

Science, Service, Stewardship



Future of the Atlantic Shark Fisheries (Amendment 6)

Presented to HMS AP Meeting
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September 22, 2011

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Outline

- Background
- Notice of Intent (NOI)
- Feedback on Catch Share Design Elements for the Atlantic Shark Fishery*
- Next steps

*NOTE: Topics are discussed more fully in the Catch Shares White Paper for the Atlantic Shark Fisheries.



Background

Introduction

- Comments from ANPR topics:
 - Quota Structure—species complexes/quotas, regions, retention limits
 - Permit Structure—permit stacking, “use it or lose it”
 - Catch Shares—support and opposition

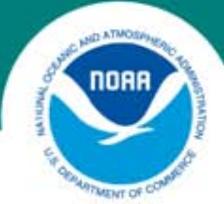
- Among other comments, NMFS received a catch share proposal from GOM stakeholders:
 - Replace current LCS management structure with an IFQ program
 - Integrate IFQ into existing catch share programs in the GOM
 - Proposal included details on species, participants, qualifying years, and other IFQ issues

- Comments from April 2011 AP Meeting:
 - AP members were generally supportive of a catch share program
 - Fishermen would like to know their landings history before making a decision
 - NMFS needs to hear from all constituents



Notice of Intent

- NMFS is considering implementing a catch share program
 - Control Date – September 16, 2011
 - Please **DO NOT** request your landings history at this time
 - 1st Workshop – Sept 22, 2011 from 1:00 – 5:00 pm
 - More Workshops – Dates and Locations TBD
- Comment period ends March 1, 2012



Catch Shares

- Umbrella term used to describe fishery management programs that provide a portion of the Total Allowable Catch (TAC) to individuals, cooperatives, communities, or other eligible entities.
- Can Include:
 - Limited Access Privilege Program (LAPPs)**
 - Individual Fishing Quotas
 - Sector Allocations/Fishery Cooperatives



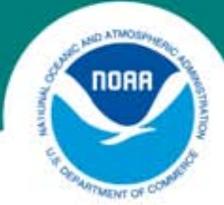
** Note: Legal distinctions of a MSA Section 303A LAPP affect cost recovery, referendum requirements, participation and eligibility requirements, new entry, community protections, among others



Catch Shares Program

- Need to determine how shares will be distributed among eligible participants at initial allocation and after subsequent transfers.
- Share
 - percentage of the commercial quota assigned to each fishermen or entity
- Allocation
 - pounds of fish each fishermen or entity can harvest each year





Design elements

Element	Description	Feedback
Region	Gulf of Mexico (GOM), Atlantic (ATL)	Should NMFS include all regions or only GOM?
Resource unit	Species, stocks, or aggregations with a total allowable catch (TAC)	Which species, species complexes, and gears should be included? Limit to commercial or include the recreational fishery as well?
Initial Allocation	Determines distribution of shares among participants. The allocation formula/method selected affects eligibility to receive an allocation.	Which allocation formula / method should be used to determine initial allocation?
Eligibility	The entities eligible to receive an initial allocation and subsequent transfer.	Should the catch share program limit eligibility to substantial participants in the fishery or adhere to more general criteria?



Design elements

NMFS requests feedback for the following catch share design elements for the Atlantic Shark Fisheries

Element	Description	Feedback
<p>Additional Management Measures</p>	<p>Duration;</p> <p>Transferability (e.g., Trading/selling shares);</p> <p>Monitoring and data recovery (e.g., Logbooks, Vessel Monitoring Systems (VMS));</p> <p>Enforcement; and</p> <p>Cost recovery.</p>	<p>How should NMFS move forward with these implementation management measures?</p>



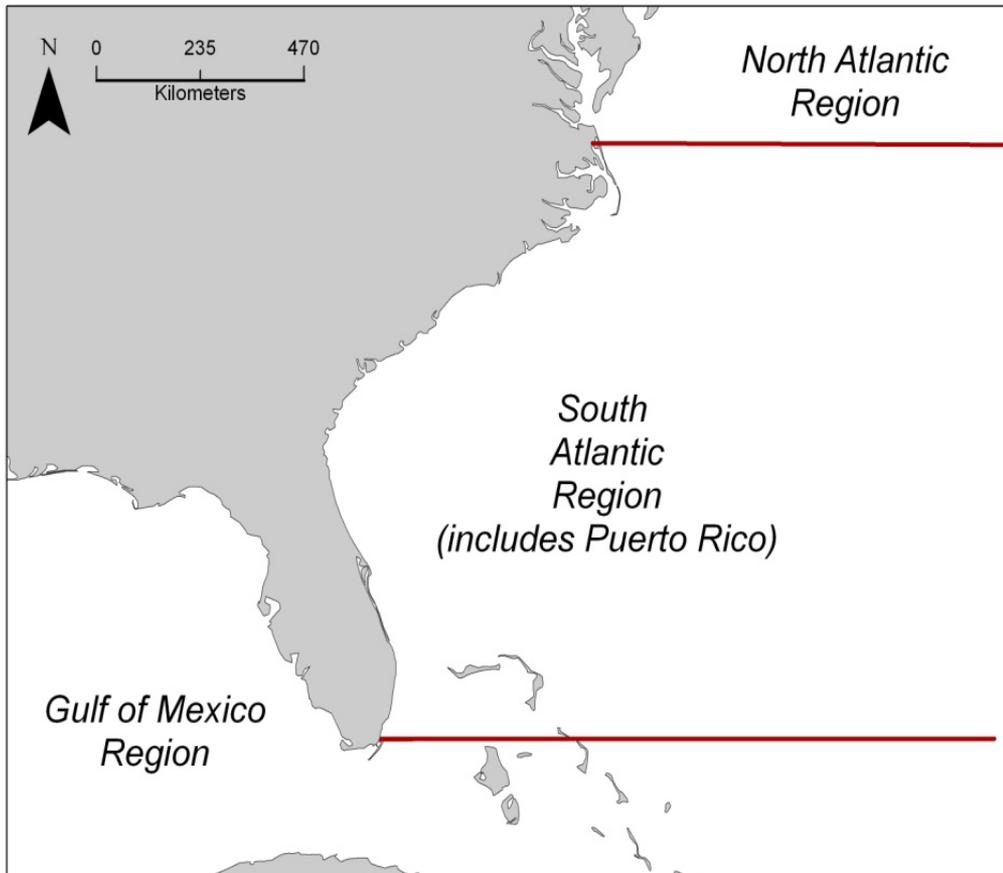
Important

Many of the examples presented here are just examples and are not an indication of any decisions or preferences made by NMFS.

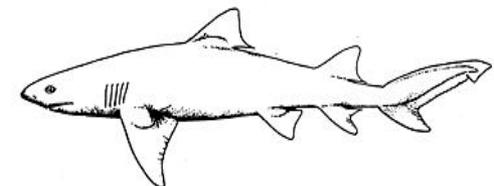


Region

Which regions should be included?



Species Group	Region
LCS	GOM
	ATL
SCS	No regional quotas
blacknose	
blue	
porbeagle	
pelagics	





Which species should be included?

Species

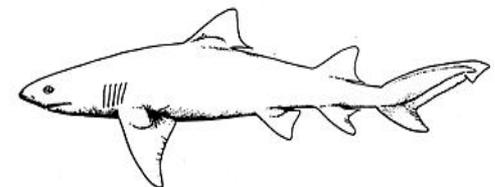
sandbar,
blacknose,
porbeagle,
and blue
sharks

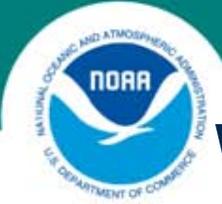
Complex

- **non-sandbar large coastal sharks (LCS):** blacktip, bull, spinner, lemon, nurse, hammerhead
- **non-blacknose small coastal sharks (SCS):** Atlantic sharpnose, finetooth, and bonnethead sharks
- **Pelagics:** shorfin mako, thresher, oceanic, whitetip, porbeagle, and blue sharks

Aggregate

non-blacknose small
coastal sharks (SCS),
LCS and pelagics

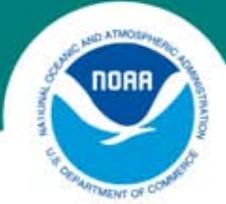




Which gears should be included?

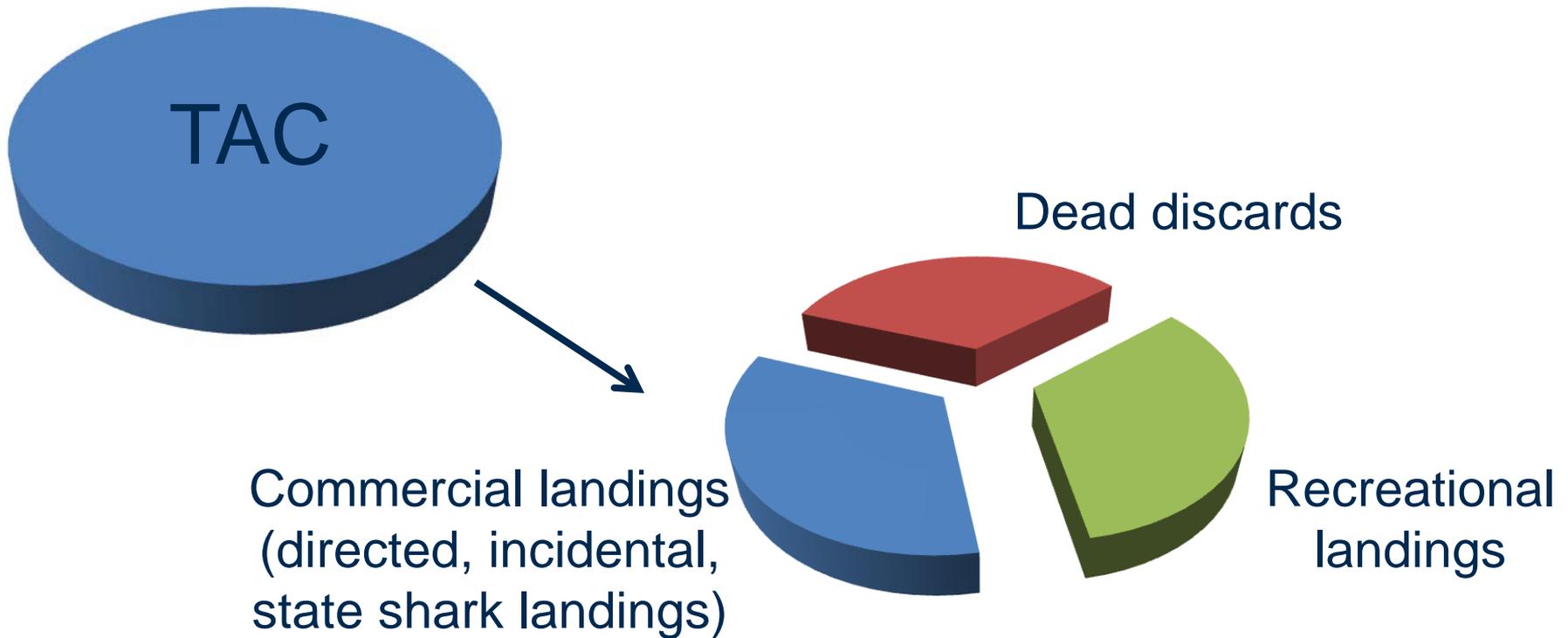
- Bottom longline (BLL)
- Pelagic longline (PLL)
- Handgear (rod and reel, handline and bandit)
- Gillnet





Resource Unit

Current TAC and Quota Distribution



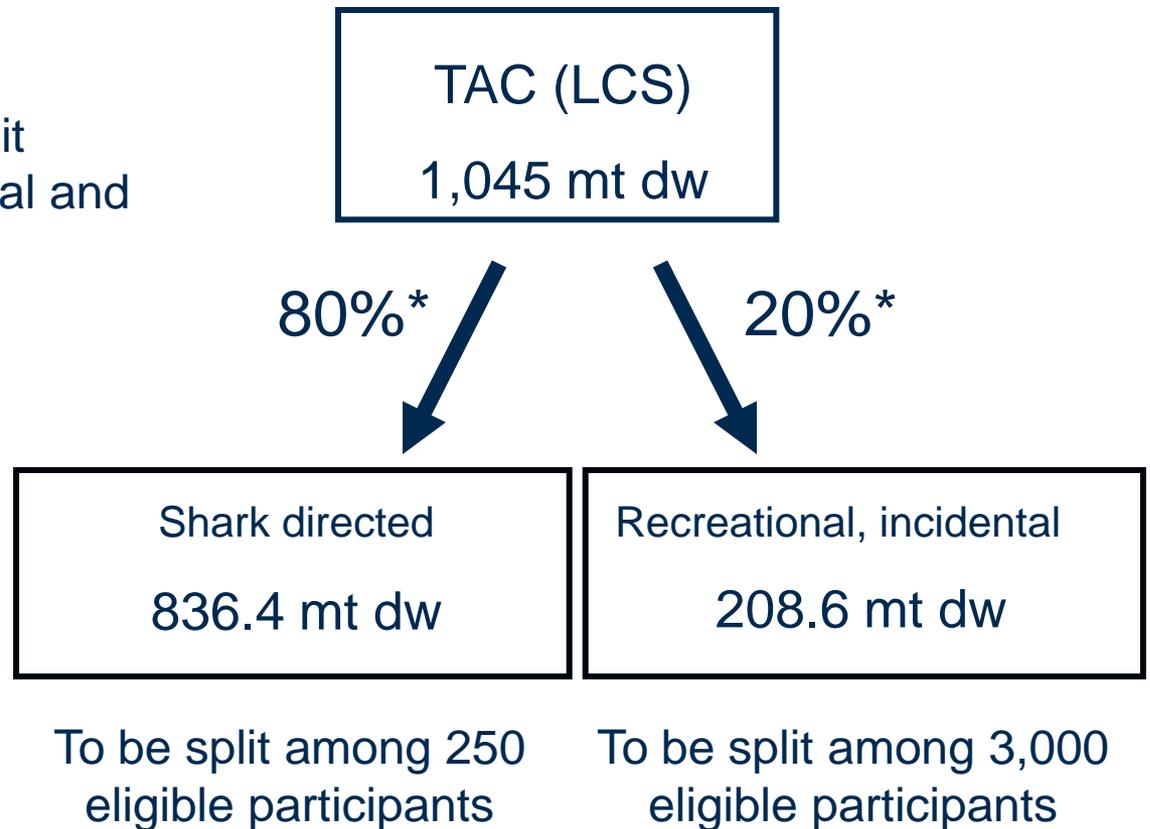
Who should NMFS include in the catch share program?



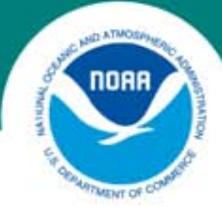
Allocation

Example

(250 = shark directed permit holders; 3,000 = recreational and incidental permit holders)



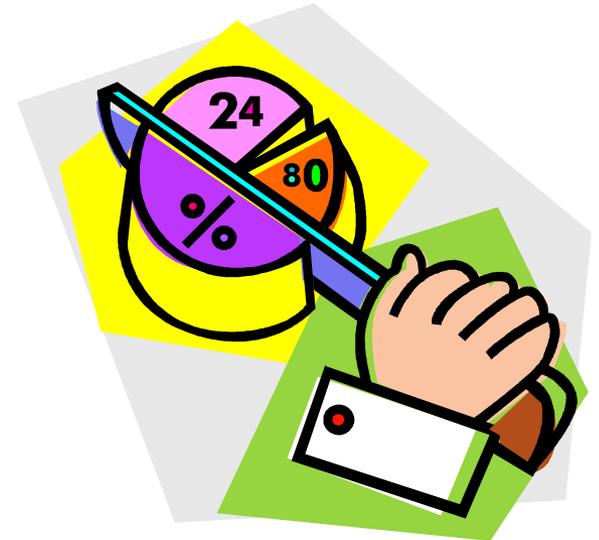
* **Note:** These allocation percentages are examples, actual percentages still need to be discussed and decided upon.



Allocation

How should shares be distributed?

- Allocation Formulas
 - Equal allocation
 - Catch History
 - Level of participation
 - Combination





Equal Allocation

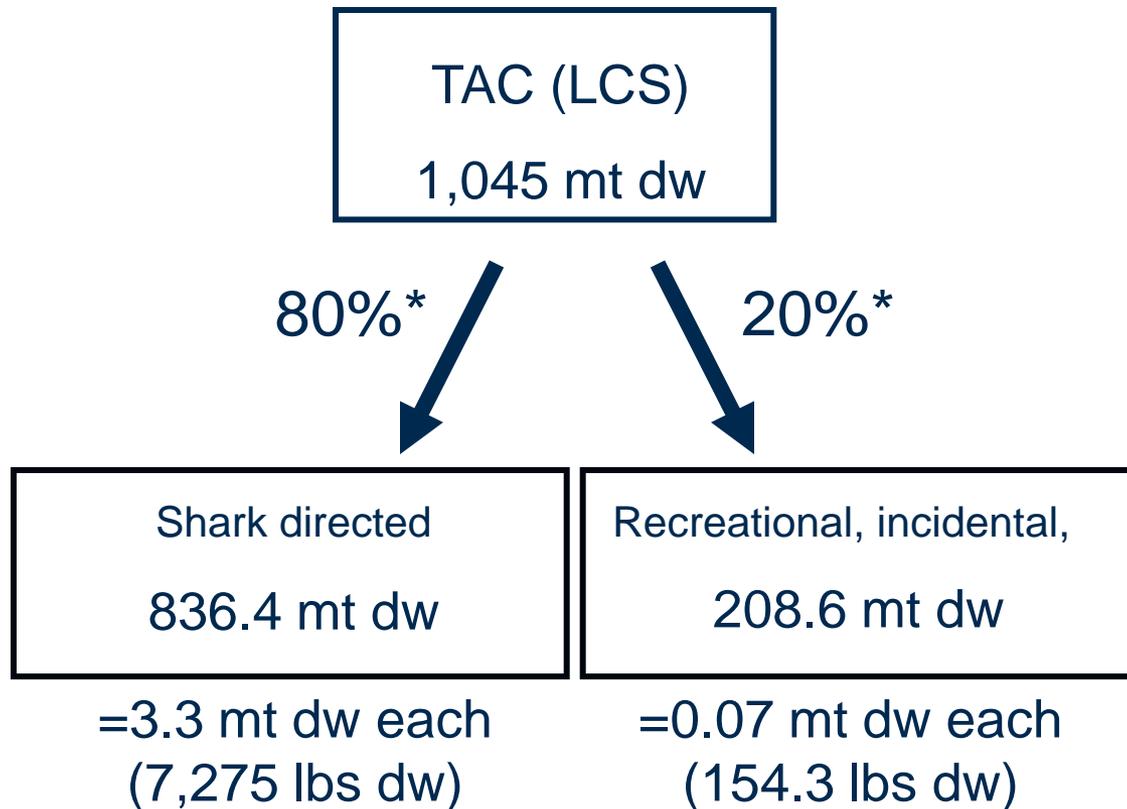
- Shares divided equally among eligible participants
- Benefits
 - provides equal fishing opportunities
- Disadvantages
 - provides access to inactive permits / vessel owners
 - decreases shares for active participants
 - provides shares that are not economically viable to remain active



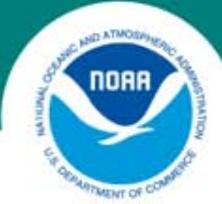
Allocation

Example (Equal Allocation)

(250 = shark directed permit holders; 3,000 = recreational and incidental permit holders)



* **Note:** These allocation percentages are examples, actual percentages still need to be discussed and decided upon.



Catch History

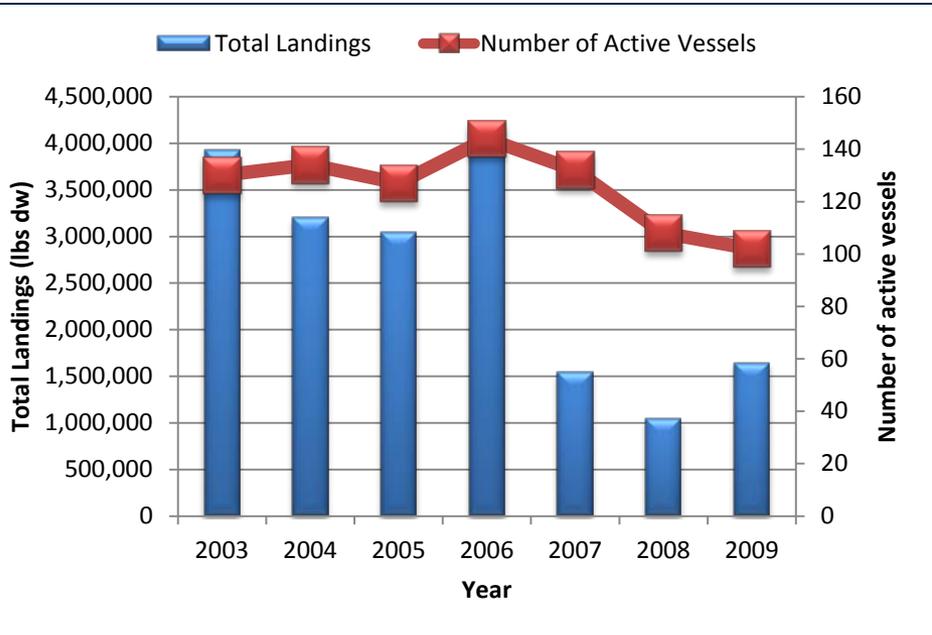
- An individual's share is based on each individuals landings history determined within a set of qualifying years
- An individuals shares can be based on:
 - range of years (e.g., 2002 to 2010)
 - best fishing years (e.g., best 4 yrs out of 2002 to 2010)
 - level of participation (e.g., years in the fishery)



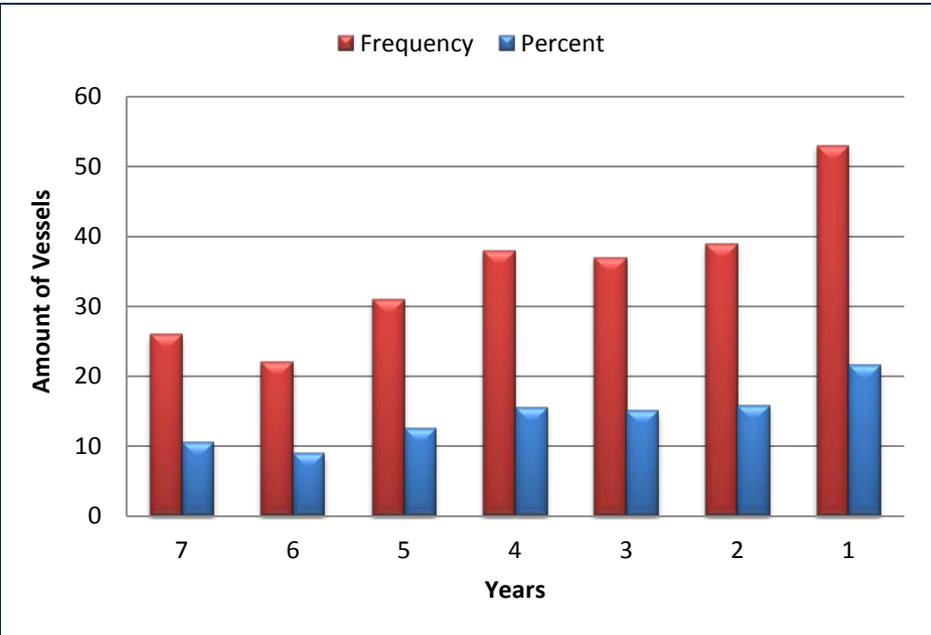
Allocation

Federal Shark Directed Fishery

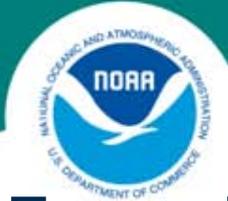
Number of Active Vessels



Number of Years Fishing



NMFS must balance past and future participation and regulatory modifications



What qualifying years should NMFS use?

➤ Examples:

Years	Implications
2002-2010	Includes both historical and active participants; may not be representative of how the fishery currently operates.
2006 - 2010	Includes newer and more active fishermen, but would eliminate historical participants after implementation of restrictive management measures.
Best 4 yrs* from 2002 to 2010	Includes historical and newer, most active fishermen in the fishery; accommodates participants who may not have fished due to unavoidable circumstances affecting fishing opportunities
Level of Participation (number of year fishing)	Shares would be higher for fishermen who have fished for sharks every year relative to fishermen who have fished fewer years regardless of total landings.

* The number of years is an example. Actual number of years still need to be discussed and decided upon.



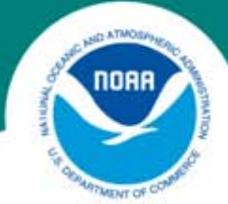
Allocation

Should the landings history be matched to the vessel or permit?

➤ Issues

-Do the landings stay with the permit/vessel owner? (e.g., John Doe started with Vessel A, sold Vessel A, Bought Vessel B, sold Vessel C; should he retain all his landings history?)

-Or do they stay with the same vessel? (e.g., Jane Smith Bought John Doe's Vessel A. Should she retain both John Doe's and her own landings history?)



Allocation

➤ **Example:** Landings history stays with the permit holder; does not transfer to new owner (2003 - 2010)

Permit holder

Landings used for allocation

A



Same permit for 7 yrs (120.1 mt dw)



120.1 mt dw

B



Bought new permit, sold old permit
(new permit (1 yr) 35.7 mt dw; old permit (6 yrs) 84.4 mt dw)



84.4 mt dw

C



New entrant
Bought new permit ((0yrs) 120.1 mt dw)



0.0 mt dw

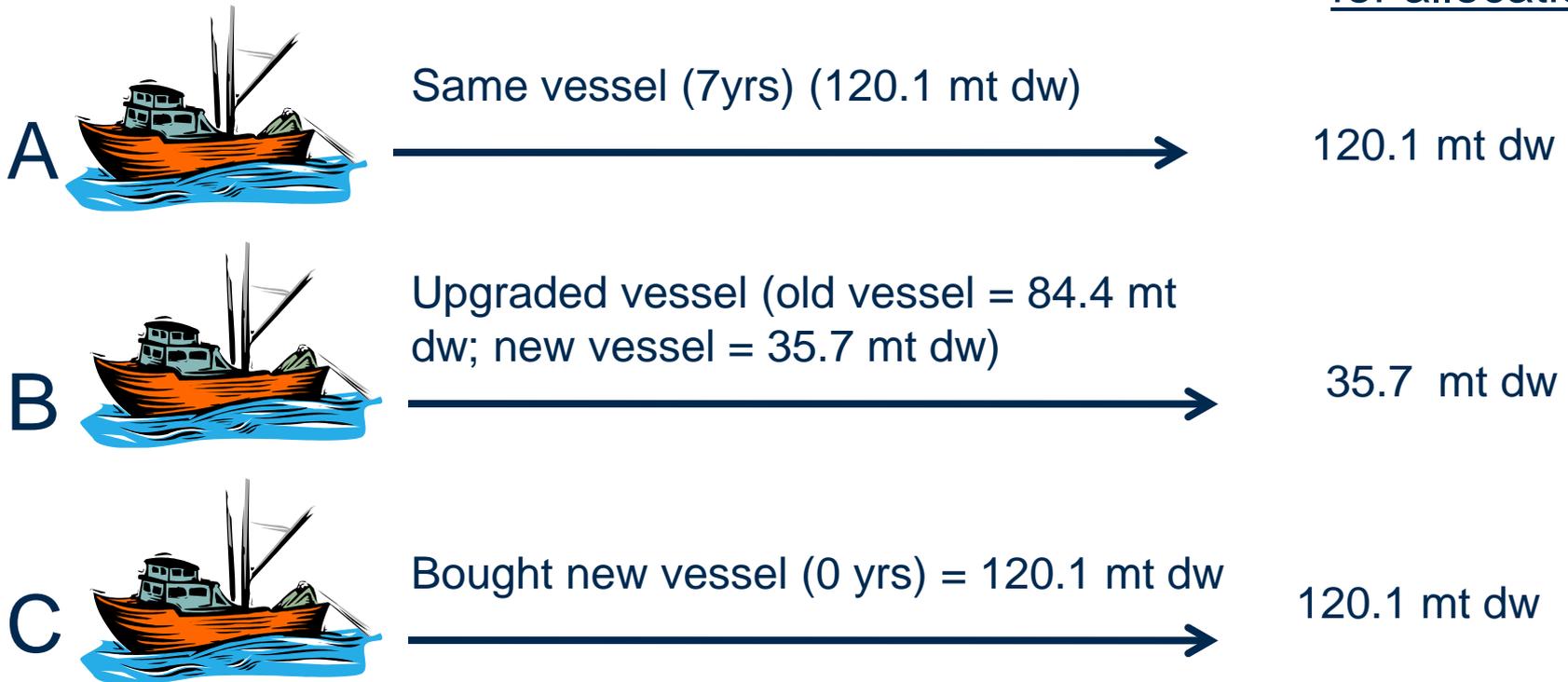


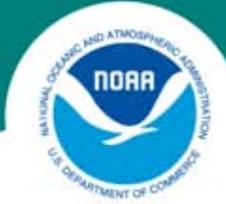
Allocation

- **Example:** Landings history; stays with the vessel ; transfers to new owner(2003 - 2010)

Vessel owner

Landings used for allocation





Level of Participation

- Distribute shares based on the individual's level of participation in the fishery
- Include high, medium, and low levels of activity in the fishery.
- Determined by:
 - landings per year
 - trips per year
 - years fishing



Allocation

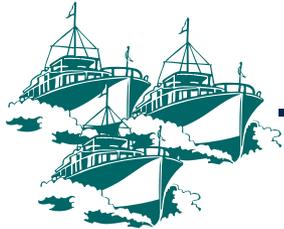
Level of participation (2003-2009)

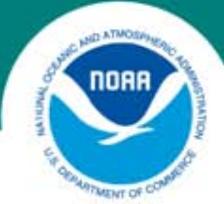
Level of Participation	Number of years in the fishery	Landings per year [mt dw (lbs dw)]	Number of trips per year
Low	≤ 3	≤ 3.9 (< 8,000)	< 9
Medium	4	>3.9 & < 10.1 (> 8,000 & < 22,300)	9-13
High	≥ 5	≥ 10.1 (22,300)	≥ 14



Allocation

- **Example:** Allocation based on Levels of Participation
commercial quota = 677.8 mt dw

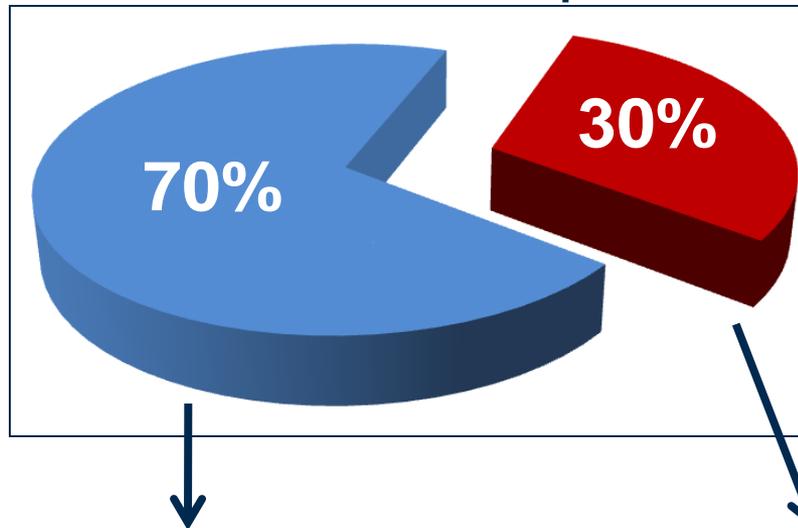
	<u>Level of Participation</u>	<u>Share</u>	<u>Allocation</u>
High	 <p>62</p>	70% (474.4 mt dw)	7.7 mt dw
Medium	 <p>62</p>	20% (135.5 mt dw)	2.2 mt dw
Low	 <p>122</p>	10% (67.8 mt dw)	0.6 mt dw



Allocation

Combination of Allocation Formulas: Example

Commercial quota

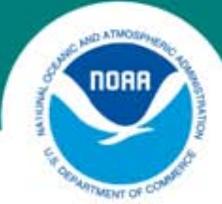


Catch History or Participation

Distribution of shares assigned to each participant based on catch history over a range of qualifying years.

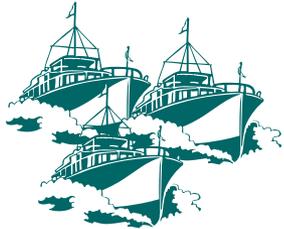
Equal Allocation

Distribution of a base-amount of quota for minimal landings of sharks.



Allocation

➤ **Example:** Allocation based on Levels of Participation
adjusted LCS commercial quota = 677.8 mt dw

	<u>Level of Participation</u>	<u>Share</u>		<u>Allocation</u>
		<u>Catch History (70%)</u> 474.4 mt dw	<u>Equal (30%)</u> 203.3 mt dw	
High 62		70% (332.1 mt dw) + 33% (67.1 mt dw)		6.4 mt dw
Medium 62		20% (94.9 mt dw) + 33% (67.1 mt dw)		2.6 mt dw
Low 122		10% (47.4 mt dw) + 33% (67.1 mt dw)		0.9 mt dw



Management Measures

Additional Management Measures:

- Duration – Length of catch share program
- Transferability – Trading/Selling shares (including who is eligible?)
- Monitoring and data recovery – Logbooks, VMS
- Enforcement - Hail in/out, restrict offloading times, approved landings sites
- Cost Recovery – Cannot exceed 3%



Next Steps

- Scoping and Workshops – Fall / Winter 2011
- Pre-Draft – Mid 2012
- Proposed Rule – TBD
- Final Rule - TBD



Questions for AP

- Should NMFS encompass all regions (Atlantic and Gulf of Mexico) or only the Gulf of Mexico?
- What shark species should be included?
- Who should be eligible to receive an initial allocation?
- Who should be eligible to receive transfers after the initial allocation (i.e., new entrants)?
- What qualifying years should NMFS use?
- What allocation formulas should NMFS use (e.g., equal allocation, catch history, level of participation, combination)?
- What about the other management issues (duration, transferability, monitoring and data collection, enforcement, cost recovery, referendum)?



Thoughts?

Your thoughts are important to us, please share them with us

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Jackie:

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Steve:

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HMS Catch Share Website:

<http://www.nmfs.noaa.gov/sfa/hms/sharks/catchshares.htm>

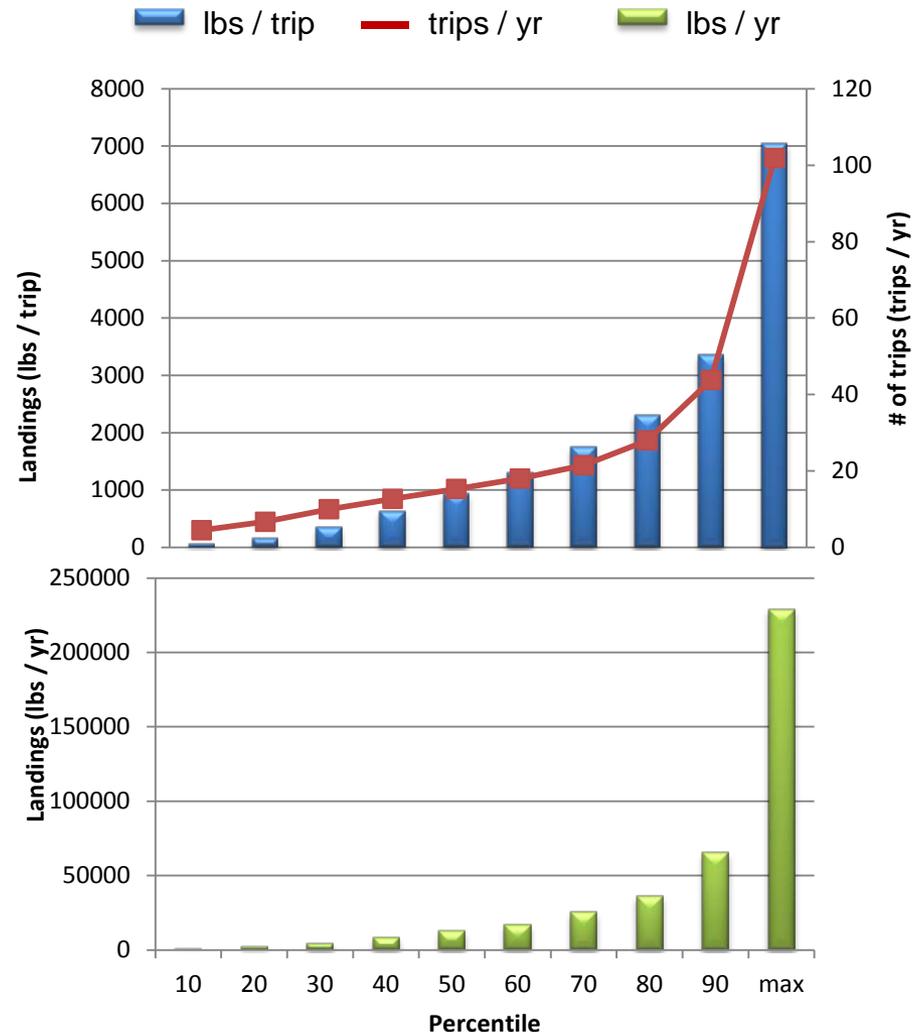


Backup Slides



Level of Participation

- Metrics of Participation: Median and/or percentile (1st, 2nd and 3rd quartile)
- Relative levels of participation:
 - trips per year
 - landings per year
 - years fishing
- Entities: shark directed vessels landing sharks in the 2003-2009 shark fisheries





Number of Active Permits (2006-2009)

