

Oregon Fish and Wildlife Commission October, 19, 2001

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SUBJECT

Developmental Fishery Program

PRINCIPAL STAFF PERSON

Jean McCrae

COMMISSION ACTION REQUESTED The Commission will review the Developmental Fishery Program and consider regulations changes as recommended by the Developmental Fisheries Board.

DOCUMENTS ATTACHED

- 1. Agenda Item Summary
- 2. Hearing Notice and Fiscal Impact Statement
- 3. Staff Report
- 4. Draft Administrative Rules
- 5. Public Correspondence

RELATED STATUTES ORS 506.109, 506.119, 506.129, 506.450, 506.455, 506.460, and 506.465

RELATED RULES

OAR Chapter 635, Division 006

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Approved by:					
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Agenda Item Summary

BACKGROUND

Under ORS 506.450 - .465, the Commission is directed to establish a Developmental Fishery Program by rule. Developmental fisheries are those designed to develop harvest methods and markets for underused fishery species. Part of the program for each of the species on the developmental fisheries list determines how to allocate the opportunity to develop these fisheries among those who may want to participate, when applications must be submitted, and renewal requirements for those who wish to continue in the fishery. The statute creates a Developmental Fisheries Board, appointed by the Commission, which makes recommendations to the Commission regarding changes to the program each year. This year, the Developmental Fisheries Board recommends only one change to the program, relating to the application deadline for those participating in the box crab developmental fishery.

PUBLIC INVOLVEMENT

 The regular meeting of the Developmental Fisheries Board was held August 2, 2001. The issue outlined in the staff report was discussed at this meeting. This meeting is a "public meeting" and subject to the Oregon Meetings Law.

ISSUE 1

Adjust the application deadlines for box crab permits.

ANALYSIS

Currently, the application deadline for new permits is January 31, and no new permits can be issued until the first week of February. In 2001, many people were interested in landing box crab in January to supplement a very slow Dungeness season. However, because the permit deadline for new permits is January 31, no new permits could be issued until the first week of February and no permits were renewed from 2000. Only vessels that renewed their permit from 2000 could fish in January. Therefore, no landings of box crab could be made in January. The Developmental Fisheries Board is recommending the application deadlines for box crab permits be set back one month so new permits can be issued the beginning of January.

OPTIONS

- 1. Change box crab permit application deadline as recommended by Developmental Fisheries Board.
- 2. Make other changes to Developmental Fishery program.
- 3. Make no changes to the program.

STAFF RECOMMENDATION

Option 1

DRAFT MOTION

I move to amend OAR 635-006-0910 as proposed by staff adjust deadlines applications for box crab permits to December 1 for permit renewals and January 1 for new permits.

EFFECTIVE DATE

Upon filing.

Secretary of State

NOTICE OF PROPOSED RULEMAKING HEARING*

A Statement of Need and Fiscal Impact accompanies this form.

Oregon Depa	artment of Fish	and Wildlife (ODFW) - Fish Division	635			
Agency and Division					apter Numbe	
Mike Lueck			<u> </u>	<u>/2-5272,</u>	Ext. 544	· <u>7 </u>
Rules Coordinator	et Avanua: D	O. Box 59; Portland, OR 97207	Telephone			
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		RULEMAKING ACTION				
ADOPT: Secure approval of rule	numbers with the Adm	inistrative Rules Unit prior to filing.				
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REPEAL:	•					
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Renumber: Secure	approval of rule num	bers with the Administrative Rules Unit prior to filing.				
Amend and Renum	iber: Secure approva	ll of rule numbers with the Administrative Rules Unit prior to filing.				
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Stat. Auth.: ORS 50	06.109 and 506.119				·	
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Other Authority						
o mor rathority						
Stats. Implemented:	ORS 506.129, 506.4	50, 506.455, 506.460, and 506.465 RULE SUMMARY				
Amend rules	to change the a	application deadlines for box crab permits.		•		
	-					

REDACTED FOR PRIVACY

October 19, 2001

Last Day for Public Comment

Authorized Signer and Date Sharon M. Bird

*The Oregon Bulletin is published on the 1st of each month and updates the rule text found in the Oregon Administrative Rules Compilation. Notice forms must be submitted to the Administrative Rules Unit, Oregon State Archives, 800 Summer Street NE, Salem, Oregon 97310 by 5:00 pm on the 15th day of the preceding month unless this deadline falls on a Saturday, Sunday or legal holiday when Notice forms are accepted until 5:00 pm on the preceding workday.

ARC 920 - 1997

Secretary of State

STATEMENT OF NEED AND FISCAL IMPACT

A Notice of Proposed Rulemaking Hearing or a Notice of Proposed Rulemaking accompanies this form.

Oregon Department of Fish and Wildlife - Fish Div	ision 635
Agency and Division	Administrative Rules Chapter Number
In the Matter of amendment of OAR Chapter 635, Division 006 relating to Developmental Fisheries Program	 Statutory Authority, Statutes Implemented, Statement of Need, Principal Documents Relied Upon, Statement of Fiscal Impact
Statutory Authority: ORS 506.109 and 506.119	
Other Authority:	
Statutes Implemented: ORS 506.129, 506.450, 506	5.455, 506.460, and 506.465
Need for the Rule(s):	
The rules are needed to adopt regulation charecommended by the Developmental Fishery F	anges in the application deadlines for box crab permits Board.
Documents Relied Upon:	
a. Staff report for Oregon Fish and Wildlifeb. Oregon Administrative Rules	Commission Meeting of October 19, 2001
	inspection in the Department of Fish and Wildlife, Fish Portland, Oregon, between 8:00 a.m. and 4:30 p.m., on
Fiscal and Economic Impact:	
Please see attached.	
Administrative Rule Advisory Committee consul- considered requests to change the harvest prog	
If not, why?:	
	REDACTED FOR PRIVACY REDACTED FOR PRIVACY,

Sharon M. Bird

Authorized Signer and Date

Economic Impact Statement for the October 19, 2001 Hearing in the Matter of the Amendment of Rules Relating to the Developmental Fisheries Program

Fiscal and economic impact: The proposed rules will affect state agencies, units of local government and the public, respectively, as discussed below. The amendment is needed to change the deadlines for renewal of box crab permits and applications for new box crab permits.

- a. The only state agency which should be affected by adoption of these rules is the Oregon Department of Fish and Wildlife. No significant changes from the current legislatively approved levels of the department's operations or expenditures are expected as a result of the amendment of the rules recommended by the staff.
- b. No units of local government are expected to be affected by these rules. No significant changes from the current levels of any local agencies' operations or expenditures are expected as a result of the adoption of these rules.
- c. The public could be affected by the adoption of these rules: The existing statute and rules require adoption of a list of developmental fisheries species, and the establishment or maintenance of limited entry harvest systems for the associated developmental fisheries. For this hearing, ODFW staff proposes that changes in the deadline dates for box crab permit renewals and new permit applications be considered by the State Fish and Wildlife Commission.

Currently the deadline for permit renewal is December 31^{st} . If the number of renewals is less than the 25 permits authorized for the box crab fishery, then new permit applications are accepted until January 31^{st} . After January 31^{st} , new permits are issued. However if the number of renewals and applicants exceeds 25, a lottery is held with the new applications so that the total number of permits does not exceed 25. If a lottery is needed, the harvesting of box crab by new applicants can't begin until early February. The amendment proposes to change the permit renewal deadline to November 30^{th} , and the new application deadline to December 31^{st} .

The reason for the change is to allow permit holders to begin fishing not later than early January. If the Dungeness crab fishery that starts in December is slow, for example, harvesters with new box crab permits may want to begin fishing for box crab sooner than early February. The amended permit application deadlines will accommodate harvesters' potential needs to begin box crab fishing in early January.

If the amendments are adopted there could be an increase in box crab landings if harvesters decide to move into the fishery in early January, which is sooner than possible under the existing rules. This may occur more often in years when the Dungeness crab fishery is poor or prices are low. We don't have any specific information to allow a more precise estimate of the potential impacts.

Overall, the developmental fisheries rules are expected to produce positive economic effects for the public and small business both in the short run and in the long run. Rules relating to limited entry can be viewed as imposing additional costs (in the form of permit fees) on harvesters in the short run, and potentially excluding some harvesters who might not apply for limited entry permits soon enough. However, in the long run, implementation of the rules are expected to yield positive economic effects by controlling the development of fisheries, so the fisheries are sustainable in the long run. This is intended to help prevent the typical cycle in fisheries of boom (as a virgin fish stock is

fished down to maximum sustainable yield levels) and bust (when the stock becomes incapable of sustaining yields at the initial exploitation level).

The rules are believed to be fully compatible with legislative direction on the goals of fish and wildlife management in Oregon.

Most businesses affected by these rules are believed to be "small business."

Developmental Fisheries Program Staff Report

Prepared for Oregon Fish and Wildlife Commission October 19, 2001 Seaside, Oregon

Summary of Staff Report

ODFW staff is submitting recommendations by the Developmental Fishery Board for the Commission to adopt regulation changes that would adjust the season for box crab permits.

Key elements and conclusions from the staff report are:

- The Developmental Fishery Board considered requests to waive the renewal requirements for the new sardine permits and to adjust the application deadlines for the box crab fishery. The Board also reviewed the spot prawn and bay clam fisheries and discussed requiring a business plan as part of the permit application. Staff gave an informational update on the management plan for nearshore fisheries.
- The ODFW staff and Board recommend adjusting the application deadlines for box crab permits to allow for more harvest in January.

Outline of Staff Report

1.	Introduction	on	Page 3
n.	• Summaria	port of Developmental Fisheries Activitieszes permits and landing activities of developmental fishery species zes research and management actifities of developmental fishery prog	Page 3
n.	Staff Analy	sis of Issues and Options - Recommendations	Page 7
• Issu	e l.	Adjust the application deadlines for box crab permits.	
	Option A	(preferred) The Board and staff recommend the Commission ado adjust the application deadlines for box crab permits to allow for harvest in January.	-
	Option B	No action: status quo, the application deadlines remain unchange	:d.
Отода	n Administr	ativa Dulas	Daga 8
Orego	m Aummistr	ative Rules	Page 8

I. Introduction

The public hearing on October 19 is the annual review of the ODFW Developmental Fisheries Program. At the hearing, staff will forward a recommendation from the Developmental Fishery Board to adjust the application deadlines for box crab permits.

II. Annual Report of Developmental Fisheries Activities

Permits

ODFW staff has issued 136 permits for the harvest of developmental fisheries species through August, 2001 (Table 1). Of the 120 permits issued in 2000, 33 were renewed for 2001 (as compared to 30 the previous year). Remaining permits for four fisheries (sardines, box crab, bay clams, and spot prawns) were issued through a lottery. All available permits were issued for seven fisheries (spot prawns, coonstripe shrimp, box crab, abalone, bay clams, sardines, and sea cucumbers with trawl gear).

Landings

Landings of developmental fisheries species through August 2001 are summarized in Table 2. The majority of the landings of developmental species were taken as incidental catch in other fisheries, with the exception of sardines. Through August, 11 vessels have landed 23.6 million pounds of sardines into Astoria. The vessels using seine gear and targeting on sardines averaged over 62,000 pounds per trip. Four other vessels made incidental landings with trawl gear. Log records through August show 82% of the landings were taken off Oregon and 18% off Washington. Five processor are buying sardines in Astoria, an increase from the three in 2000. The average price for sardines has been \$0.03 per pound (down from \$0.05 in 2000). The landing fees for species in all categories have generated approximately \$20,170 into the developmental fisheries fund in 2001, through July.

Research

Sardines

Staff attended and summarized the 2000 sardine fishery at an international symposium on sardines in Mexico. They also presented a poster on the 2000 sardine fishery at the annual meeting of the Oregon chapter of the American Fisheries Society.

Staff collected samples of sardines from the commercial harvest that will be analyzed for size, sex, maturity, and age. Samples worked up through August show a size range of 148-256 mm (average 210 mm, 8.25 in) and 47-241 gm (average 149 gm, 1/3 pound). Sardines sampled in 2000 and aged by California Dept. of Fish and Game were 37% age 2 and 21% for both ages 2 and 4, with a range of 2-8 years. We hired a seasonal to ride-along on commercial vessels to observe by-catch. Through August, staff made 20 observer trips. The observed bycatch consisted of 22 salmon (averaging 1.2 per trip and 64% released alive), and two sharks. Logbook records for 81% of the landings through August show bycatch of 417 salmon (averaging 1.2 salmon/trip - 66% released alive) and incidental catch of 42,000 pounds of mackerel.

Pacific Fishery Management Council Activity

The third draft of the Pacific Fisheries Management Council's (Council) fishery management plan for highly migratory species (which will include swordfish and blue shark) will be reviewed by the Council in November. Staff participated in 9 team and Council meetings in the last year in the development process.

Staff also participated in two Coastal Pelagic Team meetings to finalize details in the limited entry fishery in California and to develop an MSY for squid.

Developmental Fishery Board Activities

The Developmental Fishery Board has held two meetings in 2001, to date, and has a third scheduled for October 2. At their first meeting in February, the Board recommended to increase the number of sardine permits by five to a total of 20 and recommended that a vessel be used to qualify only one permit per year. The Commission approved these recommendations in April.

In August, the Board considered a request to adjust the application deadlines for the box crab fishery. The Board also considered a request to waive the renewal requirements for the new sardine permits and reviewed the spot prawn and bay clam fisheries but did not make any recommendations at this time. There was considerable discussion regarding requiring a business plan as part of the permit application to discourage individuals from obtaining permits for speculation. Staff gave an informational update on the management plan for nearshore fisheries. The Board expressed support for establishing a control date for a possible limited entry system for the nearshore fishery.

At their meeting in October, the Board will consider a proposal to create a bycatch allowance for gaper clams during the closed season, will discuss the steps needed to remove a species from the developmental list, and will review requiring a business plan as part of the permit application.

Table 1. 2001 Developmental Fishery Permits (as of 9/6/01).

	Permits	Permits	Renewals
	<u>Allowed</u>	Issued	<u>from 2000</u>
Pacific hagfish	25	3	
blue shark	10	1	
swordfish	10 other	7	
	20 longline	2	
northern anchovy &	15	3	
Pacific herring			
Pacific sardine &	15	20*	14
Pacific saury			
Pacific sandfish	10		
smelt	20		
Pacific pomfret	10		
slender sole	10	1	
	<u> </u>		
box crab	25	25*	
Oregon hair crab &			
scarlet king crab &	10	3	1
grooved tanner crab			
spot shrimp	6 trawl	6*	5
	10 other	10*	
coonstriped shrimp &	10	10*	1
sidestripe shrimp			
cockle clains (ocean)	5		-
bay clams	10 coastwide	10*	8
	5 south coast	5*	3
giant octopus	10	10*	
California market squid	30 trawl	5	
other squid spp.	30 other	2	·
fragile urchin	6 trawl		
	6 other		•
sea cucumber	6 trawl	6* .	
	10 diver	3	
	10 other	 	
marine snails	10 01101	2	
brine shrimp	3	1	<u></u>
flat abalone	<u></u>	1*	

total 136 33

_* all available permits issued

Table 2. Landings of developmental fisheries species, by category, through August, 2001

Category A	Pounds	Category B	Pounds	Category C	Pounds
Pacific hagfish	27,964	salmon shark	-	spiny dogfish	29,624
blue shark	235	black hagfish	-	soupfin shark	344
swordfish	- ,	Eelpouts		skate	1,042,453
northern anchovy	• -	skilfish	-	American shad	278,168
Pacific herring	46, 196	carp	-	Pacific cod	61,429
Pacific sardine	22,445,379	yellow perch	•	Pacific flatnose	•
Pacific saury	•	brown bullhead	•	Pacific grenadier	156,388
Pacific sandfish	-	northern squawfish	-	cabezon,	85,977
smelt	77,710	_		sculpins	62
Pacific pomfret	-	euphausiids (krill)		kelp greenling	49,443
slender sole	-	Pacific sand crab	- 1	jack mackerel &	1,042,093
				Pacific mackerel	
	J	freshwater mussels	· -		
box crab	62,546		ļ	greenstriped	·
				rockfish	
Oregon hair crab	-			redstripe rockfish	
scarlet king crab	•			shortbelly rockfish	
grooved tanner crab	613			sharpchin rockfish	
spot shrimp	54,971			splitnose rockfish	
coonstriped shrimp	1,375			Pacific sanddab	197,664
sidestripe shrimp	-		-	butter sole	1,845
flat abalone	1,395			English sole	606,248
butter clams	21,428	·		rex sole	538,928
cockle clams	53,309			rock sole	2,077
gaper clams	775			sand sole	76,833
littleneck clams	314			lemon sole	5,942
softshell clams				spotted ratfish	2
giant octopus	11,785			wolf-eel	2,365
Calif, market squid	4,057			walleye pollock	9,505
other squid spp.	´ -			7 • .	,
fragile urchin	-			red rock crab	1,522
sea cucumber	10		.	purple sea urchins	1,737
marine snails	10			crayfish	64,300
brine shrimp	5,950			•	
	<u>·</u>			grand total	27,070,970

III. Staff Analysis of Issues and Options - Recommendations

The following discusses staff recommendations. The full text of proposed rule changes is attached beginning on Page 8.

Issue 1.

Adjust the application deadlines for box crab permits.

Issue 1

Interest in box crab occurs mainly when landings for Dungeness crab are low. In 2001, many people were interested in landing box crab in January because of a very slow Dungeness season. However, because the permit deadline for new permits is January 31, no new permits could be issued until the first week of February. Only vessels that renewed their permit from 2000 could fish in January. However, because of few box crab landings in 2000, no permits were renewed for 2001. Therefore, no landings of box crab could be made in January.

The Developmental Fisheries Board is recommending the application deadlines for box crab permits be set back one month so new permits can be issued the beginning of January. Landings qualifying for renewal would run from December 1 through November 30. The deadline to renew a permit would be December 1 and the deadline for applications for new permits would be January 1 (with a potential lottery 5-7 days later). This would allow new permits to be issued and more harvesting during January.

Option A: (preferred) The Board and staff recommend the Commission adopt rules to adjust the application deadlines for box crab permits to allow for more harvest in January.

Option B: No action: status quo, the application deadlines remain unchanged.

DIVISION 006

COMMERCIAL FISHERIES COMMERCIAL GEAR; LICENSES, POUNDAGE FEES.

RECORDS AND REPORTS

635-006-0910

Procedures for Issuance, Transfer and Renewal of Developmental Fisheries Species Permits

- (1) Applications:
- (a) An applicant for a permit must submit a complete application in writing accompanied by an annual fee of up to \$75. The application shall include the species of fish to be taken, the method and gear proposed to be used, and the area from which the Developmental Fisheries Species are to be taken, and other information as the Department may require;
- (b) Complete applications must be received postmarked or date-stamped by January 1 of the year of issue for new species added to the developmental fishery list in OAR 635-006-0850, and thereafter by the annual filing date of February 1 of the year of issue, except applications for box crab permits must be postmarked or date-stamped by January 1 of the year of issue;
- (c) An application shall be considered complete if it is legible, has all information requested on the form, and is

accompanied by the required fee in full. Any application which is not complete shall be returned and, unless it is thereafter resubmitted and deemed complete by the filing date, the individual shall not be considered to have applied in a timely manner;

- (d) Before applying for a permit, an applicant must first have obtained the appropriate vessel license (or individual license if permit is issued to individual) for the year the permit will be issued.
 - (2) Number of permits allowed:
- (a) An individual shall not submit more than one application, per permittee, for each developmental fishery species gear category;
- (b) No permittee who holds a valid developmental fisheries permit may apply for any additional permits for the same species gear category. A valid developmental fisheries permit is a permit which is neither at issue in a pending Permit Review Board proceedings nor before a court of law;
- (c) If a permittee, who holds a permit at issue either before the Permit Review Board or a court of law, is awarded another permit for the same species gear category through the lottery and thereafter prevails before the Permit Review Board or in court, the permittee shall immediately surrender one of the permits to any Department office, so that only one valid permit per species gear category is held.
 - (3) Issuance of permits:
- (a) If the number of applications received by the filing date is less than the number of permits available, all

applicants who have submitted complete applications shall be issued a permit within 14 days of the filing date.

- (A) Any remaining permits shall be issued on a firstcome, first-served basis, within 14 days of receipt of each
 completed application, until the maximum number of
 permits is issued. Priority shall be based on postmark or
 date-stamped date;
- (B) The names of applicants who did not receive a permit shall be placed on an alternates list, in the order they are received, until the next annual filing date.

 Applicants whose names are placed on the alternates list shall be refunded their permit fee minus a \$10 application fee. Permits which become available before the end of the year shall be made available to the alternates list, in the order listed. The applicant shall be notified of an available permit and shall resubmit a complete application and permit fee within 30 days of the date the notification is mailed. The permit shall be issued within 14 days of receipt of the resubmitted application and fee. If an alternate fails to apply, he shall forfeit the permit and the permit shall then be made available to the next name on the alternates list.
- (b) If the number of applications received by the filing date is greater than the number of permits available, the Department shall determine first how many applications here are with preference points as accrued under OAR 635-006-0915, except for new species that have qualification restrictions set forth in OAR 635-006-0850.

Evidence of landings must be supplied by the applicant and submitted with the application.

- (A) If the number of these applicants does not exceed the number of permits, they shall be given all available permits and any remaining applicants shall be placed in a lottery;
- (B) If the number of applicants who have preference points exceeds the number of permits, then these applicants only shall be placed in a lottery, and grouped by the number of preference points they have accrued for each species gear category. Applicants with the highest number of preference points for each species gear category will be drawn first.

 Applicants having the highest number of preference points per species gear category will be drawn next. This permit issuance process will continue through descending numbers of preference points until all the available permits have been issued, unless all qualified applicants with preference points have been issued permits prior to that point. Permits shall be issued within 14 days of the lottery;
- (C) In addition, remaining applicants (who do not have preference points) shall be placed in a lottery and their names shall be drawn;
- (D) The Department then shall prepare an alternates list, in which applicants who have preference points are listed first (in the order drawn), and thereafter remaining applicants are listed, in the order in which they were drawn. All applicants whose names are placed on the alternates list shall be refunded their permit fee minus a \$10 application fee. Any permits available before the end of

the year shall be made available to the first name on the alternates list. The applicant shall be notified of an available permit and shall resubmit a complete application and permit fee within 30 days of the date the notification is mailed. The permit shall be issued within 14 days of receipt of the resubmitted application and fee. If an alternate fails to apply for the lottery permit within 30 days, he shall forfeit such permit and the permit shall then be made available to the next name on the alternates list.

- (c) Permits may be made available before the end of the year by a permittee voluntarily turning in a permit.
- (4) Persons to whom permits are issued: Permits shall be issued to either a vessel or an individual person when hand harvest methods are used. The permit holder is the owner or controller of the vessel or the individual person when hand harvest methods are used.
- (5) Transfer of permits: Permits for Developmental

 Fisheries Species are not transferable to another person or
 entity; provided however that permits may be transferred to
 another vessel owned or controlled by the permit holder up
 to two times annually.
- (a) To transfer a permit, a permittee shall first apply on a form provided by the Department and shall include a \$25 transfer fee:
- (b) No transfer shall be considered effective until the permittee has received approval from the Department and an updated permit.
 - (6) Renewal of permits:

- (a) Permits may be renewed by submission, to the Department, of the appropriate fee and a complete application date-stamped or postmarked before January 1 of the year for which renewal is sought, except renewal applications for box crab permits must be postmarked or date-stamped before December 1 of the year prior to which renewal is sought;
- (b) An application for renewal shall be considered complete if it is legible and has all information requested on the form and is accompanied by the required fee in full. Any application which is not complete shall be returned, and unless it is thereafter resubmitted and deemed complete before [January 1]the deadline listed in (6)(a) above, the individual shall not be considered to have applied for renewal in a timely manner;
- (c) It is the responsibility of the permit holder to ensure an application is complete and is filed in a timely manner.

 Failure of the Department to return an application for incompleteness or of an individual to receive a returned application shall not be grounds for treating the application as having been filed in a timely and complete manner;
- (d) In addition to timely and complete filing to renew a permit, a permittee must annually lawfully land the required pounds and/or landings listed in OAR 635-006-0850. However, if a permittee obtained a permit later than July 1 of the prior year, the permittee shall not be required to make the annual landing requirement by the following January. Instead, at the next renewal thereafter, the

permittee shall be required to demonstrate the annual landing requirement was fulfilled during the first full year in which the permit was held.

- (e) Landings made by one vessel can not be used for qualification to renew more than one permit per permit category in any given year.
- (7) Authority of Director: Consistent with OAR 635-006-0810 through 635-006-0950, the Director is authorized to issue Developmental Fisheries Permits under the authority of ORS 506.460.

Stat. Auth.: ORS 506.109 and 506.119

Stats. Implemented: ORS 506.129, 506.450, 506.460 and

506.465

Hist.:

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