

# Agenda Item I.3: HMS Roadmap Workshop

## Final Planning

### HMSMT Report 1 Recommendations

### HMSMT Supplemental Report 2 Recommendations

Agenda Item I.3.a  
HMSMT Report 1  
March 2024

HIGHLY MIGRATORY SPECIES MANAGEMENT TEAM REPORT ON HMS ROADMAP  
WORKSHOP - FINAL PLANNING

**Recommendations**

The Highly Migratory Species Management Team (HMSMT) requests that the Pacific Fishery Management Council (Council):

1. Discuss and provide input and guidance on the outstanding sub-action items from the Swordfish Management and Monitoring Plan (SMMP),
2. Discuss and provide input and guidance on inclusion of the drift gillnet transition, program in the HMS Roadmap or the workshop,
3. Discuss and provide input and guidance on draft HMS Roadmap goals provided in this report, as these goals are fundamental to a focused and successful workshop, and
4. Discuss and provide input and guidance on draft HMS Roadmap action items.

**Outstanding SMMP Sub-Actions**

In its November report ([Agenda Item F.3.a HMSMT Report 1](#)), the HMSMT created a table of the action and sub-action items from the SMMP, and designated them as Complete, Relevant, No Longer Relevant, or Needs Council Discussion, and requested the Council provide guidance on those in the last category. The HMSMT, again, requests the Council address these items to provide clarity and to assist planning of the HMS Roadmap and the related workshop agenda. For reference, the remaining items are provided in a summary table below.

Action	Sub-action	Description	Status
A.	3.	Increase fishery monitoring ( <i>for the DGN fishery</i> )	Needs Council discussion
E.	1.	Revisit 2009 proposed action to authorize SSLL outside the Exclusive Economic Zone (EEZ)	Needs Council discussion
	2.	Revisit FMP prohibition on PLL inside EEZ	Needs Council discussion
	3.	Consider qualification criteria for Fed LE SSLL permit	Needs Council discussion

During the SMMP action status designation process, the HMSMT identified sub-action A.4 (Estimate rare event bycatch if not 100% monitoring) as Relevant until the Drift Gillnet (DGN) fishery is terminated through the Driftnet Modernization and Bycatch Reduction Act (Driftnet Act). However, following the Council's guidance in June of 2023 to discontinue estimation of finfish bycatch, the HMSMT views this sub-action as No Longer Relevant since estimations for marine mammal and sea turtle bycatch are completed by the Southwest Fishery Science Center staff. The HMSMT summarizes these estimates for the Council, but produces no additional

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First off, let's focus on the Council  
guidance needed for the HMS  
Roadmap (*not the workshop*).....

The HMSMT requests the Council discuss and provide input and guidance on the outstanding sub-action items from the SMMP and whether they should or should not be incorporated into the HMS roadmap. (HMSMT Report 1)

Action	Sub-action	Description	Status
A.	3.	Increase fishery monitoring ( <i>for the DGN fishery</i> )	Needs Council discussion
E.	1.	Revisit 2009 proposed action to authorize SSL outside the Exclusive Economic Zone (EEZ)	Needs Council discussion
	2.	Revisit FMP prohibition on PLL inside EEZ	Needs Council discussion
	3.	Consider qualification criteria for Fed LE SSL permit	Needs Council discussion

The HMSMT recommends the Council discuss and provide guidance on how or if to incorporate the Driftnet Act in the HMS Roadmap and workshop  
(HMSMT Report 1)

# The HMSMT requests the Council discuss and provide input and guidance on draft HMS Roadmap goals (HMSMT Report 1)

## The revised goals are:

- A. Support innovation and development of multi-species HMS fishing methods for West Coast based vessels to meet the demand for swordfish and other marketable species.
- B. Support and test fishing practices that have the potential to be economically viable while also minimizing unmarketable, prohibited, and protected species bycatch.
- C. Support the economic viability of West Coast HMS fisheries for swordfish and other marketable species for a diverse range of HMS fishing methods.
- D. Promote Climate-Ready Fisheries and fisheries resilience by supporting flexibility in management to account for changes in HMS distributions, ecosystems, and the communities dependent on HMS fisheries.
- E. Engage traditional fishery participants to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).

# Rationale for the inclusion of the term “multi-species” (Goal A)

- A. Support innovation and development of multi-species HMS fishing methods for West Coast based vessels to meet the demand for swordfish and other marketable species.
- B. Support and test fishing practices that have the potential to be economically viable while also minimizing unmarketable, prohibited, and protected species bycatch.
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- E. Engage traditional fishery participants to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).

## Rationale for the inclusion of the terms “West Coast based/West Coast HMS fisheries ” (Goal A and C)

- A. Support innovation and development of multi-species HMS fishing methods for West Coast based vessels to meet the demand for swordfish and other marketable species.
- B. Support and test fishing practices that have the potential to be economically viable while also minimizing unmarketable, prohibited, and protected species bycatch.
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- E. Engage traditional fishery participants to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).

# Rationale for the inclusion of the terms “economically viable/economic viability” (Goal B and C)

- A. Support innovation and development of multi-species HMS fishing methods for West Coast based vessels to meet the demand for swordfish and other marketable species.
- B. Support and test fishing practices that have the potential to be **economically viable** while also minimizing unmarketable, prohibited, and protected species bycatch.
- C. Support the **economic viability** of West Coast HMS fisheries for swordfish and other marketable species for a diverse range of HMS fishing methods.
- D. Promote Climate-Ready Fisheries and fisheries resilience by supporting flexibility in management to account for changes in HMS distributions, ecosystems, and the communities dependent on HMS fisheries.
- E. Engage traditional fishery participants to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).



# Rationale for the inclusion of the term “traditional fishery participants” (Goal E)

- A. Support innovation and development of multi-species HMS fishing methods for West Coast based vessels to meet the demand for swordfish and other marketable species.
- B. Support and test fishing practices that have the potential to be economically viable while also minimizing unmarketable, prohibited, and protected species bycatch.
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- E. Engage **traditional fishery participants** to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).

# The HMSMT requests the Council discuss and provide input and guidance on draft HMS Roadmap goals (HMSMT Report 1)

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- E. Engage traditional fishery participants to preserve knowledge and bolster resilience in future fisheries (formerly second half of goal C).

# The HMSMT is requesting the Council review and provide input and guidance on draft HMS Roadmap action items (HMSMT Report 1)

## HMS Roadmap Action Items

The action items provided under the draft goals in the HMSMT's November 2023 report on HMS Roadmap Workshop Planning ([Agenda Item F.3.a](#)) represented results of brainstorming between the HMSMT and HMSAS at their September 2023 joint meeting. While grouping these items under the proposed goals allowed for consideration of all ideas and to ensure that all goals were supported by multiple possible action items, the HMSMT discussed other ways to organize these items moving forward. Since many of the action items could address multiple goals, the HMSMT combined them into a single list and attempted to group similar actions together while ensuring that each one supported at least one of the HMS Roadmap's goals, as indicated at the end of each action and summarized in Table 1. The HMSMT also discussed whether goal E (formerly the second half of goal C) could be an action item instead of as a goal. If it were an action item, the HMSMT identified it as supporting goals A, B, C & D.

**1a:** For the drift gillnet fishery, continue to review bycatch estimates against performance standards for specified marine mammals and sea turtles; monitor annual finfish retention rate and observed take of specified species. (Goal B)

**1b:** Increase fishery monitoring (Needs Council discussion – remaining from SMMP). (Goal B)

**1c:** Report annual rare-event bycatch estimates for the DGN fishery against Council performance metrics (rephrase of SMMP sub-action item A.4). (Goal B)

**2a.** Evaluate the need for bycatch monitoring, performance standards, and finfish retention rates in other HMS fisheries and under EFPs. (Goals A, B & C)

**2b:** Define acceptable levels of bycatch/bycatch mortality. (Goal B)

**2c:** Evaluate bycatch levels relative to a multispecies index of harvest in the context of population levels, economic impacts, fleets, and fishing effort levels including comparisons with importing HMS caught by foreign fleets. (Goals A, B & C)

**2d:** Support ongoing efforts to develop and implement electronic monitoring. (Goals B, D & E)

**3a:** Consider mechanisms for bycatch accountability. (Goals B, C, D & E)

**3b:** Test individual accountability management approaches. (Goals B, C, D & E)

**Table 1: Summary of action items which support each of the five draft HMS Roadmap goals.**

Goal A	Goal B	Goal C	Goal D	Goal E
	Action 1a Action 1b Action 1c			
Action 2a  Action 2c	Action 2a Action 2b Action 2c Action 2d	Action 2d	Action 2d	Action 2d
Action 3a Action 3b	Action 3a Action 3b		Action 3a Action 3b	Action 3a Action 3b
Action 4a Action 4b	Action 4a Action 4b Action 4c	Action 4a  Action 4c		Action 4a  Action 4c
Action 5a Action 5b Action 5c	Action 5a  Action 5d	Action 5a Action 5b  Action 5d	Action 5a  Action 5d	Action 5a Action 5b  Action 5d
Action 6a Action 6b  Action 6d Action 6e Action 6f	Action 6a Action 6b Action 6c Action 6d Action 6e	Action 6a  Action 6c Action 6d Action 6e	Action 6a Action 6b Action 6c  Action 6f	Action 6a Action 6b Action 6c Action 6d Action 6e
Action 7a	Action 7a	Action 7a	Action 7a	Action 7a

Ok, now let's focus on the Council  
guidance needed for the HMS  
Roadmap Workshop.....

# The HMSMT requests the Council clarify the goals for the HMS Roadmap Workshop (HMSMT Supplemental Report 2)

HMSMT proposed workshop goals :

- Develop a streamlined and flexible [Council] EFP strategy to support innovation in fishing practices for HMS fisheries
- Determine how the strategy relates to the timeline in the Driftnet Act for transitioning to alternative fishing practices that target swordfish and other HMS
- Clarify definitions for key components or terms in a streamlined EFP strategy

## Workshop Objectives and Agenda

In our discussions, the ABs reached a consensus view that a key component to achieving the draft HMS Roadmap goals is the development of a more streamlined exempted fishing permit (EFP) process. Given the scope of this task, the ABs agree that this topic should be the focus of the upcoming workshop, and recognize that other topics may be addressed through the traditional Council process and joint AB sessions. In summary, this workshop would serve to:

- develop a streamlined and flexible EFP strategy to support innovation in fishing practices for HMS fisheries
- determine how the strategy relates to the timeline in the Driftnet Act for transitioning to alternative fishing practices that target swordfish and other HMS
- clarify definitions for key components or terms in a streamlined EFP strategy

Despite the suggested emphasis on EFPs at the workshop, the HMSMT suggests the Council leave flexibility in the HMS Roadmap document's structure to allow for consideration of all relevant actions and sub-actions, and prioritize among them on an ongoing basis.

The HMSMT and HMSAS developed the following agenda items for Council consideration. The amount of detail included is to capture the breadth of discussion topics, and once a facilitator can be identified this agenda could be further refined.

### Draft Agenda:

1. Ground rules, speaking/commenting procedure, time limits, etc.
2. Adopt agenda
3. Discussion of scope of HMS Roadmap document
4. Review draft HMS Roadmap goals
5. Adopt definition of terms for Council consideration/approval (i.e., appendix)
6. Development of an EFP Streamlining Strategy
  - a. Transition to alternative fishing practices under the Driftnet Act
  - b. Funding avenues
  - c. Timing (EFP process, National Marine Fisheries Service regulatory process, gear authorization)
  - d. Economic viability
  - e. Climate-ready fisheries preparedness (management flexibility and fishery resiliency)
  - f. Application process
  - g. Performance standards



# The HMSMT requests guidance on the specific agenda topics proposed for the Workshop (HMSMT Supplemental Report 2)

## Potential specific agenda topics concerning EFPs:

- Discuss and identify the aspects of EFPs that may be limiting participation
- Develop guidance or reporting forms for EFPs that convey information useful for Council and NMFS review (e.g., in applications and EFP reports)
- Discuss criteria by which the Council might recommend NMFS prioritize consideration of EFPs
- Consider performance standards that the Council would like to see EFPs meet relevant to authorization of new gear types

# The HMSMT requests guidance on the specific agenda topics proposed for the Workshop (HMSMT Supplemental Report 2)

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  - f. Application process
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    - i. Catch (Optimum Yield)
    - ii. Bycatch
    - iii. Economic considerations
  - h. Results evaluation (e.g., types and amount of data collected, etc.)

(Agenda Item F.3.a HMSMT Supplemental  
Report 2  
November 2023).

Finally, let's focus on the Council guidance needed for both the HMS Roadmap and the Workshop.....



# The HMSMT requests Council guidance on which terms and definitions proposed by the HMSMT and HMSAS to include in a final appendix of terms to be used in future HMS Roadmap and workshop discussions.

## HMSMT Supplemental Report 2

### Terms Appendix

The value-laden terms listed below are compiled from the draft HMS Roadmap goals and action items, as well as from joint discussion with the HMSAS during their development. The HMSMT's aim in developing a list of terms with the HMSAS was to provide a clear understanding of how these terms are used within joint discussions of the HMS Roadmap topics. The HMSMT seeks guidance from the Council on reconciling shared terms in both our report and the HMSAS report. The HMSMT is supportive of the inclusion of the additional terms (i.e., underutilized resource and trade leakage/ transfer effect) and the associated definitions proposed by the HMSAS in addition to the list of terms and definitions proposed by the HMSMT (listed below) in a final term appendix.

1. **Bycatch**<sup>1</sup>: For the discussion here the term "bycatch" is used in a broad context and includes marine mammals and birds, as well as fish (see definition 8 below) that are harvested in a fishery but are not sold or kept for personal use, including economic and regulatory discards (see definitions 4 and 11 below).
2. **Climate-Ready Fishery**: A fishery that incorporates available climate and ecosystem environmental data to support management decisions and the resilience of communities that depend on it.
3. **Commercial Volume of Landings**: A volume of fish or seafood harvested and landed over a specified time period which is necessary for commercial operations to be practicable.
4. **Economic discards**<sup>2</sup>: For discussion here, fish which are a target of a fishery, but which are not retained because they are of an undesirable size, sex, or quality, or for other economic reasons.

<sup>1</sup> MSA National Standard 9 requires Councils to consider the bycatch effects of existing and planned conservation and management measures (50 CFR 600.350(b)) and the definition of "fish" in MSA covers "... all ... forms of marine animal and plant life other than marine mammals and birds" (§3(12)). However, guidelines state "Other applicable laws, such as the MMPA, the ESA, and the Migratory Bird Treaty Act, require that Councils consider the impact of conservation and management measures on living marine resources other than fish; i.e., marine mammals and birds" (50 CFR 600.350(e)).

<sup>2</sup> Discard means to release or return fish to the sea, whether or not such fish are brought fully on board a fishing vessel (50 CFR 600.10). The definitions for economic and regulatory discards are consistent with the definitions provided in statute (MSA) and the [National Bycatch Reduction Strategy](#).

## HMSAS Supplemental Report 1

### Attachment – Proposed Revisions to HMSMT provided definitions

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3. **Commercial Volume of Landings**: A volume of fish or seafood harvested and landed over a specified time period which is necessary for commercial operations to be economically viable .
4. **Economic discards**: For discussion here, fish which are harvested in a fishery, but which are not retained because they are of an undesirable size, sex, or quality, or for other economic reasons.
5. **Economic production**: The use of technology, expert knowledge, labor and energy in the harvesting, processing, and distribution of fish and seafood products for commercial purposes.
6. **Economic viability**: The ability to generate sustained revenue to cover operating costs, including a source of livelihood to producers, and providing a sufficient return on capital investment such that it encourages ongoing participation in the activity.
7. **Economic waste**: A loss of economic value due to inefficient allocation or utilization

Questions?