

**GROUND FISH MANAGEMENT TEAM REPORT (ON SURPLUS CARRYOVER)  
FINAL INSEASON MANAGEMENT, INCLUDING SHOREBASED CARRYOVER AND  
EXEMPTED FISHING PERMITS**

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 2017 fishery. The 2017 data have not been finalized and are estimated to be complete in April; however, it is likely that the projected 2018 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 where the annual catch limit (ACL) is less than the acceptable biological catch (ABC), that NMFS: a) issue carryover for each vessel account up to ten 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’s policies and past 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 ACL is less than the ABC. Table 1 shows the estimated surplus carryover amount available for 2018, catch in 2017, percent of IFQ allocation attained in 2017, and whether the ABC is equal to the ACL (i.e. if the species is eligible for carryover).

**Table 1: Estimated 2017 IFQ Catch and Attainment and Resulting Surplus Carryover for 2018. (Gray where the ABC=ACL. These stocks are not eligible for carryover.)**

IFQ Species	Surplus Carryover Estimate (pounds) a/	Total Catch in 2017 (lbs) b/	Percent of 2017 IFQ Allocation Attained	2018 ABC ACL Comparison
Arrowtooth flounder	2,321,639	3,035,967	12.5%	ABC=ACL
Bocaccio rockfish South of 40°10' N.	51,859	202,154	30.3%	ABC>ACL
Canary rockfish	196,110	559,313	25.0%	ABC=ACL
Chilipepper rockfish South of 40°10' N.	397,087	244,044	5.8%	ABC=ACL
Cowcod South of 40°10' N.	254	843	27.3%	ABC>ACL
Darkblotched rockfish	103,473	400,730	35.8%	ABC=ACL
Dover sole	9,693,560	16,196,041	16.0%	ABC>ACL
English sole	1,452,811	560,878	2.7%	ABC=ACL
Lingcod North of 40°10' N.	249,087	1,365,279	45.5%	ABC=ACL
Lingcod South of 40°10' N.	104,180	54,044	4.4%	ABC=ACL
Longspine thornyheads North of 34°27' N.	492,762	1,797,148	30.2%	NA
Minor shelf rockfish North of 40°10' N.	242,167	531,539	21.0%	ABC>ACL
Minor shelf rockfish South of 40°10' N.	41,101	5,084	1.2%	ABC>ACL
Minor slope rockfish North of 40°10' N.	264,125	364,057	13.0%	ABC=ACL
Minor slope rockfish	91,859	123,562	13.0%	ABC>ACL

IFQ Species	Surplus Carryover Estimate (pounds) a/	Total Catch in 2017 (lbs) b/	Percent of 2017 IFQ Allocation Attained	2018 ABC ACL Comparison
South of 40°10' N.				
Other flatfish	1,337,056	1,612,342	9.8%	ABC=ACL
Pacific cod	197,270	94,842	4.2%	ABC>ACL
Pacific halibut (IBQ) North of 40°10' N. c/	13,594	79,235	45.3%	NA
Pacific ocean perch North of 40°10' N.	38,253	206,893	47.3%	ABC>ACL
Petrale sole	16,461	6,066,861	100.2%	ABC=ACL
Sablefish North of 36° N.	107,341	5,574,933	104.6%	NA
Sablefish South of 36° N.	159,754	249,530	14.5%	NA
Shortspine thornyheads North of 34°27' N.	299,646	1,634,160	47.8%	NA
Shortspine thornyheads South of 34°27' N.	9,963	0	0.0%	NA
Splitnose rockfish South of 40°10' N.	350,410	28,675	0.8%	ABC=ACL
Starry flounder	136911	15,151	1.1%	ABC=ACL
Widow rockfish	2,099,520	13,050,990	52.0%	ABC=ACL
Yelloweye rockfish	199	367	15.1%	ABC>ACL
Yellowtail rockfish North of 40°10' N.	673,922	5,437,061	58.1%	ABC=ACL

a/ DRAFT as of February 21, 2018

b/ Queried from IFQ Vessel Account Database on February 21, 2018

c/ 2018 P. halibut TCEY (ACL) not yet available. Surplus carryover pound estimates are based on ACL ratio of 1 and may be reduced

All non-whiting IFQ species where the  $ACL < ABC$  (except sablefish north of 36° N. lat.) had attainment rates lower than 60 percent for 2017. Based on this information and the historical performance of these species between 2011 and 2017, the probability is low that they will reach their respective trawl allocations or ACLs in 2018. **Therefore, the GMT recommends issuance of carryover for all of those species.**

### **Sablefish North of 36° N. Lat.**

Sablefish north of 36° N. lat. (i.e. sablefish north) is consistently a highly attained species, and therefore the decision of whether to recommend carryover is explored independently here. Table 2 shows the GMT's best estimates of sablefish north mortality for 2017, compared to each of the sector allocations, set-asides, and the ACL. Attainment of the 2017 ACL (5,252 mt) for sablefish north is currently estimated at 103 percent (Table 2).

**Table 2: Estimated Mortality and Attainment of Sablefish North of 36° N. lat. of 2017 (LE DTL = limited entry daily trip limit, OA DTL = open access daily trip limit).**

Sector	Allocation (mt)	Mortality (mt)	Attainment
Tribal	525	499.2	95%
Rec	6.1	2.51	41%
Research	26	26	100%
At-Sea	50	153.17	306%
IFQ	2,416.4	2,528.77	105%
Primary	1,518	1,459.6	96%
LE DTL	268	289.9	108%
OA DTL	441	429.2	97%
<b>ACL</b>	<b>5,252</b>	<b>5393.1</b>	<b>103%</b>

In 2017, the at-sea sector had an unusually high bycatch rate of sablefish, taking 306 percent of the ACL. Similarly, the amount of sablefish bycatch in the shoreside whiting fleet in 2017 was ~16x greater than recent years, and more than double than what has been seen since the start of the IFQ program (detailed explanation in Agenda Item H.8.a., Supplemental GMT Report 1). Catch exceeded the total available pounds for IFQ in 2017 by 247,683 lbs., putting attainment of total available pounds (including surplus carryover) at 105 percent. There were 141 mt surplus carryover allowed for sablefish north from 2016 to 2017.

**Table 3: Shoreside Whiting Catch of Sablefish, 2011-2017.**

Year	Total Landings (round weight mt)
2011	30.4
2012	47.2
2013	0.7
2014	5.2
2015	6.9
2016	5.9
2017	97.0

Table 4 shows 2017 total catch estimates, allocations, total available pounds, including eligible surplus, and corresponding attainment rates used to inform 2018 IFQ projections for sablefish north of 36° N. lat. Attainment of the 2017 IFQ allocation (not including surplus carryover from 2016 to 2017) for sablefish north is currently estimated at 99 percent. For coastwide projections to be compared against the OFL (discussed later), projections for sablefish south of 36° N. lat. are also included.

**Table 4: 2017 Total Catch Estimates and Attainment, with and without Surplus Carryover.**

Species Area/ Category	Excluding 2016 Surplus Carryover (pounds that rolled over from 2016 into 2017 vessel accounts)			Surplus Carryover Issued in 2017 (lbs)	Including 2016 Surplus Carryover (pounds that rolled over from 2016 into 2017 vessel accounts)			Eligible Surplus Carryover 2017 (lbs) c/
	2017 Allocation (lbs)	2017 Catch (lbs) a/	2017 Attainment (lbs)		2017 Total Available (lbs)	2017 Total Catch (lbs) b/	2017 Attainment of Total Available (lbs)	
Sablefish North of 36° N.	5,327,250	5,266,611	99%	310,893	5,638,143	5,574,933	99%	107,341
Sablefish South of 36° N.	1,721,369	191,151	11%	135,090	1,856,459	249,530	13%	159,754
a/ Excluding catch of surplus carryover pounds issued in 2017 (tracked separately)								
b/ Including catch of surplus carryover pounds issued in 2017								
c/ Eligible surplus carryover is calculated per regulations at 50 CFR 660.140(e)(5), and is based on used and unused QP in 2017 vessel accounts. NMFS provided an estimated surplus carryover amount for this meeting based on the 2017 catch and balance data as of 2/21/18, but the 2017 data is not yet final								

With issuance of carryover, the GMT’s best estimate for attainment of the 2018 sablefish north ACL is 98 percent. Without issuance of eligible surplus carryover, the projection decreases to 97 percent of the ACL (Table 5). The GMT acknowledges that many variables (e.g., market conditions, weather, etc.) could influence projected attainment of the shorebased IFQ allocations and the ACLs and that there is uncertainty in the estimates. Our projections for 2018 make the assumption that each sector will have the same attainment level as they did in 2017 (as seen in Table 2) except for the at-sea sector; for shorebased IFQ, the projected attainment includes surplus carryover. This is based on the LE DTL fishery taking the average 2016-2017 attainment and the at-sea sector taking the maximum prior to 2017 (27.7 mt in 2016).

**Table 5: Preliminary 2017 and Projected 2018 Sablefish Attainment, With and Without Surplus Carryover.**

Species Area/ Category	2017 IFQ Attainment of Total Available (lbs)	Amount of Carryover to be Issued in 2018	2018 IFQ Allocation (lbs)	Potential 2018 Carryover (lbs)	2018 IFQ Total Available (lbs)	2018 IFQ Projected (lbs)	2018 ACL (mt)	2018 All Sectors Projected	2018 All Sectors Projected Attainment
Sablefish North of 36° N.	99%	Full Carryover	5,559,838	107,341	5,667,179	5,603,643	5,475	5,352	98%
		No Carryover	5,559,838	0	5,559,838	5,497,506	5,475	5,304	97%
Sablefish South of 36° N.	13%	Full Carryover	1,795,445	159,754	1,955,199	262,802	1,944	252	13%

Table 6 shows a summary of GMT projections for attainment by all sectors of the coastwide sablefish OFL in 2018 under two scenarios: (1) full issuance of eligible surplus carryover for sablefish north of 36° N. lat., and (2) zero carryover from 2017 to 2018 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 2017 (13 percent) (Table 3). Therefore, the GMT’s best estimate for harvest relative to the coastwide OFL is 67.3 percent with carryover and 66.7 percent without carryover.

**Table 6: Summary of GMT Projection for Attainment of Sablefish by All Sectors, Coastwide, in mt.**

<b>Carryover Issued for Sablefish North</b>	<b>OFL</b>	<b>Projected Mortality</b>	<b>Projected Percent Attainment</b>
Yes	8,329	5,604	67.3%
No		5,556	66.7%

Considering the information presented in Agenda Item H.8.a, Supplemental GMT Report 1, March 2018, the GMT believes that the likelihood of exceeding the sablefish ACL again in 2018 is likely low. As has been spoken to many times during this Council meeting, the whiting industry’s self-regulation and ability to react to high bycatch inseason will likely return bycatch amounts to average catch share era levels. Additionally, the Council continues to have the ability to react inseason if high bycatch rates occur or if other fishery opportunities (e.g., Dungeness crab) are not available and lead to higher effort in groundfish fisheries. This could include measures such as depth restrictions or trip limit adjustments. However, the Council should consider the risk of exceeding ACL in 2018 if carryover is issued to the shorebased IFQ fishery. **Despite the 2017 ACL exceedance, the GMT recommends the Council issue carryover for sablefish north of 36° N. lat. for 2018 where eligible.**

**Recommendations:**

- 1. The GMT recommends the Council issue eligible carryover for all species where ACL < ABC, except for sablefish north of 36° N. lat.**
- 2. The GMT recommends the Council issue carryover for sablefish north of 36° N. lat. for 2018 where eligible.**

PFMC  
03/13/18