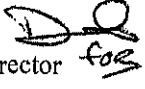


C.

AGENDA C-5
JUNE 2013

MEMORANDUM

TO: Council, SSC and AP Members

FROM: Chris Oliver 
Executive Director

ESTIMATED TIME 12 HOURS (All C-5 items)

DATE: May 28, 2013

SUBJECT: GOA Trawl Bycatch

ACTION REQUIRED

- (a) Discussion paper on GOA Trawl Bycatch Management/roadmap.
- (b) Initial review on GOA Trawl Data Collection.
- (c) Tendering report.

BACKGROUND

(a) Trawl Bycatch Management

During its February, meeting the Council requested that staff draft a discussion paper and a roadmap to aid the development of GOA Trawl Bycatch Management program. That discussion paper is presented under **Item C-5(a)**. The elements of the discussion paper include a roadmap of Council decision points. Data describing participation in the Central and Western GOA groundfish fisheries is presented as well as information on LLPs and their endorsements. An errata sheet is also included under this item that provides additional information on the area 620 and 630 pollock fisheries. The third section of the paper is an expanded discussion of state waters management, including options for addressing expansion into state waters which may result from a catch share program that applies to federal waters. The fourth section provides an expanded discussion of community protections to include the mechanics and applicability of Community Fisheries Associations and other alternative measures (e.g, port of landing requirements, regionalization) to the GOA trawl fisheries. Finally, the fifth section provides a discussion of potential benefits and detriments of limited duration quota and a discussion of types of non-monetary auctions.

The Council may identify additional information that is needed to more fully develop these concepts, or develop more specific management alternatives for further analysis.

(b) Initial review of GOA Trawl Data Collection

Because the Council is considering developing a catch share plan for the Central and Western Gulf of Alaska trawl fishery (posted on web May 21, 2013), it has also expressed an interest in developing a fast-tracked data collection program that can be implemented before fishing begins under a potential new catch share program. Implementation of data collection before a catch share program implemented would

provide the Council, analysts, and the public better historical information to assess the impacts of the proposed amendment. At this meeting, the Council may determine whether the document is adequate for Public review. If it is ready to be released, the Council may select a preliminary preferred alternative.

It is assumed that the data collection program would apply to harvesters and processors that catch or process groundfish harvested with trawl gear from the Central or Western GOA. The analysis identifies the data elements that are proposed to be collected from catcher vessels, catcher processors, and processors. Some of the issues that the Council may wish to provide direction are:

- Should the Amendment 80 EDR be extended to cover the one GOA trawl catcher processor that is currently excluded from submitting that EDR?
- Should the Amendment 80 EDR be expanded to collect harvest crew permit numbers, so those data are comparable to that proposed to be collected from catcher vessels?
- If checkboxes are added to the catcher vessels logbook to note if a vessel used an excluder device or moved to avoid halibut, should the Council recommend moving to an electronic logbook so the data can be more easily accessed? Also should vessels less than 60 feet LOA be required to submit a logbook?
- What is the scope of data to be collected from catcher vessels? The data collection program in the RIR focuses on employment, fuel usage, gear purchases, and observer costs.
- What is the scope of data to be collected from processors? The data collection program described in the RIR focuses on employment and utility usage when purchased from community owned providers.

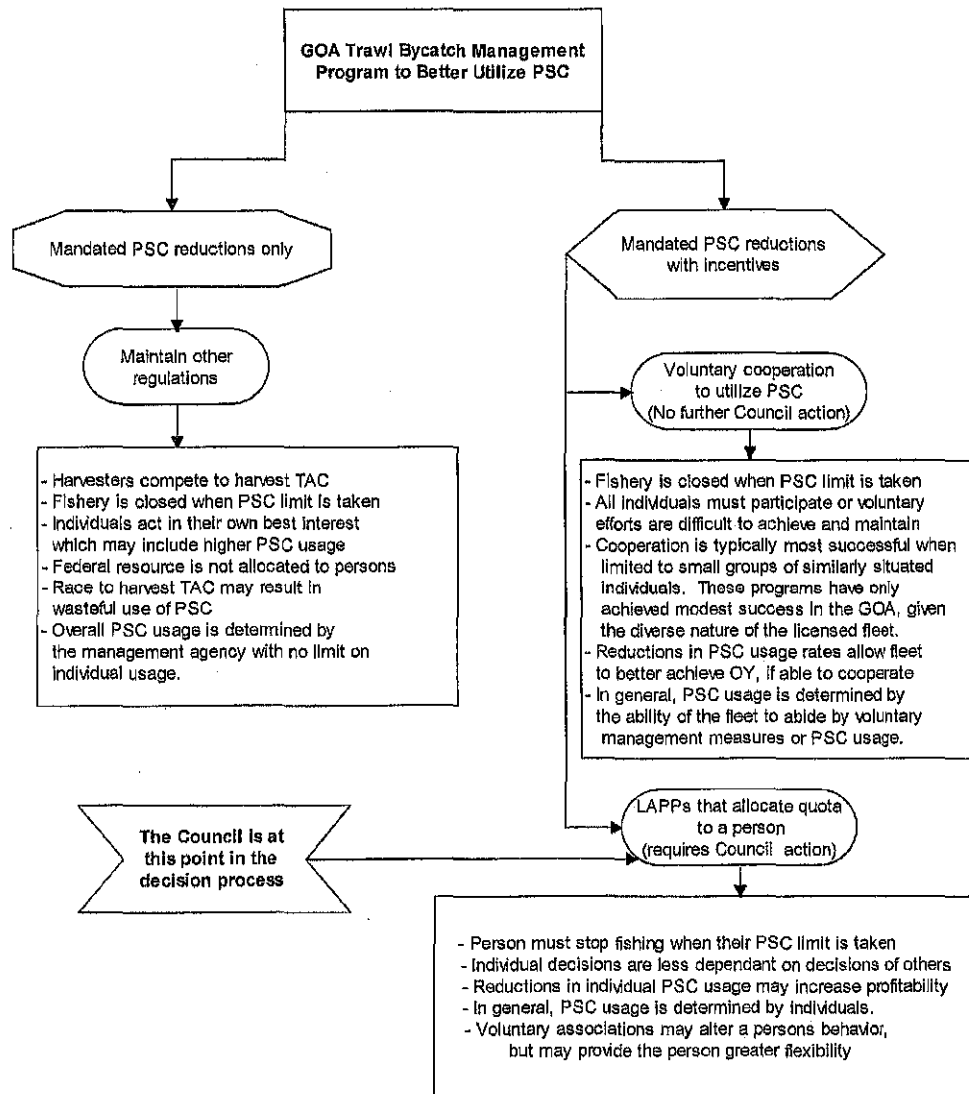
(c) Tendering report

The Council requested that staff prepare a report (attached at Item C-5(c)) on the use of tender vessels in the GOA pollock and Pacific cod trawl fisheries. That paper provides historic participation data from 2010 through April 2013, information on tendering regulations in the GOA, and management and enforcement issues. The only Council action necessary is to review the report and provide direction to staff regarding any additional information needs.

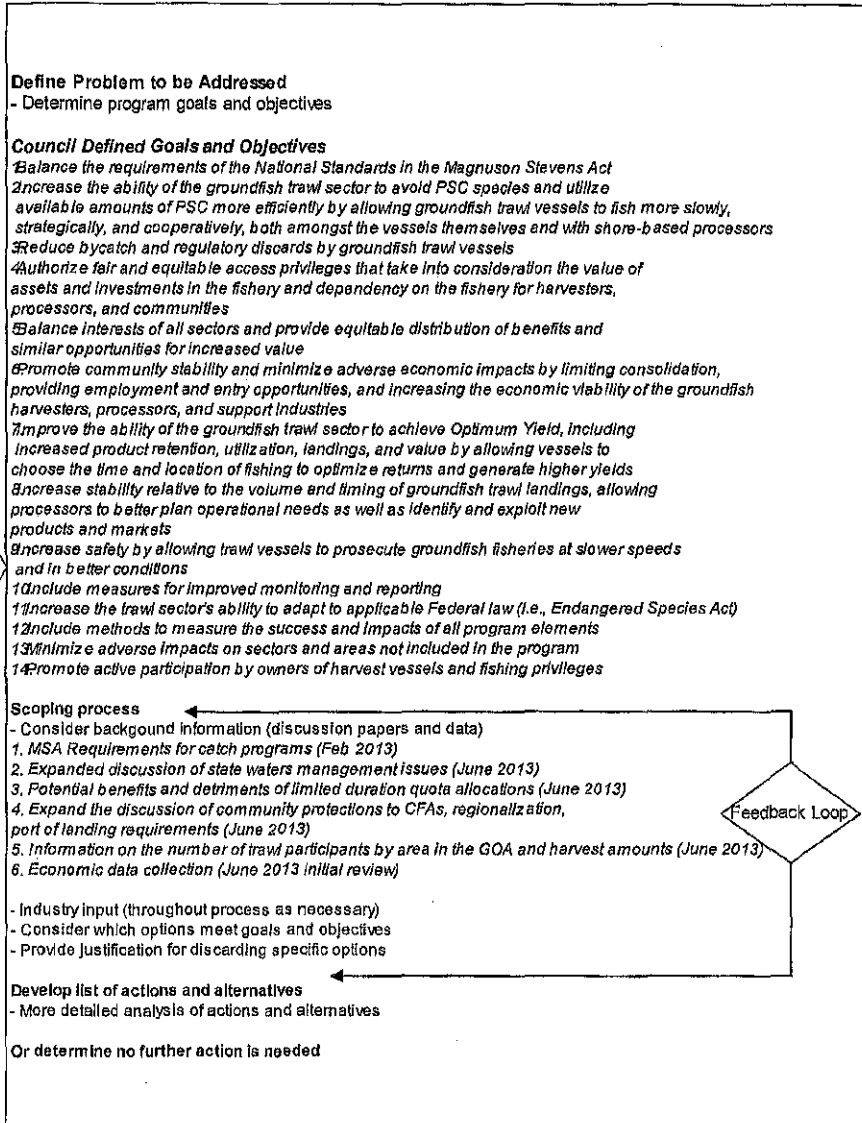
Agenda Item C-5(a)
GOA Trawl Bycatch Management Discussion Papers and Roadmap
June 2013

At its February 2013 meeting, the Council requested that staff provide additional information on specific issues to help guide future GOA Trawl Bycatch Management discussions. The Council requested information on four specific topics. The first is a roadmap of the process that might be used by the Council. That chart is provided in Section 1. The first three pages of that section define a general roadmap. The next two pages are tier 1 decisions the Council must make if they move forward with a catch share program. Remaining sections of the roadmap focus on decisions that must be made after the tier 1 decisions are selected and the very detail decisions that follow the higher level decisions. Section 2 is a presentation of historic participation data in the Central and Western GOA trawl fisheries. Section 3 is a discussion of State Waters management issues. Section 4 provides a discussion of the benefits and detriments of limited duration quota allocations, including non-monetary auctions. Finally, Section 5 presents a discussion of potential community protection measures.

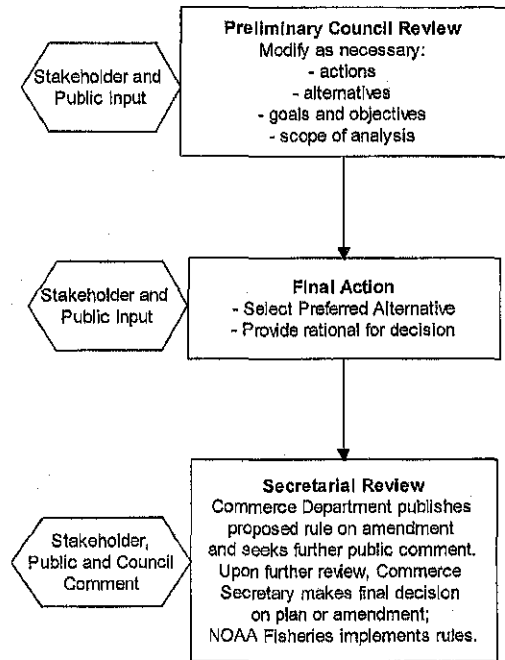
1 Decision Tree for GOA Trawl Bycatch Management

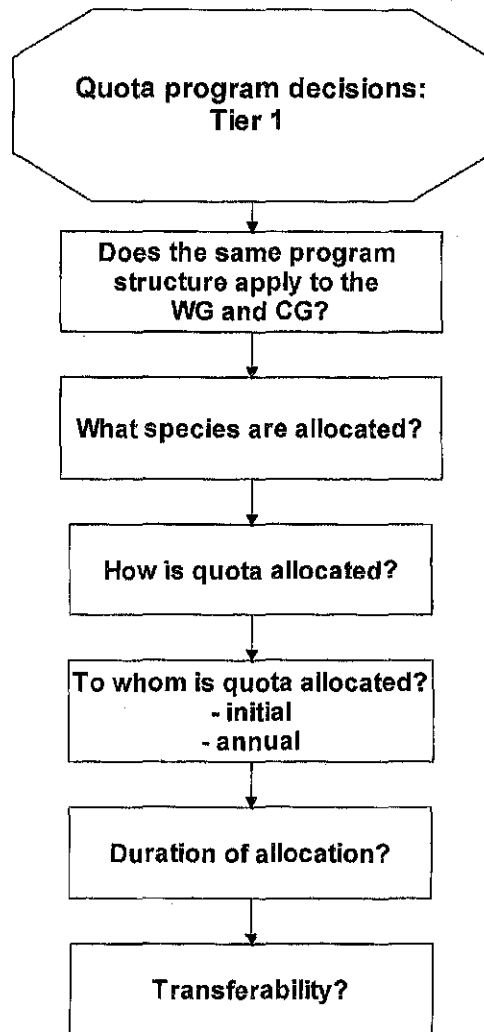


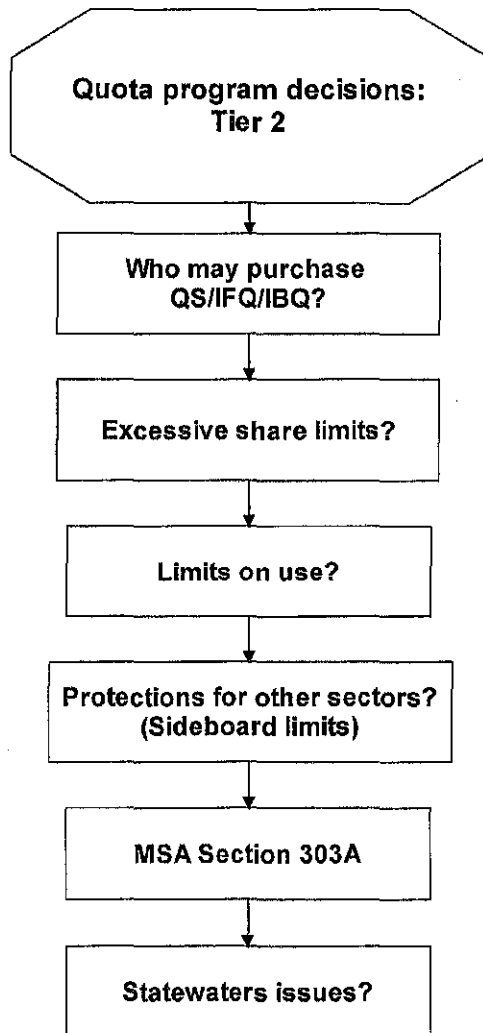
Trawl Bycatch Management Program Development



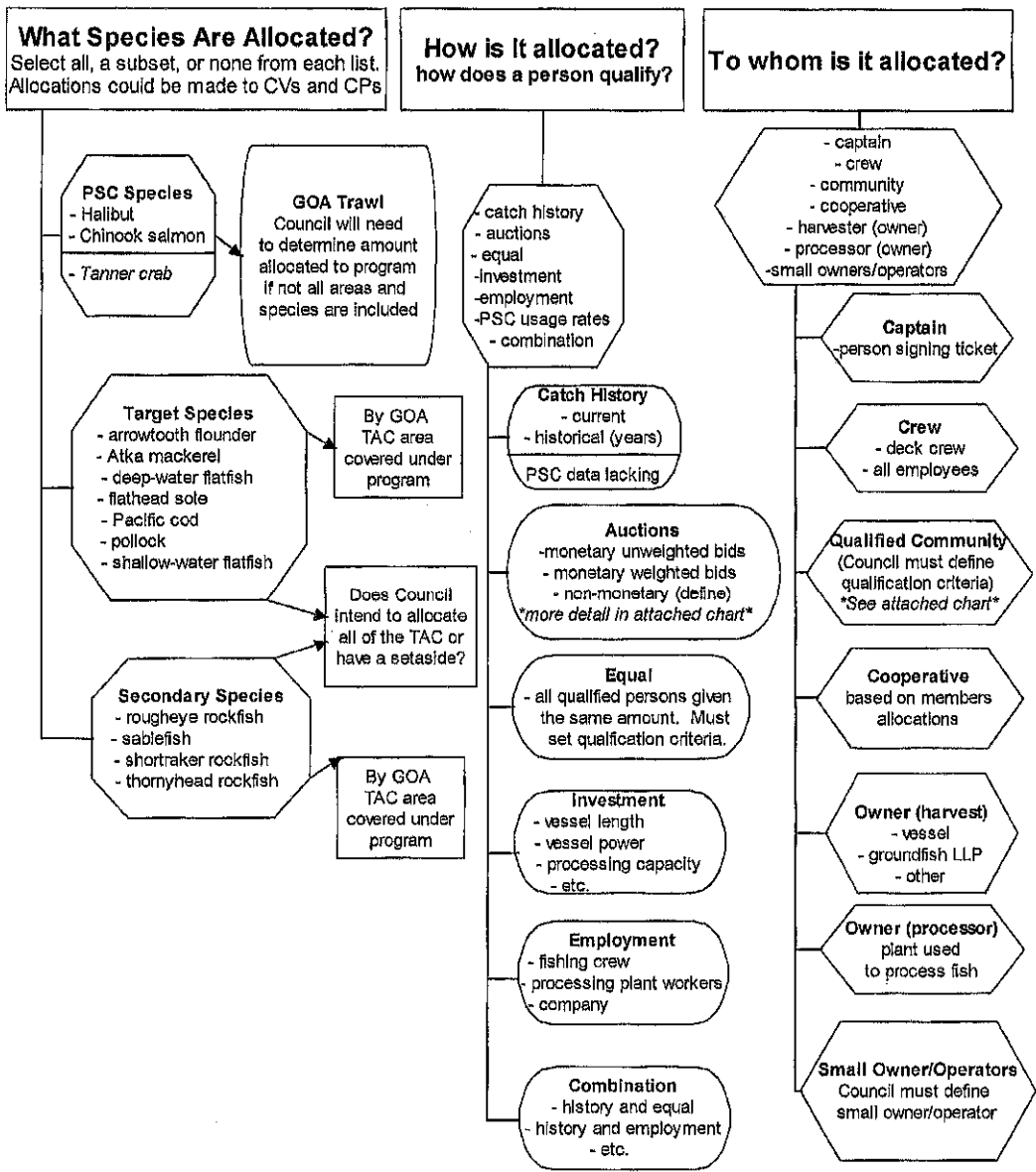
Continued from previous page



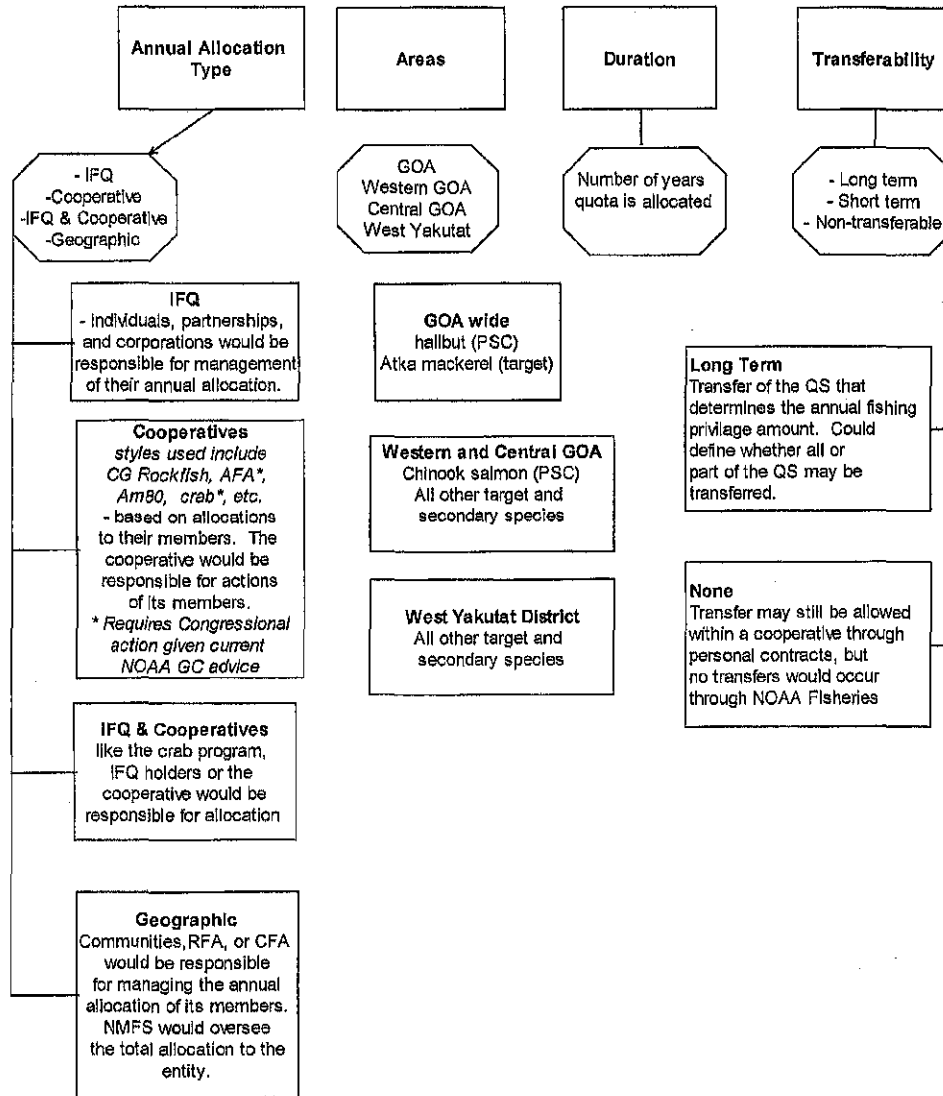




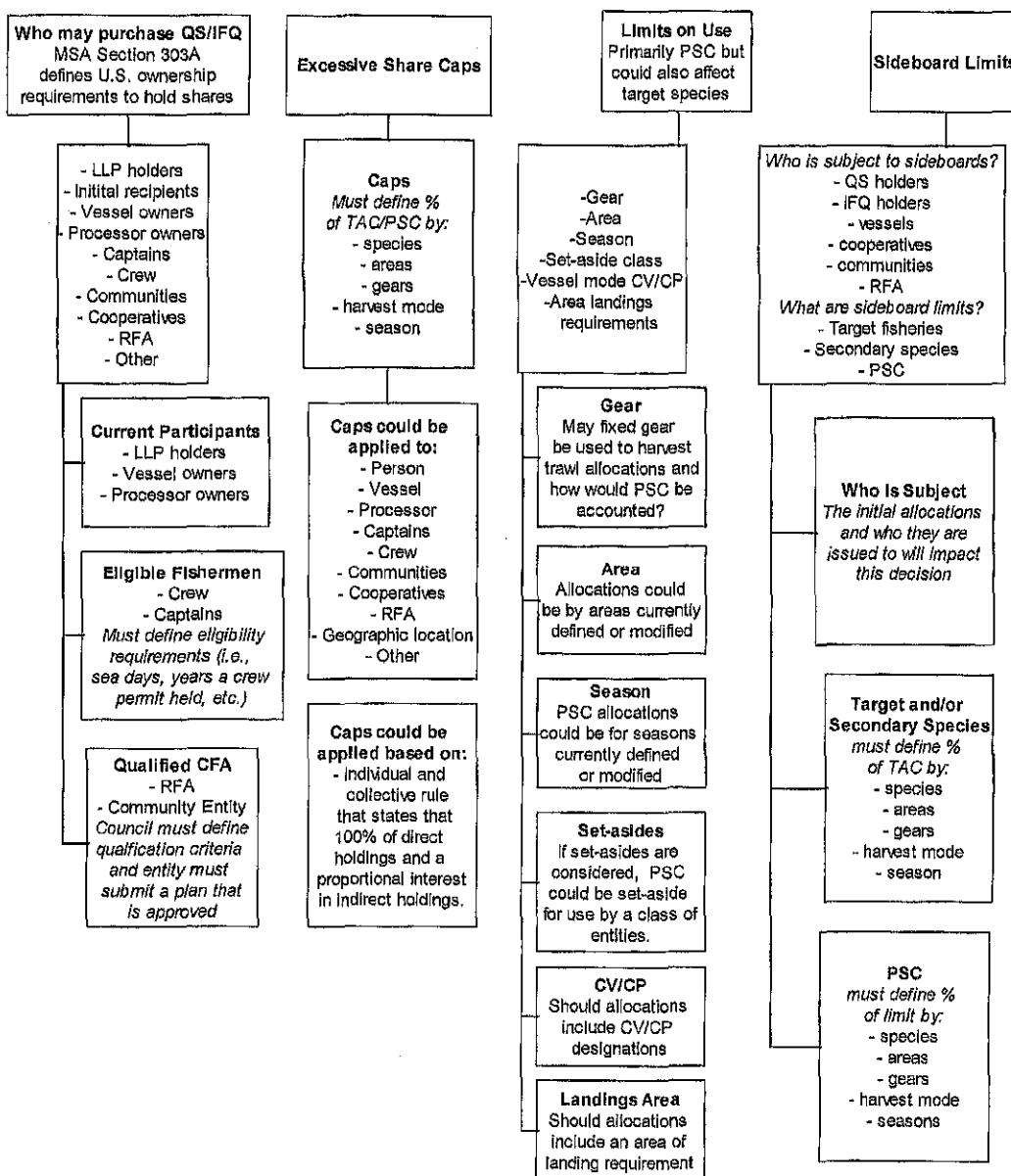
LAPPs that allocate quota to a person
(Council's tier 1 decisions if program is moved forward)



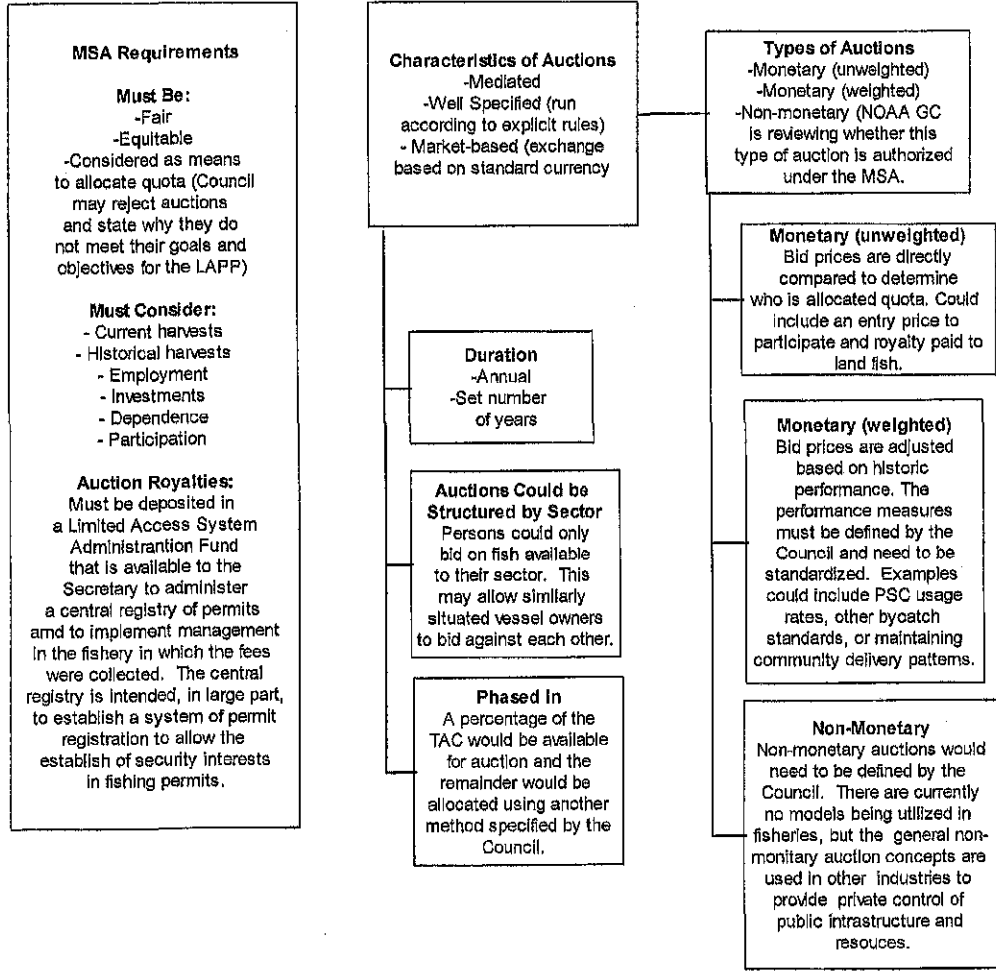
LAPPs that allocate PSC to a person
(Council's tier 1 decisions if program is moved forward)

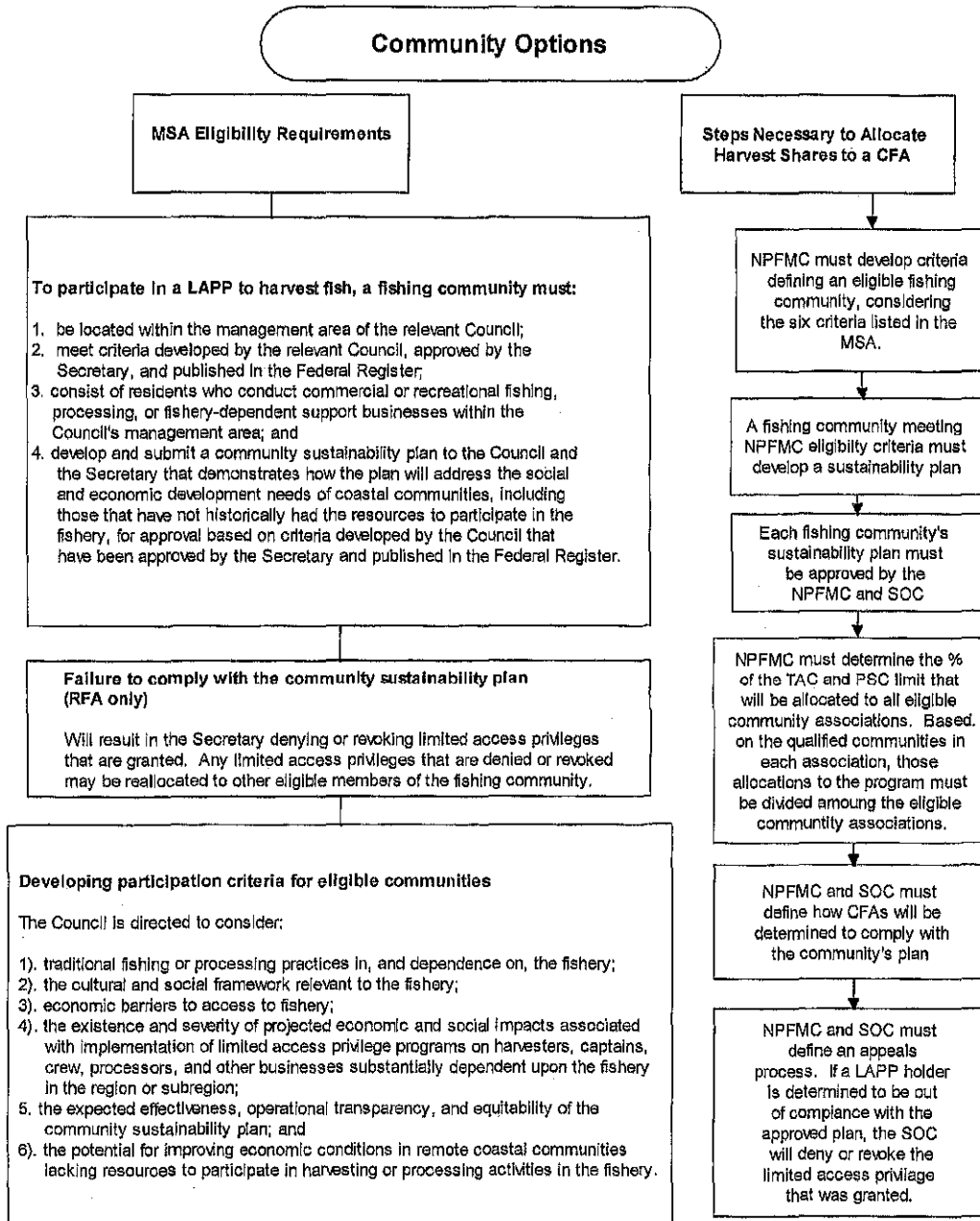


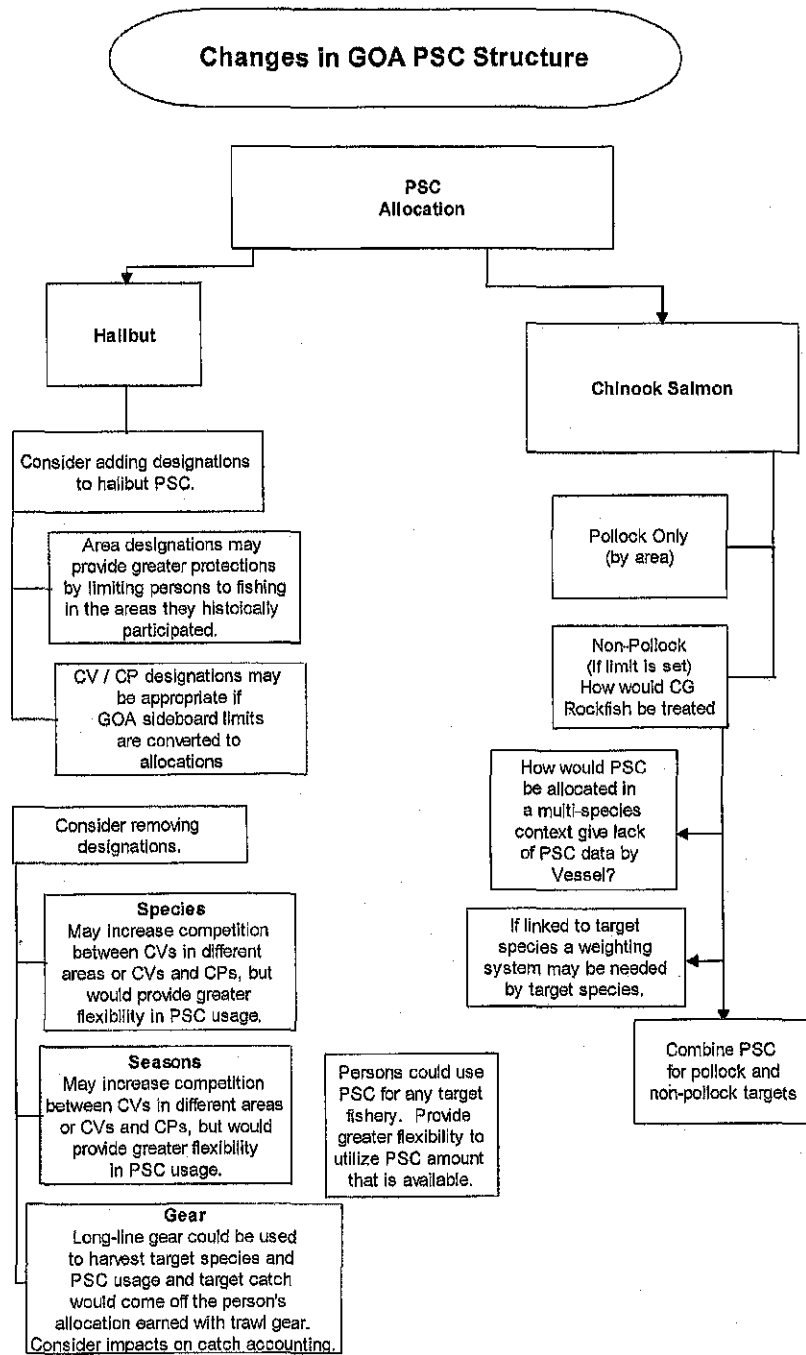
LAPPs that allocate quota to a person
(Council's tier 2 decisions: dependent on tier 1 decisions)



Auctions







ITEM C-5(b)(1)
JUNE 2013

**Regulatory Impact Review/ Initial Regulatory Flexibility Analysis for
Amendment XX to the Fishery Management Plan for Groundfish of the
Gulf of Alaska**

**Data Collection for Vessels Using
Trawl Gear in the Gulf of Alaska**

Initial Review Draft

May 22, 2013

Executive Summary

This amendment package proposes management measures that would apply to vessels that use trawl gear to harvest groundfish in the Federal and parallel fisheries of the GOA. The measures under consideration include implementing economic data collection for catcher vessels that is similar to the Crab data collection program in the BSAI, adding check boxes to the logbook that identify when excluder devices are being used, making minor modifications to the Amendment 80 data collection program, and collecting data on electric and water usage by processing plants in Kodiak. The Council has tentatively signaled that it will select a preliminary preferred alternative at initial review, in June 2013. The Council may then take final action on this issue in October 2013, which could allow implementation of the proposed action in 2014.

Council problem statement

The Council is interested in developing a data collection program that can be established prior to the implementation of a trawl catch share program in the GOA. This fast-tracked data collection would provide the Council and analysts with relevant baseline information that can be used to assess the impacts of a catch share program on affected harvesters, processors, and communities in the GOA.

In developing a data collection program that can be implemented quickly, efficiently, and with minimal burden on participating stakeholders, the Council intends to prioritize the collection of information that is relevant, reliable, and for which existing data sources do not exist. Given the potential for implementation of catch shares in both the Central and Western GOA, the scope of the analysis should include participants in both management areas.

Alternatives

The Council adopted the following alternatives for analysis.

Alternative 1. No action.

Alternative 2. Implement a fast-track program to collect economic baseline data for the WGOA and CGOA trawl harvesting and processing sectors.

The no action alternative would maintain current data collection efforts in the GOA. Currently economic data are collected from participants in the GOA Rockfish program and Amendment 80 vessels. Most catcher vessels that participate in the GOA trawl fisheries are not subject to economic data collection. Maintaining the status quo would limit the amount of economic data that are available for vessels that operate in GOA trawl fisheries that are not currently included in an economic data collection program.

Alternative 2 would implement an economic data collection program to collect baseline data from harvesters and processors of groundfish that is harvested with trawl gear from the GOA. The purpose of collecting this information is to better understand the current structure of the GOA trawl fishing industry, so that if the Council proposes and the Secretary of Commerce implements management changes to these fisheries, the impacts of those changes can be better understood.

Probable impacts of the alternatives

The no action alternative will not change costs borne by either industry or NMFS. However, certain baseline economic information on the GOA trawl fleet and the processors that take delivery of their catch will not be available to analysts and the Council.

Implementing Alternative 2 would slightly increase the reporting burden on one catcher processor (about 20 hours), 70 catcher vessels (about 18 hours for each submission), and 17 shorebased or floating processors (about 10 hours for each submission). Agency costs would increase, but those cost increases would be almost exclusively associated with the data collection from catcher vessels and processors. Those cost increases would provide the Council, NMFS, and other interested stakeholders data on the employment and specific variable costs. Those data will be of interest as the stakeholders review the impact of the trawl bycatch management program on employment and specific costs in the future.

If the Council moves forward with adding a checkbox to the catcher vessel logbook, it should consider requiring GOA catcher vessels to submit eLogbooks. Moving to eLogbooks would likely increase the reporting burden for some vessel owners and decrease the burden for others, depending on the structure of their computer system. This would make the data being submitted accessible to fishery managers, fishery analysts, policy makers. The Council could also consider requiring trawl catcher vessels that are less than 60 feet LOA to submit eLogbooks. Current catcher vessel logbooks are assumed to take 18 minutes per submission. The amount of time required depends on the days fished, if 50 days are assumed the reporting burden is 15 hours per year. That estimate changes in a linear fashion depending on whether the vessel is fished in the GOA trawl fishery more or less than the assumed 50 days.

Roadmap to the document

The document begins by describing the purpose for this amendment (Section 1) and a description of the alternatives (Section 2). The Regulatory Impact Review is in Section 3. The RIR provides background information on the sectors subject to the EDR, describes the EDR elements, and costs to industry and NMFS. The EDR alternatives are not expected to change fleet behavior or have economic and socioeconomic impacts beyond the cost of supplying the data.

The document also contains an Initial Regulatory Flexibility Analysis (Section 4), which evaluates the impact of the action on small businesses. Sections 5 and 6 discuss the alternatives with respect to the requirements of the Magnuson-Stevens Act and other analytical considerations.

