

DECISION DOCUMENT

for

Industry-Funded Monitoring Amendment

HERRING COVERAGE TARGET ALTERNATIVES

**New England Fishery Management Council Meeting
April 19-21, 2016**

**Refer to Discussion Document - Herring Coverage Target Alternatives
(March 2016)**

HERRING COVERAGE TARGET ALTERNATIVES	
Objective: The herring coverage target alternatives would address: (1) accurate estimates of catch, including retained and discarded catch; (2) accurate estimates of incidental catch for which catch caps apply (i.e. haddock, river herring, and shad); and (3) affordable monitoring for the herring fishery. <i>Refer to Introduction - Discussion Document, page 4.</i>	
Alternatives Under Consideration	<p>Description:</p> <p>Herring Alternatives 2.1-2.4 – May choose one of these four alternatives.</p> <p>Herring Alternatives 2.5 and 2.6 – May choose either alternative. Selection of Herring Alternative 2.5 or 2.6 is necessary in order to apply the same level of monitoring coverage within the Groundfish Closed Areas. Herring Alternatives 2.5 may be chosen alone, but Herring Alternative 2.6 must be chosen along with one of the Herring Alternatives 2.1-2.4.</p> <p>Note: There are five non-compulsory sub-options for consideration as well, which may be selected for any of the coverage target alternatives, except Alternative 2.5.</p>
Herring Alternative 1	No action. <i>Refer to Discussion Document, page 7-8.</i>
Herring Alternatives 2.1 - 2.4	<p>Herring Coverage Target Alternatives (choose one):</p> <p>Herring Alternative 2.1 – Would apply 100 percent NEFOP-level observer coverage on Category A and B vessels. <i>Refer to Discussion Document, pages 10-12.</i></p> <p>Herring Alternative 2.2 – Would apply at-sea monitor coverage (ASM) on Category A and B vessels. Choose an at-sea monitor coverage target (25%, 50%, 75%, or 100%). <i>Refer to Discussion Document, pages 12-14.</i></p> <p>Herring Alternative 2.3 – Would apply a combination of monitoring coverage based on permit category or gear type:</p> <ul style="list-style-type: none"> • Would apply ASM coverage on Category A and B vessels using purse seine and small mesh bottom trawl gear. Choose an at-sea monitor coverage target (25%, 50%, 75%, or 100%). <i>Refer to Discussion Document, pages 14-15.</i> • Would apply the use of an electronic monitoring and portside sampling coverage on midwater trawl vessels. For electronic monitoring, choose whether the video footage is collected throughout the duration of the trip or only during haul-back; choose a review rate of footage (50% or 100%). For portside sampling, choose a portside sampling rate of 50 percent or 100 percent. <i>Refer to Discussion Document, pages 15-21.</i> <p>Herring Alternative 2.4 – Would apply the use of an electronic monitoring system and portside sampling of catch on midwater trawl vessels. <i>Refer to Discussion Document, pages 21-22.</i></p> <ul style="list-style-type: none"> • Electronic Monitoring: choose whether the video footage is collected throughout the duration of the trip or only during haul-back; choose a review rate of footage (50% or 100%). • Portside Sampling: choose a portside sampling rate of 50 percent or 100 percent. <p>If NMFS funding is not sufficient to support the administration of these alternatives, then fishing effort would be reduced to match available monitoring levels in a given year, unless a coverage target waiver (Sub-Option 1) was selected.</p> <p>If the appropriate type of monitoring coverage was not available to cover a specific herring trip due to logistics, then that vessel would be unable to participate in the herring fishery on that trip, unless a coverage target waiver (Sub-Option 1) was selected.</p>

<p>Herring Alternatives 2.5 - 2.6</p>	<p>Herring Coverage Target Alternatives 2.5 and 2.6 (may choose one):</p> <p>Herring Alternative 2.5 – Would apply 100 percent NEFOP-level observer coverage on midwater trawl vessels fishing in Groundfish Closed Areas. Alternative 2.5 may be selected in conjunction with one of the alternatives described above (Alternatives 2.1 through 2.4). Sub-options 1 through 5 do not apply to this alternative. <i>Refer to Discussion Document, pages 22-24.</i></p> <p>Herring Alternative 2.6 – Combination coverage on midwater trawl fleet fishing in Groundfish Closed Areas:</p> <ul style="list-style-type: none"> • Would require vessels fishing with midwater trawl gear in the Groundfish Closed Areas to comply with the selected monitoring type(s) specified for the herring fishery in this amendment. Alternative 2.6 must be selected in conjunction with one of the alternatives described above (Alternative 2.1 through 2.4) <p>If the appropriate type of monitoring coverage is not available to cover a specific herring trip inside a Groundfish Closed Area (either due to logistics or a lack of funding), that vessel would be prohibited from fishing inside a Groundfish Closed Area on that trip, unless a coverage target waiver (Sub-Option 1) was selected. <i>Refer to Discussion Document, pages 24-25.</i></p>
<p>Herring Sub-Options 1-5</p>	<p>Sub-Options are all optional (may choose one or more sub-options):</p> <p>Sub-Option 1 – Would allow vessels to be issued waivers to exempt them from industry-funded monitoring requirements, for either a trip or the fishing year, if coverage was unavailable due to funding or logistics. If not selected, fishing effort would be reduced to match the available level of monitoring.</p> <p>Sub-Option 2 – Would exempt a wing vessel pair trawling with another midwater vessel from industry-funded monitoring requirements if the vessel does not carry fish (in other words, only one vessel in the pair trawl operation would carry fish and be subject to monitoring coverage requirements).</p> <p>Sub-Option 3 – Would require that industry-funded monitoring requirements to expire 2 years after implementation.</p> <p>Sub-Option 4 – Would require the Council to examine the results of IFM coverage levels in the herring fishery 2 years after implementation, and consider whether adjustments to the coverage targets are warranted. Depending on the results and desired actions, subsequent action to adjust the coverage targets could be accomplished via a framework adjustment or an amendment to the Herring FMP.</p> <p>Sub-Option 5 – Would exempt vessels that land less than 25 metric tons of herring from industry-funded monitoring requirements.</p> <p><i>Refer to Discussion Document, pages 9-10.</i></p>
<p>Additional Considerations</p>	<ul style="list-style-type: none"> • Consider adding slippage measures to the electronic monitoring/portside sampling alternatives: • Currently, there are slippage restrictions and reporting requirements when an observer is onboard vessels with limited access herring permits. Slippage restrictions and reporting requirements could be extended to vessels with at-sea monitors aboard and EM on trips that are selected for portside sampling. • Clarify whether herring at-sea monitors should collect age samples (i.e. scales and otoliths) and length information. • Refer to Committee's consensus statement below for additional considerations.

<p>Herring Committee Recommendations on Herring Coverage Target Alternatives</p>	<ul style="list-style-type: none"> • Motion (Christopher/Grout): Recommends to the Council that the IFM Amendment be moved forward for public hearings, but that preferred alternatives not be selected for the herring alternatives at this time. <ul style="list-style-type: none"> ○ <i>Rationale:</i> Given the questions and uncertainty discussed today (e.g., electronic monitoring program details) the Committee is not ready to select preferred alternatives at this time. ○ The motion carried on a show of hands (5/2/2). • Consensus Statement: The Committee agreed by consensus that the IFM document should be revised as follows: <u>Clarifications:</u> <ul style="list-style-type: none"> - Include analysis of haddock bycatch outside the Groundfish Closed Areas, for bycatch rate comparison inside the Groundfish Closed Areas. - Improve biological impact analysis to include other quantitative and qualitative analysis (e.g., how past monitoring has affected the CV, coverage levels). - Describe which ports may not be sampled portside, and analyze the impacts of potentially precluding landings. - Tables (on page 65 of discussion document) regarding return to owner information needs some context to allow the public and Committee members to understand the impacts, particularly the differential impacts for those vessels considered outliers in the data. - Clarify in the document whether the RTO information considers amortization (i.e., depreciating value of vessels) <u>Substantive changes:</u> <ul style="list-style-type: none"> - Refine the ASM sampling design and training requirements to better meet the goals identified for the herring coverage target alternatives to improve catch estimation that would inform the catch caps. [This clarification requires input from the Council at the April Council meeting]. - Any ASM option should include monitoring of catch that is retained. - The coverage target percentages currently do not include SBRM coverage, and are described as additive. The Committee supports including SBRM coverage to meet coverage target. - Modify language on portside sampling to state that the rationale for any deviation to the Council-selected target level for portside sampling and EM review rates should be brought before the Council for consideration.
<p>Herring Advisory Panel Recommendations on Herring Coverage Target Alternatives</p>	<ul style="list-style-type: none"> • Motion (O'Neill/Bichrest): The AP recommends, as a preliminary preferred alternative, Alternative 2.3 with a total coverage of up to 25% (including NEFOP and ASM) and a portside sampling rate of up to 50% with sub-option 1 (waiver) and recording of haul back-only with up to 25% video review. <ul style="list-style-type: none"> ○ <i>Rationale:</i> Since the vessel doesn't know when the data will be reviewed, 100% video review is unnecessary. Seiners should not be excluded. There is no need to record video during times of no fishing activity. Waivers are necessary to make the program work. The waiver would apply to all components on the motion. Each gear type sells herring to the same market. The amendment should include the fishery as a whole. One gear type will not be able to charge a higher price to cover the costs. ○ The motion carried on a show of hands (5/1/1). • Motion (O'Neill/Jongerden): The AP recommends, as a preliminary preferred alternative, Alternative 2.6 with sub-option 1. <ul style="list-style-type: none"> ○ <i>Rationale:</i> It's a combination coverage. Allows access to closed areas with coverage. Industry would rather have actual incidental and bycatch numbers rather than assumed numbers. ○ The motion carried on a show of hands. 5/2/0. • Motion (Klyver/O'Neill): The AP recommends sub-options 2, 4, and 5. <ul style="list-style-type: none"> ○ <i>Rationale:</i> #2: It's prudent that we wouldn't need to add more costs to the industry for vessels with no fish being pumped on

	<p>board. #4: It would be good to have an opportunity to review and make adjustments. #5: Do not want to impact smaller vessels that are not bringing in smaller volumes of fish.</p> <ul style="list-style-type: none"> ○ The motion carried on a show of hands (5/0/2).
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Table 1 - Summary of Economic Impacts for Herring Coverage Target Alternatives

Alternatives	Impacts on Fishery Related-Businesses
Herring Alternative 1: No Coverage Target Specified For IFM Programs (No Action)	<ul style="list-style-type: none"> • Low positive impact associated with observer coverage allocated by SBRM • Low negative impact associated with no additional monitoring to reduce uncertainty around catch estimates
Herring Alternative 2: Coverage Target Specified For IFM Programs	<ul style="list-style-type: none"> • Negative impact associated with potential reduction in return to owner (RTO) • Negative impact, if fishing effort is limited by monitoring availability and herring ACLs are not harvested • Low positive impact associated with additional monitoring to reduce uncertainty around catch estimates in the herring fishery • Low negative impact associated with no additional monitoring unless available Federal funding can cover NMFS cost responsibilities • Magnitude of impacts associated with additional monitoring would depend on the type of information collected, amount of coverage, how coverage is allocated, and amount of available Federal funding • Magnitude of impacts associated with selection of Sub-Options • Alternatives 2.1 through 2.3 would likely reduce the ability of vessels with Category A and B herring vessels to participate in the herring fishery if there is no waiver to mitigate a disruption in fishing effort when there is a Federal funding shortfall to meet coverage target level in any particular year.
Herring Alternative 2.1: 100% NEFOP-Level Coverage on Category A and B Vessels	<ul style="list-style-type: none"> • Negative impact associated with potential 44.7%-11.5% reduction in RTO • Negative impact associated with potential 42.2%-5.8% reduction in RTO with 25 mt threshold • Negative impact if fishing effort is limited by monitoring availability and herring ACLs are not harvested • Low positive impact associated with additional information to reduce uncertainty of catch estimates in the herring fishery
Herring Alternative 2.2: ASM Coverage on Category A and B Vessels	<ul style="list-style-type: none"> • Negative impact associated with potential 38.9%-3.0% reduction in RTO • Negative impact associated with potential 36.7%-1.4% reduction in RTO with 25 mt threshold • Negative impact if fishing effort is limited by monitoring availability and herring ACLs are not harvested • Low positive impact associated with additional information to reduce uncertainty of discard estimates in the herring fishery
Herring Alternative 2.3: Combination Coverage on Category A and B Vessels and Midwater Trawl Fleet	<ul style="list-style-type: none"> • Negative impact associated with potential 38.5%-3.0% reduction in RTO • Negative impact associated with potential 36.7%-1.4% reduction in RTO with 25 mt threshold • Negative impact if fishing effort is limited by monitoring availability and herring ACLs are not harvested • Low positive impact associated with additional information to reduce uncertainty of catch estimates in the herring fishery

Herring Alternative 2.4: EM and Portside Sampling on Midwater Trawl Fleet	<ul style="list-style-type: none"> • Negative impact associated with potential 29.1%¹-6.9% reduction in RTO • Negative impact associated with potential 27.5%-2.4% reduction in RTO with 25 mt threshold • Negative impact if fishing effort is limited by monitoring availability and herring ACLs are not harvested • Low positive impact associated with additional information to reduce uncertainty around catch estimates in the herring fishery
Herring Alternative 2.5: 100% NEFOP-Level Coverage on Midwater Trawl Fleet Fishing in Groundfish Closed Areas	<ul style="list-style-type: none"> • Negative impact associated with potential 5.4%-1.0% reduction in RTO • Low positive impact associated with additional information to reduce uncertainty around catch estimates in the herring fishery • Negligible impact associated with changes in fishing effort
Herring Alternative 2.6: Combination Coverage on Midwater Trawl Fleet Fishing in Groundfish Closed Areas	<ul style="list-style-type: none"> • Negative impact associated with potential reduction in RTO • Low positive impact associated with additional information to reduce uncertainty around catch estimates associated with the midwater trawl fleet • Negligible impact associated with changes in fishing effort

¹ Reflects return to owner from Year 2 of Alternative 2.4.