

Groundfish Policy Workplan

Ecosystem Committee
Portland, OR
Feb 2, 2016

Action Needed:

- Recommendations to Council on modifications to existing Groundfish Policy Workplan (Part 1)
 - “Alternatives”
 - Status Quo
 - 2 or more alternatives

Documents (D4)

- Chapt 5 from Supplemental Information Report
- Tables
 - Status Quo
 - Alt 1
 - Alt 2

Plan

- This brief presentation
- Discussion
- Development of recommendation/rationale

Management Policy

- PSEIS
 - Established Council's Groundfish Management Policy:
 - *The Council's policy is to apply judicious and responsible fisheries management practices, based on sound scientific research and analysis, proactively rather than reactively, to ensure the sustainability of fishery resources and associated ecosystems for the benefit of future, as well as current generations.*
 - Nine General Priorities
 - 45 Management Objectives

Priorities

Prevent Overfishing	Manage Incidental Catch and Reduce Bycatch and Waste	Promote Equitable and Efficient Use of Fishery Resources
Promote Sustainable Fisheries and Communities	Reduce and Avoid Impacts to Seabirds and Marine Mammals	Increase Alaska Native & Community Consultation
Preserve Food Web	Reduce and Avoid Impacts to Habitat	Improve Data Quality, Monitoring and Enforcement

Management Objectives

<p>1. Adopt conservative harvest levels for multi-species and single-species fisheries and specify optimum yield.</p> <p>2. Continue to use the multi-species optimum yield cap for the BSAI groundfish fisheries.</p> <p>3. Provide for adaptive management by continuing to specify optimum yield as a range.</p> <p>4. Provide for periodic review of the adequacy of <i>T₀</i> and adopt improvements, as appropriate.</p> <p>5. Continue to improve the management of species through species categories.</p>	<p>14. Continue and improve current incidental catch and bycatch management programs.</p> <p>15. Develop incentive programs for bycatch reduction including the development of mechanisms to facilitate the formation of bycatch pools, vessel bycatch allowances, or other bycatch incentive systems.</p> <p>16. Encourage research programs to evaluate current population estimates for non-target species with a view to setting appropriate bycatch limits, as information becomes available.</p> <p>17. Continue programs to reduce discards by developing management measures that encourage the use of gear and fishing techniques that reduce bycatch which includes economic discards.</p> <p>18. Continue to manage incidental catch and bycatch through seasonal distribution of total allowable catch and geographical gear restrictions.</p> <p>19. Continue to account for bycatch mortality in total allowable catch accounting and improve the accuracy of mortality assessments for target, prohibited species catch, and noncommercial species.</p> <p>20. Control the bycatch of prohibited species through prohibited species catch limits or other appropriate measures.</p> <p>21. Reduce waste to biologically and socially acceptable levels.</p>	<p>21. Provide economic and community stability to harvesting and processing sectors through fair allocation of fishery resources.</p> <p>22. Maintain the license limitation program, modified as necessary, and further decrease excess fishing capacity and overcapitalization by eliminating license increases and extending programs such as community or rights-based management to some or all groundfish fisheries.</p> <p>23. Provide for adaptive management by periodically evaluating the effectiveness of rationalization programs and the allocation of access rights based on performance.</p> <p>24. Develop management measures that, when practicable, consider the efficient use of fishery resources taking into account the interest of harvesters, processors, and communities.</p>
<p>6. Promote conservation while providing for optimum yield in terms of the greatest overall benefit to the nation with particular reference to food production, and sustainable opportunities for recreational, subsistence, and commercial fishing participants and fishing communities.</p> <p>7. Promote management measures that, while meeting conservation objectives, are also designed to avoid significant disruption of existing social and economic structures.</p> <p>8. Promote fair and equitable allocation of identified available resources in a manner such that no particular sector, group or entity acquires an excessive share of the privileges.</p> <p>9. Promote increased safety at sea.</p>	<p>24. Continue to cooperate with U.S. Fish and Wildlife Service (USFWS) to protect ESA-listed species, and if appropriate and practicable, other seabird species.</p> <p>25. Maintain and adjust current protection measures as appropriate to avoid jeopardy of extinction or adverse modification to critical habitat for ESA-listed Seabird species.</p> <p>26. Encourage programs to review status of endangered or threatened marine mammal stocks and fishing interactions and develop fishery management measures as appropriate.</p> <p>27. Continue to cooperate with NOAA (USFWS) to protect ESA-listed marine mammal species, and if appropriate and practicable, other marine mammal species.</p>	<p>25. Continue to incorporate local and traditional knowledge in fishery management.</p> <p>26. Consider ways to enhance collection of local and traditional knowledge from communities, and incorporate such knowledge in fishery management where appropriate.</p> <p>27. Increase Alaska Native participation and consultation in fishery management.</p>
<p>10. Develop indices of ecosystem health as targets for management.</p> <p>11. Improve the procedures to adjust acceptable biological catch levels as necessary to account for uncertainty and ecosystem factors.</p> <p>12. Continue to protect the integrity of the food web through limits on harvest of forage species.</p> <p>13. Incorporate ecosystem-based considerations into fishery management decisions, as appropriate.</p>	<p>28. Review and evaluate efficacy of existing habitat protection measures for managed species.</p> <p>29. Identify and designate essential fish habitat and habitat areas of particular concern pursuant to Magnuson-Stevens Act rules, and mitigate fishery impacts as necessary and practicable to continue the sustainability of managed species.</p> <p>30. Develop a Marine Protected Area policy in coordination with national and state policies.</p> <p>31. Encourage development of a research program to identify regional baseline habitat information and mapping, subject to funding and staff availability.</p> <p>32. Develop goals, objectives and criteria to evaluate the efficacy and suitable design of marine protected areas and no-take marine reserves as tools to maintain abundance, diversity, and productivity. Implement marine protected areas if and where appropriate.</p>	<p>38. Increase the utility of groundfish fishery observer data for the conservation and management of living marine resources.</p> <p>39. Develop funding mechanisms that achieve equitable costs to the industry for implementation of the North Pacific Groundfish Observer Program.</p> <p>40. Improve community and regional economic impact costs and benefits through increased data reporting requirements.</p> <p>41. Increase the quality of monitoring and enforcement data through improved technology.</p> <p>42. Encourage a coordinated, long-term ecosystem monitoring program to collect baseline information and compile existing information from a variety of ongoing research initiatives, subject to funding and staff availability.</p> <p>43. Cooperate with research institutions such as the North Pacific Research Board in identifying research needs to address pressing fishery issues.</p> <p>44. Promote enhanced enforcement ability.</p> <p>45. Continue to cooperate and coordinate management and enforcement programs with the Alaska Board of Fish, Alaska Department of Fish and Game, and Alaska Fish and Wildlife Protection, the U.S. Coast Guard, NMFS Enforcement, International Pacific Halibut Commission, Federal agencies, and other organizations to meet conservation requirements, promote economically healthy and sustainable fisheries and fishing communities, and maximize efficiency in management and enforcement programs through continued consultation, coordination, and cooperation.</p>

Illustration Only

FMP Obligation

2.2.1 Management Objectives

“Adaptive management requires regular and periodic review. Objectives identified in this policy statement will be *reviewed annually by the Council*. The Council will also review, modify, eliminate, or consider new issues, as appropriate, to best carry out the goals and objectives of this management policy.”

Existing Strategy

Groundfish Workplan				
Priority actions revised in February 2007, status updated to current				
General Priority	Specific priority actions	Related to mgmt objective:	Status (updated Jan 2016)	2016
Prevent Overfishing	a. continue to develop management strategies that ensure sustainable yields of target species and minimize impacts on populations of incidentally-caught species	5	2009 - BSAI inshore YAC brochure 2010 - Ecosystem comp. draft created 2015 - Working paper on uncertainty in control rules task ed 2016 - BSAI MSE management review Pending - Squid to EC - Init. Review in 2016	Feb, Apr, Jun, Oct, Dec
	b. evaluate effectiveness of setting ABC levels using Tier 1 and 2 approaches, for rockfish and other species	4	Ongoing - AFSC responds to CIE reviews as part of species process	
	c. continue to develop a systematic approach to lumping and splitting that takes into account both biological and management considerations	5	2014 - Greenbook to EC Ongoing - Spatial management policy gutted species complex and business considerations Pending - Squid to EC - Init. Review in 2016	
Preserve Food Web	a. encourage and participate in development of key ecosystem indicators	10	2010, 2011 - AI and ESS ecosystem assessment developed 2015 - GOA Ecosystem Report Card Ongoing - Ecosystem SAFE presented annually Pending - BS FEP will include ecosystem indicators and toobers	
	b. Reconcile procedures to account for uncertainty and ecosystem considerations in establishing harvest limits, for rockfish and other species	11	Pending - Working paper on uncertainty in control rules - awaiting NS Guidelines revisions Ongoing - BSERP MSE modeling	
	c. develop pilot Fishery Ecosystem Plan for the AI	13	2007 - FEP and brochure published 2011 - AI ecosystem assessment developed 2015 - BS FEP	
Manage Incidental Catch and Reduce Bycatch and Waste	a. explore incentive-based bycatch reduction programs in GOA and BSAI fisheries	15	2010 - Inshore YAC or crab closure 2011, 2013 - GOA pollock and non-pollock Chinook PSC limits 2012 - GOA halibut PSC limit reduction 2015 - Partially addressed in BS salmon bycatch analysis 2016 - GOA trial bycatch mgmt 2015 - Halibut management framework initiated	
	b. explore mortality rate-based approaches to setting PSC limits in GOA and BSAI fisheries	20	2008 - Partially addressed in BS Chinook bycatch limits 2014 - Template for BSAI crab bycatch limits initiated 2015 - Halibut abundance-based PSC interagency paper 2016 - Halibut management framework	
	c. consider new management strategies to reduce incidental rockfish bycatch and discards	17	Ongoing - Partially addressed in rockfish program Ongoing - Partially addressed in Council's Spatial Mgmt Policy	
	d. develop statistically rigorous approaches to estimating bycatch in line with national initiatives	14, 19	2011 - Inshore Bycatch Report 2013 - Restricted Obs. Program Ongoing - Review of Obs. Annual Deployment Plan	
	e. encourage research programs to evaluate population estimates for non-target species	16	2007 - Included in research priorities Ongoing - Forage fish included in Ecosystem SAFE	
	f. develop incentive-based and appropriate biomass-based trigger limits and area closures for BSAI salmon bycatch reduction, as information becomes available	14, 15, 20	2015 - Bycatch limits for BS Chinook revised - pending rulemaking	
	g. assess impact of management measures on regulatory discards and consider measures to reduce where practicable	17	2007 - Partially addressed by snowcrab NRA analysis for GOA 2010 - Partially addressed by snowcrab NRA analysis for BSAI 2015 - Halibut management framework	

2010 Review of Groundfish Management Policy

The Council developed a comprehensive groundfish management policy in 2009, following a programmatic review of the BSAI and GOA groundfish fisheries (OAR 2009). The Council adopted a management approach consistent with 7 policy goals, with accompanying objectives.

In order to track the implementation of the revised management objectives over time, the Council developed a template to generate status reports. The first draft of the template was developed in June 2014, and a final version was completed in February 2015. The Council is updated on the status of its template on a regular basis. The management policy and the template are attached as appendices from the discussion paper.

Over a year, the Council conducted a review of the management policy objectives and the accompanying template, and of appropriate, action-oriented changes. The final draft of the template was made in early 2016, largely in response to the changes to the template. The template includes the Council's groundfish policy goals and management objectives with respect to the FMP and regulatory management changes that are discussed in the discussion paper. The template also includes the Council's status reports in line with the template. The discussion in this section is not intended to be a comprehensive review of the template, but rather a summary of the Council's goals and objectives. Status is provided in parallel to the Council's status reports on the status of the template on the table in this section, and how they compare to the management objectives that the Council set for itself in 2009.

Each of the seven policy objectives are of the Council's policy goals. The specific objectives listed in the policy goals are listed in a box at the beginning of the section. If the objectives are also listed in a specific box in the Council's template, that is noted also.

Prevent Overfishing

1. Adopt ecosystem harvest limits
2. Use zoning, OY, etc.
3. Specify OY as a range
4. Provide priority of FMP and other management
5. Improve management through system changes (see comment)

Preserve Ecosystems

- Review the bycatch specifications process (BS-04)
- Review status to improve OY
- Implement management specifications for OY - when species complex (OY, OY)
- Implement to bring FMP, as far as ACL, implementation, including species status (see comment)
- Review status of FMP and other management (BS-04, BS-05)

Reduce Mortality

- Assess specifications for using harvest limits
- Review OY criteria for stock assessments and harvest strategies
- Develop approaches to improve management of management systems
- Implement measures to improve management of management systems

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Priority actions revised in February 2007, status updated to current				
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	b. evaluate effectiveness of setting ABC levels using Tier 1 and 2 approaches, for rockfish and other species	4	Ongoing - AFSC responds to CIE reviews as part of species process	
	c. continue to develop a systematic approach to lumping and splitting that takes into account both biological and management considerations	5	2014 - Greenbook to EC Ongoing - Spatial management policy gutted species complex and business considerations Pending - Squid to EC - Init. Review in 2016	
Preserve Food Web	a. encourage and participate in development of key ecosystem indicators	10	2010, 2011 - AI and ESS ecosystem assessment developed 2015 - GOA Ecosystem Report Card Ongoing - Ecosystem SAFE presented annually Pending - BS FEP will include ecosystem indicators and toobers	
	b. Reconcile procedures to account for uncertainty and ecosystem considerations in establishing harvest limits, for rockfish and other species	11	Pending - Working paper on uncertainty in control rules - awaiting NS Guidelines revisions Ongoing - BSERP MSE modeling	
	c. develop pilot Fishery Ecosystem Plan for the AI	13	2007 - FEP and brochure published 2011 - AI ecosystem assessment developed 2015 - BS FEP	
Manage Incidental Catch and Reduce Bycatch and Waste	a. explore incentive-based bycatch reduction programs in GOA and BSAI fisheries	15	2010 - Inshore YAC or crab closure 2011, 2013 - GOA pollock and non-pollock Chinook PSC limits 2012 - GOA halibut PSC limit reduction 2015 - Partially addressed in BS salmon bycatch analysis 2016 - GOA trial bycatch mgmt 2015 - Halibut management framework initiated	
	b. explore mortality rate-based approaches to setting PSC limits in GOA and BSAI fisheries	20	2008 - Partially addressed in BS Chinook bycatch limits 2014 - Template for BSAI crab bycatch limits initiated 2015 - Halibut abundance-based PSC interagency paper 2016 - Halibut management framework	
	c. consider new management strategies to reduce incidental rockfish bycatch and discards	17	Ongoing - Partially addressed in rockfish program Ongoing - Partially addressed in Council's Spatial Mgmt Policy	
	d. develop statistically rigorous approaches to estimating bycatch in line with national initiatives	14, 19	2011 - Inshore Bycatch Report 2013 - Restricted Obs. Program Ongoing - Review of Obs. Annual Deployment Plan	
	e. encourage research programs to evaluate population estimates for non-target species	16	2007 - Included in research priorities Ongoing - Forage fish included in Ecosystem SAFE	
	f. develop incentive-based and appropriate biomass-based trigger limits and area closures for BSAI salmon bycatch reduction, as information becomes available	14, 15, 20	2015 - Bycatch limits for BS Chinook revised - pending rulemaking	
	g. assess impact of management measures on regulatory discards and consider measures to reduce where practicable	17	2007 - Partially addressed by snowcrab NRA analysis for GOA 2010 - Partially addressed by snowcrab NRA analysis for BSAI 2015 - Halibut management framework	

Prevent Overfishing

1. Adopt conservative harvest levels
2. Use existing OY caps.
3. Specify OY as a range.
4. Periodic reviews of F40 and adopt improvements
5. Improve management through species categories (*on workplan*)

FMP amendments

- revisions to the harvest specifications process (B48/G48)
- moved skates to target category (G63)
- biologically-based specifications for GOA ‘other species’ category (G69, G79)
- amendments to bring FMPs in line with ACL requirements, including moving other species into target category, and creating an ecosystem component category (B95, others)

Regulatory amendments

- Annual specifications for setting harvest levels

Other

- Regular CIE reviews for stock assessments and harvest strategies
- Upcoming amendments to improve management of nontarget species
- SSC recommendation to split out BSAI Pacific cod by subarea

2010

Prevent Overfishing

1. Adopt conservative harvest levels
2. Use existing OY caps
3. Specify OY as a range
4. Periodic reviews of $F_{40\%}$ and adopt improvements
5. Improve management through species categories (on workplan)

FMP amendments related to this goal statement

- revisions to the harvest specifications process (B48/G48)
- moved skates to target category (G63)
- biologically-based specifications for GOA “other species” category (G69, G79)
- amendments to bring FMPs in line with annual catch limit requirements, including moving other species into target category, and creating an ecosystem component category (B95, G87)
- amendment to include grenadiers in the ecosystem component of the FMPs (B100, G91)
- Restructured observer program reduces bias in catch accounting (B86, G76)
- Provide flexibility for flatfish specifications (B105)

Regulatory amendments related to this goal statement

- Annual specifications for setting harvest levels

Other management actions related to this goal statement

- Regular Center for International Experts reviews for stock assessments and harvest strategies
- Ongoing work on accounting for uncertainty in control rules
- Council policy and ongoing discussion of spatial management for stocks

2015

Problem Statement

- As currently listed, the Workplan’s “Specific Priority Actions”...
 - Overdue for update
 - Limit consideration of all management objectives
 - Preclude inclusion of some current Council actions
 - Do not naturally contribute to annual review

Solution

- As currently listed, the Workplan’s “Specific Priority Actions”...
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**Update
(status quo)**

DRAFT Revised Groundfish Workplan
Illustrates changes from existing workplan: additions in *italics*, deletions in ~~strikeout~~

General Priority (in no particular order)	Specific priority actions	Related to management objective:	Status (updated 1-16-07)	Comments on revisions
Prevent Overfishing	a. continue to participate in the development of lumping- and splitting- criteria management strategies that ensure sustainable yields of target species and minimize impacts on populations of incidentally-caught species	5	GOA 'other species' amd approved; 'other species' breakout analysis initiated	rewording of priority action
	b. consider new harvest strategies for rockfish evaluate effectiveness of setting ABC levels using Tier 5 and 6 approaches	4	AFSC presenting response to CIE review of rockfish harvest strategy (Feb 07)	revised priority action for rockfish reflects CIE review's comments on rockfish harvest strategy
	c. set TAG at or < ABC	4	Amendment approved by Council	REMOVE: action completed
Preserve Food Web	a. revisit evaluation of CV caps	44-4	research paper presented to SSC Feb 05	REMOVE: action completed
	b. encourage <i>recommitment to NOAA Fisheries</i> and participate in the development and implementation of key ecosystem indicators as part of stock assessment process	10	ecosystem SAFE presented annually; AI FEP to identify ecosystem indicators for the Aleutians	simplify wording; also, indicators may have broader utility than just stock assessment process
	* Reconcile procedures to account for uncertainty and ecosystem considerations in establishing harvest limits	11		IDEA FOR NEW ACTION
	* develop pilot Fishery Ecosystem Plan	13	Initial review scheduled for Apr 07	IDEA FOR NEW ACTION
	a. complete rationalization of GOA fisheries	17 (32)	rockfish demonstration program approved; analysis initiated for Pacific cod sector allocations	REMOVE: moved to fishery resource section below, also combined with bycatch action 'c'
Manage Incidental Catch and Reduce Bycatch and Waste	b. complete rationalization of BSAI non-pollock fisheries	17 (32)	partially addressed through IRIU Amd 80 and P cod sector allocations (approved)	REMOVE: actions taken to assist in bycatch reduction
	c. explore incentive-based bycatch reduction programs in GOA fisheries	15		rewording of priority action to combine with bycatch action 'a' above
	d. explore mortality rate-based approaches to setting PSC limits in GOA fisheries	20		rewording to focus on PSC limits in GOA fisheries
	e. consider new management strategies to reduce incidental rockfish bycatch and discards	17	revised ranking system for species of concern	no change proposed
	* develop statistically rigorous approaches to estimating bycatch in line with national initiatives	14, 15		IDEA FOR NEW ACTION
	* encourage research programs to evaluate population estimates for non-target species	16		IDEA FOR NEW ACTION
	* develop appropriate biomass-based trigger limits and area closures for BSAI salmon bycatch reduction, as information becomes available	14, 15, 20	Initial review of revised regulatory closure areas scheduled for Jun 07	IDEA FOR NEW ACTION

Solution

- As currently listed, the Workplan's "Specific Priority Actions"...

- Overdue for update
- Limit consideration to management objectives
 - Preclude inclusion of some current Council actions
- Do not naturally contribute to annual review

Fold into actions (alts 1 and 2)

Solution

- As currently listed, the Workplan's "Specific Priority Actions"...
- Overdue for update
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**Include M.O.
(alt 1)**

Solution

- As currently listed, the Workplan's "Specific Priority Actions"...
- Overdue for update
- Limit consideration of all management objectives
 - Preclude inclusion of some current Council actions
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**Include M.O.
and
completed
actions (alt 2)**

When you get to a fork in the
road, ...take it

- Yogi Berra

(attrib.)

Staff recommendation

- Alt 2
- Staff to develop changes under that format and present to Council at upcoming meeting