

Scallop ACL Flowchart Discussion Paper

Jonathon Peros, NEFMC Staff

Scallop Advisory Panel Meeting

March 22, 2016

Scallop Committee Meeting

March 23, 2016



New England
Fishery Management Council

Document #3

- Section 2.0 – **DRAFT** Problem Statement (p.5)
- Section 3.0 – Background (p.5)
- Section 4.0 – **DRAFT** Objectives (p.14)
- Section 5.0 – **DRAFT** Measures (p.15)
- Section 6.0 – PDT Discussion and Recommendations (p.23)

- **Goal of Meeting Today**

Receive AP/CTE input on the ACL structure discussion paper

Discuss ideas for Council to consider if necessary



Background on Priority

- **PDT Recommendation to Committee (November 9, 2015)**
 - *The PDT recommends that the overall performance of the ACL structure be reviewed since it was adopted under A15 in 2010.*
- **Committee Motion (November 19, 2015)**
 - *By consensus, the Committee recommends adding the PDT recommendation for potential 2016 priorities. Specifically, the overall performance of the ACL structure should be reviewed since it was adopted under Amendment 15 in 2010. This issue could be considered in a future action in 2016 or later.*
- **2016 Council Priority**
 - **PDT discussions on February 4 and March 9, 2016**
 - **Staff updated the discussion document to reflect PDT input**



Section 2.0 DRAFT Problem Statement

AP/CTE Input

- Annual catch limits are based on total scallop biomass in all areas.
 - Includes Habitat Closures, Groundfish Closed Areas, Closed Access Areas
- Projected landing are limited to areas that are open to the fishery in a given year.
- When more biomass is in closed areas than is available to the fishery there is a disconnect between catch limits and allocations .
 - For example, in FY2015 and FY2016 a large proportion of total biomass was within EFH and GF closed areas as well as very large year classes of small scallops closed within scallop access areas.

Section 3.0 - Background

- Amendment 11
 - Limited entry for three LAGC permit categories
 - Separate TACs for NGOM and incidental permits
 - Allocation divide – 94.5% and 5.5% of projected catch
- Amendment 15
 - $OFL > ABC = ACL > ACT$
 - Allocations based on annual catch limits (not projected catch)
 - LA sub-ACT lower than sub-ACL
 - LAGC sub-ACL = ACT

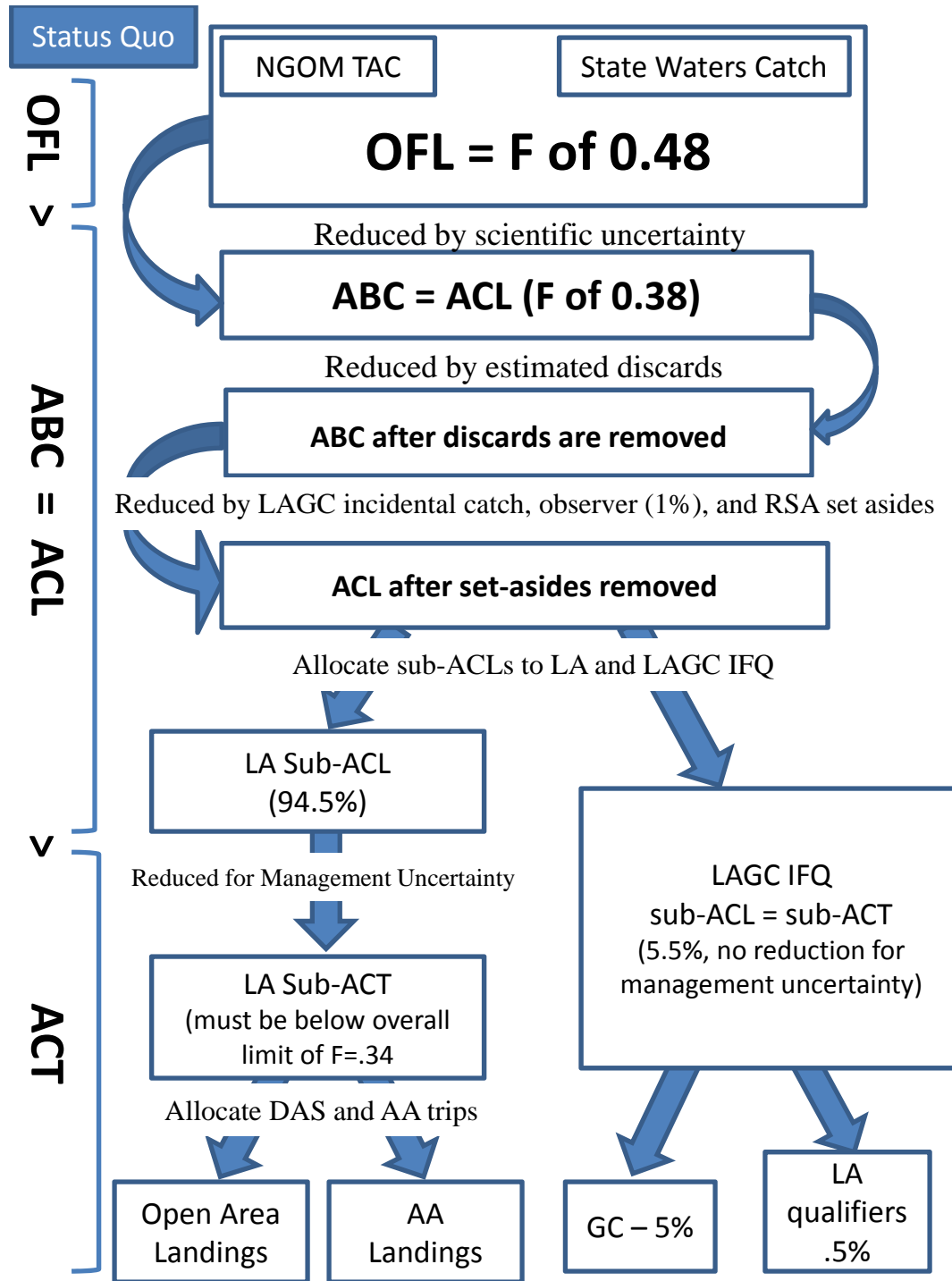
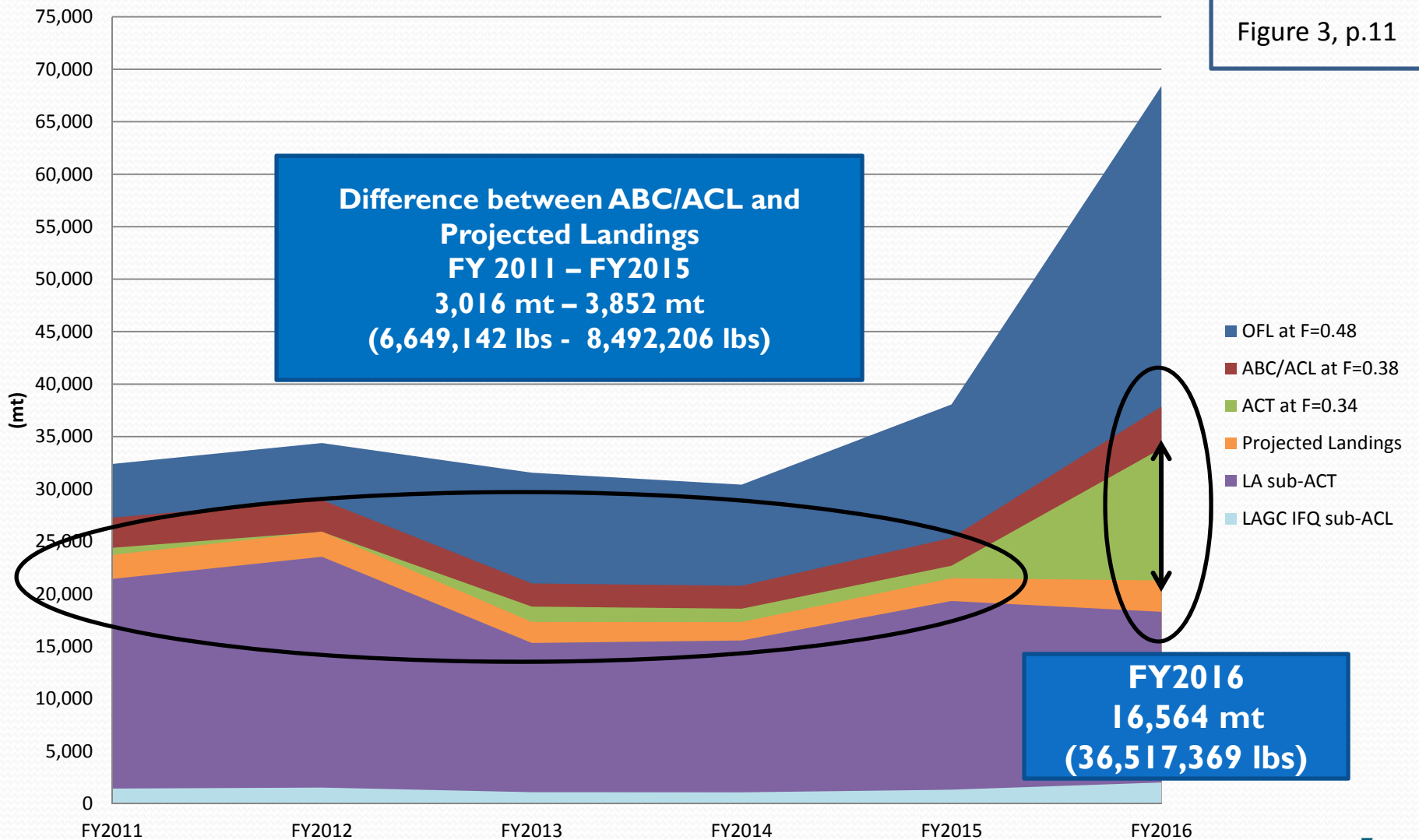
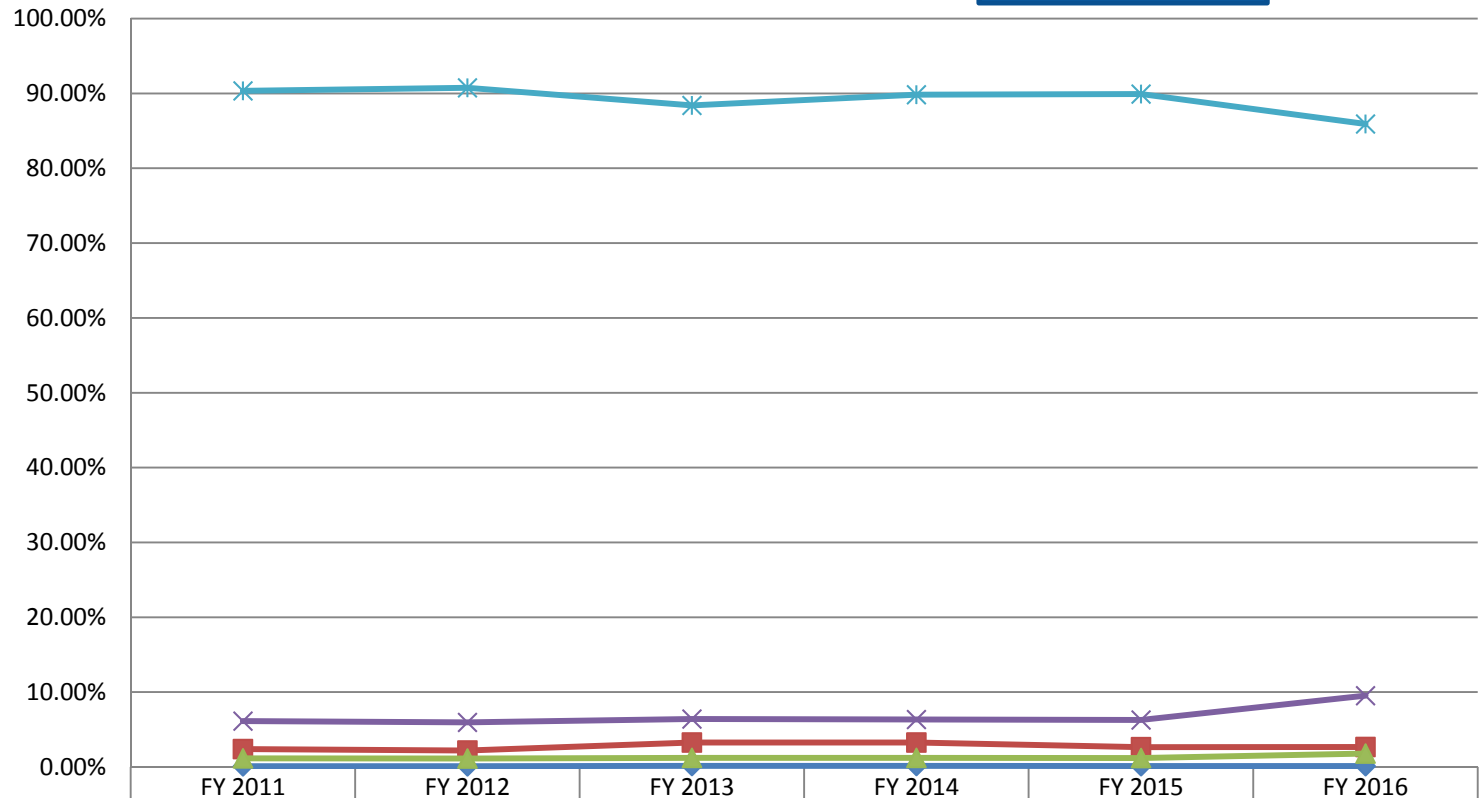


Figure 1, p.7

OFL, ABC, ACL, ACT



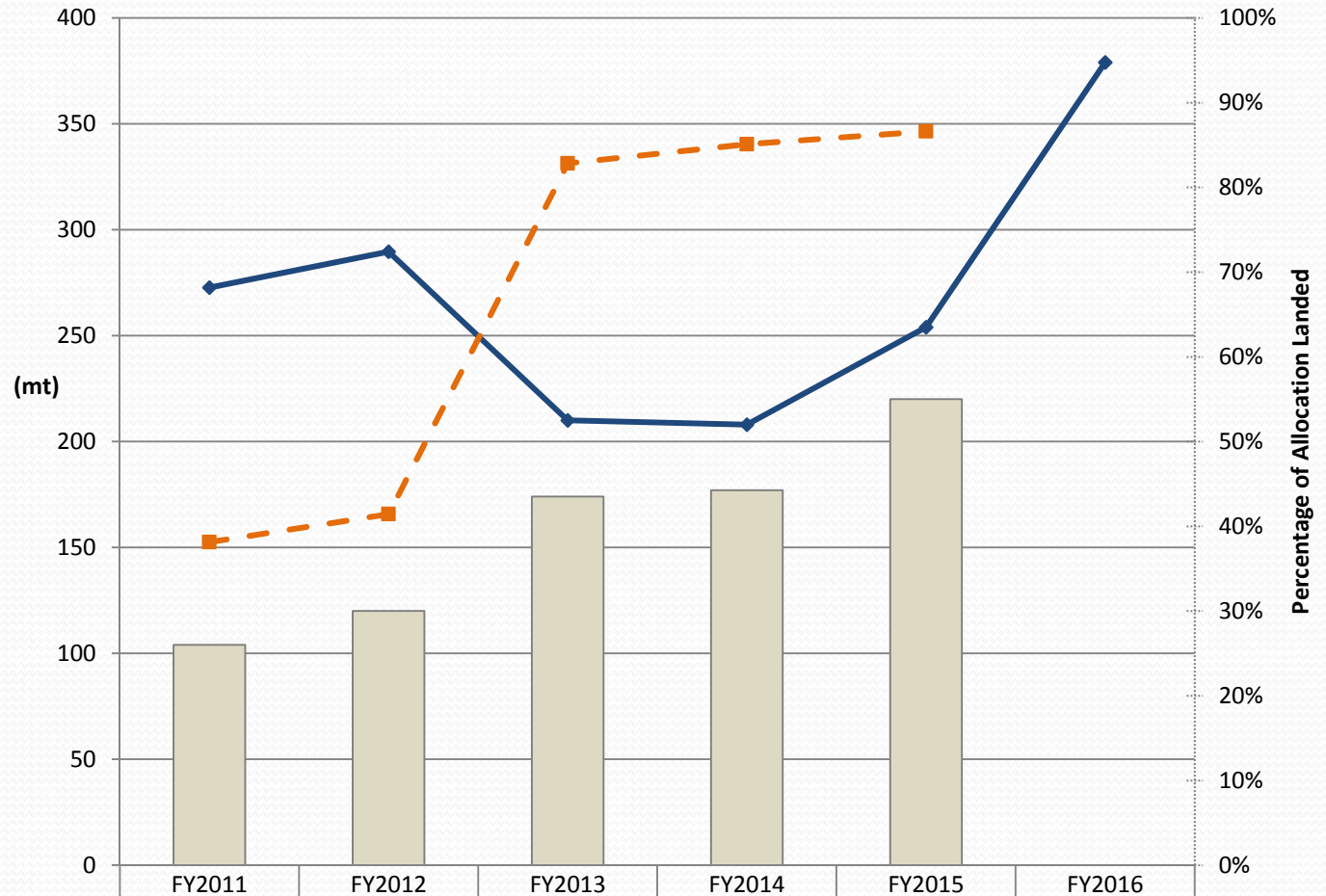
Allocations as Percentage of Projected Landings (FY2011-FY2016): LAGC IFQ, RSA, Observer Set-Aside, incidental and LA ACT



Data from
Table 2, p.9

LAGC incidental	0.10%	0.09%	0.13%	0.13%	0.11%	0.11%
RSA	2.39%	2.19%	3.27%	3.27%	2.64%	2.66%
OBS	1.15%	1.12%	1.21%	1.20%	1.18%	1.78%
IFQ	6.12%	5.95%	6.41%	6.34%	6.27%	9.53%
LA ACT	90.34%	90.75%	88.40%	89.84%	89.91%	85.92%

Performance of Observer Set-Aside



Data from
Table 2, p.9

Actual Landings	104	120	174	177	220	
Allocated Observer Set-Aside (1% of ACL)	273	290	210	208	254	379
Landings as % of set-aside	38%	41%	83%	85%	87%	

Performance of LAGC IFQ

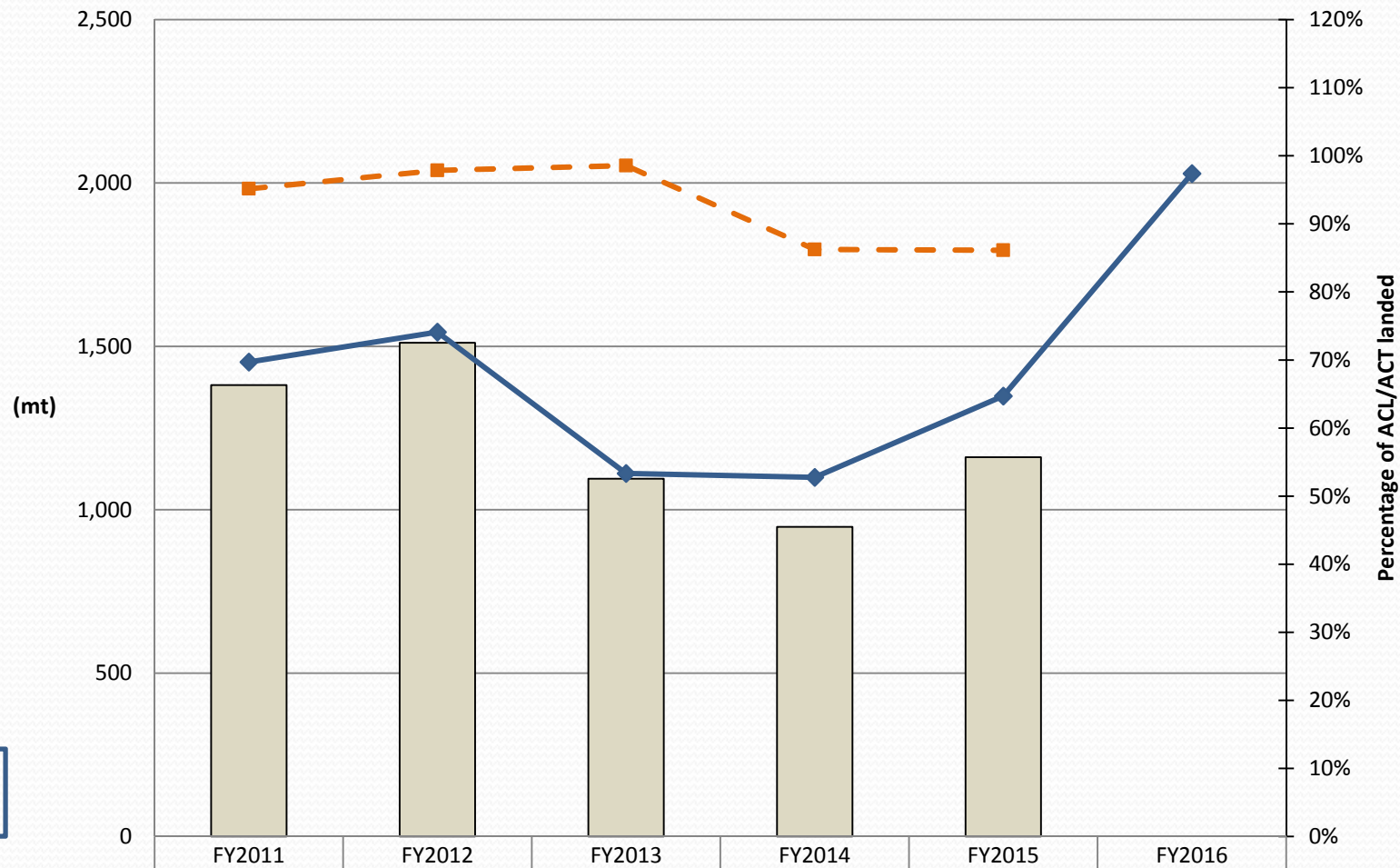


Figure 4, p.12
(Table 2, p.9)

LAGC actual landings	1,382	1,511	1,095	948	1,161	
LAGC IFQ sub-ACL/ACT	1,452	1,544	1,111	1,099	1,348	2,029
LAGC Landing as % of ACL/ACT	95%	98%	99%	86%	86%	

Performance of LA component

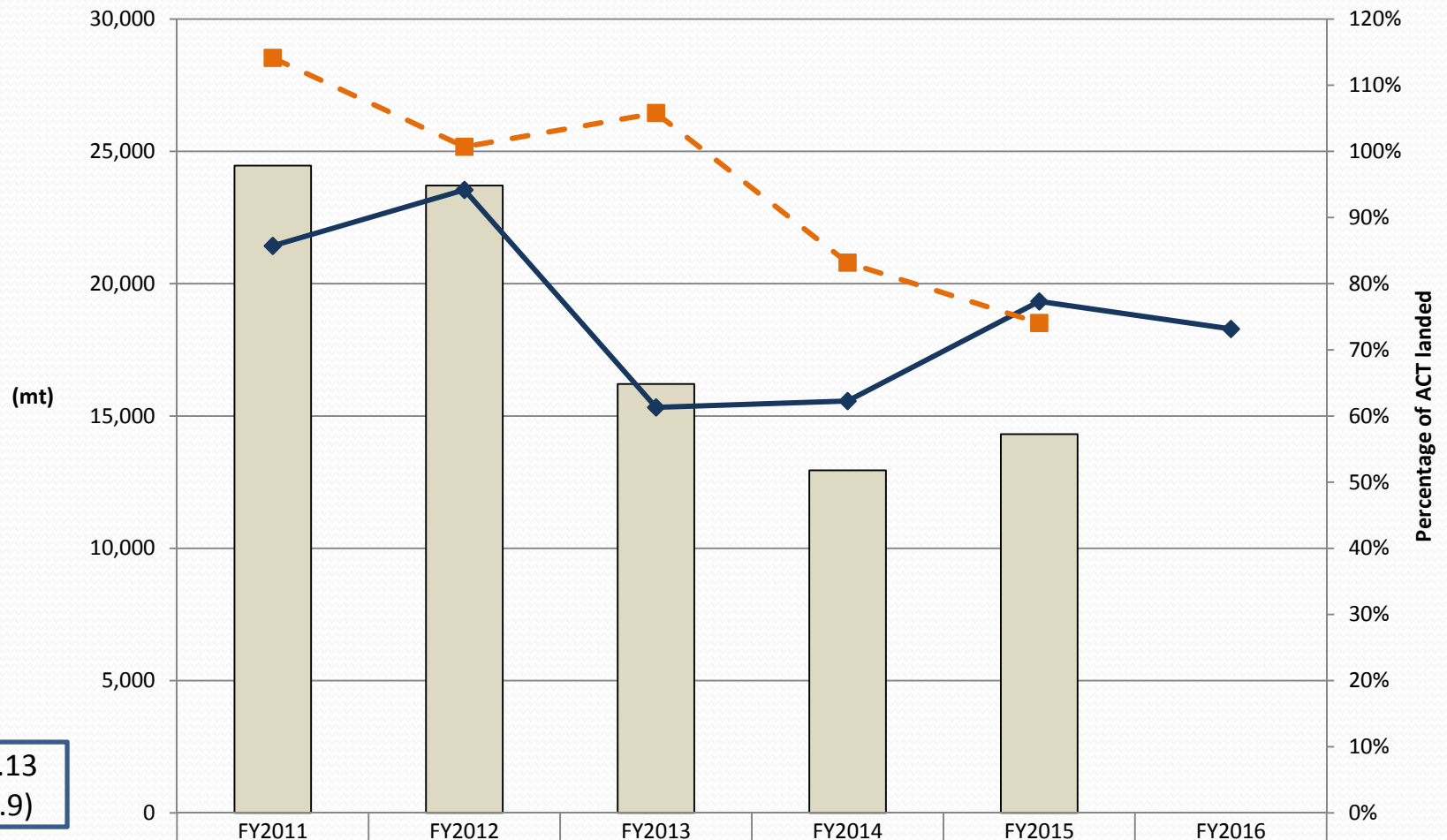


Figure 5, p.13
(Table 2, p.9)

LA actual landings	24,462	23,711	16,213	12,948	14,317	
LA sub-ACT	21,431	23,546	15,324	15,567	19,331	18,290
LA Landings as % of ACT	114%	101%	106%	83%	74%	

Section 4.0 DRAFT Objectives

p.14

AP/CTE Input

- Modify the current ACL structure to set allocations that account for:
 - Changes in management during and since A15.
 - Spatial management.
- Reduce potential impacts on the resource from allocations that are based on all areas, but only fished in areas available to the fishery.
- **Other objectives that would address the problem statement?**



Section 5.0 DRAFT Measures

*PDT developed **DRAFT** measures for discussion purposes*

AP/CTE Input

- Status Quo – No Change to ACL flowchart (Section 5.1.1, p. 15)
- Modifications to ACL flowchart (Section 5.1.2, p.15)
 - Option A – Management Uncertainty Buffers for LAGC IFQ component
 - Option B – Incorporate spatial management into allocations
- Other Potential Measures (Section 5.2, p.22)
 - Modify how observer set-aside is set (p.22)

Section 5.1.1 – Status Quo (No Action)

- No changes would be made to the current ACL flowchart process.
- *Rationale:* Under the current approach fishery catches have remained below the OFL and ABC, while components of the fishery have achieved catch targets in some years.
- *Cons:* This ACL system is not spatially explicit and does not function as well when relatively large amounts of total scallop biomass are in closed areas

5.1.2.1 Option A – LAGC IFQ Management Uncertainty Buffer

- Staff has identified 10% and 20% management uncertainty buffers *for discussion purposes*.
- This is not a spatially explicit approach (does not follow projected landings estimate)
- *Rationale:* Measures adopted during and since Amendment 15 have introduced the potential for management uncertainty. For example, the LAGC IFQ component is now allowed to carryover up to 15% of allocated quota from one fishing year to the next.
- *Cons:* This modification does not address the spatial nature of the Scallop FMP. LAGC allocation would still be based on percentage of all biomass, in both open and closed areas.

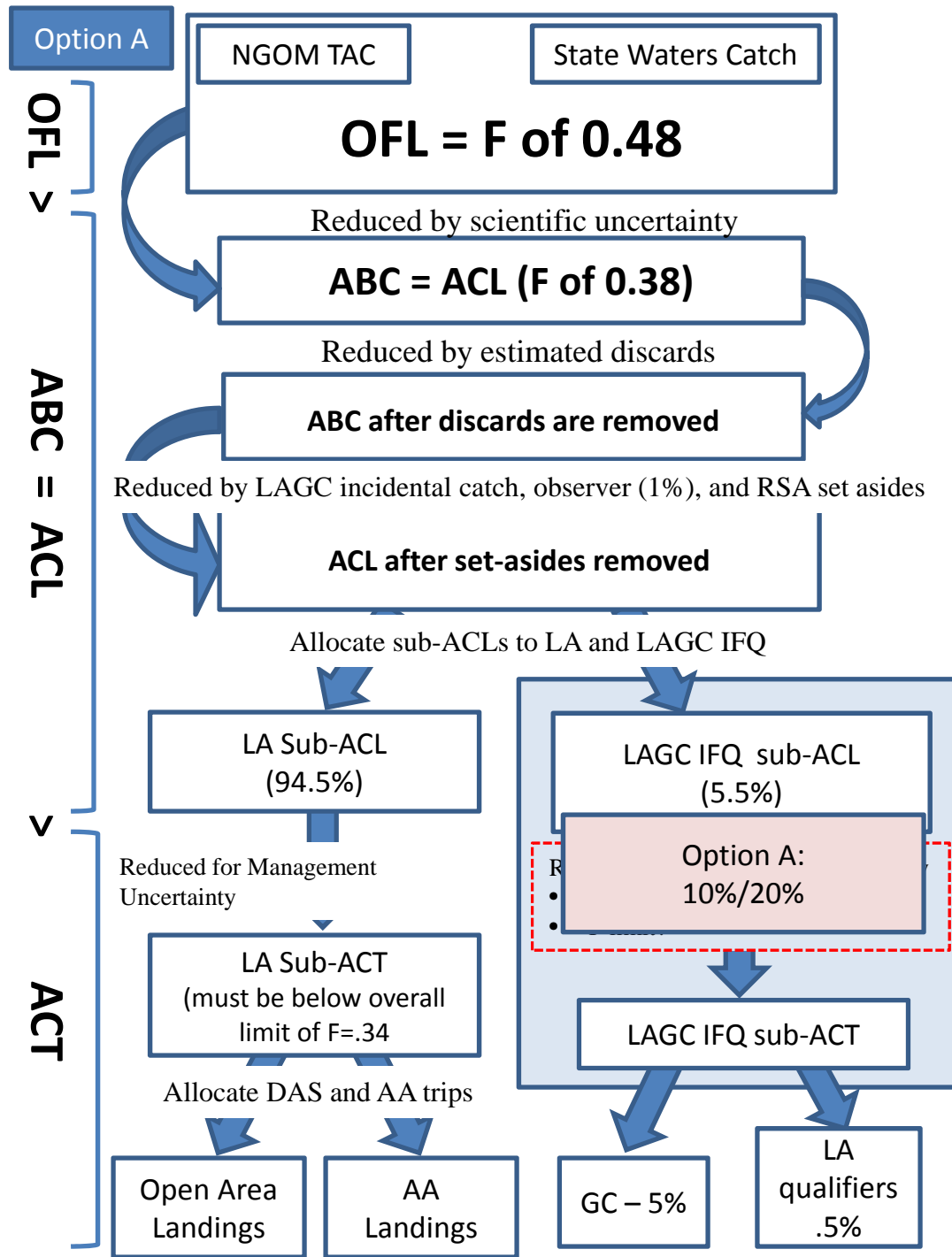


Figure 6, p.16

5.2.1.2 Option B – Allocations based on projected landings

- Calculate ACLs/ACTs based on projected landings from areas that are open (“spatially explicit” bottom-up approach)
- F ceiling that would reflect management uncertainty for each component.
- *Rationale:* Basing allocations only on the biomass that is available to the fishery more closely aligns allocations with the available resource;
- *Cons:* Allocations that are not spatially explicit may have a higher risk of higher fishing rates than target levels since some areas will not be open to the fishery.

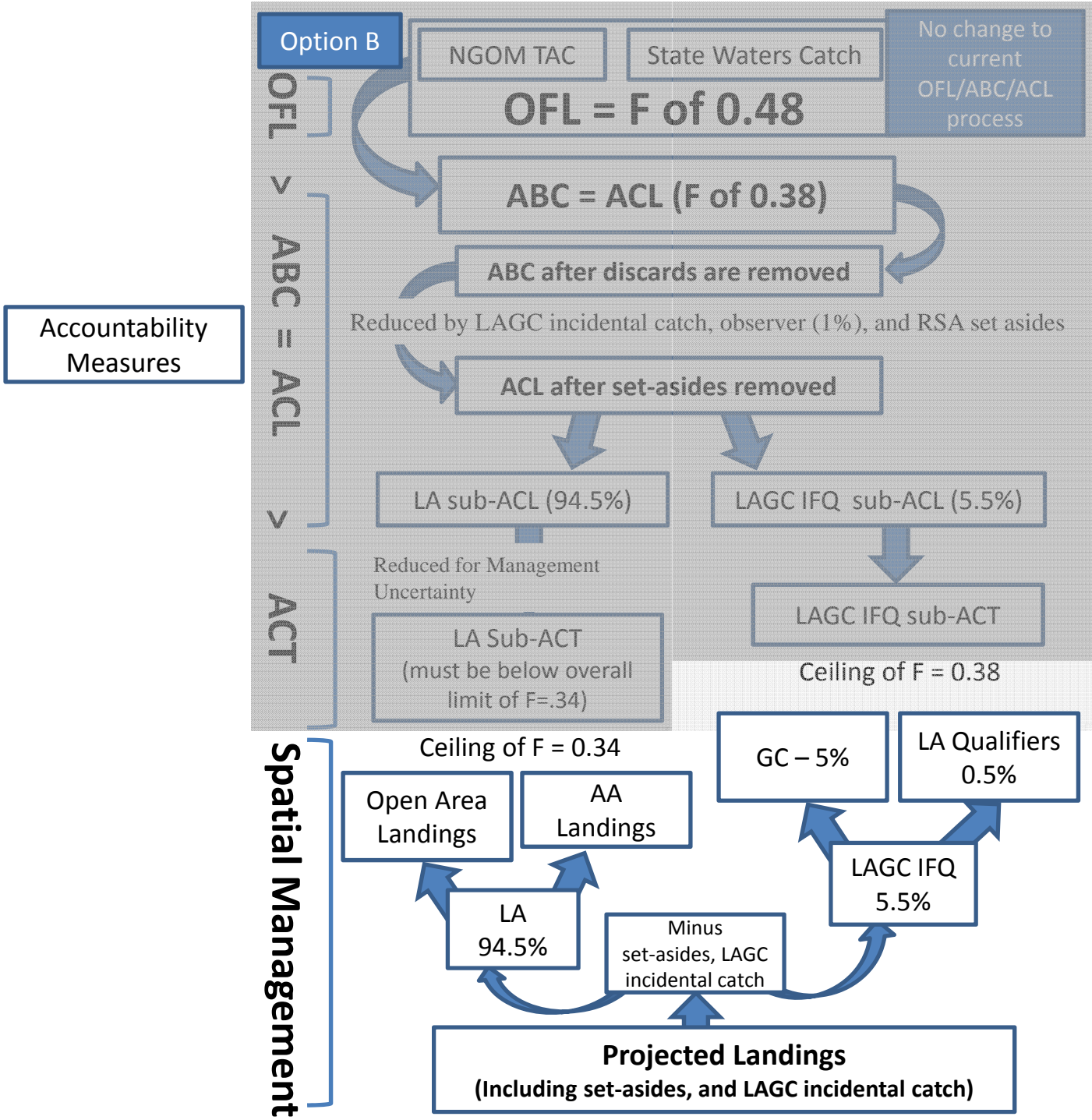


Figure 7, p.18

Comparison of Possible Options

- Percent reduction from LA and LAGC IFQ sub-ACLs for management uncertainty under status quo, Option A 10%, Option A 20%, and Option B.

Table 6, p.21

	Status Quo		Option A - 10%		Option A - 20%		Option B - Spatially Explicit	
	LA	LAGC	LA	LAGC	LA	LAGC	LA	LAGC
FY2011	-14%	0%	-14%	-10%	-14%	-20%	-13%	-15%
FY2012	-11%	0%	-11%	-10%	-11%	-20%	-11%	-12%
FY2013	-20%	0%	-20%	-10%	-20%	-20%	-18%	-22%
FY2014	-18%	0%	-18%	-10%	-18%	-20%	-17%	-21%
FY2015	-17%	0%	-17%	-10%	-17%	-20%	-16%	-19%
FY2016	-48%	0%	-48%	-10%	-48%	-20%	-45%	-82%

Section 5.2.1.1 – Modify Observer Set-Aside Allocation

- The observer set-aside is set at 1% of the **ACL**. (F=0.38)
- In some years this set aside is based on resources the fishery does not have access to.
- Two alternative approaches for calculating the observer set-aside for consideration:
 - Catch level associated with F=0.34 of the total biomass in all areas. This is not a spatially explicit approach.
 - Projected landings in “Option B” before allocating to the LA and LAGC components. This is a spatially explicit approach.

Performance of Observer Set-Aside Options

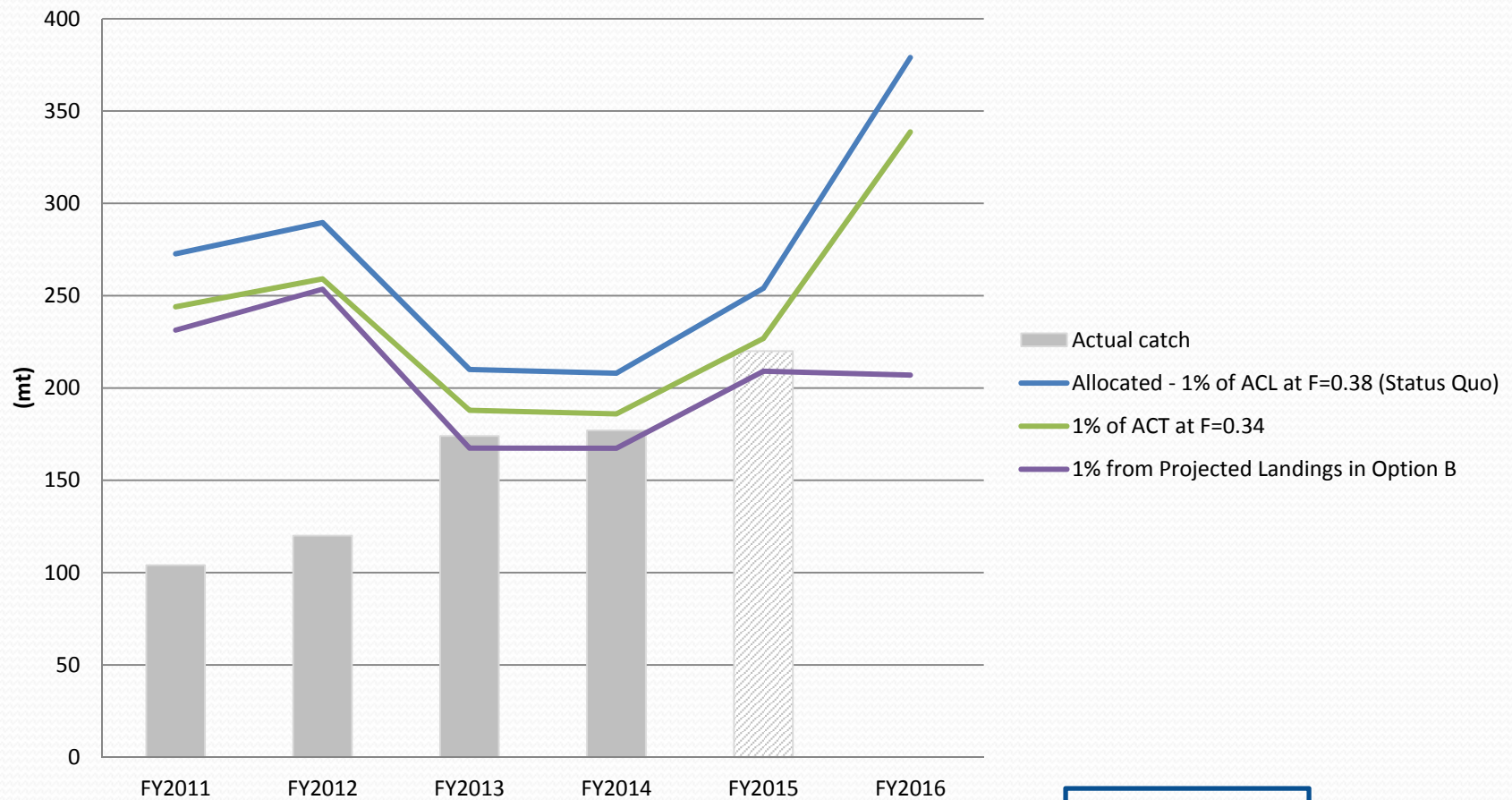


Figure 8, p.22

Observer Coverage Rate Data

LA

Fishing Year	Total Days Absent	Observed Days	Coverage Rate	SBRM Sea Days Tasked	SBRM Sea Days Tasked/Total Days Absent
2013	19362	2465	12.73%	1637	8.45%
2014	17237	2359	13.69%	1488	8.63%
2015	14944	2390	15.99%	2302	15.40%

LAGC IFQ

Fishing Year	Total Days Absent	Observed Days	Coverage Rate	SBRM Sea Days Tasked	SBRM Sea Days Tasked/Total Days Absent
2013	7984	325	4.07%	116	1.45%
2014	8460	430	5.08%	125	1.48%
2015	9206	445	4.83%	210	2.28%

Set-Aside and Use

	Set Aside Quota	% Quota used
FY 2013	463,059 lbs	88.50%
FY 2014	458,562 lbs	84.56%
FY 2015	559,974 lbs	86.60%

Section 6.0 - PDT Discussion

- **DRAFT** has evolved since last PDT meeting (March 9)
- Additional analyses:
 - Comparison of projected and realized estimates of F

AP/CTE Input

- Additional analyses?

Section 6.0 - Input from AP

Topics highlighted green on page 23

- Refinement/changes to draft problem statement?
- Does the AP/CTE support the following for further consideration?
 - Modifications to the ACL flowchart
 - Ideas for modifying the process for setting observer set-aside
 - Scientific and management uncertainty buffers?
- **Other ideas? Additional Analyses?**