

Northeast Multispecies (Groundfish)

Draft Amendment 23/Groundfish Monitoring

Council Staff

Council Meeting
January 29, 2020
Portsmouth, NH



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For Today

Review draft analysis and potentially select preliminary preferred alternatives – **POSSIBLE MOTION(S)**

Draft Amendment 23

- 3a. Part I – Sections 1-5 and Section 8
Background, Alternatives, Glossary of key terms
- 3b. Part 2 – Section 6 - Affected Environment
- 3c. Part 3a – Section 7 – Biological and Physical Impacts
- 3d. Part 3b - Section 7 – Economic and Social Impacts
- 3e. Part 4 – Appendices
- 3f. Draft decision document

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A23 Timeline - Milestones

Date	Action
January 29, 2020	Review and approve Draft A23 for public comment, potentially select preliminary preferred alternatives.
Spring 2020	Public Comment Period and Public Hearings.
Mid June 2020	Committee meeting - review public comments and recommend final recommendations.
June 24, 2020	Final action on A23.
Fall 2020	Public Comment Period on A23 proposed rule.
Winter 2021	NMFS final decision on A23 and final rule published.

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A23 Goals and Objectives

Goals of the Groundfish Monitoring Program

1. Improve documentation of catch
2. Reduce cost of monitoring
3. Incentivize reducing discards
4. Provide additional data streams for stock assessments
5. Enhance safety of monitoring program
6. Perform periodic review of monitoring program effectiveness.

Goal of Amendment 23

Goal – Maintain current goals but better address **Goal #1: *improve documentation of catch (or catch accounting)***.

Objectives – 1) determine total catch and effort; 2) achieve coverage level sufficient to minimize effects of potential monitoring bias to the extent possible while maintaining as much flexibility as possible to enhance fleet viability.

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Some identified issues in current groundfish monitoring program

1. Unreported / misreported catches;
2. Discrepancies between fishery data sources;
3. Retrospective patterns in assessments, which may be caused in part by missing catch;
4. Observed trips are not representative of unobserved trips;
5. Incentives to illegally discard are greater for certain stocks, and;
6. Lack of an independent verification of landings can and has led to catch reporting conspiracy/collusion between a dealer and a vessel.

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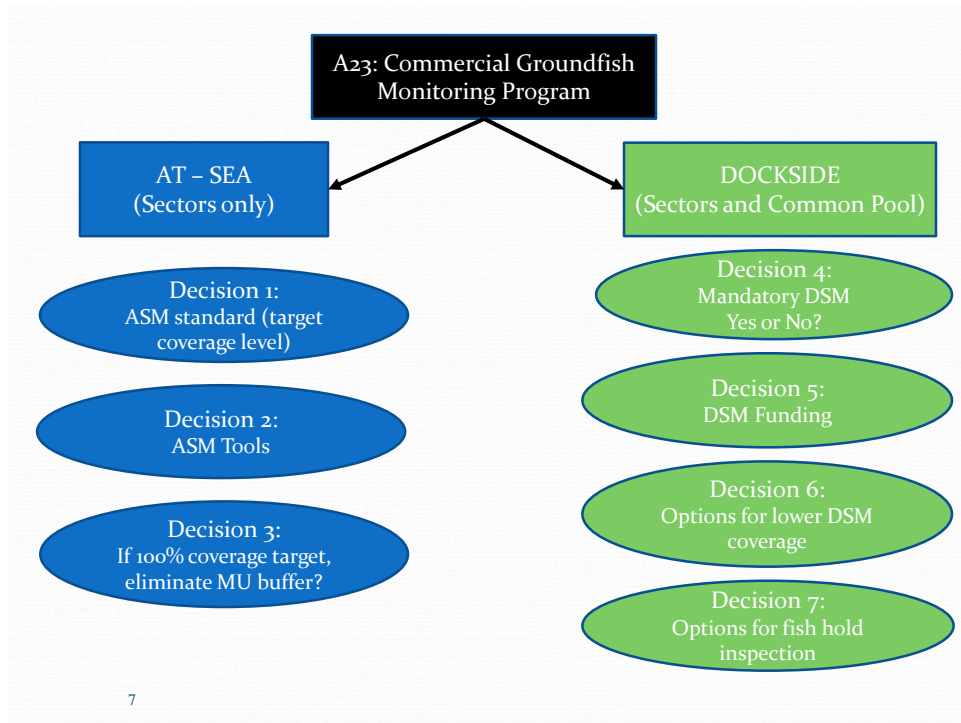
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Decision	Section	Title
1	4.1.1	Sector Monitoring Standards for at-sea monitoring (ASM) (target coverage level)
2	4.1.2	Sector Monitoring Tools for ASM
3	4.5	Management uncertainty buffers for the groundfish fishery (sectors only)
4	4.2.1	Dockside monitoring program (DSM)
5	4.2.2.1	DSM Funding Responsibility
6	4.2.2.3	Options for lower DSM coverage (20%)
7	4.2.2.4	Options for fish hold inspections
8	4.6	Remove commercial groundfish monitoring program requirements for certain vessels
9	4.1.3, 4.1.4 4.1.5 4.3, 4.4 4.2.2.2	Administrative measures for ASM and DSM programs

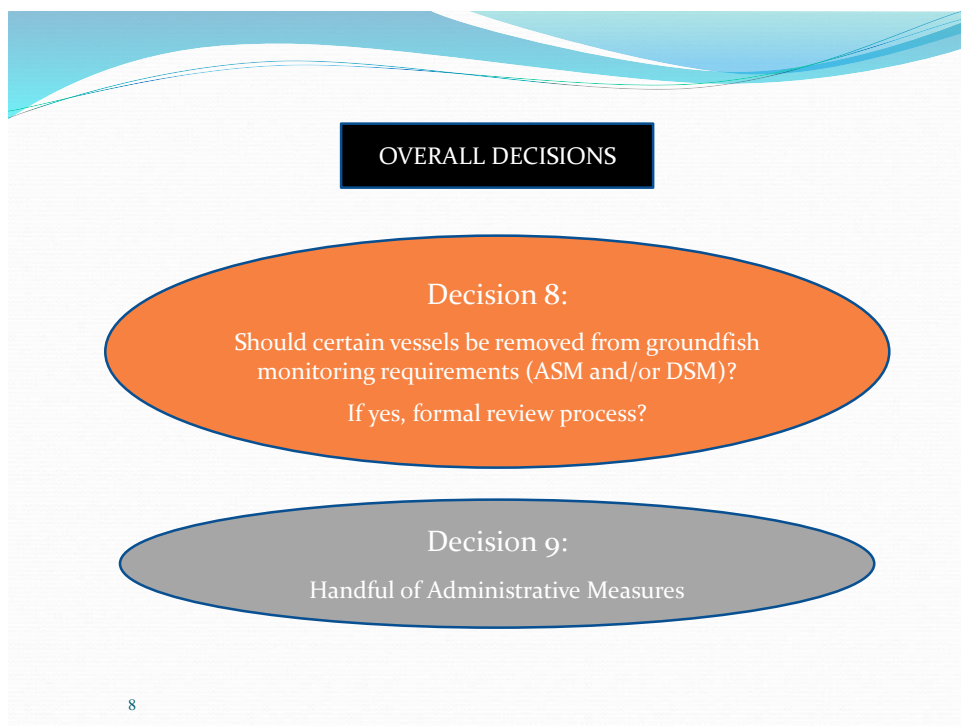
This action does not propose any changes to the federally-funded monitoring program (NEFOP).

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At-Sea Monitoring (Sectors only)

1. ASM Standard (target coverage level) (Sec. 4.1.1)		
No Action (30% CV)	Percentage of trips (25%, 50%, 75%, 100%)	Percentage of catch (25%, 50%, 75%, 100%)

2. Additional ASM Tools (Sec. 4.1.2)		
EM instead of ASM	EM: Audit Model	EM: Max Retention

3. Eliminate Management Uncertainty Buffer, if 100% standard selected (Sec. 4.5)	
No Action (maintain buffers)	Eliminate buffers

Target coverage levels are combined NEFOP and ASM.

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Dockside Monitoring (Sectors and common pool)

4. Dockside Monitoring Program DSM (Sec. 4.2.1)	
No Action (No DSM)	Mandatory DSM

5. DSM Funding (Sec. 4.2.2.1)	
Dealer pays	Vessel pays

6. Lower DSM coverage levels (20%) (Sec. 4.2.2.3)	
Low volume ports	Low volume vessels

7. Fish hold inspections (Sec. 4.2.2.4)		
Inspection by human monitor	Inspection approved by camera	No Inspection- captain affidavit

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Overall (Sectors and/or common pool)

8. Vessels removed from groundfish monitoring requirements (Sec. 4.6)

No Action
(current
exemptions
from ASM
coverage
remain)

West of 72 30 W
(Remove from
ASM or DSM)

West of 71 30 W
(Remove from
ASM or DSM)

Review process
for vessels
removed from
monitoring
requirements

9. Administrative measures

Timing of coverage
level (4.1.3)

Framework items
(4.1.5)

Funding /
operational
provisions (4.4)

Review process for
coverage level
(4.1.4)

Sector reporting
(4.3)

DSM program
administration
(4.2.2.2)

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Draft Decision Document (Doc. #3f)

- Purpose and Need – Goals of A23 (p.1)
- Table 1 – Summary of alternatives (p.2-6)– *see Sec. 4.0*
- Summary of methods for impact analyses
 - Bio and Physical impacts – p.7
 - Econ and Social impacts – p. 8-11
- What is No Action GF Monitoring program (p. 12)
- Table 2 – Summary of impacts – *See Sec. 7.0*
Does not capture everything – high points only

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Biological Impacts - groundfish

High-level impacts

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Biological Impacts – groundfish

- **Approach for groundfish resource**
 - 4 initial analyses prepared to evaluate aspects of groundfish monitoring program. SSC sub-panel reviewed in April 2019.
 - Impact of different coverage rates and bias on groundfish catch.
 - Explored magnitude of potential missing catch (GOM cod example).

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Biological Impacts – groundfish

At-sea monitoring

- No Action - multiple uncertainties with the current system (including observer bias), which have **negative** impacts on groundfish and other species.
- A23 measures - higher levels of at-sea monitoring are expected to have **positive** impacts on groundfish and other species.
 - Short-term - reduce fishing mortality through better catch accounting.
 - Long-term - analytical assessments should improve with better catch data, thus improvements in catch advice and management.
 - Observer bias is expected to continue to be an issue under lower coverage options.

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Biological Impacts – groundfish

Dockside monitoring

- Review of monitoring programs - of the 12 multispecies programs/fleets examined, only the Northeast Multispecies (groundfish) sector program did not have any form of dockside monitoring.
- Of the 11 programs or fleets with dockside monitoring, 5 implemented 100% dockside monitoring.
- Of the 6 remaining, these either monitor their fisheries dockside randomly, or have an annual audit.

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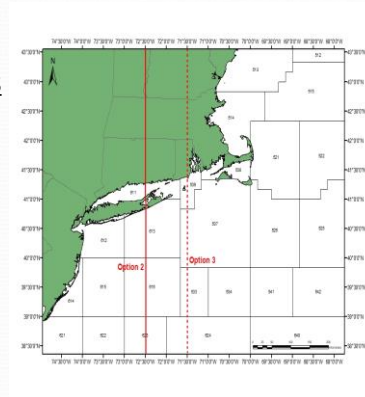
Biological Impacts – groundfish

Management Uncertainty Buffers

- Mixed impacts –
low negative to low positive

Removal of monitoring requirements

- Low groundfish catch, with the exception of SNE stocks
- Option 3 has more negative impacts than Option 2



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Economic Impacts

Overview of High-Level Impacts

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Economic Impacts–Methods

ASM/EM alternatives (sectors only):

- Static costs: FY 18 fleet. No changes in effort or participation
- Dynamic costs: Effort and participation shifts towards efficient operations
- Blended costs: Static and dynamic outcomes across ASM and EM tools

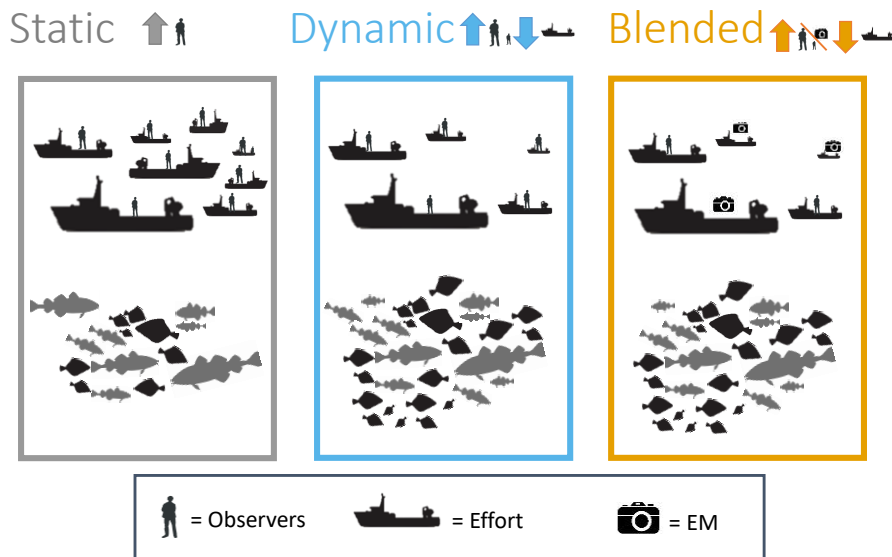
DSM alternatives (sectors and common pool):

- Static costs: FY16-FY18 fleet. No changes in effort or participation

Most alternatives: Compliance and enforceability scores

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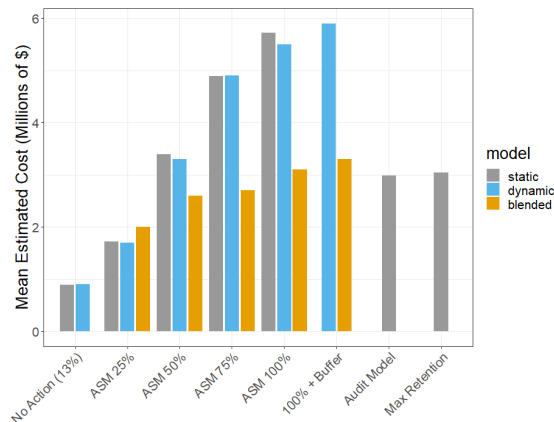


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Economic Impacts– ASM Costs

- **Static:**
 - No Action: **\$0.9 mil**
 - Highest predicted cost at 100% (**\$5.7 mil**)
 - Full EM adoption would decrease costs (**\$3 mil**)
- **Dynamic:**
 - Effort shifts to efficient operations reducing cost (**\$5.5 mil**)
- **Blended:**
 - When vessels choose between EM and ASM costs are minimized (**\$3.2 mil**)

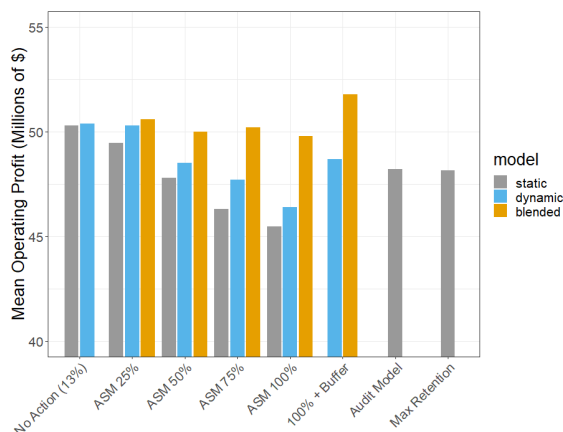


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Economic Impacts– ASM Operating Profits

- **Static:**
 - NA: \$50 mil
 - 100% ASM: Lowest operating profits (**\$45 mil**)
 - EM operating profits : **\$48 mil**
- **Dynamic:**
 - Increases operating profits (**\$46 mil**)
- **Blended:**
 - Highest possible operating profits under 100% coverage (**\$49.8 mil**)
 - Buffer removal increases operating profits (**\$52 mil**)



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Economic Impacts– DSM costs

Fleetwide costs:

- \$0.95 million (3-year average, base estimate)
- \$0.84 to \$1.0 million (lowest and highest estimate)

20% coverage for low volume ports:

- \$0.61 million, 35% reduction
- 1.5% landed GF pounds

20% coverage for low volume vessels:

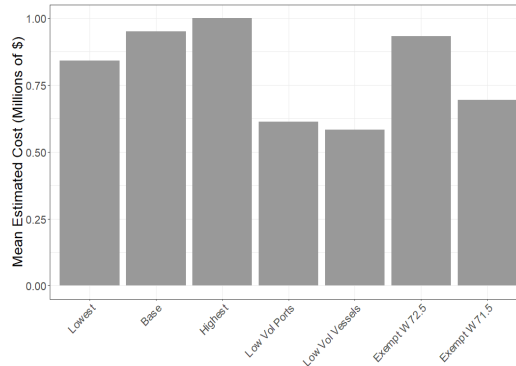
- \$0.58 million, 39% reduction
- 2.3% landed GF pounds

Exempt West of 72.5°

- \$0.87 million

Exempt West of 71.5°

- \$0.63 million



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Conclusions

- Dockside Monitoring:
 - \$0.8 - \$1 mil
 - Lower coverage levels for ports reduces total estimated costs by 35%-39%
 - Exempting effort W 72.5 affects little recent groundfish effort
- At-Sea Monitoring:
 - Static ASM costs: \$1.72-\$5.72 mil
 - Potential cost-savings for EM over ASM, particularly under blended model (44%-60% cost reduction)
 - Operating profits are the most important indicator of economic impacts
 - Eliminating the management uncertainty buffer may increase operating profits above status quo
- Distributional Impacts: Costs not uniform across the fleet
- Compliance and Enforceability scores highlight tradeoffs

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Next Steps

1. Council staff submits Draft Amendment 23 document to NMFS.
2. Council staff will prepare public hearing document and schedule public hearings and comment period.
3. Council takes final action. **JUN**

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This action does not propose any changes to the federally-funded monitoring program (NEFOP).

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Additional slides

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Section 4.1.1

4.1	Commercial Groundfish Monitoring Program Revisions (Sectors only)	
4.1.1	Sector monitoring standards (target coverage level)	
4.1.1.1	Option 1 (No Action)	
4.1.1.2	Option 2 (Fixed total at-sea monitoring coverage level based on <u>% of trips</u>) (25%-100% sub-options)	
4.1.1.2.1		Sub-option 2A (25%)
4.1.1.2.2		Sub-option 2B (50%)
4.1.1.2.3		Sub-option 2C (75%)
4.1.1.2.4		Sub-option 2D (100%)
4.1.1.3	Option 3 (Fixed total at-sea monitoring coverage level based on <u>% of catch</u>) (25%-100% sub-options)	
4.1.1.3.1		Sub-option 3A (25%)
4.1.1.3.2		Sub-option 3B (50%)
4.1.1.3.3		Sub-option 3C (75%)
4.1.1.3.4		Sub-option 3D (100%)

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Section 4.1.2

4.1.2	Sector monitoring tools (options for meeting monitoring standards)
4.1.2.1	Option 1 – EM in place of human at-sea monitors
4.1.2.2	Option 2 – Approve use of Audit model EM
4.1.2.3	Option 3 – Approve use of Maximized retention EM

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Sections 4.1.3 - 4.1.5

4.1.3	Total Monitoring Coverage Level Timing
4.1.3.1	Option 1 (No Action)
4.1.3.2	Option 2 –Knowing coverage level at a time certain
4.1.4	Review process for sector monitoring coverage
4.1.4.1	Option 1 (No Action)
4.1.4.2	Option 2 – Establish review process
4.1.5	Addition to list of framework items

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Section 4.2.1

4.2	Commercial Groundfish Monitoring Program Revisions (Sectors and Common Pool)
4.2.1	Dockside monitoring program (DSM) (Sectors + Common Pool)
4.2.1.1	DSM Option 1 (No Action)
4.2.1.2	DSM Option 2 – Mandatory DSM for entire commercial fishery (100% coverage)
4.2.2	Dockside monitoring program structure and design
4.2.2.1	DSM funding responsibility
4.2.2.1.1	Option A – dealer funded
4.2.2.1.2	Option B – vessel funded
4.2.2.2	DSM program administration
4.2.2.2.1	Option A – contracts with providers
4.2.2.2.2	Option B – NMFS administered

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Sections 4.2.1

4.2.2.3	Options for lower DSM coverage levels (20% coverage)
4.2.2.3.1	Option A –for ports with low volume of groundfish landings
4.2.2.3.2	Option B –for vessels with total groundfish landings in 5 th percentile
4.2.2.4	Safety and liability associated with fish hold inspections
4.2.2.4.1	Option A – DSM fish hold inspections required
4.2.2.4.2	Option B – Approve use of cameras
4.2.2.4.3	Option C – No fish hold inspection, captain signs affidavit

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Section 4.3 – 4.4

4.3	Sector Reporting
4.3.1	Option 1 (No Action)
4.3.2	Option 2 – RA authority to streamline
4.4	Funding/Operational provisions of gf monitoring program
4.4.1	Option 1 (No Action) – Industry pays
4.4.2	Option 2 – Provisions for an increase or decrease in funding
4.4.2.1	Sub-option 2A – Higher coverage levels if NFMS funds available (Sectors Only)
4.4.2.2	Sub-option 2B – Waivers for monitoring requirements allowed (Sectors and Common Pool)

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Section 4.5

4.5	Management uncertainty buffers for the commercial groundfish fishery (Sectors only)
4.5.1	Option 1 (No Action)
4.5.2	Option 2 – Elimination of management uncertainty buffer for sector ACLs with 100% monitoring of all sector trips

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Section 4.6

4.6	Remove commercial groundfish monitoring program requirements for certain vessels fishing under certain conditions
4.6.1	Option 1 (No Action) – maintain existing measures that remove coverage requirements for some vessels
4.6.2	Option 2 – Vessels fishing exclusively west of <u>72°30' W</u> would not be subject to monitoring requirements on trips in that area
4.6.2.1	Option 2A – Remove at-sea monitoring requirement (Sectors only)
4.6.2.2	Option 2B – Remove dockside monitoring requirement (Sectors and Common Pool)
4.6.3	Option 3 – Vessels fishing exclusively west of <u>71°30' W</u> would not be subject to monitoring requirements on trips in that area
4.6.3.1	Option 3A – Remove at-sea monitoring requirement (Sectors only)
4.6.3.2	Option 3B – Remove dockside monitoring requirement (Sectors and Common Pool)

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Section 4.6

4.6	Remove commercial groundfish monitoring program requirements for certain vessels fishing under certain conditions
4.6.4	Review process for vessels removed from commercial groundfish monitoring program requirements
4.6.4.1	Option 1 (No Action)
4.6.4.2	Option 2: Implement a review process

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