
Table of Contents

| | |
|--|--------|
| 1.0 Purpose and Need For Action | 1- 1 |
| 1.1 The Proposed Action | 1- 1 |
| 1.2 Need for the Proposed Action | 1- 1 |
| 1.3 Purpose of the Proposed Action | 1- 2 |
| 1.4 How this Chapter Is Organized | 1- 2 |
| 1.5 Background | 1- 2 |
| 1.5.1 Defining Bycatch | 1- 5 |
| 1.5.2 Groundfish Management and NEPA | 1- 9 |
| 1.6 Scoping: Key Issues and Development of Alternatives | 1- 12 |
| 1.6.1 Key Issues Identified During Initial Scoping Period | 1- 13 |
| 1.6.2 Key Issues and Comments During Second Scoping Period .. | 1- 14 |
| 1.7 The Groundfish Fishery Management and Bycatch Mitigation Program | 1- 15 |
| 1.8 The Council Preferred Alternative | 1- 20 |
| 1.9 Contents of this Document | 1- 20 |
| | |
| 2.0 Alternatives, Including the Status Quo | |
| 2.1 Introduction | 2-1 |
| 2.1.1 How this Chapter is Organized | 2-1 |
| 2.1.2 Structure of the Alternatives | 2-1 |
| 2.2 The Alternatives | 2-2 |
| 2.2.1 Alternative 1: No Action (The Status Quo) | 2-2 |
| 2.2.2 Alternative 2 (Larger Trip Limits and Trawl Fleet Reduction) .. | 2-6 |
| 2.2.3 Alternative 3 (Larger Trip Limits - Shorter Fishing Season) ... | 2-7 |
| 2.2.4 Alternative 4 (Sector and Vessel Catch Caps) | 2-8 |
| 2.2.5 Alternative 5 (Individual Fishing (Catch) Quotas and Increased Retention) | 2-10 |
| 2.2.6 Alternative 6 (No-take Reserves, Individual Catch Quotas, and Full Retention) | 2-12 |
| 2.2.7 Alternative 7 (The Preferred Alternative) | 2-13 |
| | |
| 3.0 The Affected Environment | 3 - 1 |
| 3.1 Introduction | 3 - 1 |
| 3.1.1 How Chapter 3 Is Organized | 3 - 2 |
| 3.2 The Physical Environment | 3 - 3 |
| 3.2.1 Geology | 3 - 3 |
| 3.2.2 California Current System | 3 - 4 |
| 3.2.3 Climate | 3 - 6 |
| 3.3 The Biological Environment | 3 - 7 |
| 3.3.1 Groundfish | 3 - 8 |
| 3.3.1.1 Generalized Rockfish Biology | 3 - 8 |
| 3.3.1.2 Generalized Thornyhead Biology | 3 - 9 |
| 3.3.1.3 Generalized Flatfish Biology | 3 - 9 |
| 3.3.1.4 Generalized Gadid Biology | 3 - 10 |

| | |
|--|--------|
| 3.3.1.5 Generalized Shark Biology | 3 - 11 |
| 3.3.1.6 Generalized Skate Biology | 3 - 11 |
| 3.3.1.7 Lingcod Biology | 3 - 11 |
| 3.3.1.8 Sablefish Biology | 3 - 12 |
| 3.3.1.9 Cabezon Biology | 3 - 13 |
| 3.3.1.10 Status of Overfished Groundfish Species | 3 - 13 |
| 3.3.1.11 Status of Emphasis Groundfish Species | 3 - 15 |
| 3.3.2 Other Relevant Fish, Shellfish and Squid | 3 - 20 |
| 3.3.2.1 Pacific Halibut | 3 - 20 |
| 3.3.2.2 California Halibut | 3 - 21 |
| 3.3.2.3 Pink shrimp | 3 - 21 |
| 3.3.2.4 Spot Prawn | 3 - 22 |
| 3.3.2.5 Ridgeback Prawn | 3 - 22 |
| 3.3.2.6 Dungeness Crab | 3 - 23 |
| 3.3.2.7 Market Squid | 3 - 23 |
| 3.3.2.8 Jack Mackerel | 3 - 24 |
| 3.3.2.9 Pacific (Chub) Mackerel | 3 - 24 |
| 3.3.2.10 Walleye Pollock | 3 - 25 |
| 3.3.2.11 Common Thresher Shark | 3 - 25 |
| 3.3.2.12 Eulachon | 3 - 26 |
| 3.3.3 Marine Mammals, Seabirds, Turtles and Salmon: | |
| Protected Species | 3 - 26 |
| 3.3.3.1 Steller (Northern) Sea Lion | 3 - 29 |
| 3.3.3.2 California Sea Lion | 3 - 29 |
| 3.3.3.3 Northern Elephant Seal | 3 - 29 |
| 3.3.3.4 Harbor Seal | 3 - 30 |
| 3.3.3.5 Dall's Porpoise | 3 - 30 |
| 3.3.3.6 Pacific White-Sided Dolphin | 3 - 30 |
| 3.3.3.7 Northern fulmar | 3 - 31 |
| 3.3.3.8 Gulls | 3 - 31 |
| 3.3.3.9 Laysan Albatross | 3 - 31 |
| 3.3.3.10 Black-Footed Albatross | 3 - 32 |
| 3.3.3.11 Chinook (King) Salmon | 3 - 32 |
| 3.3.3.12 Coho (Silver) Salmon | 3 - 32 |
| 3.3.4 Miscellaneous Species | 3 - 33 |
| 3.3.5 Biological Associations | 3 - 33 |
| 3.3.5.1 Northern Shelf Environment | 3 - 34 |
| Habitat | 3 - 35 |
| Biological Associations | 3 - 36 |
| Emphasis Species | 3 - 37 |
| 3.3.5.2 Southern Shelf Environment | 3 - 39 |
| Habitat | 3 - 39 |
| Biological Associations | 3 - 39 |
| Emphasis Species | 3 - 40 |
| 3.3.5.3 Slope Environment | 3 - 41 |
| Habitat | 3 - 41 |

| | |
|--|--------|
| Biological Associations | 3 - 42 |
| Emphasis Species | 3 - 42 |
| 3.3.5.4 Pelagic Environment | 3 - 43 |
| Habitat | 3 - 43 |
| Biological Associations | 3 - 44 |
| Emphasis Species | 3 - 44 |
| 3.3.5.5 Nearshore Environment | 3 - 47 |
| Habitat | 3 - 47 |
| Biological Associations | 3 - 47 |
| Emphasis Species | 3 - 47 |
| 3.4 The Social and Economic Environment | 3 - 49 |
| 3.4.1 Incentives and Disincentives Regarding Bycatch | 3 - 51 |
| 3.4.2 Commercial Harvesters | 3 - 52 |
| 3.4.2.1 Limited Entry Trawl Fisheries | 3 - 54 |
| 3.4.2.2 Limited Entry Fixed-gear Fisheries | 3 - 55 |
| 3.4.2.3 Open Access – Directed Groundfish Fishery | 3 - 56 |
| 3.4.3 Recreational Fisheries | 3 - 57 |
| 3.4.4 Tribal Communities and Fisheries | 3 - 59 |
| 3.4.4.1 The Hoh Tribe | 3 - 60 |
| 3.4.4.2 The Makah Tribe | 3 - 61 |
| 3.4.4.3 The Quileute Tribe | 3 - 62 |
| 3.4.4.4 The Quinault Indian Nation | 3 - 64 |
| 3.4.4.5 Tribal Communities | 3 - 65 |
| 3.4.4.6 Tribal Groundfish Fisheries | 3 - 69 |
| 3.4.5 Buyers and Processors | 3 - 72 |
| 3.4.6 Fishing Communities | 3 - 75 |
| 3.4.7 Consumers of Groundfish Products and Other Members of the General Public | 3 - 76 |
| 3.4.8 Fishing Vessel Safety | 3 - 77 |
| 3.4.9 Management and Enforcement | 3 - 78 |
| 3.4.10 Catch and Bycatch Monitoring Programs | 3 - 79 |
| 3.4.10.1 State Commercial Fish Ticket Programs and the Pacific Fishery Information Network (PacFIN) | 3 - 80 |
| 3.4.10.2 State Logbook Programs | 3 - 81 |
| 3.4.10.3 State Port Sampling | 3 - 82 |
| 3.4.10.4 Recreational Sampling | 3 - 82 |
| Central California Marine Sport Fish Project | 3 - 83 |
| Oregon Marine Recreational Observation Program | 3 - 83 |
| WDFW Ocean Sampling Program | 3 - 84 |
| 3.4.10.5 Federal Vessel Monitoring System (VMS) | 3 - 84 |
| 3.4.10.6 Electronic (Video) Monitoring | 3 - 85 |
| 3.4.10.7 Observer Programs | 3 - 86 |
| NOAA Fisheries West Coast Groundfish Observer Program | 3 - 87 |
| At-Sea Pacific Whiting Observer Program | 3 - 91 |
| Shore-based Pacific Whiting Observation Program | 3 - 92 |
| WDFW Groundfish At-Sea Data Collection Program | 3 - 93 |

| | |
|--|---------|
| Tribal Observer Program | 3 - 94 |
| 3.4.11 Other Fisheries that Affect Groundfish (Open Access Non-groundfish Fisheries) | 3 - 94 |
| 3.4.11.1 California Halibut Fishery | 3 - 95 |
| 3.4.11.2 Dungeness Crab Fishery | 3 - 96 |
| 3.4.11.3 California Gillnet Complex Fishery | 3 - 96 |
| 3.4.11.4 Pink Shrimp Fishery | 3 - 96 |
| 3.4.11.5 Pacific Halibut Fishery | 3 - 97 |
| 3.4.11.6 Salmon Troll Fishery | 3 - 97 |
| 3.4.11.7 Spot Prawn Fishery | 3 - 97 |
| 3.4.11.8 Ridgeback Prawn Fishery | 3 - 98 |
| 3.4.11.9 Sea Cucumber Trawl Fishery | 3 - 99 |
| 3.4.11.10 Coastal Pelagic Species (CPS) Fisheries | 3 - 99 |
| 3.4.11.11 Highly Migratory Species (HMS) Fisheries | 3 - 100 |
| 3.5 References | 3 - 102 |
| 4.0 Impacts of the Alternatives | 4 - 1 |
| 4.1 Introduction | 4 - 1 |
| 4.1.1 How this Chapter is Organized | 4 - 2 |
| 4.1.2 Description of Critical Comparative | 4 - 3 |
| 4.1.3 Bycatch Mitigation Tools | 4 - 6 |
| 4.1.3.1 Establishing Definitions to Characterize Management Strategies | 4 - 6 |
| 4.1.3.2 Description of Bycatch Mitigation Tools | 4 - 7 |
| Harvest Level Specifications: | 4 - 7 |
| Trip Limits, Bag Limits, and Catch Limits | 4 - 8 |
| Discard Caps (limits and prohibitions) | 4 - 9 |
| Gear Definitions and Restrictions | 4 - 10 |
| Time/Area Restrictions | 4 - 18 |
| Capacity Limits | 4 - 19 |
| Vessel Restrictions | 4 - 19 |
| Data Reporting, Record-keeping, and Monitoring Requirements | 4 - 20 |
| 4.1.4 General Effects of Bycatch Mitigation Tools | 4 - 22 |
| 4.1.4.1 Tools and Their Linkage to Species Associations | 4 - 22 |
| 4.1.4.2 Effects of Bycatch Mitigation Tools | 4 - 24 |
| Harvest Level Specifications: | 4 - 24 |
| Trip Limits, Bag Limits, and Catch Limits | 4 - 26 |
| Gear Restrictions | 4 - 31 |
| Time/Area Restrictions | 4 - 34 |
| Capacity Limits | 4 - 35 |
| Vessel Restrictions | 4 - 35 |
| Data Reporting, Record-keeping, and Monitoring Requirements | 4 - 36 |
| 4.1.5 General Economic Factors and Effects: Economic Dimensions of the Bycatch Issue | 4 - 36 |

| | |
|---|--------|
| 4.1.5.1 Incentives and Disincentives to Discard | 4 - 36 |
| 4.1.5.2 Costs of Bycatch | 4 - 48 |
| Costs associated with catching, sorting and throwing the unwanted or prohibited catch over board | 4 - 49 |
| Foregone catch as a result of mortalities imposed on recruits to the target fisheries | 4 - 49 |
| Foregone catch resulting from mortalities imposed on target fisheries by fisheries targeting other species | 4 - 50 |
| Costs of endangered or threatened species bycatch | 4 - 50 |
| Disruption of marine food chains and ecosystems | 4 - 50 |
| Bycatch monitoring costs | 4 - 51 |
| Ethical concerns regarding waste in fisheries | 4 - 51 |
| 4.1.5.3 Bycatch Costs as Externalities | 4 - 52 |
| 4.2 Impacts to The Physical Environment | 4 - 53 |
| 4.3 Impacts to The Biological Environment | 4 - 54 |
| 4.3.1 Impacts of the Alternatives on Groundfish Resources | 4 - 55 |
| 4.3.1.1 Impacts of Alternative 1 (Status quo/ No Action) | 4 - 57 |
| Effects of Harvest Levels under Alternative 1: | 4 - 61 |
| Effects of Trip Limits under Alternative 1 | 4 - 63 |
| Effects of Catch Limits under Alternative 1 | 4 - 65 |
| Effects of Gear Restrictions under Alternative 1: | 4 - 65 |
| Effects of Time/Area Management under Alternative 1 | 4 - 68 |
| Effects of Capacity Reduction under Alternative 1 | 4 - 70 |
| Effects of Data reporting, Record-keeping, and Monitoring under Alternative 1 | 4 - 70 |
| 4.3.1.2 Impacts of Alternative 2 (Larger trip limits - fleet reduction) | 4 - 72 |
| Effects of Harvest Levels under Alternative 2 | 4 - 74 |
| Effects of Trip Limits under Alternative 2 | 4 - 74 |
| Effects of Catch Limits under Alternative 2 | 4 - 75 |
| Effects of Gear Restrictions under Alternative 2 | 4 - 76 |
| Effects of Time/Area Management under Alternative 2 | 4 - 76 |
| Effects of Capacity Reduction under Alternative 2 | 4 - 77 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 2 | 4 - 78 |
| 4.3.1.3 Impacts of Alternative 3 (Larger trip limits - shorter season) | 4 - 80 |
| Effects of Alternative 3 on Harvest Level Specifications ... | 4 - 82 |
| Effects of Trip Limits under Alternative 3 | 4 - 82 |
| Effects of Catch Limits under Alternative 3 | 4 - 83 |
| Effects of Gear Regulations under Alternative 3 | 4 - 83 |
| Effects of Time/Area Management under Alternative 3 | 4 - 84 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 3 | 4 - 85 |
| 4.3.1.4 Impacts of Alternative 4 (Sector and vessel catch limits) | 4 - 87 |
| Effects of Harvest Levels under Alternative 4 | 4 - 91 |

| | |
|---|---------|
| Effects of Vessel Trip Limits under Alternative 4 | 4 - 92 |
| Effects of Catch Limits under Alternative 4 | 4 - 93 |
| Effects of Gear Restrictions under Alternative 4 | 4 - 94 |
| Effects of Time/Area Management under Alternative 4 | 4 - 95 |
| Effects of Capacity Reduction under Alternative 4 | 4 - 96 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 4 | 4 - 96 |
| 4.3.1.5 Impacts of Alternative 5 (Individual Fishing (Catch) Quotas and Increased Retention) | 4 - 99 |
| Effects of Harvest Levels under Alternative 5 | 4 - 103 |
| Effects of Trip Limits under Alternative 5 | 4 - 104 |
| Effects of Catch Limits under Alternative 5 | 4 - 105 |
| Effects of Gear Restrictions under Alternative 5 | 4 - 106 |
| Effects of Time/Area Management under Alternative 5 . . . | 4 - 106 |
| Effects of Capacity Reduction under Alternative 5 | 4 - 107 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 5 | 4 - 107 |
| 4.3.1.6 Impacts of Alternative 6 (No-take Reserves, Individual Catch Quotas, and Full Retention) | 4 - 109 |
| Effects of Harvest Levels under Alternative 6 | 4 - 112 |
| Effects of Trip Limits under Alternative 6 | 4 - 112 |
| Effects of Catch Limits under Alternative 6 | 4 - 113 |
| Effects of Gear Restrictions under Alternative 6 | 4 - 113 |
| Effects of Time/Area Management under Alternative 6 . . . | 4 - 114 |
| Effects of Capacity Reduction under Alternative 6 | 4 - 115 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 6 | 4 - 115 |
| 4.3.1.7 Impacts of Alternative 7 (Preferred Alternative) | 4 - 118 |
| Effects of Harvest Levels under Alternative 7 | 4 - 124 |
| Effects of Vessel Trip Limits under Alternative 7 | 4 - 125 |
| Effects of Catch Limits under Alternative 7 | 4 - 126 |
| Effects of Gear Restrictions under Alternative 7 : | 4 - 127 |
| Effects of Time/Area Management under Alternative 7 . . . | 4 - 129 |
| Effects of Capacity Reduction under Alternative 7 | 4 - 129 |
| Effects of Data Reporting, Record-keeping, and Monitoring under Alternative 7 | 4 - 129 |
| 4.3.2 Impacts on Pacific Halibut | 4 - 132 |
| 4.3.3 Impacts on Protected Species | 4 - 134 |
| 4.3.3.1 Impacts on Pacific Salmon | 4 - 134 |
| 4.3.3.2 Impacts on Seabirds | 4 - 136 |
| 4.3.3.3 Impacts on Marine Mammals | 4 - 140 |
| 4.3.3.4 Impacts on Sea Turtles | 4 - 145 |
| 4.4 Impacts on the Social and Economic Environment | 4 - 147 |
| 4.4.1 Social and Economic Impacts of Alternative 1 | 4 - 148 |
| 4.4.1.1 Effects on Fishers' Incentives to Reduce Bycatch | 4 - 148 |
| 4.4.1.2 Effects on Commercial Harvesters | 4 - 149 |

| | | |
|---------|--|---------|
| 4.4.1.3 | Effects on Recreational Fisheries | 4 - 155 |
| 4.4.1.4 | Effects on Tribal Fisheries | 4 - 157 |
| 4.4.1.5 | Effects on Buyers and Producers | 4 - 157 |
| 4.4.1.6 | Effects on Communities | 4 - 159 |
| 4.4.1.7 | Effects on Consumers of Groundfish Products | 4 - 161 |
| 4.4.1.8 | Effects on Fishing Vessel Safety | 4 - 161 |
| 4.4.1.9 | Effects on Management and Enforcement Costs | 4 - 161 |
| 4.4.2 | Social and Economic Impacts of Alternative 2 | 4 - 163 |
| 4.4.2.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 164 |
| 4.4.2.2 | Effects on Commercial Harvesters | 4 - 165 |
| 4.4.2.3 | Effects on Recreational Fisheries | 4 - 166 |
| 4.4.2.4 | Effects on Tribal Fisheries | 4 - 166 |
| 4.4.2.5 | Effects on Buyers and Processors | 4 - 166 |
| 4.4.2.6 | Effects on Communities | 4 - 167 |
| 4.4.2.7 | Effects on Consumers of Groundfish Products | 4 - 168 |
| 4.4.2.8 | Effects on Fishing Vessel Safety | 4 - 168 |
| 4.4.2.9 | Effects on Management and Enforcement Costs | 4 - 168 |
| 4.4.3 | Social and Economic Impacts of Alternative 3 | 4 - 169 |
| 4.4.3.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 170 |
| 4.4.3.2 | Effects on Commercial Harvesters | 4 - 171 |
| 4.4.3.3 | Effects on Recreational Fisheries | 4 - 172 |
| 4.4.3.4 | Effects on Tribal Fisheries | 4 - 172 |
| 4.4.3.5 | Effects on Buyers and Producers | 4 - 173 |
| 4.4.3.6 | Effects on Communities | 4 - 173 |
| 4.4.3.7 | Effects on Consumers of Groundfish Products | 4 - 174 |
| 4.4.3.8 | Effects on Fishing Vessel Safety | 4 - 174 |
| 4.4.3.9 | Effects on Management and Enforcement Costs | 4 - 175 |
| 4.4.4 | Social and Economic Impacts of Alternative 4 | 4 - 175 |
| 4.4.4.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 176 |
| 4.4.4.2 | Effects on Commercial Harvesters | 4 - 177 |
| 4.4.4.3 | Effects on Recreational Fisheries | 4 - 180 |
| 4.4.4.4 | Effects on Tribal Fisheries | 4 - 181 |
| 4.4.4.5 | Effects on Buyers and Processors | 4 - 181 |
| 4.4.4.6 | Effects on Communities | 4 - 181 |
| 4.4.4.7 | Effects on Consumers of Groundfish Products | 4 - 182 |
| 4.4.4.8 | Effects on Fishing Vessel Safety | 4 - 182 |
| 4.4.4.9 | Effects on Management and Enforcement Costs | 4 - 182 |
| 4.4.5 | Social and Economic Impacts of Alternative 5 | 4 - 183 |
| 4.4.5.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 184 |
| 4.4.5.2 | Effects on Commercial Harvesters | 4 - 185 |
| 4.4.5.3 | Effects on Recreational Fisheries | 4 - 189 |
| 4.4.5.4 | Effects on Tribal Fisheries | 4 - 190 |
| 4.4.5.5 | Effects on Buyers and Processors | 4 - 190 |
| 4.4.5.6 | Effects on Communities | 4 - 192 |
| 4.4.5.7 | Effects on Consumers of Groundfish Products | 4 - 194 |
| 4.4.5.8 | Effects on Fishing Vessel Safety | 4 - 194 |

| | | |
|----------|--|---------|
| 4.4.5.9 | Distribution Issues with Rights-Based Management | 4 - 195 |
| 4.4.5.10 | Effects on Management and Enforcement Costs | 4 - 197 |
| 4.4.6 | Social and Economic Impacts of Alternative 6 | 4 - 198 |
| 4.4.6.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 198 |
| 4.4.6.2 | Effects on Commercial Harvesters | 4 - 198 |
| 4.4.6.3 | Effects on Recreational Fisheries | 4 - 201 |
| 4.4.6.4 | Effects on Tribal Fisheries | 4 - 203 |
| 4.4.6.5 | Effects on Buyers and Processors | 4 - 203 |
| 4.4.6.6 | Effects on Communities | 4 - 204 |
| 4.4.6.7 | Effects on Consumers of Groundfish Products and Other Segments of the American Public | 4 - 204 |
| 4.4.6.8 | Effects on Fishing Vessel Safety | 4 - 205 |
| 4.4.6.9 | Effects on Management and Enforcement Costs | 4 - 206 |
| 4.4.7 | Social and Economic Impacts of Alternative 7 | 4 - 207 |
| 4.4.7.1 | Effects on Fishers' Incentives to Reduce Bycatch | 4 - 208 |
| 4.4.7.2 | Effects on Commercial Harvesters | 4 - 210 |
| 4.4.7.3 | Effects on Recreational Fisheries | 4 - 213 |
| 4.4.7.4 | Effects on Tribal Fisheries | 4 - 213 |
| 4.4.7.5 | Effects on Buyers and Processors | 4 - 214 |
| 4.4.7.6 | Effects on Communities | 4 - 214 |
| 4.4.7.7 | Effects on Consumers of Groundfish Products | 4 - 214 |
| 4.4.7.8 | Effects on Fishing Vessel Safety | 4 - 215 |
| 4.4.7.9 | Effects on Management and Enforcement Costs | 4 - 215 |
| 4.5 | Summary of Impacts of Alternative Monitoring Programs | 4 - 218 |
| 4.6 | Summary of Impacts to Biological Environment | 4 - 223 |
| 4.7 | Summary of Impacts to the Socioeconomic Environment | 4 - 226 |
| 4.8 | Cumulative Effects of the Alternatives | 4 - 234 |
| 4.8.2 | Cumulative Effects on Groundfish | 4 - 236 |
| 4.8.3 | Cumulative Effects on Protected Species | 4 - 236 |
| 4.8.4 | Cumulative Effects on Groundfish Fisheries | 4 - 236 |
| 4.8.5 | Cumulative Effects on Safety | 4 - 237 |
| 4.9 | Practicability | 4 - 241 |
| 4.9.1 | Background | 4 - 241 |
| 4.9.2 | Population and Ecosystem Effects | 4 - 242 |
| 4.9.3 | Social effects as costs to the fishing industry, and changes in fishing practices and behavior of fishermen | 4 - 242 |
| 4.9.4 | Social effects as costs to non-consumptive users of fishery resources | 4 - 244 |
| 4.9.5 | Management Costs and Effectiveness | 4 - 245 |
| 4.9.6 | Conclusion | 4 - 246 |
| 4.10 | References (Biological Sections) | 4 - 249 |
| 4.10 | References (Economic Sections) | 4 - 253 |
| 5.0 | Consistency with the Groundfish FMP and Magnuson-Stevens Act National Standards | 5-1 |
| 5.1 | Consistency with the Groundfish FMP | 5-1 |

| | |
|---|------|
| 5.2 Consistency with Magnuson-Stevens Act National Standards | 5-8 |
| 6.0 Other Federal Laws and Executive Orders | 6-1 |
| 6.1 Other Federal Laws | 6-1 |
| 6.1.1 Coastal Zone Management Act | 6-1 |
| 6.1.2 Endangered Species Act | 6-1 |
| 6.1.3 Marine Mammal Protection Act | 6-2 |
| 6.1.4 Migratory Bird Treaty Act | 6-3 |
| 6.1.5 Paperwork Reduction Act | 6-3 |
| 6.2 Executive Orders | 6-3 |
| 6.2.1 EO 12898 Environmental Justice | 6-3 |
| 6.2.2 EO 13132 (Federalism) | 6-4 |
| 6.2.3 EO 13175 (Consultation and Coordination With Indian Tribal Governments) | 6-5 |
| 6.2.4 EO 13186 (Responsibilities of Federal Agencies to Protect Migratory Birds) | 6-5 |
| 7.0 Summary of Other Environmental Management Issues | 1 |
| 7.1 Short-Term Uses Versus Long-Term Productivity | 1 |
| 7.2 Irreversible Resource Commitments | 1 |
| 7.3 Irretrievable Resource Commitments | 2 |
| 7.4 Energy Requirements and Conservation Potential of the Alternatives | 2 |
| 7.5 Urban Quality, Historic Resources, and the Design of the Built Environment | 3 |
| 7.6 Possible Conflicts Between the Proposed Action and Other Plans and Policies For the Affected Area | 3 |
| 7.7 Significant and Unavoidable Adverse Impacts | 3 |
| 7.8 Mitigation | 5 |
| 7.9 Environmentally Preferred Alternative and Rationale for Preferred Alternative | 6 |
| 8.0 Response to Comments | 8- 1 |
| 8.1 EPA Comments | 8- 1 |
| 8.2 Public Comments | 8- 5 |
| 9.0 Preparers and Contributors | 9- 1 |

List of Figures

| | |
|--|---------|
| Figure 1.1. Diagrammatic representation of bycatch and other catch-related terms. | 1- 7 |
| Figure 3.1. Bathymetry of the West Coast groundfish fishery management area. | 3 - 4 |
| Figure 3.2. Major ocean currents off the West Coast of North America. | 3 - 5 |
| Figure 3.3. Relative abundance trends of six overfished rockfish stocks. | 3 - 14 |
| Figure 3.4. Yelloweye rockfish biomass trend, 1990-2000 (mt). | 3 - 14 |
| Figure 3.5. Lingcod population biomass (mt, age 2+). | 3 - 14 |
| Figure 3.6. Pacific whiting female spawning biomass trend, 1972 - 2003. | 3 - 15 |
| Figure 3.7. Sablefish biomass trend, 1970-2000 (1,000 mt) | 3 - 16 |
| Figure 3.8. Dover sole biomass trend, 1956-1996 (mt). | 3 - 16 |
| Figure 3.9. English sole biomass trend (mt). | 3 - 17 |
| Figure 3.10. Petrale sole biomass trend, 1977-1997. | 3 - 17 |
| Figure 3.11. Arrowtooth flounder triennial survey biomass (mt). | 3 - 17 |
| Figure 3.12. Chilipepper rockfish biomass trend, 1970 - 2000. | 3 - 17 |
| Figure 3.14. Shortspine thornyhead biomass trend, 1990-2000 (mt). | 3 - 18 |
| Figure 3.15. Longspine thornyhead biomass trend, 1990-2000 (mt). | 3 - 18 |
| Figure 3.16. Black rockfish biomass trend, 1985-2000 (mt). | 3 - 19 |
| Figure 3.17. Spawning biomass trend for cabezon in California. | 3 - 19 |
| Figure 3.18. Groundfish landings, excluding at-sea whiting, 1987 - 2000. | 3 - 53 |
| Figure 3.19. Limited entry trawl vessel participation by period and year, 1999-2002, excluding whiting-only vessels. | 3 - 54 |
| Figure 3.20. Limited entry fixed-gear vessel participation by period and year, 1999-2002. | 3 - 55 |
| Figure 3.21. Open access vessel participation by period and year, 1999-2002. | 3 - 56 |
| Figure 3.22. Value of daily landings of groundfish (excluding Pacific whiting, 1999-2002. | 3 - 73 |
| Figure 4.1. Harvester decisions regarding bycatch (trawl used as example). | 4 - 44 |
| Figure 4.2. Landings in the groundfish fisheries by species group, 1987-2000. | 4 - 149 |
| Figure 4.3. Limit entry fixed-gear vessel participation by period and year, 1999-2002. | 4 - 150 |
| Figure 4.4. Limited entry trawl vessel participation by period and year, 1999-2002, excluding whiting-only vessels | 4 - 151 |
| Figure 4.5. Open access vessel participation by period and year, 1999-2002. | 4 - 152 |
| Figure 4.6. Average number of trips/landings per limited entry trawl vessel by period and year, 1999-2002. | 4 - 153 |
| Figure 4.7. Average number of trips/landings per limited entry fixed gear vessel by period and year, 1999-2002. | 4 - 154 |
| Figure 4.8. Average number of trips/landings per open access vessel by period and year, 1999-2002. | 4 - 155 |
| Figure 4.9. Value of Daily Landings of Groundfish, 1999-2002. | 4 - 158 |

List of Tables

| | |
|---|--------|
| Table 2.1. Bycatch Mitigation Tools | 2-1 |
| Table 2.2. Bycatch reduction methods included in the alternatives. | 2-16 |
| Table 2.3.1. Summary of how well alternatives achieve the proposed action. | 2-19 |
| Table 2.3.2(a). Summary of effects of Alternatives 1 and 2 on the social and economic environment (Alternatives 3 - 7 in following tables). | 2-21 |
| Table 2.3.2(b). Summary of effects of Alternatives 3 and 4 on the social and economic environment | 2-23 |
| Table 2.3.2(c). Summary of effects of Alternatives 5, 6 and 7 on the social and economic environment. | 2-25 |
| Table 2.3.3. Significance of effects on the biological environment. | 2-31 |
| Table 2.3.4. Significance of effects on the social and economic environment. | 2-33 |
| Table 3.3.1. West Coast species listed under the ESA. | 3 - 28 |
| Table 3.3.3. Species observed in submersible operations at Heceta and Coquille Bank. | 3 - 37 |
| Table 3.3.4. Species associations in the Northern Shelf Environment. | 3 - 38 |
| Table 3.3.5. Main habitat guilds observed in Soquel Canyon | 3 - 40 |
| Table 3.3.6. Species associations in the Southern Shelf Environment. | 3 - 40 |
| Table 3.3.7. Species associations in the Slope Environment. | 3 - 43 |
| Table 3.3.8. Species associations in the Pelagic Environment. | 3 - 46 |
| Table 3.3.9. Species association in the Nearshore Environment. | 3 - 48 |
| Table 3.4.1. Socioeconomic Components of the Human Environment and Impact Assessment Variables. | 3 - 49 |
| Table 3.4.2. Exvessel revenues in the groundfish fisheries (excluding the Pacific whiting fishery) by sector, 1999-2002. | 3 - 53 |
| Table 3.4.3. Profile of Selected Economic Characteristics of Northwest Indian Tribes, 2000. | 3 - 66 |
| Table 3.4.4. Number of Tribal longline and trawl vessels used to fish for groundfish and/or halibut | 3 - 69 |
| Table 3.4.5. Groundfish catch and bycatch in Indian fisheries, 2000-2003. | 3 - 71 |
| Table 3.4.6. Survey of fishery-specific bycatch observation programs, enhancements and bycatch vulnerability in West Coast groundfish fisheries. | 3 - 90 |
| Table 4.1.1. Bycatch Mitigation Tools: The Mitigation Toolbox | 4 - 6 |
| Table 4.1.2. Species Associations and Attributes Important to Application of Bycatch Mitigation Tools | 4 - 23 |
| Table 4.3.1. Summary of bycatch mitigation tools as applied in Alternative 1 | 4 - 58 |
| Table 4.3.3. Summary of bycatch mitigation tools as applied in Alternative 2 | 4 - 72 |
| Table 4.3.5. Summary of bycatch mitigation tools as applied in Alternative 3 | 4 - 80 |
| Table 4.3.7. Summary of bycatch mitigation tools as applied in Alternative 4 | 4 - 87 |
| Table 4.3.9. Summary of bycatch mitigation tools as applied in Alternative 5 | 4 - 99 |

| | |
|---|---------|
| Table 4.3.11. Summary of bycatch mitigation tools as applied in Alternative 6 | 4 - 109 |
| Table 4.3.13. Summary of bycatch mitigation tools as applied in Alternative 7 | 4 - 119 |
| Table 4.3.15. Salmon bycatch in the Pacific whiting fisheries, 1995-2002 | 4 - 134 |
| Table 4.3.16. Interactions between seabirds and the Pacific Coast groundfish fisheries between September 2001 and October 2002. | 4 - 137 |
| Table 4.3.17. Marine mammal species that occur off the West Coast that are, or could be, of concern with respect to potential interactions with groundfish fisheries. | 4 - 141 |
| Table 4.3.18. Cetaceans that are present but not likely to interact with groundfish fisheries or that have not been documented having had interactions in observed groundfish fisheries. | 4 - 142 |
| Table 4.3.19. Sea turtle species occurring off the West Coast that are or could be of concern with respect to potential interactions with groundfish fisheries | 4 - 145 |
| Table 4.4.1. Socioeconomic Components of the Human Environment and Impact Assessment Variables. | 4 - 147 |
| Table 4.4.2. Exvessel revenues in the groundfish fisheries by sector, 1999-2002. | 4 - 149 |
| Table 4.5.1. Monitoring tools and effects on improving accountability and cost impacts of each tool. | 4 - 219 |
| Table 4.5.2. Monitoring alternatives and rank of effects on improving accountability, and cost impacts of each alternative. | 4 - 220 |
| Table 4.6.1. Relative rank of bycatch reduction methods for each alternative used to reduce bycatch and bycatch mortality, and to address accountability issues. | 4 - 224 |
| Table 4.6.2. Alternatives ranked by their effectiveness at reducing bycatch, enforcing and monitoring bycatch measures, and reducing compliance costs to industry. | 4 - 225 |
| Table 4.7.1(a). Summary of effects of Alternatives 1, 2 and 3 on the social and economic environment. | 4 - 227 |
| Table 4.7.1(b). Summary of effects of Alternatives 4, 5, 6 and 7 on the social and economic environment. | 4 - 229 |
| Table 4.7.2. Significance of indirect effects of the alternatives on the social and economic environment. | 4 - 233 |
| Table 4.8(a). Summary of direct, indirect and cumulative effects of Alternatives 1, 2 and 3. | 4 - 238 |
| Table 8.1. Estimated total mortality of major west coast groundfish species from commercial and recreational groundfish fishing in 2002 | 8 - 16 |
| Table 8.2. Estimated total mortality of major west coast groundfish species from commercial and recreational groundfish fishing in 2003 | 8 - 17 |
