

Groundfish Amendment 18 Draft Action Plan

Council: New England Fishery Management Council

Fishery: Northeast Multispecies FMP

Title of Action: Amendment 18

Scope: accumulation limits, fleet diversity

Problem Statement/Objective of Action:

To address concerns related to the potential for decreased fleet diversity and increased consolidation in the fishery resulting from:

- . Catch shares and currently low catch limits.
- . Increases in catch limits as stocks rebuild in the future.

Goals:

1. Promote a diverse groundfish fishery, including different gear types, vessel sizes, ownership patterns, geographic locations, and levels of participation through sectors and permit banks;
2. Enhance sector management to effectively engage industry to achieve management goals and improve data quality;
3. Promote resilience and stability of fishing businesses by encouraging diversification, quota utilization and capital investment.
4. Prevent any individual(s), corporation(s), or other entity(ies) from acquiring or controlling excessive shares of the fishery access privileges.

Likely Range of Alternatives:

- No action.
- Accumulation limits.
 - Limit the holdings of PSC on an individual stock or aggregate basis.
 - Limit the holdings of permits.
- Fleet diversity measures.
 - Allow in-season U.S./Canada TAC trading of sector sub-ACL or sector ACE.
 - Create Handgear A fishery (e.g., sub-ACL).
 - Address concentrations of effort in inshore Gulf of Maine.
- Other
 - Allow ACE trading data to be non-confidential.

Type of NEPA Analysis Expected (CE/EA/EIS):

This action is expected to require an Environmental Impact Statement.

Type of ESA Consultation Expected (Informal/Formal):

This action is expected to have an informal ESA consultation.

Plan Development Team Membership and Other Individuals:

| | Organization | Name | Responsibility |
|------------------------------|--|-----------------------|--|
| Plan Development Team | NEFMC | Jamie Cournane | Chair of Groundfish PDT, Groundfish FMP Coordinator. |
| | NEFMC | Rachel Feeny | Primary author of all A18-related documents and meeting materials. |
| | NEFMC | Jonathon Peros | Support with meeting and document needs. |
| | NMFS GARFO Sustainable Fisheries Division | Michael Ruccio | Primary point of contact in NMFS for A18. Identify potential policy, regulatory, and administrative issues during development and review. Support with data needs. |
| | NMFS GARFO Sustainable Fisheries Division | Sarah Heil | Identify potential policy, regulatory, and administrative issues during development and review. Support with data needs. |
| | NMFS GARFO Analysis & Program Support Division | Dan Caless, Ted Hawes | Support data requests. Identify potential monitoring issues during development and review. |
| | NMFS GARFO NEPA | Tim Cardiasmenos | Review document for completeness in terms of NEPA requirements during development and review. |
| | NMFS NEFSC Population Dynamics Branch | Paul Nitschke | Consultation on development of measures and biological impact analyses. |
| | NMFS NEFSC Social Science Br. | Chad Demarest | Complete data requests for the PDT. Economic Impact Analyses. |
| | Maine DMR | Sally Sherman | Consultation on development of measures and data analysis. |
| | Mass. DMF | Steve Correia | Consultation on development of measures and data analysis. |
| | NMFS GARFO Protected Spec. Div. | Danielle Palmer | Consultation on development of measures and impacts on protected resources. |
| Other Individuals | NMFS GCNE | Gene Martin | Consultation on potential legal issues and questions. |
| | NMFS GARFO Habitat Conservation Div. | David Stevenson | Consultation on development of measures and impacts on habitat. |
| | NMFS Enforcement | Tim Donovan | Consultation on development of measures. |
| | NMFS NEFSC Social Science Br. | Anna Henry | Complete data requests for the PDT. Collaborate on Social Impact Analyses. |
| | NMFS NEFSC Fisheries Sampling Branch | Amy Van Atten | Complete observer program data requests for the PDT. Identify potential monitoring/observer program issues during development and review. |
| | US Coast Guard | TBD | Identify potential enforcement issues during development and review. |

PDT Chair: Jamie Cournane
NEFMC Project Manager: Rachel Feeny
GARFO Project Manager: Michael Ruccio

Implementation Team Membership:

| Organization | Name | Responsibility |
|---------------------|-------------|---|
| NMFS GARFO APSD | Ted Hawes | NMFS permit and ownership related information manager?? |
| Others TBD | | |
| | | |

Implementation Team Issues:

- Enforcement: TBD
- Information Resource Management (IRM): TBD
- Statistics: TBD
- Observer Coverage: TBD
- Administrative issues/costs: TBD
- Regulatory clarification/simplification: TBD
- Data Requirements: TBD
- VMS: TBD
- Protected Resources: TBD
- Plan for How to Measure the Effectiveness of the Action: TBD
- Other: TBD

Timeline for Development/Review/Implementation:

| 2010 | |
|----------------|--|
| Jun. 23 | NEFMC vote on four goals that would become A18 goals. |
| Nov. 16 | NEFMC approves 2011 priorities, including preparing an amendment to consider fleet diversity and accumulation cap objectives. |
| 2011 | |
| Apr. 7 | NMFS publishes control date for A18. |
| Jun. 9 | NEFMC holds Accumulation Limits Workshop. |
| Sept. 28 | NEFMC approves A18 scoping document. |
| Dec. 21 | NMFS publishes NOI to prepare and EIS and hold public scoping meetings. |
| 2012 | |
| Mar. 1 | Scoping period closes. |
| Jun. 21 | NEFMC receives summary of scoping comments. |
| 2013 | |
| Mar. 6 | Joint Committee/AP meeting focused on A18. Discuss work to date and fishery performance. List data analysis that would inform A18 development. |
| Mar. 13 | PDT meets to discuss data analysis feasibility. |
| Apr. 16 | Committee meeting. Discussed focusing A18 on accumulation limits. Awaiting further data analysis. |
| Jun. 10 | AP meeting to make recommendations on refining A18 goals and objectives. |
| Jun. 12 | Committee meeting to potentially refine A18 goals and objectives. |
| Jun. 19 | NEFMC revises A18 goals, eliminates objectives. |
| Jul.-Dec. | Develop measures. |
| Aug.-Dec. | Compass Lexecon excessive shares analysis. |
| 2014 | |
| Jan.-Jun. | NEFMC develop measures. |
| June 12-13 | CIE peer review of Compass Lexecon report. |
| June 17-19 | NEFMC partially approves Range of Alternatives (HA measures and US/CA). |
| Late July | CIE peer review reports finalized. |
| Aug.-Sept. | Committee meetings focus on accumulation limits and inshore GOM measures. |
| Sept. 30-Oct.2 | NEFMC approves remaining Range of Alternatives. |
| Oct.-Dec. | Revised NOI, PDT develop DEIS, analyze probable effects. |
| 2015 | |
| Jan. 27-29 | NEFMC approves DEIS with range of alternatives, selects preferred alternatives. |
| Mar. 1 | DEIS accepted by NMFS. |
| Apr. 1 | EPA approves DEIS and issues NOA that DEIS is available. |
| Apr. - May | DEIS 45-day public comment period. |
| June 16-18 | NEFMC votes on final action. |
| Aug 1 | FEIS submitted to GARFO. |
| Aug. 6 Dec. | EIS review, revisions, final submission, and deeming of proposed regulations. NMFS publishes NOA. 60-day public comment period. |
| 2016 | |
| January | Continue review/comment period. |
| May 1 | Possible implementation of measures. |

Worksheet 1: Timeline of Actions

See timeline for all Groundfish actions.

Worksheet 2: PDT Resources

Note: These are the PDT resources anticipated from May 2014 forward.

| A18 Goals/ Measures | Specific needs | Primary PDT Participation | Start Date | End Date | Duration |
|---------------------------------|---|--|----------------------------|---|------------|
| Accumulation limits | Narrow range of PSC alternatives | Rachel, Chad | May 1, 2014 | June 2, 2014 (complete) | 1 month |
| | Refine entities to which alternatives apply | Rachel, Chad | May 1, 2014 | June 2, 2014 (complete) | 1 month |
| | Conduct and finalize fleet diversity analysis | Chad, other SSB staff | June 2013 (and earlier) | December 2014 (ongoing) | 19 months |
| | Input on impacts of PSC caps on divestiture, buybacks, sales, etc. | Rachel, Mike, Chad, Anna, Willie | July 1, 2014 | July 28, 2014 (complete) | 1 month |
| | Analyze alternatives | Rachel, Jamie, Mike, Chad, Anna, Danielle | October 2014 | December 2014 (not started) | 3 months |
| U.S./CA trading | Analyze alternatives | Rachel, Jamie, Sarah, Danielle, Mike | July 1, 2014 | December 2014 (ongoing) | 6 months |
| | Revise NOI | Rachel, Mike, Tim, Sarah | October 2014 | November 2014 (not started) | 2 months |
| HA fishery | Analyze alternatives | Rachel, Jamie, Jonathon, Mike, Willie, Danielle, Paul, Steve | July 1, 2014 | December 2014 (ongoing) | 6 months |
| Inshore/ Offshore | Compile/provide data on historical catch patterns and stock distribution | Rachel, Steve, Paul, Jamie, Chad | July 1, 2014 | Phase I: 7/28/14 Phase II: 9/8/14 (ongoing) | 2.5 months |
| | Develop inshore/ offshore GOM alternatives (boundary, sub-ACLs, gear & time restrictions) | Rachel, Jonathon, Jamie, Steve, Paul, Chad, Anna, Sally, Sarah | May 1, 2014 | Phase I: 7/28/14 Phase II: 9/8/14 (ongoing) | 4.5 months |
| | Revise NOI (if recreational alternatives remain in A18) | Rachel, Mike | October 2014 | November 2014 (not started) | 2 months |
| | Analyze alternatives | Rachel, Jamie, Jonathon, Mike, Chad, Anna, Paul, Jamie, Steve, Danielle | October 2014 | December 2014 (not started) | 3 months |
| Data confidentiality | Develop ACE trading data confidentiality alternatives | Rachel, Mike (w/ Mark Grant) | May 1, 2014 | July 28, 2014 (complete) | 3 months |
| | Analyze alternatives | Rachel, Jamie, Jonathon, Mike, Chad, Anna, Paul, Jamie, Steve, Danielle | October 2014 | December 2014 (not started) | 3 months |
| Affected Environment | Update/augment with background for GOM measures | Rachel, Jamie, Jonathon, Anna, Danielle | July 1, 2014 | December 2014 (ongoing) | 6 months |

Worksheet 3: Implementation

Worksheet (see separate file) is used by the Project Manager at GARFO to track all of the levels of review that must be acquired for the action.

Version Control:

| Version | Date | Author | Change Description |
|---------|------------------|---------------|---|
| 1 | May 28, 2013 | Rachel Feeney | Initial version. Shared among Council staff and primary GARFO contacts (Ruccio, Murphy). |
| 2 | June 13, 2013 | Rachel Feeney | Includes feedback from primary GARFO contacts. |
| 3 | August 20, 2013 | Rachel Feeney | Update timeline and A18 goals. |
| 4 | January 13, 2014 | Rachel Feeney | Update timeline, add Anna Henry to PDT |
| 5 | April 16, 2014 | Rachel Feeney | Update timeline |
| 6 | May 1, 2014 | Rachel Feeney | Update timeline, conform document to Tiger Team action plan format |
| 7 | May 6, 2014 | Rachel Feeney | Includes feedback from GARFO project manager |
| 8 | June 10, 2014 | Rachel Feeney | Update timeline |
| 9 | June 26, 2014 | Rachel Feeney | Update timeline |
| 10 | July 1, 2014 | Rachel Feeney | Remove Kevin Madley on list of other individuals. Add Danielle Palmer to PDT. Update Worksheet 2. |
| 11 | July 17, 2014 | Rachel Feeney | Update Worksheet 2. |
| 12 | July 28, 2014 | Rachel Feeney | Update Worksheet 2. |