



Summer Flounder, Scup, Black Sea Bass, and Bluefish Recreational Harvest Control Rule 2.0 Framework/Addenda

Draft Action Plan

5/24/2023

<https://www.mafmc.org/actions/hcr-framework-addenda>

Framework/Addenda Goal: This management action is being developed by the Mid-Atlantic Fishery Management Council (Council) and the Atlantic States Marine Fisheries Commission (Commission). This is a follow-on action to the [Recreational Harvest Control Rule Framework/Addenda](#), which implemented the Percent Change Approach for setting recreational management measures. In adopting the Percent Change Approach, the Council and the Commission’s Interstate Fishery Management Program Policy Board (Policy Board) agreed it should sunset by the end of 2025 with the goal of considering an improved measures setting process, as developed through this management action, starting with 2026 measures.

Alternatives to be Considered: In June 2022, the Council and Policy Board passed the following motion when taking final action on the Recreational Harvest Control Rule Framework/Addenda: “Move to further develop Alt. B (Pct Change Approach), Alt. D (Biological Reference Point Approach) and Alt. E (Biomass Based Matrix Approach) for implementation no later than the beginning of the 2026 fishing year. Further development should consider, at minimum, F-based approaches for Alt. B and development of measures using modeling or other approaches for Alts. D and E. Further evaluate the issue of “borrowing” as raised by the SSC for alt B, D, and E.”¹ These alternatives are briefly described below and are described in detail in the [reference guide](#) and [final framework document](#) for the previous action. The Council and Policy Board may also identify other alternatives to address the objectives of the action.

- **Percent Change Approach** – This approach was implemented starting with the 2023 recreational management measures for summer flounder, scup, and black sea bass. It will also be used for bluefish once that stock is no longer under a rebuilding plan. Under the Percent Change Approach, a determination is made to either liberalize, restrict, or leave measures unchanged based on two factors: 1) Comparison of a confidence interval around an estimate of expected harvest under status quo measures to the average recreational harvest limit (RHL) for the upcoming two years and 2) Biomass compared to the target level, as defined by the most recent stock assessment. These two factors are used to define a target harvest level for setting management measures. The target is defined as a percentage difference from expected harvest under status quo measures.
- **Biological Reference Point Approach and Biological Based Matrix Approach** - These alternatives use a combination of indicators to place the stock in one of multiple potential management measure “bins.” The indicators vary by alternative and include expected harvest under status quo measures, biomass compared to the target level, fishing mortality, recruitment, and/or trends in biomass. Bins associated with poor indicators would have more restrictive management measures and bins with positive indicators would have more liberal measures.

¹ The report from the SSC review is available at <https://www.mafmc.org/ssc-meetings/2022/may10-11>.

Measures would be assigned to all bins the first time the approach is used through the specifications process.

- **Target metric for setting measures** – The previous framework/addenda considered if recreational measures in state and federal waters should collectively aim to achieve a target level of harvest (e.g., based on the RHL), recreational dead catch (e.g., based on the recreational annual catch limit), or fishing mortality.
- **Other alternatives** – This new management action may consider other alternatives, as appropriate. For example, this could include potential revisions to the accountability measures, considerations related to conservation equivalency, and other topics.

Fishery Management Action Team (FMAT) / Plan Development Team (PDT)

An FMAT/PDT has been formed to assist with development and analysis of potential alternatives. FMAT/PDT members are listed in the table below. Other Council, Commission, and NOAA Fisheries staff, as well as other experts, will be consulted as needed.

Name	Agency	Role/Expertise
Tracey Bauer	Atlantic States Marine Fisheries Commission	FMAT/PDT Co-Chair
Julia Beaty	Mid-Atlantic Fishery Management Council	FMAT/PDT Co-Chair
Chelsea Tuohy	Atlantic States Marine Fisheries Commission	FMAT/PDT Co-Chair
Mike Celestino	New Jersey Department of Environmental Protection	Technical analysis and state management
Alexa Galvan	Virginia Marine Resources Commission	Technical analysis and state management
Mark Grant	NMFS Greater Atlantic Regional Fisheries Office	Fisheries policy and legal requirements
Marianne Randall	NMFS Greater Atlantic Regional Fisheries Office	National Environmental Policy Act requirements
Scott Steinback	NOAA Fisheries Northeast Fisheries Science Center	Recreational fisheries economist
Rachel Sysak	New York Department of Environmental Conservation	Technical analysis and state management
Corinne Truesdale	Rhode Island Department of Fish and Wildlife	Technical analysis and state management
Sam Truesdell	Massachusetts Department of Marine Fisheries	Technical analysis and state management
Sara Turner	NMFS Greater Atlantic Regional Fisheries Office	Scientific and technical analysis of federal fisheries management

Commissioner/Council Member Work Group

During their meeting on May 3, 2023, the Policy Board established a small group of Commissioners to act as a liaison between the PDT/FMAT and the Policy Board. The purpose of this group is to provide clarification of Policy Board direction and/or feedback to the PDT/FMAT. This group will periodically meet with the PDT/FMAT. Appointed Commissioners are listed below. The Council will discuss appointing Council members during their August 2023 meeting.

Name	Council Member or Commissioner
Jason McNamee	Commissioner
Nichola Meserve	Commissioner
Adam Nowalsky	Both
TBD	Council member
TBD	Council member

Draft Timeline – *Subject to change*

May 2023	<ul style="list-style-type: none"> • Fishery Management Action Team (FMAT)/Plan Development Team (PDT) formed. • May 11 Monitoring Committee (MC)/Technical Committee (TC) meeting to discuss process used to set 2023 measures and potential future improvements.
Summer 2023	<ul style="list-style-type: none"> • FMAT/PDT meeting(s) to review previously considered alternatives, lessons learned from first application of Percent Change Approach and use of Recreational Demand Model for setting 2023 measures, and initial discussions of path forward, including potential role of the Scientific and Statistical Committee (SSC). • August 8, 9, or 10 Council and Policy Board meeting to review progress and discuss next steps, including membership and role of Council/Commissioner work group and potential role for the SSC.
Fall 2023	<ul style="list-style-type: none"> • FMAT/PDT and Council/Commissioner work group meetings to continue development of alternatives. • AP meeting to review progress and provide input (potentially combined with AP meeting for 2024 recreational measures).
December 2023	<ul style="list-style-type: none"> • Council and Policy Board meeting to review progress and discuss next steps
Early 2024 - Summer 2024	<ul style="list-style-type: none"> • FMAT/PDT and Council/Commissioner work group meetings to continue development of alternatives and develop draft document for public hearings.
August 2024	<ul style="list-style-type: none"> • Council and Policy Board meeting to approve final range of alternatives and approve draft document for public hearings through Commission process
Fall 2024	<ul style="list-style-type: none"> • Public hearings
Late 2024/Early 2025	<ul style="list-style-type: none"> • FMAT/PDT and AP meetings to provide input to Council and Policy Board prior to final action.

April 2025	<ul style="list-style-type: none"> • Council and Policy Board meeting for final action.
Spring-December 2025	<ul style="list-style-type: none"> • Development, review, and revisions of framework/addenda documents. • Federal rulemaking. • MC/TC use new process to set 2026 recreational measures.
Late 2025 or early 2026	<ul style="list-style-type: none"> • Effective date of implemented changes.