





# Standardized Bycatch Reporting Methodology (SBRM) Omnibus FMP Amendment

Review of the Public Draft and Comments

NEFMC meeting January 30, 2014

## **Presentation Overview**

- History of the SBRM Amendment
- Review of the SBRM Amendment document structure and alternatives
- Overview of public comments

## Background for SBRM Amendment

- Magnuson-Stevens Act requirements
  - Definitions
  - National Standard 9
  - Section 303(a)(11)
- Court Rulings
  - Oceana v Evans I (Amendment 13 challenge)
  - Oceana v Evans II (Amendment 10 challenge)
  - Oceana v Locke (2007 SBRM challenge)

## Magnuson-Stevens Act

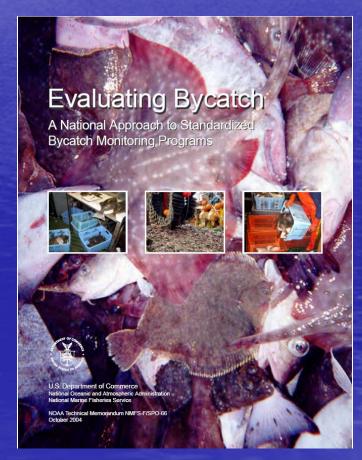
- Minimize bycatch to extent practicable (NS 9), and
- "Establish a[n] [SBRM] to assess the amount and type of bycatch occurring in the fishery" (§ 303(a))
- "Bycatch" is defined as discards (economic and regulatory), but does not include recreational catch-and-release programs
- Term "bycatch" does not apply to marine mammals or seabirds

## What is an SBRM?

An SBRM is the "combination of data collection

and analyses that [are] used to estimate bycatch in a fishery."

 Evaluating Bycatch, NMFS 2004



## Court Rulings

- In challenges to groundfish and scallop actions, D.C. Circuit Court found the A13 and A10 documents:
  - Failed to fully evaluate reporting methodologies to assess bycatch;
  - Did not mandate an SBRM; and
  - Failed to respond to potentially important scientific evidence
- Strictly speaking, rulings apply solely to the Sea Scallop and Northeast Multispecies FMPs

## Court Rulings (cont'd)

- In challenge to the 2007 SBRM Amendment, the District Court initially found in favor of the gov't
- Appeals Court overturned the District Court
- While the whole amendment was vacated, the Court found fault with only one aspect
- Councils formed a new FMAT specifically to address the deficiencies in the prioritization trigger and process identified by the Appeals Court

## Purpose of SBRM Amendment

- Explain methods and processes to monitor and assess bycatch for Northeast Region fisheries
- Determine if current methods and processes need to be modified and/or supplemented
- Establish standards of precision for bycatch estimation for Northeast Region fisheries
- Consider accuracy of estimate as well as precision
- Document the SBRM established for all Northeast Region FMP fisheries

## Structure of SBRM Amendment

- Chapter 1 Introduction and Background
  - Statement of the problem
  - Purpose and need
  - Issues to be addressed
- Chapter 2 Description of the Fisheries
  - Background on each subject FMP
  - Recent landings and value (updated)
- Chapter 3 Description of Fishing Modes
  - Characterization of each gear/area-based mode
  - Landings, ports, areas fished, no. of vessels (updated)
- Chapter 4 Bycatch Reporting Mechanisms
  - Overview of each mechanism used and/or considered

## Structure (cont'd)

- Chapter 5 Sampling Design and Estimation of Precision and Accuracy
  - Discussion of sampling design
  - Estimation of precision
  - Analysis of accuracy
- Chapter 6 Alternatives Under Consideration
  - Preferred alternatives (once selected)
  - Other alternatives considered
  - Alternatives considered but rejected
- Chapter 7 Environmental Consequences
  - Affected environment
  - Biological, physical, socio-economic effects
  - Cumulative effects
- Chapter 8 Applicable Laws and Directives
- Glossary, References, and Appendices

## **Overview of Alternatives**

SBRM Element		Altei	rnatives Under Consi	deration			
1.Bycatch Reporting and Monitoring Mechanisms	Statu	s quo	Implement electro	onic video monitoring			
2. Analytical Techniques and Allocation of Observers	Pre-2007 Integrated SBRM allocation Amendment approach		Integrated allocation approach w/ importance filter	Minimum percent observer coverage			
3.SBRM Performance Standard	No performa	nce standard	Establish a CV standard				
4.SBRM Review/ Reporting Process	Statu	s quo	Specify a SBRM review process	Require periodic discard reports			
5.Framework Adjustment Provisions	Status quo	Framework adjustment	Frameworks and annual adjustments	Frameworks and annual adjustments, exclusive of fishing mode			
6.Prioritization Process							
6.1 Funding trigger	Statu	s quo	Identify specific S	BRM funding sources			
6.2 Reallocation	Council co	onsultation	Proportional adjustment	Penultimate Cell Approach			
6.3 Less than Minimum Pilot Coverage	Ad hoc pr	ioritization	Remove fleets with high MPC	Remove fleets with high MPC to days absent ratio			
7.Industry-Funded Observer Programs	Statu	s quo	Observer provider approval	Framework provisions			

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	6.Prioritization Process							
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7.Industry-Funded Observer Programs	Statu	s quo	Observer provider approval	Framework provisions			

Shaded cells indicate the alternatives adopted by the Council in June 2006

## SBRM Element 2

#### Analytical Techniques and Allocation of Observers

- Pre-2007 SBRM Amendment process
- Integrated allocation approach
- Integrated allocation approach w/ importance filter
  - Option A: 2007 SBRM public hearing draft
  - Option B: Filters as adopted in 2007 SBRM (2007 SBRM implemented option)
  - Option C: Same as option B, but without unlikely (gray-cell) filter (Status quo)
- Minimum percent observer coverage

## SBRM Element 5

#### Framework Adjustment Provisions

- Status quo
  - Changes to CV-based performance standard, how discard data is collected, SBRM reporting, industry funded observers, and fishing modes require amendment
- Framework adjustment
- Frameworks and annual adjustments (2007 SBRM implemented option)
- Frameworks and annual adjustments, no Council action needed for changes to fishing modes (Additional option)

## SBRM Element 6 Prioritization Process

- Funding Trigger (6.1) How we determine the available funds
- Resulting Sea Day Adjustments (6.2) What we do if the trigger condition is met
- Funding Below Minimum Pilot Coverage (6.3) What if not all fleets can get useful coverage

#### Prioritization Process-Part 1: Trigger

- 6.1.1 Status quo
  - Uses combination of available sources of funding within established funding restrictions, limitations, and expectations.
  - Found deficient by the Court
- 6.1.2 Identify specific SBRM funding sources
  - Funds allocated to the Northeast Region under 4 specific Congressional appropriation lines would be used for SBRM coverage.
  - Does not specify a fixed dollar amount.

6.1.2 Identify dedicated SBRM funding sources, cont.

Funding Line	Average Proportion
	to NE Region (2010-2012)
Northeast Fisheries Observer Program	98 percent
Atlantic Coast Observers	43 percent
National Observer Program	43 percent
Reducing Bycatch - Observers	13 percent

- Atlantic Coast Observers funding line is divided between Northeast Region,
   Southeast Region, and HQ.
- National Observer Program and Reducing Bycatch funds are divided between all 6 Regions and HQ.
- Funding allocated to the NE Region through these lines would be used to support SBRM consistent with historic practice.
- Observer funding from other sources may also be available outside of SBRM (MMPA, ESA, catch shares, etc.).

#### Prioritization Process-Part 2: Sea Day Adjustment

- 6.2.1 Status quo
- 6.2.2 Proportional adjustment approach
- 6.2.3 Penultimate cell approach

## 6.2.1 Status quo

#### Within the Agency-funded fleets

- 1) Identify fleets that correspond to funding restrictions, limitations, and expectations
- 2) Adjustments of days to cover unfunded fleets
- 3) A blend of ad-hoc methods including sea day allocations proportional to last year's effort used to meet funding source, Agency, and Council needs.
- 4) Consultation with Councils on proposed observer seaday allocations.

However, similar to the previous process, which was found deficient by the Court.

## 6.2.2 Proportional Approach

Within the Agency-funded fleets

- 1. For each fleet, derive COMBINED MPC Adjusted days by subtracting the minimum pilot days from the COMBINED days
- Derive proportion shortfall (funded days – min pilot days) / (COMBINED MPC Adjusted days)
- 3. For each fleet, derive rescaled days (COMBINED MPC Adjusted days x proportion shortfall)
- Derive prioritized days
   (rescaled days + min pilot days)

## Illustrative Example using 2012

Description	Days	% of days	Terminology Used
NEGF (aka NEFOP for SBRM)	2,448	28%	SBRM-applicable
At-Sea Monitoring (ASM)	5,255	60%	non-SBRM-applicable
Atlantic Coast Observers	484	6%	SBRM-applicable
MMPA	274	3%	non-SBRM-applicable
Reducing Bycatch	49	1%	SBRM-applicable
National Observer Program	276	3%	SBRM-applicable
TOTAL	8,786	100%	
Agency-funded days Agency-funded days	3,257 5,529	37% 63%	Applicable for SBRM process Not applicable for SBRM process
Industry-funded days	3,606		Not applicable for SBRM process

Filtered Sea Days

															2012
														Min	Sea Days
			Mesh										Pilot	Pilot	Needed
Row	Gear Type	Region	Group	RCRAB	SBM	MONK	GFL	GFS	SKATE	DOG	FSB	TURS	days	Days	COMBINED
5	Otter Trawl	MA	sm	3,231	364	0	497	545	397	325	513	1,719	160	30	3,231
6	Otter Trawl	MA	lg	5,551	0	164	141	0	107	333	173	2,952	266	27	5,551
7	Otter Trawl	NE	sm	0	411	0	461	451	531	1,151	489	-	168	29	1,151
8	Otter Trawl	NE	lg	3,879	0	568	76	280	261	229	788	-	415	35	3,879
17	Otter Trawl, Haddock	NE	lg	0	0	0	0	0	257	567	0	-	100	100	567
22	Sink, Anchor, Drift Gillnet	MA	sm	0	0	0	0	0	0	0	0	172	40	13	172
23	Sink, Anchor, Drift Gillnet	MA	lg	0	0	0	0	0	0	0	0	172	43	13	172
24	Sink, Anchor, Drift Gillnet	MA	xlg	0	0	70	0	0	83	0	0	1,096	61	15	1,096
26	Sink, Anchor, Drift Gillnet	NE	lg	0	0	0	0	0	0	97	0	-	134	14	97
36	Scallop Dredge	MA	all	0	0	312	0	0	164	0	0	598	238	109	598
39	Mid-water Paired & Single	NE	all	0	0	0	0	0	0	571	0	-	43	43	571
48	Pots and Traps, Lobster	NE	all	429	429	429	429	429	429	429	429	-	429	17	429
					:		:	•		•	:				

#### 2012: 55 fleets

- 46 Agency-funded fleets
- 9 Industry-funded fleets

Red font indicates "driving" species group for the fleet Purple shade indicates Industry-funded fleets

\* Turtle sea days for gear type groups have been distributed across fleets according to the percentage of days needed for each fish fleet.

Agency-funded fleets 18,301 Industry-funded fleets 2,289

Total 20,590

## 6.2.2 Proportional Example (full example given in Appendix)

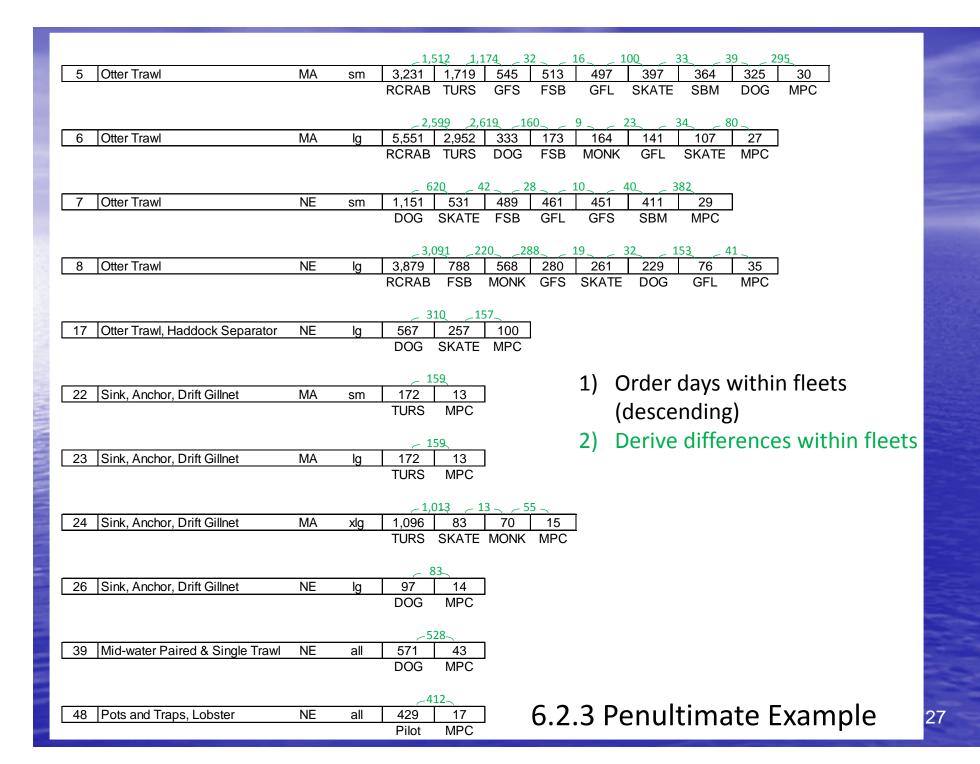
			and the second			Total	MDC Adinated	Droportion				
		<b>A</b>				Total	MPC Adjusted					
		Age	ency-fund	ed fleets		3,257	2,032	0.12				
-					ı	1				Ι	ı	
					2012		2012	2012	2012	2012	2012	Sea Days
					Sea Days	2012	Sea Days	Sea Days	Sea Days	Sea Days	Industry-	Allocated for
					for Min Pilot	Sea Days	Needed	Needed	SBRM	non-SBRM	funded	April 2012 -
					Coverage	Needed	COMBINED	COMBINED	PRIORITIZED	(Catch share,	Sea	March 2013
				Mesh	(MPC)	COMBINED	MPC Adjusted	MPC Adjusted	(Proportional)	MMPA,	Days	(Total)
	Row	Gear Type	Region	Group	(IVIFC)		IVIF C Aujusteu	Rescaled	(Floportional)	Discovery)	Days	(Total)
	5	Otter Trawl	MA	sm	30	3,231	3,201	381	411			411
	6	Otter Trawl	MA	lg	27	5,551	5,524	657	684	1,271		1,955
	7	Otter Trawl	NE	sm	29	1,151	1,122	134	163			163
	8	Otter Trawl	NE	lg	35	3,879	3,844	457	492	1,981		2,473
	17	Otter Trawl, Haddock Separator	NE	lg	100	567	467	56	156	203		359
	22	Sink, Anchor, Drift Gillnet	MA	sm	13	172	159	19	32			32
	23	Sink, Anchor, Drift Gillnet	MA	lg	13	172	159	19	32			32
5	24	Sink, Anchor, Drift Gillnet	MA	xlg	15	1,096	1,081	129	144	287		431
	26	Sink, Anchor, Drift Gillnet	NE	lg	14	97	83	10	24	640		664
	36	Scallop Dredge	MA	all	109	598					1,713	1,713
	39	Mid-water Paired & Single Trawl	NE	all	43	571	528	63	106			106
Ħ	48	Pots and Traps, Lobster	NE	all	17	429	412	49	66			66
		:			:	:	:	:	•		:	:
		MMPA coverage			I .					274		274
		Agency-funde	d flaats		1,225	18,301	17,076	2,032	3,257	5,529		8,786
		Industry-funde			783	2,289	17,070	2,032	3,231	3,323	3,606	3,606
		ilidusti y-idilde	u neets		703	2,209					3,000	3,000
			Total		2,008	20,590						12,392

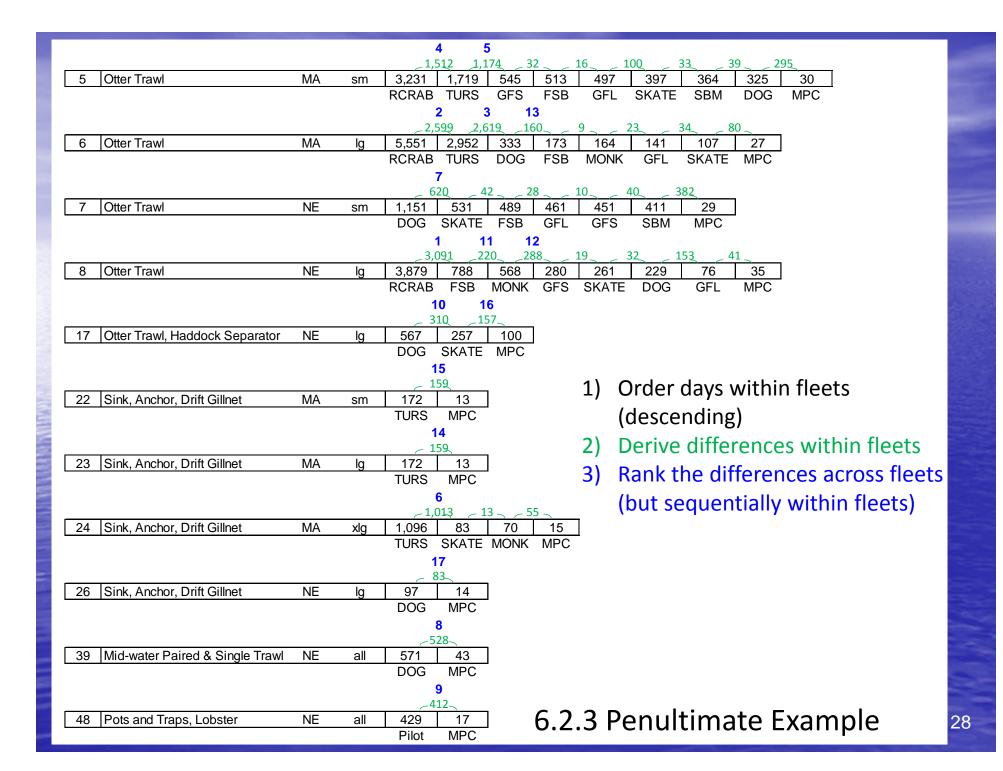
## 6.2.3 Penultimate Approach

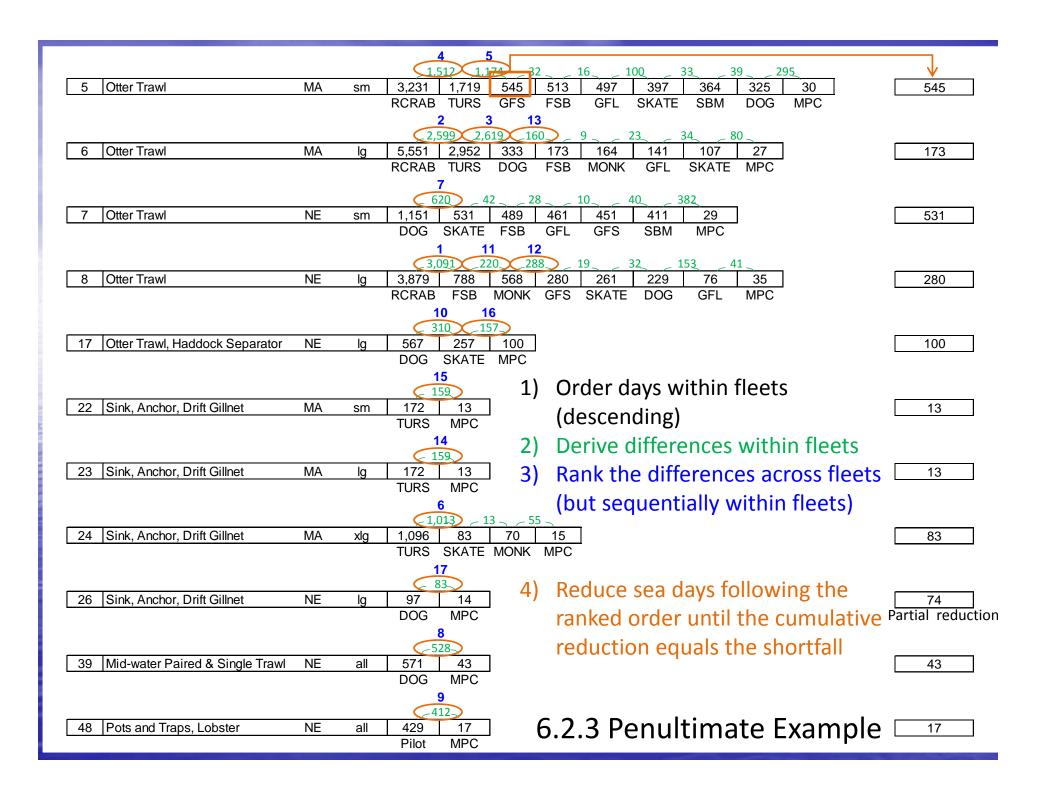
#### Within the Agency-funded fleets

- 1) Within each fleet, list days in descending order
- 2) Derive differences between days within fleet
- 3) Rank the differences across fleets but respecting the sequence of differences within fleets
- 4) Reduce sea days needed following the ranked order until the cumulative reduction meets the shortfall

	5	Otter Trawl	MA	sm	3,231	1,719	545	513	497	397	364	325	30
					RCRAB	TURS	GFS	FSB	GFL	SKATE	SBM	DOG	MPC
		lou = .			1		T		1	T			ı
L	6	Otter Trawl	MA	lg	5,551 RCRAB	2,952 TURS	J333 DOG	173 FSB	164 MONK	141 GFL	107 SKATE	MPC	
					KUKAB	TURS	DOG	FOD	MONK	GFL	SKATE	MPC	
	7	Otter Trawl	NE	sm	1,151	531	489	461	451	411	29	1	
					DOG	SKATE	FSB	GFL	GFS	SBM	MPC	•	
		lou = .			T		T		1	T			ı
	8	Otter Trawl	NE	lg	3,879	788	568	280	261	229	76 GFL	35	
					RCRAB	FSB	MONK	GFS	SKATE	DOG	GFL	MPC	
	17	Otter Trawl, Haddock Separator	NE	lg	567	257	100	]					
		,			DOG	SKATE		1					
					1		1		1) (	)rder	days	with	nin fleets
3	22	Sink, Anchor, Drift Gillnet	MA	sm	172	13	]				_		
					TURS	MPC			(	aesce	endin	g)	
	23	Sink, Anchor, Drift Gillnet	MA	lg	172	13	1						
				.9	TURS	MPC	1						
		<u>,                                      </u>							7				
	24	Sink, Anchor, Drift Gillnet	MA	xlg	1,096	83	70	15	_				
듁					TURS	SKATE	MONK	MPC					
	26	Sink, Anchor, Drift Gillnet	NE	lg	97	14	1						
		,, ,		.9	DOG	MPC	_						
					1		,						
	39	Mid-water Paired & Single Trawl	NE	all	571	43	]						
					DOG	MPC							
	48	Pots and Traps, Lobster	NE	all	429	17	1	62	2 D	ınııl.	tima	to F	xample
		1. The disk frage, Loboton		an .	Pilot	MPC	J	U.Z	.J F	ziiul	uiiia	ILE L	.vaiiihic







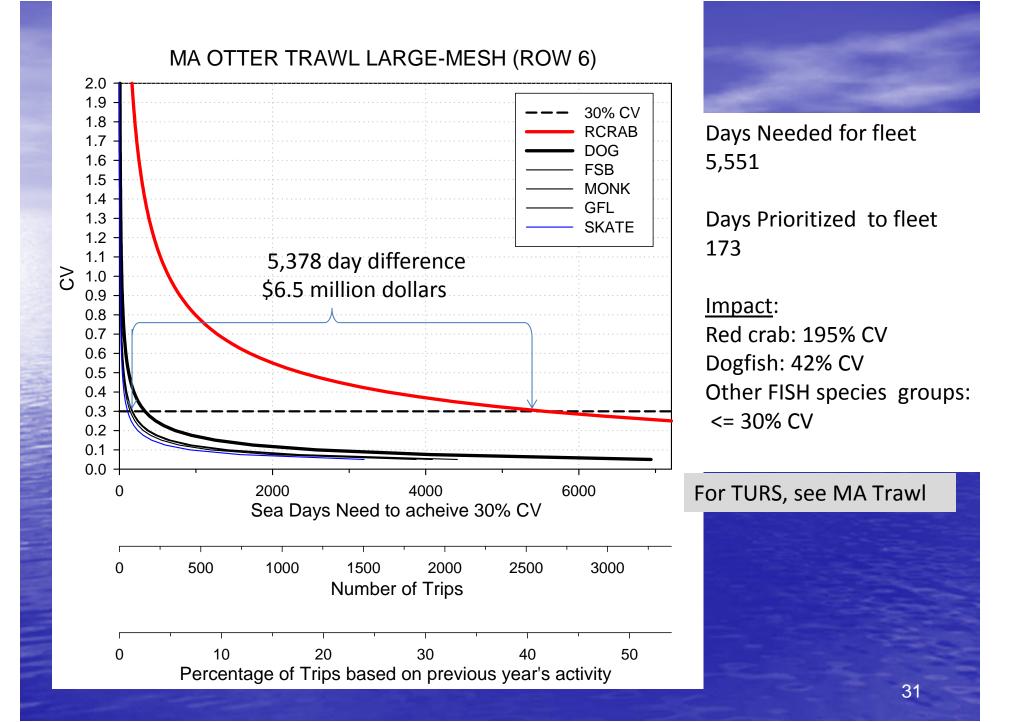
#### 6.2.3 Penultimate Example (full example given in Appendix)

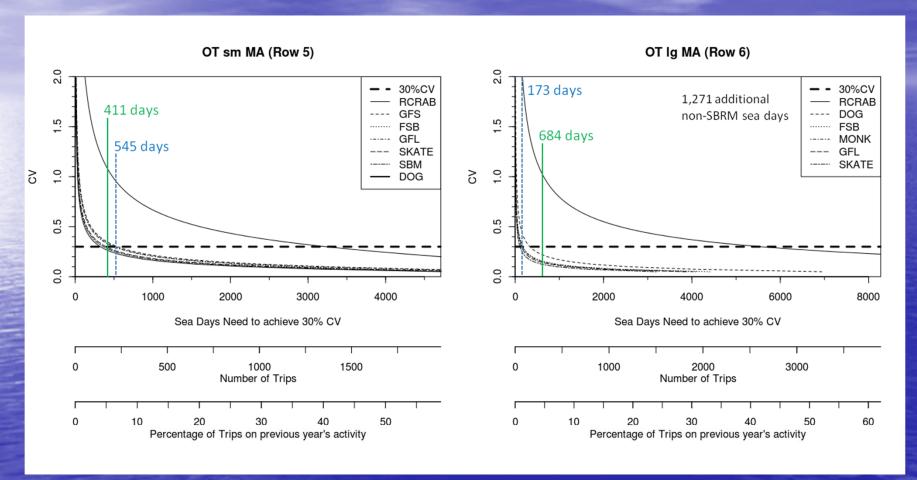
Row	Gear Type	Region	Mesh Group	2012 Sea Days Needed COMBINED	2012 Sea Days SBRM PRIORITIZED (Penultimate)	((	2012 Sea Days non-SBRM Catch share, MMPA, Discovery)	2012 Industry- funded Sea Days	Sea Days Allocated for April 2012 - March 2013 (Total)
5	Otter Trawl	MA	sm	3,231	545	П			545
6	Otter Trawl	MA	lg	5,551	173	П	1,271		1,444
7	Otter Trawl	NE	sm	1,151	531				531
8	Otter Trawl	NE	lg	3,879	280		1,981		2,261
17	Otter Trawl, Haddock Separator	NE	lg	567	100		203		303
22	Sink, Anchor, Drift Gillnet	MA	sm	172	13				13
23	Sink, Anchor, Drift Gillnet	MA	lg	172	13				13
24	Sink, Anchor, Drift Gillnet	MA	xlg	1,096	83		287		370
26	Sink, Anchor, Drift Gillnet	NE	lg	97	74		640		714
36	Scallop Dredge	MA	all	598				1,713	1,713
39	Mid-water Paired & Single Trawl	NE	all	571	43				43
48	Pots and Traps, Lobster	NE	all	429	17				17
	:			:	•		•	:	
	MMPA coverage				•	Ε	274		274

 Agency-funded fleets
 18,301
 3,257
 5,529
 8,786

 Industry-funded fleets
 2,289
 3,606
 3,606

Total 20,590 12,392





green solid line indicates days prioritized via proportional approach; blue dashed line indicates days prioritized via penultimate approach

<u>Prioritization Process–Part 3: Funding Below Minimum Pilot Coverage</u>

- MPC is 3 trips per quarter, using average trip length
- Assures a usable discard estimate for all fleets
- If funding below MPC, some fleets would lose coverage
- 6.3.1 Assign coverage ad-hoc
- 6.3.2 Eliminate fleets w/ highest MPC days
- 6.3.3 Eliminate fleets w/ highest ratio of MPC to days absent

### 6.3.1 Assign Coverage Ad-hoc

Regional Administrator and Science Research Director prepare proposal for Councils, which includes:

- Details of the funding shortfall
- Recommendations of which fleets receive coverage
- Legal mandates, management priorities, or data needs considered.

Councils would consider the proposal at a public meeting, and may recommend revisions or additional considerations.

## 6.3.2 Eliminate Highest MPC Example (full example given in Appendix)

Example with 1,000 SBRM-applicable funded sea days

	Row	Gear Type	Region	Mesh Group	2012 Sea Days for Min Pilot Coverage (MPC)	MPC Rank (Desc)	2012 Sea Days SBRM PRIORITIZED (SBRM < MPC Option 1)	2012 Sea Days non-SBRM (Catch share, MMPA, Discovery)	2012 Industry- funded Sea Days	Sea Days Allocated for April 2012 - March 2013 (Total)
	1	Longline	MA	all	67	4	67			67
	8	Otter Trawl	NE	lg	35	10	35	1,981		2,016
	15	Otter Trawl, Ruhle	NE	lg	59	6	59	37		96
Ē	17	Otter Trawl, Haddock	NE	lg	100	2	0	203		203
-	18	Shrimp Trawl	MA	all	120	1	0			0
Ē	25	Sink, Anchor, Drift Gillnet	NE	sm	41	8	41			41
3	36	Scallop Dredge	MA	all	109				1,713	1,713
Ξ	39	Mid-water Paired & Single	NE	all	43	7	43			43
	45	Pots and Traps, Hagfish	NE	all	74	3	0			0
	50	Pots and Traps, Crab	NE	all	67	4	67			67
	53	Dredge, Other	MA	all	41	8	41			41
	:	:			:	:	:	:	:	÷
		MMPA coverage						274		274
		Remaining Days					69			
		Agency-funde Industry-funde			1,225 783		1,000	5,529	3,606	6,529 3,606
			Total		2,008					10,135

## 6.3.3 Eliminate Highest MPC to Days Absent Ratio Example (full example given in Appendix)

Example with 1,000 SBRM-applicable funded sea days

Row	Gear Type	Region	Mesh Group	2012 Sea Days for Min Pilot Coverage (MPC)	TOTAL VTR DAYS	Ratio (MPC/VTR)	Ratio Rank (Desc)	2012 Sea Days SBRM PRIORITIZED (SBRM < MPC Option 2)	2012 Sea Days non-SBRM (Catch share, MMPA, Discovery)	2012 Industry- funded Sea Days	Sea Days Allocated for April 2012 - March 2013 (Total)
13 +	Otter Trawl, Ruhle	MA	lg	9	7	1.28571	2	0			0
14 +	Otter Trawl, Ruhle	NE	sm	27	25	1.08000	3	0			0
15	Otter Trawl, Ruhle	NE	lg	59	389	0.15167	8	0	37		37
16 +	Otter Trawl, Haddock	MA	lg	8	12	0.66667	5	0			0
25	Sink, Anchor, Drift Gillnet	NE	sm	41	28	1.46429	1	0			0
36	Scallop Dredge	MA	all	109	11,906					1,713	1,713
38	Mid-water Paired & Single	MA	all	17	40	0.42500	6	0			0
44	Pots and Traps, Hagfish	MA	all	3	3	1.00000	4	0			0
45	Pots and Traps, Hagfish	NE	all	74	369	0.20054	7	0			0
49	Pots and Traps, Crab	MA	all	12	83	0.14458	9	12			12
53	Dredge, Other	MA	all	41	347	0.11816	10	41			41
	:			:	:	:	:	:		:	:
	MMPA coverage						-		274		274
	Remaining Days		-	-				13			

 Agency-funded fleets
 1,225
 149,684
 1,000
 5,529
 6,529

 Industry-funded fleets
 783
 30,284
 3,606
 3,606

 Total
 2,008
 179,968
 10,135

### Review Public Comments

- Comment period was initially open from September 27, 2013 through October 27, 2013
- A Federal Register notice was published on November 19, 2013, reopening the comment period through December 19, 2013
- 3 comments were received
  - Dr. Tom Hoff
  - David Goethel
  - Oceana

## **Ad Hoc Committee Alternatives**

SBRM Element		Alte	rnatives Under Consideration					
1.Bycatch Reporting and Monitoring Mechanisms	Statu	s quo	Implement electro	onic video monitoring				
2.Analytical Techniques and Allocation of Observers	Pre-2007 Integrated SBRM allocation Amendment approach		Integrated allocation approach w/ importance filter (Option C)	Minimum percent observer coverage				
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6.3 Less than Minimum Pilot Coverage	Ad hoc pr	ioritization	Remove fleets with high MPC	Remove fleets with high MPC to days absent ratio				
7.Industry-Funded Observer Programs	Statu	s quo	Observer provider approval	Framework provisions				

Shaded cells indicate the alternatives selected by the Ad Hoc SBRM Committee on 1/16/2014

