

**Mid-Atlantic Fishery Management Council
Atlantic Surfclam and Ocean Quahog
Fishery Management Plan**

Council Goals and Objectives Workshop
October 10, 2017



Presentation and discussion outline

Part 1: Context and Process

- Context for reviewing goals and objectives
- Process and timeline
- Fisheries Forum synthesis of feedback

Part 2: FMAT Recommendations

- Process and rationale
- Outcome 1: Discussion questions
- Outcome 2: Revised goals and objectives

Part 1

Context and process



Current FMP objectives

- Established in 1998 by Amendment 8 to the FMP
- Revised from 1977 version – Original FMP
- Found on page 3 of the Synthesis document

MAFMC 2014-2018 Strategic Plan

Management

Goals, Objectives, and Strategies

Goal: Develop fishery management strategies that provide for productive, sustainable fisheries.

Objective 11.

Evaluate the Council's fishery management plans.

Strategy 11.1. Establish a timeline for FMP review.

Strategy 11.2. Review and update FMP objectives as appropriate to ensure that they remain specific, relevant, and measurable.

Strategy 11.3. Develop a list of performance variables that can be used to track FMP performance.

Strategy 11.4. Develop a performance management system that tracks the progress of management decisions and their impacts.

Strategy 12.1. Include Terms of Reference that will allow a Fishery Management

→ Proposed deliverable for SCOQ under 2017 Implementation Plan

Goals, objectives, and strategies

GOALS

- Broad, long-term aspirations that stay relatively consistent over time
- *What aspirations will help us fulfill our mission and move toward our vision?*

OBJECTIVES

- Short-term goals with clearly defined milestones and metrics, can be periodically revised
- *What specific steps do we need to take to accomplish our goals?*

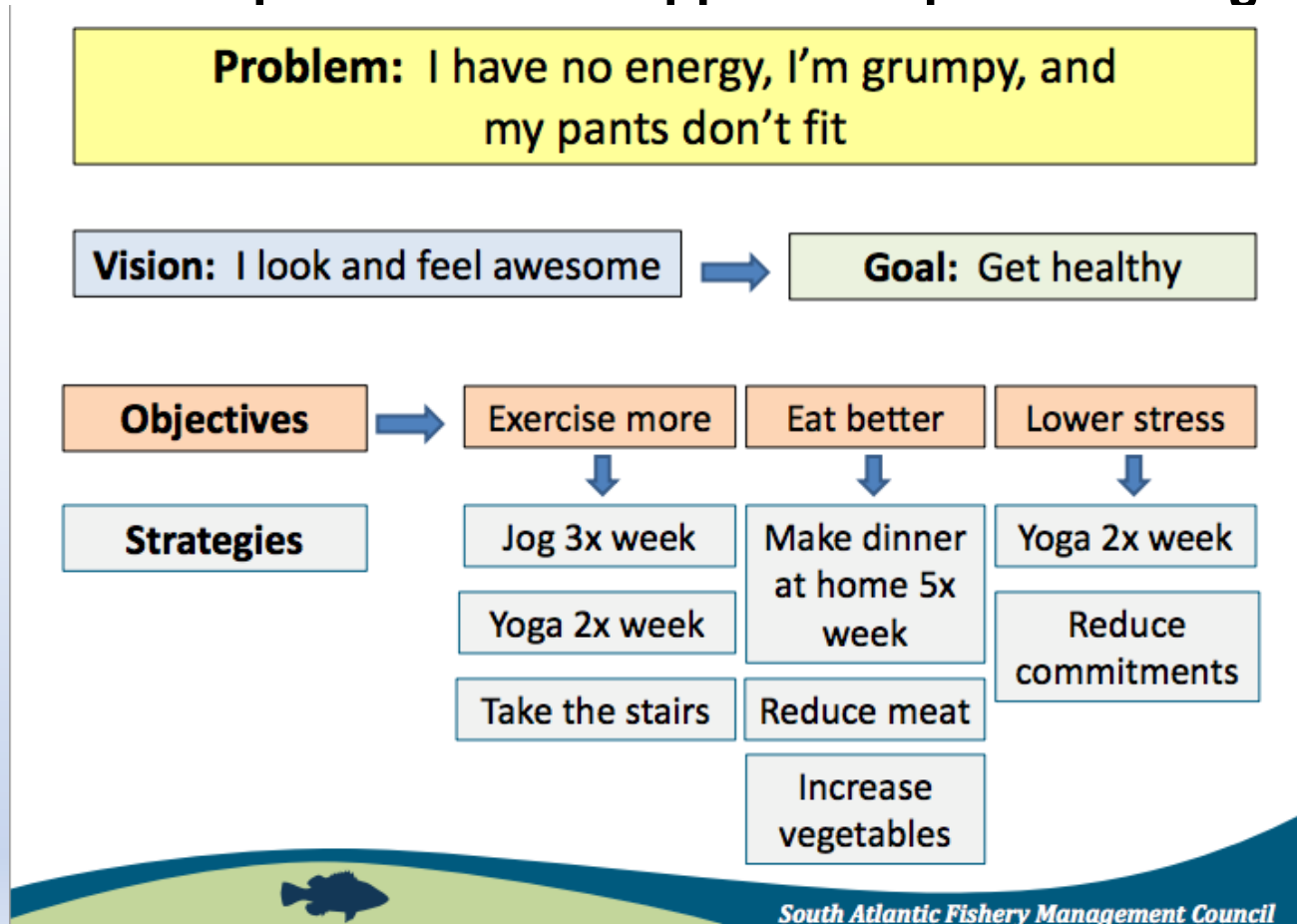
STRATEGIES

- Specific action items, or tactics, designed to help the organization achieve its goals and objectives
- *What are we going to do, how are we going to do it, and who will be responsible?*

From MAFMC Strategic Planning: Facts and FAQs

Goals, objectives, and strategies

Example: SAFMC Snapper-Grouper Visioning



Summer flounder goals and objectives

FMAT recommendation for revised goals and objectives (December 2015)

Goal 1. Ensure the biological sustainability of the summer flounder resource in order to maintain a sustainable summer flounder fishery.

Objective 1.1: Achieve and maintain a sustainable spawning stock biomass.

Objective 1.2: Achieve and maintain a sustainable rate of fishing mortality.

Goal 2. Maintain effective coordination between the Council, Commission, and member states to support the development and implementation of management measures.

Objective 2.1. Promote compliance and the effective enforcement of regulations.

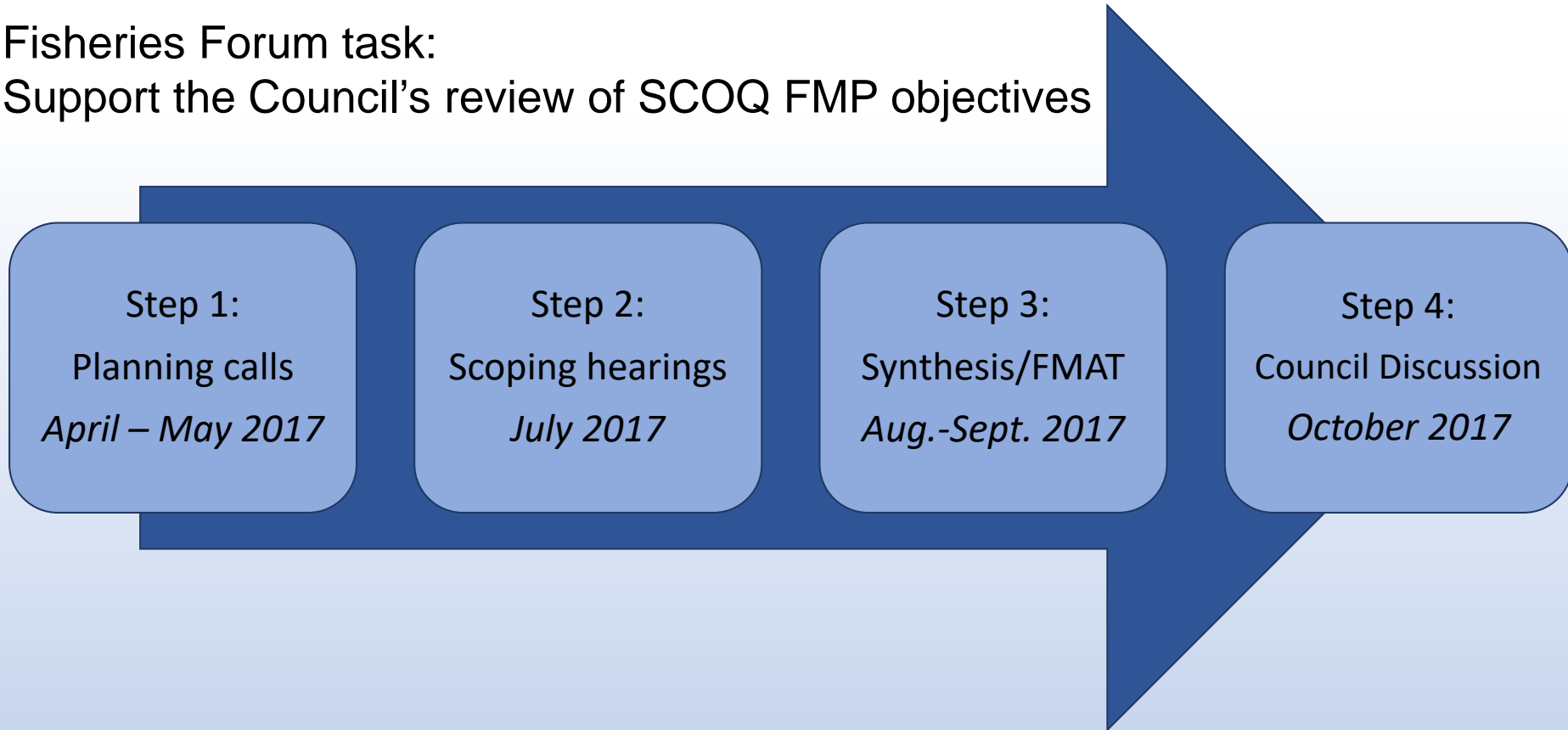
Objective 2.2. Promote science, monitoring, and data collection that support and enhance effective management of the summer flounder resource.

Goal 3. Provide reasonable access to the fishery throughout the management unit.

Goal 4. Balance the needs and priorities of different user groups, and optimize utilization of the summer flounder resource.

Process and timeline

Fisheries Forum task:
Support the Council's review of SCOQ FMP objectives



Step 1: Planning conversations (April – May 2017)

Outcome: Fisheries Forum staff conducted 18 planning conversations

Contributors:

- SCOQ Committee members
- SCOQ Advisory Panel members
- Additional state agency representatives (NJ and ME)

Topics:

- General use of FMP goals and objectives (e.g. content, structure, level of detail)
- Relevance of the current FMP objectives (including objectives and components that could be updated, clarified, removed, etc.)
- Revised objectives (e.g., management context, trends, values, and other information that could be considered)

Step 2: Scoping hearings (July 2017)

Outcome: Council held 4 public hearings and accepted written comments on 1) the Excessive Shares Amendment and 2) FMP goals and objectives

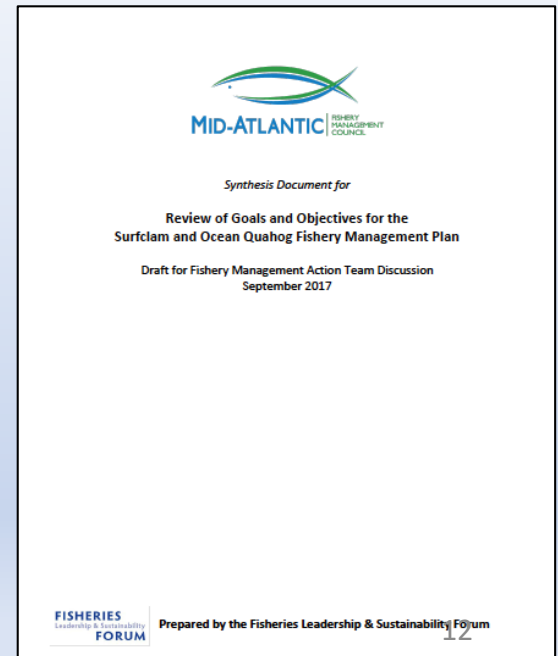
Goals and objectives discussion questions (included in July 2017 Scoping Guide):

- Are the existing objectives appropriate for managing the surfclam and ocean quahog fisheries?
- Are there any objectives that appear outdated or do not reflect the way these fisheries are managed today? If so, how could they be updated?
- Is the intent of each objective clear? If not, how could they be reworded or clarified?
- Should any new goals and/or objectives be added?
- What else should the Council consider during the process of reviewing the objectives for the SCOQ FMP?

Step 3: Synthesis and FMAT meeting (August – September 2017)

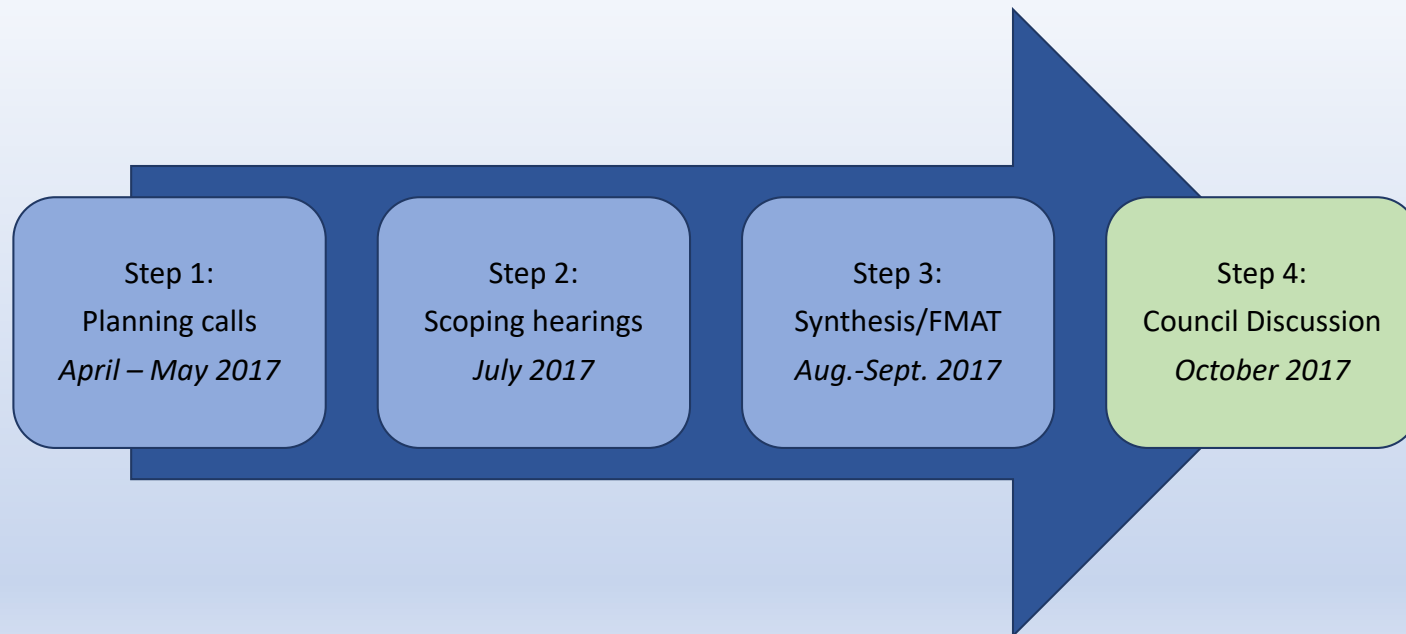
Outcomes:

- 1) Fisheries Forum staff synthesized ideas and feedback from planning conversations and scoping hearings
- 2) FMAT convened by webinar September 20th to provide the Council with recommendations and guidance



Step 4: Council discussion (October 2017)

Next steps: Today's workshop. The Council will review the feedback from planning conversations and public hearings, and the FMAT's recommendations and outcomes, and determine how to proceed.



Feedback on goals and objectives

In the synthesis document, feedback from planning conversations and public hearings is organized into four categories:

- | | |
|----------|---|
| 2 | Feedback on goals and objectives |
| 2.1 | Use of goals and objectives |
| 2.2 | Relevance of the current objectives |
| 2.3 | Opportunities for revisions |
| | 2.3.1 Minor revisions |
| | 2.3.2 Structural and content revisions |
| 2.4 | Other issues |

Feedback on goals and objectives

Section 2.1 Use of goals and objectives

→ Not referred to frequently, but play an important role in FMP

- Purpose: high-level guidance
- Time horizon: goals longer term, objectives shorter term; balance of stability and flexibility
- Audience: everyone!

Feedback on goals and objectives

Section 2.2 Relevance of current objectives

→ Many contributors felt that the current objectives have remained relevant and provide meaningful guidance despite changes in the fisheries. Why?

- Flexibility over time
- Regard for process/people involved
- Successful performance over time
- Stability and consistency
- Relationships and process

Feedback on goals and objectives

Section 2.3 Opportunities for revisions

→ Many contributors identified opportunities for revisions to ensure that objectives provide meaningful guidance, are clearly worded, and are consistent with the way the fisheries and the Council currently operate.

Section 2.3.1 Minor revisions (e.g., wording)

Section 2.3.2 Structural and content revisions

Feedback on goals and objectives

Section 2.3.1 Minor revisions

Minor revisions include the following.

- **Updates** – update objectives for consistency with the current state of the fisheries and resources
- **Clarifications** – revise specific words and phrases to ensure that the intent is clear
- **Wording/other issues** – consider other words or phrases that could be included, omitted, etc.

Feedback on goals and objectives

Section 2.3.1 Minor revisions – Objective 1

Suggestions:

- Update term “rebuild”
- Clarify terms, e.g. “stabilizing” and “economic dislocations”
- Consider longevity of species

Objective 1: Conserve and rebuild Atlantic surf clam and ocean quahog resources by stabilizing annual harvest rates throughout the management unit in a way that minimizes short term economic dislocations.

Feedback on goals and objectives

Section 2.3.1 Minor revisions – Objective 2

Suggestions:

- Objective could acknowledge other relevant aspects of managing the fisheries, e.g. monitoring
- Update to focus on maintaining current regulatory requirements

Objective 2: Simplify to the maximum extent the regulatory requirement of clam and quahog management to minimize the government and private cost of administering and complying with regulatory, reporting, enforcement, and research requirements of clam and quahog management.

Feedback on goals and objectives

Section 2.3.1 Minor revisions – Objective 3

Suggestions:

- Update to acknowledge that harvesting capacity has been brought into alignment with processing and biological capacity
- Clarify terms, e.g. “economic efficiency”

Objective 3: Provide the opportunity for industry to operate efficiently, consistent with the conservation of clam and quahog resources, which will bring harvesting capacity in balance with processing and biological capacity and allow industry participants to achieve economic efficiency including efficient utilization of capital resources by the industry.

Feedback on goals and objectives

Section 2.3.1 Minor revisions – Objective 4

Suggestions:

- Clarify or reconsider the term “unanticipated short term changes;” consider whether changing environmental conditions could be reflected in this objective

Objective 4: Provide a management regime and regulatory framework which is flexible and adaptive to unanticipated short term events or circumstances and consistent with overall plan objectives and long term industry planning and investment needs.

Feedback on goals and objectives

Section 2.3.2 Structural and content revisions

- **Reorder** – reorder objectives in order of priority or importance
- **Restructure** – restructure objectives to combine similar topics; e.g., Objectives 3 and 4 both focus on industry operations
- **Revise** – develop a new set of goals and/or objectives
 - Appendix 4: Example of revised goals and objectives provided by Bumble Bee Seafoods

Feedback on goals and objectives

Section 2.4 Other issues

→ Contributors identified other topics, Council priorities, and aspects of the SCOQ fisheries that could be considered during a review of goals and objectives

- Ecosystem and habitat considerations
- Climate and ecosystem changes
- Scientific advances
- Changes to the fisheries
- Other attributes of the resources and fisheries (e.g., species longevity; SCOQ a safe and high quality product; continuing to improve understanding of resources, fisheries, and communities; shared role of managers, industry, and science)

Part 2

FMAT recommendations



FMAT tasks

Fishery Management Action Team (FMAT) met via webinar September 20, 2017.

Task 1: Review scoping discussion questions. The FMAT reviewed and provided feedback on the discussion topics used to elicit feedback from fishery managers, advisors, and the public regarding goals and objectives.

Task 2: Provide guidance to Council. The FMAT provided guidance to help Council discussion on goals and objectives.

Task 3: Provide specific recommendations. The FMAT developed recommendations.

FMAT recommendations

In the synthesis document, outcomes of the FMAT meeting are organized as follows:

- 3 Fishery Management Action Team (FMAT) recommendation development**
 - 3.1 Context for FMAT recommendations
 - 3.1.1 Outcomes from FMAT discussion
 - 3.1.2 Rationale for FMAT outcomes
 - 3.2 FMAT recommendations
 - 3.2.1 Outcome 1: Discussion questions
 - 3.2.2 Outcome 2: Revised goals and objectives

FMAT recommendations

Section 3.1.1 Outcomes from FMAT discussion

The FMAT recognized that the Council will consider a range of options including:

- Making no changes to the current objectives
- Making minor changes or wording adjustments to the current objectives
- Making significant changes to the current objectives
- Developing a new set of revised objectives

FMAT recommendations

Section 3.1.1 Outcomes from FMAT discussion

Outcome 1: Discussion questions

The FMAT developed a set of discussion questions (Section 3.2.1) to help guide the Council's discussion of SCOQ FMP goals and objectives and consideration of the options above.

Outcome 2: Revised goals and objectives

The FMAT recommended a set of goal statements and objectives (Section 3.2.2) for the Council's consideration of revised goals and/or objectives.

FMAT recommendations

Section 3.1.2 FMAT rationale

The FMAT concluded that while the current SCOQ FMP objectives were carefully considered at the time they were developed, **they should be revised to provide more useful guidance to the Council** for the following reasons.

- To acknowledge achievement and success
- To clarify intent and terminology
- To provide flexible long-term guidance
- To clearly identify FMP-level guidance

FMAT recommendations

Outcome 1: Discussion questions (Section 3.2.1)

1. How does the Council want to structure guidance for the SCOQ FMP?
2. What does the Council view as the time frame for goals and objectives?
3. What is the Council's intent for reviewing and potentially revising goals and objectives?
4. How could the Council's review of FMP goals and objectives acknowledge what is working well in the SCOQ fisheries?
5. How does the Council want to address measuring the performance of FMP goals and objectives?
6. Does the Council want to acknowledge the Maine mahogany quahog fishery in FMP goals and objectives?
7. If the Council chooses to consider the draft goals and objectives proposed by the FMAT (Outcome 2), is the wording appropriate?

FMAT recommendations

Outcome 1: Discussion questions

Question 1: How does the Council want to structure guidance for the SCOQ FMP?

- Guidance could be goals, objectives, or both
- FMAT feels that goals provide valuable long-term guidance
- FMAT recommendation includes both goals and objectives (but could be provided in a different format)

FMAT recommendations

Outcome 1: Discussion questions

Question 2: What does the Council view as the time frame for goals and objectives?

- Some guidance may be very long-term or permanent, other guidance will need to be adjusted over time
- FMAT suggests Council consider time frame, how frequently it will revisit goals and objectives, and whether reviews will occur on a set schedule or as needed
- FMAT recommended goals and objectives that are long-term

FMAT recommendations

Outcome 1: Discussion questions

Question 3: What is the Council's intent for reviewing and potentially revising goals and objectives?

- Are goals and objectives meant to maintain the current state of the fisheries or look ahead to the future?
- FMAT recommendations reflect the current fisheries

FMAT recommendations

Outcome 1: Discussion questions

Question 4: How could the Council's review of FMP goals and objectives acknowledge what is working well in the SCOQ fisheries?

- Feedback emphasized that current objectives are viewed as relevant and that fisheries are performing well; views differ on whether objectives should be revised
- FMAT feels that revising goals and objectives will acknowledge improvements that should be maintained

FMAT recommendations

Outcome 1: Discussion questions

Question 5: How does the Council want to address measuring the performance of FMP goals and objectives?

- 2014—2018 Strategic Plan: *Review and update FMP objectives as appropriate to ensure that they remain specific, relevant, and measurable.*
- In the future, Council could request FMATs give further consideration to measuring performance of goals and objectives
- FMAT members indicated that recommended goals could be measured using qualitative and/or quantitative metrics

FMAT recommendations

Outcome 1: Discussion questions

Question 6: Does the Council want to acknowledge the Maine mahogany quahog fishery in FMP goals and objectives?

- Amendment 10 to SCOQ FMP (1998) recognizes and provides for continuation of Maine ocean quahog fishery, and specifies an additional set of objectives
- Reinforces need to clearly identify overall FMP guidance to carry forward into future actions
- Will discuss later . . .

FMAT recommendations

Outcome 1: Discussion questions

Question 7: If the Council chooses to consider the draft goals and objectives proposed by the FMAT (Outcome 2), is the wording appropriate?

- Consider possible interpretations and consequences
- Consider balance among goals and objectives as a whole
- FMAT recommended simplifying terminology to make it easier for everyone to understand

Outcome 2: Revised goals and objectives (Section 3.2.2)

Goal 1: Ensure the biological sustainability of the surfclam and ocean quahog stocks to maintain sustainable fisheries.

Goal 2: Maintain a simple and efficient management regime.

Objective 2.1: Promote compatible regulations between state and federal entities.

Objective 2.2: Promote coordination with the New England Fishery Management Council.

Objective 2.3: Promote a regulatory framework that minimizes government and industry costs associated with administering and complying with regulatory requirements.

Goal 3: Manage for stability in the fisheries.

Objective 3.1: Provide a regulatory framework that supports long-term stability for surfclam and ocean quahog fisheries and fishing communities.

Goal 4: Provide a management regime that is flexible and adaptive to changes in the fisheries and the ecosystem.

Objective 4.1: Advocate for the fisheries in ocean planning and ocean use discussions.

Objective 4.2: Maintain the ability to respond to short and long-term changes in the environment.

Goal 5: Support science, monitoring, and data collection that enhance effective management of the resources.

Objective 5.1: Continue to promote opportunities for government and industry collaboration on research.

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 1: Ensure the biological sustainability of the surfclam and ocean quahog stocks to maintain sustainable fisheries.

FMAT discussion:

- Update and simplification of “conserve and rebuild” language from current Objective 1 (*Conserve and rebuild Atlantic surf clam and ocean quahog resources by stabilizing annual harvest rates throughout the management unit in a way that minimizes short term economic dislocations.*)
- Reflects current stock status but can provide guidance under all resource scenarios; consistent with MSA requirements
- Straightforward and understandable wording
- Similar to sustainability goal and objective proposed for summer flounder; discussed by Council December 2015 (see following slide)

Summer flounder proposed goal and objective

Original FMAT recommendation

Goal 1: Ensure the biological sustainability of the summer flounder resource in order to maintain a sustainable summer flounder fishery.

Objective 1.1: Achieve and maintain a sustainable spawning stock biomass.

Objective 1.2: Achieve and maintain a sustainable rate of fishing mortality.

Council and Board guidance (December 2015)

→ Merge FMAT's recommended objectives 1.1 and 1.2 into a single objective as follows:

Objective 1.1: Prevent overfishing, and maintain sustainable spawning stock biomass levels that promote optimum yield in the fishery

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 1: Ensure the biological sustainability of the surfclam and ocean quahog stocks to maintain sustainable fisheries.

Questions:

- Does the Council want to develop one or more objectives? (Not viewed as necessary by FMAT). For example:
 - Objective: Maintain a sustainable biomass
 - Objective: Maintain a sustainable rate of fishing mortality
- Does the Council want to acknowledge the Maine mahogany quahog fishery in goals and objectives? If so, where? For example:
 - Objective: Maintain the Maine mahogany quahog fishery

FMAT recommendations

SCOQ Amendment 10 objectives (1998)

1. Protect the public health and safety by the continuation of the State of Maine's PSP (Paralytic Shellfish Poisoning) monitoring program for ocean quahogs harvested from the historical eastern Maine fishery
2. Conserve the historical eastern Maine portion of the ocean quahog resource.
3. Provide a framework that will allow the continuation of the eastern Maine artisanal fishery for ocean quahogs.
4. Provide a mechanism and process by which industry participants can work cooperatively with Federal and State management agencies to determine the future of the historical eastern Maine fishery.

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 2: Maintain a simple and efficient management regime.

Objective 2.1: Promote compatible regulations between state and federal entities.

Objective 2.2: Promote coordination with the New England Fishery Management Council.

Objective 2.3: Promote a regulatory framework that minimizes government and industry costs associated with administering and complying with regulatory requirements.

FMAT discussion:

- Simplification and reorganization of language from current Objective 2; use of “promote” and “maintain” recognizes improvement over time. *(Current Objective 2: Simplify to the maximum extent the regulatory requirement of clam and quahog management to minimize the government and private cost of administering and complying with regulatory, reporting, enforcement, and research requirements of clam and quahog management.)*

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 2: Maintain a simple and efficient management regime.

Objective 2.1: Promote compatible regulations between state and federal entities.

Objective 2.2: Promote coordination with the New England Fishery Management Council.

Objective 2.3: Promote a regulatory framework that minimizes government and industry costs associated with administering and complying with regulatory requirements.

FMAT discussion, continued:

- Objective 2.1 is new; compatibility between state and federal regulations is “common sense” for simple and efficient management
- Objective 2.2 is new; response to feedback

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 2: Maintain a simple and efficient management regime.

Objective 2.1: Promote compatible regulations between state and federal entities.

Objective 2.2: Promote coordination with the New England Fishery Management Council.

Objective 2.3: Promote a regulatory framework that minimizes government and industry costs associated with administering and complying with regulatory requirements.

Questions:

- Does the Council want to continue to recognize specific requirements for which managers should minimize the government and private cost of administration and compliance, for example by adding them to Objective 2.3? For example, current Objective 2 specifies “*...regulatory, reporting, enforcement, and research requirements.*”

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 3: Manage for stability in the fisheries.

Objective 3.1: Provide a regulatory framework that supports long-term stability for surfclam and ocean quahog fisheries and fishing communities.

FMAT discussion:

- Simplification and reorganization that focuses on the value of stability from current Objectives 3 and 4 (see following slide)
- “Fisheries and fishing communities” phrase intended to include all components of the fisheries (harvesting, processing, etc.)

Theme of “stability” and current SCOQ Objectives 3 and 4

*Objective 3: Provide the opportunity for industry to operate efficiently, consistent with the conservation of clam and quahog resources, which will bring **harvesting capacity in balance with processing and biological capacity** and allow industry participants to achieve economic efficiency including **efficient utilization of capital resources by the industry.***

*Objective 4: Provide a management regime and regulatory framework which is flexible and adaptive to unanticipated short term events or circumstances and consistent with overall plan objectives and **long term industry planning and investment needs***

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 4: Provide a management regime that is flexible and adaptive to changes in the fisheries and the ecosystem.

Objective 4.1: Advocate for the fisheries in ocean planning and ocean use discussions.

Objective 4.2: Maintain the ability to respond to short and long-term changes in the environment.

FMAT discussion:

- Update and revision of current Objective 4, focusing on values of flexibility and adaptability. *(Current Objective 4: Provide a management regime and regulatory framework which is flexible and adaptive to unanticipated short term events or circumstances and consistent with overall plan objectives and long term industry planning and investment needs)*

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 4: Provide a management regime that is flexible and adaptive to changes in the fisheries and the ecosystem.

Objective 4.1: Advocate for the fisheries in ocean planning and ocean use discussions.

Objective 4.2: Maintain the ability to respond to short and long-term changes in the environment.

FMAT discussion, continued:

- Acknowledges Council's implementation of EAFM and concerns about changing environmental conditions
- Objective 4.1 new; opportunity for Council to engage proactively
- Objective 4.2 recognizes need to respond to both short-term and long-term changes

FMAT recommendations

Outcome 2: Revised goals and objectives

Goal 5: Support science, monitoring, and data collection that enhance effective management of the resources.

Objective 5.1: Continue to promote opportunities for government and industry collaboration on research.

FMAT discussion:

- Goal and objective are new; based on feedback
- FMAT and public discussion about the use of terms “support” and “promote”

Discussion

