Draft Addendum XXVIII Public Comment: Summer Flounder Recreational Management in 2017

Kirby Rootes-Murdy

Atlantic States Marine Fisheries Commission

ASMFC Winter Meeting

February 2, 2017

Presentations Outline

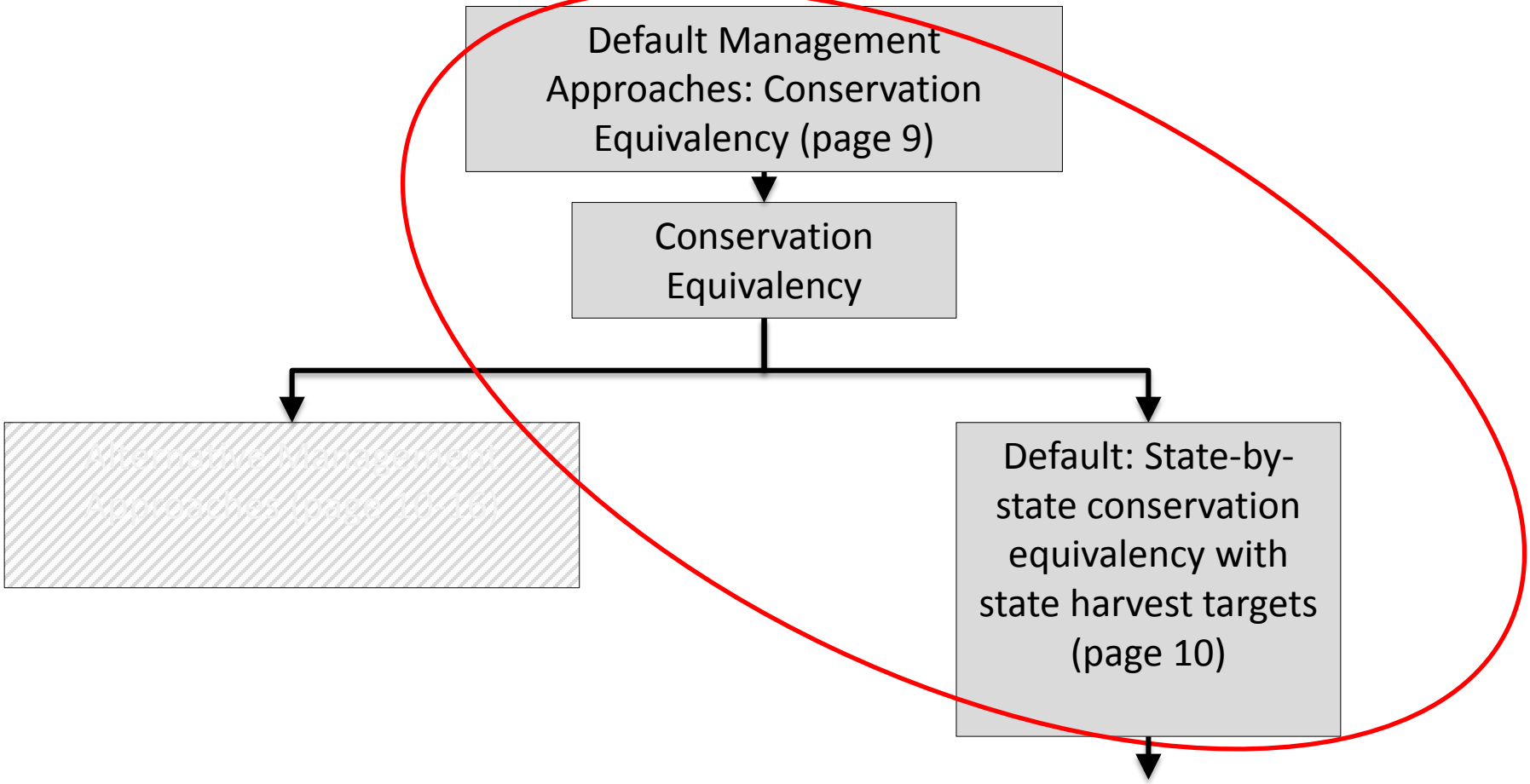
- Overview of Management Options
- Public Comment Summary
- Advisory Panel Report
- Discrepancy in Language vs Tables
  - Questions
- Technical Committee Report
  - Questions

Consider final action on Draft Addendum XXVIII

Document Development

Board Initiated Draft Addendum XXVIII	October 2016
Board Approval of Draft Addendum XXVIII for Public Comment	December 2016
Public Comment	Dec-Jan 2017
Board Considers Final Addendum	**February 2017**

ASMFC Decision Tree for Draft Addendum XXVIII for Summer Flounder Recreational Management



Default Approach

- Conservation Equivalency selected by the Board and Council in December 2016

- Default approach under Conservation Equivalency= State-by-state allocations
  - NOTE: based on preliminary data, subject to change

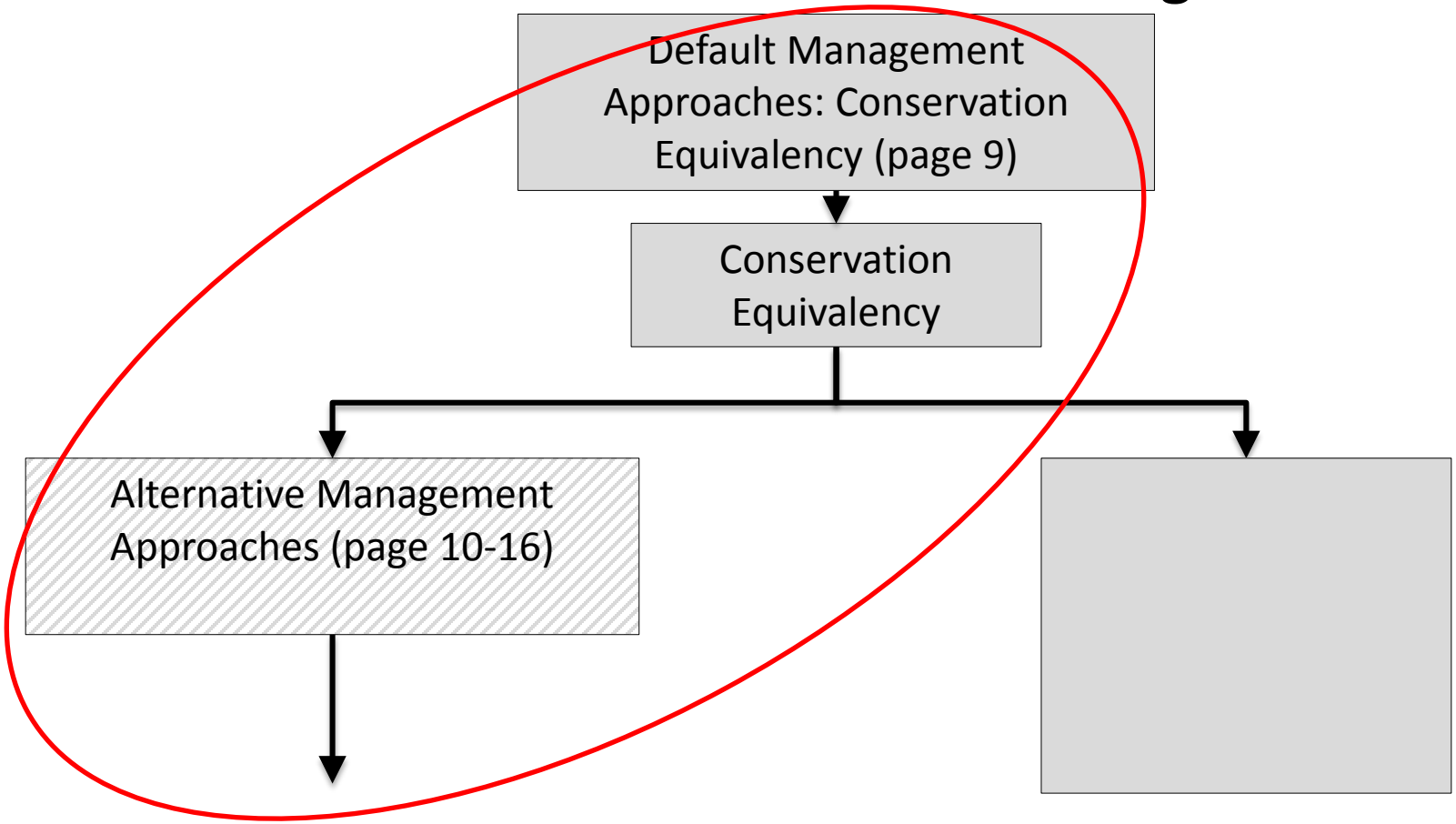
Preliminary 2017 State-by-State Allocations

STATE	2016 Projected Harvest	Preliminary 2017 Allocation of the RHL based on 1998 harvest	Liberalization (+) or Reduction (-) (in Bold)	Example Size Limit	Example Bag Limit	Example Season (# of days)
MA*	56,642	68,161	+20%			
RI	92,821	70,639	**-24%**	18”	4 fish	105
CT	219,371	45,854	**-79%**	21”	2 fish	53
NY	730,807	218,114	**-70%**	21”	2 fish	66
NJ	791,059	484,561	**-39%**	18”	3 fish	81
DE	89,229	38,418	**-57%**	19”	4 fish	365
MD*	23,075	37,179	+61%			
VA*	79,332	206,961	+161%			
NC*	17,074	69,400	+306%			

Precautionary Default Measures

- If a state or region doesn't implement measures to address the reduction the Board agrees to- precautionary default measures would be applied to that state or region
- Board and Council approved Precautionary Default measures: 20 inch, 2 fish possession limit, open season of July 1-August 31

ASMFC Decision Tree for Draft Addendum XXVIII for Summer Flounder Recreational Management



Alternative Management Approaches

- **Option 1**: Fish Sharing
- **Option 2**: One-Inch Size Increase as an Minimum Reduction
- **Option 3**: 30% Reduction as a Minimum requirement
- **Option 4**: One-Inch Size Increase and 30% Reductions as Minimum requirement
- **Option 5:** More Coastwide Consistency

2 Time Frame Options: 1 year or up to 2 years

Alternative Approaches- Option 1

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MA	56,642	56,642	0%	16”	5 fish	125
RI	92,821	83,985	**-10%**	18”	4 fish	118
CT NY NJ	1,741,237	889,949	**-49%**	18”	2 fish	59
DE MD VA	191,636	191,636	0%	16”	4 fish	365
NC	17,074	17,074	0%	15”	6 fish	365

Alternative Approaches- Option 2

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MA	56,642	39,083	**-31%**	17”	5 fish	125
RI	92,821	63,118	**-34%**	19”	8 fish	184
CT NY NJ	1,741,237	976,284	**-44%**	19”	3 fish	96
DE MD VA	191,636	140,087	**-27%**	17”	4 fish	365
NC	17,074	12,427	**-26%**	16”	6 fish	365

Alternative Approaches- Option 3

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MA	56,642	39,649	**-30%**	17”	5 fish	134
RI	92,821	53,348	**-42%**	18”	4 fish	88
CT NY NJ	1,741,237	995,358	**-43%**	19”	3 fish	99
DE MD VA	191,636	131,655	**-31%**	17”	3 fish	365
NC	17,074	11,952	**-30%**	16	5 fish	350

Alternative Approaches- Option 4

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MA	56,642	44,684	**-30%**	17”	5 fish	134
RI	92,821	53,348	**-42%**	19”	4 fish	117
CT NY NJ	1,741,237	987,491	**-43%**	19”	3 fish	99
DE MD VA	191,636	131,655	**-31%**	17”	3 fish	365
NC	17,074	11,952	**-30%**	16”	6 fish	350

Alternative Approaches- Option 5

STATE	2016 Projected Harvest	Example Size Limit	Example Possession Limit	Example Season (# of days)
MA	56,642	17"	4 fish	125
RI	92,821	19"	4 fish	245
CT NY	950,178	19"	3 fish	128
NJ*	782,142	19"	3 fish	128
NJ/ DEL BAY COLREGS**	8,916	18"	3 fish	
DE MD VA	191,636	17"	4 fish	365
NC	17,074	15"	4 fish	365

Timeframe

2 listed options in document (section 3.1.1). Selected Alternative Management Approach options could be in place for……

- **Option 1: For 2017 only**
  - Selected option would be in place for just this year
- **Option 2: For 2017 and 2018**
  - Selected option would be place for this year, AND the Board could extend the option into next year through Board action

Public Comment Summary

- Public Hearings
  - Virginia – Massachusetts in January 2017
  - 224 people attended across 8 states
- Written Submitted Comments
- A total of 4,334 comments were received
  - 9 groups/organizations provided comments
- Total Comment Summary
  - Majority of comments were for status quo measures*
  - Options in document: most support for option 5
  - Options 1 and 2 received the second most support & commonly second choice

	Written Individual		Written Group		Form letters		Petition		Total	Total
	Support	Oppose	Support	Oppose	Support	Oppose	Support	Oppose	Support	Oppose
Status Quo: 2016 Measures										
Total Status Quo	53		5		20		4,111		4,189	0
Alternative Management Approaches										
Option 1: Fish-Sharing										
Total Option 1	15		2						17	0
Timeline 1	1		1						2	0
Timeline 2	3								3	0
Option 2: One-Inch Size Increase as a Minimum Reduction										
Total Option 2	3		2						5	0
Timeline 1			2						2	0
Timeline 2									0	0
Option 3: 30% Reduction as a Minimum										
Total Option 3	2		1	3					3	3
Timeline 1			1						1	0
Timeline 2	1								1	0
Option 4: One-Inch Size Increase and 30% Reduction as a Minimum										
Total Option 4	2		0	1					2	1
Timeline 1									0	0
Timeline 2									0	0
Option 5: Coastwide Consistency										
Total Option 5	8		1	2	15				24	2
Timeline 1	1								1	0
Timeline 2	19		1						20	0

Public Comment Summary Cont'd

- Reasons cited in support of status quo
  - Disagreement over the MRIP harvest estimates
  - Concern over the economic impacts to coastal economies
  - Concern increased size limits would target more females
  - Request to wait until a new Benchmark Stock Assessment is completed before management changes
- Reasons cited in support of option 5
  - Interest in maintaining current season lengths
  - Tolerance for going up 1 inch in size limit
  - Concern other options would have significant economic impacts

AP Report

- AP members from both the Commission and Council provided comments
- 4 indicated catch limits and management measures should remain status quo
  - Reasons cited mirrored those from public comment (concerns over MRIP estimates, economic impact, disagreement with stock assessment results)
- 3 indicated preference for option 5
- 1 indicated preference for option 1; two in favor of option 2 as secondary choice

Discrepancy in Language vs Tables

- SFL Rec Working Group members brought up discrepancy in language and tables for options 2-4
  - Proportional vs equal % reduction
- Language in draft addendum: RI reduction increases from -32% to -59% for Option #2; -43% to -51% for Option #3; -43% to -58% for Option #4
- SFL Rec Working Group: intention was the reduction listed in the tables, not the text
  - Conclusion confirmed by TC
  - Developed revised language and tables

Reductions

Proportional to '98 allocation vs. Equal %

- Proportional redux based on '98 allocation
  - Proportional to '98 allocation, not to coastwide overage
  - Evaluating 2017 against 2016, not 2016 against 2016
- Example: Option 3
  - Every region takes 30% redux
  - Regions over '98 allocation for 2017 take remainder of redux
  - Remaining redux to get to 2017 RHL (230,301 fish)
  - Redux for RI: 5.7% ~9%, reduce additional -19,860 fish
  - Redux for CT-NJ: 60.4% ~ 91% reduce additional -210,441 fish

Proportional reduction cont'd

- Doesn't account for magnitude of harvest between two regions
  - RI share of 2016 coastwide harvest: (92,821) 4.4%
  - Redux harvest by -30% and 19,850 fish= -51%
  - CT-NJ share of 2016 coastwide harvest: (1,741,237) 82.9%
  - Redux harvest by -30% and 210,441 fish= -42%
- Violates recommendation of SFL Rec WG
  - No more than 50% redux for a region

Equal Percentage Redux

Example: Options 3

- Regions below ‘98 allocation for 2017 take -30% redux (MA, DE-VA, NC)
  - MA, DE-VA, NC at -30% for 2017= 185,746 fish
- Regions above ‘98 allocation responsible for remaining reduction (RI, CT-NJ)
  - RI & CT-NJ combined harvest for 2016= 1,834,058 fish
  - Remaining harvest for 2017 RHL= 1,053,540 fish
  - 2016 Harvest estimate to 2017 Harvest Target= -42.6%
  - Apply -42.6% to 2016 Harvest levels for RI and CT-NJ

Revised Option 2 Language

This option starts by applying a one-inch minimum size increase to all regions, and projecting the regional harvests that would occur in 2017. If a region's projected harvest is below its combined 1998-based allocation for 2017 (MA, RI, DE–VA, and NC), the projected regional harvest becomes the region's 2017 harvest target. These regions take no further cut, their reduction rate is that achieved by the one-inch size increase, and they forfeit the rest of their 2017 allocation projected to be unused.

The region with its projected harvest still above its 1998-based allocation for 2017 (CT–NJ) is the recipient of the shared fish (which is added to its 2017 allocation to generate its 2017 harvest target) and is responsible for the remainder of the coastwide reduction necessary to achieve the 2017 RHL.

Revised Option 2 Table

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MASSACHUSETTS	56,642	39,083	**-31%**	17"	5 fish	125
RHODE ISLAND	92,821	63,118	**-32%**	19"	8 fish	245
CONNECTICUT NEW YORK NEW JERSEY	1,741,237	980,723	**-44%**	19"	3 fish	96
DELAWARE MARYLAND VIRGINIA	191,636	143,727	**-25%**	17"	4 fish	365
NORTH CAROLINA	17,074	12,635	**-26%**	16"	6 fish	365

Revised Option 3 Language

Any region in which the 2016 projected harvest is below its combined 1998-based allocation for 2017 takes a 30% reduction (MA, DE–VA, NC). The resulting projected regional harvest becomes the region's 2017 harvest target.

The regions in which the 2016 projected harvest is above their combined 1998-based allocations for 2017 (RI, CT–NJ) are responsible for the remainder of the coastwide reduction necessary to achieve the 2017 RHL. This reduction burden is shared equally among the regions.

Revised Option 3 Table

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MASSACHUSETTS	56,642	39,649	**-30%**	17"	5 fish	134
RHODE ISLAND	92,821	53,319	**-43%**	18"	4 fish	88
CONNECTICUT NEW YORK NEW JERSEY	1,741,237	1,000,221	**-43%**	19"	3 fish	99
DELAWARE MARYLAND VIRGINIA	191,636	134,145	**-30%**	17"	3 fish	365
NORTH CAROLINA	17,074	11,952	**-30%**	16"	5 fish	350

Revised Option 4 Language

Any region in which the 2016 projected harvest is below its combined 1998-based allocation for 2017 takes a 30% reduction (MA, DE–VA, NC). This reduction must include a one-inch size increase. (If a one-inch size increase achieves more than a 30% reduction, these regions can liberalize other measures accordingly.) The projected regional harvest from a 30% reduction becomes the region's 2017 harvest target.

The regions in which the 2016 projected harvest is above their combined 1998-based allocations for 2017 (RI, CT–NJ) are responsible for taking the remainder of coastwide reduction necessary to achieve the 2017 RHL. This reduction burden is shared equally among the regions. This reduction must include a one-inch size increase.

Revised Option 4 Table

STATE	2016 Projected Harvest	2017 Harvest Target	Reduction (in Bold)	Example Size Limit	Example Possession Limit	Example Season (# of days)
MASSACHUSETTS	56,642	39,649	**-30%**	17"	5 fish	134
RHODE ISLAND	92,821	53,319	**-43%**	19"	4 fish	117
CONNECTICUT NEW YORK NEW JERSEY	1,741,237	1,000,221	**-43%**	19"	3 fish	99
DELAWARE MARYLAND VIRGINIA	191,636	134,145	**-30%**	17"	3 fish	365
NORTH CAROLINA	17,074	11,952	**-30%**	16"	6 fish	350

Questions?

Technical Committee Review of Draft Addendum XXVIII Options

Greg Wojcik, TC Chair

ASMFC Winter Meeting 2017

February 2, 2017

Presentation Outline

- TC Evaluation of Language/Table Discrepancy
- **Terms of Reference**
- Moving Forward
- Questions

Options 2-4: Language vs. Tables

- Support notion that Rec WG intended for reductions to be what was included in tables, not text.
- More significant reductions for Rhode Island otherwise that would violate guiding principles
  - The TC noted the intent of the Working Group was to not burden any region/state with a reduction over 50%.
- The TC also noted that if the language were followed, the reduction amounts for each option (2-4) would be virtually the same.

TOR 1

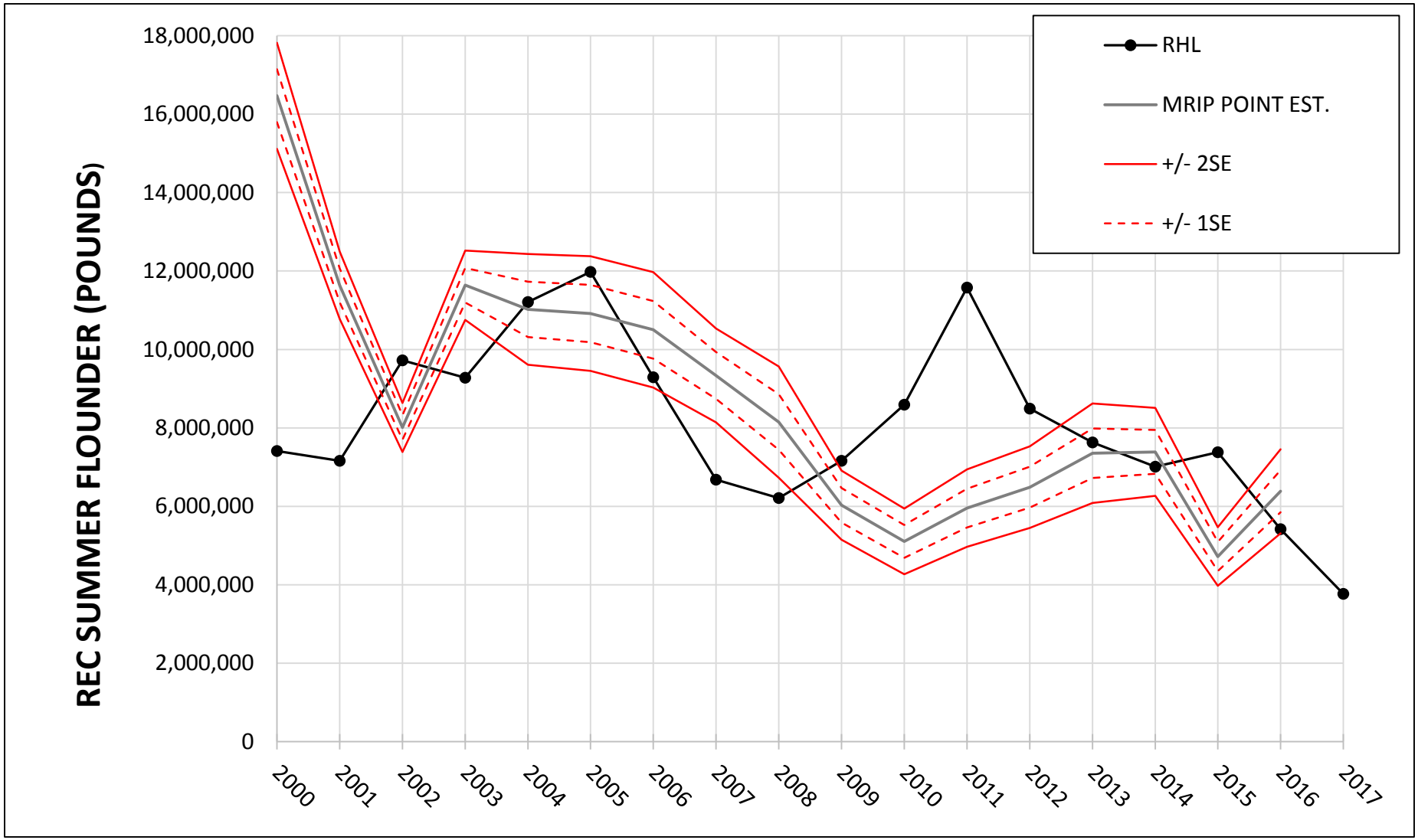
Evaluate effectiveness of the methodology used to craft measures based on previous year's harvest

- Standard Method
  - Total Reduction =(X+Y) - (X*Y)
  - X= % decrease from season closure
  - Y= % decrease from size limit increase and/or creel limit

TOR 1 cont'd

- There are concerns regarding the effectiveness of the tools used in the methodology.
  - Season length reductions
    - Assumes each day in a wave is considered an equal reduction
  - Creel Limit reductions
    - Most difficult to measure
      - usually very little savings associated with a lower creel
        - » Very few anglers "limit out"
      - Does not account for changes in angler behavior
  - Minimum Size increase
    - Most likely to result in less fish landed
  - Using prior year preliminary MRIP harvest estimate through wave 5

TOR 1 cont'd

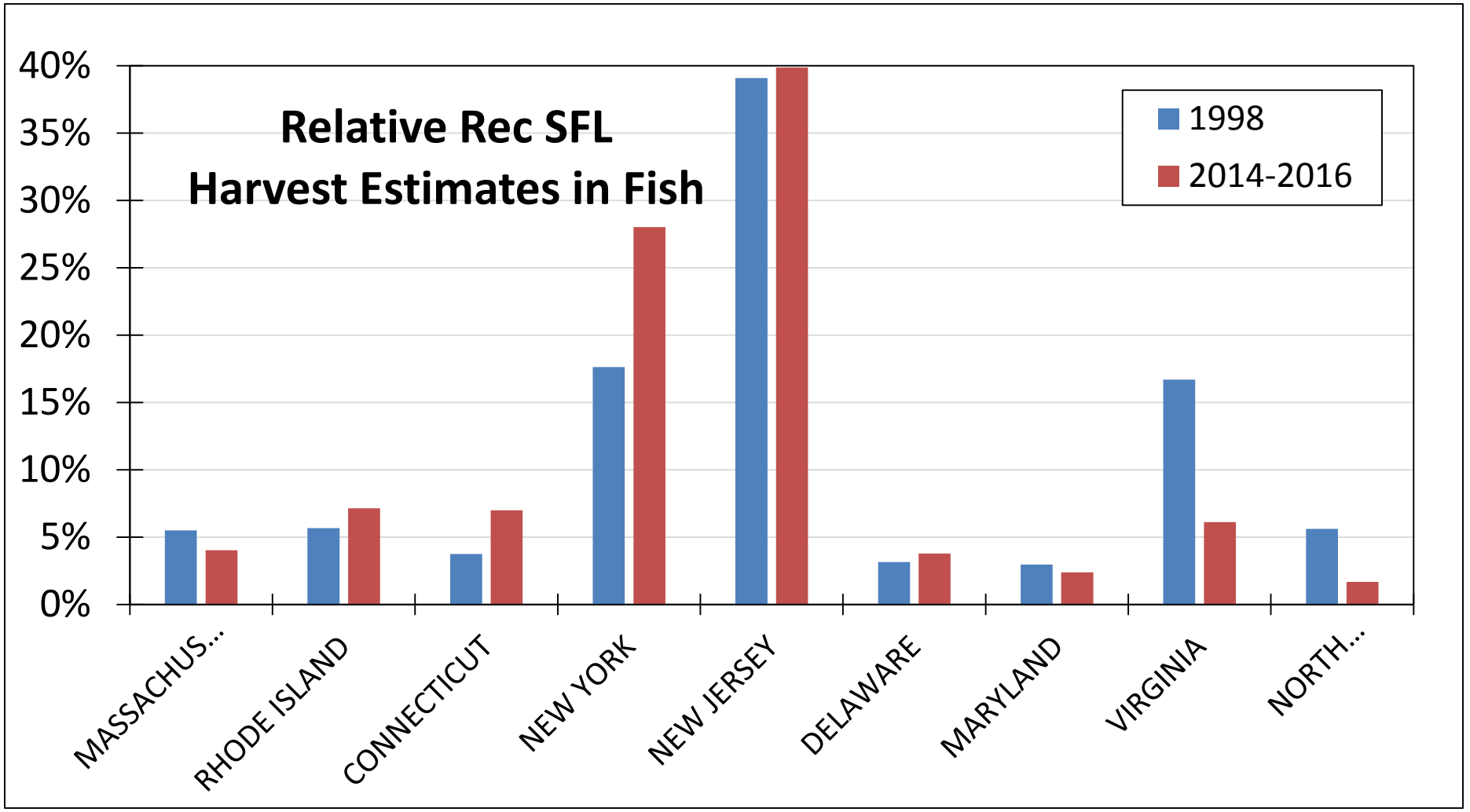

REC SUMMER FLOUNDER (POUNDS)
18,000,000
16,000,000
14,000,000
12,000,000
10,000,000
8,000,000
6,000,000
4,000,000
2,000,000
0
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
RHL
MRIP POINT EST.
+/- 2SE
+/- 1SE

TOR 2

Evaluate utility of single year for state-specific harvest allocations

- Challenges
  - Inter-annual variability
    - MRIP survey variability (both catch and effort portions)
    - Fish availability
    - Seasonal weather and fuel costs
  - Non-random changes in harvest
    - Species distribution shifts
    - MRFSS/MRIP continuity

TOR 2 cont'd

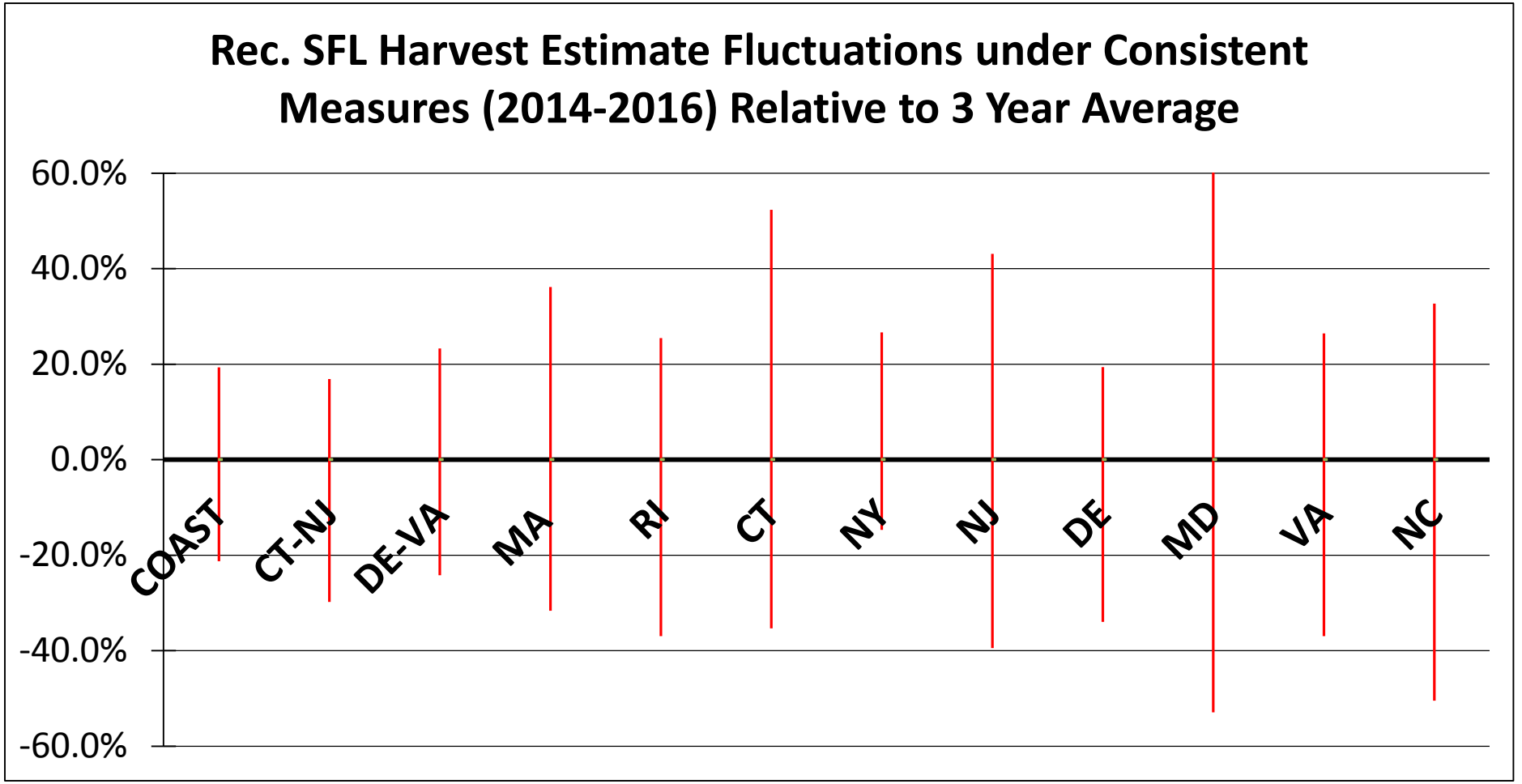

Relative Rec SFL
Harvest Estimates in Fish
1998
2014-2016
40%
35%
30%
25%
20%
15%
10%
5%
0%
MASSACHUS…
RHODE ISLAND
CONNECTICUT
NEW YORK
NEW JERSEY
DELAWARE
MARYLAND
VIRGINIA
NORTH…

TOR 3

Are the reduction targets (Options 1-4) achievable using the standard methodology?

- State/Region level: difficult to predict the reduction
  - 2014-2016 with consistent measures, yet harvest estimates have fluctuated up to 261%
- Coastwide level: more likely, but still difficult to predict exact reduction
  - 2014-2016 with consistent measures, harvest estimates have fluctuated up to 50%

TOR 3 cont'd


Rec. SFL Harvest Estimate Fluctuations under Consistent Measures (2014-2016) Relative to 3 Year Average
60.0%
40.0%
20.0%
0.0%
-20.0%
-40.0%
-60.0%
COAST
CT-NJ
DE-VA
MA
RI
CT
NY
NJ
DE
MD
VA
NC

TOR 4

Based on the evaluation of TOR 1-3, What is the TC's confidence in using standard methodology moving forward?

- The TC recommends adjusting the standard method in future years due to:
  - Time Constraints
    - Forced to use preliminary data which changes
    - Evaluation time is limited to a couple of weeks
  - Data limitations
    - Outlined in previous slides

Moving forward

- The TC recognizes the 2013 stock assessment and updates as the best available science.
  - Reductions for 2017 are needed
- Try new methods
  - Use harvest averages over multiple years
  - MRIP harvest is an ESTIMATE
    - the TC feels the standard errors around the estimates should be incorporated into setting measures.
  - The TC recommends using more broad stroke / uniform actions when setting regulations
- Application not limited to summer flounder

Moving Forward

Evaluation of the 2016 harvest estimate with PSEs included

- Option 5 (1” increase with a lower possession limit) results in a 31% reduction.
- Using a three year average (2014-2016) of harvest, a 39% reduction is needed to achieve the 2017 RHL.
- Option 5 is within a projected PSE of 8% around 2017 harvest.

Questions

Draft Addendum XXIX for Board Review (Scup)

Kirby Rootes-Murdy

ASMFC Winter Meeting

February 2, 2017

Board Initiated Draft Addendum	December 2016
Board Approval of Draft Addendum for Public Comment	**February 2017**
Public Comment	February-March 2017*
Board Considers Final Addendum	May 2017

Statement of the Problem

- Since 2011, scup landings have been 20-47% below the commercial quota.

- AP members requested that modifications be made to the dates quota periods (Winter I, Summer, Winter II)
  - Allocation and possession limits, remaining unchanged
- Goal: increasing the likelihood of the commercial quota to be fully landed.

Background

Quota Period	Dates	% of annual quota	Possession limit
Winter I	Jan 1–Apr 30	45.11%	50,000 pounds
Summer	May 1–Oct 31	38.95%	State-specific (Table 3)
Winter II	Nov 1–Dec 31	15.94%	12,000-18,000 pounds depending on amount of unused quota from Winter I

- Larger vessels fish in the winter months, smaller vessels fish inshore in summer
  - Three Quota periods were developed: Winter I, Summer, Winter II
  - Implemented in 1997, unchanged since then
  - Commercial landings data from 1983-1992 basis of allocation

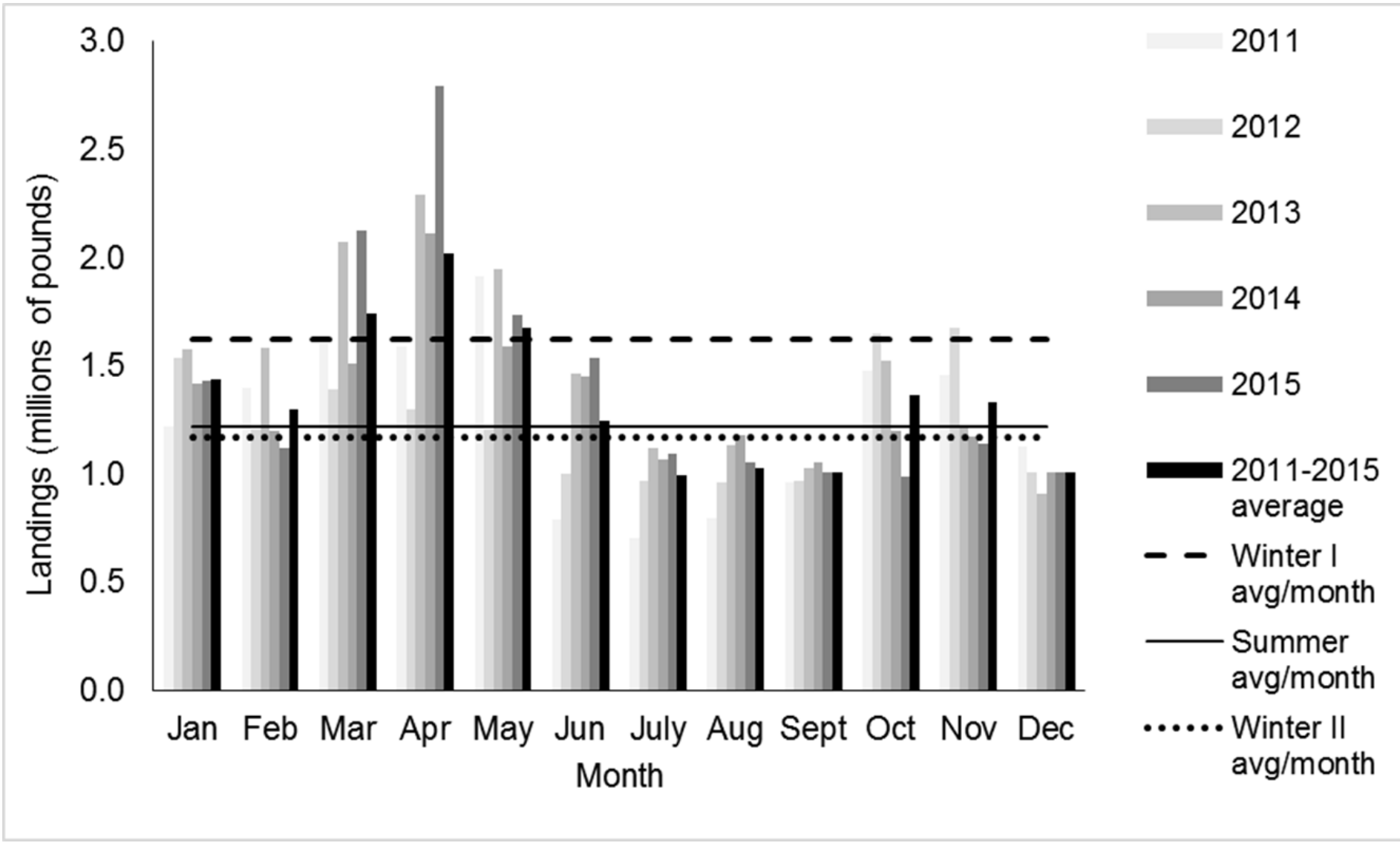
State by State Shares in the Summer Quota Period

State	Share of summer quota
Maine	0.1210%
New Hampshire	0.0000%
Massachusetts	21.5853%
Rhode Island	56.1894%
Connecticut	3.1537%
New York	15.8232%
New Jersey	2.9164%
Delaware	0.0000%
Maryland	0.0119%
Virginia	0.1650%
North Carolina	0.0249%

Description of the Fishery

- Commercial fishery
  - Supports commercial fisheries for Massachusetts through North Carolina
  - Since 1979, landings primarily come from Rhode Island (38%), New Jersey (26%), and New York (16%)
  - From the 1987-1996, commercial landings averaged 10.8 million pounds, and
  - From 1997-2014 landings declined to an average of 8.8 million pounds from 1997-2014.
  - In 2015 commercial landings were 15.86 million pounds

Commercial Landings per month



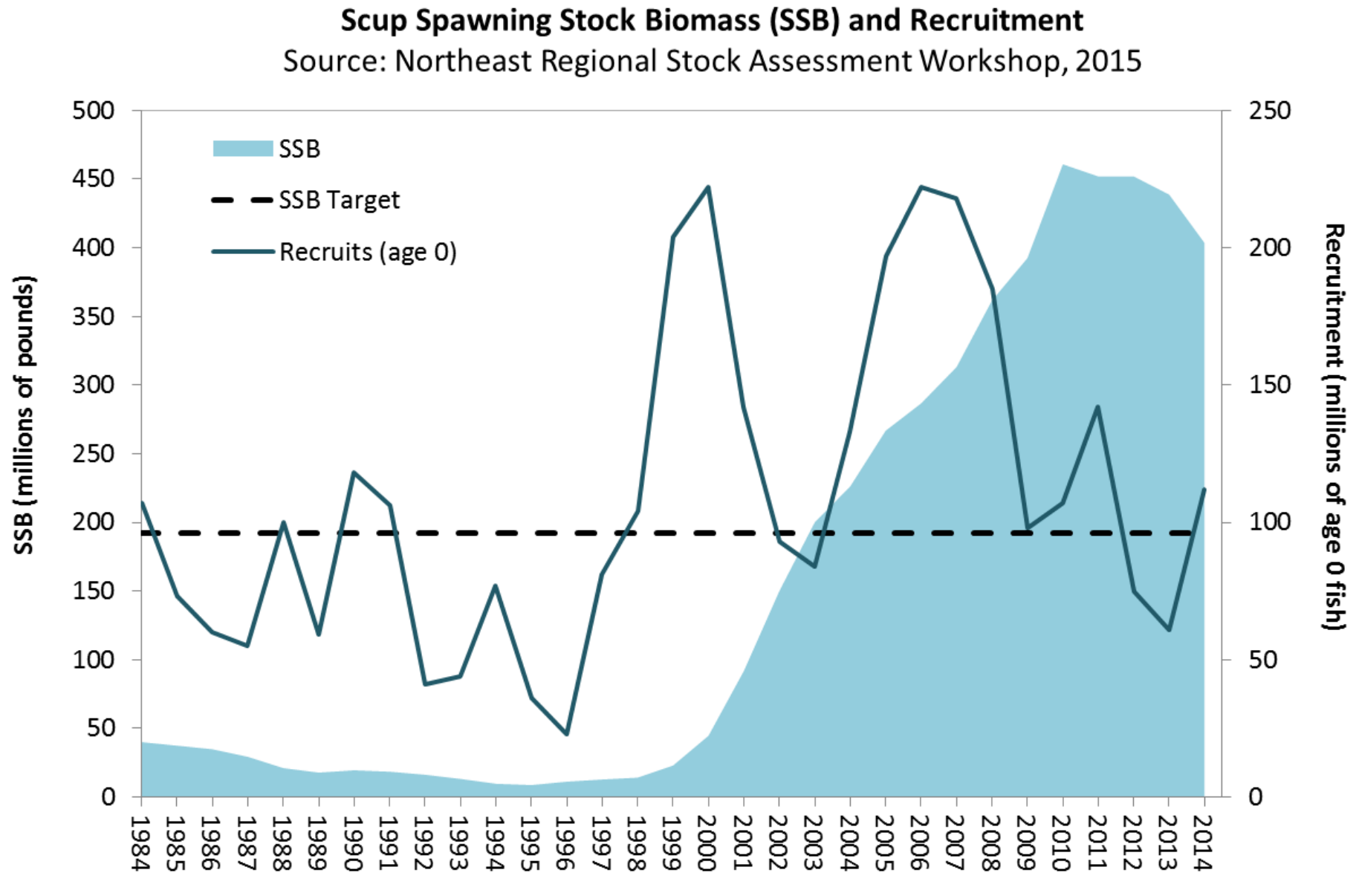
Number of Vessel landing scup per month

Year	Number of Vessels											
	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec
2011	114	118	124	156	427	394	546	514	372	324	180	133
2012	126	93	100	191	634	465	601	526	415	270	152	145
2013	115	115	128	198	372	441	578	613	438	293	217	137
2014	116	101	109	167	377	453	593	611	536	262	190	135
2015	91	101	105	147	322	431	588	613	536	227	223	130
Average	112	106	113	172	426	437	581	575	460	275	192	136
Winter I avg/month	**126**											
Summer avg/month	**459**											
Winter II avg/month	**164**											

Avg Price ($) by Quota Period

Year	Average Price (Dollars)											
	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec
2011	0.45	0.42	0.49	0.57	0.40	0.72	0.95	0.81	0.68	0.49	0.51	0.69
2012	0.56	0.82	0.85	0.85	0.67	0.75	0.92	0.83	0.85	0.44	0.42	0.77
2013	0.55	0.58	0.57	0.42	0.38	0.40	0.69	0.79	0.64	0.51	0.53	0.87
2014	0.65	0.41	0.65	0.44	0.47	0.47	0.79	0.64	0.84	0.63	0.62	0.81
2015	0.79	0.93	0.48	0.36	0.52	0.46	0.87	0.89	0.87	0.77	0.87	1.05
Average	0.61	0.62	0.59	0.64	0.47	0.53	0.98	0.79	0.77	0.55	0.57	0.83
Winter I avg/month	**0.58**											
Summer avg/month	**0.66**											
Winter II avg/month	**0.70**											

Status of the Stock



Proposed Management Program

- **Alternative 1: No action/*status quo***

- Winter I: January 1 – April 30 (120 days)
- Summer: May 1 – October 31 (184 days)
- Winter II: November 1 – December 31 (61 days)

- **Alternative 2: Move October to the Winter II period**

- Winter I: January 1 – April 30 (120 days)
- Summer: May 1 – September 30 (153 days)
- Winter II: October 1 – December 31 (92 days)

Proposed Management Program cont'd

- **Alternative 3: Move October to the Winter II period and move the first two weeks of May to the Summer period**

- Winter I: January 1 – May 15 (135 days)
- Summer: May 15 – September 30 (138 days)
- Winter II: October 1 – December 31 (92 days)

- 3 Alternatives (A,B,C)

Alternative 3A

- **Modify the dates of the quota periods as described under alternative 3 and leave the Winter I and Summer quota counting procedures unchanged**

Alternative 3B

- **Modify the dates of the quota periods as described under alternative 3 and modify the end date of the Winter I and Summer quota counting procedures**

Alternative 3C

- **Modify the dates of the quota periods as described under alternative 3 and modify the start AND end dates of the Winter I and Summer quota counting procedures**

Next Steps

- Board consider approving the draft addendum for public comment

- The Board & Council would take up final action on the draft document at the ASMFC Spring Meeting 2017

Questions