

# Scallop Committee Report

## Final Action – Framework 28

**Jonathon Peros, NEFMC Staff,  
Scallop PDT Chair**

**Council Meeting  
Nov. 16, 2016  
Newport, RI**



New England  
Fishery Management Council

# Agenda – FW 28, Specifications

- **Framework Overview and Preliminary Analyses**
- **Measures under consideration**
  - 2.1 – SSC recommendations for OFL and ABC for 2017/2018
  - 2.2 – Northern Gulf of Maine TAC
  - 2.3 – Applying Spatial Management to Spec Setting Process
  - 2.4 – Proration of Allocation to Account for 13 month FY
  - 2.5 – Additional Measures to Reduce Fishery Impacts
  - 2.6 - Possession of Shell Stock Inshore of DAS Demarcation Line



# Framework 28: Purpose and Need

<b>Need</b>
To prevent overfishing and improve yield-per recruit from the fishery
To apply spatial management to the specification setting process
To remove the incentive to circumvent DAS program while possessing and processing in excess of 50 bu of shell stock.

# FW28: Considered and Rejected

- Document 2 – Section 3.0
- **No Council Action Needed**
- **3.1 – Setting Open Area DAS at F=0.48 (Nov. CTE)**
- 3.2 – Mgmt Uncertainty Buffer of LAGC IFQ (Sept. CTE)
- 3.3 – Spatial Management Allocation Ceiling (Sept. CTE)
- **3.4 – Modify CA I Access Area Boundary (Nov. CTE)**
- **3.5 – Allocate CA I Carryover Pounds (Nov. CTE)**
  - Reconvene work on CAI issues in next available action.

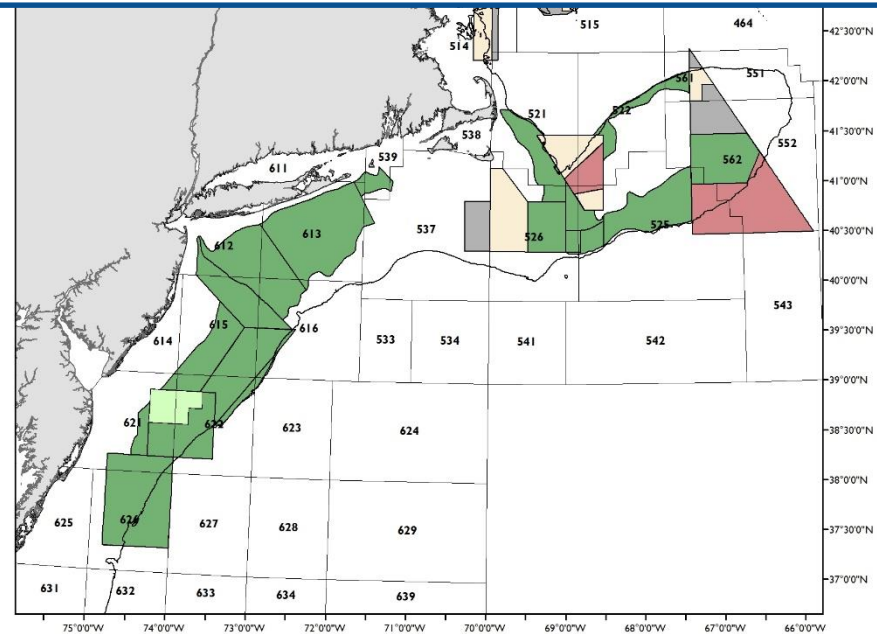
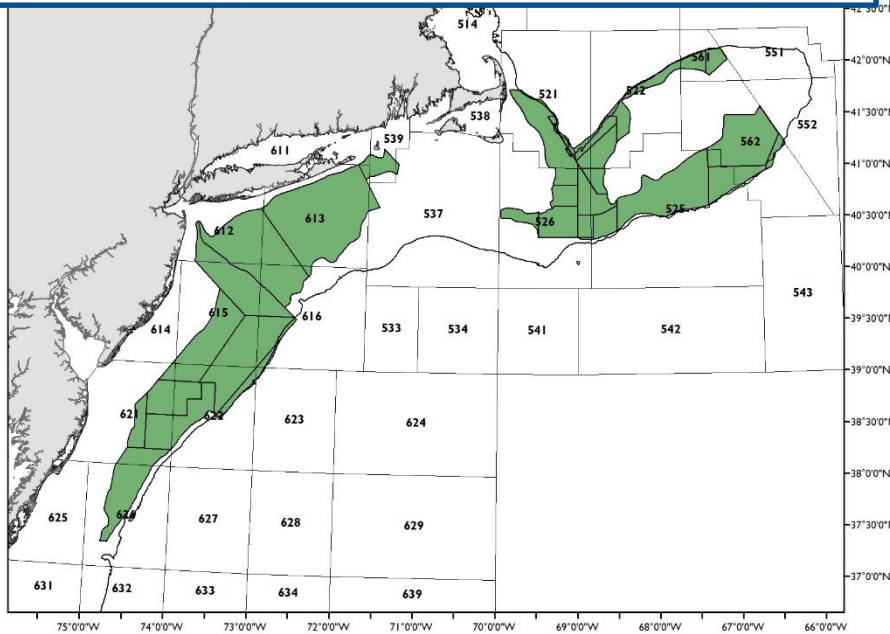


## Section 2.3 - Applying Spatial Management to Specifications Process

- ACLs are based on all areas.
- Projected Landings (PL) are based on exploitable biomass in areas open to the fishery (“Spatial Management”).
- Projected landings are some fraction of the ACL, which varies based on the spatial management of the fishery.
  - Dependent on how much biomass is in closed areas.
- Allocation Split: LA: 94.5%, LAGC IFQ 5.5%
  - AI 1: Projected Landings
  - AI 5: Allocations based on ACL
- Measures in FW28 would not change the existing 94.5%/5.5% approach.

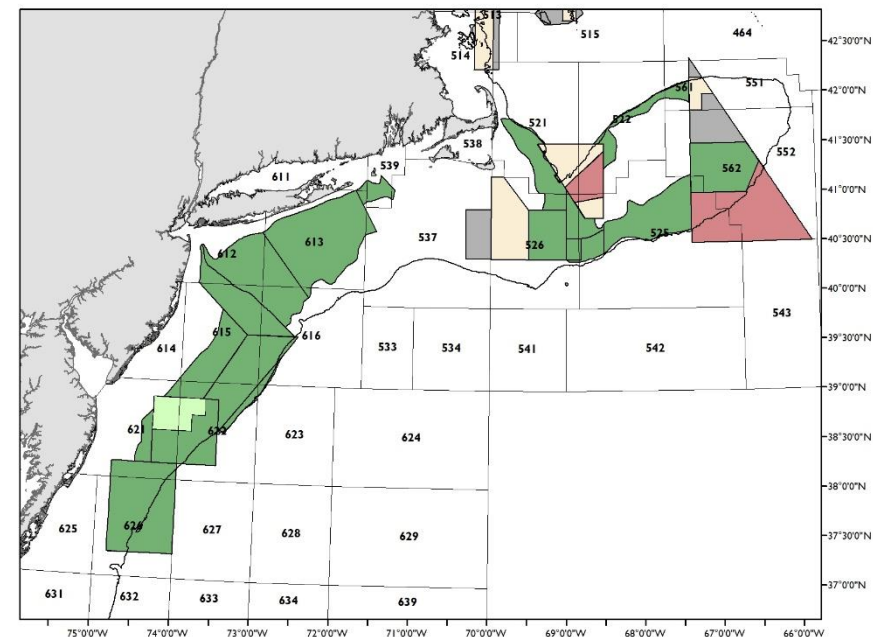
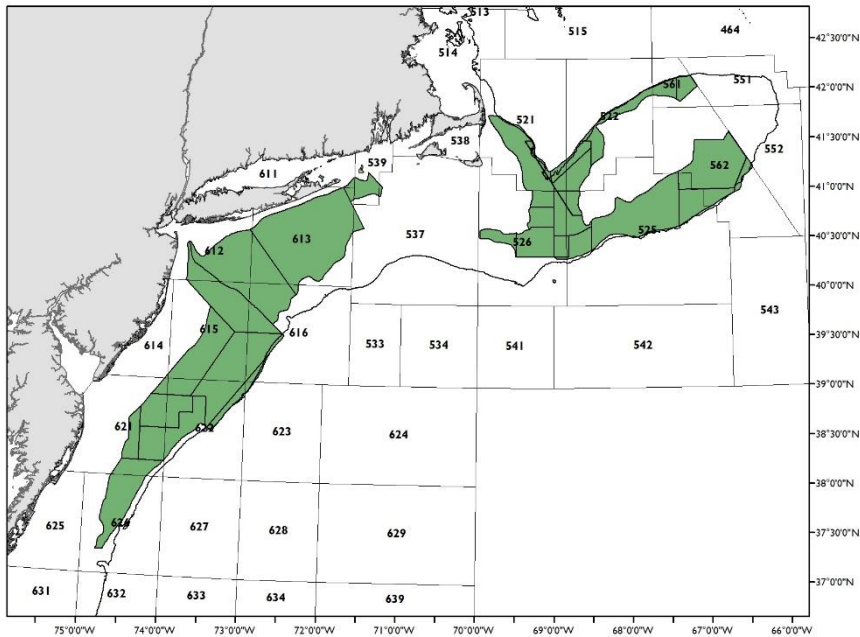
**FY 2017 ACL**  
**~100 million lbs**

**“Spatial Management”**  
**FY 2017 Proj. Landings**  
**46.5 - 52 million lbs**  
**(46.5% - 52% of ACL)**



**Status Quo**  
**5.5% of ACL**  
**~100 million lbs**

**“Spatial Management”**  
**5.5% of Proj. Landings**  
**46.5-51 million lbs**



**LACG Quota**  
**~5.5 million lbs**

**LACG Quota**  
**~2.5 million lbs**

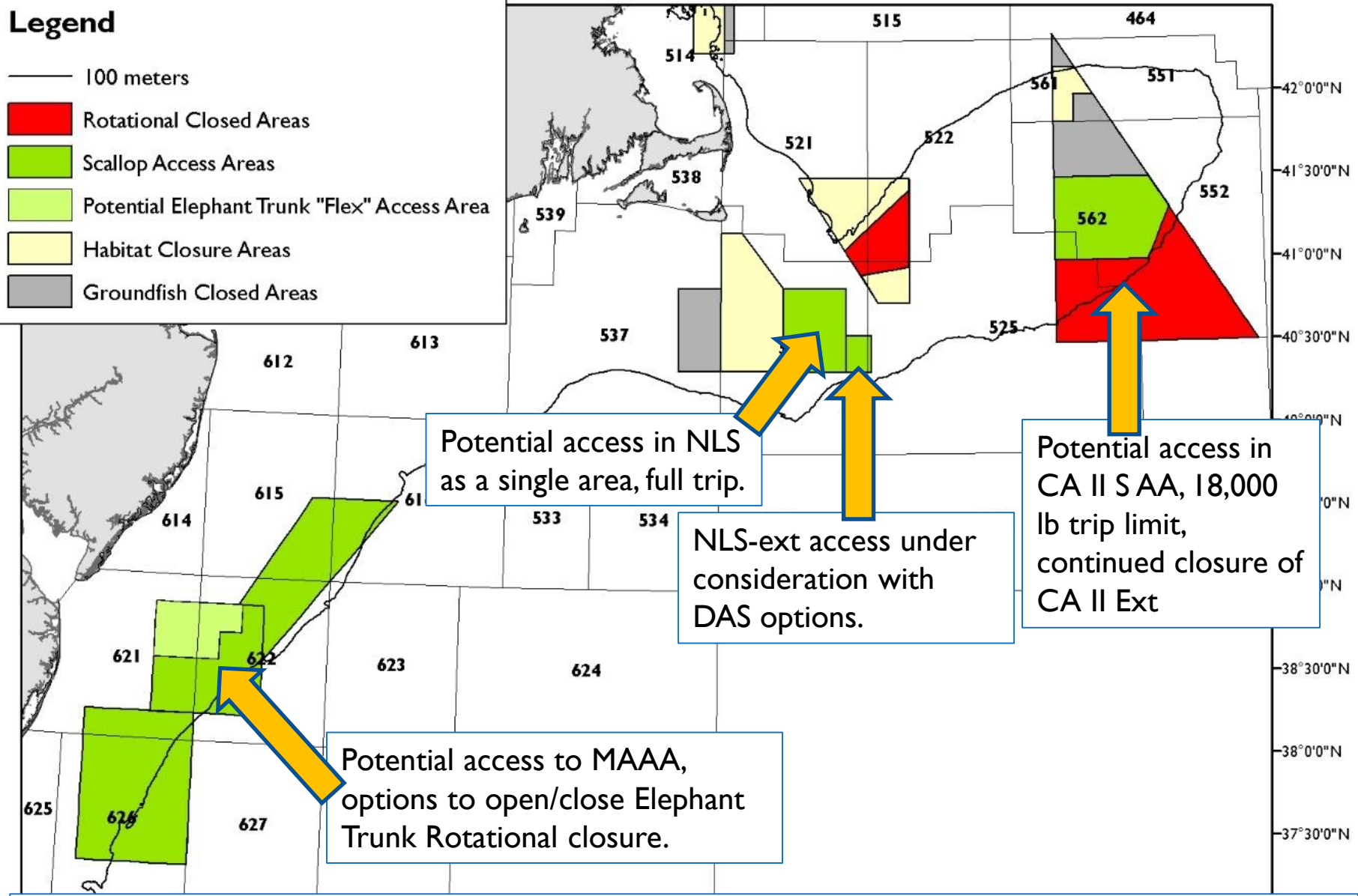
# FW 28 Specification Alternatives

- Status Quo (2.3.1) **OR** Spatial Management (2.3.2)
- Two Access Area configuration options
- Committee motion tasking for new DAS alt.
- Three DAS options under consideration today
- Decision on how to prorate 13-month FY (NA, +8%, +4.7%)
- DOF off-clock steaming provision from FW26 (DAS reduction of 0.14 for FT LA, 0.06 for PT LA)
- PRESENTATION: Focus on Committee Preferred Alts.
  - Spatial Management Options in Section 2.3.2
- Doc. 2b for comparison of specification alternatives (also 2a)



# Legend

- 100 meters
- Rotational Closed Areas
- Scallop Access Areas
- Potential Elephant Trunk "Flex" Access Area
- Habitat Closure Areas
- Groundfish Closed Areas



Range of open area runs: 30 DAS, F=0.4, NLS-ext part of NLS AA

75°0'0"W 74°0'0"W 73°0'0"W 72°0'0"W 71°0'0"W 70°0'0"W 69°0'0"W 68°0'0"W 67°0'0"W 66°0'0"W

# FW28 Access Area Alternatives

- 4 Access Area Trips, 18,000 lb Trip Limits FT LA
- All options include one (1) NLS trip and one (1) CALL trip
- **Decision for Council: How to structure harvest in Mid-Atlantic**
- Two (2) Potential Configurations of MAAA for 2017 (see next slide)
- **AP and Committee Support for Alt. 2 – ET Flex Option.** No PDT consensus.

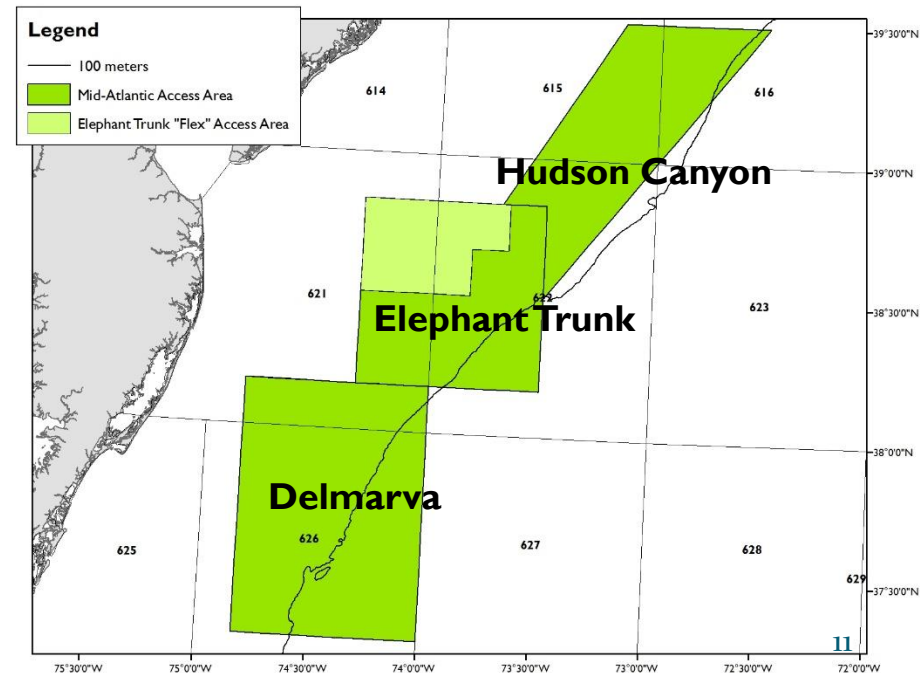
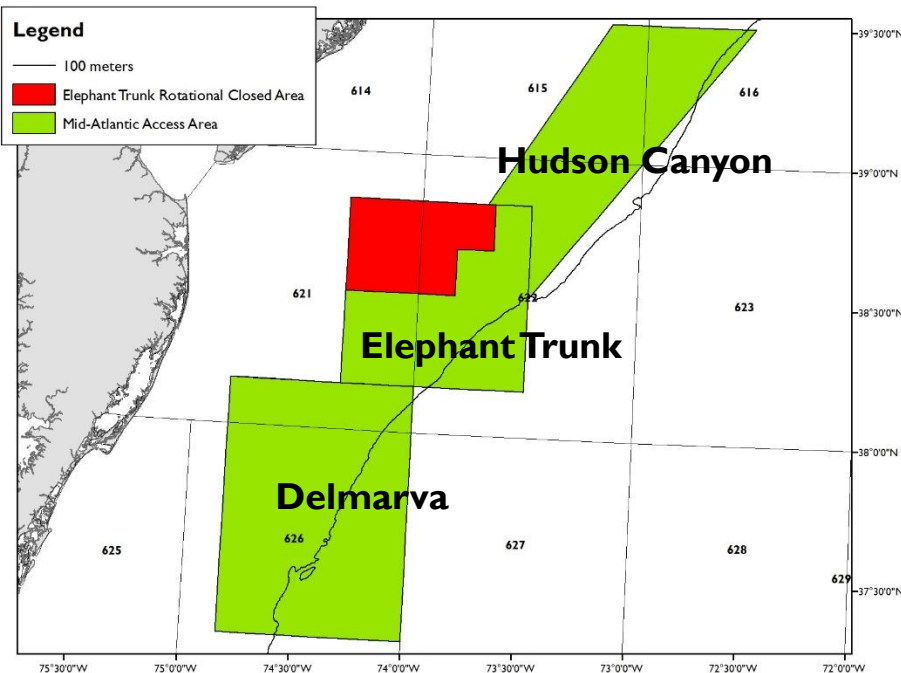
# FW28 Access Area Alternatives

## “Basic Run”

Two (2) Trips in MAAA  
Elephant Trunk Rotational Closure

## “Elephant Trunk FLEX”

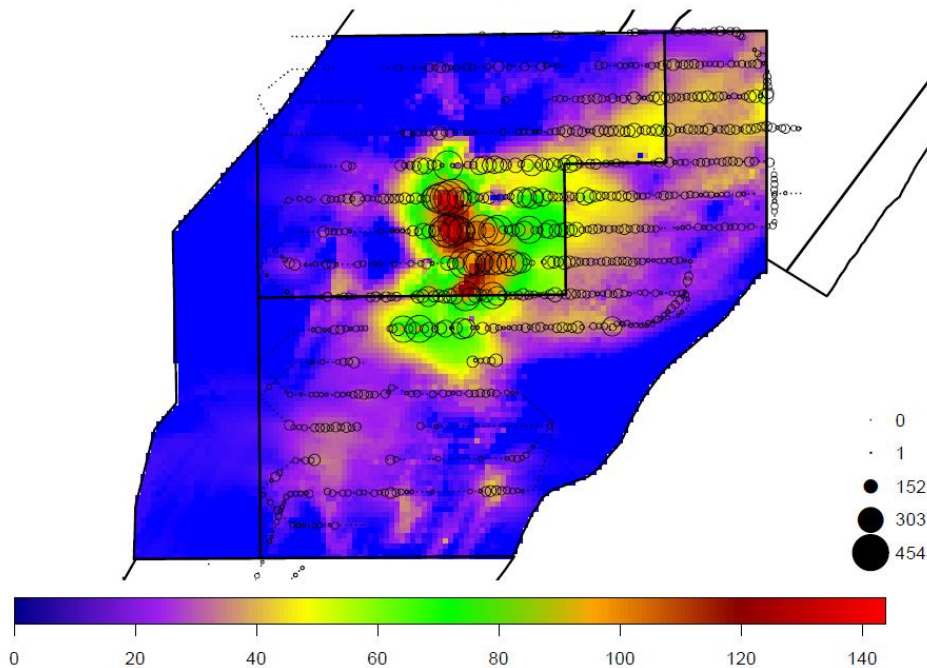
One (1) Trip in MAAA  
One (1) Trip in *new* ET AA  
Up to 32,000 lbs from MAAA  
18,000 lbs can come from ET AA  
Seasonal Closure of ET AA



# Elephant Trunk Closure and MAAA

- Basic Run Keeps ET Rotational Closure closed.
- Basic Run + ETC Flex Option re-opens the area.

Prediction Unit: mt per km2  
Observation Unit: g per m2



<b>F rates</b>	Basic Run	ETC Flex
	Alt. 1	Alt. 2
Hudson Canyon	0.35	0.21
ET <b>Open</b>	0.35	0.21
ET <b>Closed</b>	0	0.078
Delmarva	0.1	0.08

## Projected Landings at F=0.38

ET Open: 3,313 mt

Delmarva: 1,335 mt

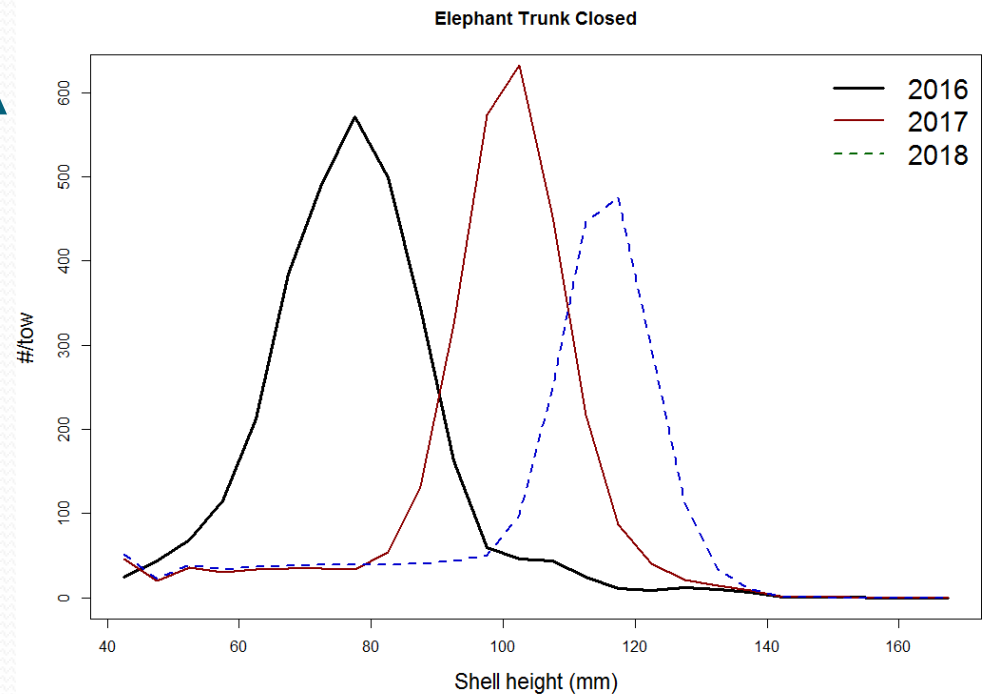
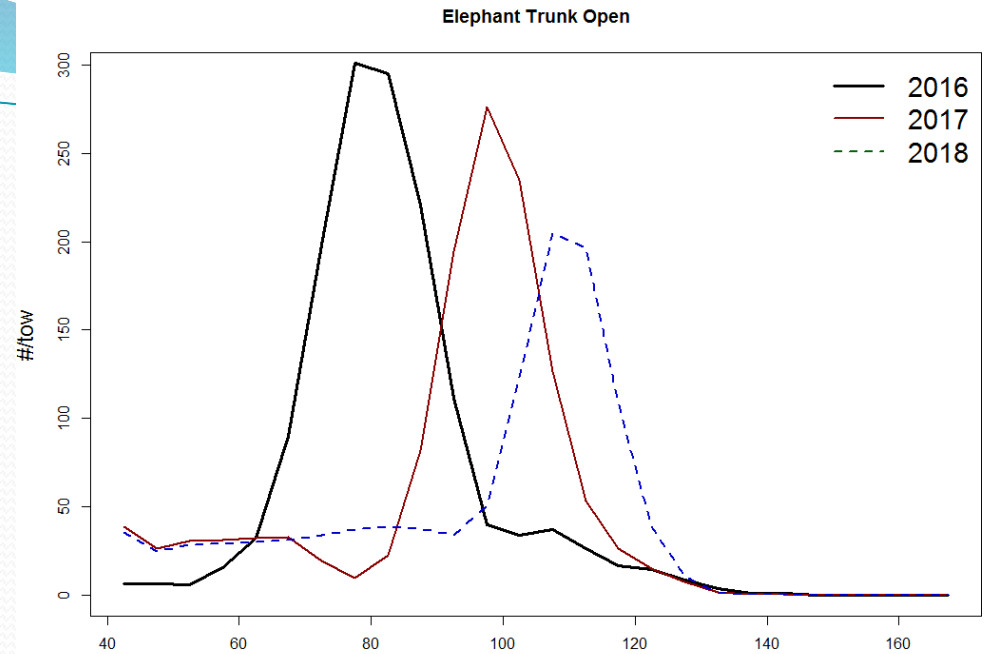
Hudson Canyon: 2,469 mt

**MAAA Total: 7,117**

# Elephant Trunk & MAAA

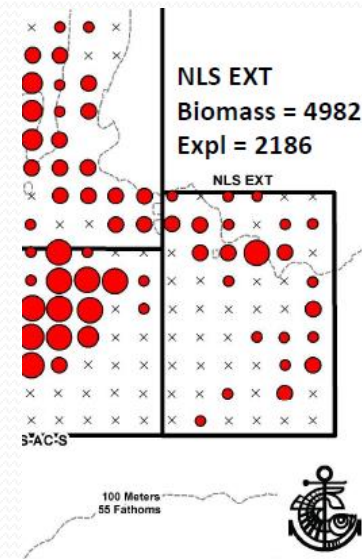
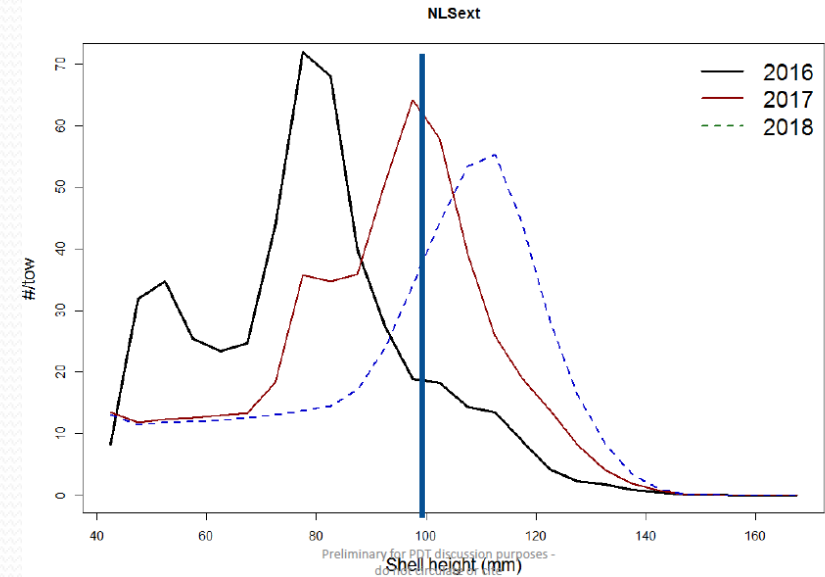
## Projected Landings at F=0.38

ET Closed: 8,761 mt



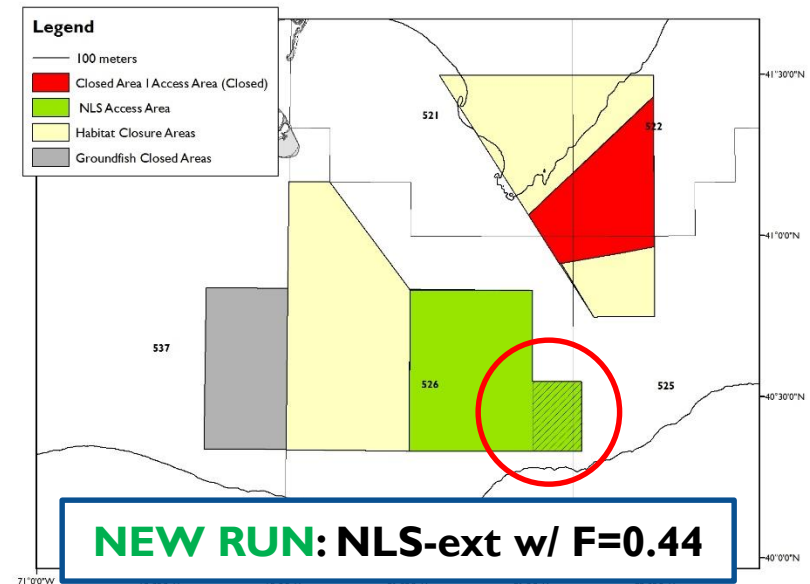
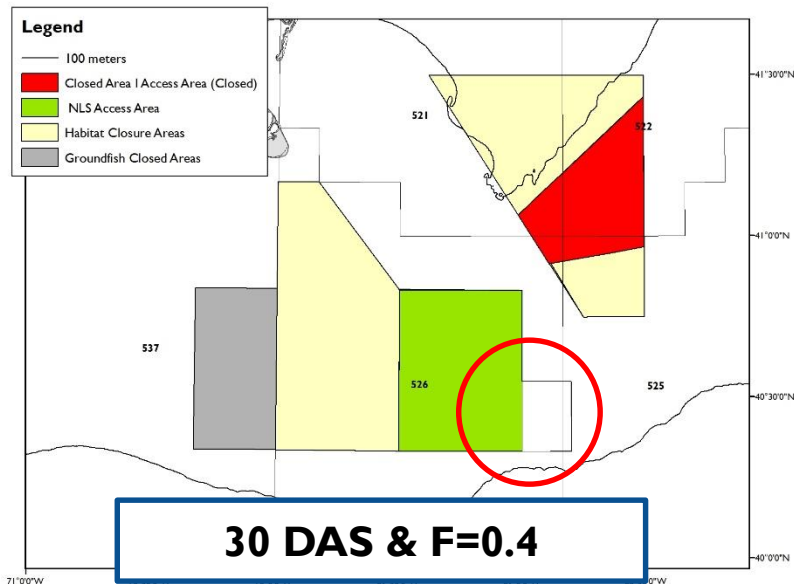
# NLS Extension

- Options re-open the NLS extension as open bottom. (Closed for 2 years)
- Model is predicting an LPUE of 2,900 lbs per day, and thinks F will be  $\sim 0.65$ .
- 2017 landings from NLS-ext expected to be  $\sim 4$  million lbs (1,900 mt) as open area.
- Majority of biomass in northern portion of the area, expected F and landings may be overstated.



# November Committee Tasking

- Committee requested additional model run on Nov 3.
  - Include NLS-ext in NLS AA, run open area DAS at  $F=0.44$
- PDT reviewed run results on Nov. 7 & 10.
- Input and preliminary analysis in Doc. #10



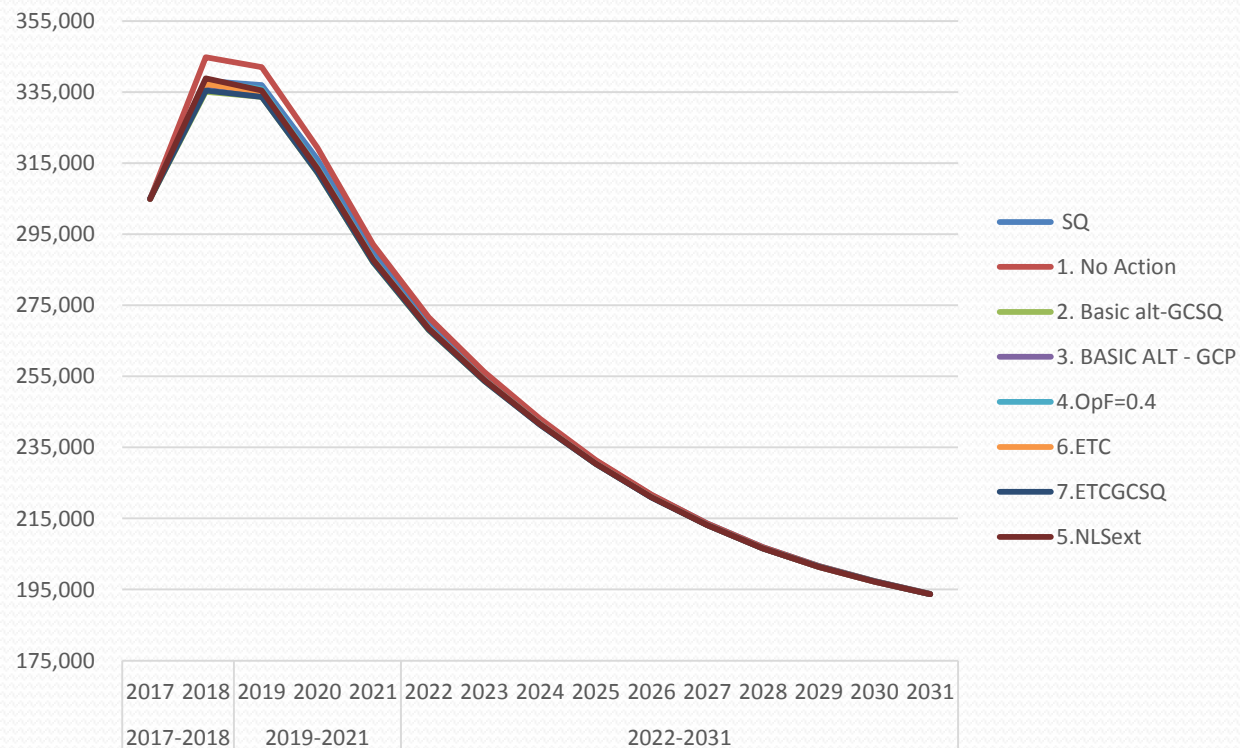
# NEW RUN: NLS-ext, F=0.44 Results

- F in the NLS-ext expected to be low if part of the NLS AA.
- New AA configuration: Reduces avg. open area LPUE by ~100lbs , increases area swept. Model distributes F to other open areas, lowest open area landings.
- 29.18 FT LA DAS, projected landings of 46.5 mil. Lbs
- Slightly lower revenues compared to SQ in ST, very similar to F=0.4 option
- Flatfish bycatch estimates very similar to NLS-ext as open area.
- **PDT supports NLS-ext as part of NLS AA.**
  - **Conservation positive approach for animals in this area (F=0.65 v. F=0.13)**
  - **Addresses some of the uncertainty of survey estimates in the area**
  - **Closure in 2017 adds flexibility in designing access in 2018.**
- **PDT: Long term benefits of fishing at lower F in open areas.**



# Projected Biomass

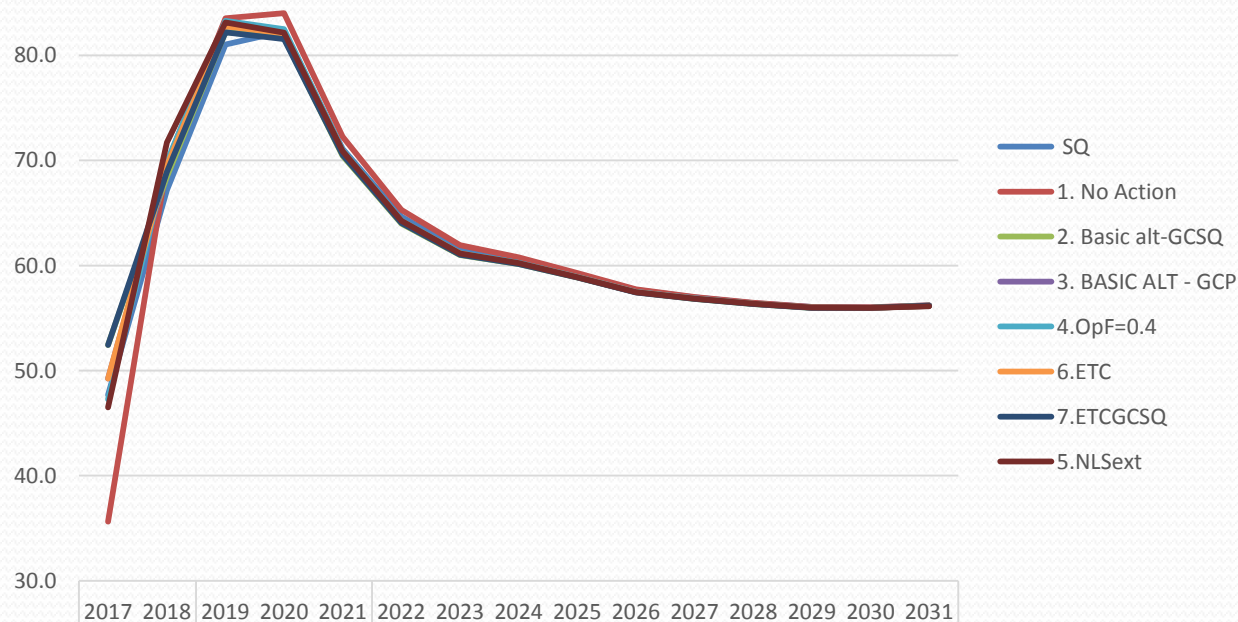
- Overall the projected biomass estimates are similar in the short and long run.
- No Action (default measures, lowest allocation), results in slightly higher biomass in the short term.



# Projected Landings

- Overall the projected landings estimates are similar in the short and long run. (Doc. 2c)

Values	SQ	No Action	30 DAS	OpF=0.4	NLS-ext F=0.44
Total landings (Mill. lb.)	47.7	35.6	49.2	47.3	46.5
Total revenue (Mill. \$)	567.5	451.0	590.0	572.3	565.9



# Summary of Economic Impacts

- See Document 2d.
- Positive ST and LT economic impacts with all alternatives.
- SQ options: Higher landings, and higher revenues in ST (\$617 mil).
- Spatial Management (2.3.2): Revenues and economic benefits would be similar for two AA options: Basic Run and ETC alternatives.
- New run (NLS-ext  $F=0.44$ ) lowest revenues, while 30 DAS is expected to generate the highest revenues of DAS options.
  - \$566 million vs. \$590 million
- LAGC IFQ Impacts re: Spatial Management Measures
  - Status Quo – IFQ allocation would be 10.5% of Projected Landings
  - Analysis assumes LAGC IFQ component will utilize 100% of quota
  - Decline of ~2 mil. Lb and \$20 mill. Revenue with spatial management alternatives (2.3.2) from Status Quo Run

# Summary of EFH and PR impacts

- Overall, all the alternatives under consideration have similar total area swept estimates, about 2,900 - 3,200 sqnm in 2016 and very similar for the first 2 years combined
- Expect fishing patterns in 2017 to be similar to 2016. Projected landings are higher in 2017 compared to 2016, so low negative impacts compared to SQ.
- For PR, may be lower access in MAAA compared to 2016 and measures may be available earlier, which could have positive impacts on PR if MAAA trips taken before turtle season

# Impacts: Flatfish Bycatch Estimates

- Scallop PDT met on Oct. 28 to discuss bycatch estimates.
- The projections are forecasts (with error) and should not be taken as precise estimates.
- Preliminary estimates for GB YT, Northern Windowpane, Southern Windowpane, and SNE/MA YT flounder for
- Basic Run and 30 DAS ( $F=0.44$ )
- Basic Run with ETC “Flex” Option, NLS-ext in NLS AA
- Assuming spatial management (2.3.2) in both estimates.

# Georges Bank Yellowtail

- D:K ratio from 2014 (from last opening)
- GBYT bycatch projection ~2x the likely sub-ACL
- Scallop PDT believes 62.8 to be an overestimate as 2014 data is likely not representative of current GBYT status (based on recent TRAC assessments)

2017 Projections	Basic Run/30 DAS	NLS-ext with DAS F=0.44
<i>Georges Bank Open</i>	12.7	13.14
<i>Closed Area II South</i>	50.1	50.07
<b>GBYT ESTIMATE</b>	<b>62.8</b>	<b>63.21</b>
Likely ABC (16% of US ABC)	~33 mt	

# Measures to reduce bycatch/incentivize avoidance of GBYT:

- Zero possession/prohibition of retention
- Low sub-ACL for coming FY
- Seasonal Closure of CAII AA from Aug. 15 – Nov. 15
- SMAST bycatch avoidance program in place for 2017
- Prohibition of RSA compensation fishing in CAII (1.25 million lbs) *(Proposed)*
- 10” twine top to allow escapement of flatfish from dredge

# Northern Windowpane

- D:K ratio from 2014 (from last opening)
- Scallop PDT believes that estimates may be a lower bound of possible bycatch if the Georges Bank Open is an underestimate
- FY2015 Georges Bank Open estimate was over 100 mt.

2017 Projections	Basic Run/30 DAS	NLS-ext with DAS F=0.44
<i>Georges Bank Open</i>	22.29	23.52
<i>Closed Area II South</i>	79.81	79.81
<b>NWP ESTIMATE</b>	<b>102.1</b>	<b>103.33</b>
Council considering sub-ACL Total ABC = 183mt		



# Impacts: Flatfish Bycatch Estimates

- Southern Windowpane and SNE/MAYT estimates are less than sub-ACLs
- Small differences between estimates from two runs
- AM in place for Southern Windowpane flounder in FY2017 (gear mod.)

2017 Projections	Basic Run/30 DAS	NLS-ext with DAS F=0.44
<b>SWP ESTIMATE</b>	<b>85.08</b>	<b>77.85</b>
SWP Sub-ACL	209	
<b>SNE/MAYT ESTIMATE</b>	<b>11.90</b>	<b>10.66</b>
SNE/MAYT Sub-ACL	34	

# Framework 28 Measures

# Section 2.1 – OFL and ABC

- PDT met on October 6 to update OFL/ABC estimates using 2016 survey data.
- PDT recommended using a finer scale SH/MW estimate based on the 2016 VIMS dredge survey to account for anomalously slow growth, specifically in portions of the NLS.
- PDT recommended setting 12 month OFL and ABC at 2017 estimate for both years, and prorating FY2017.

# Section 2.1 – OFL and ABC

- SSC Approved PDT Recommendation. Only prorate the 2017 to account for 13 month fishing year.
- Current proration is 13/12ths (108% of 12 month estimate)
- SSC discussed using March fishery data (~4.7% increase – See Doc.2 page 32)
- SSC requested additional documentation of PDT’s work

FY	OFL (including discards at OFL)	ABC (including discards)	ABC available to fishery (after discards removed)
2017	75,485	61,741	46,737
2018 (default)	69,678	56,992	43,142

# Section 2.1 – OFL and ABC

<b>Section 2.1</b>	<b>OFL and ABC</b>		<b>PDT Pref.</b>	<b>AP Pref.</b>	<b>CTE Pref.</b>
2.1.1	Alt. 1	No Action for OFL and ABC			
2.1.2	Alt. 2	<b>Updated OFL and ABC for FY2017 (13 month FY) and FY2018</b>	<b>**</b>	<b>**</b>	<b>**</b>

**CTE Motion #2: Alt. 2 as preferred (2.1.2)**

## Section 2.2 - Northern Gulf of Maine TAC

- **See Doc.2**
- Alt 2. Approach based on FY2016 landings data and the NGOM Survey
  - (Ratio of GC landings/LA landings) x (NGOM biomass estimate)
- TAC Options
  1. Alt 1 - Status Quo: 70,000 lbs
  2. **Alt 2 Sub-Option 1: 95,000 lbs (Committee Preferred)**
  3. Alt 2 Sub-Option 2: 111,000 lbs
- Correspondence: Several permit holders suggesting 95,000 lb TAC
- Overages in FY2015 and FY2016 (~20k lb combined overage)
  - AM is a pound for pound payback
- FY2017 TAC range **after payback**: ~50,000 lbs to ~90,000 lbs

# Section 2.2 - Northern Gulf of Maine TAC

Section 2.2	Northern Gulf of Maine TAC		PDT pref.	AP pref.	CTE pref.
2.2.1	Alt. 1	No Action (70,000 lb TAC)			
2.2.2	Alt. 2	NGOM TAC based on survey and catch data			
<b>2.2.2.1</b>	<b>Alt. 2 Sub-Option 1</b>	<b>NGOM TAC of 95,000 lbs</b>		<b>**</b>	<b>**</b>
2.2.2.2	Alt. 2 Sub-Option 2	NGOM TAC of 111,000 lbs			

**Committee Motion #3:  
Alt. 2, sub-Option 1 as preferred (2.2.2.1)**

# Section 2.3 – Spatial Management

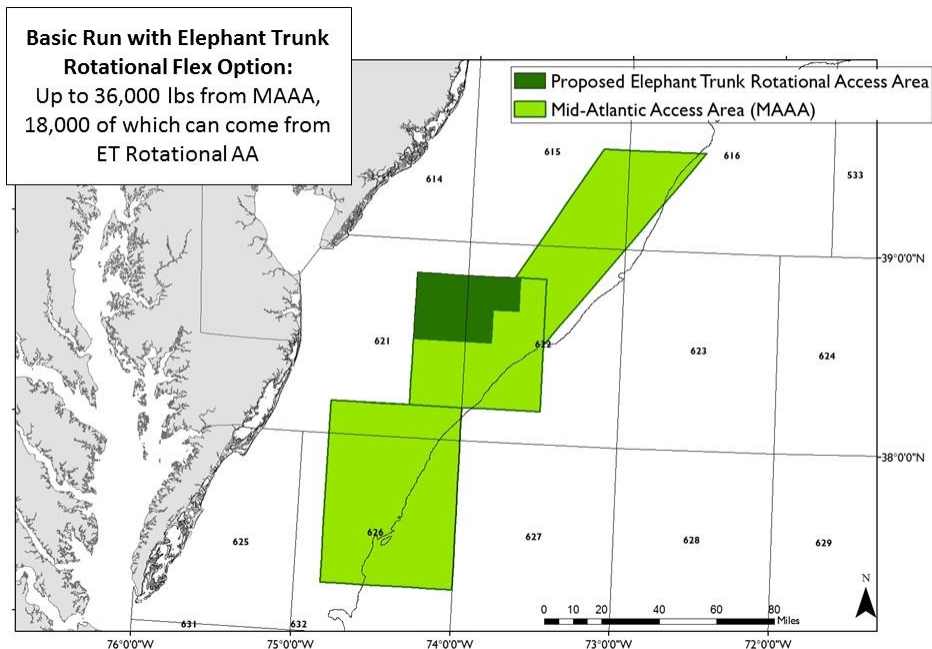
<b>Section 2.3</b>	<b>Applying Spatial Management to Specification Setting Process</b>		<b>PDT Pref.</b>	<b>AP Pref.</b>	<b>CTE Pref.</b>
2.3.1	Alt. 1	No Action			
2.3.2	Alt. 2	<b>Fishery Allocations based on Spatial Management</b>	<b>**</b>	<b>**</b>	<b>**</b>

**Committee Motion #4:  
Section 2.3: Alt. 2 as preferred (2.3.2)**



# Section 2.3.2.1 – AA Options

2.3.2.1 - Applying Spatial Management to the Specification Setting Process <i>Overall Access Area Trips and Allocations</i>			PDT Pref.	AP Pref.	CTE Pref.
2.3.2.1.1	Alt. 1	Basic Run			
2.3.2.1.2	<b>Alt. 2</b>	<b>Basic Run with Elephant Trunk Rotational Access Area Flex Option</b>		**	**



**Committee Motion #9:**  
**Section 2.3.2.1:**  
**Alt. 2 as preferred**  
**(2.3.2.1.2)**

# Section 2.3.2.1 – DAS Options

2.3.2.1 - Applying Spatial Management to the Specification Setting Process <i>DAS Options</i>			Proj. Land (mil. Lbs)	PDT Pref.	AP Pref.
2.3.2.1.2.1	Sub-Option 1	<b>30 DAS</b> (F=0.44), IFQ at 2.58 mil. Lbs	49.2		<b>F=0.44</b>
2.3.2.1.2.2	Sub-Option 2	F=0.4 ( <b>27.56 DAS</b> ), IFQ at 2.47 mil. Lbs	47.3		
2.3.2.1.2.3	Sub-Option 3	New run: Expanded NLS AA w/ DAS set at F=0.44 ( <b>29.18 DAS</b> ), IFQ at 2.43 mil. lbs	46.5	<b>NLS-ext</b>	

**No Committee Motion**  
**AP Motion for F=0.44**  
**See Doc.2b page 1**

# Section 2.3.2 – LAGC IFQ AA Allocations

## Number of Access Area Trips

Fishery Allocations to the LAGC IFQ Component <b>SECTION 2.3.2.2.1</b>		PDT Preferred	AP Preferred	CTE Preferred
Allocation of the LAGC IFQ Trips in Access Areas				
Alt. 1	No Action (851 trips, default measure)			
Alt. 2	Same AA proportion as LA (~2,100)			
<b>Alt. 3</b>	<b>5.5% of overall AA allocations (2,230 trips)</b>		**	**

**Committee Motion #7:**  
**Alt 3 as preferred (2.3.2.2.1.3) – 5.5% of AA allocations**

## Section 2.3.2 – LAGC IFQ AA Allocations Access Area Trips by Area

Section 2.3.2.2.2 – LAGC IFQ Allocations by area			PDT Pref.	AP Pref.	CTE Pref.
2.3.2.2.2.1	Alt. 1	Equal Disctribution to All Access Areas			
2.3.2.2.2.2	Alt. 2	Equal split by AA, prorate CA2 to evenly to other AA			
2.3.2.2.2.3	Alt. 3	<b>Equal split by AA, prorate CA2 50% to NLS &amp; MAAA/ETC</b>		**	**

### **Committee Motion #10:**

**Alt 3 as preferred (2.3.2.2.2.3) – Equal split by AA, prorate CA2 50% to NLS & MAAA/ETC**

## Section 2.4 – Proration of allocation to account for 13 month FY in 2017

- Only prorate the 2017 to account for 13 month fishing year.
- Only applies to LA DAS and the corresponding IFQ quota.
- Alt. 1 – No Action, keep 12 month allocations as is
- **Alt. 2 – Use 13/12ths (108%) – AP/CTE Preferred**
  - **Increases FT LA DAS by ~2.4 days, IFQ by ~100k lbs**
- Alt. 3 – Use March fishery data (104.7%)
  - Increases FT LA DAS by ~1.4 days, IFQ quota by ~60k lbs
- Proration would not apply to the NGOM TAC

# Section 2.4 – Proration of allocation to account for 13 month FY in 2017

Section 2.4	Proration of Allocation to Account for 13 Month FY in FY2017		PDT Pref.	AP Pref.	CTE Pref.
2.4.1	Alt. 1	No Action, Base Allocations on 12 month FY			
2.4.2	Alt. 2	Prorate allocations for a 13 month FY by 13/12ths (8%)		**	**
2.4.3	Alt. 3	Prorate allocations for a 13 month FY by March data (4.7%)	**		

**Committee Motion #11:  
Alt. 2 as preferred (2.4.2), Prorate by 8%**

# Default Measures for FY 2018

## Committee Motion #12:

- **75% of FT DAS**
- **1 AA trip in MAAA at 18,000 lbs for LA FT vessels**
- **LAGC IFQ Quota: 75% of 2017 allocation**
- **LAGC IFQ AA trips at 5.5% of total default AA allocation**

## Section 2.5 – Additional Measures to Reduce Fishery Impacts

- Measure focuses on RSA compensation fishing.
- Alternative 3 considers restrictions on RSA compensation fishing in FY2017
  - NGOM Management Area
  - Nantucket Lightship Access Area
  - CA II (yellowtail)
  - Elephant Trunk Rotational Closure Area (if opened)
- This leaves the following areas available for compensation fishing: MAAA and Open Areas

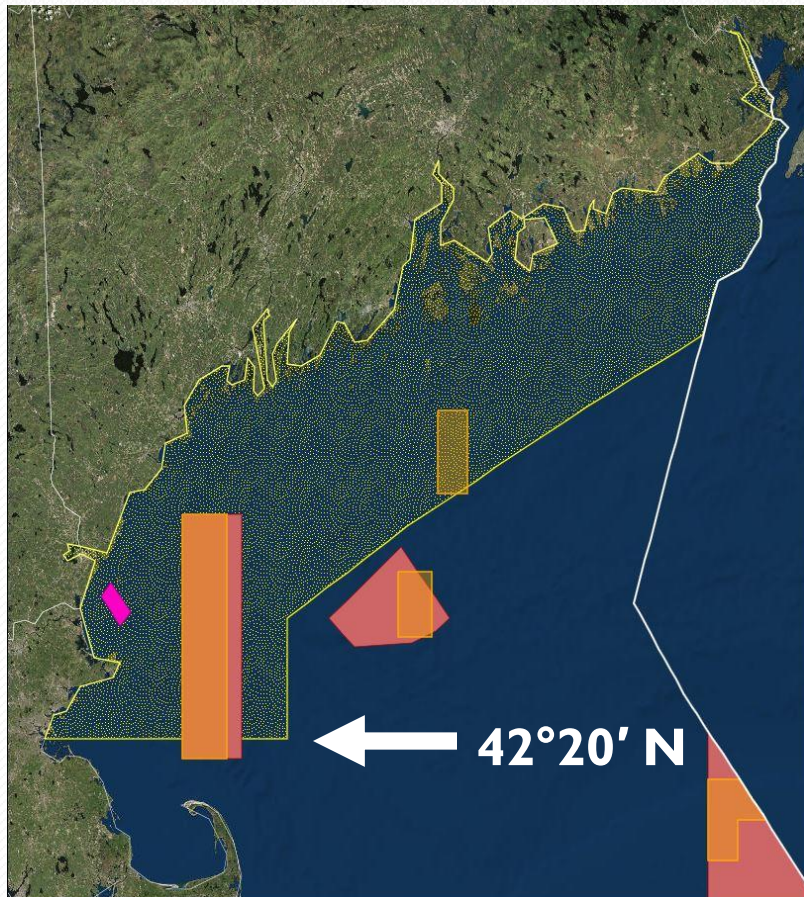


# Section 2.5 – Additional Measures to Reduce Fishery Impacts

Section 2.5	Measures to Reduce Fishery Impacts		PDT Pref.	AP Pref.	CTE Pref.
2.5.1	Alt. 1	No Action, RSA Comp fishing restricted to open areas			
2.5.2	Alt. 2	RSA Comp fishing available in all areas open (incl.AA)			
<b>2.5.3</b>	<b>Alt. 3</b>	<b>RSA Comp only in MAAA and open area (excluding NGOM)</b>	<b>**</b>	<b>**</b>	<b>**</b>

**Committee Motion #12: Alt. 3 as preferred (2.5.3)**

## Section 2.6 - Possession of Shell Stock Inshore of DAS Demarcation Line



- Council added priority in April
- Provision exists in the fishery south to 42°20' N
- Alt 2. would expand existing prohibition throughout the range of the fishery

## Section 2.6 - Possession of Shell Stock Inshore of DAS Demarcation Line

<b>Section 2.6</b>	<b>Possession of Shell Stock Inshore of DAS Monitoring Line</b>		<b>PDT Pref.</b>	<b>AP Pref.</b>	<b>CTE Pref.</b>
2.6.1	Alt. 1	No Action			
2.6.2	Alt. 2	<b>Restrict the Poss. of Shell Stock Inshore of DAS demarcation</b>	<b>**</b>	<b>**</b>	<b>**</b>

**Committee Motion #1: Alt. 2 as preferred (2.6.2)**

