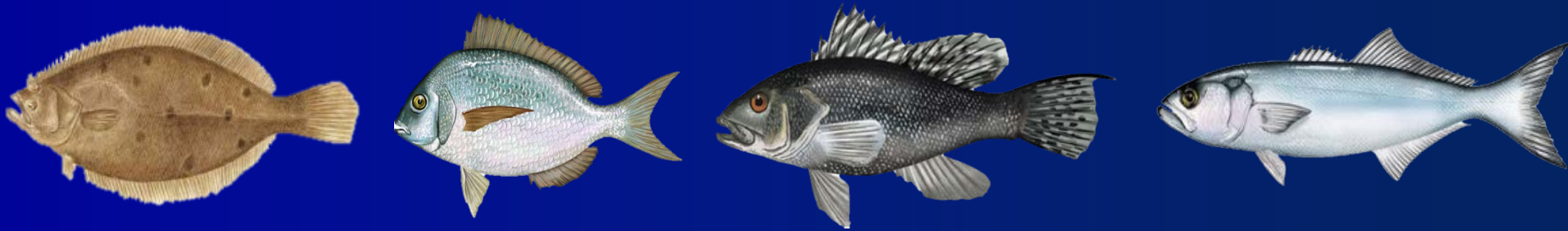




# Recreational Reform Initiative



Joint Council and ASMFC Policy Board Meeting  
October 7, 2020

# Objective

- Review progress on Recreational Reform Initiative.
- Determine next steps.
  - Initiate a management action or other document?
  - Which topics to include?



# Progress to Date

- SFSBSB Board Chair & Vice Chair Strategic Plan for Reforming Rec. Black Sea Bass Mgmt – April 2018.
- Joint Steering Committee for all 4 species formed March 2019.
- Draft initiative outline – April 2020.
  - Goal/vision.
  - 5 priority objectives.
- Monitoring Committee review.
  - Generally supportive of continued development of all objectives.
- Topics removed from other amendments:
  - Sector separation
  - Recreational catch accounting
  - Recreational accountability
  - Harvest control rule

- 1) Better incorporate MRIP uncertainty into mgmt. process
  - Process to ID and smooth outliers
  - Envelope of uncertainty
  - Use of preliminary current year data
- 2) Develop guidelines for maintaining status quo measures
- 3) Develop process for setting multi-year rec. measures
- 4) Improvements to process used to make changes to measures
- 5) Timing of federal waters measures recommendation
- 6) Recreational sector separation
- 7) Recreational catch accounting
- 8) Recreational accountability
- 9) Harvest control rule

# Potential Outcomes

- 1) Guidance/technical document
- 2) FMP framework/addendum
- 3) FMP amendment



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# Initiative Goal/Vision

- **Stability** in rec. mgmt. measures (bag/size/season)
- **Flexibility** in the mgmt. process
- **Accessibility** aligned with availability/stock status\*



## Recreational Reform Initiative Potential Topics

### 1: Better incorporate MRIP uncertainty into mgmt.

- Adopt a standardized process for **IDing and smoothing outliers** - for both high and low outliers.
- Use an **“envelope of uncertainty” approach** for determining if changes to measures are needed.
  - Define a range above and below the projected harvest estimate (e.g., based on PSE). If RHL falls within that range, no changes would be made to measures.
- Evaluate the **pros and cons of using preliminary current year data.**
- *All 3: technical guidance document*

## 2: Develop guidelines for maintaining status quo measures

- Develop a process for considering harvest and multiple stock status metrics (biomass, fishing mortality, recruitment) when determining if measures should remain unchanged.
- *Technical guidance document or framework/addendum, depending on details.*





## Recreational Reform Initiative Potential Topics

### 3: Develop a process for setting multi-year measures

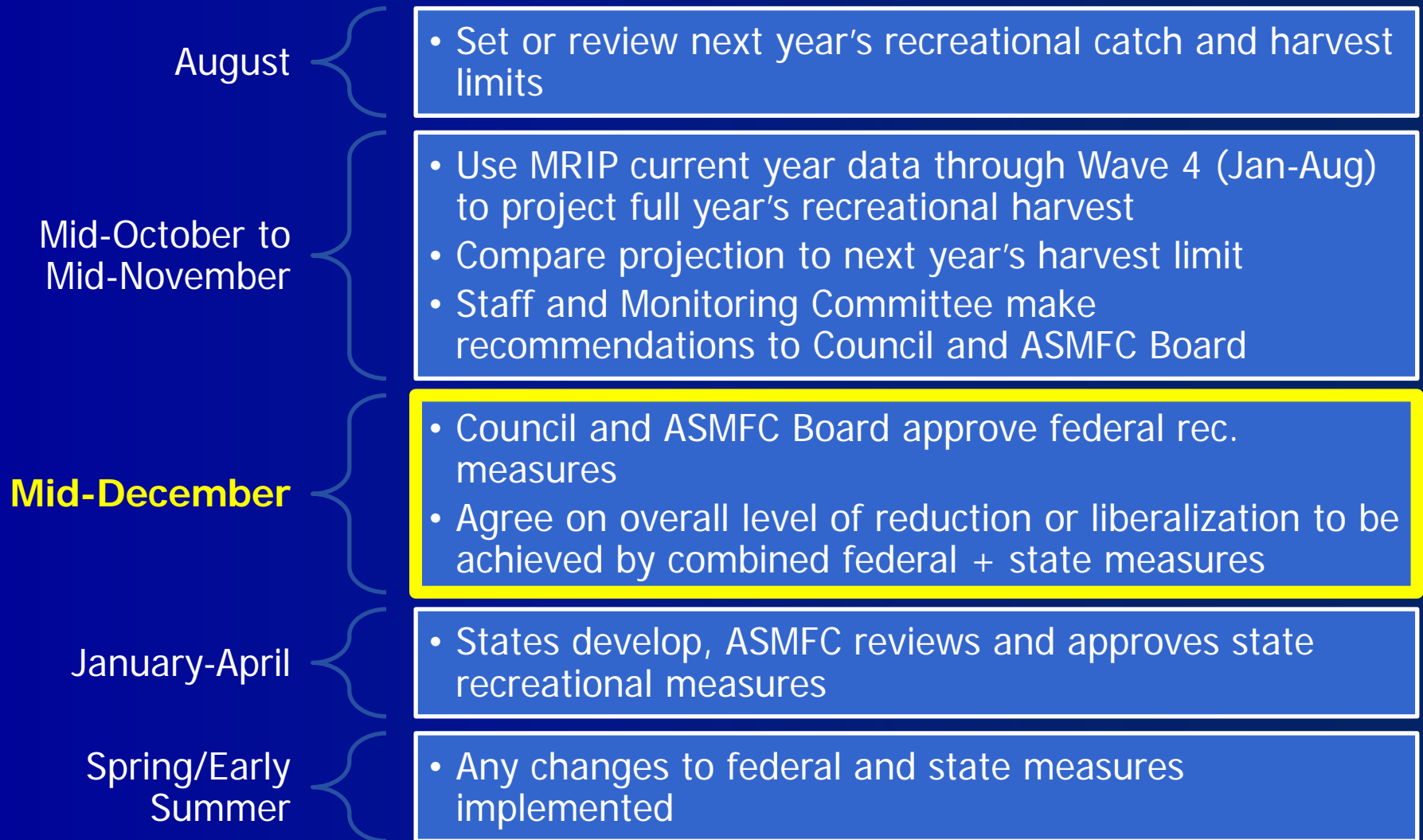
- **Set measures for 2 years at a time** with a commitment to making no changes in the interim year.
- Don't react to new data that would otherwise allow for liberalizations or require restrictions in the interim year.
- Synchronize changes with stock assessment updates.
- Further consideration of MSA requirements for annual ACL evaluation needed.
- *Framework/addendum.*

## 4: Improvements to process used to make changes to state and federal mgmt. measures

- Could include topics such as:
  - State by state vs. regional measures
  - Conservation equivalency process (state and federal)
  - Guidelines for using MRIP data at granular levels
  - Considerations for using data other than MRIP
- *Technical guidance document or framework/addendum, depending on details.*

## Recreational Reform Initiative Potential Topics

### 5: Timing of federal waters measures recommendation



*Technical guidance document or framework/addendum, depending on details.*

## #6: Recreational Sector Separation

- Should the for-hire sector be managed separately from the private/rental and shore modes?
  - Separate allocations of catch/landings limits?
  - Separate management measures without separate allocations?
  - Data considerations: higher PSEs when MRIP data split by mode, only federally permitted vessels submit VTRs.
- Stakeholder interest (e.g., perception that for-hire MRIP data more certain than private/shore).
- *FMP amendment.*

# Motions from Aug 2020 Joint Mtgs

Move to remove recreational for hire sector separation from further development to the bluefish amendment. Further development of for hire sector separations should be considered under comprehensive recreational reform initiatives.

Motion by Board: Mr. Nowalsky, second by Mr. Reid

Council: Mr. Nowalsky, second by Mr. Cimino

Board: 14-1-0-0 Motion passes.

Council: Motion approved by consensus.

Move to remove recreational for-hire sector separation from further development in the summer flounder, scup, and black sea bass commercial/recreational allocation amendment. Further development of for-hire sector separations should be considered under comprehensive recreational reform initiatives.

Council: Cimino/DiLernia (18/2/0)

Board: Cimino/Clark (9/1/0/1)

Motion carries

## Recreational Reform Initiative Potential Topics

### **#7: Recreational catch accounting**

- Stakeholder suggestions: private angler reporting, manage harvest with tags, tournament reporting, enhanced VTR reporting.
- Consider for all recreational species?
- Lessons learned from initiatives and other regions.
- *FMP amendment for most options, framework/addendum for others.*

## #8: Recreational accountability

- Stakeholder suggestions: more frequent overage paybacks, in-season closures.
- Would represent a reversal of changes made through Omnibus Rec. AMs Amendment.
- *Framework/addendum.*



# Motion from June 2020 Joint Mtg

Amended motion become main motion:

Move that the Council and Board accept all the FMAT's recommendations for this amendment. The Council and Board will consider initiating an action by the end of 2020 to develop a recreational accountability and accounting joint action.

Council: 16/2/0

Board: 10/1/0/0

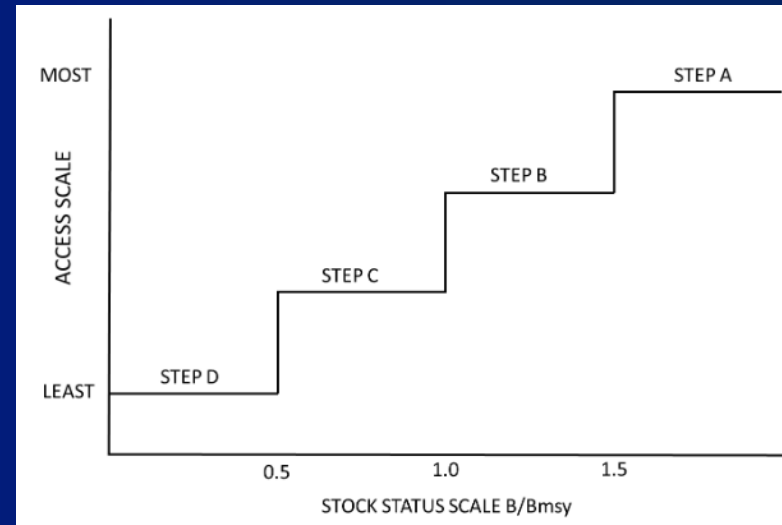
Motion carries



# Recreational Reform Initiative Potential Topics

## #9: Harvest Control Rule

- Proposed by 6 recreational organizations.
- Conceptual idea:
  - Range of pre-defined mgmt. measures.
  - Step used in any given year based on biomass.
  - Upper and lower bounds informed by stakeholder input.
    - Step A: most liberal set of measures preferred by anglers when biomass is high.
    - Step B: most restrictive set of measures that could be tolerated without major loss of businesses.
- *Framework/addendum.*



# Type of Management Action

Technical Guidance Document	Framework/Addendum	Amendment
<ul style="list-style-type: none"> <li>• MRIP outlier ID and smoothing</li> <li>• Envelope of uncertainty approach</li> <li>• Use of preliminary data</li> <li>• Guidelines for maintaining status quo measures</li> <li>• Improvements to process used to change measures (depending on details)</li> <li>• Timing of federal waters recommendation</li> </ul>	<ul style="list-style-type: none"> <li>• Multi-year measures</li> <li>• Improvements to process used to change measures (depending on details)</li> <li>• Changes to data reported through VTRs without change in who submits VTRs</li> <li>• Accountability measures</li> <li>• Management measure component of Harvest Control Rule</li> </ul>	<ul style="list-style-type: none"> <li>• Recreational sector separation</li> <li>• Changes to who submits data (e.g., private angler reporting, tournament reporting)</li> <li>• Harvest tags</li> </ul>

# Potential Timelines (all subject to change)

Technical Guidance Document	Framework/ Addendum	Amendment
<ul style="list-style-type: none"> <li>• <b>Fall 2020 – Spring 2021:</b> Initial development and technical analysis by MC/TC and/or other group.</li> <li>• <b>Spring 2021:</b> Council/Board review of progress.</li> <li>• <b>Summer 2021:</b> Further technical development.</li> <li>• <b>Fall 2021:</b> Council/Board review draft document and consider for approval. MC/TC consider for use in 2022 rec. specs.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Fall 2020 – Spring 2021:</b> Initial development of alternatives/ASMFC draft document and technical analysis.</li> <li>• <b>Spring 2021:</b> Council/Board refine range of alternatives and ASMFC draft document.</li> <li>• <b>Summer 2021:</b> Further develop alts &amp; impacts analysis. Approve final range of alts and draft doc for public comment.</li> <li>• <b>Fall 2021:</b> Public hearings (if desired). ASMFC public comment period.</li> <li>• <b>Late 2021:</b> Final action.</li> <li>• <b>2022:</b> Federal rulemaking.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Early 2021:</b> Form FMAT/PDT. Approve scoping document.</li> <li>• <b>Spring 2021:</b> Scoping.</li> <li>• <b>Summer 2021:</b> AP and FMAT/PDT meetings. Council/Board refine range of alts.</li> <li>• <b>Fall 2021:</b> Further alternative development.</li> <li>• <b>Late 2021:</b> Council/Board approve final range of alternatives.</li> <li>• <b>Early 2022:</b> Council/Board approve public hearing document and draft ASMFC amendment.</li> <li>• <b>Spring 2022:</b> Public hearings.</li> <li>• <b>Summer 2022:</b> AP meeting. Council/Board final action.</li> <li>• <b>Fall 2022 – Spring 2023:</b> Federal rulemaking.</li> </ul>

# Council Staff Recommendation

- Initiate a joint framework/addendum to address the following topics for summer flounder, scup, black sea bass, and bluefish:
  - Better incorporate MRIP uncertainty into mgmt.
  - Develop guidelines for maintaining status quo measures
  - Develop a process for setting multi-year measures\*
  - Consider changes to the timing of the federal waters measures recommendations
- If desired, pursue other topics through a longer-term action.

*\*Depending on the details, all but this item could be developed through a technical guidance document.*

# Discussion

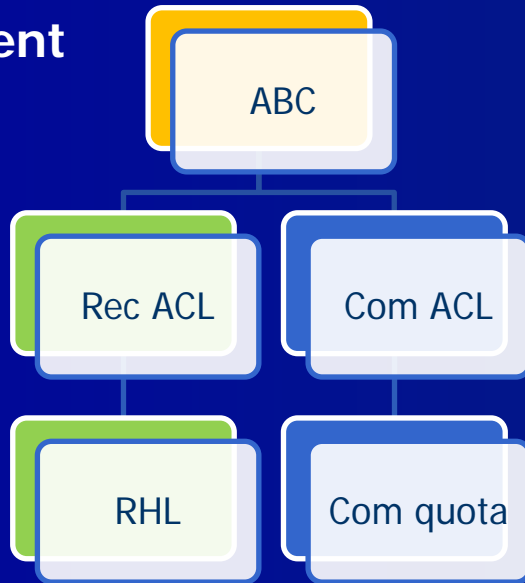
- Initiate a management action and/or development of a technical guidance document?
- Which topics to include?
- Council staff recommendation:
  - Initiate a joint framework/addendum to address the following topics for summer flounder, scup, black sea bass, and bluefish:
    - Better incorporate MRIP uncertainty into mgmt.
    - Develop guidelines for maintaining status quo measures
    - Develop a process for setting multi-year measures\*
    - Consider changes to the timing of the federal waters measures recommendations

# Backup Slides

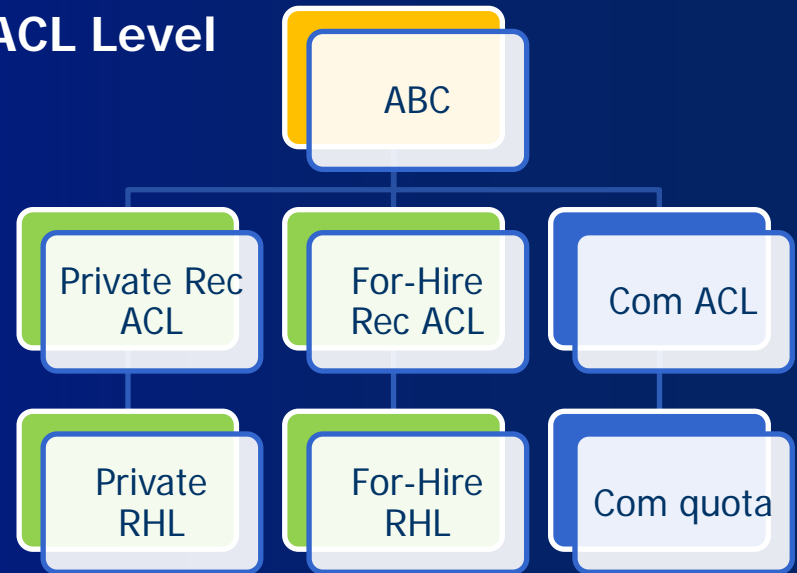
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# Example sector separation structures for SFSBSB

A: Current



B: ACL Level



C: Sub-ACL Level



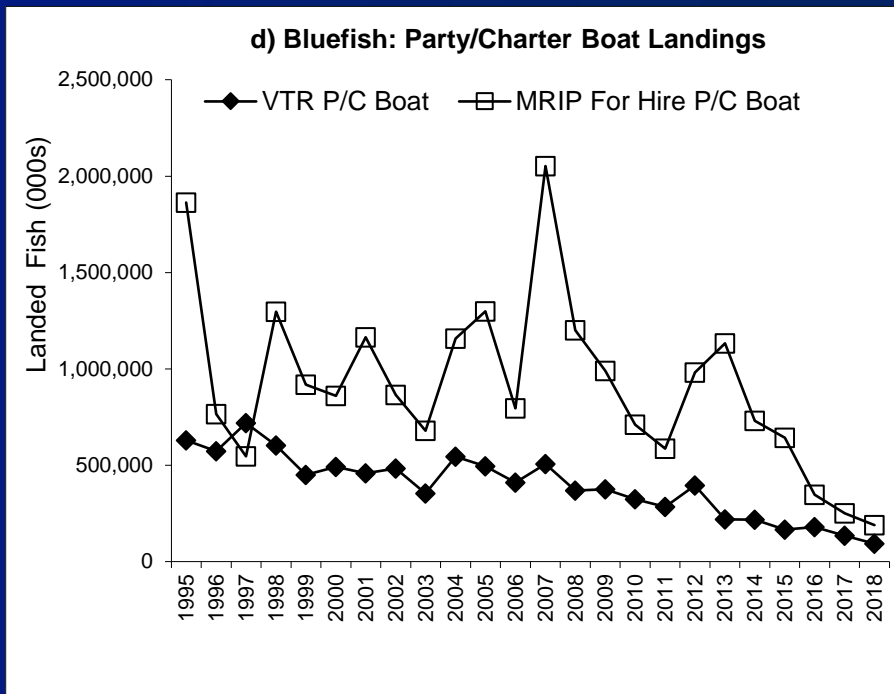
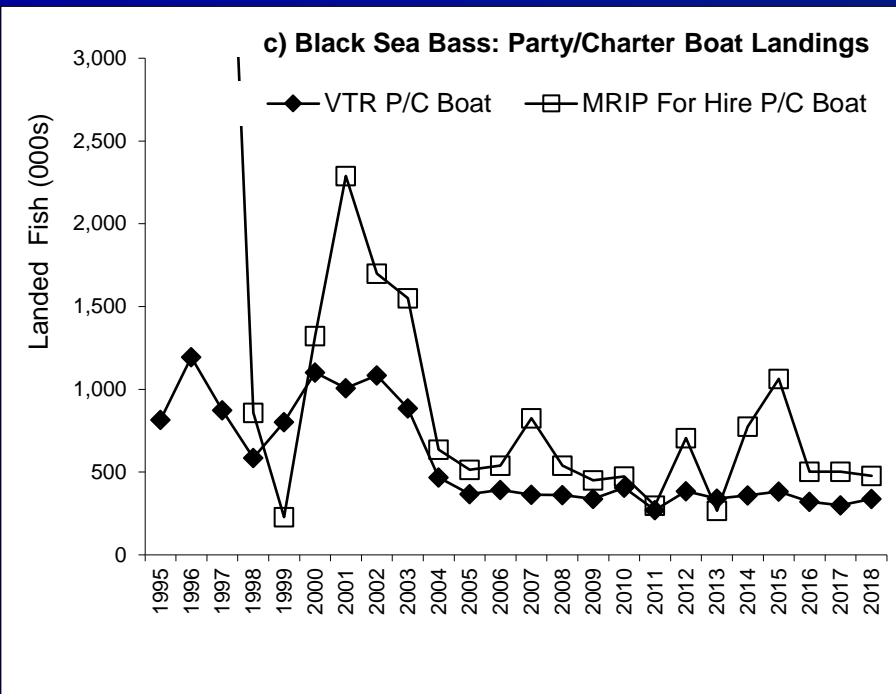
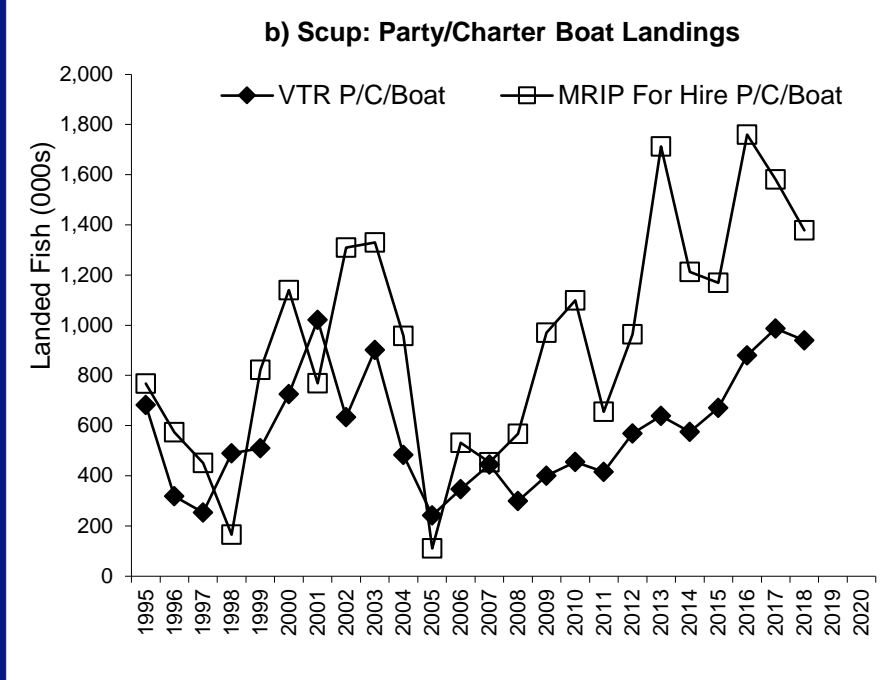
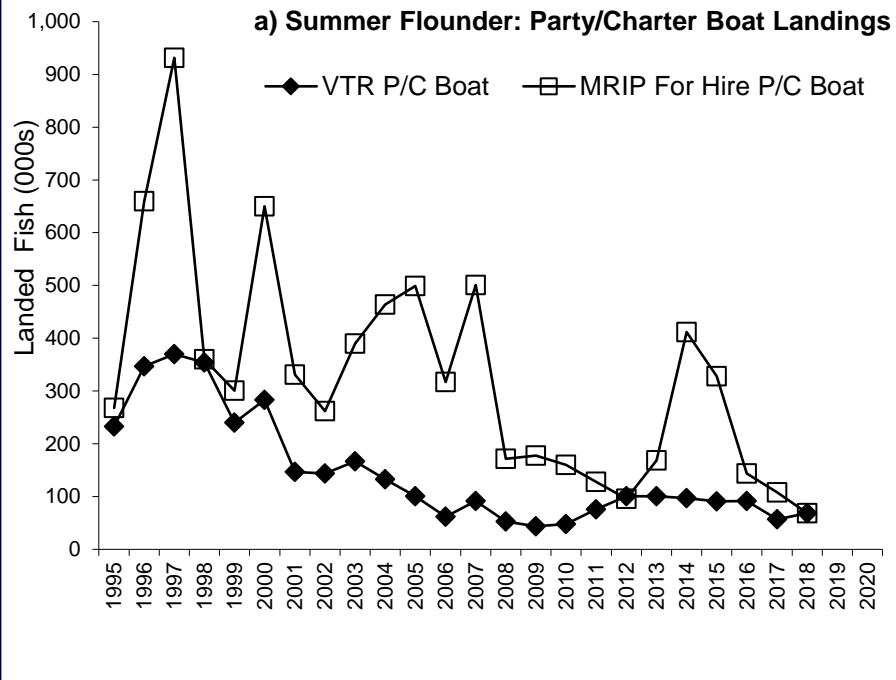
D: RHL Level





**Table 1:** Example approaches for calculating separate sub-allocations to private and for-hire sectors, based on harvest in numbers of fish.

Species	Years	Private	For-Hire
Summer Flounder	2014-2018 (5 years)	94%	6%
	2009-2018 (10 years)	95%	5%
	2004-2018 (15 years)	95%	5%
Scup	2014-2018 (5 years)	89%	11%
	2009-2018 (10 years)	88%	12%
	2004-2018 (15 years)	88%	12%
Black Sea Bass	2014-2018 (5 years)	86%	14%
	2009-2018 (10 years)	87%	13%
	2004-2018 (15 years)	82%	18%
Bluefish	2014-2018 (5 years)	97%	3%
	2009-2018 (10 years)	96%	4%
	2004-2018 (15 years)	95%	5%



# MRIP PSEs for total catch in numbers of fish, (ME-VA)

	Summer Flounder			Scup			Black Sea Bass		
	For-Hire	Private/ Shore	All modes	For-Hire	Private/ Shore	All modes	For-Hire	Private/ Shore	All modes
2004	13.8	5.9	5.7	28.4	15.4	14.4	19.7	16.3	14.2
2005	11.3	7.4	7.1	27.1	19.6	19.1	16.9	12.4	11.0
2006	16.8	8.0	7.7	18.1	16.1	15.4	15.3	11.1	9.8
2007	10.9	6.7	6.4	16.5	15.3	14.3	10.4	10.9	9.2
2008	10.1	6.5	6.3	16.8	11.6	10.5	9.5	15.7	14.4
2009	10.1	5.8	5.7	15.1	11.5	10.6	10.3	10.2	9.3
2010	12.6	6.8	6.7	24.8	10.4	9.8	12.0	23.2	21.8
2011	9.3	6.6	6.5	18.8	15.2	14.5	12.4	10.5	9.7
2012	9.9	11.3	11.1	16.4	12.3	11.3	10.1	9.7	9.1
2013	12.9	8.2	8.0	7.9	11.7	10.6	6.8	9.0	8.5
2014	18.2	8.6	8.2	17.8	10.5	9.7	13.5	8.4	7.6
2015	12.2	8.0	7.7	14.0	15.6	14.8	12.0	10.2	9.1
2016	8.5	8.0	7.8	10.6	10.5	10.0	7.1	8.5	7.9
2017	13.5	10.7	10.4	8.0	13.5	12.7	6.6	11.8	11.1
2018	8.7	6.6	6.4	9.2	8.6	8.1	9.6	6.3	5.7
2019	12.6	8.8	8.6	10.7	6.7	6.1	8.7	6.5	5.9
AVG	11.9	7.7	7.4	16.6	13.2	12.4	11.5	11.6	10.6

Legend

