

Atlantic States Marine Fisheries Commission

**DRAFT ADDENDUM I TO AMENDMENT 3 TO THE NORTHERN
SHIRMP FISHERY MANAGEMENT PLAN FOR PUBLIC COMMENT**

Transferring Authority to States to Determine Gear-Specific Allocations



**This draft document was approved by the Section for public comment to
solicit input on the issues contained in the document.**

October 2018

Sustainably Managing Atlantic Coastal Fisheries

Draft Document for Public Comment

Public Comment Process and Proposed Timeline

In November 2017, the Northern Shrimp Section initiated Draft Addendum I to consider providing states the authority to allocate their state-specific quota between gear types. This document presents background on the Atlantic States Marine Fisheries Commission's management of northern shrimp, the addendum process and timeline, a statement of the problem, and management measures for public consideration and comment.

The public is encouraged to submit comments regarding the proposed management options in this document at any time during the addendum process. The final date comments will be accepted is **November, 7 2018 at 5:00 p.m. EST**. Comments may be submitted by mail, email, or fax. If you have any questions or would like to submit comments, please use the contact information below.

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*February 2018 –
September 2018*

Draft Addendum for Public Comment Developed

October 4, 2018

Section Reviews Draft Addendum and Makes Any
Necessary Changes

*October 5–
November 7,
2018*

Public Comment Period Including Public Hearings

*November 16,
2018*

Section Reviews Public Comment, Selection of
Management Measures, Final Approval of
Addendum I

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1.0 Introduction

The Atlantic States Marine Fisheries Commission (ASMFC) has coordinated the interstate management of northern shrimp (*Pandalus borealis*) since 1979. Currently, northern shrimp is managed under Amendment 3 (2017) to the Fishery Management Plan (FMP). The Northern Shrimp Section (Section), which is comprised of representatives from Maine, New Hampshire, and Massachusetts, oversees the management of the species with input from the Technical Committee and Advisory Panel. In the event that complementary measures are needed in federal waters (3 to 200 miles from shore), recommendations are brought forth to NOAA Fisheries following approval of an addendum or amendment.

The Section initiated Draft Addendum I to consider providing states the authority to allocate their state-specific quota between gear types. Currently, Amendment 3 specifies that, in jurisdictions with historical trawl and trap fisheries, a state's quota must be divided such that 87% is allocated to the trawl fishery and 13% is allocated to the trap fishery. This addendum considers changing this regulation by transferring the authority to states to annually determine the split of northern shrimp quota between gear types, rather than having the split be specified in the management plan.

2.0 Overview

2.1 Statement of Problem

Amendment 3 specifies that, in states with historic trap and trawl fisheries, the annual quota must be divided such that 87% of the state's quota is allocated to the trawl fishery and 13% is allocated to the trap fishery. However, states have expressed an interest in providing each jurisdiction the authority to allocate their quota between gear types, particularly given Maine is currently the only state with both a trap and trawl fishery. As a result, this addendum considers transferring the authority to the states to determine gear-specific allocations, if any.

2.2 Northern Shrimp Commercial Fishery

The northern shrimp commercial fishery is a small but valuable fishery in the states of Maine, New Hampshire, and Massachusetts. The fishery is seasonal, with landings typically occurring in late winter when egg-bearing females move inshore. Due to a northern shrimp stock collapse in the Gulf of Maine, there has been a moratorium on harvest in the U.S. commercial fishery since 2014; however, prior to the dramatic stock decline, coastwide landings in 2010 and 2011 were both over 6,200 metric tons (mt) (Table 1). Between 2010 and 2013, the majority of landings occurred in Maine (89%), with New Hampshire accounting for 9% of landings and Massachusetts accounting for the remaining 2% of landings.

2.2.1 Gear Types

There are two primary gears which participate in the northern shrimp commercial fishery: otter trawls (trawls) and traps. Trawls have been used to harvest northern shrimp since the fishery formally began in 1938 and are currently used in all three states. This gear type accounts for the majority of coastwide landings, representing 85% of coastwide catch between 2010 and 2013. An average of 170 vessels participated in the trawl fishery between 2010 and 2013, with yearly

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estimates ranging from 137 (2013) to 203 (2011) vessels (Table 2). Since 2001, the number of trips annually taken by the trawl fishery has ranged from 1,037 trips in 2002 to 5,078 trips in 2011 (Table 3).

The shrimp pot fishery developed in the 1970's along mid-coast Maine. The trap fishery accounts for a smaller percentage of landings, representing 15% of coastwide landings and 17% of Maine's northern shrimp landings between 2010 and 2013. An average of 115 vessels participated in the trap fishery between 2010 and 2013, with yearly estimates ranging from 72 (2013) to 143 (2011) vessels (Table 2). Historically, the annual number of trips taken by the trap fishery has been lower than the annual number of trips taken by the trawl fishery, ranging from 267 trips in 2002 to 2,017 trips in 2011 (Table 3). While not collected on harvester reports, data collected from port interviews with harvesters suggests that the mean number of traps set in the northern shrimp fishery ranged from 93 to 192 traps (per average boat trip) between 2006 and 2013 (Table 4). Based on these same port interviews, it appears most trap strings are fished as doubles or triples.

2.3 Management of Northern Shrimp Fishery

Harvest in the Gulf of Maine northern shrimp fishery is limited through a Total Allowable Catch (TAC), which is specified annually. In addition to setting a TAC, the Section can also specify seasons, trip limits, trap limits, and 'days out of the fishery' to further restrict the rate of catch. Participation in the northern shrimp fishery is open access, meaning that harvesters can move in and out of the fishery. As a result, participation often fluctuates in response to the availability of shrimp, the availability of other commercial species, and market demand. Under Amendment 3, measures to establish a limited entry fishery can be considered in the future through an addendum process. In addition, on March 28, 2018, the Maine Legislature enacted a bill (L.D. 1652) which allows the ME DMR Commission to "establish by a rule a system to limit the number of commercial northern shrimp licenses issued...when the total allowable catch for northern shrimp established for Maine by the Atlantic States Marine Fisheries Commission is less than 2,000 metric tons."

2.3.1 History of Gear Allocations

The allocation of TAC by gear type originated in Addendum I to Amendment 2, which was implemented in 2012. Addendum I not only established a methodology to set an annual hard TAC but also prescribed that the Gulf of Maine TAC be distributed such that 87% is allocated to the trawl fishery and 13% is allocated to the trap fishery. These percentages were identified based on average landings between 2001 and 2011. Amendment 3, which was implemented in 2017, modified this provision by stating that a jurisdiction's quota must be distributed between the trawl (87%) and trap (13%) fisheries, should a state have historic participation by both gear types.

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3.0 Management Options

Issue 1: Quota Allocation between Historic Trap and Trawl Fisheries

Option A: Status Quo

For states with historical trawl and trap fisheries, the state's annual quota will be divided such that 87% is allocated to the trawl fishery and 13% is allocated to the trap fishery.

Option B: State Has Authority to Determine Quota Allocation between Gear Types

For jurisdictions with trawl and trap fisheries, the state may determine any gear-specific allocations between the trawl and trap fisheries. The state may also choose not to divide its quota between gear types. This determination by the state can occur after the annual TAC has been set.

Option C: Ability to Transfer Quota between Gear Types

Maine's annual quota will be divided such that 87% is allocated to the trawl fishery and 13% is allocated to the trap fishery. After the start of the season, the state may transfer quota between gear types.

New Hampshire and Massachusetts may determine any gear-specific allocation between the trawl and trap fisheries within their states. These jurisdictions may also choose not to divide their quota between gear types. This determination by the jurisdiction can occur after the annual TAC has been set.

4.0 Compliance

If the existing northern shrimp management plan is revised by approval of this addendum, the Northern Shrimp Section will designate dates by which states will be required to implement the addendum. A final implementation schedule will be identified based on the management tools chosen.

5.0 References

Atlantic States Marine Fisheries Commission (ASMFC). 2017. [Amendment 3 to the Interstate Fishery Management Plan for Northern Shrimp](#). 112pp.

ASMFC. 2017. [Stock Status Report for Gulf of Maine Northern Shrimp \(*Pandalus borealis*\)](#). 101pp.

ASMFC. 2010. [Assessment Report for Gulf of Maine Northern Shrimp](#). 69pp.

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6.0 Tables

Table 1: U.S. commercial landings (metric tons) of northern shrimp in the Gulf of Maine, by year, state, and gear type. MA and NH landings in 2009 are shown together to protect confidential data. A moratorium on harvest in the commercial fishery began in 2014. Data Source: 2017 Stock Status Report for Gulf of Maine Northern Shrimp.

	Maine		New Hampshire	Massachusetts	TOTAL
	Trawl	Trap	Trawl	Trawl	
2001	954.0	121.2	206.4	49.4	1331.0
2002	340.8	50.8	53.0	8.1	452.7
2003	987.0	216.7	113.0	27.7	1344.4
2004	1858.7	68.1	183.2	21.3	2131.3
2005	1887.1	383.1	290.3	49.6	2610.1
2006	1928.0	273.6	91.1	30.0	2322.7
2007	3986.9	482.4	382.9	27.5	4879.7
2008	3725.0	790.7	416.8	29.9	4962.4
2009	1936.3	379.4	185.6		2501.3
2010	4517.9	1203.5	506.8	35.1	6263.3
2011	4644.4	925.3	631.5	196.4	6397.6
2012	2026.8	193.1	187.8	77.8	2485.5
2013	269.5	20.2	36.9	18.9	345.5

Table 2: Estimated numbers of vessels in the northern shrimp fishery by gear type and year (trawl vessels from all states combined). Data Source: 2017 Stock Status Report for Gulf of Maine Northern Shrimp.

	Trawl Vessels	Trap Vessels
2001	220	60
2002	147	52
2003	176	49
2004	136	56
2005	133	64
2006	83	62
2007	115	84
2008	140	94
2009	92	78
2010	145	112
2011	203	143
2012	196	132
2013	137	72

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Table 3: Distribution of fishing trips in the Gulf of Maine northern shrimp fishery by year, state, and gear type. MA and NH trip numbers in 2009 are shown together to protect confidential data. A moratorium on harvest in the commercial fishery began in 2014. Data Source: 2017 Stock Status Report for Gulf of Maine Northern Shrimp.

	MA	NH	ME	
	Trawl	Trawl	Trawl	Trap
2001	170	503	2875	585
2002	31	175	831	267
2003	91	232	1934	765
2004	56	259	1953	413
2005	105	393	2539	829
2006	58	109	1575	736
2007	45	256	2807	1055
2008	38	367	3594	1588
2009	169		1931	902
2010	49	410	3666	1877
2011	193	547	4338	2017
2012	117	228	2353	968
2013	56	120	989	384

Table 4: Effort information on the Maine trap fishery (2001-2013), including mean number of traps hauled (per average boat trip) and mean number of traps set (per average boat trip). Information is not available on mean number of traps set from 2001-2005. Data obtained from port interviews with harvesters in the northern shrimp fishery.

	Mean Number of Traps Hauled	Mean Number of Traps Set	Number of Interviews
2001	110	NA	19
2002	135	NA	8
2003	129	NA	16
2004	111	NA	9
2005	100	NA	38
2006	84	126	33
2007	114	156	32
2008	141	178	63
2009	79	122	36
2010	114	167	66
2011	130	192	86
2012	92	151	30
2013	73	93	7