

# Framework Adjustment 61: Specifications and Management Measures

**Groundfish Advisory Panel and Groundfish Committee  
Meetings**

**November 30, 2020**



New England  
Fishery Management Council

# Draft Alternatives Under Consideration

## 4.1 Action 1 - Status Determination Criteria

GB winter flounder (change to F40%)

SNE/MA winter flounder (change to F40%)

## 4.2 Action 2 - Formal Rebuilding Program

White hake rebuilding plan –  $F_{\text{Rebuild}}$  options:  $50\%F_{\text{MSY}}$ ,  $70\%F_{\text{MSY}}$ , and  $75\%F_{\text{MSY}}$

## 4.3 Action 3 – Specifications

FY2021 US/CA TACs – GB yellowtail flounder, EGB cod, and EGB haddock

FY2021-FY2022 GB yellowtail flounder

FY2021-FY2023 Winter flounders (GB, GOM, and SNE/MA), redfish, halibut, windowpane flounders (northern and southern), ocean pout, and wolffish

PDT sub-component analysis

## 4.4 Action 4 – Commercial Fishery Measures for Sectors

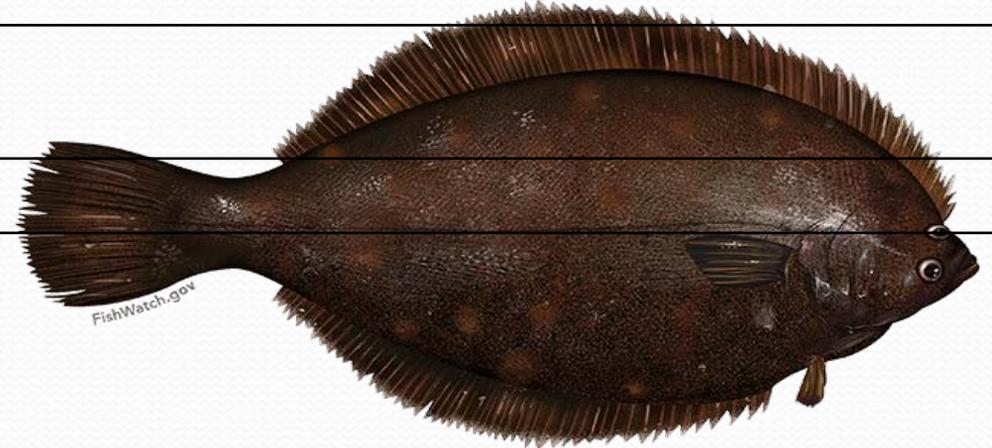
Add a universal sector exemption for redfish, pollock, and haddock

# Council Milestones: 2020-2021

- **June** – initiated the action
- **September** – receive and approve TMGC's TAC recommendations for U.S./Canada stocks, SSC report on GB yellowtail flounder, update on any draft alternatives under other measures
- **October** – added development of a universal sector exemption for redfish, pollock, and haddock
- **December** – SSC report on groundfish stocks, receive specifications alternatives and take final action on **Actions 1-3**, receive an update on **Action 4**
- **January** – final action on Action 4
- Implementation by **May 1, 2021**, NMFS

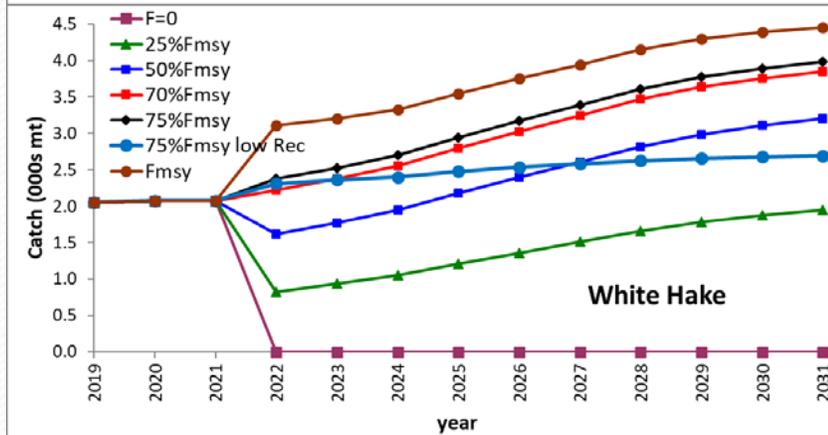
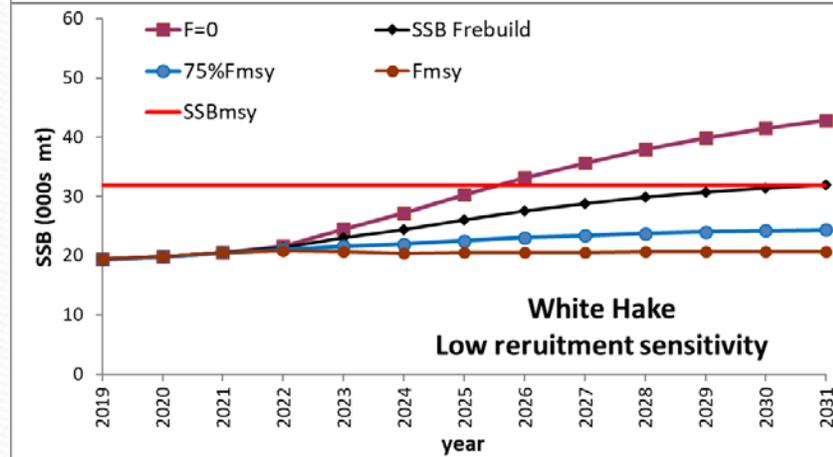
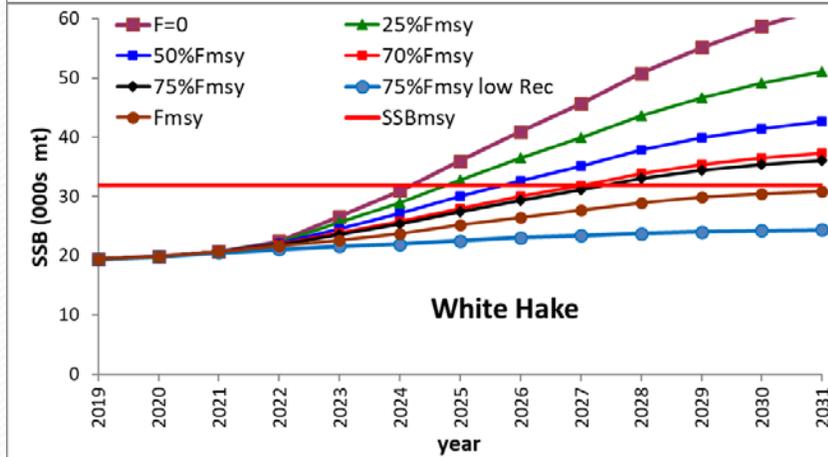
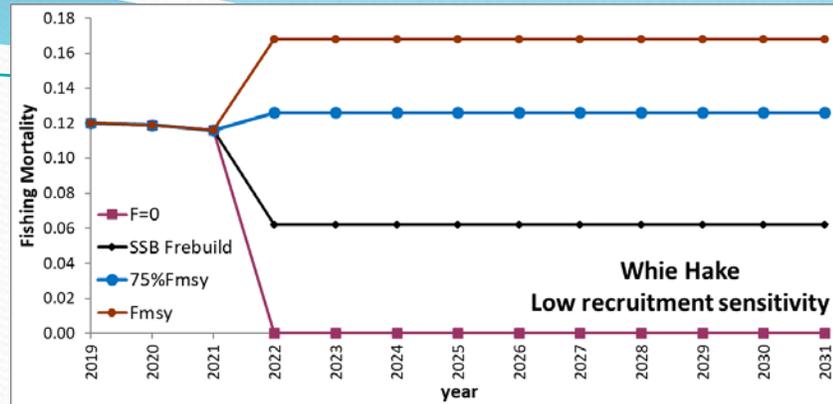
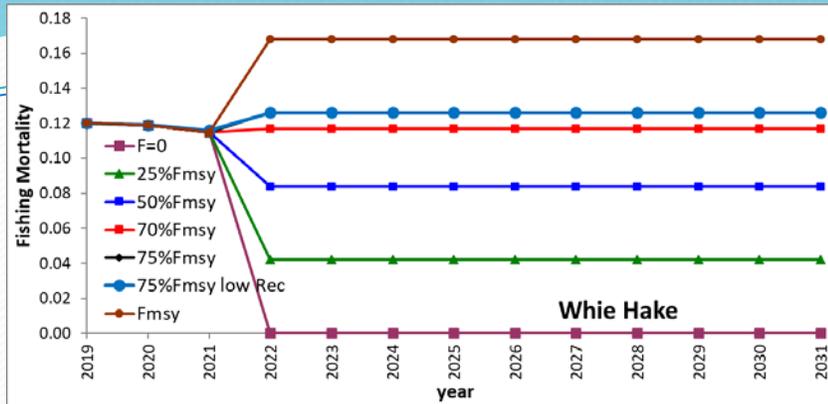
# 4.1 Action 1 - Status Determination Criteria

Section 4.1 – Action 1 – Status Determination Criteria <i>Choose one alternative.</i>		Preferred by	
		AP	Cte
4.1.1 – Alternative 1	No Action		
4.1.2 – Alternative 2	Updated Status Determination Criteria <i>Adopt revised SDCs for GB winter flounder and SNE/MA winter flounder</i>		
<b>Decisions/Questions/Information to Consider</b>			
<ul style="list-style-type: none"> <li>Refer to Document #3a for the draft alternatives</li> <li>Refer to Document #3c for draft biological and economic impacts</li> </ul>			
<b>Other important Considerations/ Impacts Analysis References</b>			
<ul style="list-style-type: none"> <li>Impacts on Regulated Groundfish and Other Species - Biological: Document #3c</li> <li>Impacts on Physical Environment and Essential Fish Habitat: <i>to be prepared</i></li> <li>Impacts on Endangered and Other Protected Species: <i>to be prepared</i></li> <li>Impacts on Human Communities - Economic: Document #3c</li> <li>Impacts on Human Communities - Social: <i>to be prepared</i></li> </ul>			



# 4.2 Action 2 - Formal Rebuilding Program

Section 4.2 – Action 2 – Formal Rebuilding Program <i>Choose one alternative. Choose one of the options under 4.2.2</i>		Preferred by	
		AP	Cte
4.2.1 - Alternative 1	No Action		
4.2.2 - Alternative 2	Revised Rebuilding Strategy for White Hake <i>Revise the rebuilding plan for white hake to one of the options below. For all options, <math>T_{target} = T_{max}</math> which is 10 years (2031).</i>		
Option A	$T_{target}$ of 10 years, rebuilding by 2031, at $F_{rebuild}$ of $50\%F_{MSY} = 0.084$ , which results in a 98.6% probability of achieving $B_{MSY}$		
Option B	$T_{target}$ of 10 years, rebuilding by 2031, at $F_{rebuild}$ of $70\%F_{MSY} = 0.117$ , which results in a 87.4% probability of achieving $B_{MSY}$		
Option C	$T_{target}$ of 10 years, rebuilding by 2031, at $F_{rebuild}$ of $75\%F_{MSY} = 0.126$ , which results in a 81.7% probability of achieving $B_{MSY}$		
<b>Decisions/Questions/Information to Consider</b>			
<ul style="list-style-type: none"> <li>Refer to Document #3a for the draft alternatives</li> <li>Refer to Document #3c for draft biological and economic impacts</li> <li>Refer to PDT memo to SSC on white hake rebuilding plan: <a href="https://s3.amazonaws.com/nefmc.org/5b_200821-GF-PDT-memo-to-SSC-re-white-hake.pdf">https://s3.amazonaws.com/nefmc.org/5b_200821-GF-PDT-memo-to-SSC-re-white-hake.pdf</a></li> </ul>			
<b>Other important Considerations/ EIS References</b>			
<ul style="list-style-type: none"> <li>Impacts on Regulated Groundfish and Other Species - Biological: Document #3c</li> <li>Impacts on Physical Environment and Essential Fish Habitat: <i>to be prepared</i></li> <li>Impacts on Endangered and Other Protected Species: <i>to be prepared</i></li> <li>Impacts on Human Communities - Economic: Document #3c</li> <li>Impacts on Human Communities - Social: <i>to be prepared</i></li> </ul>			



# 4.3 Action 3 – Specifications

Section 4.3 – Action 3 – Specifications <i>Choose one alternative.</i>		Preferred by	
		AP	Cte
4.3.1 - Alternative 1	<b>No Action</b>		
4.3.2 - Alternative 2	<b>Revised Specifications</b> <i>Revise the annual specifications for FY2021 – FY2022 for GB cod, GOM cod, GB haddock, GOM haddock, GB yellowtail flounder, SNE/MA yellowtail flounder, CC/GOM yellowtail flounder, American plaice, witch flounder, white hake, and pollock, and FY2021-FY2023 for GB winter flounder, GOM winter flounder, SNE/MA winter flounder, redfish, northern windowpane flounder, and southern windowpane flounder, ocean pout, Atlantic halibut, and Atlantic wolffish. Specify total allowable catches (TACs) for the U.S./Canada Management Area for FY2021 for Eastern GB cod, Eastern GB haddock, and GB yellowtail flounder.</i>		
<b>Decisions/Questions/Information to Consider</b>			
<ul style="list-style-type: none"> <li>Refer to Document #3a for the draft alternatives</li> <li>Refer to Document #3b for the PDT’s sub-components analysis</li> <li>Refer to Document #3c for draft biological and economic impacts</li> <li>Refer to Scallop PDT memo (attached to Document #3c) for information on groundfish bycatch in the scallop fishery</li> <li>Refer to PDT memo to SSC on possible groundfish OFLs/ABCs for FY2021-FY2023: <a href="https://s3.amazonaws.com/nefmc.org/A8_201009-GF-PDT-memo-to-SSC-re-possible-OFLs-and-ABCs-several-groundfish-stocks-with-Appendicies.pdf">https://s3.amazonaws.com/nefmc.org/A8_201009-GF-PDT-memo-to-SSC-re-possible-OFLs-and-ABCs-several-groundfish-stocks-with-Appendicies.pdf</a></li> <li>Refer to Document #3f for the SSC memo on groundfish OFLs/ABCs for FY2021-2023</li> </ul>			
<b>Other important Considerations/ EIS References</b>			
<ul style="list-style-type: none"> <li>Impacts on Regulated Groundfish and Other Species- Biological: Document #3c</li> <li>Impacts on Physical Environment and Essential Fish Habitat: <i>to be prepared</i></li> <li>Impacts on Endangered and Other Protected Species: <i>to be prepared</i></li> <li>Impacts on Human Communities - Economic: Document #3c</li> <li>Impacts on Human Communities - Social: <i>to be prepared</i></li> </ul>			

# Specifications

	Stock	FY2020	FY2021	% Change
Allocated Stocks	GB Cod	1,073	1,093	2%
	GOM Cod	468	270	-42%
	GB Haddock	121,864	76,622	-37%
	GOM Haddock	18,267	10,281	-44%
	GB Yellowtail Flounder	95	64	-33%
	SNE/MA Yellowtail Flounder	15	16	4%
	CC/GOM Yellowtail Flounder	688	692	1%
	American Plaice	2,937	2,682	-9%
	Witch Flounder	1310	1,317	1%
	GB Winter Flounder	522	563	8%
	GOM Winter Flounder	287	281	-2%
	SNE/MA Winter Flounder	539	288	-47%
	Redfish	11,231	9,677	-14%
	White Hake	2,019	2,019	0%
	Pollock	23,989	18,549	-23%
Non-allocated Stocks	GOM/GB Windowpane Flounder	38	108	184%
	SNE/MA Windowpane Flounder	48	43	-11%
	Ocean Pout	92	50	-46%
	Atlantic Halibut	77	73	-5%
	Atlantic Wolffish	82	86	4%

# Specifications

<b>Fishery</b>	<b>Stock</b>	<b>FY2020</b>	<b>FY2021</b>	<b>% Change</b>
Recreational Groundfish	GOM Cod	193	193	0%
	GOM Haddock	6,210	5,295	-15%
Sea Scallop	GB Yellowtail Flounder	19	12	-35%
	SNE/MA Yellowtail Flounder	2	2	0%
	GOM/GB Windowpane Flounder	12	31	160%
	SNE/MA Windowpane Flounder	143	129	-10%
Midwater Trawl	GB Haddock	2447	1,539	-37%
	GOM Haddock	183	156	-15%
Small-Mesh	GB Yellowtail Flounder	2	1.5	-26%
Other Sub-components – Large-Mesh Non-Groundfish <sup>1</sup>	SNE/MA Windowpane Flounder	196	177	-10%

<sup>1</sup>The value for Other Sub-components for SNE/MA Windowpane Flounder includes the other sub-component value for Large-Mesh Non-Groundfish Trawl Fisheries.

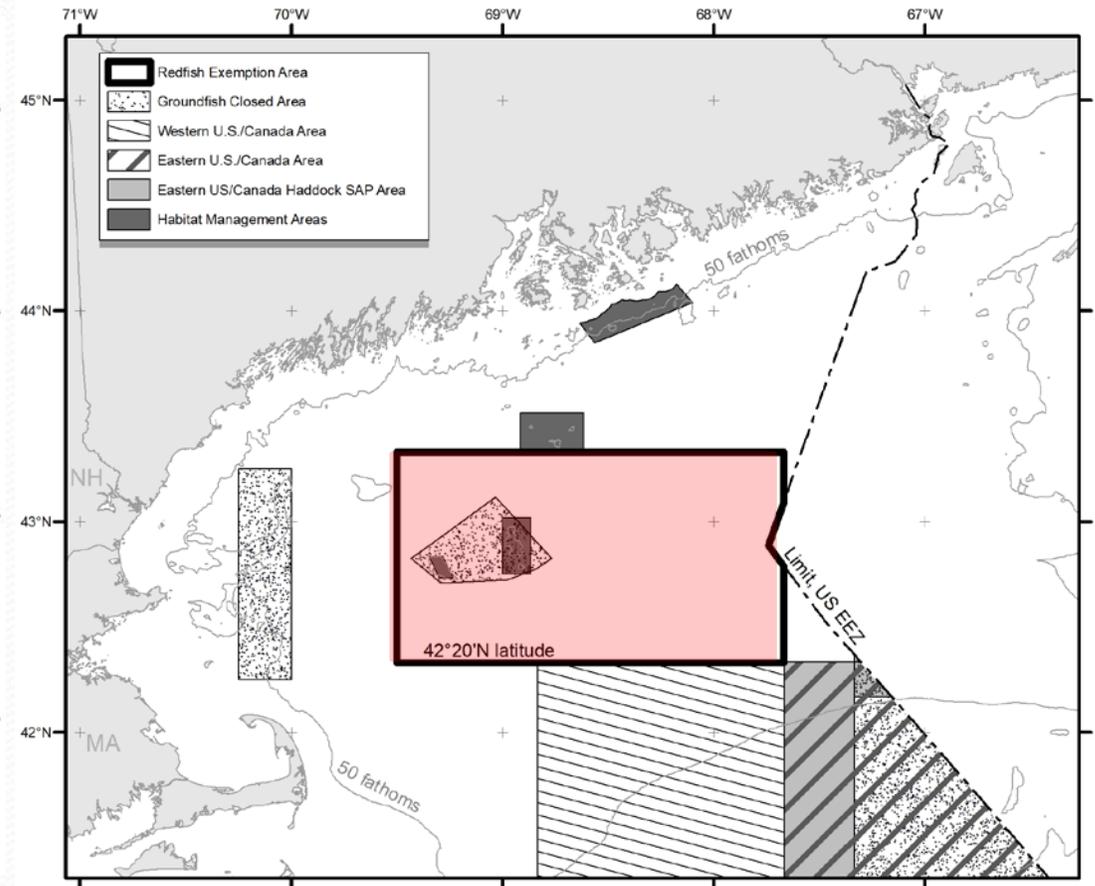
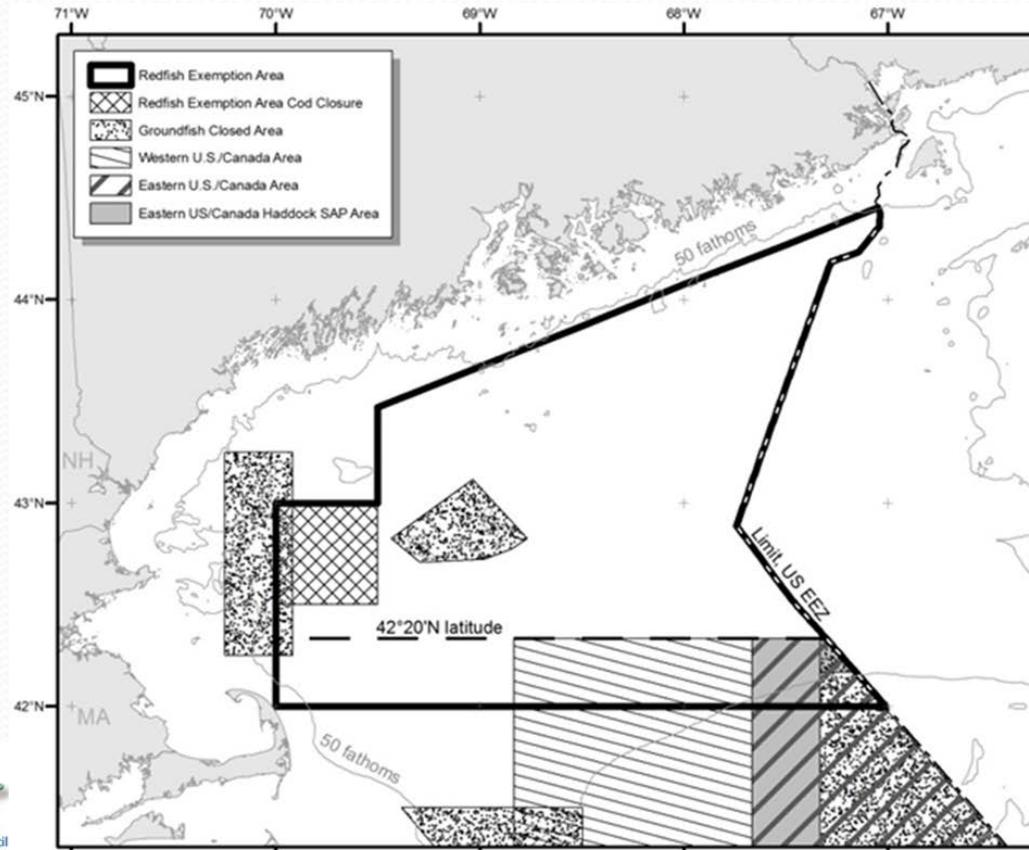
# For Today

Make recommendation on final action for Actions 1-3.

# 4.4 Action 4 - Redfish Sector Exemption - Background

- Modifies the 2015 boundaries of the sector exemption area
- Changes gear stowage requirements

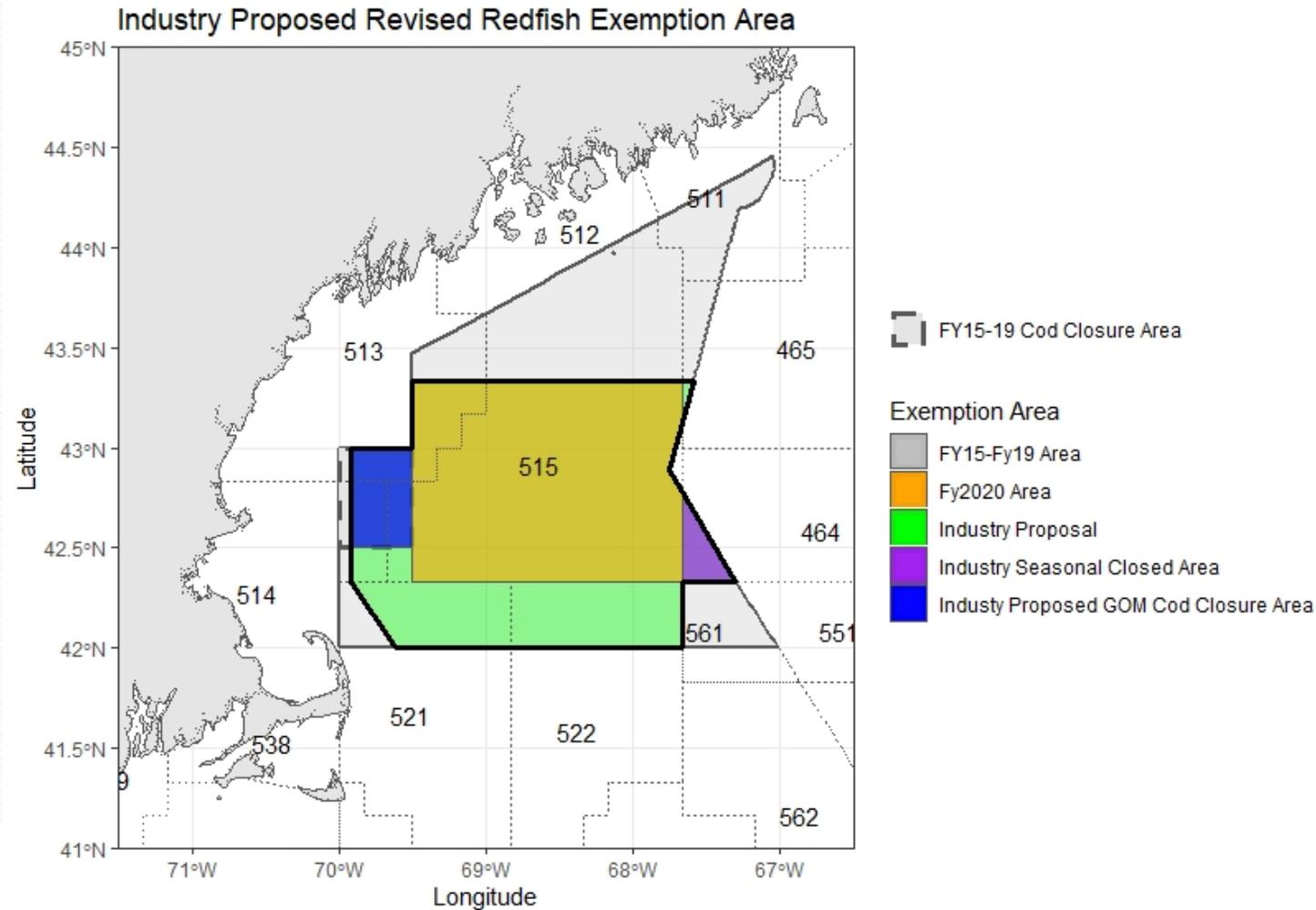
**FY2020**



# Redfish Sector Exemption- Requirements

- Vessels
  - May fish with a 5.5-inch (14.0-cm) codend
  - Subject to standard at-sea monitoring coverage, and
  - Required to fish in the Redfish Exemption Area
- Sectors
  - Required to meet a 50% redfish landings threshold, and
  - Discards on observed trips may not exceed 5% of the groundfish catch

# Industry Proposed Redfish Exemption Area



- Cod closure – February and March
- Seasonal closure II – September - December

# Industry Proposed Redfish Exemption Area

Additional Performance Standards/ Accountability Measures:

- Performance expectations for the monthly 50% redfish landings threshold:
  - A sector may not fail to achieve the monthly threshold for a) four or more months of a fishing year, or b) three consecutive months in a fishing year.
  - If either limit is breached, the sector will have its use of the redfish exemption program revoked for the remainder of that fishing year (year 1).
  - Additionally, the sector will be placed on a 'probationary' status for the following fishing year (year 2).
- Annual redfish landings threshold of 55%

# Committee Motion

## Meeting on November 4:

“To task the Groundfish Plan Development Team with developing an alternative based on the industry proposal for a universal redfish sector exemption (consulting with Mr. Hank Soule and Mr. Dave Leveille) and conduct analysis on that alternative for inclusion in FW61.”

*Carried 15/0/1.*

# Draft Alternatives Under Consideration

## 4.4 Action 4 – Commercial Fishery Measures for Sectors

### 4.4.1 Alternative 1: No Action

Continue under annual (or biennial) sector exemption approval process

Status quo exemption area: FY 2020

### 4.4.2 Alternative 2: Add a universal sector exemption for redfish, haddock, and pollock

Universal sector exemption in FMP

Approved until future Council action changes the exemption

Area differences from FY 2020 exemption - including seasonal closures

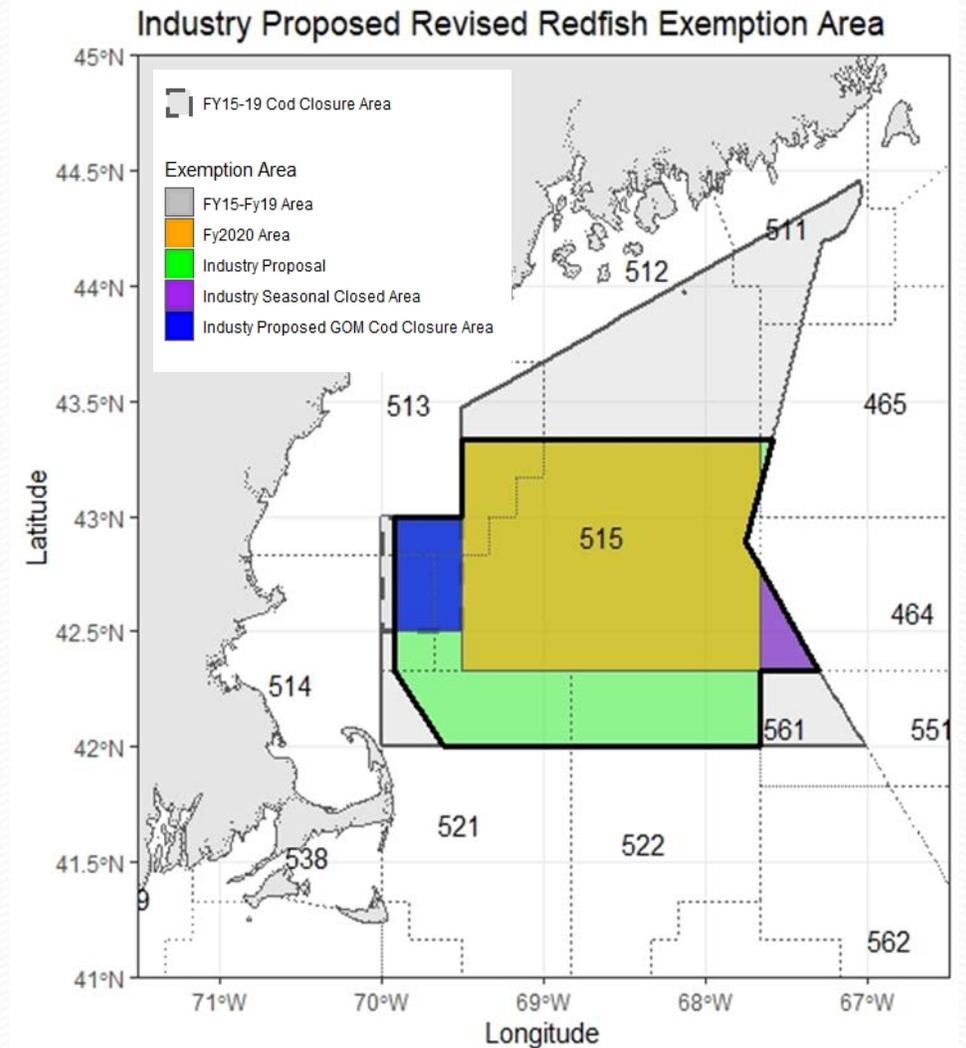
Additional performance standards/accountability measures

# Preliminary Analysis of Industry Proposal

- Data (FY2015-FY2019):
  - VTR reported fishing locations within each area (FY15-19, FY20, Industry Proposal)
  - GARFO DMIS data: sector subtrip level landings & revenue
  - All sector subtrips using between 5.5” but less than 6.5” mesh identified as redfish exemption trips (excluding haddock separator trawl with 6” on GB)
- Aggregated data across 5 years where exemption area and requirements were unchanged

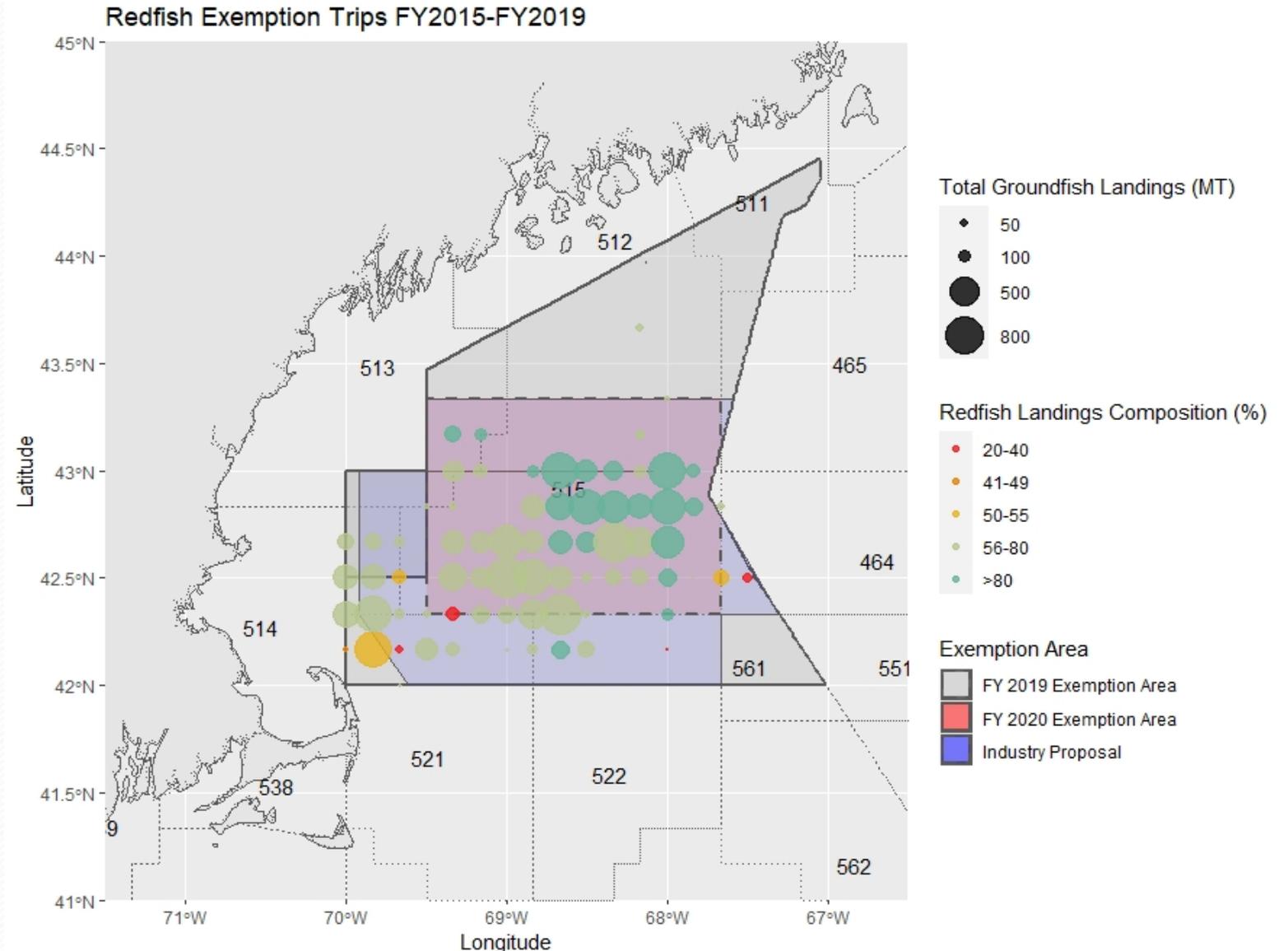
# Preliminary Results

Area	Trips (avg)	Vessels (avg)	RF lbs (millions, avg)	Ex-vessel Revenue (millions \$, avg)
FY19	214	20	7.51	7.05
FY20	159	19	5.46	4.59
Proposal	201	20	6.78	6.13



# Prelim. Results

- Some areas outside of or bordering FY2020 area have lower total proportions of redfish
- Statistical area level results are more reliable than VTR-reported locations

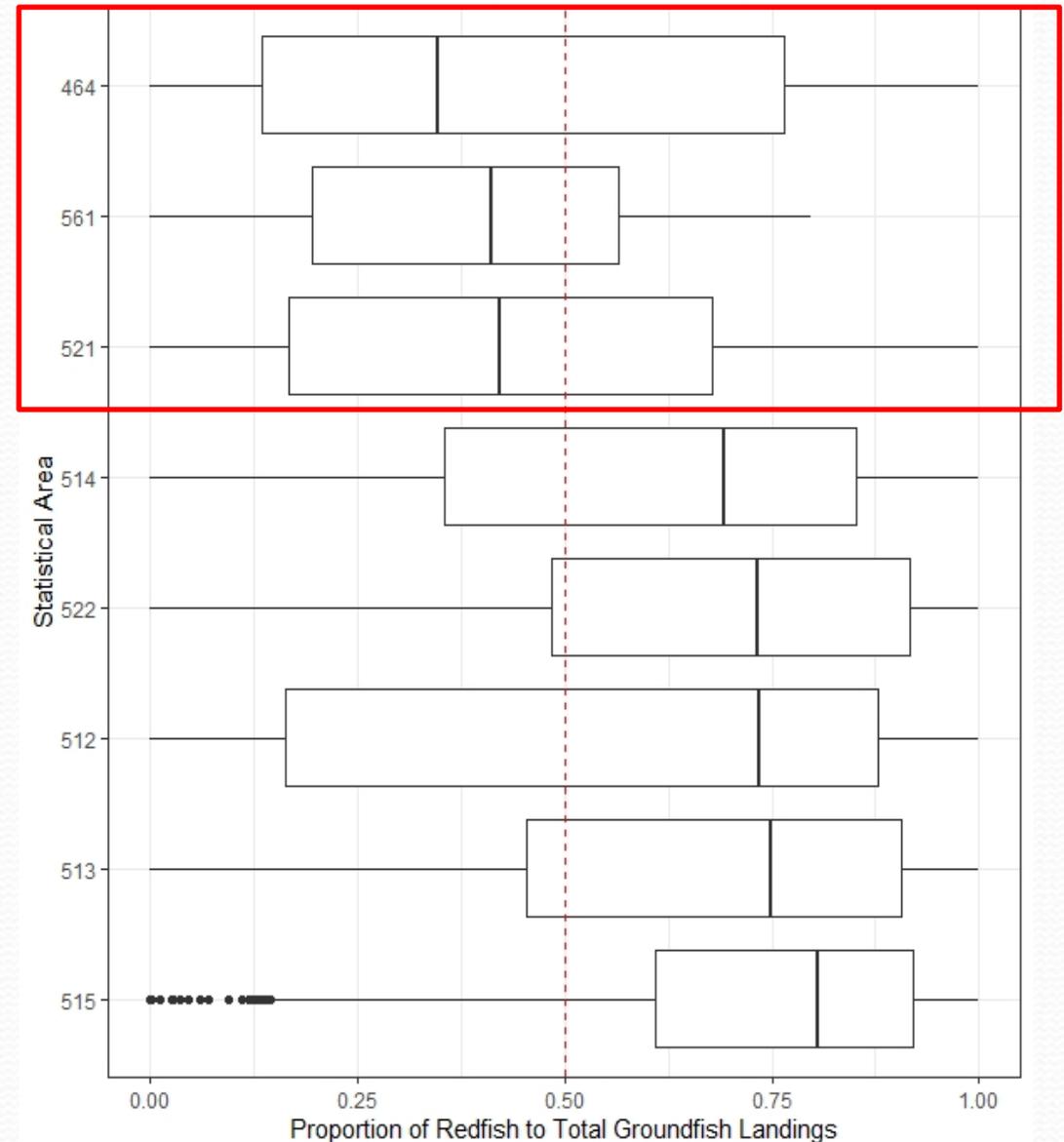


Data aggregated to 10 min squares, limited to squares with >3 vessels

# Prelim. Results

- All subtrips by statistical area fished show:
  - In 464, 561, 521: more than half of trips do not meet 50% redfish threshold

Proportion of Redfish Landings on Sector Subtrips by Statistical Area



# Prelim. Results

- What stocks contribute to lower redfish ratios?
  - Pollock (SA 464- 60% of landings)
  - GB haddock (SA 521- 30%-40% of landings)
  - GOM haddock (521, 514, 515- 15-20% of landings)
- Other considerations:
  - Relatively high catches of white hake, GOM/GB cod in some proportions of industry proposal compared to FY 2020 area

# PDT Considerations

See PDT memo to Committee re FW61 universal sector exemption for redfish, haddock, and pollock for *Additional PDT Considerations*.

Questions related to administrative aspects of a universal sector exemption, specifically, regarding the performance standards and accountability measures. The PDT raises additional concerns to consider as well.

# For Today

Discuss the draft alternative for a universal sector exemption for redfish, haddock, and pollock, including PDT considerations; and possibly make additional recommendations.

# Additional Slides

# Background

- REDNET project (2010)
- Sector Exemption first implemented in 2012
- Modifications have been made several times to observer coverage, mesh size, catch monitoring levels

Exemption	Rulemaking	Date	Citation
6.0 inch (15.2 cm) with 100% NMFS-funded coverage	Fishing Year 2012 Sector Operations Final Rule	May 2, 2012	77 FR 26129
4.5 inch (11.4 cm) with 100% NMFS-funded coverage	Fishing Year 2012 Redfish Exemption Final Rule	March 5, 2013	78 FR 14226
4.5 inch (11.4 cm) with 100% Industry-funded coverage	Fishing Year 2013 Sector Operations Interim Final Rule	May 2, 2013	78 FR 25591
6.0 inch (15.2 cm) with standard observer coverage	Fishing Year 2014 Sector Operations Final Rule	April 28, 2014	79 FR 23278
5.5 inch (14.0 cm) with standard observer coverage	Fishing Year 2015-2016 Sector Operations Final Rule	May 1, 2015	80 FR 25143

# Groundfish AP Recommendations

## Meeting on June 9:

The Groundfish Advisory Panel recommends the Committee request to the Council to request that GARFO initiate an Emergency Action for the groundfish fishery in light of COVID-19 measures to immediately reinstate the Redfish Exemption Area back to the FY2019 geographic range.

*(Carried 7/2/0)*

# Groundfish Committee Tasking

## Meeting on June 10:

“The Groundfish Committee tasks the Groundfish Plan Development Team to look at the data used by GARFO to modify the redfish exemption area and report back to the Council at the June Council meeting.”

*Carried* by unanimous consent, without objection.

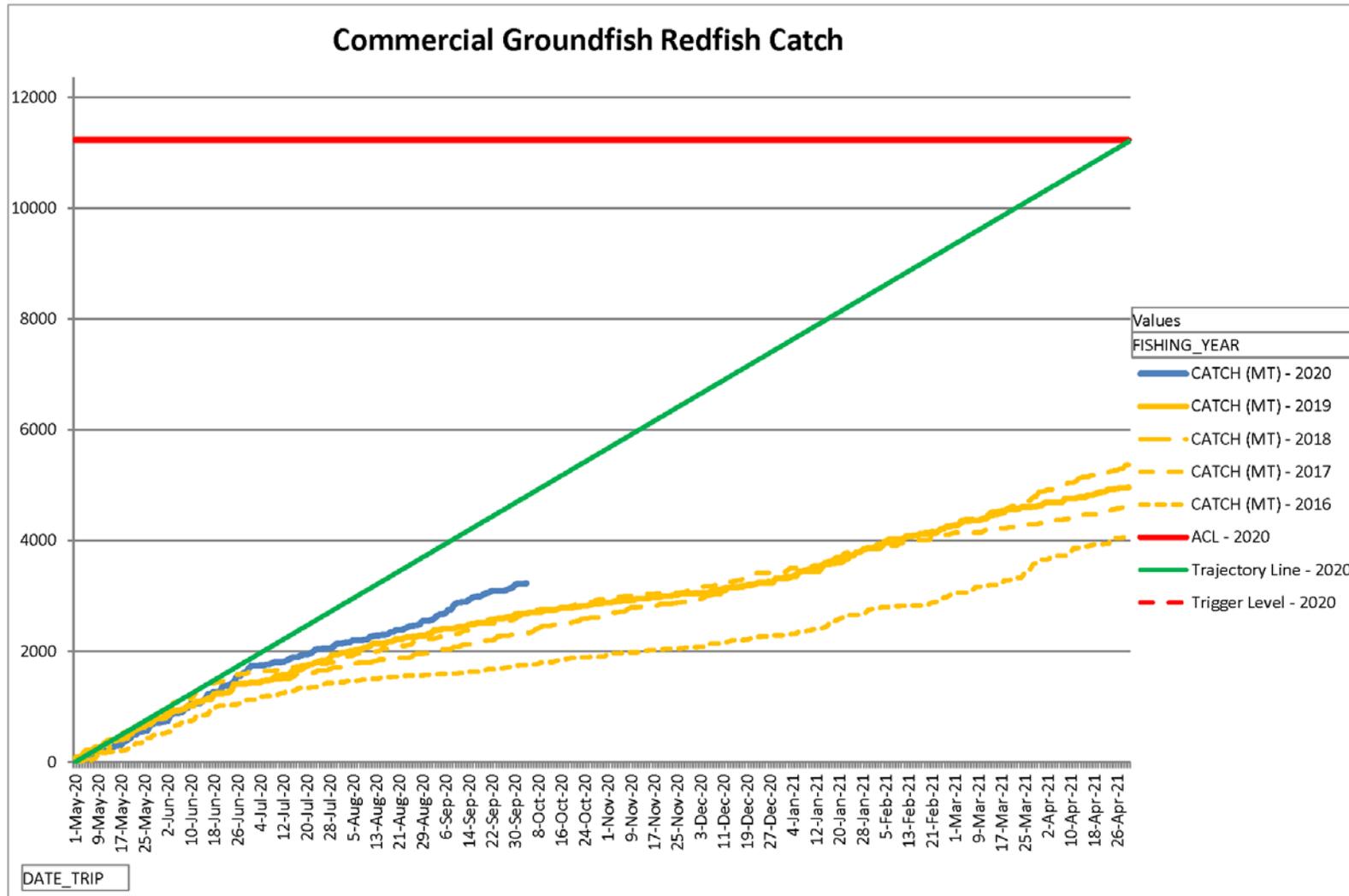
# PDT Discussion

- On June 17, the Groundfish PDT received a presentation by GARFO staff on the redfish area exemption analysis in order to better understand the approach and data used.
- PDT Feedback:
  - Comparison of only redfish-declared trips to the completed analysis would be helpful.
  - Additional maps adjusted for confidentiality showing where redfish targeted (observed) hauls have occurred and additional statistics may be informative (but may not show a different conclusion).
  - The PDT did not draw conclusions of the analysis. A written, methodological summary document prepared by GARFO would facilitate deeper review, if a more detailed evaluation of the analysis is requested by the Council for the PDT to review.

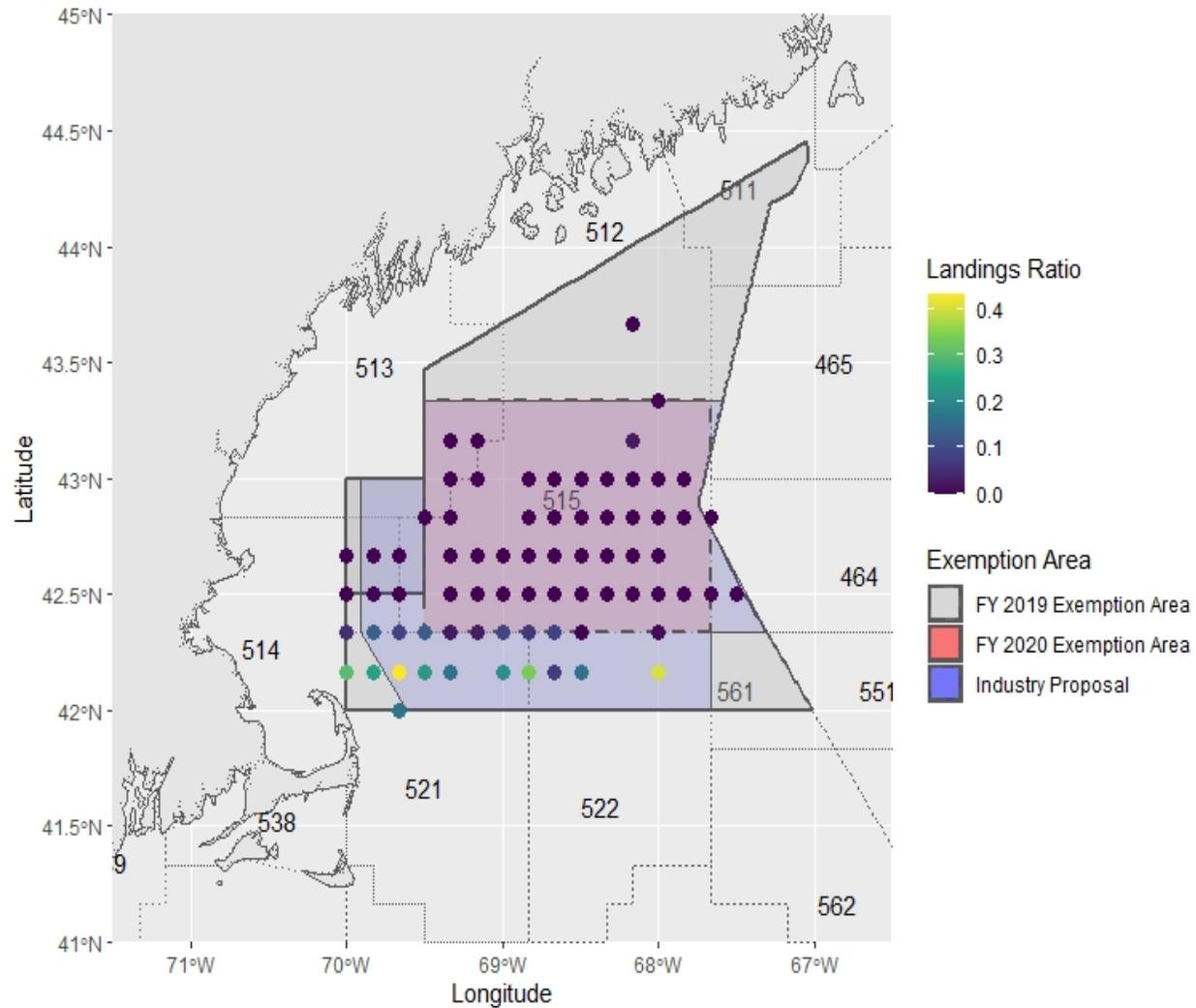
# From PDT memo to SSC re OFLs/ABCs

Year	Catch	Historical OFLs	Historical ABCs
2010	1,850	9,899	7,586
2011	2,227	10,903	8,356
2012	4,196	12,036	9,224
2013	3,964	15,468	10,995
2014	5,097	16,130	11,465
2015	5,044	16,845	11,974
2016	3,926	13,723	10,338
2017	5,266	14,665	11,050
2018	4,568	15,451	11,552
2019	5,380	15,640	11,785
2020		15,852	11,942

# From PDT memo to SSC re OFLs/ABCs

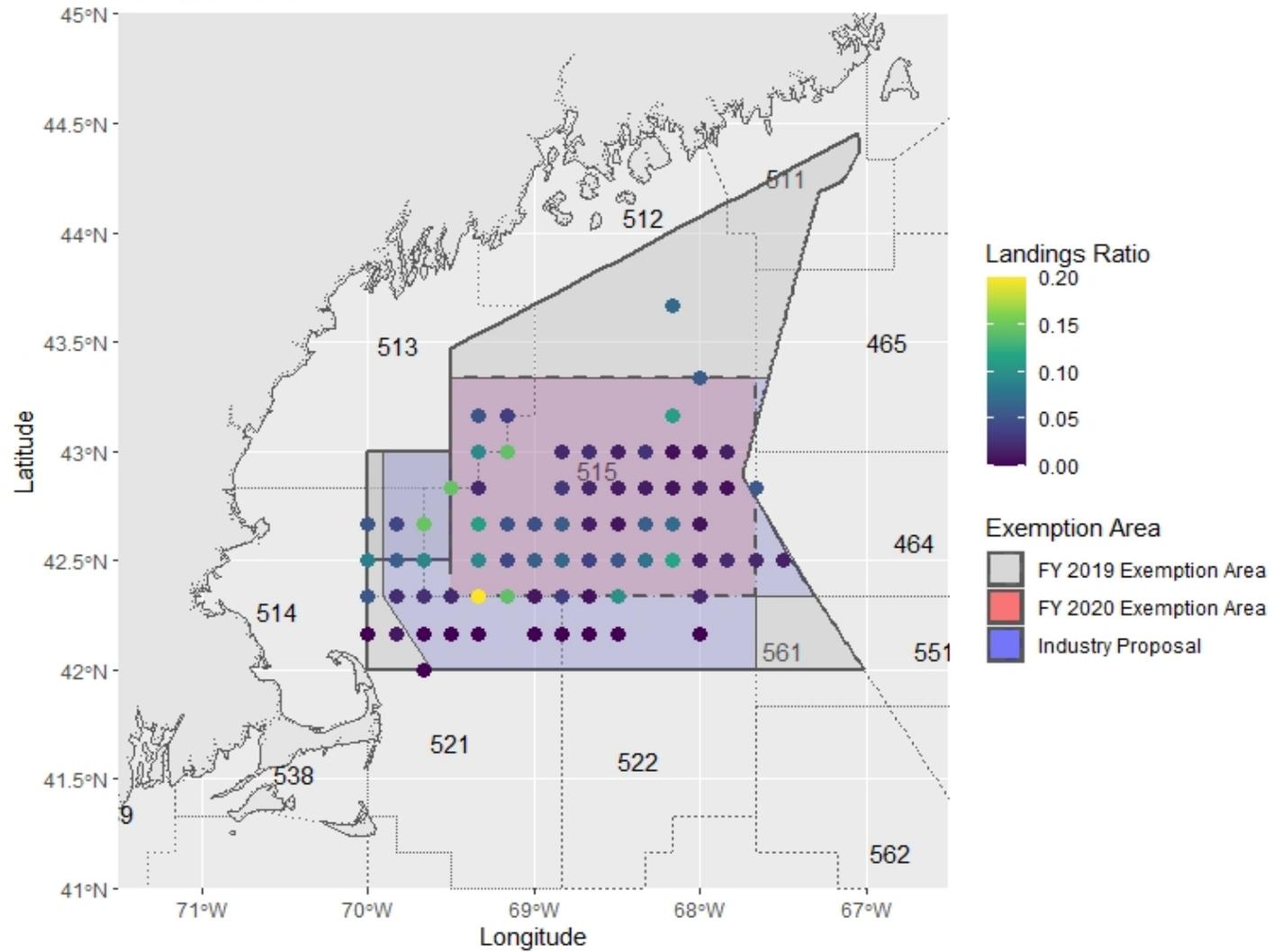


### Western GB Haddock to Redfish Landings Ratios FY2015-FY2019



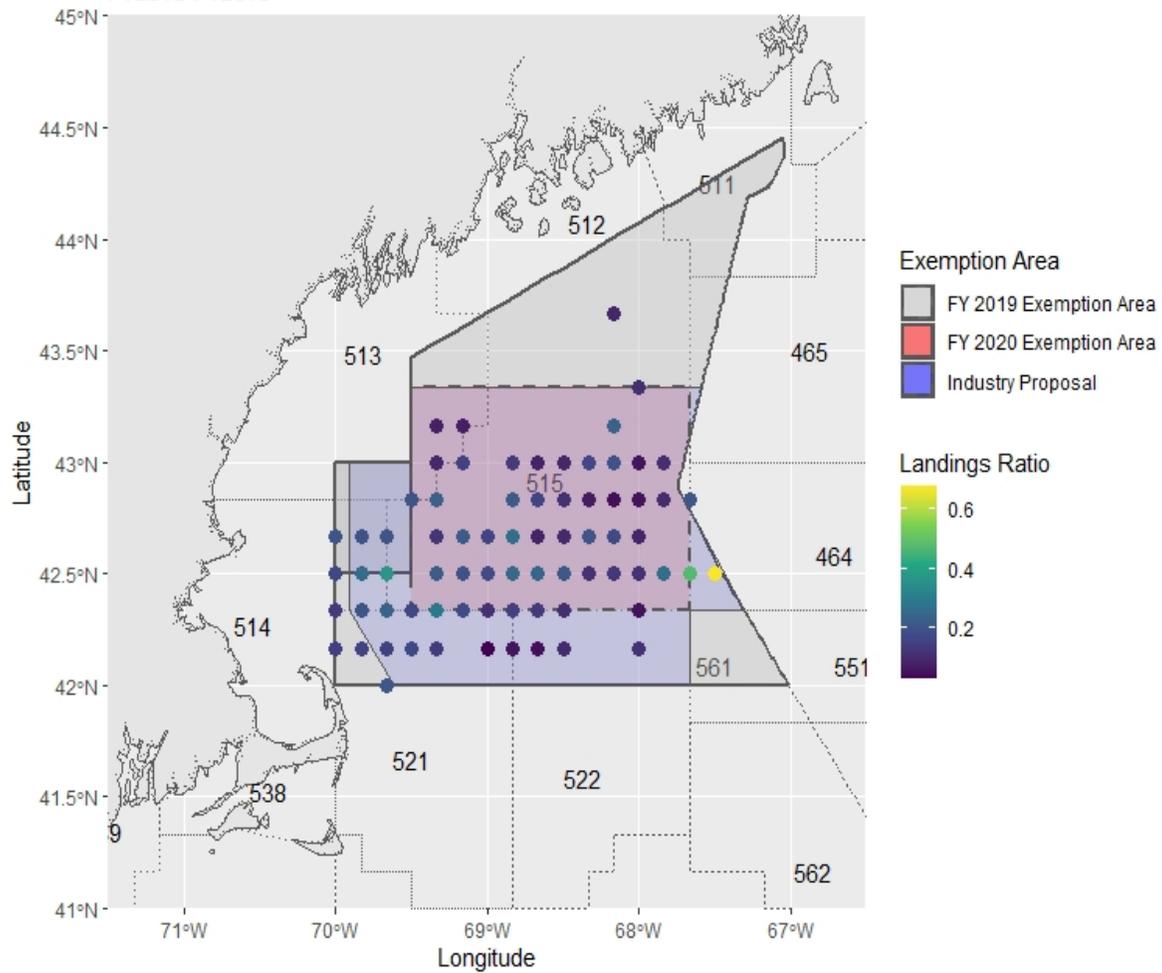
## GOM Haddock to Redfish Landings Ratios

FY2015-FY2019



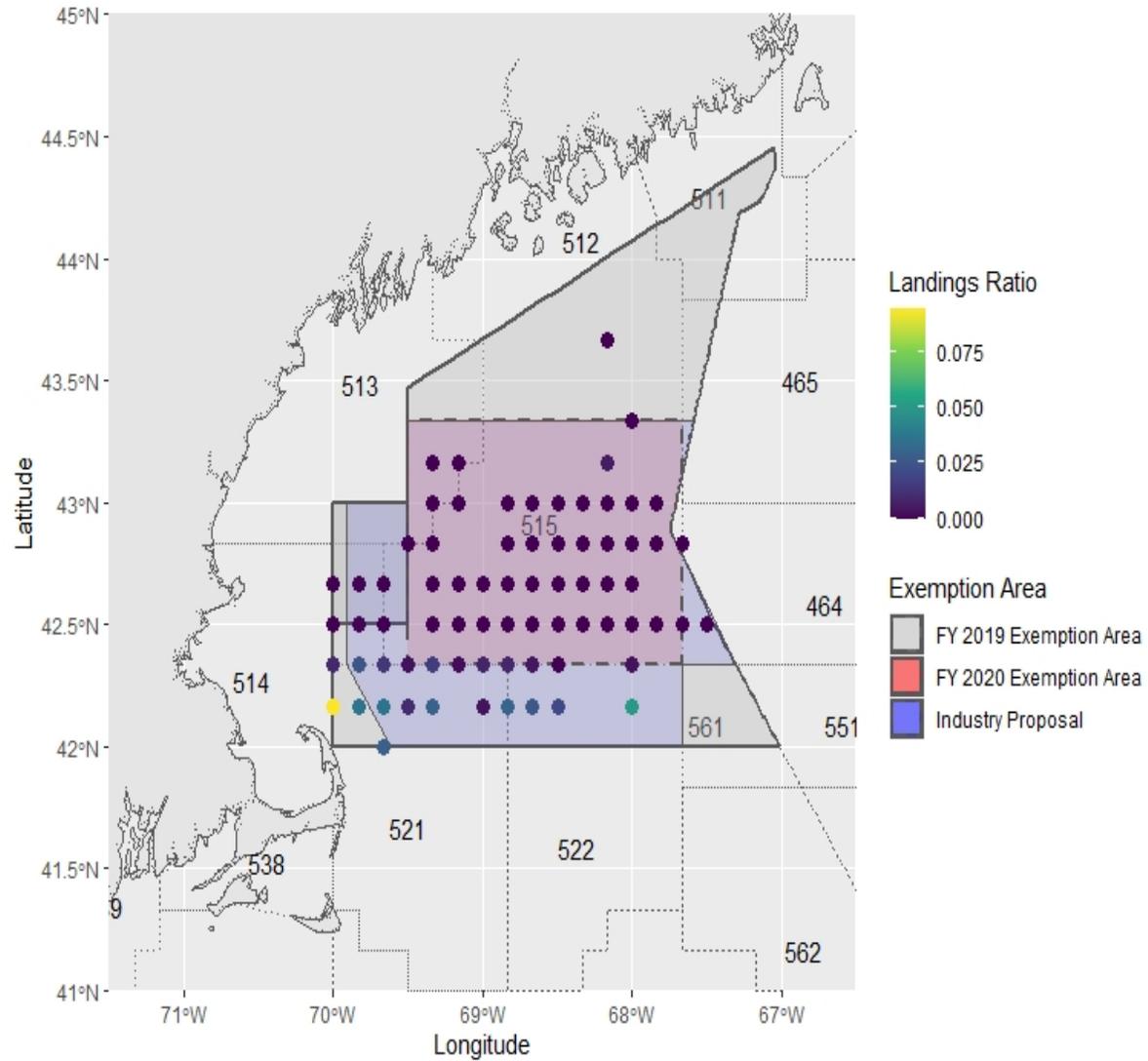
### Pollock to Redfish Landings Ratios

FY2015-FY2019

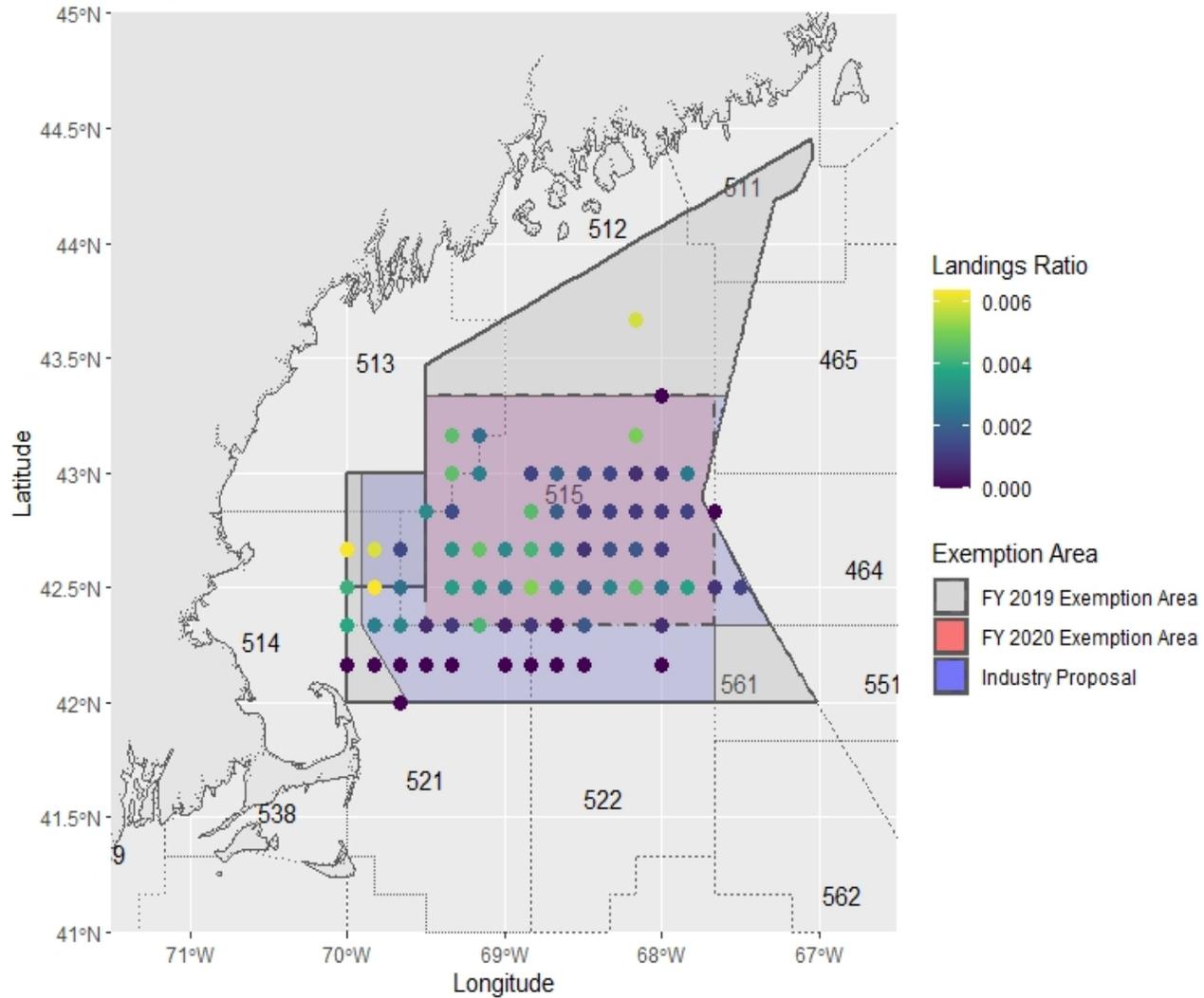


# Western GB Cod to Redfish Landings Ratios

FY2015-FY2019



### GOM Cod to Redfish Landings Ratios FY2015-FY2019



# White Hake to Redfish Catch Ratios

FY2015-FY2019

