgroup conference call held January 18, 2001 to discuss an implementation strategy for limiting participation in the open access fishery (Attachment 3). He presented the proposed schedule, noting it is optimistic and achievement would require a substantial commitment of Council resources. He said the committee and Council should consider the costs and benefits of this, and also the interplay with State management goals and activities. The subgroup recommended the Council move forward with developing a restricted access program for the identified fisheries. The SPOC appointed a core policy group to guide and make recommendations on plan development process. The group includes one representative from each coastal state and NMFS and will meet after the April Council meeting, pending Council approval. The core group will consider ways and means of soliciting and receiving public input to the process, specifically how to involve the myriad of different user groups. Council and agency staff (Dr. Hastie) will need to be tasked with preparing plan development documents and to analyze fishery data, as directed.

Recommendation: The SPOC requests Council concurrence. This will be a major work load issue the Council should consider in the context of the other high priority groundfish issues.

Ralph Brown reported on activities relating to buyback efforts. He said the current proposal is to purchase all permits (including state permits) and the vessel, with the goal to increase average vessel revenue by 50%. This would require a reduction of 40%-65% of the current fleet. He said the Fishermen's Marketing Association circulated a questionnaire to all limited entry permit holders regarding their willingness to submit bids, and 77% of the respondents said they would. Of the $50 million originally proposed, $38 million would reduce trawl sector leaving $12 million which would be applied to reduce fixed gear. To reduce an equal number of fixed gear vessels, given current bid prices, would require a total $74 million. Under the proposal, all commercial fishers would contribute to the purchase of the vessels and associated permits. He believes Senator Wyden will sponsor a bill, once the remaining details are worked out. State legislation would also be necessary.

Questionnaire Number _____

GROUNDFISH BUY-BACK QUESTIONNAIRE

1) What gear endorsement(s) does your permit have?

Trawl _____
Longline _____ → Sablefish endorsed? Yes ____ No ____
Pot _____ → Sablefish endorsed? Yes ____ No ____

2) Is your groundfish permit currently assigned to a vessel that you own?

Yes _____ No ____

3) If yes, for the vessel that your groundfish permit is assigned, are there also any State fishery permits assigned? Yes _____ No _____

If yes, which State fishery permits do you also have:

	Calif.	Oregon	Wash.
Pink shrimp	_____	_____	_____
Dungeness crab	_____	_____	_____
Pacific Salmon	_____	_____	_____
Other (1) _____	_____	_____	_____
Other (2) _____	_____	_____	_____

4) If a buy-back program were made available to you that provided an **option** of selling either your groundfish permit alone **OR** selling your groundfish permit, and all State permits along with your vessel, what would your likely do?

a. Submit a bid to sell groundfish permit alone _____
b. Submit a bid to sell all permits and boat _____
c. Not submit a bid _____

If above you indicated you would likely submit a bid in either a or b, please state your estimated bid price for sale. _____

5) If in question 4a, you indicated that given the option, you would likely submit a bid to sell the groundfish permit alone, would you also be likely to submit a bid if a buy-back program were made available to you that **required** the selling of your groundfish permit, all State permits and your vessel?

Yes _____ No _____

If above, in #5, you indicated YES, you would likely submit a bid, please state your estimated bid price for sale for all permits and vessel. _____

SUMMARY OF BUY-BACK QUESTIONNAIRE

	# OF PERMITS	RETURNED QUESTIONNAIRES	PRECENT RETURNED
TRAWL	263	193	73.4%
LONGLINE	187	109	58.3%
POT	31	16	51.6%
TOTAL	481	318	66.1%

SABLEFISH ENDORSED	# OF PERMITS	RETURNED QUESTIONNAIRES	PRECENT RETURNED
LONGLINE	131	79	60.3%
POT	31	16	51.6%
TOTAL	162	95	58.6%

QUESTION #2 - OWN BOAT?

	YES	NO
TRAWL	174	18
LONGLINE	81	21
POT	12	3

QUESTION #3 - STATE PERMITS?

	YES	NO
TRAWL	135	39
LONGLINE	65	16
POT	12	0

QUESTION #4 - SELL WITH CHOICE

	4a	4b	4c	total
TRAWL	53	96	41	190
LONGLINE	20	39	45	104
non-endorsed	10	12	7	29
endorsed	10	27	38	75
POT	2	3	10	15

QUESTION #5 - NO CHOICE	YES	NO
TRAWL	25	16
LONGLINE	7	11
non-endorsed	3	6
endorsed	4	5
POT	2	0

ESTIMATED NUMBER OF WILLING SELLERS

	Permit	Boat & Permit	Total	
TRAWL	21	166	186	70.8%
NON-TRAWL	14	91	105	48.3%
LL-endorsed	7	52	59	45.2%
LL- nonendorsed	8	28	36	64.3%
Longline total	14	81	95	51.0%
Pot	0	10	10	32.3%
TOTAL	**35**	**257**	**291**	**60.6%**

DRAFT REDUCTION GOALS

TRAWL	106 - 172
NON-TRAWL	87 - 142
TOTAL	**193 - 314**

Exhibit D.4.c
Supplemental EC Report
March 2001

ENFORCEMENT CONSULTANTS COMMENTS ON IMPLEMENTATION OF THE GROUNDFISH STRATEGIC PLAN

The Enforcement Consultants (EC) in reviewing the Groundfish Strategic Plan do not see anywhere where enforcement costs are identified in the plan. As the Council moves forward with different phases in implementing the strategic plan, the cost of enforcement is highly variable depending on actions taken. Two specific examples are observer coverage and marine reserves both of which have substantial enforcement elements. We ask that the Council recognize these costs as both state and federal resources are limited. The trend now is for less money for enforcement programs. The ability of enforcement to react to newly implemented programs is very limited.

PFMC
03/07/01

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ENVIRONMENTAL DEFENSE
finding the ways that work

MEMORANDUM

To: The Groundfish Strategic Plan Oversight Committee of the Pacific Fishery Management Council
From: Rod Fujita, Environmental Defense
Date: 1/8/01
Re: Marine Reserve outreach coordination

I thought that information on ongoing and planned outreach activities in Oregon relevant to marine reserves might aid in your deliberations. Our consultant, Laura Anderson, interviewed about 40 scientists, managers, and fishermen in Oregon to help us understand stakeholder concerns and areas of consensus about marine reserves, capacity reduction, observers, and other fishery issues. I have extracted the following information from her report. We will make an edited version of her full report available at a later date.

Working from an initial list of a dozen or so key contacts in the commercial fishing industry, Anderson began contacting individuals and setting up meetings and interviews. Most of the interviews were one-on-one, two were in medium sized groups (Port Orford, Florence), and some were in small groups of two to four individuals (Brookings, Astoria). The format for each interview or meeting varied by group or individual affiliation and was based largely on their unique areas of expertise. Thus the question format was adaptive throughout the project.

Research findings suggest that the PFMC can lead a coordinated outreach effort by partnering with some or all of the organizations described below, thereby reducing costs and increasing benefits for all.

ONGOING OR PLANNED MARINE RESERVE OUTREACH EFFORTS

Oregon Ocean Policy Advisory Council

On October 26-27, 2000, the Oregon Ocean Policy Advisory Council (OPAC) met in Newport, Oregon to address the issue of marine reserves. The meeting, chaired by Governor Kitzhaber's Natural Resources Policy Advisor Louise Solliday, was well attended by the general public, including strong representation by commercial and recreational fishers and local port authorities. The Council listened to diverse presentations by marine scientists, marine economists, environmental advocates, and fishery managers, as well as both positive and negative public comment. Subsequently, the Council met to discuss next steps.

The Council decided to continue focusing on the Marine Protected Area (MPA) issue in 2001 and tasked the Oregon Department of Land Conservation and Development to prepare an inventory of Oregon MPAs and, working with Oregon Sea Grant, to convene scientific experts for the March 2001 Council meeting. Eventually the Council will make a recommendation to the Governor on what MPA action Oregon should take.

The Council is intending to move forward with a public involvement strategy next year. They envision "entering into a period of a lot of talking with communities on an informal basis." These talks will focus on understanding the industry's perspectives, and how they can be further involved. The State will be looking to forge partnerships at a staff level with other organizations with similar interests.

Oregon Coastal Zone Management Association

This winter, following the official declaration of a West Coast groundfish fishery failure, the Oregon Coastal Zone Management Association (OCZMA) and Oregon Sea Grant formed a committee, led by OCZMA Director Onno Husing, to design a three-state disaster relief program. The Groundfish Disaster Steering Committee, comprised of representatives from the fishing industry, state and federal agencies, congressional staffers and non-governmental organizations, has been working to devise a federally funded plan that will provide relief to fishermen and businesses whose livelihoods are dependent on groundfish. What is proposed is a three-part package, including research, vessel buy-back and community assistance.

OCZMA brings many strengths to a potential partnership, including its proven ability in administration. The organization is generally regarded by fishers as being non-biased (towards specific gear groups) and is seen as working in the best interest of the fisherman. OCZMA involvement would entail sufficient buy-in from county commissioners up and down the coast. Director Onno Husing is interested in discussing the organization's potential involvement in a marine reserves communication strategy. OCZMA brings valuable credibility to a potential project, but would have little to offer by way of cash or staff time, without an influx of additional dollars.

Oregon Sea Grant- Oregon State University Extension Service

Aside from their involvement in the aforementioned OCZMA-led project, Oregon Sea Grant has been instrumental in developing a peer-based network of fishers for supporting industry transitions. Their Fishing Families Project has demonstrated that fishers trust each other more than managers and scientists. This simple conclusion spawned the beginning of a Groundfish Disaster Outreach Program (GDOP) that employs six half-time "peers" on the Oregon Coast. Peers come from within the fishing industry, and link displaced fishers to job retraining and other programs. They offer help on everything from counseling on taxes to vouchers for clothing and furniture.

GDOP is funded by the Workforce Investment Act (formerly the Jobs Training Partnership Administration) and the Oregon Economic and Community Development Department. With initial funding available only through March 2001, program coordinators are negotiating with the NMFS and Governor Kitzhaber to leverage dollars from groundfish disaster appropriations funds and the State's Rapid Response Program.

Sea Grant's program provides an excellent model of how to work with fishing communities from within. Their strength lies in their proven ability to facilitate and communicate issues.

RECOMMENDATIONS TO THE PFMC

Develop a draft communications protocol to link fishers, managers, and scientists.

Elements of this strategy should include:

- Establishment of Local Management Advisors (LMA) that would mimic or expand Sea Grant's aforementioned Groundfish Disaster Relief Program (GDOP). GDOP coordinators feel that the success of their project to date illustrates that working from within the industry is the best way to reach affected individuals. These should be paid positions, with LMAs arranging regular meetings in their ports or within their gear groups to address marine reserves (and undoubtedly other issues). A comprehensive undertaking would include eight to ten LMAs.
- Hiring of at least one half-time coordinator to ensure that LMAs have the resources they need to effectively communicate information, facilitate meetings when necessary, document project progress, and serve as a liaison between state, federal and local partners.
- Convening small, perhaps quarterly, public meetings within ports (for near shore fisheries) or within gear groups (for offshore fisheries). Eliciting information from fishers is best done in small groups that are of like mind. Information should be recorded and ensured consideration by OPAC, PFMC and other management authorities. Disseminating information can be word of mouth, as well as utilizing project partner's web sites and newsletters.
- Establishing appropriate incentives to encourage and bolster cooperation. Some believe that sustained cooperation is unlikely if based on altruism alone. However, incentives need not be exclusively monetary; in some instances formal recognition and appreciation or symbolic gestures may be more effective than a comparable cash payment. Contracts can also encourage successful cooperation by establishing a framework for attaining desired results and for managing any disagreements that might arise. Hiring preference in subsequent cooperative research ventures may also prove to be a key incentive.

Convene a meeting to discuss proposed communications strategy.

Organizations such as PFMC, OCZMA, OPAC, Sea Grant, Midwater Trawlers Cooperative, PCFFA, Ecotrust, PSMFC, Pacific Ocean Conservation Network, Pacific Marine Conservation Council, and others have a vested interest in a coordinated communications strategy that would bridge fishers, managers, and scientists in developing criteria for marine reserve establishment.

A meeting should be convened to:

- Review proposed communications strategies from project partners.
- Define roles and responsibilities that emphasize the organizational strengths, and recognize the weaknesses of project partners (e.g. financial, administrative, communication, credibility).
- Specify potential goals and objectives of a communications strategy, for example:
    1. Educate fishermen on what has been done historically with marine reserves.
    2. Confront the unknowns of the future. Identify fears and dispel myths about marine reserves.
    3. Encourage information sharing about the resource, especially as it relates to siting criteria.
    4. Establish trust between stakeholders.
- Determine potential funding sources for a communications strategy.

PACIFIC OCEAN CONSERVATION NETWORK

CENTER FOR MARINE CONSERVATION

ENVIRONMENTAL DEFENSE
finding the ways that work

National Audubon Society

NRDC

Pacific Fishery Management Council
Strategic Plan Oversight Committee
c/o: Daniel Waldeck
Pacific Fishery Management Council
2130 SW Fifth Avenue, Suite 224
Portland, OR 97201

JAN 4 2001

January 4, 2001

Dear Committee Members:

We are writing to urge you to put a high priority on the establishment of marine reserves to supplement groundfish management. We believe that marine reserves offer the best hope of accelerating the rebuilding of depleted stocks, especially when implemented in concert with general harvest reductions and capacity reduction consistent with the Strategic Plan as a whole.

We also write to suggest a process for vetting, siting, and implementing marine reserves consistent with the Strategic Plan and the Council's recent decision to move forward with reserves. We draw on our experiences in establishing marine reserves in the Florida Keys National Marine Sanctuary, the Channel Islands National Marine Sanctuary (a work in progress), the Northwestern Hawaiian Islands, and other areas. We hope that the process we suggest will aid you in your deliberations, and will facilitate other discussions of this issue that you and the Council as a whole deem appropriate.

ADOPT FINAL GOALS AND OBJECTIVES FOR MARINE RESERVES

The first step that we recommend is the formal adoption of goals and objectives for marine reserves by the Council. The Council could simply adopt the goals and objectives developed by its ad hoc marine reserve committee, or it could modify them based on input from the SSC (which recommended that the Council adopt a more habitat or ecosystem oriented primary objective) and other parties. Alternatively, the Council may decide that it is best for whatever body will negotiate the final sites and designs of marine reserves to adopt goals and objectives (e.g., a new stakeholder group).

We recommend that the Council adopt the goals and objectives developed by its ad hoc marine reserve committee, modified with a broad-based goal of habitat protection suggested by the SSC.

CONVENE AN INDEPENDENT SCIENCE PANEL

We believe that an independent science panel, consisting of experts in groundfish biology, marine ecology, fisheries management, and reserve design, will be essential to develop objective criteria which

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a marine reserve or system of reserves must meet to achieve the goals and objectives adopted by the Council.

Compromise will no doubt be necessary for the implementation of marine reserves. However, there is a "biological bottom line" that cannot be compromised without jeopardizing the success of marine reserves and of the entire groundfish fishery. Therefore, marine reserves (and all fishery management tools) should be held to strict scientific standards and to the precautionary principle, while the problems of minimizing short-term economic disruption and ensuring equity should be addressed through flexibility in siting and reserve configuration.

To accomplish this, we suggest that the Council convene an independent science panel and direct it to develop design criteria (not actual sites) that a marine reserve or set of marine reserves would need to meet in order to accomplish the Council's goals and objectives. Agreement by the Council and by the stakeholder group that develops siting options to abide by these criteria will be essential for success. Agreement by all concerned on the basic facts and assumptions driving the creation of criteria and the recommendations of the science panel would be ideal.

Criteria for marine reserve design could include: minimum reserve area, habitat types to be included, minimum areas of these habitat types, distributional criteria (i.e., where reserves should be located to optimize rebuilding and larval export), etc. The Panel would consult with knowledgeable fishermen and other knowledgeable individuals in a formal way (meetings with both individuals and with groups) with respect to the location of spawning aggregations, rearing areas, and other special habitat types, as well as with respect to life histories, trophic interactions, and other ecological attributes of relevant species. This consultation process is designed to maximize input of information by fishermen and others that may not be available in the scientific literature, and to increase the credibility of fact-finding and analysis by the Panel.

We further recommend that the Panel be staffed by a capable post-doctoral researcher, who would be responsible for gathering data and developing or implementing a decision-support tool. The decision-support tool, modeled or adapted from the work of the National Center for Ecological Analysis and Synthesis, would allow Panelists and stakeholders to develop and view different marine reserve configuration scenarios and compare them with scientific criteria for size, habitat representativeness, potential contribution to rebuilding, economic impact, etc. The Channel Islands Marine Reserve Working Group and its science panel are using such a tool to design marine reserves for the Channel Islands. A GIS consultant may be necessary to ensure that data sets are compatible with the decision-support tool and to develop the interactive maps that form the heart of the tool. NOAA has considerable expertise in the development of GIS decision support tools, and may be able to supply GIS experts to develop such a tool for the PFMC.

STAKEHOLDER INVOLVEMENT

We suggest that an advisory committee of stakeholders be convened that would include 4 fishermen (trawl groundfish, fixed gear groundfish, salmon/pelagic fisheries, recreational), 2 environmentalists (one national group, one regional group), 1 processor, 1 scientist, 1 NMFS representative, 1

representative from each PFMC state, and 1 PSMFC representative (13 total) selected for their leadership and commitment to consult with their constituents

This Marine Reserve Advisory Committee could be asked to develop goals and objectives for marine reserves, but this would be re-inventing the wheel, since much time and energy was spent by the ad hoc Marine Reserve Committee to do just that. We recommend that the PFMC adopt the goals and objectives developed by the ad hoc Marine Reserve Committee, modified with a broad habitat protection goal as recommended by the SSC. The new Advisory Committee should be charged with developing scenarios for marine reserves that meet the Science Panel's design criteria. The Committee would also be charged with developing consensus on a preferred option, presumably which minimizes short-term economic impacts while meeting the design criteria. All options would be forwarded to the Council. A professional facilitator could greatly improve prospects for success.

We also strongly recommend a series of meetings in key communities, potentially by invitation only, to provide additional opportunity for stakeholder input. These meetings would be focused on specific issues, and would not be an opportunity for venting about the concept of marine reserves (thus the need for invitation only, and potentially a facilitator). The science panel could also become involved with these meetings, in order to increase the credibility of their findings and recommendations. Given the general reluctance of people in the fishing industry to recommend management measures impacting areas other than their own, we think that the advisory committee of stakeholders would benefit from this additional input. Meeting facilities may be available for free from ports and chambers of commerce in these communities.

SOCIOECONOMIC ANALYSIS

A team of analysts should be assembled to design and conduct a socioeconomic analysis of marine reserve options that arise from the Advisory Committee, ideally providing feedback to the Committee as they develop these options, with a more formal analysis near the end of the Committee's deliberations to facilitate the choice of a preferred option. This socioeconomic team should include a lead NOAA economist, an academic natural resource economist, and a staffer to gather information from economic stakeholders.

OUTREACH

We recommend that a series of public meetings be held throughout the PFMC area to inform citizens of the marine reserves options before the Council, of the deliberations of the stakeholder group and the science panel, and of key points raised during the consultation meetings described above. The public meetings may be more successful if conducted in a rather informal way (e.g., facilitated discussions rather than testimony delivered via microphone).

BUDGET (very rough estimates):

Honoraria for 6 Science panel members (@$1,000 each) = $6000
(Honoraria could be eliminated if sufficient funds are not available)

Travel (5 meetings @ $10,000 each) $50,000
(Costs could be reduced through the use of NMFS videoconferencing facilities)

Post-doctoral researcher salary and benefits $80,000

GIS consultant $50,000
(Costs could be reduced or eliminated through the use of NOAA staff)

Stakeholder process facilitation rough budget: $36,300
6 mtgs plus 1 prep and follow-up (total 144 hours @ $150/hr = $21,600)
plus other direct costs ($250 per mtg = $1,500)
plus project planning ($7,200)
plus travel to meetings ($6,000)

Outreach
10 meetings (coastal towns and inland cities) - solicit comment at the final stakeholder meeting; use State groundfish outreach meetings and other venues to solicit further public comment in both coastal towns and inland cities (e.g., Sacramento, Eugene, Portland, Seattle).

We greatly appreciate the effort you put into developing the intelligent and forward-looking strategic plan for groundfish fisheries. We hope that these comments help with the difficult task of ranking and implementing the many worthy initiatives set forth in the plan. We stand ready to assist in any way that we can.

Sincerely,

Rodney M. Fujita, Ph.D – Environmental Defense

Jennifer Bloeser – Pacific Marine Conservation Council

Karen Garrison – Natural Resources Defense Council

Warner Chabot – Center for Marine Conservation

Paul Engelmeyer – National Audubon Society

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Michele Longo Eder
Of Counsel

January 9, 2001

Pacific Fishery Management Council
Strategic Plan Implementation Committee

PUBLIC COMMENT

Dear Committee Members and Staff:

I am sorry that I am unable to be present for the meeting, as it appears from the agenda there is a great deal of work ahead of us all. In that spirit, I'd like to make a pitch for moving forward as quickly as possible to implement the stacking program for fixed gear black cod.

We have an extraordinary opportunity ahead of us to deliver a program to serve industry and the resource that will also meet the Council's long range goals. When I testify before Senator Wyden at the Commerce Committee's subcommittee hearing in Newport on Tuesday January 16th, not only do I want to thank him for his extraordinary efforts in getting an exception for fixed gear sablefish, I also want to tell him that the Council and NMFS are committed to implementing the program of stacking and a longer season **this year**– that his efforts are going to deliver some actual economic relief to West Coast fishermen, **as he intended.**

To this end, I have previously suggested in a letter of December 22 to Dr. Don McIssaac and to Mr Bill Robinson that if staff had questions or needed further industry input, that fixed gear fishermen would be happy to meet with staff in late January or early February. I spoke with Frank Warrens and he would serve as chair of such a committee. What I would not want to see happen is issues not be addressed until the March Council meeting, which I think is simply too late to wait in the process. **I suggest a committee only if it will speed issues along or if staff feels it would be of assistance in drafting the necessary regulatory/amendment package to implement stacking.**

Thank you for the opportunity for input.

Very truly yours,

Michele Longo Eder

Washington Trollers Association
PO Box 7431
Bellevue WA 98008
(425)747-9287; Fax (425)747-2568
Doug Fricke, President

Washington Trollers Association

January 5, 2001

JAN 9 2001

Executive Director, Donald McIsaac
Pacific Fisheries Management Council
2130 SW Fifth Avenue, Suite 224
Portland, Or. 97201

Dear Director McIsaac,

The salmon trollers have been slow to realize that the PFMC "Groundfish Strategic Plan" is going to affect our handling of the small amount of by-catch of ground fish that our fleet encounters. There are some vessels in our fleet that do participate in the "open access" fishery and the following comments pertain only to the majority of the fleet that is fishing during salmon openings, targeting on salmon, and hold a limited entry salmon permit.

Background

The salmon troll fleet is comprised of three basic groups of boats, and we need to create regulations for which all groups are treated equitably as the PFMC "Groundfish Strategic Plan" is developed. The first group consists of a "day boat" fleet that returns to port each day after trolling for salmon and sometimes does not find salmon but may catch a small quantity of groundfish for delivery at the end of the day. The second group of salmon trollers is the "ice-trip" boat fleet that may fish two to six days before returning to port with a mixed catch of salmon and groundfish. The third group of salmon trollers is the "freezer" boat fleet that trolls for salmon for up to 45 days before returning to port at which time they may sell their mixed catch of salmon and groundfish or return to the fishing grounds and not sell the catch until the end of the season.

In recent years, the bulk of the groundfish by-catch by all categories of the troll fleet has been halibut (not covered under "Groundfish Strategic Plan"), yellowtail rock, lingcod, and black rock. When salmon are in the areas that the above groundfish species occur, a troller may encounter some or none of the non-targeted species that day. Seldom do the salmon stay in the same area as the groundfish for over three days. Other species of groundfish such as Widow rockfish, Chilipepper, Boccaccio, Canary, and Yelloweye are seldom encountered. The balance of the groundfish species that are noted in the SAFE document are seldom hooked in the salmon troll fishery.

At the start of the 1998 fishing season, the "open access" fisheries (which by default included the salmon troll fishery) were regulated for a maximum of 10,000 pounds per month of combined rockfish. This limit was far in excess of the salmon troller's bycatch. It is obvious

from the documents describing the PFMC analysis of groundfish management that the needs of the salmon troll groundfish by-catch have never been addressed. The salmon troll fishery needs carefully constructed allocation guidelines for groundfish by-catch in order that the salmon allocations can be totally harvested.

Groundfish Strategic Plan Implementation

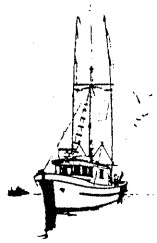
- The Oversight Committee needs to get a representative from the salmon troll fleet so the salmon troll fleet can get a fair design and allocation as the Strategic Plan goes forward. Please get the SAS involved now before the train gets too far down the track.
- As the Strategic Plan goes forward, the troll fleet needs management measures and allocations that are unique to the salmon troll fleet. The management measures from the "open access" concept do not fit our fleet. We would urge that a measure be instituted in the "Strategic Plan Implementation" that prevent discards, avoid the targeting of depressed stocks, and a ensure a fair allocation of the allowed harvest.
- In implementing the Strategic Plan, there is a proposed new "C" license required for the salmon troll fleet as there will be some groundfish by-catch whether the groundfish are landed or returned to the sea. We request that rather than a "C" license, there be an endorsement added to the limited entry salmon troll licenses.

We hope to have a representative at the Groundfish Strategic Plan Implementation Oversight Committee meeting on January 11th. We would appreciate distribution of this letter to the Oversight Committee and the other interested parties on the normal distribution list prior to January 10th. Thank you in advance for your considerations.

Sincerely,

Douglas H. Fricke

Douglas Fricke, President



cc PSMFC, Dan Waldeck, Staff
WDFW, Phil Anderson / Brian Culver
ODFW
CDFG
PFMC- SAS- Jim Olson, Don Stevens, Duncan Maclean
PCFFA
Oregon Salmon Commission
PMCC

SUMMARY MINUTES
Ad-Hoc Groundfish Strategic Plan Implementation Oversight Committee

Pacific Fishery Management Council
Pacific States Marine Fisheries Commission
Large Conference Room
45 SE 82nd Drive, Suite 100
Gladstone, OR 97027
January 10 - 11, 2001

Call to Order

The Strategic Plan Implementation Oversight Committee (SPOC) meeting was called to order by Dr. David Hanson, Chair. Mr. Jim Lone, Council Chair, provided introductory remarks, noting reducing capacity in the groundfish fishery was a principal objective of his tenure as Chair. He emphasized implementation of the Strategic Plan as fundamental to this objective and the long-term goal of a viable, sustainable fishery.

After introductions, Dr. Hanson outlined the meeting goals, which entailed prioritization of Strategic Plan issues and initiating implementation development teams. An overarching goal is to ensure the Strategic Plan works for all stakeholders and ensures resource conservation. Public input to the implementation process will be critical to its success.

The agenda was reviewed and approved. Time for a brief presentation by Mr. Brock Bernstein, National Fisheries Conservation Center (NFCC) and a review of legal matters by Ms. Eileen Cooney, General Counsel, National Oceanographic and Atmospheric Administration (NOAA) were added.

Mr. Dan Waldeck reviewed meeting materials for the Committee.

Members in Attendance
Mr. Phil Anderson, Washington Department of Fish and Wildlife
Mr. LB Boydstun, California Department of Fish and Game
Mr. Ralph Brown, Pacific Fishery Management Council
Mr. Jim Caito, Pacific Fishery Management Council
Dr. David Hanson, Chair, Pacific States Marine Fisheries Commission
Mr. Bill Robinson, National Marine Fisheries Service

Others in Attendance
Mr. Brock Bernstein, National Fisheries Conservation Center
Mr. Steve Bodnar, Coos Bay Trawler's Association
Ms. Eileen Cooney, National Oceanographic and Atmospheric Administration - General Counsel
Dr. John Coon, staff, Pacific Fishery Management Council
Mr. Brian Culver, Washington Department of Fish and Wildlife
Mr. Joe Easley, Oregon Trawl Commission
Mr. Bob Eaton, Pacific Marine Conservation Council
Mr. Doug Fricke, Washington Troller's Association
Dr. Rod Fujita, Environmental Defense
Mr. Jim Glock, staff, Pacific Fishery Management Council
Mr. Jim Golden, Oregon Department of Fish and Wildlife, designee for Mr. Burnell Bohn
Dr. Jim Hastie, National Marine Fisheries Service
Mr. Rob Jones, Northwest Indian Fisheries Commission

Cmdr. Ted Lindstrom, US Coast Guard
Mr. Jim Lone, Chair, Pacific Fishery Management Council
Dr. Donald McIsaac, Executive Director, Pacific Fishery Management Council
Mr. Jim Seger, staff, Pacific Fishery Management Council
Ms. Cyreis Schmitt, National Marine Fisheries Service
Mr. Chuck Tracy, staff, Pacific Fishery Management Council
Mr. Dan Waldeck, staff, Pacific Fishery Management Council

Meeting Summary

General Discussion

Dr. McIsaac discussed Council budget and staff workload. Given the level funded budget and no change in workload priorities, he stressed staff will be able assist at a limited level, e.g., tracking strategic plan consistency relevant to briefing book situation papers, acting as an information base, staffing meetings of the SPOC. Dr. McIsaac provided a table outlining staff workload to illustrate his point. Significant activity implementing the Strategic Plan would displace other current workload priorities assigned by the Council. Creation of workload to implement the Plan would need to be balanced by commensurate deletions from current staff workload. He suggested performing a workload management check each time a new implementation task is considered, e.g., (1) what is current workload?, (2) how much time will the new task take?, (3) how does the task fit into the context of existing priorities?

An opportunity was provided for public comment. Mr. Eaton stated the Council needs to identify the amount of money needed to implement the plan and where the money would come from (internal or external sources). He suggested the Council needs to define priorities, where public funds should come from, where private funds should come from; this will help others in lobbying Congress on the Council's behalf. Mr. Easley noted the tremendous amount of work it will require to implement the plan.

A general discussion followed about how to proceed with the meeting.

It was suggested that in setting priorities, the SPOC needs to consider what projects will provide the most benefit in relation to their cost; the focus should be on projects that provide the most gain. It was also noted that it will be important to identify where a task or priority will lead, and how it fits with other Plan initiatives. For example, marine reserves may be a harder sell if they are prioritized ahead of capacity reduction, whereas, capacity reduction first may facilitate marine reserves as a second priority.

There is an immediate need for conservation, especially rebuilding overfished species; implementation of the plan needs to be in balance with other groundfish priorities. Therefore, it was suggested that rebuilding plans should be the first priority, as there are seven overfished stocks and no approved rebuilding plans. It was agreed all components of groundfish fishery management need to be considered – rebuilding plans, annual management, other groundfish tasks, strategic plan implementation.

Ms. Cooney provided an update on litigation issues. She noted that National Environmental Policy Act (NEPA) compliance for Groundfish Essential Fish Habitat (EFH) had been successfully challenged and a new NEPA analysis for groundfish EFH would need to be completed. She also noted the high risk of litigation on rebuilding plans, both Amendment 12 and the individual rebuilding plans.

The committee discussed delegation of nearshore fisheries to the states. It was suggested that it would be easier for state fish and game commissions to manage nearshore fisheries. Three options were proposed: remove species from the groundfish FMP; or leave species in the FMP, but delegate (or defer) management to states. For California, there are approximately 20 species that could fall under a Nearshore Fishery Management Plan (FMP). Currently, California is developing a Nearshore FMP. It was noted that consistency among state and federal regulations would be a critical issue. Ms. Cooney noted that where fish are captured is critical to who has management authority. In order to determine whether to, and the best way to transfer management authority to the states, you must look at the location of the fishing of different species, e.g., species only caught within 3 miles; caught within 3 miles, but some outside 3 miles in federal waters; or mostly caught in federal waters. Delegation of nearshore

management could also have spill-over effects on the groundfish limited entry fishery or the new "B" permit fishery that could be established under the strategic plan recommendations. That is, if species are removed from the groundfish FMP, it could negatively affect limited entry permit holders.

It was noted that state nearshore management will still require some Council involvement, and, therefore, still place a burden on staff workload. It could also result in increasingly complex management, especially if state limited entry and federal limited entry programs are developed. There is also the likelihood that, when catching fish under a nearshore FMP, federally managed species will also be caught, which would require coordination between state and federal activities, that would vary depending on the amount of interaction.

Priority Setting

The SPOC then discussed the various elements of the Plan and developed a list of priority issues. Four themes were highlighted as high priority:

- Capacity Reduction
- Harvest Policy
- Marine Reserves
- Science

Within each theme the SPOC identified and prioritized various issues. A detailed list is provided below.

Specific to the harvest policy recommendations in the Plan, it was noted that these provisions will, generally, be, implemented through the annual groundfish fishery management process. It was stressed that strong consideration needs to be given to recommendation 2.a under Harvest Policy in the Plan, i.e., "...close fishery when OY is reached... ."

Specific to capacity reduction, consideration will need to be given to the details of reducing capacity(i.e., what sectors, how will it be accomplished?), particularly the details of converting the open access fishery to limited entry. How would state limited entry fit with federal limited entry, would both be necessary? Coordination will be critical.

It was also noted that gear modifications have improved resource conservation. Therefore, in implementing the Plan, the SPOC should look to incentives and other passive measures (rather than regulations).

An overarching concern will always be ensuring conservation and stock rebuilding while allowing harvest of healthier stocks.

Groundfish Fishery Strategic Plan Implementation Oversight Committee – Recommended List of Priorities

Item (section in Strategic Plan)	**Staffing Cost (states/NMFS/Council/tribal)**	**$ cost**	**Rank**	**Development Team Needed**
Buyback – all gears (C. 3.g)	med/med/low [5/]	very high	1.a [7/]	
Trawl permit stacking (A.3.e) [1/]	low - high		1.b [7/]	yes
Observers -- develop full program (A.5) [2/]	med/high/low	high	2	no [8/]
Review and improve groundfish management process (C.8)	low/low/low	low	3	no [8/]
Fixed gear permit stacking -- sablefish (A.3.d) [1/]	low/high/med		4	no [8/]
Open access limited entry (A., C. 3.a,b,c)	high/high/high	high	5	yes
Allocation*	high/high/high	high	6*	yes
Marine reserves (A.6.) [3/]	high/high/high/yes	high	7	yes
Nearshore rockfish delegation (A.1.d)	high/med/med/yes		8	yes
Implement harvest policy recommendations (A.2.a-e)	low/low/low	low	9	no [8/]
Fixed gear spp endorsements & stacking -- non-sablefish	high/high/high	high	10	yes
Explore regulations to (1) reduce bycatch and (2) access allocations	med/med/med	high	11	yes
Explore regulatory incentives (regs/gear) to minimize impacts on habitat	high/high/high	high	11	yes
Implement Strategic Plan science recommendations (B. 1-11) [4/]	high/high/high	very high		
Implement Strategic Plan Council process recommendations (C. 1-7) [4/]				
*Elements of Allocation Category	Rank w/in 6			
"A" v "B" v "C" v Sport permits (overfished species)	6.a			
Sport v Commercial	6.b			
Limited entry trawl v Fixed gear (rockfish, lingcod)	6.c			
"B" v "C" permits (selected species)	Part of 5 above [6/]			

1/ As first step toward IFQ
2/ $2.25 million -- federal base funding (annual). "Full" means a comprehensive program with an adequate annual budget
3/ Tool within the larger context of the Strategic Plan. Adopted as a tool, but no use of the tool scheduled.
4/ Critical element, not accorded rank -- overrides other topics. Include comment to this effect in introduction.
5/ Currently, industry lobbying for. Near-term low workload NMFS/Council. If Congress authorizes, NMFS/Council workload will be large.
6/ Allocation will occur as part of O/A to L/E
7/ Priority may change depending on Congressional action.
8/ Program in place, under development, or under review – no development team needed.

Thursday, January 11, 2001

The list of priorities developed on the previous day was reviewed.

It was agreed to form a small subcommittee to develop rough cost estimates for the items in the priority list. It was stressed the cost estimates should be simple, noting who would bear the cost and who would do the majority of the work. This is necessary to provide a realistic view of the level of funding required to fully implement the Strategic Plan. The estimates would represent additional funding needed (above the Council budget) to accomplish implementation of the Plan. It was agreed the draft cost estimates would be reviewed by the SPOC prior to the March Council meeting. The subcommittee is comprised of Dr. McIsaac, Mr. Robinson, and Mr. Golden; and will meet February 14, 2001.

Discussion of the List of Priorities

Buyback and Trawl Permit Stacking

Without Congressional help, a buyback program is unlikely, the Council and/or the industry does not have the means to do it. West Coast industry representatives are actively lobbying Congress for a buyback program. However, if, by the June Council meeting, signs are that Congress will not adopt legislation for a West Coast buyback program, the SPOC agreed that trawl permit stacking should become a high priority.

The rationale for first emphasizing buyback as the preferred means for reducing capacity in the trawl fleet was because a large reduction is needed to rationalize the fleet and industry supports a buyback program. Until there is an indication that Congress will not support a buyback program, trawl permit stacking will be less desirable from the perspective of the industry.

Allocation could also be a critical issue. For example, if buyback is for all sectors of the industry then allocation might be less of an issue, whereas, if buyback is only for trawl, then allocation might be critical. This would also be true for trawl permit stacking.

Finally, it was emphasized that developing a trawl permit stacking program will require an extensive analysis. This must be factored into the workload equation (in balance with other workload), as both the analysis and implementation of trawl permit stacking will be quite intensive.

Observers

A partial program will be implemented by mid-2001. However, there is a strong need for a comprehensive program, which will require secure, long-term funding, i.e., annual commitment in the NMFS budget. The groundfish fishery is extremely diverse, and the current level of funding provides for only a limited program (covering only a small portion of the fleet).

It was noted that pursuing observer funds should be done in the context of other strategic plan initiatives. For example, the groundfish fishery only generates about $50 million per year, it may be hard to justify spending large amounts of money for a small net gain. If the fleet were rationalized (made smaller), it would require a smaller program to cover the entire fleet. Moreover, with a rationalized fleet it may be possible to move to a system where the industry funds management.

Management Process

A comprehensive review of the groundfish management process is underway, the SPOC will need the results of this review before taking action to implement the management process recommendations in the

Strategic Plan. The Groundfish Management Process Committee will report to the Council in March, with the aim of initiating action for review at the April Council meeting. The goal is to implement an improved process for the 2002/2003 cycle, with phase-in of certain parts as soon as possible.

Fixed Gear Permit Stacking

It was reported that Council staff is completing the analytical work for the FMP amendment (or regulatory amendment depending on NOAA-GC determination). NMFS will draft the regulations, which could be quite complex when all the permit stacking provisions are factored in.

As it will be difficult to complete all of the above (analyses, Council review, regulations) in time for implementation in fall 2001, it may be necessary to phase-in certain aspects. One possibility is to implement in 2001 the extended fishing season and stacking permits (i.e., the basic objectives). The more complicated issues, e.g., ownership, owner-onboard, will require substantial analysis and a longer regulatory process under the Paperwork Reduction Act, and may need to be implemented later. The SPOC noted partitioning the analysis and review could, ultimately, create more workload (i.e., doing things twice); but there was general agreement that we should move forward.

Open Access to Limited Entry

This has the potential of being a highly contentious issue, and may require consideration of the net benefit to the fishery as a whole versus the cost to individuals in the open access fishery.

It was agreed that a group would develop a scoping document to outline what needs to be done, this will include consideration of delegation or deferral of nearshore management to states. The group will also explore linkages with other Strategic Plan issues, e.g., allocation, delegation of nearshore management, etc. The states will take the lead on developing the scoping document. In addition, the document will include definitions of “B” and “C” categories and the fleet involved, and consideration of the importance to coastal communities. It was suggested that they use outside mediation/facilitation (e.g., the Environmental Conflict Resolution Institute) to aid in development of an implementation strategy.

The possible schedule is to be included as part of scoping document. The document will be reviewed by SPOC at their March meeting.

Allocation

The issue of allocation is strongly entwined with many other strategic plan issues, and may be necessary before implementation of other components of the Strategic Plan. Currently, allocation is an annual necessity as part of routine fishery management, especially for overfished species. May not be able to improve from current process until after GMPC review.

Marine Reserves

Implementation will require substantial funding (in excess of Council budget), especially for developing siting criteria. It will also require substantial public participation, which will add to the overall cost. Therefore, the issue will require substantial commitment of new funds. *The SPOC recommends continuing with Phase II, under the aegis of strategic plan implementation, to begin with establishing an Implementation Development Team assigned the sole task of developing a complete proposal (with the Council as lead authority): a proposed process and proposed budget.* The SPOC also recommends the proposal include outside assistance, in the form of non-governmental organization funding and/or facilitation services of NFCC. Opportunities with the Pacific Ocean Conservation Network should also be pursued.

Nearshore Rockfish

It was agreed that this would be included as part of scoping document for conversion of Open Access to Limited Entry (discussed above).

Implement Harvest Policy Recommendations

Implementing the recommendations in the Strategic Plan will require development and adoption of management policies for closing fisheries when OY is reached. It will be necessary to distinguish between closure of a single fishery that harvests the stock and closure of all fishing for the stock. *The SPOC recommends the Council initiate discussion of this topic in April 2001*.

Fixed Gear Species Endorsements/Stacking (non-sablefish)

It was suggested that this issue could be taken up in conjunction with the Open Access to Limited Entry work.

Explore Regulations – to Reduce Bycatch / for Access Allocations

"Access allocation" refers to, for example, management measures that solve the problem of not harvesting the allowable sablefish OY year after year. Recently the trawl fleet has not been able to harvest its entire allocation because of protections for thornyheads. Therefore, there is a desire to allow the trawl fleet to possibly access sablefish with a different gear that does not affect the restricted species.

The SPOC recommends the development of a work plan (in the near future). It was suggested that this work could be supported/funded with disaster relief money (or other outside funding source).

The SPOC recommends an industry group be formed to develop ideas related to access allocation, especially sablefish – possibly including: Mr. Steve Bodnar, Mr. Marion Larkin, Mr. Joe Easley.

No due date was discussed for this work plan.

Explore Regulatory Incentives (regulations/gear) to Minimize Impacts on Habitat

Similarly, the SPOC recommends development of a work plan in the near future. The SPOC recommends incorporation of this issue into the Council's Research and Data Needs document with a high priority.

No due date was discussed for this work plan.

<u>Implementation Development Teams</u>

The SPOC discussed the need for development teams for each of the issues identified on the Priority List. Generally, most issues will require development teams; several issues are either completed or in progress, and, thus, development teams will not be required. At this meeting, the SPOC approved the formation of two Implementation Development Teams (marine reserves and allocation) and a subgroup to develop cost estimates.

Marine Reserves

Development Team: Mr. Jim Seger (staff), Ms. Jennifer Bloeser, Mr. Dave Fox, Dr. Rod Fujita, Mr. Mark Helvey, Ms. Michele Robinson, Mr. Bob Lee, Mr. Barry Cohen, Mr. John Crowley, Mr. Kelley Smotherman, Mr. Mark Cedergreen, Ms. Fran Recht. Also, the SPOC asked that Mr. Brock Bernstein and Ms. Suzanne Iudicello (NFCC) be invited to participate in a facilitation role.
For the time being, the team was tasked only with developing a detailed proposal – based on the proposal submitted by the Pacific Ocean Conservation Network. The proposal would be for a project to address remaining marine reserve recommendations contained in the Strategic Plan. The detailed proposal would address the complete process to implement marine reserves as described in Strategic Plan, consistent with the objectives already adopted by the Council.

The Team will meet February 13, 2001, Portland, OR

Allocation

The SPOC recommends use of the current Ad-Hoc Allocation Committee to develop further recommendations at his point.

The SPOC anticipates adding to the prior allocation committee process industry representatives at some point in the future to deal with allocation issues directly related to implementation of the Strategic Plan.

As a first step, the SPOC recommends the Allocation Committee develop allocation priorities relative to implementing the strategic initiatives in the Plan.

Next Meeting

The SPOC will meet Monday, March 5, 2001 in Portland, Oregon.

Other Topics Discussed

IFQ

It was noted that the Council will eventually need a committee to scope out an IFQ program.

National Fisheries Conservation Center (NFCC)

Mr. Brock Bernstein from the NFCC presented information about his organization and the facilitation role they could play in implementation of the Plan. For example, with marine reserves, they could build bridges behind the scenes; facilitate public processes/meetings toward agreement. Also could provide dispute resolution. He noted their role would not be to set up meetings or an organizational structure, rather they would act as facilitators.

PROPOSED AGENDA

Ad-Hoc Groundfish Strategic Plan Implementation Oversight Committee

Pacific Fishery Management Council
Pacific States Marine Fisheries Commission
45 SE 82nd Drive, Suite 100
Gladstone, Oregon 97027
(503) 650-5400
January 10-11, 2001

WEDNESDAY, JANUARY 10, 2001 – 10 A.M.

A.	***Introductory Remarks***	Jim Lone
B.	***Meeting Purpose and Approval of Agenda***	Dave Hansen, chair
C.	***Review of Meeting Materials***	Dan Waldeck
D.	***Funding and Staffing Capabilities***	Don McIsaac
E.	***Public Comment***	
F.	***Review of Legal Matters***	Eileen Cooney
G.	***National Fisheries Conservation Center***	Brock Bernstein
H.	***Prioritization of Implementation Efforts***	SPOC
I.	***Establishment of Implementation Development Teams***	SPOC

THURSDAY, JANUARY 11, 2001 – 8 A.M.

J.	***Public Comment***	
K.	***Schedule of Near Future Events***	Dave Hansen
L.	***Next Meeting Agenda***	Dave Hansen

ADJOURN

PFMC
01/10/01

Exhibit D.4
Situation Summary
March 2001

IMPLEMENTATION OF THE GROUNDFISH STRATEGIC PLAN

Situation: At this meeting, the Ad Hoc Groundfish Strategic Plan Implementation Oversight Committee (SPOC) will provide their recommendations to the Council about the implementation process and schedule, as well as membership of the development teams.

On January 10 and 11, 2001, the SPOC met to begin the process for implementing the Groundfish Strategic Plan. The SPOC reviewed and prioritized strategic plan topic areas and issues. The SPOC also discussed the make-up of implementation development teams and the timeline for Plan implementation. On March 5, 2001, the SPOC met to further discuss implementation cost estimates, marine reserves, nearshore management delegation, and conversion of the open access fishery to limited entry.

The Council is slated to provide guidance to the SPOC relative to their recommendations for implementing the Groundfish Strategic Plan.

Council Action: Council Discussion.

Reference Materials:

1. Exhibit D.4, Attachment 1.
2. Exhibit D.4.b, Supplemental SPOC Report.
3. Exhibit D.4.d, Public Comment.

PFMC
02/21/01

MEMORANDUM

OREGON DEPARTMENT OF FISH AND WILDLIFE

DATE: January 24, 2001

TO: Dave Hansen, PSMFC

FROM: Bob Hannah

SUBJ: Defining Language For Excluders

Enclosed is a document with the language I favor for defining approved excluder designs. It relies somewhat on the figures, which may be a weak point from a legal standpoint. I don't really know how to get around it though. If other states need to include a detailed legal definition within their rule language, they may need to take a different approach. At any rate, I believe this will provide a good starting point for all.

The strategy that ODFW staff have developed (so far) for implementing excluder regulations is as follows.

1. Approach the Oregon Fish and Wildlife Commission with a proposed regulation delegating authority to the Director to require bycatch reduction devices (BRD's) via temporary rule, whenever staff project that a PFMC groundfish allocation to the shrimp fishery will be exceeded. We're targeting the May Commission meeting.
2. Have ready draft language for a temporary rule requiring excluder use and specifying the conditions under which excluders may be disabled (only for gear testing, as documented in their logbook).
3. Have ready a document detailing approved BRD's to allow it to be referenced in the temporary rule. The first draft of this document is enclosed.
4. Have ready a draft procedure for issuing Experimental Gear Permits to shrimpers wanting to experiment with a non-approved excluder design. The permits will detail the duration and data reporting requirements for using a non-approved BRD.

On a parallel track, we have ordered more of our new logbooks so that we will be able to generate inseason data on BRD use. I have also asked Mark Saelens to push for a full retention program for canary rockfish for the 2001 shrimp fishery, to complement the BRD program.

Please feel free to distribute this memo and attachment to the committee members as you see fit.

ODFW - Approved Bycatch Reduction Devices (BRDS)

Fisheye BRD

This device functions as a simple forward facing escape hatch that is maintained by a rigid frame (Figures 1 and 2). Although a variety of designs can be used to create a forward facing opening, an approved fisheye must meet the following criteria.

1. The escape hole must be forward facing, meaning that a fish must swim towards the mouth of the net to exit through the fisheye.
2. The device must be placed on the top of the codend, no further forward than 84 codend meshes, counted from the pursing rings.
3. The escape hole must meet the following dimensions (inside measure): height (A) no less than 6 inches and width (B) no less than 10 inches.

Soft Panel BRD

This device uses a mesh panel to guide fish out of an escape hole (Figure 3). Although the excluder panels can be installed in a variety of orientations and can be made of a variety of materials, an approved soft-panel BRD must satisfy the following criteria.

Mesh panel

1. The panel meshes must be constructed of net material with individual meshes no larger than 10 inch (stretch measure).
2. The panel must completely cover some portion of the net in diagonal cross-section (Figure 3). Partial panels are not allowed at this time.

The Escape Hole

1. The escape hole must, when spread open using hand pressure, expose a hole at least 100 square inches in surface area. This is equivalent to cutting about 10-12 meshes in a straight line.
2. The escape hole must begin within 4 meshes of where the mesh panel connects to the main net at it's farthest back point (Figure 3).

Nordmore Grate

The Nordmore grate uses a rigid or semi-rigid, vertical bar separating grate to guide fish out of an escape hole, generally in the top of the net (Figure 4). It generally also includes a funnel that is used to concentrate catch near the bottom of the grid for efficient sorting.

Funnels are not a required component of a Nordmore grate at this time in the Oregon shrimp fishery. Nordmore grates fish best if installed to fish at a 45° angle. An approved Nordmore grate must meet the following criteria.

The Rigid or Semi-rigid Panel

1. The rigid or semi-rigid panel must completely cover some portion of the net in diagonal cross-section (Figure 4).
2. None of the openings between the vertical bars in a Nordmore grate may exceed 3 inches.

The Escape Hole

3. The escape hole must, when spread open using, hand pressure, expose a hole at least 100 square inches in surface area. This is equivalent to cutting, about 10-12 meshes in a straight line.
4. The escape hole must begin within 4 meshes of the point at which the rigid or semi-rigid panel connects to the main net at it's farthest back point.

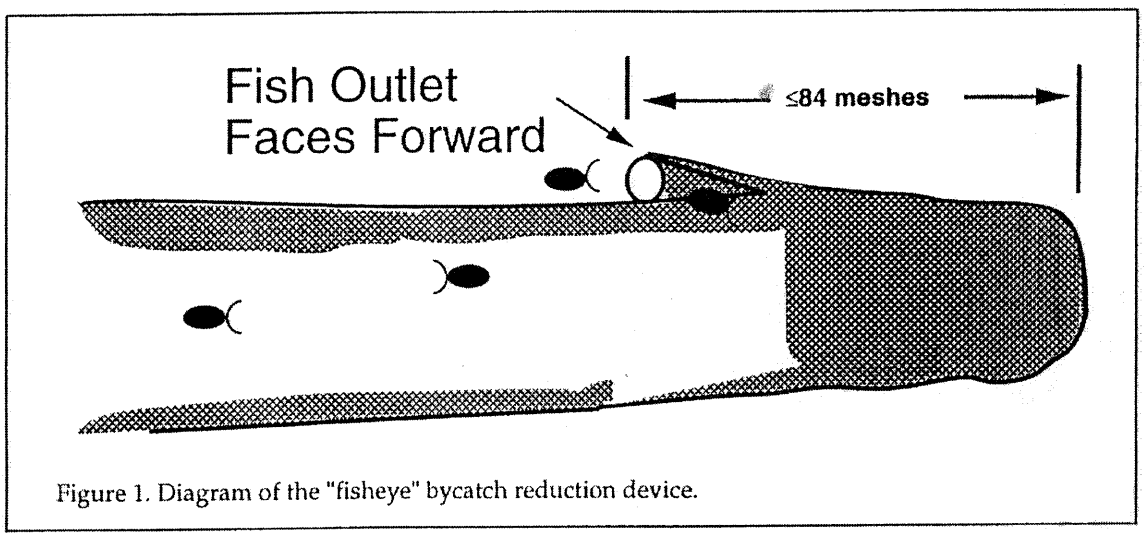


Figure 1. Diagram of the "fisheye" bycatch reduction device.

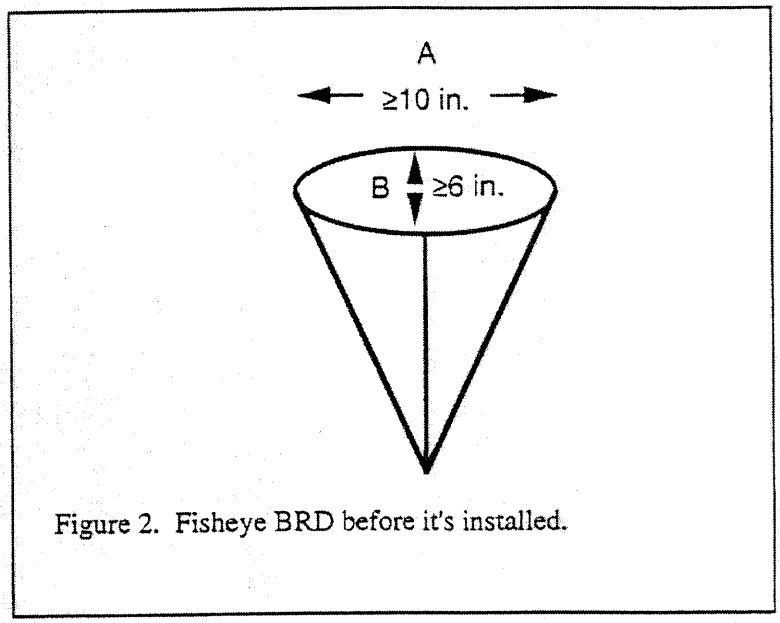


Figure 2. Fisheye BRD before it's installed.

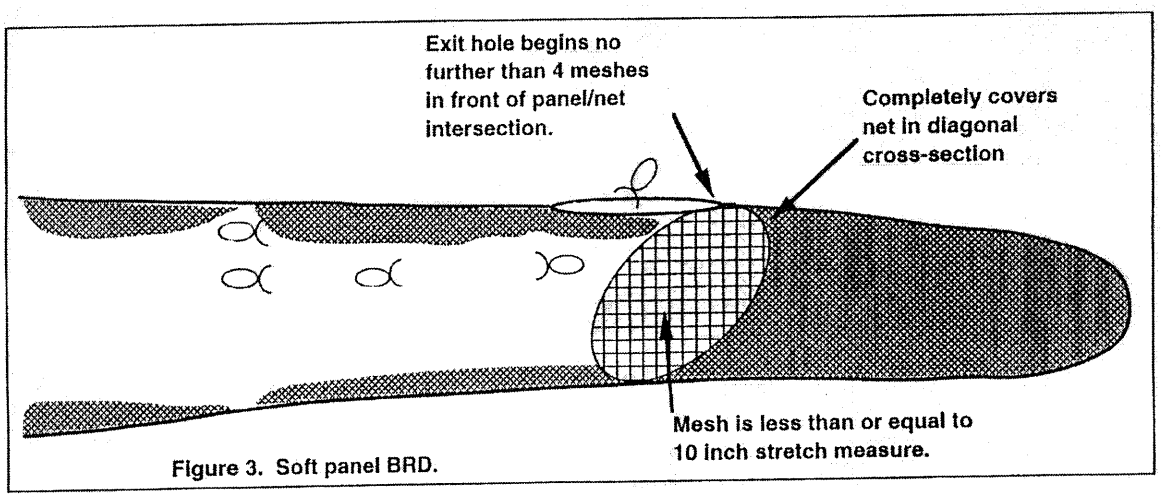


Figure 3. Soft panel BRD.

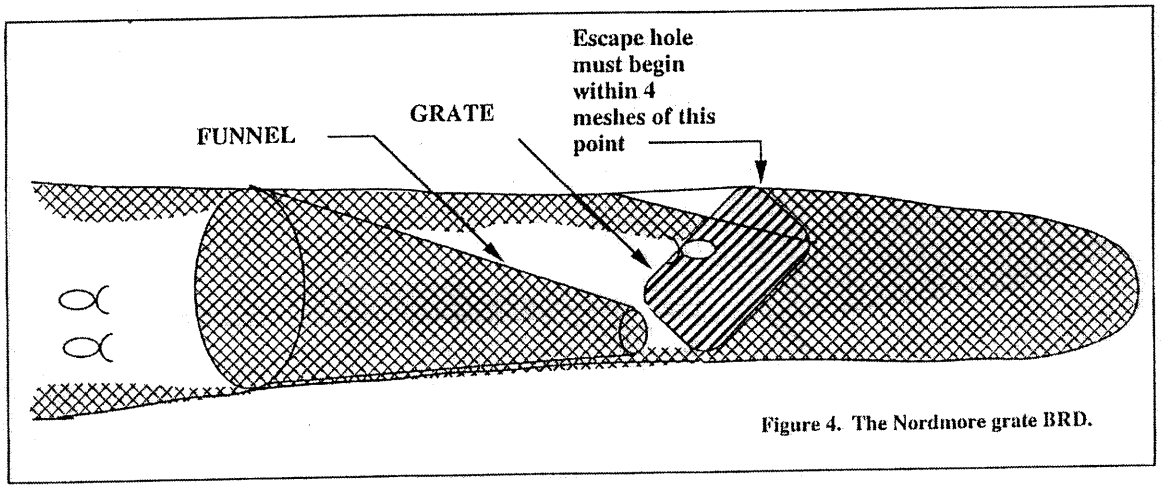


Figure 4. The Nordmore grate BRD.

FINFISH EXCLUDER WORKSHOPS

FOR WEST COAST SHRIMP TRAWL FISHERMEN

Oregon Sea Grant, the Pacific Groundfish Conservation Trust and the Coos Bay Trawler's Association are sponsoring three Oregon workshops on finfish excluders and net design for West Coast Shrimp Trawl fishermen.

Speakers at each workshop will be Mr. Greg Faulkner, owner of Trawl & Repair Service of Milton, Louisiana, and Mr. Stan Logan of Canada's Department of Fisheries and Oceans.

The workshops will be informal and hands-on. Different excluder designs will be shown, and their pros and cons discussed with respect to finfish exclusion and impact on shrimp catch. An important message is that excluders work (or not) in combination with the design of the net, and how the gear is fished!

Bob Hannah of ODFW will also be available to answer questions regarding tri-state discussions and proposed regulatory actions on fish excluders.

WORSHOP SCHEDULE

Monday, February 19 – ASTORIA, OR

1:30 p.m. at MERTS (Marine Environmental and Research Training Station), just upriver of Tongue Point off Hwy 30

Wednesday, February 21 – NEWPORT, OR

1:30 p.m. at Englund's Marine Supply, 880 SE Bay Blvd, Upstairs meeting room

Friday, February 23 – CHARLESTON, OR

1:30 p.m. at the Boat Basin Power Squadron Building

Hal Weeks
Extension Faculty – Marine Fisheries
OSU Extension Sea Grant
(541) 265-3463

Subject: new address
Date: Fri, 16 Feb 2001 07:35:11 -0800
From: "Coos Bay Trawlers' Association" <c.trawl@verizon.net>
To: foxd@ccmail.orst.edu
CC: rfrancis@fish.washington.edu, Steve.Freese@noaa.gov, franrecht@newportnet.com, furseorl@hr.house, 71363.403@compuserve.com, "Gary D. Sharp" <gsharp@montereybay.com>, Mary_Gautreaux@wyden.senate.gov, pgeets@nfi.org, george.sen@state.or.us, fishn@mail.harborside.com, jim.glock@noaa.gov, Ginny.Goblirsch@orst.edu, avgordly@orednet.org

Coos Bay Trawlers' Association, Inc.

PO Box 5050
7960 Kingfisher Dr.
Coos Bay, OR 97420
Phone (541)888-8012
Fax (541)888-6165
E-mail ctrawl@mail.coos.or.us
A Non-Profit Organization

February 12, 2001

Dear friend,

Unfortunately, SCAN, our local internet server, does not see our area as profitable or has much hope for our future. It is like many other local businesses are being hit by the lower productivity in our area, too. Government regulations are the major cause of the declining incomes and this is only one more case in a string of businesses moving out. Our west coast infrastructure is being dismantled on uncertainty and the precautionary approach in our NMFS stock assessment process. Our new address is GOTOBUTTON BM_1_ c.trawl@verizon.net.

Coos Bay Trawlers' Association and the Bandon Submarine Cable Council are working together with OSU Extension Sea Grant and Pacific Groundfish Conservation Trust for a better understanding of the need and use of shrimp excluders. CBTA/BSCC have contracted Stan Logan, a shrimp fishermen from British Columbia and has worked with the Canadian Department of Fisheries and Oceans on excluder design on the west coast. He will share his experience and knowledge with us. OSU has arranged for Greg Faulkner, a gear expert form Milton, Louisiana, to convey his experience in the gulf with excluders.

We hope that you will make an effort to attend these workshops. They will be held as follows:

Monday, February 19 - Astoria, OR

1:30 PM at Merts (Marine Environmental and Research Training Station, just up river of Tongue Point off Hwy 30

Wednesday, February 21 - Newport, Or
1:30 PM at Englund's Marine Supply

880 SE Bay Blvd, Upstairs meeting room

Friday, February 23 - Charleston, OR
1:30 PM at the Boat Basin Power Squadron Building

Thank you and happy fishing,

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Shrimp Bycatch Meeting Summary
January 9, 2001

At its November 2000 meeting, the Pacific Fishery Management Council (Council) established a coastwide Optimum Yield (OY) of 93 metric tons for canary rockfish as part of its rebuilding plan for that species. The fishery for pink shrimp managed by the states has routinely taken canary rockfish as an incidental harvest. The Council allocated 5.5 metric tons of its annual canary rockfish OY to the shrimp fishery as bycatch, an amount that is approximately half of the recent average annual estimated landings of that species by the shrimp fleet. Representatives of the affected state and federal agencies (Table 1) met at the offices of the Pacific States Marine Fisheries Commission on January 9, 2001 to discuss options for management of the shrimp fishery that would limit canary rockfish bycatch to these levels.

Participants reviewed recent estimates of catch and landed bycatch in the shrimp fishery (Table 2) and the status of bycatch reduction devices (BRDs) in the ocean shrimp fishery. State (Florida and North Carolina) and federal regulations regarding the use of BRDs in Atlantic and Gulf coast fisheries were also presented. Given the existing time constraints (the shrimp season traditionally opens on April 1), members of the workgroup recognized that any regulations to restrict bycatch implemented for the 2001 pink shrimp fishery off Washington, Oregon, and California would necessarily be by emergency order. Members of the workgroup were unable to specify an acceptable bycatch reduction device (BRD) design. Designs applicable in regions like the Gulf of Mexico may not work under the conditions of the Pacific fishery, and members were reluctant to stifle the creativity of industry to develop its own workable BRD systems.

Oregon representatives conveyed the views of their shrimp fishers. Shrimpers believe that they do not have a voice in the Council process, and that regulators should give the industry a chance to demonstrate the extent to which bycatch can be reduced voluntarily. The Oregon shrimp industry will resist regulations that they believe could limit future options for access to groundfish as an incidental catch. A minimum estimate of 3-5% of a shrimp fishers income are thought to come from the sale of incidentally-taken groundfish. Shrimpers might be willing to accept BRD regulations as a short-term emergency measure, but might resist those same measures proposed on a permanent basis.

The following were identified as a range of options for State agency action:

1. Implement consistent, mandatory BRD regulations in all coastal shrimp fisheries by April 1 or as soon as possible.
2. Recommend use of BRDs at the beginning of the shrimp season, but implement regulations that trigger mandatory use of BRDs if the bycatch of canary rockfish is projected to be greater than 2.5 metric tons by June 1.

   This option implies a commitment by state agencies to monitor landings of bycatch species in the shrimp fishery on a real-time basis. It also presumes that agencies will develop minimum standards for an acceptable BRD.
3. Promote voluntary use of BRDs by the shrimp fishery, and monitor the levels of cooperation and bycatch by the fleet.

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4. Close the shrimp fishery coastwide when the projected take of canary rockfish exceeds 5.5 metric tons.
5. Do nothing.

The following were identified as options for Federal agency action:

1. Preempt state regulations and develop a coastwide federal Fishery Management Plan (FMP) for the pink shrimp fishery.
2. Prohibit landings of groundfish by shrimp gear.
3. Restrict other federal FMP fisheries if the take of canary rockfish by state shrimp fisheries exceeds the PFMC allocation of 5.5 metric tons.
4. Request research and/or funding assistance from the NW Fisheries Science Center.

The following were identified as additional options or as areas needing additional work:

1. Require use of logbooks, or include a column on shrimp fish tickets, that designate whether the vessel used a BRD while fishing.
2. Produce a pamphlet or other educational publication on the need for BRD use, the types of BRDs that are effective, and where they can be obtained.
3. Institute an observer program (possibly funded by shrimp landing assessments) to assess the frequency of BRD use by the fishery and the levels of bycatch.
4. Prepare and present a briefing for presentation at the meeting of the three state Fish and Wildlife commissions scheduled for March. If warranted, develop an interstate agreement to coordinate management of the pink shrimp fishery by the three states.
5. Conduct the research necessary to prepare for the possible implementation of permanent BRD regulations in the future.
6. Establish a procedure for testing and certifying the effectiveness of existing or new BRD designs.
7. Investigate the potential for use of time/area closures to limit the bycatch of canary rockfish by the shrimp fishery, or to suggest time and/or area scenarios under which mandatory BRD use might be appropriate.
8. Require retention and landing of all canary rockfish taken by shrimp gear for accounting purposes. Fishers may sell only that portion of their landed catch allowed under existing trip limit regulations. (Note: this option would require an Experimental Fishing Permit [EFP].)
9. Consider a pooling of state funds in order to fund a research position to investigate shrimp bycatch and BRD applications.
10. Develop a clear problem statement to identify the purpose of future pink shrimp fishery regulations.

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The Workgroup agreed on the following recommendations for state action:

1. Immediately implement State Option #3.
2. Implement Additional Option #4.
3. Start the administrative processes necessary to eventually implement State Option #2.

Table 1. Shrimp byccatch meeting attendees.

Name	Organization	email address
Dave Hanson (chair)	Pacific States Marine Fisheries Commission	dave_hanson@psmfc.org
Dan Ayres	Washington Department of Fish and Wildlife	ayresdla@dfw.wa.gov
Brian Culver	Washington Department of Fish and Wildlife	culvebnc@dfw.wa.gov
Bob Hannah	Oregon Department of Fish and Wildlife	bob.hannah@hmsc.orst.edu
Mark Saelens	Oregon Department of Fish and Wildlife	mark.saelens@hmsc.orst.edu
Becky Renko	National Marine Fisheries Service	becky.renko@noaa.gov
Rob Jones	Northwest Indian Fish Commission	rjones@nwifc.wa.gov
LB Boydstun	California Department of Fish and Game	lbboydst@dfg.ca.gov
Al Didier	Pacific States Marine Fisheries Commission	al_didier@psmfc.org

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Table 2. Landings by directed shrimp trawl fisheries operating in PFMC areas (in metric tons). †

State	Year	Pink Shrimp	Canary Rockfish	Other Rockfish	Flatfish	Roundfish	Misc. Groundfish	Other Species
CALIFORNIA	1990	3,946.1	0.0	24.1	2.4	4.7	0.1	2.9
	1991	4,701.2	0.0	20.8	2.1	3.8	0.0	0.5
	1992	8,474.1	0.0	12.7	0.5	2.7	0.1	1.5
	1993	3,228.3	0.0	11.8	1.1	1.5	0.1	0.5
	1994	5,069.4	0.0	35.4	5.1	7.8	0.1	7.2
	1995	2,558.0	1.8	30.7	5.9	4.5	0.1	4.7
	1996	4,244.9	1.1	25.5	6.3	4.1	2.6	3.2
	1997	6,325.6	2.7	22.2	6.2	6.1	3.0	7.4
	1998	830.3	3.3	10.4	1.8	1.8	0.7	1.5
	1999	1,922.9	2.4	16.0	5.0	3.1	0.9	1.2
	2000	1,094.7	0.4	2.7	1.4	1.4	0.0	0.2
OREGON	1990	14,461.8	0.0	486.2	29.6	27.9	0.3	0.7
	1991	9,851.9	0.0	393.5	25.3	30.1	0.2	0.8
	1992	21,787.5	0.0	395.1	27.9	106.8	0.3	2.8
	1993	12,212.1	0.0	673.6	29.0	93.7	0.3	22.0
	1994	7,432.6	0.0	203.5	31.0	50.9	0.1	20.6
	1995	5,491.1	4.9	158.9	45.5	30.1	0.2	8.6
	1996	7,133.5	12.1	286.1	74.9	51.0	1.7	3.4
	1997	8,872.2	7.6	92.7	37.7	35.5	4.5	38.9
	1998	2,765.0	7.6	115.1	41.2	21.8	1.6	60.9
	1999	9,276.5	31.2	81.2	119.5	64.4	3.6	9.9
	2000	11,546.3	9.7	73.0	55.9	56.6	2.5	50.4
WASHINGTON	1990	6,144.2	0.0	353.9	41.5	25.5	0.1	0.4
	1991	4,510.2	0.0	367.3	23.9	9.8	0.0	0.4
	1992	5,448.5	0.0	332.4	8.9	38.5	0.0	49.5
	1993	7,010.6	0.0	612.0	32.5	141.0	0.0	112.6
	1994	2,479.1	0.0	243.8	57.9	52.6	0.1	7.9
	1995	3,292.4	2.5	184.8	66.2	61.3	0.1	0.2
	1996	2,410.7	1.9	217.3	37.1	52.1	0.0	0.1
	1997	2,248.2	0.6	60.4	10.8	11.2	0.1	18.0
	1998	743.0	1.1	45.3	8.2	9.2	0.0	40.6
	1999	1,199.5	1.3	24.6	15.2	6.9	0.0	35.6
	2000	1,903.1	1.2	36.6	12.1	13.4	0.0	49.1
TOTAL	1990	24,552.1	0.0	864.2	73.5	58.0	0.5	4.0
	1991	19,063.3	0.0	781.6	51.3	43.6	0.3	1.7
	1992	35,710.2	0.0	740.2	37.3	148.0	0.3	53.9
	1993	22,451.0	0.0	1,297.4	62.6	236.1	0.3	135.2
	1994	14,981.0	0.0	482.7	93.9	111.3	0.3	35.8
	1995	11,341.5	9.2	374.5	117.6	95.9	0.4	13.5
	1996	13,789.2	15.1	528.9	118.3	107.2	4.4	6.7
	1997	17,445.9	10.9	175.3	54.7	52.9	7.5	64.2
	1998	4,338.2	12.0	170.8	51.1	32.7	2.4	103.0
	1999	12,399.0	34.9	121.8	139.8	74.4	4.5	46.7
	2000	14,544.1	11.2	112.2	69.5	71.4	2.5	99.7

† Directed fishery landings in California were trawl landings that contained more than 100 pounds of pink shrimp. Directed fishery landings in Washington and Oregon were those made using shrimp trawl gear (either single- or double-rigged).

SCIENTIFIC AND STATISTICAL COMMITTEE REPORT ON GROUNDFISH REBUILDING ANALYSIS TERMS OF REFERENCE

The Scientific and Statistical Committee (SSC) reviewed the first draft of the "Terms of Reference for Groundfish Rebuilding Analyses" that was prepared by the groundfish subcommittee and, after minor revision, approved a second draft for circulation and review by the Groundfish Management Team, Groundfish Advisory Subpanel, and other Council entities. Comment on the terms of reference will also be solicited from members of the west coast groundfish stock assessment community over the next month. Based on comments received, the SSC intends to provide a final set of guidelines at the April meeting.

With respect to the development of rebuilding analyses this year, the SSC notes that the stock assessments of darkblotched rockfish and Pacific Ocean perch that were completed in 2000 either did not include rebuilding projections or included rebuilding calculations that were not approved by the SSC (see November 2000 statement by the SSC). With the adoption of the "SSC Terms of Reference for Groundfish Rebuilding Analyses," these rebuilding calculations will need to be completed by the June Council meeting for full review by the SSC.

PFMC
03/06/01

SSC Terms of Reference for Groundfish Rebuilding Analyses

2nd DRAFT

Introduction

Amendment 11 to the Groundfish Fishery Management Plan (FMP) established a harvest control rule for determining optimum yields (OY). The 40:10 policy was designed to prevent stocks from falling into an overfished condition. Part of the amendment established a default overfished threshold equal to 25% of the unexploited population size[1] (B_0). By definition, groundfish stocks falling below that level are overfished ($B_{25\%} = 0.25 \times B_0$). To prevent stocks from deteriorating to that point, the policy also specifies a precautionary threshold equivalent to 40% of B_0. At stock sizes less than $B_{40\%}$ the policy requires that OY, when expressed as a fraction of the allowable biological catch (ABC), be progressively reduced. Because of this linkage, $B_{40\%}$ has sometimes been interpreted to be a proxy measure of B_{MSY}, i.e., the stock biomass that results when a stock is fished at F_{MSY}. In fact, theoretical results support the view that a robust biomass-based harvesting strategy would be to simply maintain stock size at about 40% of the unfished level (Clark 1991, In review). In the absence of a credible estimate of B_{MSY}, which can be very difficult to estimate (MacCall and Ralston, In review), $B_{40\%}$ is a suitable proxy to use as a rebuilding target.

There are a number of ways that one could proceed in modeling stock rebuilding, but they fundamentally reduce to two basic kinds of approaches. These are: (1) an empirical evaluation of spawner-recruit estimates and (2) fitting spawner-recruit estimates to a theoretical model of stock productivity (e.g., the Beverton-Holt or Ricker curves). To date, however, rebuilding plans have largely been based on analyses of the former type (e.g., bocaccio, lingcod, POP#1, canary rockfish). Similarly, the cowcod rebuilding analysis involved an empirical evaluation of annual estimates of surplus production. Thus far, the only rebuilding analysis that has been based on the fit of spawner-recruit data to a theoretical model is the analysis presented in the last stock assessment of Pacific ocean perch (POP#2; Ianelli *et al.* 2000).

Estimation of B_0

For the purpose of estimating B_0 empirically, analysts have selected a sequence of years, wherein recruitment is believed to be reasonably representative of the natality from an unfished stock. These recruitments, in association with growth, maturity, fecundity, and natural mortality estimates, can then be used to calculate unfished spawning output. In selecting the appropriate temporal sequence of recruitments to use, investigators have generally utilized years in which stock size was relatively large, in recognition of the paradigm that groundfish recruitment is positively related to spawning stock size (Myers and Barrowman 1996). Moreover, due to the temporal history of exploitation in the west coast groundfish fishery (see Williams, In review), this

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[1] The absolute abundance of the mature portion of a stock is loosely referred to here in a variety of ways, including: population size, stock biomass, stock size, spawning stock size, spawning biomass, spawning output; i.e., the language used in this document is sometimes inconsistent and/or imprecise. However, the best fundamental measure of population abundance to use in establishing a relationship with recruitment is spawning output, defined as the total annual output of eggs (or larvae in the case of live-bearing species). Although spawning biomass is often used as a surrogate measure of spawning output, for a variety of reasons a non-linear relationship often exists between these two quantities (Rothschild and Fogarty 1989; Marshall *et al.* 1998). Spawning output should, therefore, be used to measure the size of the mature stock when possible.

has typically led to a consideration of the early years from an assessment model time series[2]. Thus, for example, in the case of bocaccio the time period within which recruitments were selected was 1970-79 and for canary rockfish it was 1967-77.

An alternative view of the recruitment process is that it depends to a much greater degree on the environment than on adult stock size. For example, the decadal-scale regime shift that occurred in 1977 (Trenberth and Hurrell 1994) is known to have strongly affected ecosystem productivity and function in both the California Current and the northeast Pacific Ocean (Roemmich and McGowan 1995; MacCall 1996; Francis *et al.* 1998; Hare *et al.* 1999). With the warming that ensued, west coast rockfish recruitment was probably affected adversely (Ainley *et al.* 1993; Ralston and Howard 1995). Thus, if recruitment was environmentally forced, it would be more sensible to use the full time series of recruitments from the stock assessment model to estimate B_0. Given that these two explanatory factors are highly confounded, i.e., generally high biomass/favorable conditions prior to 1980 and low biomass/unfavorable conditions thereafter, using all recruitments to estimate B_0 will usually result in a lower reference point than the situation where an abbreviated series taken from early in the time series is utilized.

At this time there is no incontrovertible information with which to distinguish between these two alternatives. If oceanic conditions along the west coast have shifted to a productive cold regime following the La Niña event of 1999, we may soon have observations of recruitment produced during a favorable environmental period from groundfish stocks at low spawning biomass. If the environmental and density-dependent effects are additive, it would then be possible to determine the relative importance of each of the two factors (e.g., Jacobson and MacCall 1995). In the interim, however, it would be prudent to favor calculations of B_0 that are based on an abbreviated time series of recruitments taken from a period when the stock was at a relatively high biomass and to favor the density-dependent hypothesis. Both theoretical and observational considerations support the belief that groundfish recruitment will decline as stock size dwindles (e.g., Myers and Barrowman 1996; Brodziak *et al.* 2001). Still, it would be informative to contrast the density-dependent based reference point with an estimate of B_0 based on the entire time series of recruitments (i.e., the environmental hypothesis). This was, in fact, discussed as a possible alternative in the Panel Report produced by the West Coast Groundfish Harvest Rate Policy Workshop sponsored by the SSC in March, 2000. With both numbers available it would be possible to evaluate the implication of each hypothesis on the calculation of stock reference points. As a refinement, for each of these two methods the actual distribution of B_0 can be approximated by re-sampling recruitments, from which the probability of observing any particular stock biomass can be examined under each hypothesis. This approach was taken in the original bocaccio rebuilding analysis, where it was concluded that the first year biomass was unlikely to have occurred if the entire sequence of recruitments were used to determine B_0.

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[2] Individual recruitments estimated from age-structured stock assessment models do not all exhibit the same precision or accuracy. Recruitments estimated at the very beginning of the modeled time period may suffer from mis-specification of the initial condition of the population (e.g., an assumed equilibrium age structure). Likewise, recruitments estimated at the end of the sequence may be imprecise due to partial recruitment of recent year-classes. Thus it may be advisable to trim the beginning and/or ending years classes to address this problem.

It is also possible to estimate B_0 by fitting spawner-recruit models to the full time series of spawner-recruit data (see Ianelli *et al.* 2000; Ianelli, In review). However, this approach is subject to the criticism that stock productivity is constrained to behave in a pre-specified manner according to the particular model chosen and there are different models to choose from, including the Beverton-Holt and Ricker. These two models can produce strongly contrasting management reference points (e.g., B_{msy} and SPR_{msy}) but are seldom distinguishable statistically. Moreover, there are statistical reasons to be suspect of resulting parameter estimates, including time series bias (Walters 1985), the "errors in variables" problem (Walters and Ludwig 1981), and non-homogeneous variance and small sample bias (MacCall and Ralston, In review). Consequently, analyses that derive stock management reference points by estimating a spawner-recruitment relationship shoulder a greater burden of proof. Thus, any such an analysis should attempt a balanced comparison of alternative spawner-recruit models, with explicit consideration of the estimation problems highlighted above. Moreover, in situations where a spawner-recruit meta-analysis is available (e.g., Dorn, In review), those results should be evaluated and considered. Ideally, reference points obtained by fitting a spawner-recruitment model (e.g., B_0, B_{MSY}, and F_{MSY}) should also be compared with values obtained by empirical analysis of the data, similar to that suggested above. Such a comparison would help delineate the overall degree of uncertainty in these quantities.

Population Projections During Rebuilding

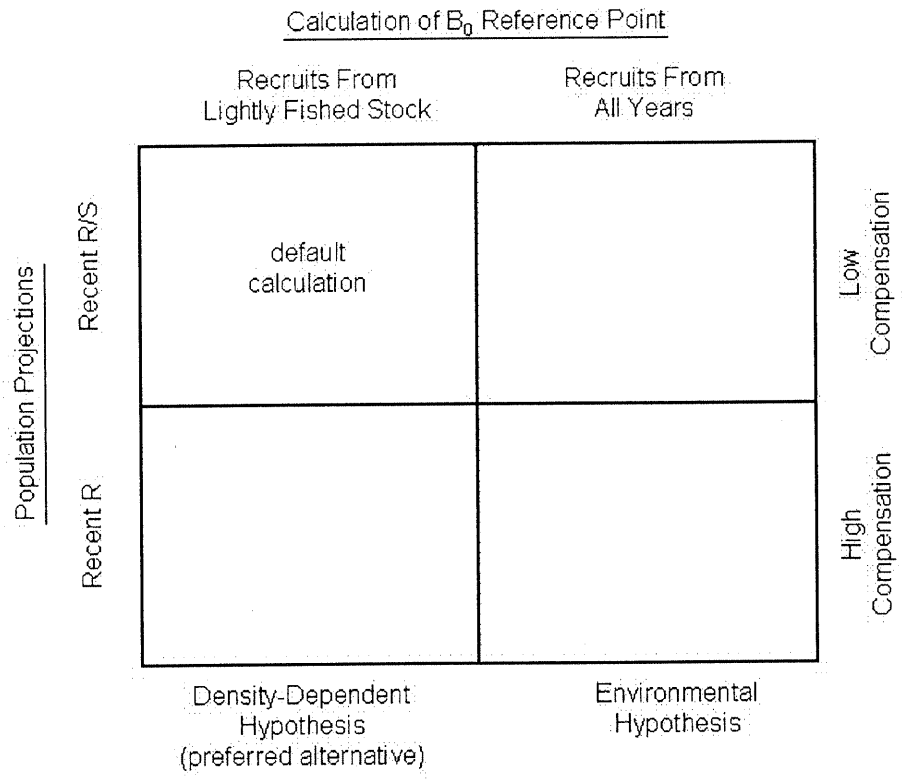
Given the population initial conditions from the last stock assessment (numbers at age vector) and the rebuilding target ($B_{40\%}$), one can project the population forward once renewal has been specified. For most rebuilding calculations that have been conducted thus far, two different approaches have been taken, both of which utilize contemporary recruitment estimates at the tail end of the time series (i.e., the most recent figures). For bocaccio, canary rockfish, and POP#1, recent recruitment was standardized to the size of the adult population (recruits per spawner = R/S_i), which was then randomly resampled to determine annual reproductive success. Annual R/S_i is then multiplied by S_i to obtain year-specific stochastic estimates of R_i. The population is then projected forward in time, with no fishing mortality, until S_i hits the rebuilding target. The process is repeated many times, until a distribution of the times to rebuild in the absence of fishing is obtained. Note that use of R/S_i as the basis for projecting the population forward ties recruitment values in a directly proportional manner to stock size; if stock size doubles, resulting recruitment will double, all other things being equal. As the stock rebuilds this becomes an increasingly untenable assumption because there is no reduction in reproductive success at very high stock sizes, which is to say there is no compensation (i.e., steepness = 0.20)[3].

Another way of projecting the population forward is to use recent recruitments, rather than recruits per spawner, as was done in the lingcod analysis. This approach, however, errs in the opposite direction. Namely, recruitment does not increase as stock size increases, as would be expected of most rebuilding stocks. This type of calculation effectively implies perfect

[3]The "steepness" of a spawner-recruit curve is related to the slope at the origin and is a measure of a stock's productive capacity. It typically is expressed as the proportion of virgin recruitment that remains when a stock has been reduced to $B_{20\%}$.

compensation (spawner-recruit steepness = 1.00). Thus, these two ways of projecting the population forward, by using re-sampled R_i or re-sampled R/S_i, includes a range of alternatives that is likely to encompass the real world.

Because stocks that have declined into an overfished condition are most likely to be unproductive (i.e., low spawner-recruit steepness), in the absence of any other information, rebuilding projections based on re-sampling recruits-per-spawner are generally to be favored over projections based on absolute recruitment. Note that the implied lack of compensation in rebuilding projections using this method is not likely to be a serious liability over the long term because it is based on re-sampling contemporary recruits-per spawner. As progress toward rebuilding is evaluated in the future, the set of R/S_i will be revised based on a new set of recent recruitments obtained from the latest stock assessment. If the stock actually demonstrates a compensatory response during the course of rebuilding the R/S_i series will tend to a lower mean value. Although projections based on R/S_i represent a standard default way of proceeding, projections that use absolute recruitments (R_i) would be quite useful in establishing the overall uncertainty in the rebuilding analysis by providing an alternative model specification scenario. Moreover, a credible argument that a stock is relatively productive, as evidenced perhaps by observed high recruitment at low spawning biomass, may serve as a basis for favoring projections that utilize recent absolute recruitments (see figure).



Once the median time to rebuild in the absence of fishing is determined (τ_0), whether using the R/S_i or the R_i, the total allowable rebuilding time frame is fixed (τ_{max}). Namely, if τ_0 is less than 10 years then τ_{max} = 10 years. On the other hand, if $\tau_0 \geq 10$ years then $\tau_{max} = \tau_0$ + one mean generation time. Mean generation time has been calculated as the mean age of the net maternity function.

Harvest During Rebuilding

Of course it will be the Council's prerogative to establish yields during the rebuilding period, as long as the stock recovers to the target ($B_{40\%} \approx B_{msy}$) within the specified time period (τ_{max}). Nonetheless, the simplest rebuilding harvest policy to simulate and implement is a constant harvest rate or fixed F policy. All rebuilding analyses should, therefore, calculate the maximum fixed fishing mortality rate during the rebuilding time period that will achieve the target biomass, with a 0.50 probability of success ($F_{0.50}$). In addition, calculations representing a profile of different fixed F values that are incrementally less than $F_{0.50}$ (e.g., $F_{0.60}$, $F_{0.70}$, and $F_{0.80}$) are needed for the Council to implement a precautionary reduction in the $F_{0.50}$ value to increase the probability of rebuilding success. Note that selecting a probability greater than 0.50 for successful rebuilding within τ_{max} is equivalent to electing to rebuild sooner than τ_{max} with probability equal to 0.50. In addition, based on its interpretation of Amendment 12 to the groundfish FMP, the National Marine Fisheries Service requires the expected time course of yield during recovery as a formal part of all rebuilding calculations.

Many other harvest policies could be implemented by the Council, based on whatever circumstances may mitigate against a constant harvest rate approach. For example, the canary rockfish rebuilding plan calls for a constant fixed yield over the entire period of rebuilding. Thus, as the stock rebuilds, the exploitation rate must decline, which makes bycatch avoidance a serious concern. For this reason the SSC recommends that the Council generally favor constant harvest rate policies over constant catch policies for all groundfish rebuilding plans. This would alleviate the problem of accelerating bycatch producing accelerated discard, an undesirable attribute of constant catch policies. Similarly, the Council may wish to implement some other form of variable rate harvest policy, e.g., a 40:10 adjustment similar to the default policy currently in use. Consequently, researchers conducting rebuilding analyses should be prepared to respond to requests by the Council for stock-specific projections on an individual case-by-case basis.

Documentation

It is important for analysts to document their work so that any rebuilding analysis can be repeated by an independent investigator at some point in the future. Therefore, all stock assessments and rebuilding analyses should include tables containing specific data elements that are needed to adequately document the analysis. Namely, information is needed on: (1) the time course of population spawning output and recruitment, (2) biological data on life history characteristics, and (3) initial values for projecting the stock into the future under exploitation. Therefore, two tables should include:

Table 1. Stock Population Trajectory

1. Year
2. Summary/Exploitable Biomass
3. Spawning Output
4. Recruits
5. Catch
6. Landings
7. Total Exploitation Rate

Table 2. Age-specific Population Characteristics.

1. Age
2. Natural mortality rate (♀ and ♂)
3. Individual weight (♀ and ♂)
4. Maturity (♀ only)
5. Fecundity (♀ only)
6. Terminal year (or other) composite selectivity (♀ and ♂)
7. Population numbers in terminal year (♀ and ♂)

In addition, all linkages with the most recent stock assessment document should be clearly delineated. This is important because assessments often present multiple scenarios that usually have important implications with respect to stock rebuilding. One scenario may be preferred by the assessment authors, while another may preferred by the STAR Panel. Clear specification of the exact assessment scenario used as the basis for rebuilding analysis is essential. Further, all post-assessment analyses needed to produce the inputs for rebuilding analyses must be fully documented, e.g., the choice of selectivity estimates used for projections that are based on some composite of historical selectivities from the assessment.

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Exhibit D.5
Situation Summary
March 2001

GROUNDFISH INFORMATIONAL REPORTS

Situation: Several informational reports will be presented to keep the Council apprized of five ongoing issues.

In November, the Council spent considerable time discussing incidental catch rates of canary rockfish in groundfish trawl fisheries and appropriate trip limits. The Groundfish Management Team (GMT) was directed to evaluate the proposed trip limits with particular attention to summer flatfish fisheries. The GMT will provide an update on work in progress. The GMT had no new information to review at its February 2001 meeting; however, both the Washington and Oregon Departments of Fish and Wildlife are analyzing logbook data to determine if fishing locations have changed over time for various key species associated with canary rockfish. The GMT developed guidelines for these analyses at the team meeting. In April, it is likely the GMT will advise the Council to exclude arrowtooth flounder and petrale sole from the current 30,000 lb cumulative monthly limit for flatfish. Available data suggest if vessels focused entirely on either of these species, their incidental canary rockfish catches would exceed the monthly allowance.

The Council also asked the states to consider requiring the use of finfish excluders in the pink shrimp fishery as a way to minimize the incidental catch of canary rockfish to the extent practicable. The Pacific States Marine Fisheries Commission convened a meeting January 9, 2001 to discuss alternatives. Dr. Dave Hanson will provide a status report. Related to this issue, Exhibit D.5.c, Attachment 1 is a memo from Bob Hannah to Dr. Hanson regarding definitions of fish excluders. A workshop announcement and related email from the Coos Bay Trawlers Association are also attached (Exhibit D.5.c, Attachment 2).

The National Marine Fisheries Service (NMFS) is preparing a status report on development of the groundfish observer program, but the report was not received in time for the briefing book; it will be distributed at the meeting as Exhibit D.5.d, Supplemental NMFS Report. Dr. Richard Methot, NMFS, will present the report.

The Scientific and Statistical Committee has begun preparing recommendations regarding contents, analytical methods, etc, for technical rebuilding analyses for overfished groundfish stocks. Dr. Steve Ralston, NMFS, will discuss the initial draft SSC report on guidelines and terms of reference for these analyses. This will be on the Groundfish Advisory Subpanel and GMT agendas in April. Council adoption is scheduled for April.

Council Action: Discussion only

Reference Materials:

1. Memo from Bob Hannah to Dave Hanson dated January 24, 2001 (Exhibit D.5.c, Attachment 1)
2. Announcement of finfish excluder workshops (Exhibit D.5.c, Attachment 2)
3. Observer Program Planning (Exhibit D.5.d, Supplemental NMFS Report)

PFMC
02/21/01

Observer Program Planning

An Observer Program planning meeting was held in Gladstone, Oregon on Nov 9, 2000. In attendance were representatives from NMFS, PFMC, PSMFC, WDFW, ODFW, and CDFG. The plan presented by the NMFS-Northwest Fisheries Science Center is consistent with the PFMC observer implementation committee's recommendations developed in 1999.

1. **Program Goals**

   a. Improve management of groundfish by improving estimate of total catch, primarily through ongoing collection of information on discarded catch which will complement current shoreside information on landed catch
   b. Improve estimate of total catch of prohibited species in the groundfish fishery
   c. Improve management by collecting better biological and economic information from the groundfish fishery
   d. Provide timely and efficient system for collection, storage, analysis and communication of information

2. Program Structure

The core NMFS-NWFSC staff will include a team leader, a database manager, and two staff who will serve as trainers/debriefers/field coordinators. It is likely that one of the coordinators will be stationed in California and one in Seattle with the team leader and database manager. The Seattle based coordinator will also be responsible for the at-sea whiting fishery. The two NMFS coordinators will be supplemented by one halftime coordinator in each state funded by the observer program. The primary responsibility of these state positions will be to facilitate deployment of observers, to provide current information on expected vessel activities, and to coordinate biological sampling by the observer program with existing shoreside biological sampling. This collaboration with the current shoreside fishery monitoring efforts is important. Otherwise, additional coordinators will be necessary.

A pool of 20 observers will be provided by contract, with the PSMFC viewed as the most likely contractor.

NMFS intends to use the recently prototyped Electronic Logbook as the primary means of collecting observer data and rapidly making these data available for debriefing and analysis.

3. Proposed Approach to Analysis Based on Examination of EDCP Results

A summary of the analysis of groundfish discard data collected by the Enhanced Data Collection Program (EDCP) was presented as a prototype for future analysis of discard data.

- Over 200 trips were observed and much of the discard occurs from just a few trips for each species. These high discard trips were spread among the observed vessels;

- Discard Pattern - Discard of deepwater complex (DTS) species occurred primarily in trips that had nearly achieved their limit of one or more DTS species, yet the vessel continued to fish for other DTS species;
- Analysis Model - The analysis related the amount of discard for each species to the vessel's remaining limit and to the vessel's landed catch of all DTS species. This was done by linking the EDCP observer data on discard to the vessel's landed catch data available from fish tickets stored in PacFIN. This method has two major benefits:
  - Allows Extrapolation Across Trip Limit Changes - Because this approach directly incorporates information on a vessel's remaining limit, it allows extrapolation of discards even when limits change, so will provide more timely estimates of discard rates than relying upon accumulation of new data specific to each management regime to calculate a new simple average discard level;
  - Adjusts for "Observer Effect" - The discard model can also reduce potential bias in the estimates by adjusting for any non-proportional sampling of trips that are close to cumulative limits. Since DTS landings and remaining limit can be calculated for each trip in the fish ticket database, the model could be used to predict discards for the unobserved trips, thus adjusting for any tendency for the unobserved trips to have a higher or lower occurrence of trips near the cumulative limits. The key is to collect discard over a wide range of conditions, use these data to calibrate a statistical relationship, then apply this relationship to all fishing effort within the sampled segment of the fishery.

4. **Coverage Plan**

The program's efforts need to provide timely information from each area, time and gear strata. This goal is comparable to that of the shoreside fishery monitoring sampling goals. The level of discard will differ among the various gear/area strata and will change over time due to biological, economic and management factors However, at the current level of funding, it will not be possible to provide sufficiently accurate new estimates for each area/gear/time strata. The plan is to use a statistical model to better pool the data over time and to rotate the focus of coverage among the major gear/area strata to keep the calibration of the model as updated as possible. Because the non-trawl fishery has no history of significant observer coverage, it is not possible at this time to estimate what level and type of coverage will be most appropriate to provide information on those gear strata.

The proposed coverage plan would have the following features:

- Fleet Rotation - Target 75% of effort on coastwide trawl in first year with remainder of effort used for pilot coverage on other gear sectors, particularly fixed gear sablefish and hook&line rockfish. An analysis of trawl effort showed that this could achieve a 10% coverage level in 1999. Therefore the proposed level of observer effort would achieve an even higher level of coverage in the restricted fishery of 2001. In the second year, observer deployment would be adjusted to obtain adequate coverage on the sablefish and hook&line sectors. In third year and beyond, we would use results of the first two years to adjust the coverage plan among all potential fleet sectors. A rotational coverage is likely to be necessary because at the current level of funding ($2.275 M) it will not be possible to simultaneously cover all fleet sectors at a sufficient level.

- Coastwide Focus - Groundfish fishing activity is broadly distributed along the coast. Historical pilot observer coverage has been primarily on the trawl fleet in the northern portion of the west coast, so the new comprehensive program must immediately begin to provide coverage in southern areas in order to improve coastwide discard estimates. A broad distribution of observers would have 1-3 observers working at each of about 14 ports, although in the early stages of the program it may be necessary to concentrate larger pools of observers at fewer ports.

- Follow Vessels - The plan is to observe a vessel for all of its groundfish activities throughout a two-month cumulative period. This will ease logistics and the burden of trip notification and insurance, reduce the degree of "observer effect", and allow examination of variability between vessels. This approach will be modified for the pilot coverage of the non-trawl sectors.

- Vessel Selection - This will occur according to the recently published observer regulations. At the anticipated level of effort, each trawl vessel is expected to be selected for approximately one two-month period in the first year of the program.

- At-Sea whiting - The program will provide infrastructure, training, etc. for observers in the at-sea whiting fishery, but because of the special requirement for 100% coverage of this fishery, this new program will not be able to fund the observers for the at-sea whiting fishery sector.

- Special Projects - A small level of observer effort will be used to monitor special projects, such as a pilot project on landing of trip limit overages. In addition, the program will investigate alternative, cost-effective methods to obtain discard information from a broad spectrum of vessel sizes and types.

5. **Next Steps**

- NMFS-NWFSC is currently recruiting a team leader for the observer program and will soon begin recruiting for other positions. The current hiring freeze has delayed this process, but the process of recruiting and interviewing candidates is proceeding.

- States will investigate logistical issues involved with supporting and deploying observers at distributed ports.

- PSMFC and NMFS will continue to investigate aspects of observer contracting and the best way to provide overall coordination and supervision of the observers.

- The NMFS-NWFSC will continue to participate on the NMFS National Observer Program Advisory Team where information on national observer issues such as contracting, insurance, observer standards, etc., is coordinated

Supplemental NMFS Report D.2
March 2001

Compensation Fish for NWFSC Slope Survey

2000 Survey Results

Four vessels were chartered for the survey. The costs for each vessel's participation in the survey were paid with 50% cash and 50% compensation fish. At least half of the compensation fish were required to be Dover sole with the remainder a combination of sablefish, shortspine thornyhead, and longspine thornyhead, according to the preferences of the chartered vessels.

Compensation Fish:

Species	**Amount Requested**	**Amount Granted**
Dover Sole	131.7 mt	47.2 mt
Sablefish	34.7 mt	30.7 mt
Longspine Thornyhead	23.8 mt	5.9 mt
Shortspine Thornyhead	4.7 mt	4.5 mt

Exempted fishing permits (EFPs) for compensation fish were issued to each vessel at the conclusion of its participation in the survey. Under these EFPs, compensation fish may have been taken anytime up to one year following issuance, and concluding no later than September 30, 2001.

2001 Survey Request

As in 2000, four vessels will be chartered. The survey will begin on or about July 1 and end by September 30, 2000 and cover the same geographic area as past surveys.

Proposed Compensation: The formula for compensation fish would be the same as for the 2000 survey. Maximum Amounts Required are:

Species	**Amount Requested**	**% of 2001 OY**
Dover Sole	131.7 mt	0.5%
Sablefish	34.7 mt	1.7%
Longspine Thornyhead	23.8 mt	0.1%
Shortspine Thornyhead	4.7 mt	0.7%

The amounts actually granted for compensation are expected to be substantially less than that requested. An EFP will be issued to each vessel at the conclusion of its participation in the survey. If the survey is completed as scheduled, two EFPs would be issued in August and two would be issued in September. The duration of these EFPs would be for one year, concluding not later than September 30, 2001.