

94-148-FB

FINDING OF THE ALASKA BOARD OF FISHERIES
SOUTHEASTERN ALASKA AREA ENHANCED SALMON
ALLOCATION MANAGEMENT PLAN [5 AAC 33.364]

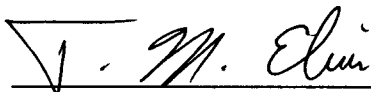
(Previously Finding #94-02-FB)

The attached report was developed by the Southeast Alaska Allocation Task Force (SATF) for Proposal #239 for the 1993/94 board meeting cycle. The board deliberated the proposal at its board meeting in Ketchikan, Alaska on January 17, 1994.

The Board incorporates by reference the attached SAFT report as its findings for 5 AAC 33.364 adopted on January 17, 1994.

Adopted: January 19, 1994 @ 11:21 am
Ketchikan, Alaska

Vote: (6:0:1) Yes: No: Absent, Angasan)



Tom Elias, Chairman
Alaska Board of Fisheries

BACKGROUND: In March 1991 Mike Martin, Chairman of the Board of Fisheries, asked the Northern Southeast Regional Aquaculture Association (NSRAA) and the Southern Southeast Regional Aquaculture Association (SSRAA) to coordinate the development of a southeast wide allocation plan for all enhanced salmon.

The issue concerned the benefits commercial fishermen received from the enhancement activities, especially in relation to the amount of the 3% Salmon Enhancement Tax (SET) paid. The issue was different between the Regional Associations and could not be resolved. Numerous proposals have been submitted to the Board of Fisheries to resolve the issue but none were acted upon. Chairman Martin requested that the two Regional Associations consider an all Southeast Alaska Allocation Plan to include all enhancement activities: Fish and Game FRED division, Independent Non-profit Aquaculture corporations; and Regional Aquaculture Associations.

The Boards of Directors of NSRAA and SSRAA agreed to accept the challenge. They formed a group that first met on March 29, 1991 in Ketchikan. The group called itself the Southeast Allocation Task Force (SATF). The SATF is composed of six voting members, three each from NSRAA and SSRAA, and each association provided one seiner, one troller, and one gillnetter for a total of two people from each gear type on SATF. All decisions were by consensus. No meeting was held without six voting members present.

There were two non-voting members on the SATF, one each from the FRED Division and a representative from the independent non-profit aquaculture corporations. DIPAC represented the independent seat. Also, each Regional Association provided one staff member, Pete Esquiro represented NSRAA and Don Amend represented SSRAA. The staff and non-voting members are resource people who provided technical input and comments when appropriate. The SATF also has had technical input from the NMFS at Auke Bay, the limited entry commission, and other people as needed.

All meetings were publicly held. Announcements were made southeast wide in newspapers and radios. Public attendance was minimal, but a few showed up at each meeting. These people were allowed to address the SATF as recognized by the chair. There was no appointed sport representative, but these interests were present at a few meetings. There was a total of five meetings.

The SATF developed the number of fish caught and this was reviewed by scientists at the Auke Bay Laboratory. The value of the fish was provided by the Limited Entry Commission. The data does not include enhancement activities by the National Marine Fisheries Service (NMFS), Metlakatla Indian Community (MIC) on Annette Island, or the U.S. Forest Service (USFS). The production at NMFS is small and experimental. Although the production by the MIC is significant and they also harvest Alaska enhanced fish, this was not included because their harvest and production cannot be controlled by the State.

The USFS conducts many habitat enhancement activities, but the numbers cannot be verified or evaluated. All of S.E. Alaska was included (Districts 1-15), but the Yakutat area was excluded.

The base period for data analysis was 1985. Production prior to 1985 was not significant and most projects were just coming on line. The data was evaluated through 1990 and will be updated annually as it becomes available. Averages were based on this period when production was still increasing and changing. Estimates were made based upon all currently permitted capacity when at full production. Future production was based on planned increases in capacity, but not yet permitted or operational.

The development of the agreement was based on catches by power and hand trollers, purse seiners, and drift gillnetters. Set nets were not included and are not used in the areas analyzed. Sport, sport charter, subsistence, and personal use were not included. The agreement was based only upon those who pay the 3% SET. No allocation was suggested for these other groups. The belief was that they are restricted by bag limits and an allocation of enhanced fish is inappropriate.

The guidelines will be submitted to the Board of Fisheries and may be set in regulation, or developed into policy. The guidelines will be used by the Regional Planning Teams (RPTs) as one element in the evaluation of permit requests and proposed production changes. The Commissioner of Fish and Game will consider the guidelines when evaluating permits or establishing special harvest areas. The Commissioner of Commerce of Economic Development will consider them in determining salmon enhancement loans for changes in production. The Board of Fisheries will use it to make decisions concerning gear group disagreements that involve enhanced fish production. The guidelines are viewed as goals to achieve and remain flexible for changing conditions, such as management changes, treaty changes, gear changes, legislative changes, etc. It was not intended for Fish and Game management to use in managing the common property fishery, except in a very few special instances.

REPORT OF THE SOUTHEAST ALASKA ALLOCATION TASK FORCE (SATF) FOR ENHANCED SALMON

Following are the fourteen (14) guiding principles which were developed along with rationale statements for each:

1. The primary goal of the Southeast Alaska salmon enhancement program is to provide additional fishing opportunities and revenue to traditional common property fisheries.

- (A) Performance Goals: Hatchery program plans and performance, over time, should provide a 70% contribution (after broodstock) to common property fisheries. Out of recognition for those hatcheries not receiving any salmon enhancement tax (SET) revenues, a 60% contribution (after broodstock) to common property fisheries is an acceptable goal. This goal should be expanded to 70% when these non-association hatcheries retire their existing debt obligation to the State of Alaska.

- (B) Operators of hatcheries and other enhancement projects will use these performance goals in designing the annual management plans they submit to the joint Regional Planning Team (RPT) for review prior to approval by the Commissioner.
- (C) It is recommended that enhancement programs that achieve these performance goals be given priority from the Dept. of Commerce and Economic Development on the requests for funding from the Fisheries Enhancement Revolving Loan Fund.
- (D) Common property fisheries means those fisheries available to the people for common use.

Rationale: The enhancement programs are primarily for the benefit of the common property fishery and not for the benefit of private or state ownership. To assure the emphasis is on the common property fisheries, the 70% and 60% performance goals specified in 1A shall be used in evaluating projects. Although contributions to the common property fisheries will vary from year to year depending on run strength, survival rates and management, the long term benefit must be to the common property fisheries. No penalty for failure is suggested. However, hatchery proformas should include these production goals and, if not achieved over time, it is intended that management changes be made to assure these goals.

Broodstock are not included because they were viewed the same as escapement goals. Broodstock do not financially benefit anyone directly and are essential for continued production (see number 3).

2. Management of traditional "wildstock" fisheries are not to be restricted by cost recovery needs (economic escapement) of hatcheries.

Rationale: This concept is embodied in Alaska Statutes (AS 16.05.730). The SATF could not envision any circumstance where a wildstock fishery should be interrupted to assure a cost recovery harvest.

3. Restrictions on conduct of traditional "wildstock" fisheries to meet broodstock needs should be absolutely minimal and should be clearly documented by adequate production and harvest data. Protection of broodstock should only occur in close proximity to terminal areas. (Consistent with AS 16.05.730, and regulations 5 AAC 40.005 and 5AAC 40.220).

Rationale: The SATF recognizes the importance of broodstock. However, broodstock alone should not drive a common property fishery. Protection of broodstock should only occur in close proximity to terminal areas and only when the wildstocks can be adequately harvested in another area. The need for protection of broodstock in any area must be documented by showing that broodstock goals are adversely affected and the area contains significant broodstock. However, it is not intended that an operator manipulate activities just to ask for

broodstock protection. For example, by conducting cost recovery harvest without taking proper steps to assure broodstock collection.

4. Enhancement projects should include tagging or marking that will allow determination of the amount of production harvested in the various fisheries.

Rationale: It is recommended that adequate tagging programs be required under the Commissioner's authority (AS 16.10.400). Operator estimates are not adequate for estimating contribution to common property fisheries. Tagging or marking programs are essential; however, because the technology for marking fish is still evolving, no method is recommended. It is assumed that the most reliable and cost effective method will be used.

5. The State of Alaska should commit to an adequate mark recovery program for all enhanced salmon to provide harvest and production data.

Rationale: It is recommended that those responsible for enhancing fish should pay for the marking, but only the state has the resources to conduct the tag recovery program. The allocation agreement will not work unless the state commits to a mark recovery program. Also, there was evidence that the tag recovery program was not being conducted equally among the gear types or species harvested. For example, troll chinook fisheries have been more intensively sampled, while the seine harvest has been sampled the least of the gear groups. The tag recovery program should be designed to provide an equal level of confidence in the contribution of enhanced salmon to each gear type.

6. Habitat enhancement and restoration projects where marking is not feasible will not be counted. Other field projects where marking is feasible and economically acceptable will be counted.

Rationale: Lake fry plants, stream bioenhancement, stream rehabilitation, and other enhancement strategies are frequently conducted with small numbers of fish in remote areas. It may not be practical or economically feasible to mark the fish. These enhancement and restoration projects are encouraged and it is recognized that they contribute to the common property fisheries, but they will not be counted in the allocation percentages. However, where feasible, marking should be conducted.

7. The allocation percentage goals will be used to provide a fixed target for production.

Rationale: Enhancement projects and production goals have frequently been established based on political expediency or the economic viability of the operator. However, whenever fish are released and the returning adults harvested, an allocation is made. The allocation can become disproportionate based on the number of fish and where they are released.

It is desirable that new production, or revised existing production contribute to achieving the

allocation percentage goals established. This however, should not be the only criteria used to judge the desirability of new or revised production. If such new or revised production is "projected" to unbalance the distribution of enhanced salmon, and the change in production is otherwise considered desirable, the RPT will evaluate the overall enhancement program to determine what adjustments may be necessary to bring distribution of the harvest into compliance with the allocation percentage goals and make recommendations to the Commissioner.

8. Allocation percentage goals will be long term.

Rationale: It is recognized that survival rates can vary considerably within and among enhancement projects throughout S.E. Alaska. Also, variations in the management of the common property fisheries influence the harvest rates. The allocation percentage goals are not expected to be attained each year, but should be attained over the long term. Any change in production takes two to five years to impact a fishery. Therefore, allocation percentage goals should be based on a minimum of five year increments (see number 9).

9. Overall contribution of revenue from salmon enhancement projects should be evaluated using the most recent five year average. Adjustments should be implemented only after discrepancies are determined to exist in the five year average for three consecutive years.

Rationale: See number 8 above. The distribution of enhanced fish is expected to vary widely from year to year. A five year rolling average was used because it constitutes a production cycle and levels year to year variation. It is recognized that a single abnormal year can change the five year average outside the range of the allocation percentage goals; therefore, the guidelines establish a three year period of consistent discrepancy before any change is made.

10. The joint RPT will evaluate current enhanced salmon production and the distribution of harvest revenues and update this on an annual basis.

- (A) Each facility should be evaluated after a minimum five years of operation to determine whether the 70% or 60% common property contribution, referred to in guiding principle 1A, is being achieved or to determine the realistic production and common property contribution for the facility.
- (B) The joint RPT will conduct an evaluation to determine when the allocation percentages are not being achieved and adjustments are necessary.
- (C) The joint RPT will recommend to the Commissioner adjustments to facilities' annual operating plans as necessary to accomplish the desired allocation goal.

Rationale: The SATF believes the joint RPT is the appropriate body to review the contribution data. The joint RPT is responsible for establishing and maintaining the comprehensive salmon plan, under the Commissioner's authority, and is responsible for recommending permit changes for production to the Commissioner.

11. Achieving these allocation percentage goals should not result in any modifications, in time or area, to the traditional "wildstock" fisheries. Minor modification may be considered to allow experimental or test fisheries that would not adversely impact wildstocks.

Rationale: The SATF strongly believed that the common property fisheries for wildstocks should not be manipulated in order to achieve the allocation percentage goals. However, this is not intended to preclude experimental or test fisheries, special hatchery access fisheries, or the establishment of new special harvest areas in order to access enhanced fish. For example, this could include the June troll fisheries for chinook, or late season openings, or other special openings used to target enhanced fish as long as wildstocks are not adversely impacted. It is recommended that the department allow targeted fisheries on enhanced stocks when they will not adversely impact sustained yield of wildstocks. The department should work closely with hatchery operators in establishing these fisheries, keeping in mind the 70% and 60% contribution goals. The harvest of enhanced salmon in a targeted wildstock fishery is considered incidental to the harvest of wild stocks.

12. There should be no inseason changes in management of enhanced salmon in or out of the special harvest areas to achieve the allocation percentage goals.

Rationale: These guidelines are established to reach long term allocation percentages. Inseason common property fisheries adjustments should not be considered to meet allocation goals. No adjustment of wildstock fisheries should be allowed in order to meet the allocation percentage goals.

13. When adjustments are deemed necessary to the distribution of the harvest to meet allocation percentage goals, the following tools should be used: (1) special harvest area management adjustments; (2) new enhanced salmon production; and (3) modification of enhancement projects production, including remote releases. Hidden Falls shall remain a seine/troll terminal harvest area (Consistent with 5 AAC 33.374).

- (A) The joint RPT will make appropriate recommendations through the Commissioner to facility(s) annual operating plan(s) to attain allocation goals.
- (B) Facilities may request changes in operating plans to meet allocation requirements.

Rationale: New production and facility modifications to meet the allocation percentage goals are long term changes and will take five to ten years to have an impact. Changes in special harvest areas can be used in the short term to help modify any imbalances that occur.

For example, special harvest areas can be designated to only one gear group or the fishing time allowed to different gear groups could be adjusted. The effectiveness of this will also be contingent on the gear type and the targeted species. The SATF expects these adjustments will be reviewed by the joint RPT, and the joint RPT will make recommendations to the Commissioner as to the most appropriate action needed to achieve the allocation percentage

goals. It is anticipated that short term solutions such as special harvest area management adjustments will only be used until decisions concerning long term adjustments can take effect. The allocation percentage goals will also be considered when reviewing permit alteration requests. If new production is not feasible or desirable, changes in remote releases can include new sites, change in species composition, change in the numbers of salmon released, or a combination of these.

14. The allocative percentages will be:

Note: The following percentages refer to the total value (nominal dollars) of enhanced salmon. These percentages are not intended to apply to wildstock allocations.

Seine - 44% to 49%
Troll - 27% to 32%
Gillnet - 24% to 29%

SUMMARY OF ALL SPECIES - VALUE
ADFG, SSRAA, NSRAA, PNPS
ACTUAL DOLLARS

SPECIES	1985	1986	1987	1988	1989	1990	1991	VALUE	TOTAL PERCENT							
COHO																
TROLL	\$1,120,260	\$2,112,686	\$856,309	\$632,589	\$575,520	\$2,615,031	\$2,863,240	\$10,775,635	71.7%							
SEINE	\$242,393	\$343,375	\$253,299	\$165,428	\$111,567	\$227,665	\$282,951	\$1,626,678	10.8%							
GILLNET	\$141,413	\$372,281	\$191,580	\$253,141	\$63,014	\$433,439	\$1,161,273	\$2,616,161	17.4%							
CHINOOK																
TROLL	\$277,615	\$287,758	\$602,578	\$1,006,808	\$858,148	\$969,528	\$1,577,138	\$4,559,573	86.6%							
SEINE	\$19,863	\$27,627	\$8,421	\$26,095	\$62,598	\$50,626	\$65,441	\$260,671	4.9%							
GILLNET	\$8,192	\$17,641	\$20,803	\$126,444	\$84,369	\$124,042	\$54,549	\$446,040	8.5%							
CHUM																
TROLL	\$18,352	\$0	\$0	\$228,299	\$150,186	\$122,652	\$1,695	\$521,184	2.0%							
SEINE	\$2,434,775	\$1,914,279	\$3,415,435	\$4,800,895	\$1,608,162	\$1,457,908	\$1,634,402	\$17,265,856	66.3%							
GILLNET	\$495,683	\$466,695	\$979,408	\$3,659,772	\$1,392,331	\$580,084	\$687,235	\$8,261,208	31.7%							
PINKS																
TROLL	\$4,559	\$0	\$1,909	\$12,166	\$3,854	\$67,318	\$35,051	\$124,857	3.4%							
SEINE	\$460,262	\$233,509	\$432,197	\$73,214	\$475,615	\$342,602	\$359,697	\$2,377,096	64.7%							
GILLNET	\$313,174	\$164,939	\$64,125	\$64,125	\$307,825	\$150,760	\$108,524	\$1,173,472	31.9%							
SOCKEYE																
TROLL	\$0	\$0	\$0	\$107,554	\$11,733	\$0	\$0	\$119,287	2.8%							
SEINE	\$271,551	\$252,000	\$189,296	\$410,095	\$460,868	\$239,216	\$23,877	\$1,856,903	44.2%							
GILLNET	\$241,614	\$224,306	\$170,328	\$444,065	\$475,552	\$492,529	\$172,220	\$2,220,614	52.9%							
ALL SPECIES																
TROLL	\$1,420,786	23.5% \$2,400,444	37.4%	\$1,460,796	20.3%	\$1,987,416	16.5%	\$1,599,441	24.1%	\$3,774,529	47.9%	\$3,457,124	43.1%	\$16,100,536	29.7%	
SEINE	\$3,428,844	56.7%	\$2,770,790	43.2%	\$4,298,648	59.8%	\$5,475,727	45.6%	\$2,718,810	40.9%	\$2,318,017	29.4%	\$2,376,368	29.6%	\$23,387,204	43.1%
GILLNET	\$1,200,076	19.8%	\$1,245,862	19.4%	\$1,426,244	19.8%	\$4,547,547	37.9%	\$2,323,091	35.0%	\$1,780,874	22.6%	\$2,193,801	27.3%	\$14,717,495	27.2%
TOTAL	\$6,049,706	\$6,417,096	\$7,185,688	\$12,010,690	\$6,641,342	\$7,873,420	\$8,027,293	\$54,205,235								
5 YEAR AVERAGE																
	1985 - 1989	1986 - 1990	1987 - 1991													
TROLL	\$8,868,883	23.2%	\$11,222,626	28.0%	\$12,279,306	29.4%										
SEINE	\$18,692,819	48.8%	\$17,581,992	43.8%	\$17,187,570	41.2%										
GILLNET	\$10,742,820	28.0%	\$11,323,618	28.2%	\$12,271,557	29.4%										
TOTAL	\$38,304,522	\$40,128,236	\$41,738,433													

SUMMARY OF ALL SPECIES - VALUE
ADFG, SSRAA, MSRAA, PNPS
ACTUAL DOLLARS

SPECIES	VALUE	1985-1991		ANNUAL AVERAGE		1985 - 1991		ANNUAL FULL PRODUCTION			FUTURE POTENTIAL	
		PERCENT	TOTAL	VALUE	PERCENT	TOTAL	VALUE	PERCENT	TOTAL	VALUE	PERCENT	TOTAL
COHO			\$15,018,471			\$2,145,496			\$4,201,271			\$4,201,271
TROLL	\$10,775,635	71.7%		\$1,539,376	71.7%		\$3,021,781	71.9%		\$3,021,781	71.9%	
SEINE	\$1,626,677	10.8%		\$232,382	10.8%		\$540,786	12.9%		\$540,786	12.9%	
GILLNET	\$2,616,159	17.4%		\$373,737	17.4%		\$638,703	15.2%		\$638,703	15.2%	
CHINOOK			\$5,266,281			\$752,326			\$5,473,258			\$9,433,951
TROLL	\$4,559,573	86.6%		\$651,368	86.6%		\$4,773,109	87.2%		\$7,400,573	78.4%	
SEINE	\$260,670	4.9%		\$37,239	4.9%		\$359,042	6.6%		\$944,601	10.0%	
GILLNET	\$446,038	8.5%		\$63,720	8.5%		\$341,108	6.2%		\$1,088,777	11.5%	
CHUM			\$26,048,248			\$3,721,178			\$24,632,796			\$24,632,796
TROLL	\$521,183	2.0%		\$74,455	2.0%		\$293,658	1.2%		\$293,658	1.2%	
SEINE	\$17,265,856	66.3%		\$2,466,551	66.3%		\$16,010,792	65.0%		\$16,010,792	65.0%	
GILLNET	\$8,261,209	31.7%		\$1,180,173	31.7%		\$8,328,346	33.8%		\$8,328,346	33.8%	
PINKS			\$3,675,421			\$525,060			\$2,197,760			\$2,197,760
TROLL	\$124,856	3.4%		\$17,837	3.4%		\$57,882	2.6%		\$57,882	2.6%	
SEINE	\$2,377,094	64.7%		\$339,585	64.7%		\$1,370,607	62.4%		\$1,370,607	62.4%	
GILLNET	\$1,173,471	31.9%		\$167,639	31.9%		\$769,272	35.0%		\$769,272	35.0%	
SOCKEYE			\$4,196,805			\$599,544			\$2,150,891			\$7,557,008
TROLL	\$119,287	2.8%		\$17,041	2.8%		\$51,810	2.4%		\$112,610	1.5%	
SEINE	\$1,856,903	44.2%		\$265,272	44.2%		\$933,598	44.3%		\$1,283,040	17.0%	
GILLNET	\$2,220,615	52.9%		\$317,231	52.9%		\$1,145,484	53.3%		\$6,161,358	81.5%	
ALL SPECIES			\$54,205,226			\$7,743,604			\$38,655,976			\$48,022,786
TROLL	\$16,100,534	29.7%		\$2,300,076	29.7%		\$8,198,240	21.2%		\$10,886,504	22.7%	
SEINE	\$23,387,200	43.1%		\$3,341,029	43.1%		\$19,234,824	49.8%		\$20,149,826	42.0%	
GILLNET	\$14,717,492	27.2%		\$2,102,499	27.2%		\$11,222,912	29.0%		\$16,986,455	35.4%	

- NOTES:
1. CURRENT ANNUAL PRODUCTION INCLUDES PERMITTED CAPACITY OF EXISTING ONGOING PROJECTS USING ASSUMED SURVIVAL RATES AND AVERAGE PRICES, WEIGHTS
 2. FUTURE PRODUCTION INCLUDES DEEP COVE CHINOOK, SNETTISHAM SOCKEYE, AND CHILKAT LAKE SOCKEYE ENHANCEMENT
CHILKAT WILL PRODUCE 264,000 SOCKEYE: 250,800 TO GILLNETTERS, 13,200 TO SEINERS
SNETTISHAM WILL PRODUCE 320,000 SOCKEYE: 288,000 GILLNET, 32,000 SEINE
BEAVER FALLS AND KLAUOCK WILL PRODUCE 259,000 SOCKEYE: 123,000 GILLNET, 130,800 SEINE, 5,000 TROLL (CURRENT PRODUCTION)
DEEP COVE WILL PRODUCE 75,000 HARVESTABLE CHINOOK: 55,250 TROLL, 14,400 SEINE, 5,250 GILLNET
 3. AAT ADDED NOVEMBER 1992: 300,000; GILLNET, 239,000, SEINE, 61,000 CHUM
 4. FUTURE POTENTIAL IS A BEST GUESS OF WHAT MIGHT HAPPEN. IT IS NOT AN ALLOCATION.