

GROUND FISH MANAGEMENT TEAM REPORT ON BIENNIAL MANAGEMENT
MEASURES FOR 2019-2020: OFF-THE-TOP DEDUCTIONS

Action Item #3: Off-the-top Deductions

Tribal

The GMT has been notified that the tribes intend on continuing all of their existing groundfish fisheries for 2019 and 2020, and are requesting the set-asides as noted within [Agenda Item F.9.a, REVISED Supplemental Tribal Report 1, November 2017](#). These set-asides are consistent with the off-the-top deductions requested by the tribes during the 2017-2018 biennial specifications process, with the exception of petrale sole. Petrale sole is a highly attained species within the treaty fisheries, with a full attainment of the 220 mt set-aside in 2016 and similar projections for 2017. The tribes are requesting an increase in the annual petrale set-aside from 220 mt in 2017 and 2018 to 290 mt in both years of the 2019-2020 biennial period.

Research

Research activities include the National Marine Fisheries Service (NMFS) trawl survey, International Pacific Halibut Commission (IPHC) longline survey, and other Federal and state research. For the 2017-2018 cycle, the Council's approach was to establish research set-asides equal to the maximum historical scientific research catch going back to 2005 (except for yelloweye rockfish). The GMT reviewed the historical catch of overfished and highly attained species with information updated through 2016 (Table 1). **The GMT recommends the Council continue to use the maximum historical scientific research catch for set-asides, except yelloweye rockfish, for 2019 and 2020.**

Table 1. Recent research impacts (in mt) for key species, along with the 2005-2016 maximum value and the 2018 set-aside.

Species	2012	2013	2014	2015	2016	2005-2016 Max Value	2018 Set-aside
Bocaccio	2.5	2.0	4.2	3.7	5.6	5.6	4.6
Cowcod	0.1	0.2	0.2	0.5	0.3	2.0	2.0
Darkblotched rockfish	1.7	2.4	1.6	8.0	8.5	8.5	2.5
Pacific ocean perch	1.6	2.4	0.6	1.6	3.1	3.1	5.2
Petrале sole	4.4	5.1	17.7	6.0	24.1	24.1	17.7
Yelloweye rockfish	1.2	0.9	0.3	0.7	0.9	2.7	3.3
Exception to the Max value for yelloweye rockfish. Number is value adopted by the Council.							

For yelloweye rockfish, during recent cycles the Council adopted a 3.3 mt research off-the-top deduction based on anticipated research needs of: IPHC (1.1 mt); Washington Department of Fish and Wildlife (WDFW; 1 mt); Oregon Department of Fish & Wildlife (ODFW; 0.4 mt); and other miscellaneous projects (0.2 mt). California Department of Fish and Wildlife (CDFW) has submitted a report ([Agenda Item F.9.a., Supplemental CDFW Report 1](#)) describing proposed research with projected yelloweye rockfish impacts of 0.22 mt. Adding CDFW projects to the previous 2.7 mt results in an off-the-top deduction for research of 2.92 mt. Therefore, **the Council should consider the appropriate amount of yelloweye rockfish to set-aside for the research off-the-top deduction.**

CDFW also anticipates 0.1 mt of cowcod impacts from research projects. This addition to the 2018 set-aside results in a total of 2.1 mt. **The Council should consider the additional impacts to cowcod from CDFW research projects when establishing the set-aside for the cowcod research off-the-top deduction.**

The GMT notes that research impacts to petrale sole in 2016 were 24.14 mt, approximately 7 mt higher than the 17.7 mt set-aside, and the highest research catch seen in the last ten years. These fish are being caught in the West Coast Bottom Trawl Survey, bycatch reduction device research, and a flatfish survey that are likely to continue in 2019 and 2020. Although petrale sole is a highly attained species, the GMT notes that the Council could continue to adopt the maximum historical catch approach, and consider changing the set-aside from the current 17.7 mt to the 2016 high value of 24.14 mt, without risk of exceeding the annual catch limit (ACL).

Incidental Open Access

Similar to the process for establishing off-the-top deductions for scientific research, the Council has been adopting off-the-top deductions for incidental open access (IOA) fisheries based on the historical maximum catch for most species. The GMT does not see the need to deviate from the general approach used in the past of considering recent catch (Table 2).

Table 2. Recent years' IOA impacts, 2007-2016 maximum value, and 2018 set-aside (mt) for key species.

Species	2012	2013	2014	2015	2016	2007-2016 Max. Value	2018 Set-aside
Bocaccio	2.5	2.0	4.2	3.6	5.6	5.6	0.8
Cowcod	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Darkblotched rockfish	5.0	4.1	24.5	5.3	6.4	24.5	24.5
Pacific ocean perch	0.2	0.5	10.0	0.3	0.04	10.0	10.0
Petrале sole	1.8	2.7	3.0	5.4	6.4	6.4	3.2
Yelloweye rockfish	0.0	0.1	0.0	0.0	0.0	0.4	0.4

The GMT notes that although petrale sole catch in IOA sectors has been increasing since 2014, it is still lower than the ten-year maximum of 32.4 mt in 2008. The GMT notes that in years prior to 2011, IOA landings included vessels targeting California halibut both within the Federal trawl fishery (referred to by the Fisheries Observation Science (FOS) as the limited entry [LE] California halibut fishery) and in the state-only licensed California halibut fishery (referred to by FOS as the open access [OA] California halibut fishery). In 2011, catch shares were implemented in the LE California halibut fishery, as part of the Federal groundfish trawl fishery, and impacts were managed via individual fishing quota rather than in off-the-top deductions. The high petrale sole catch came almost entirely from the LE portion of the California halibut fishery, so the GMT suggests that only years from 2011 forward be used to assess the off-the-top deduction for IOA. **Therefore, the GMT recommends that the Council continue to adopt the maximum historical high value for off-the-top deductions for all species including petrale sole (6.4 mt) to accommodate catch in IOA fisheries in 2019-2020.**

The GMT notes that the amount of off-the-top deduction for black rockfish in Oregon and California is correct, but the proportion landed in each state is not currently known due to the recent change in management groupings from north and south of 46° 16' N. lat. to state-level groupings. FOS will re-process data with 2017 management groupings when 2002-2017 data is analyzed in 2018.

Exempted Fishing Permits

The Council considered exempted fishing permits (EFPs) under Agenda Item F.8. Based on Council action, four EFPs were forwarded for public review, including off-the-top deductions from the ACL, as recommended by the Council. The set-asides for those EFPs are included in the table in Appendix 1.

Buffers

As described in [Agenda Item F.6.a, GMT Report 1, November 2017](#), the Council may want to consider a buffer for darkblotched rockfish for 2019-2020. Under Amendment 21-3, the at-sea sectors would be managed with set-asides using the values calculated using the Amendment 21 formula. If the at-sea sectors were projected to exceed their set-asides plus the buffer, NMFS could close one or both sectors via automatic action. With no buffer and no additional Council action to modify Amendment 21-3 through the biennial cycle (see Action Items 27 and 34), the set-asides would be the same as allocations. **The GMT recommends the Council move forward with Action Item 34 (described in [Agenda item F.9.a, Supplemental GMT Report 4, November 2017](#)) as opposed to setting a buffer.** However, the GMT provides Table 3 to show the resulting darkblotched rockfish set-aside values with and without a 50 mt buffer, equivalent to that of 2017-2018.

Table 3: Darkblotched rockfish ACL and resulting catcher-processor (CP) and mothership (MS) allocation/set-aside values per Amendment 21

Year	ACL	With Buffer (Start of Year)			Without Buffer		
		IFQ	CP	MS	IFQ	CP	MS
2017	641	507.6	16.4 ^a	11.6 ^b	552.6	17.8	12.6
2018	653	518.4	16.7	11.8	563.4	18.2	12.8
2019	765	613.8	19.8	14	658.8	21.3	15
2020	815	658.8	21.3	15	703.9	22.7	16

^a Allocation post April and June inseason actions is 41.4 mt.

^b Allocation post April and June inseason actions is 36.6 mt.

In [Agenda Item F.9.a, Supplemental GMT Report 1, November 2017](#), the GMT discussed the possibility of implementing a buffer for yelloweye rockfish for 2019-2020. Based on the Council action under Agenda Item F.6, the Council moved three ACLs forward for analysis based on SPRs of 65, 70, and 76 percent (default). **With this range being considered, the GMT recommends examining overwinter the full allocation of these alternatives to sectors with no buffer.** Based on the results of this analysis, including potential management measures, the GMT will provide additional guidance on the buffer in April 2018.

Summary

Appendices 1 and 2 summarize off-the-top deductions relative to the 2019 and 2020 ACLs and includes the proposed tribal set-asides, off-the-top deductions for research and IOA as discussed above, and EFP set-asides as adopted by the Council under Agenda Item F.8. These off-the-top deductions provide preliminary fishery harvest guidelines for Council consideration. Highlighted numbers represent values that are higher than what was adopted for 2017 and 2018.

GMT Recommendations:

- 1. The Council continue to use the maximum historical scientific research catch for set-asides, except yelloweye rockfish.**
- 2. The Council may wish to reconsider the appropriate amount of yelloweye rockfish set-aside for the research off-the-top deduction.**
- 3. The Council should consider the additional impacts to cowcod from CDFW research projects when establishing the set-aside for the cowcod research off-the-top deduction.**
- 4. The Council move forward with Action Item 34 (described in [Agenda item F.9.a, Supplemental GMT Report 4, November 2017](#)) as opposed to setting a buffer for darkblotched rockfish.**
- 5. The GMT recommends examining the full allocation of the yelloweye ACL alternatives to sectors with no buffer overwinter.**

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Appendix 1. 2019 ACLs, proposed off-the top deductions, and preliminary fishery harvest guidelines for 2019

Stock/Complex	Area	ACL	Tribal	EFP	Research	OA	Set-aside Total	Fishery HG
Arrowtooth flounder	Coastwide	15,574	2,041.00	0.1	13	40.8	2,094.90	13,479
Big skate	Coastwide	494	15	0.1	5.5	21.3	41.9	454
Black (WA)	Washington	298	18	-	0.1	-	18.1	280
Black (OR)	Oregon	516		1.5	0	0.6	2.1	514
Black (CA)	California	329		-	0		0	329
BOCACCIO	S of 40°10' N. lat.	2,097		14.2	5.6	0.5	20.31	2,077
Cabazon (OR)	46°16' to 42° N. lat.	47		0.1	0	0	0.1	47
Cabazon (CA)	S of 42° N. lat.	147		-	0	0.3	0.3	147
California scorpionfish	S of 34°27' N. lat.	150		-	0.2	2.2	2.4	148
Canary rockfish	Coastwide	1,450	50	5.04	7.8	1.3	64.14	1,379
Chilipepper	S of 40°10' N. lat.	2,536		60.6	13.4	11.5	85.49	2,451
COWCOD	S of 40°10' N. lat.	10		0.03	2	0	2.03	8
DARKBLOTCHED ROCKFISH	Coastwide	765	0.2	0.6	8.5	24.5	33.8	732
Dover sole	Coastwide	50,000	1,497.00	0.1	49.2	49.3	1,595.60	48,404
English sole	Coastwide	10,090	200	0.1	8	8.1	216.2	9,874
Lingcod	N of 40°10' N. lat.	4,704	250	1.6	16.6	9.8	278	4,426
Lingcod	S of 40°10' N. lat.	812		-	3.2	8.1	11.3	793
Longnose skate	Coastwide	2,000	130	0.1	12.5	5.7	148.3	1,852
Longspine thornyhead	N of 34°27' N. lat.	2,603	30	-	14.2	6.2	50.4	2,553
Longspine thornyhead	S of 34°27' N. lat.	822		-	1.4	0	1.4	820
Nearshore rockfish north	N of 40°10' N. lat.	183	1.5	0.5	0.3	0.9	3.2	180
Nearshore rockfish south	S of 40°10' N. lat.	1,142		0.04	2.7	1.4	4.14	1,138
Shelf rockfish north	N of 40°10' N. lat.	2,054	30	4.5	24.7	17.7	76.9	1,977
Shelf rockfish south	S of 40°10' N. lat.	1,625		30.1	14.5	4.6	49.18	1,576
Slope rockfish north	N of 40°10' N. lat.	1,746	36	1.5	21.6	21.7	80.8	1,665
Slope rockfish south	S of 40°10' N. lat.	585		1.01	2.3	16.9	20.21	565
Other Fish	Coastwide	420		0.1	0.1	8.75	8.95	420
Other flatfish	Coastwide	6,498	60	0.1	27.8	161.6	249.5	6,249
Pacific cod	Coastwide	1,600	500	0.1	5.5	0.59	506.19	1,092
Pacific whiting	Coastwide	325,072	56,888.00	1.1	1061.9	1,500.00	59,451.00	266,683
Petrale Sole	Coastwide	2,908	290	0.1	24.1	6.4	320.6	2,633
POP	N of 40°10' N. lat.	4,340	9.2	0.1	3.1	10	22.4	4,318
Sablefish	N of 36° N. lat.	5,606		See Sablefish Tab			0	
Sablefish	S of 36° N. lat.	1,990		-	2.4	1.8	4.2	1,986
Shortbelly	Coastwide	500		0.1	8.2	8.9	17.2	483
Shortspine thornyhead	N of 34°27' N. lat.	1,683	50	0.1	10.5	4.7	65.3	1,618
Shortspine thornyhead	S of 34°27' N. lat.	890		-	0.7	0.5	1.2	889
Spiny Dogfish	Coastwide	2,071	275	1.1	34.3	22.6	333	1,738
Splitnose	S of 40°10' N. lat.	1,750		1.5	9.3	5.8	16.6	1,733
Starry flounder	Coastwide	452	2	0.1	0.6	16.1	18.8	433
Widow	Coastwide	11,831	200	28.5	17.3	3.1	248.93	11,582
YELLOWEYE ROCKFISH	Coastwide	29	2.3	0.25	2.1	0.4	5.05	23
Yellowtail	N of 40°10' N. lat.	5,997	1,000.00	51.2	20.6	4.5	1,076.26	4,921

Appendix 2. 2020 ACLs, proposed off-the top deductions, and preliminary fishery harvest guidelines for 2020

Stock/Complex	Area	ACL	Tribal	EFP	Research	OA	Set-aside Total	Fishery HG
Arrowtooth flounder	Coastwide	12,750	2,041.00	0.1	13	40.8	2,094.90	10,655
Big skate	Coastwide	494	15	0.1	5.5	21.3	41.9	453.6
Black (WA)	Washington	297	18	-	0.1	-	18.1	279
Black (OR)	Oregon	512		1.5	0	0.6	2.1	509.9
Black (CA)	California	326		-	0		0	326
BOCACCIO	S of 40°10' N. lat.	2,032		14.2	5.6	0.5	20.31	2,012
Cabezon (OR)	46°16' to 42° N. lat.	47		0.1	0	0	0.1	46.9
Cabezon (CA)	S of 42° N. lat.	146		-	0	0.3	0.3	145.7
California scorpionfish	S of 34°27' N. lat.	150		-	0.2	2.2	2.4	147.6
Canary rockfish	Coastwide	1,368	50	5.04	7.8	1.3	64.14	1,297
Chillipepper	S of 40°10' N. lat.	2,410		60.6	13.4	11.5	85.49	2,325
COWCOD	S of 40°10' N. lat.	10		0.03	2	0	2.03	8
DARKBLOTCHED ROCKFISH	Coastwide	815	0.2	0.6	8.5	24.5	33.8	781.7
Dover sole	Coastwide	50,000	1,497.00	0.1	49.2	49.3	1,595.60	48,404
English sole	Coastwide	10,135	200	0.1	8	8.1	216.2	9,919
Lingcod	N of 40°10' N. lat.	4,459	250	1.6	16.6	9.8	278	4,181
Lingcod	S of 40°10' N. lat.	724		-	3.2	8.1	11.3	712.7
Longnose skate	Coastwide	2,000	130	0.1	12.5	5.7	148.3	1,852
Longspine thornyhead	N of 34°27' N. lat.	2,470	30	-	14.2	6.2	50.4	2,420
Longspine thornyhead	S of 34°27' N. lat.	780		-	1.4	0	1.4	778.6
Nearshore rockfish north	N of 40°10' N. lat.	180	1.5	0.5	0.3	0.9	3.2	176.8
Nearshore rockfish south	S of 40°10' N. lat.	1,163		0.04	2.7	1.4	4.14	1,159
Shelf rockfish north	N of 40°10' N. lat.	2,048	30	4.5	24.7	17.7	76.9	1,971
Shelf rockfish south	S of 40°10' N. lat.	1,625		30.1	14.5	4.6	49.18	1,576
Slope rockfish north	N of 40°10' N. lat.	1,732	36	1.5	21.6	21.7	80.8	1,651
Slope rockfish south	S of 40°10' N. lat.	584		1.01	2.3	16.9	20.21	563.7
Other Fish	Coastwide	406		0.1	0.1	8.75	8.95	405.9
Other flatfish	Coastwide	6,041	60	0.1	27.8	161.6	249.5	5,792
Pacific cod	Coastwide	1,600	500	0.1	5.5	0.6	506.2	1,092
Pacific whiting	Coastwide	325,072	56,888.00	1.1	1061.9	1,500.00	59,451.00	266,683
Petrale Sole	Coastwide	2,845	290	0.1	24.1	6.4	320.6	2,498
POP	N of 40°10' N. lat.	4,229	9.2	0.1	3.1	10	22.4	4,207
Sablefish	N of 36° N. lat.	5,723		See Sablefish Tab			0	
Sablefish	S of 36° N. lat.	2,032		-	2.4	1.8	4.2	2,028
Shortbelly	Coastwide	500		0.1	8.2	8.9	17.2	482.8
Shortspine thornyhead	N of 34°27' N. lat.	1,669	50	0.1	10.5	4.7	65.3	1,604
Shortspine thornyhead	S of 34°27' N. lat.	883		-	0.7	0.5	1.2	881.8
Spiny Dogfish	Coastwide	2,059	275	1.1	34.3	22.6	333	1,726
Splitnose	S of 40°10' N. lat.	1,731		1.5	9.3	5.8	16.6	1,714
Starry flounder	Coastwide	452	2	0.1	0.6	16.1	18.8	433.2
Widow	Coastwide	11,199	200	28.5	17.3	3.1	248.93	10,950
YELLOWEYE ROCKFISH	Coastwide	30	2.3	0.25	2.1	0.4	5.05	24.3
Yellowtail	N of 40°10' N. lat.	5,716	1,000.00	51.2	20.6	4.5	1,076.26	4,640