

## GROUNDFISH MANAGEMENT TEAM REPORT ON SURPLUS CARRYOVER

The Groundfish Management Team (GMT) was provided guidance and preliminary information from the National Marine Fisheries Service (NMFS) West Coast Region (WCR), regarding eligible surplus carryover quota pounds (QP) from the 2016 fishery. The 2016 data have not been finalized (estimated to be complete in April); however, it is likely that the projected 2017 catch estimates (both with and without surplus carryover) will remain relatively unchanged, unless new information develops. The Council can recommend, for each individual species or species complex, that NMFS: a) issue carryover up to 10 percent, b) issue carryover at some level lower than ten percent (i.e., reduce the eligible carryover percent), or c) forego carryover.

Consistent with NMFS' policies and case law, the GMT conducted quantitative analysis to inform decision-making on the question of whether to issue carryover for all individual fishing quota (IFQ) species where the annual catch limit (ACL) is less than the acceptable biological catch (ABC). The GMT discussed the larger issue of carryover at this meeting and previously (e.g., [Agenda Item G.4.a, Supplemental GMT Report 2](#)), including the basis for allowing eligible sablefish surplus carryover, and discussions regarding long-term solutions to carryover provisions, as well as the meaning of exceeding ACLs relative to exceeding overfishing levels (OFLs). The GMT notes that this annual evaluation of carryover does not meet the biological rationale, and management incentives, around which the carryover program was originally designed. Currently, a long-term, simplified solution, which also meets the legal obligations, is on the omnibus list for analysis. Council discussion and further guidance from Agenda Item C.2 on the National Standard 1 Guidelines may be linked with this issue.

Table 1 shows the estimated surplus carryover amount available for 2017 (as of 2/14/2017), catch in 2016 (as of 2/23/2017), percent of IFQ allocation attained in 2016, and whether the ABC is equal to the ACL (i.e., is the species eligible for carryover).

All non-whiting IFQ species where the  $ACL < ABC$  (except for sablefish north of 36° N. lat.) have attainment rates lower than 60 percent for 2016, and therefore the probability is low that they will reach their respective trawl allocations, or ACLs in 2017 (based on performance in 2011 through 2016). **Therefore, the GMT recommends issuance of the maximum amount of eligible carryover for all of those species.**

**Table 1: Estimated surplus carryover amount available for 2017, catch and attainment in 2016, and whether the ABC is equal to the ACL (i.e. is the species eligible for carryover). Species shaded in grey are not eligible based on ABC=ACL.**

IFQ Species	Surplus Carryover Estimate (lbs) a/	Catch (lbs) b/	Percent of 2016 IFQ Allocation Attained	2017 ABC/ACL Comparison
Arrowtooth flounder	533,606	3,130,359	46.8%	ABC = ACL
Bocaccio rockfish South of 40°10' N.	17,792	95,235	50.8%	ABC > ACL
Canary rockfish	7,187	47,388	48.3%	ABC = ACL
Chilipepper rockfish South of 40°10' N.	257,181	166,564	6.3%	ABC = ACL
Cowcod South of 40°10' N.	289	651	20.5%	ABC > ACL
Darkblotched rockfish	57,921	271,795	42.1%	ABC = ACL
Dover sole	9,627,430	15,864,387	15.6%	ABC > ACL
English sole	1,407,517	832,510	5.7%	ABC = ACL
Lingcod North of 40°10' N.	213,352	574,312	24.0%	ABC = ACL
Lingcod South of 40°10' N.	88,561	54,570	5.9%	ABC = ACL
Longspine thornyheads North of 34°27' N.	549,183	1,454,246	23.4%	NA
Minor shelf rockfish North of 40°10' N.	228,696	75,761	3.1%	ABC = ACL
Minor shelf rockfish South of 40°10' N.	40,173	9,807	2.3%	ABC > ACL
Minor slope rockfish North of 40°10' N.	257,480	353,249	13.0%	ABC = ACL
Minor slope rockfish South of 40°10' N.	88,583	109,994	11.7%	ABC > ACL
Other flatfish	1,315,012	1,890,402	13.6%	ABC = ACL
Pacific cod	207,137	848,703	37.3%	ABC > ACL
Pacific halibut (IBQ) North of 40°10' N.	16,864	76,821	38.4%	NA
Pacific ocean perch North of 40°10' N.	24,528	120,157	43.9%	ABC > ACL
Petrable sole	136,180	5,511,006	94.9%	ABC = ACL
Sablefish North of 36° N.	310,893	5,070,089	95.4%	NA
Sablefish South of 36° N.	147,513	447,857	25.8%	NA
Shortspine thornyheads North of 34°27' N.	291,911	1,647,485	47.8%	NA
Shortspine thornyheads South of 34°27' N.	9,689	4,389	4.0%	NA
Splitnose rockfish South of 40°10' N.	354,341	28,874	0.8%	ABC = ACL
Starry flounder	138,228	27,972	1.7%	ABC = ACL
Widow rockfish	227,419	1,846,488	59.0%	ABC = ACL
Yelloweye rockfish	202	108	4.5%	ABC > ACL
Yellowtail rockfish North of 40°10' N.	847,238	2,524,742	26.2%	ABC = ACL

a/ Estimates as of 2/14; DRAFT

b/ IFQ accounts queried on 2/28; DRAFT

**Sablefish North of 36° N. Lat.**

Sablefish north of 36° N. lat. is consistently a highly attained species, and therefore the decision whether or not to recommend carryover is explored independently here. Table 2 shows the GMT’s best estimates of sablefish north mortality for 2016, compared to each of the sector allocations, set-asides, and the ACL. Attainment of the 2016 ACL (5,241 mt) for sablefish north of 36° N. lat. is currently estimated at 93 percent (4,848 mt).

**Table 2: Best estimate of 2016 sablefish north of 36° N. lat attainment and predictions for 2017.**

<b>Sector</b>	<b>2016 Catch Estimate</b>	<b>2016 Allocations</b>	<b>2016 Attainment (%)</b>	<b>2017 Allocations</b>	<b>2017 Predictions</b>
EFP a/	0	1	0%	1	0
Tribal b/	480	524	92%	525	481
Research c/	26	26	100%	26	26
Recreational d/	1.6	6.1	26%	6.1	2
LE DTL	211	267	79%	268	212
LE Primary	1,409	1,515	93%	1,518	1,412
OA DTL	393	440	89%	441	394
Shorebased IFQ f/	2,300	2411	95%	2,416	2,305
At-Sea Whiting	27.38	50	55%	50	27
<b>Totals</b>	<b>4,848</b>	<b>5,240.1</b>	<b>93%</b>	<b>5,251.5</b>	<b>4,858</b>

The 2016 total catch estimates, allocations, total available pounds including eligible surplus, and corresponding attainment rates used to inform 2017 IFQ projections for sablefish north of 36° N. lat. are shown in Table 3. Attainment of the 2016 IFQ allocation (not including surplus carryover from 2015 to 2016) for sablefish north is currently estimated at 93 percent. Note that 64.5 mt surplus carryover was allowed for sablefish from 2015 to 2016, and catch did not exceed the total available pounds for IFQ in 2016. Attainment of total available pounds was 93 percent (including surplus carryover). For coastwide projections to be compared against the OFL (discussed later), projections for sablefish south of 36° N. lat. are also included.

**Table 3: Estimated eligible surplus carryover for sablefish north and south of 36° N. lat. from 2016 to 2017, based on 2016 attainment with and without carryover.**

Area	Excluding 2016 Surplus Carryover (pounds that rolled from 2015 into 2016 vessel accounts)			Surplus Carryover Issued in 2016 (lbs)	Including 2016 Surplus Carryover (pounds that rolled from 2014 into 2015 vessel accounts)			Eligible Surplus Carryover 2016 (lbs) c/
	2016 Allocation (lbs)	2016 Catch (lbs) a/	2016 Attainment (lbs)		2016 Total Available (lbs)	2016 Total Catch (lbs) b/	2016 Attainment of Total Available (lbs)	
North	5,315,874	4,933,248	93%	142,280	5,458,154	5,074,924	93%	310,893
South	1,736,140	347,130	20%	154,324	1,890,464	447,857	24%	147,513
a/ Excluding catch of surplus carryover pounds issued in 2016 (tracked separately).								
b/ Including catch of surplus carryover pounds issued in 2016.								
c/ Eligible surplus carryover is calculated per regulations at 50 CFR 660.140(e)(5), and is based on used and unused quota pounds in 2016 vessel accounts. NMFS provided an estimated surplus carryover amount for this meeting based on the 2016 catch and balance data as of 2/14/16, but 2016 data are not yet final.								

With issuance of carryover, the GMT’s best estimate for attainment of the 2017 sablefish north ACL is 93 percent; without issuance of eligible surplus carryover, the projection decreases to 91 percent of the ACL (Table 4). The GMT acknowledges there are many variables that could influence projected attainment of the shorebased IFQ allocations and the ACLs (e.g., market conditions, weather, etc.), and that there is uncertainty in the estimates. Our projections for 2017 make the assumption that each sector has the same attainment level as in 2016 (as seen in Table 2); for shorebased IFQ, this includes surplus carryover.

**Table 4: Projections for 2017 Attainment Based on Full or No Carryover.**

Area	2016 IFQ Attain.	Carryover to be Issued in 2017	2017 IFQ All. (lbs)	Potential 2017 Carryover (lbs)	2017 IFQ Total Available (lbs)	2017 IFQ Projected (lbs)	2017 ACL (lbs)	2017 All Sectors Projected	2017 All Sectors Projecte d Attain.
North	93%	Full	5,327,250	310,893	5,638,143	5,242,275	11,578,678	10,871,510	94%
		None	5,327,250	0	5,327,250	4,953,211	11,578,678	10,582,445	91%
South	24%	Full	1,721,369	147,513	1,868,882	442,744	4,109,417	1,427,389	35%

Table 5 provides a summary of GMT projections for all-sectors’ attainment of the coastwide sablefish OFL in 2017 under two scenarios: (1) full issuance of eligible surplus carryover for sablefish north of 36° N. lat., and (2) zero carryover from 2016 to 2017 for sablefish north of 36° N. lat. Sablefish south of 36° N. lat. is assumed to have full eligible carryover issued, since attainment was low in 2016 (Table 3). Therefore, the GMT’s best estimate for harvest relative to the coastwide OFL is 69 percent with carryover and 68 percent without carryover.

**Table 5: Sablefish OFL Attainment Projections for 2017.**

<b>Amount of Carryover Issued</b>	<b>2017 Sum/Coastwide Projected Mortality (mt)</b>	<b>2017 OFL (mt)</b>	<b>% 2017 OFL</b>
All eligible for Sablefish N.; all eligible for Sablefish S.	5,579	8,050	69%
Zero for Sablefish N.; all eligible for Sablefish S.	5,448		68%

**Based on the information presented above that there is a low risk of exceeding the ACL or OFL, the GMT recommends issuance of the maximum amount of eligible carryover for sablefish N. of 36° N. latitude for 2017.**

**Recommendations**

- 1. The GMT recommends issuing the maximum amount of eligible carryover for all species, including sablefish N. of 36° N. lat, where  $ACL < ABC$ .**

PFMC  
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