## PACIFIC HALIBUT CATCH SHARING PLAN: PROPOSED CHANGES TO NON-TRIBAL SPORT ALLOCATIONS

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### 1. Introduction

At their June 2023 meeting, the Pacific Fishery Management Council (Council) discussed the <u>scoping report</u> on Pacific halibut (halibut) topics identified for potential change. Current recreational allocations provided to each state, the percentage of the allocations taken each year, and managing all Area 2A halibut fisheries to better utilize the harvestable catch was part of that discussion. The proposal for change was based on requests from California (CA) Council members, Groundfish Advisory Panel (GAP) members representing CA anglers, and public comment. In 2015, when the Council last made an allocation adjustment, the intention was to review the sport allocation structure after a period of time. The Council was also waiting for the International Pacific Halibut Commission (IPHC) to conduct another survey into Northern CA, which now may not happen for one or more years.

The Council agreed to consider proposals to adjust the current halibut allocation structure for Area 2A sport fisheries in Washington (WA), Oregon (OR), and CA that is described in the current Pacific Halibut Catch Sharing Plan (CSP). Two methods to calculate the change in allocation were proposed along with two proposals for the change in allocation resulting in four options for consideration.

- Method 1: apply the change in allocation to the Area 2A non-tribal level,
- Method 2: apply the change in allocation at the state fishery level (after the non-tribal distributions)

<u>Option 1</u>: Move 1 percent from the <u>non-tribal</u> WA sport allocation and 2 percent from the <u>non-tribal</u> OR sport allocation to the <u>non-tribal</u> CA sport sector (uses Method 1)

<u>Option 2</u>: Move 0.5 percent from the <u>non-tribal</u> WA sport allocation and 1 percent from the <u>non-tribal</u> OR sport allocation to the <u>non-tribal</u> CA sport sector (uses Method 1).

<u>Option 3</u>: Move 1 percent of the WA sport allocation and 2 percent of the OR sport allocation to the CA sport sector (uses Method 2).

<u>Option 4</u>: Move 0.5 percent of the WA sport allocation and 1.0 percent of the OR sport allocation to the CA sport sector (uses Method 2).

In addition, for each of these four options, the change could be considered only in years when the Area 2A fishery constant exploitable yield (FCEY) is:

- a) 1.5 million pounds or greater, or
- b) 1.3 million pounds or greater

### 2. History of the Area 2A FCEY

The Area 2A FCEY is set by the IPHC at their annual meeting held in late January each year. IPHC sets the total constant exploitable yield (TCEY) for Area 2A, then estimates the amount of projected bycatch from non-directed fisheries (commercial groundfish trawl, pink shrimp, etc.) and wastage (loss from directed fisheries) which are subtracted from the TCEY to determine the FCEY. The FCEY is the allocation of harvestable pounds of halibut available to each IPHC regulatory area. The CSP then outlines how that Area 2A FCEY is distributed to sectors, states, and subareas.

Over the past 20 years (2004-2023), the FCEY for Area 2A has averaged 1.23 million pounds (M lbs), and ranged between 0.81 and 1.52 M lbs. During this 20-year period, the Area 2A FCEY has been at least 1.5 M lbs 20 percent of the time (four occurrences during 2019-2023) and has been at least 1.3 M lbs 50 percent of the time (10 occurrences during 2004-2023). Table 2.1 and Figure 2.1 show the annual Area 2A FCEY for 2004 through 2023, highlighting years when the annual FCEY was 1.5 M lbs or more and when 1.3 M lbs or more.

Year	FCEY	≥ than 1.5M	≥ than 1.3M
2004	1.48		1.48
2005	1.33		1.33
2006	1.38		1.38
2007	1.34		1.34
2008	1.22		
2009	0.95		
2010	0.81		
2011	0.91		
2012	0.99		
2013	0.99		
2014	0.96		
2015	0.97		
2016	1.14		
2017	1.33		1.33
2018	1.19		
2019	1.50	1.50	1.50
2020	1.50	1.50	1.50
2021	1.51	1.51	1.51
2022	1.49		1.49
2023	1.52	1.52	1.52
Count	20	4	10
Percentage		20%	50%

Table 2.1. Area 2A Pacific halibut annual FCEY (in millions of pounds), 2004-2023.

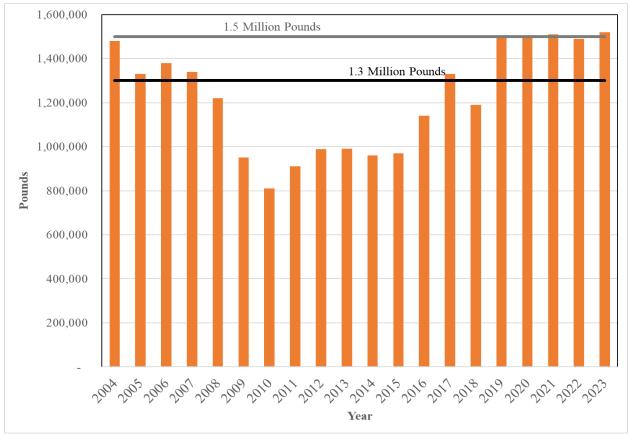


Figure 2.1. Area 2A Pacific halibut annual FCEY (in millions of pounds), 2004-2023, with an FCEY of 1.5 and 1.3 million pounds highlighted.

### 3. Current Allocation Distributions under the Catch Sharing Plan

The current allocation regime has been in place since 2015. In 2015, the non-tribal allocations assigned to WA and OR sport and the commercial sector were reduced by one percent each (three percent total), and the California (CA) sport sector was increased by three percent, for a total of four percent of the non-tribal allocation. Table 3.1 shows the percentages of the Area 2A FCEY allocated to each sector based on the current CSP and Figure 3.1 is a pie chart showing how the non-tribal allocation is shared. The resulting pounds (net weight) of halibut available to sport fisheries based on the allocation schedule in place since 2015 are provided in Table 3.2. It is worth noting that the data in Table 3.1 and Table 3.2 for the WA sport fishery includes any allocation made available to the commercial sablefish fishery that operates north of Point Chehalis, WA. The calculation to determine the pounds of halibut to shift to the sablefish fishery is done after the halibut available to WA sport fishery is distributed. Based on the current CSP, the allocation to the sablefish fishery north of Point Chehalis is the WA sport allocation in excess of 214,110 lbs provided a minimum of 10,000 pounds is available up to 50,000 lbs. If the 2A TAC is 1.5 million pounds or more the maximum allocation will increase to 70,000 lbs.

	Table 3.1.	Current Area 2A	allocation	sharing
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Sector	Percent
Tribal	35.0%
Non-Tribal	65.0%
Commercial	30.7%
WA sport <sup>a/</sup>	35.6%
OR sport	29.7%
CA sport	4.0%

a/ Initial allocation with any allowance for the sablefish fishery included.

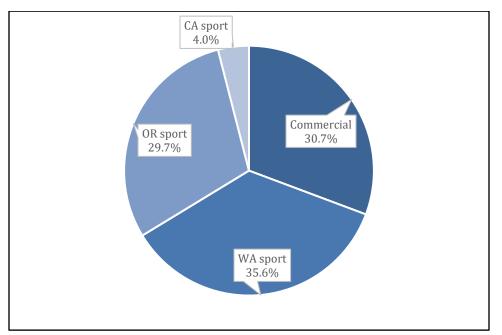


Figure 3.1. Area 2A CSP Non-Tribal Allocation Sharing

			<u> </u>
Year	OR sport WA sport <sup>a/</sup>		CA sport
2015	187,259	224,458	25,220
2016	220,077	263,796	29,640
2017	256,757	307,762	34,580
2018	229,730	275,366	30,940
2019	289,575	347,100	39,000
2020	289,575	347,100	39,000
2021	291,506	349,414	39,260
2022	287,645	344,786	38,740
2023	293,436	351,728	39,520

Table 3.2. Area 2A sport allocations (in net pounds of halibut), 2015-2023.

a/ Initial calculation with any allowance for the sablefish fishery included.

# 4. Description of Options and Method of Application for Potential Change in Recreational Allocations

The Council is considering an adjustment to the non-tribal allocation sharing between the sport sectors as part of a revision of the CSP. The two calculation methods applied to two allocation proposals result in four different options, which would apply under certain circumstances (when the FCEY is  $\geq 1.5$ M lbs or when  $\geq 1.3$ M lbs).

The four options differ in two major ways. The first difference is when in the calculation process the percentage is applied and the second difference is the amount of allocation being moved. When the percentage change is applied at the beginning of the calculations, they are applied to the entire non-tribal 'pie'. When the percentage change is applied to the individual sport allocation (i.e WA, OR, CA), the change is applied only to that <u>slice</u> of the non-tribal pie. Figure 4.1 shows where in the Area 2A FCEY distribution the percentage change would be applied.

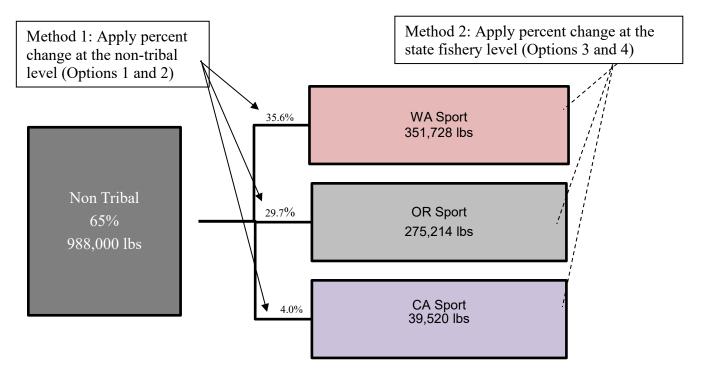


Figure 4.1. Area 2A allocation diagram noting where in the process a change in percentage would be applied with 2023 data.

Using Figure 4.1 with 2023 data to illustrate the difference in the calculation methods for moving 2 percent from the WA sport sector for example, consider the following:

The non-tribal lbs available is 988,000, the WA sport allocation is 35.6 percent of that total, so WA sport has 351,728 lbs available (988,000\*35.6%=351,728).

Method 1: The WA sport share of the non-tribal total is changed from 35.6 percent to 33.6 percent (988,000 \*33.6% =331,968), so the 2 percent change results in a 19,760 lb reduction.

Method 2: The WA sport allocation is reduced by 2 percent (351,728\*2% = 7,035) so the 2 percent change results in a 7,035 lbs reduction.

### Method 1: Used in Options 1 and 2: apply change at the non-tribal level.

- <u>Option 1</u>: Move 1 percent from the <u>non-tribal</u> WA sport allocation and 2 percent from the <u>non-tribal</u> OR sport allocation to the <u>non-tribal</u> CA sport sector in years when the Area 2A FCEY is:
  - a) 1.5 million pounds or greater and,
  - b) 1.3 million pounds or greater
- <u>Option 2</u>: Move 0.5 percent from the <u>non-tribal</u> WA sport allocation and 1 percent from the <u>non-tribal</u> OR sport allocation to the <u>non-tribal</u> CA sport sector in years when the Area 2A FCEY is:
  - a) 1.5 million pounds or greater and,
  - b) 1.3 million pounds or greater

#### Method 2: Used in Options 3 and 4: apply change at the state fishery level.

- Option 3: Move 1 percent of the WA sport allocation and 2 percent of the OR sport allocation to the CA sport sector in years when the Area 2A FCEY is:
  - a) 1.5 million pounds or greater and,
  - b) 1.3 million pounds or greater
- Option 4: Move 0.5 percent of the WA sport allocation and 1.0 percent of the OR sport allocation to the CA sport sector in years when the Area 2A FCEY is:
  - a) 1.5 million pounds or greater and,
  - b) 1.3 million pounds or greater

### 5. Technical Data for Range of Options Analyzed

Tables 5.1 and 5.2 show the pounds of halibut available, and the difference from the actual (Table 3.2) pounds available under Options 1 and 2. Appendix 1 provides the same data for separated by each state, rather than by each option. In years when the FCEY was <u>less</u> than 1.5 M lbs (2015-18, 2022) or 1.3M lbs (2015-16, 2018, 2022), <u>no change</u> in allocation would have occurred under the options presented above. Over the past 20 years the Area 2A FCEY has been at least 1.5 M lbs 20 percent of the time (four occurrences during 2019-2023) and has been at least 1.3 M lbs 50 percent of the time (10 occurrences during 2004-2023) (Table 2.1.).

Under Method 1, where the change is applied at the non-tribal level, Option 1 decreases the sport allocations for OR and WA by 2 percent and 1 percent respectively and increases the sport allocation for CA by 3 percent (Table 5.1). Option 2 decreases the sport allocations for OR and WA by 1 percent and 0.5 percent respectively and increases the sport allocation for CA by 1.5 percent (Table 5.2).

Option 1 changes the percentage at the non-tribal level which is one of the first steps in the allocation distribution process. This would move around 20,000 lbs (2.0 percent of the non-tribal) from OR and 10,000 lbs (1.0 percent of the non-tribal) from WA to CA, based on the 2023 FCEY.

Option 2 is the same as Option 1 but moves a lower percentage. This would move around 10,000 lbs (1.0 percent) from OR and 5,000 lbs (0.5 percent) from WA to CA, based on the 2023 FCEY.

Option 1	Adjuste	ed pounds av	Change in	pounds a	vailable	
Year <sup>a/</sup>	OR (-2%)	WA (-1%)	CA (+3%)	OR	WA	СА
2015	174,649	218,153	44,135	-12,610	-6,305	18,915
2016	205,257	256,386	51,870	-14,820	-7,410	22,230
2017	239,467	299,117	60,515	-17,290	-8,645	25,935
2018	214,260	267,631	54,145	-15,470	-7,735	23,205
2019	270,075	337,350	68,250	-19,500	-9,750	29,250
2020	270,075	337,350	68,250	-19,500	-9,750	29,250
2021	271,876	339,599	68,705	-19,630	-9,815	29,445
2022	268,275	335,101	67,795	-19,370	-9 <i>,</i> 685	29,055
2023	273,676	341,848	69,160	-19,760	-9,880	29,640

Table 5.1. Option 1 – Pounds of halibut available to Area 2A sport fisheries, and the change from status quo. This option applies to the percent of change at the non-tribal level.

a/. Rows in bold indicate the years when the Area 2A FCEY was  $\geq$  1.5M lbs. Rows shaded in grey indicate years when the Area 2A FCEY was  $\geq$  1.3M lbs.

Table 5.2. Option 2 – Pounds of halibut available to Area 2A sport fisheries, and the change from status quo. This option applies to the percent of change at the non-tribal level.

Option 2	Adjus	sted pounds av	Change i	n pounds a	vailable	
Year <sup>a/</sup>	OR (-1%)	WA (-0.5%)	CA (+1.5%)	OR	WA	СА
2015	180,954	221,306	34,678	-6,305	-3,153	9,458
2016	212,667	260,091	40,755	-7,410	-3,705	11,115
2017	248,112	303,440	47,548	-8,645	-4,323	12,968
2018	221,995	271,499	42,543	-7,735	-3,868	11,603
2019	279,825	342,225	53,625	-9,750	-4,875	14,625
2020	279,825	342,225	53,625	-9,750	-4,875	14,625
2021	281,691	344,507	53,983	-9,815	-4,908	14,723
2022	277,960	339,944	53,268	-9 <i>,</i> 685	-4,843	14,528
2023	283,556	346,788	54,340	-9,880	-4,940	14,820

a/. Rows in bold indicate the years when the Area 2A FCEY was  $\geq$  1.5M lbs. Rows shaded in grey indicate years when the Area 2A FCEY was  $\geq$  1.3M lbs.

Tables 5.3 and 5.4 show the number of pounds of halibut available, and the difference from the actual (Table 3.2) pounds available under Options 3 and 4. In years when the FCEY was <u>less</u> than 1.5 M lbs (2015-18, 2022) or 1.3 M lbs (2015-16, 2018, 2022), <u>no change</u> in allocation would have occurred under the options presented above.

Under Method 2, where the change is applied at state sport level, Option 3 decreases the sport allocations for OR and WA by 2 percent and 1 percent respectively and increases the sport allocation for CA by 3 percent (Table 5.3). Option 4 decreases the sport allocations for OR and WA by 1 percent and 0.5 percent respectively and increases the sport allocation for CA by 1.5 percent (Table 5.4).

Option 3 changes the percentage at the state sport level, which is a step that occurs after the non-tribal distribution to each state. This would shift around 4,000 lbs (1.0 percent) from WA and 6,000 lbs (2.0 percent) from OR to CA, based on the 2023 FCEY (Table 5.3).

Option 4 is the same as Option 3 but moves a lower percentage. This would shift around 2,000 lbs (0.5 percent) from WA and 3,000 lbs (1.0 percent) from OR to CA, based on the 2023 FCEY (Table 5.4).

Option 3	Adjuste	ed pounds av	ailable	Change in	pounds av	ailable
Year <sup>a/</sup>	OR (-2%)	WA (-1%)	CA (+3%)	OR	WA	СА
2015	183,513	222,213	31,210	-3,745	-2,245	5 <i>,</i> 990
2016	215,675	261,158	36,680	-4,402	-2,638	7,040
2017	251,621	304,684	42,793	-5,135	-3,078	8,213
2018	225,135	272,612	38,288	-4,595	-2,754	7,348
2019	283,784	343,629	48,263	-5,792	-3,471	9,263
2020	283,784	343,629	48,263	-5,792	-3,471	9,263
2021	285,675	345,920	48,584	-5,830	-3,494	9,324
2022	281,892	341,338	47,941	-5,753	-3,448	9,201
2023	287,567	348,211	48,906	-5,869	-3,517	9,386

Table 5.3. Option 3 – Pounds of halibut available to Area 2A sport fisheries, and the change from status guo. This option applies the percent of change at the state sport level.

a/. Rows in bold indicate the years when the Area 2A FCEY was  $\geq$  1.5M lbs. Rows shaded in grey indicate years when the Area 2A FCEY was  $\geq$  1.3M lbs.

Table 5.4.	Option 4 – Pounds of halibut available to Area 2A sport fisheries, and the change from status
	quo. This option applies the percent of change at the state sport level.

Option 4	Adjusted pounds available			Change in	pounds av	ailable
Year <sup>a/</sup>	OR (-1% )	WA (-0.5%)	CA (+1.5%)	OR	WA	СА
2015	185,386	223,336	28,215	-1,873	-1,122	2,995
2016	217,876	262,477	33,160	-2,201	-1,319	3,520
2017	254,189	306,223	38,686	-2,568	-1,539	4,106
2018	227,432	273,989	34,614	-2,297	-1,377	3,674
2019	286,679	345,365	43,631	-2,896	-1,736	4,631
2020	286,679	345,365	43,631	-2,896	-1,736	4,631
2021	288,590	347,667	43,922	-2,915	-1,747	4,662
2022	284,768	343,062	43,340	-2,876	-1,724	4,600
2023	290,502	349,969	44,213	-2,934	-1,759	4,693

a/. Rows in bold indicate the years when the Area 2A FCEY was  $\geq$  1.5M lbs. Rows shaded in grey indicate years when the Area 2A FCEY was  $\geq$  1.3M lbs.

### 6. Summary of Options – potential change in sport allocations

There are four main options considered in this report that would move a portion of the OR and WA sport allocation to the CA sport allocation. Additionally, the change would occur only when the total Area 2A FCEY was 1.5M lbs or more, or 1.3M lbs or more. The math that is used to apply the change in allocation, and the amount of change in allocation varies across all four options. The Sections above provide descriptions and explanations of the differences; all of which would change the current allocation structure for the sport fisheries in Area 2A. Additionally, the two options (Options 3 and 4) that move the allocation at the state sport level, could be translated to reflect what the overall Area 2A non-tribal sport sharing would be.

Within each option, the numbers of (adjusted) pounds available shown for each state is a portion of (or percent of) the total Area 2A non-tribal FCEY. The Area 2A non-tribal FCEY changes annually, but the percentage applied for each sector is always the same across the years (at least since 2015 under the current CSP). By dividing the adjusted pounds available by the total pounds available, the Area 2A non-tribal FCEY allocations can be shown for all options. Table 6.1 attempts to simplify the options for the reader by showing the Area 2A non-tribal FCEY allocation scenario by option compared to status quo.

	FCEY	( Allocatio	n	 Difference in FCEY Allocation			
	OR	WA a/	CA	 OR	WA	CA	
Current	29.7%	35.6%	4.0%				
Option 1	27.7%	34.6%	7.0%	-2.0%	-1.0%	3.0%	
Option 2	28.7%	35.1%	5.5%	-1.0%	-0.5%	1.5%	
Option 3	29.1%	35.2%	5.0%	-0.6%	-0.4%	1.0%	
Option 4	29.4%	35.4%	4.5%	-0.3%	-0.2%	0.5%	

Table 6.1. Area 2A FCEY Non-Tribal Allocation Options compared to Current CSP Allocation.

a/Initial allocation with any allowance for the commercial sablefish fishery included.

PFMC 08/15/23

### Appendix A

OR Adjusted Allocation						Change in Allocation				
Year	Current	Opt 1	Opt 2	Opt 3	Opt 4	_	Opt 1	Opt 2	Opt 3	Opt 4
2015	187,259	174,649	180,954	183,513	185,386		-12,610	-6,305	-3,745	-1,873
2016	220,077	205,257	212,667	215,675	217,876		-14,820	-7,410	-4,402	-2,201
2017	256,757	239,467	248,112	251,621	254,189		-17,290	-8,645	-5,135	-2,568
2018	229,730	214,260	221,995	225,135	227,432		-15,470	-7,735	-4,595	-2,297
2019	289,575	270,075	279,825	283,784	286,679		-19,500	-9,750	-5,792	-2,896
2020	289,575	270,075	279,825	283,784	286,679		-19,500	-9,750	-5,792	-2,896
2021	291,506	271,876	281,691	285,675	288,590		-19,630	-9,815	-5,830	-2,915
2022	287,645	268,275	277,960	281,892	284,768		-19,370	-9,685	-5,753	-2,876
2023	293,436	273,676	283,556	287,567	290,502		-19,760	-9,880	-5,869	-2,934

Table A.1. Oregon non-tribal FCEY halibut allocation (in pounds), summarized by option.

Table A.2. Washington non-tribal FCEY halibut allocation (in pounds), summarized by option.

	WA Adjusted Allocation					Change in Allocation				
Year										
a/	Current	Opt 1	Opt 2	Opt 3	Opt 4	Opt 1	Opt 2	Opt 3	Opt 4	
2015	224,458	218,153	221,306	222,213	223,336	-6,305	-3,153	-2,245	-1,122	
2016	263,796	256,386	260,091	261,158	262,477	-7,410	-3,705	-2,638	-1,319	
2017	307,762	299,117	303,440	304,684	306,223	-8,645	-4,323	-3,078	-1,539	
2018	275,366	267,631	271,499	272,612	273,989	-7,735	-3,868	-2,754	-1,377	
2019	347,100	337,350	342,225	343,629	345,365	-9,750	-4,875	-3,471	-1,736	
2020	347,100	337,350	342,225	343,629	345,365	-9,750	-4,875	-3,471	-1,736	
2021	349,414	339,599	344,507	345,920	347,667	-9,815	-4,908	-3,494	-1,747	
2022	344,786	335,101	339,944	341,338	343,062	-9,685	-4,843	-3,448	-1,724	
2023	351,728	341,848	346,788	348,211	349,969	-9,880	-4,940	-3,517	-1,759	

Table A.3. California non-tribal FCEY halibut allocation (in pounds), summarized by option.

CA Adjusted Allocation					Change in Allocation					
Year	Current	Opt 1	Opt 2	Opt 3	Opt 4	-	Opt 1	Opt 2	Opt 3	Opt 4
2015	25,220	44,135	34,678	31,210	28,215		18,915	9,458	5,990	2,995
2016	29,640	51,870	40,755	36,680	33,160		22,230	11,115	7,040	3,520
2017	34,580	60,515	47,548	42,793	38,686		25,935	12,968	8,213	4,106
2018	30,940	54,145	42,543	38,288	34,614		23,205	11,603	7,348	3,674
2019	39,000	68,250	53,625	48,263	43,631		29,250	14,625	9,263	4,631
2020	39,000	68,250	53,625	48,263	43,631		29,250	14,625	9,263	4,631
2021	39,260	68,705	53 <i>,</i> 983	48,584	43,922		29,445	14,723	9,324	4,662
2022	38,740	67,795	53,268	47,941	43,340		29,055	14,528	9,201	4,600
2023	39,520	69,160	54,340	48,906	44,213		29,640	14,820	9,386	4,693