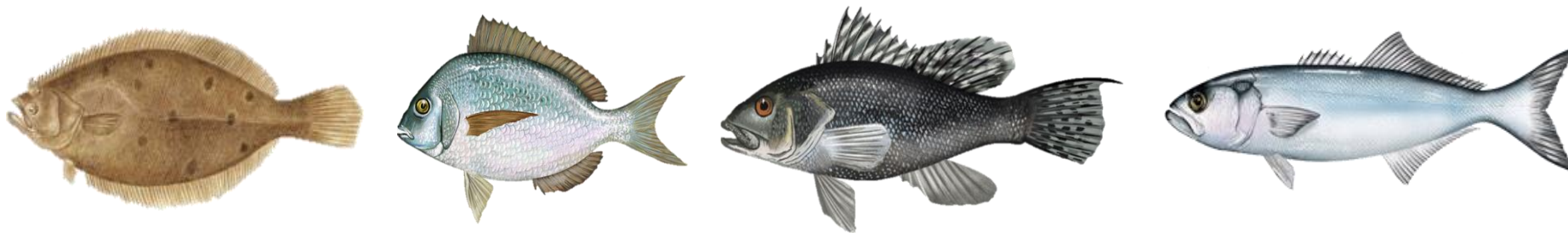


Summer Flounder, Scup, Black Sea Bass, and Bluefish Recreational Measures Setting Process Framework/Addenda



Atlantic States Marine Fisheries Commission
Public Hearings
January 2025

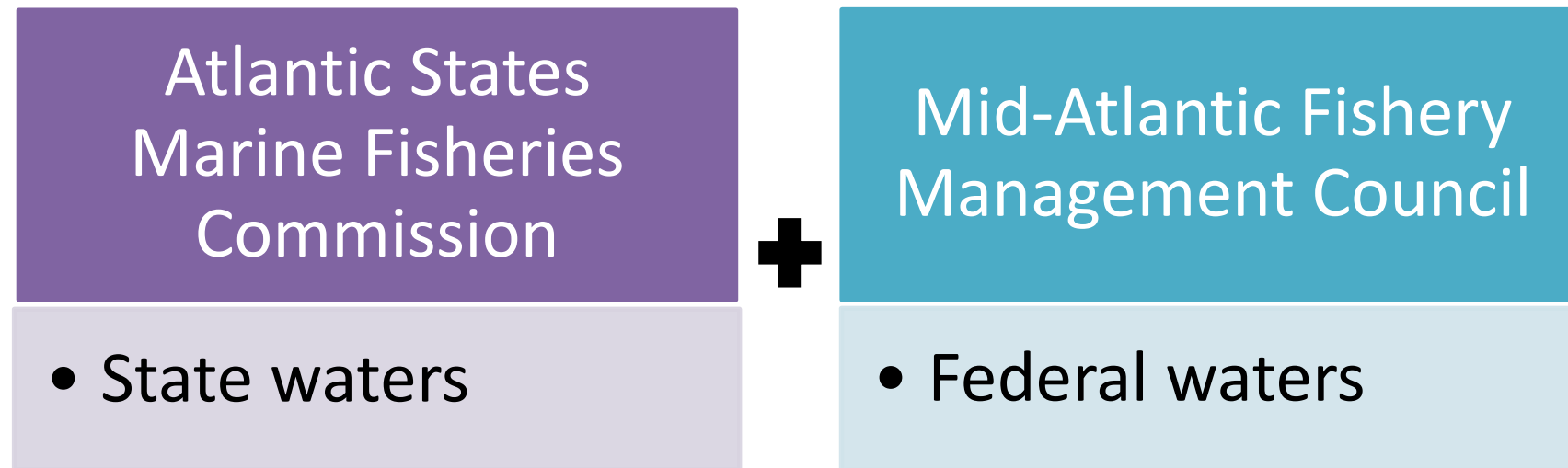


Outline



- **Overview of ASMFC**
- **Draft Addenda**
 - Background
 - Statement of the Problem and Timeline
 - Proposed Management Options

- Summer flounder, scup, black sea bass, and bluefish are jointly managed by...



- This framework/addenda would modify the Commission and Council fishery management plans for these species



ASMFC Overview



- Formed in 1942 – Interstate Compact
- 15 Atlantic coast states: ME – FL
- 0 – 3 miles from shore
- Deliberative forum for states
- 3 Commissioners from each state
- Each state has one vote

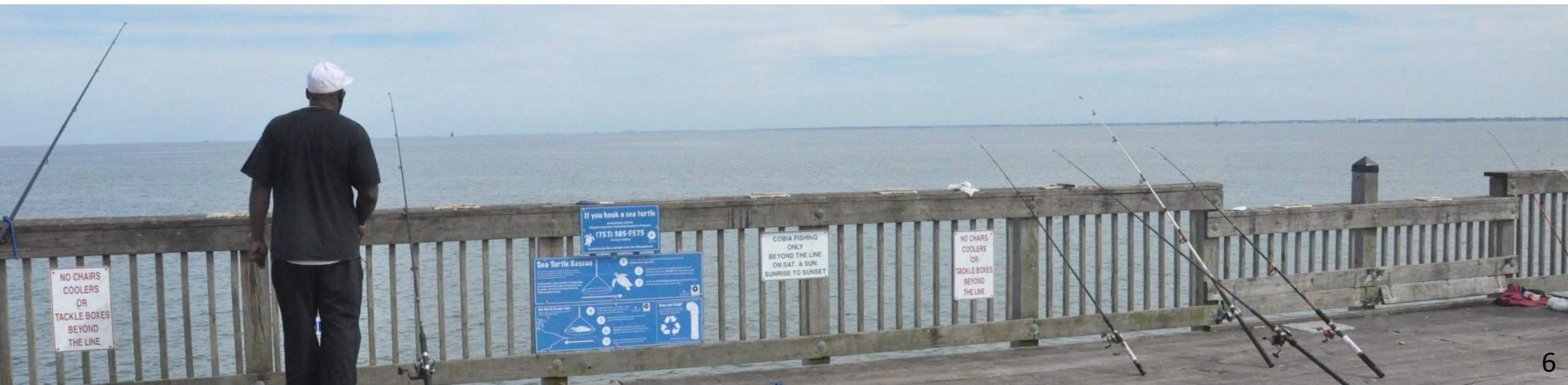


Statement of the Problem



- Many challenges when setting rec. measures:
 - Uncertainty and variability in the rec. catch estimates.
 - Need to change measures frequently based on those estimates, often in a direction perceived as contrary to stock status.
- Interim approach to address these challenges (Percent Change Approach) will expire at the end of 2025.

- Consider the appropriate process for setting recreational measures for 2026 and beyond.
 - The Percent Change Approach will sunset at the end of 2025.





Timeline



May 2023	<ul style="list-style-type: none">• FMAT/PDT formed
Jun 2023 – Sept 2024	<ul style="list-style-type: none">• FMAT/PDT developed range of alternatives
Oct 2024	<ul style="list-style-type: none">• Council/Policy Board approved final range of alternatives and draft addenda for public comment
Dec 2024 - Feb 2025	<ul style="list-style-type: none">• Public comment period and public hearings
March 2025	<ul style="list-style-type: none">• FMAT/PDT and AP meetings to review public comments and provide input prior to final action
April 2025	<ul style="list-style-type: none">• Council/Policy Board review public comments and approve Framework/Addenda for implementation
April - late 2025	<ul style="list-style-type: none">• Finalize framework/addenda documents• Federal rulemaking
Late 2025 or early 2026	<ul style="list-style-type: none">• Effective date of implemented changes





OPTIONS UNDER CONSIDERATION



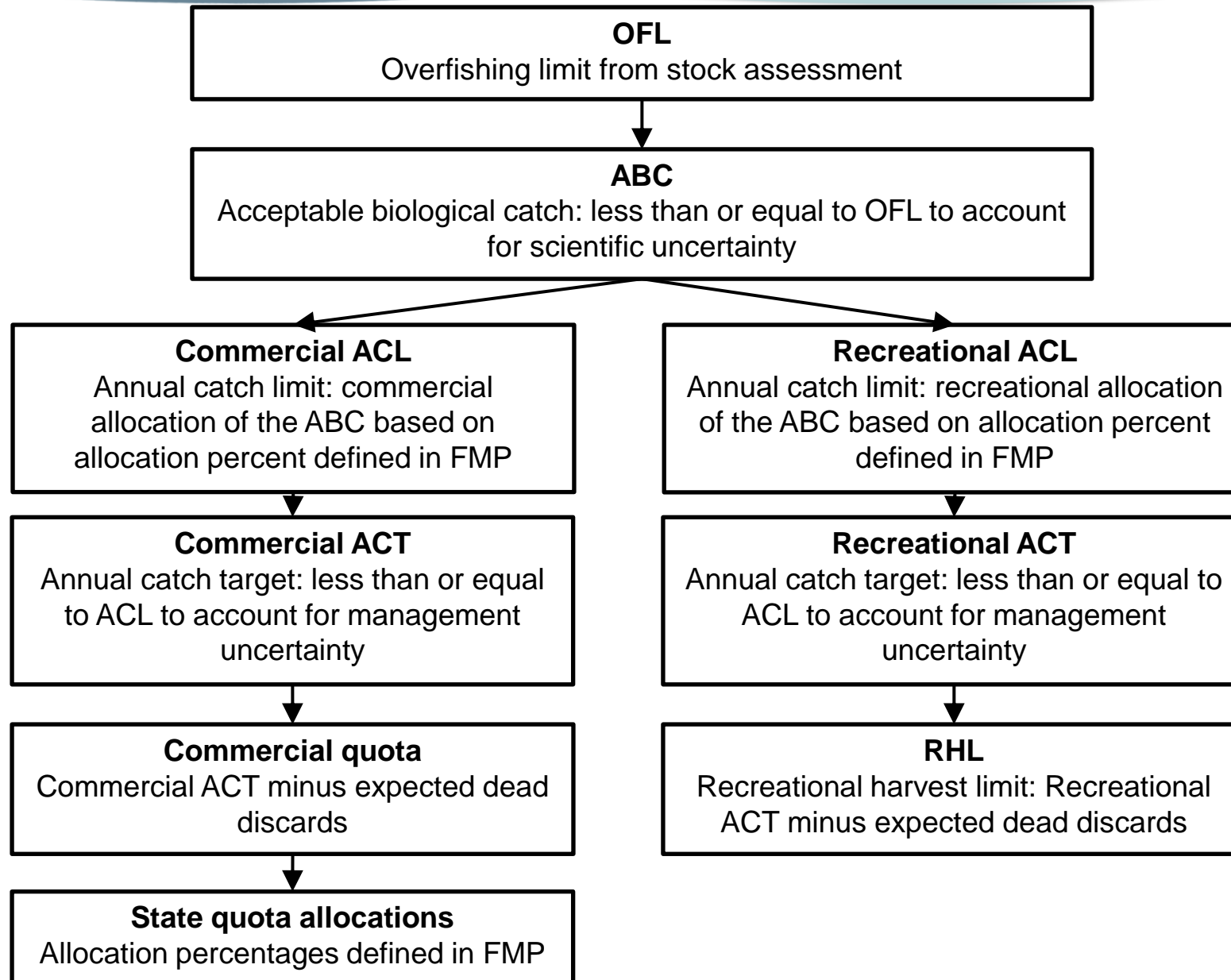
Management Options



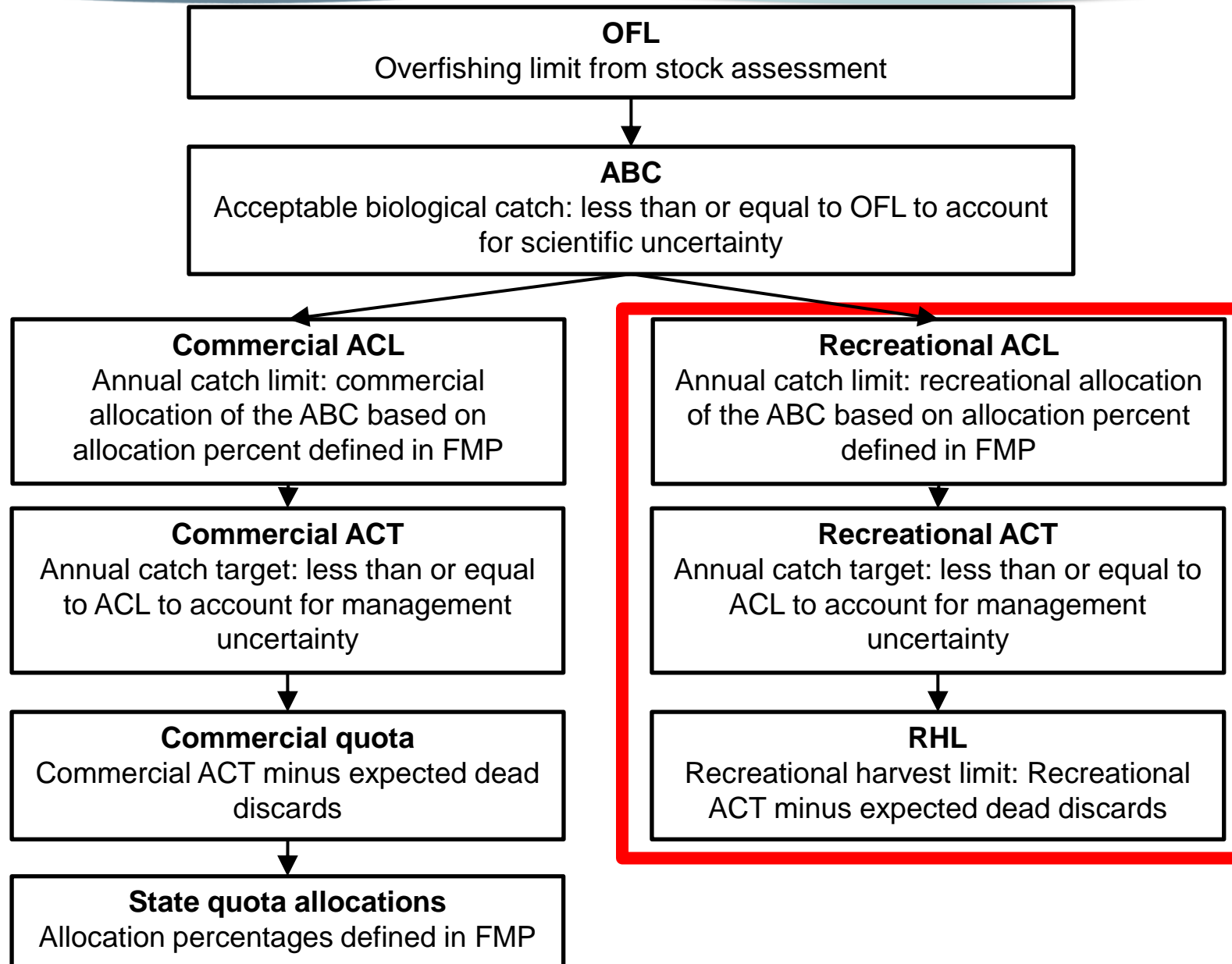
- **Option A: No Action**
- **Option B: Percent Change Approach as currently implemented**
- **Option C: Modified Percent Change Approach using RHL and Harvest**
- **Option D: Modified Percent Change Approach using Recreational ACT and Catch**
- **Option E: Biomass and Fishing Mortality Matrix**



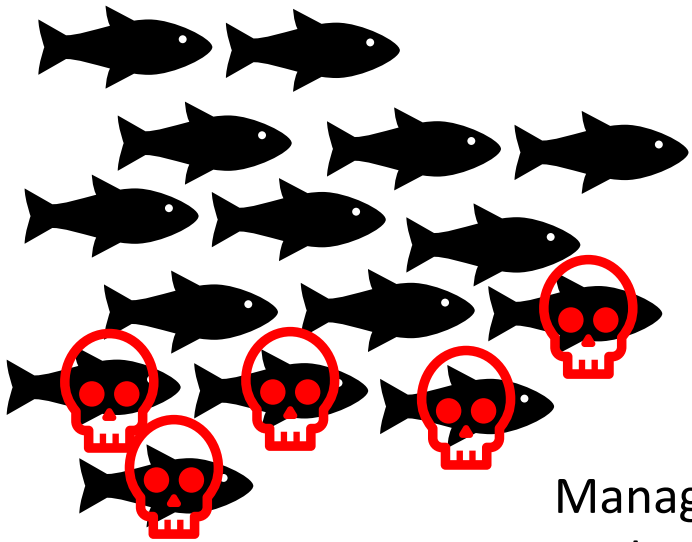
ACL vs ACT vs RHL



ACL vs ACT vs RHL



Harvest + Dead Discards

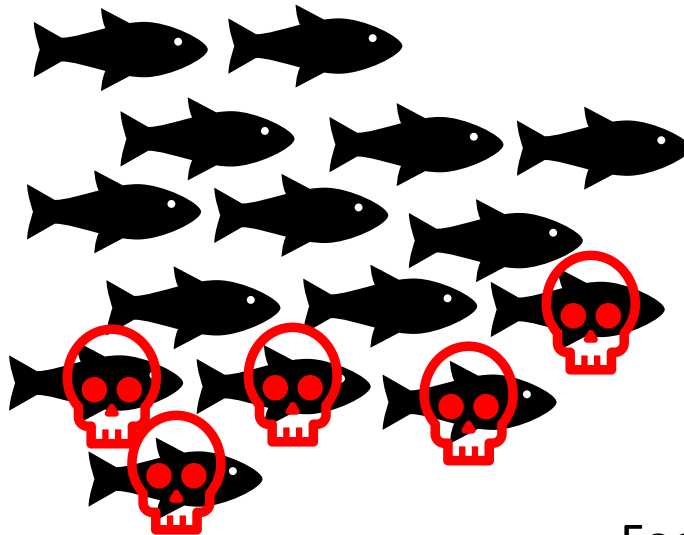


Recreational Annual Catch Limit (ACL)

Managers may choose to account for management uncertainty



Harvest + Dead Discards

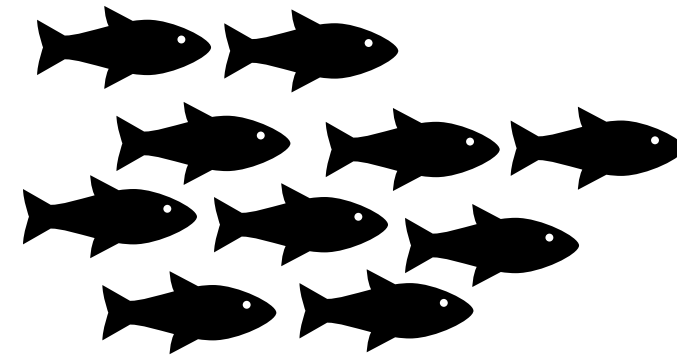


Recreational Annual Catch Target (ACT)

Focus only on harvest, no consideration of dead discards



Harvest



Recreational Harvest Limit (RHL)

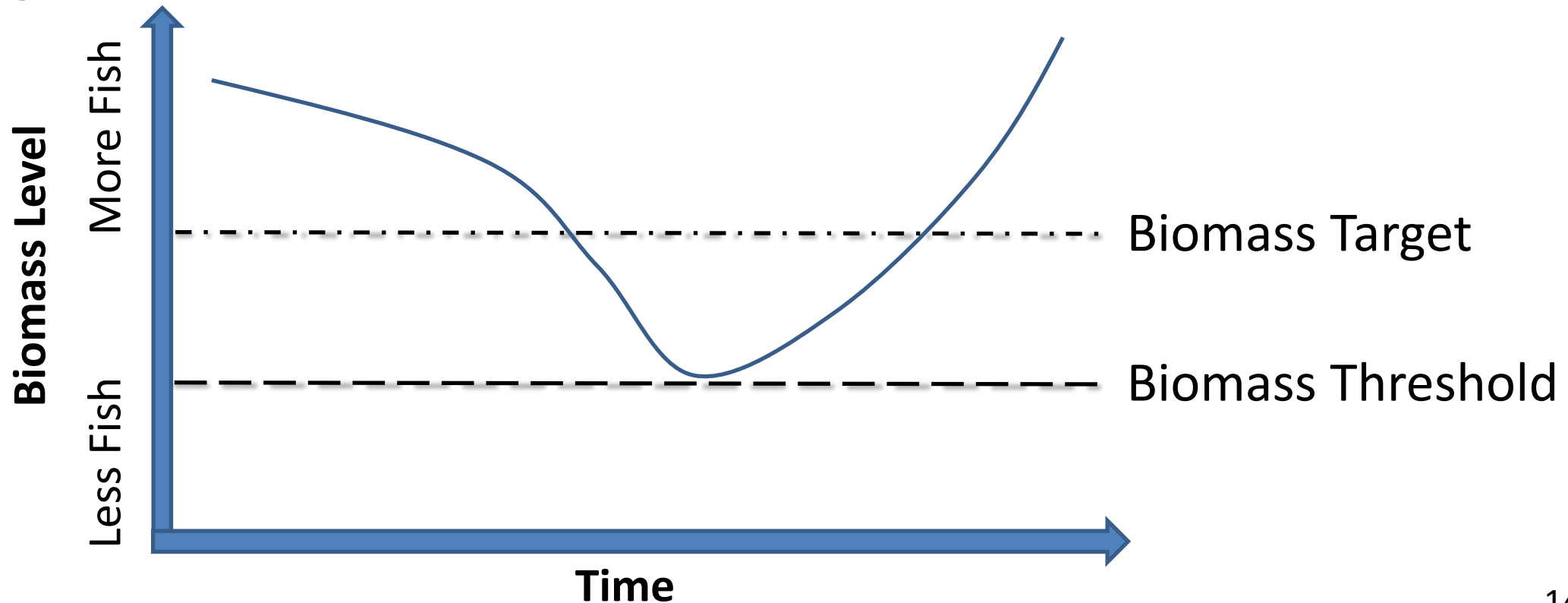
- Fishing mortality (F) = rate at which fish are caught and killed from fishing
- The threshold = max. rate of F the stock can sustain without decreasing below the target sustainable level



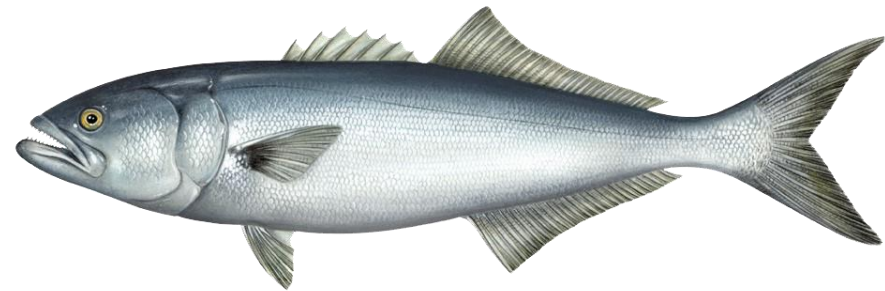


Biomass Compared to the Target Level

- Biomass = the size of a fish stock measured in weight
- The goal of fisheries management is to keep a stock at its target level



- None of the options in the document replace rebuilding measures.
- Bluefish is currently under a rebuilding plan. Any measures for bluefish must continue to comply with the rebuilding plan.



Option A: No Action

- If no action taken, the Percent Change Approach will sunset and the previous FMP requirements will be used for setting 2026 measures.
 - **Measures must aim to achieve, but not exceed the RHL.**
 - **Measures are set for one year at a time.**





Options B-E



- Measures set for two years at a time
 - *Stock assessments are expected to occur every 2 years*



Option B: Percent Change Approach



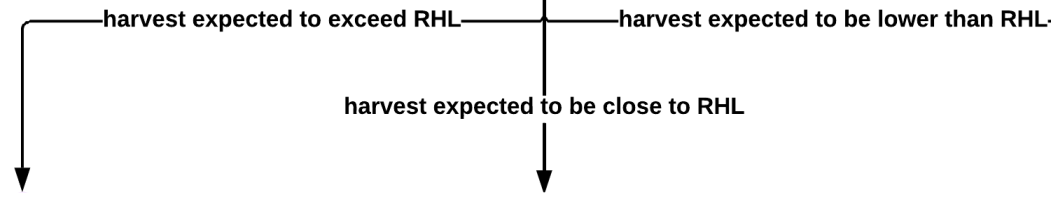
Future RHL vs estimated harvest	Biomass vs target level (SSB/SSB _{MSY})	Change in Harvest
2-yr avg RHL is greater than the upper bound of the harvest estimate CI (harvest expected to be lower than the RHL)	Very high (> 150%)	Liberalization % = difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%
	High (>=100% & <=150%)	Liberalization % = difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Low (<100%)	Liberalization: 10%
2-yr avg RHL is within harvest estimate CI (harvest expected to be close to the RHL)	Very high (> 150%)	Liberalization: 10%
	High (>=100% & <=150%)	No liberalization or reduction: 0%
	Low (<100%)	Reduction: 10%
2-yr avg RHL is less than the lower bound of the harvest estimate CI (harvest expected to exceed the RHL)	Very high (> 150%)	Reduction: 10%
	High (>=100% & <=150%)	Reduction % = difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Low (<100%)	Reduction % = difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%



Option B: Percent Change Approach

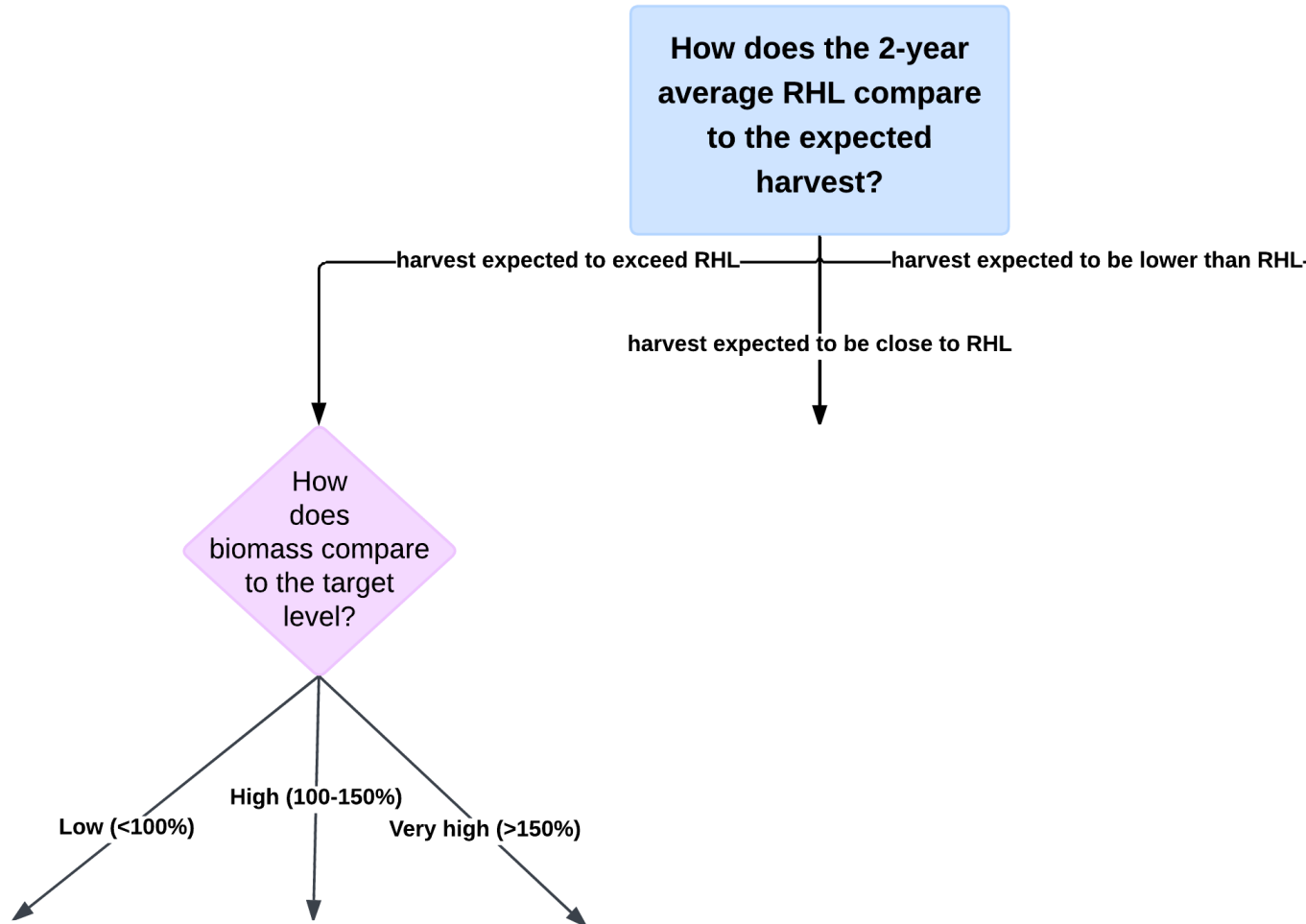


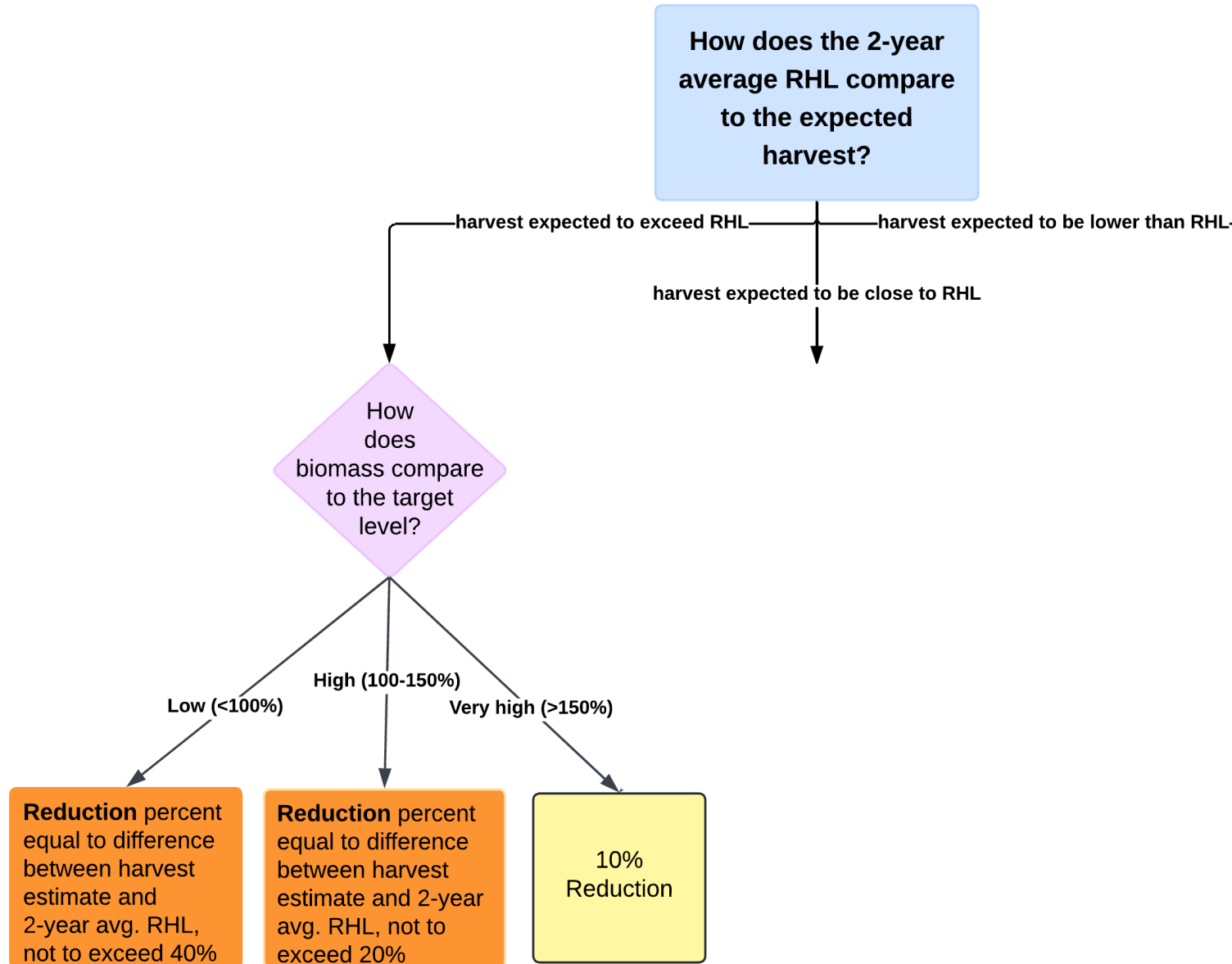
How does the 2-year average RHL compare to the expected harvest?





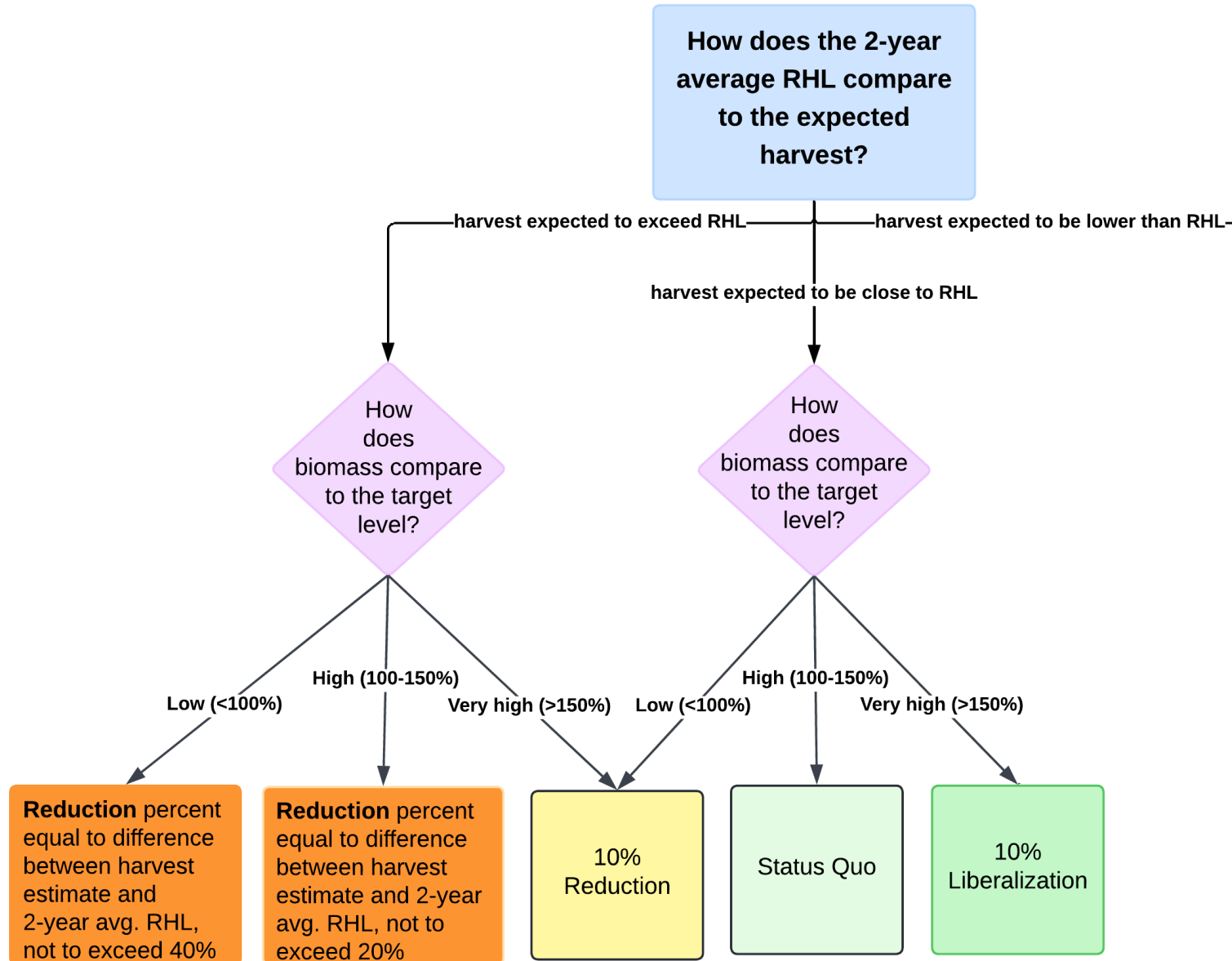
Option B: Percent Change Approach

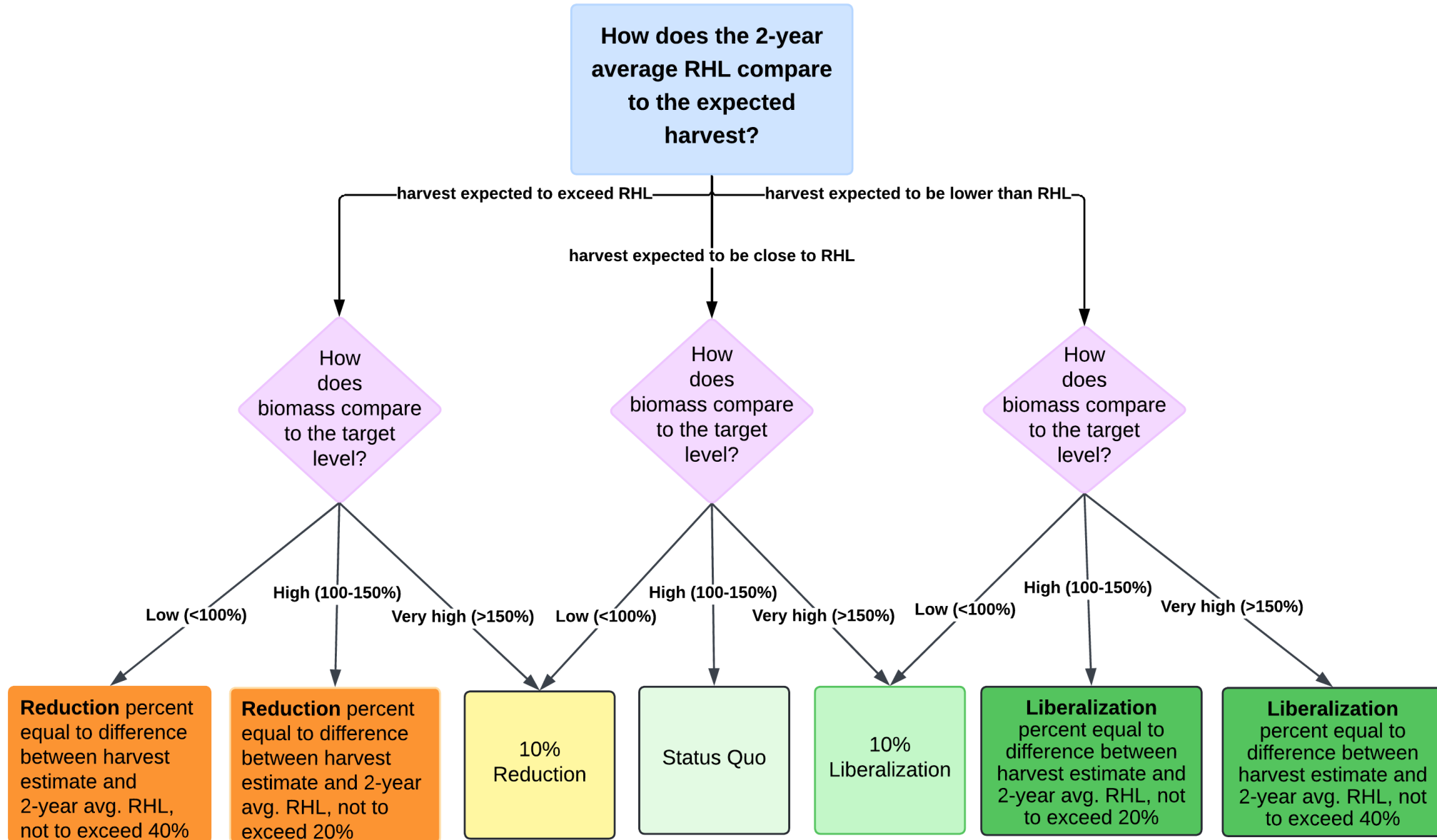






Option B: Percent Change Approach





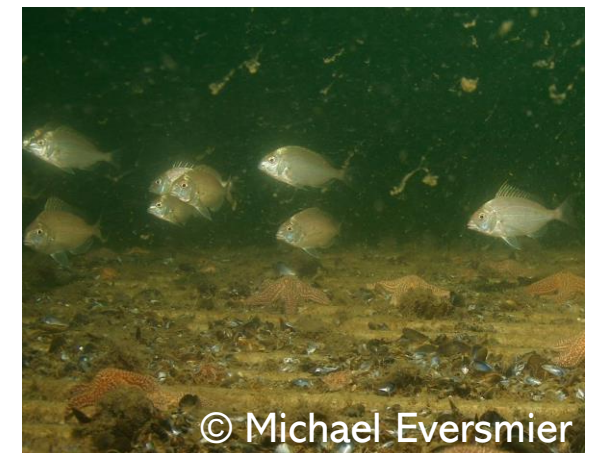


Accountability Measures



- Accountability measures aim to
 - Prevent catch limit overages
 - Correct or mitigate for overages when they do occur
- A required component of the federal management program
- When recent catch limits have been exceeded, overage paybacks or adjustments to measures can be required, depending on the option and stock status

- Reactive accountability measures (AMs) triggered when:
 - Most recent 3 yr avg. rec. catch exceeds avg. rec. ACL for summer flounder, scup, and black sea bass
 - Most recent single year rec. catch exceeds rec. ACL for bluefish





AMs under Options A and B



Biomass Level	AM Response
Overfished, under rebuilding plan, or unknown stock status	<ul style="list-style-type: none">• Payback exact overage amount
At least 50% of the target, but less than 100%, and not in a rebuilding plan	<ul style="list-style-type: none">• If only ACL exceeded: Adjust rec. measures• If $F > F_{MSY}$: Scaled payback Payback amount = (overage amount) * $(B_{MSY} - B) / \frac{1}{2} B_{MSY}$
Above the biomass target	<ul style="list-style-type: none">• Adjustments to rec. measures will be made



Modified Percent Change Approaches



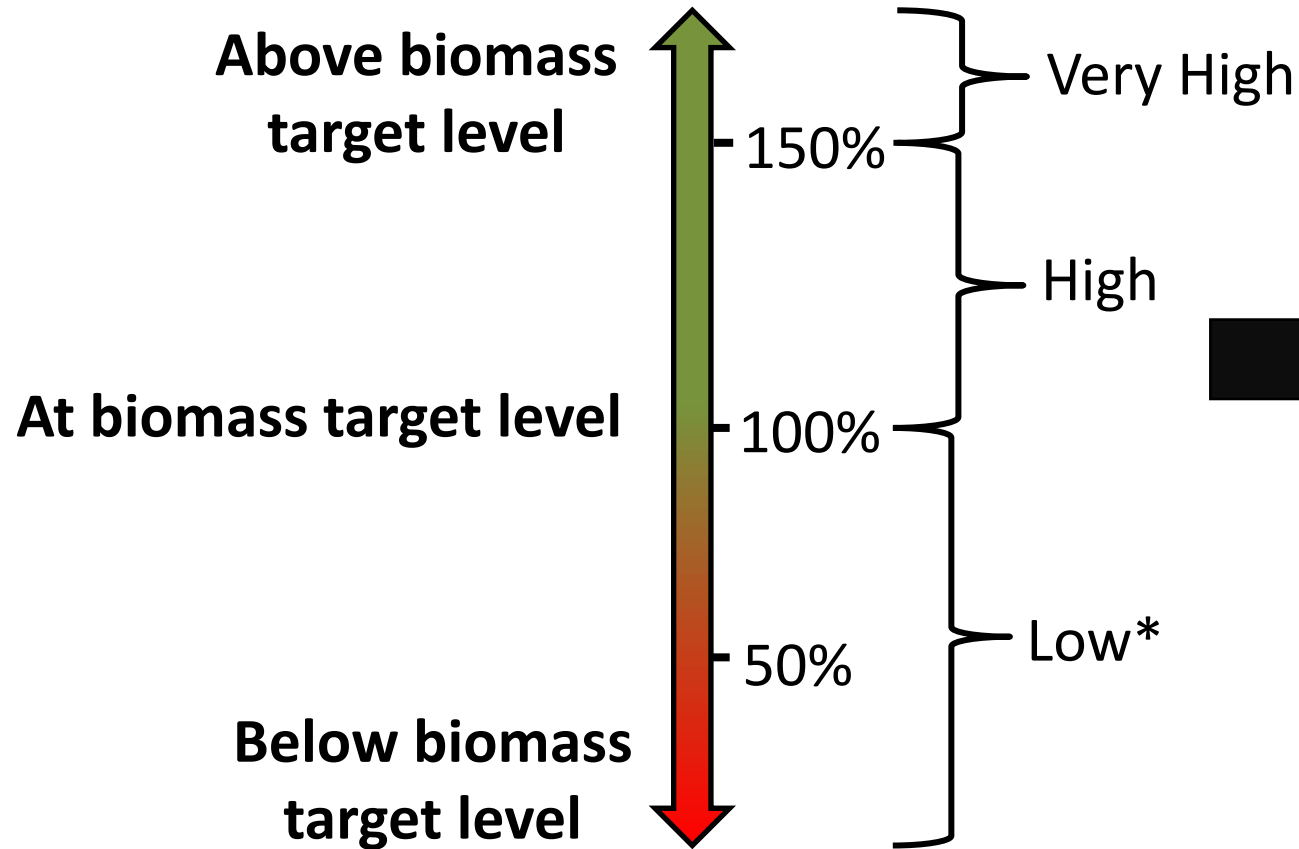
**Option C: Modified Percent Change Approach
Using RHL and Harvest**

**Option D: Modified Percent Change Approach
Using the Recreational ACT and Catch**

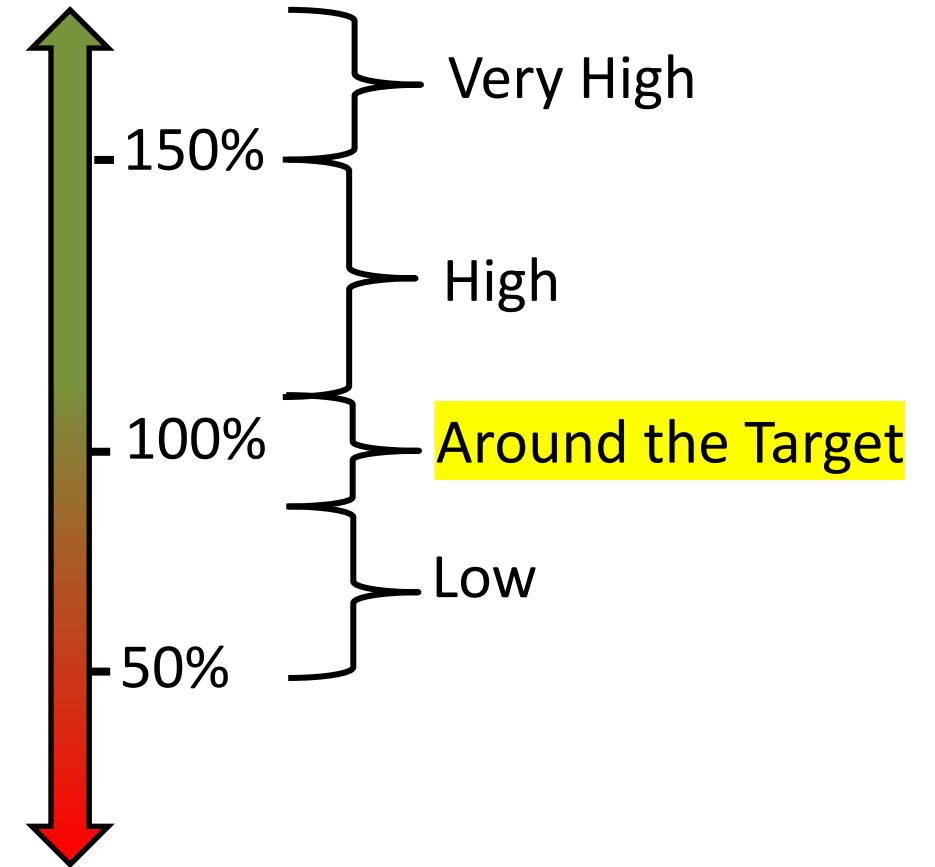
1. Adds “around the target” biomass category
2. Treats overfished stocks separately
3. More status quo outcomes



Percent Change Approach as Implemented



Modified Percent Change Approaches



Option C: Modified Percent Change Approach **Using RHL and Harvest**

Future RHL vs estimated harvest	Biomass vs. target level	Change in harvest
2-yr avg RHL is greater than the upper bound of harvest estimate CI (harvest expected to be lower than the RHL)	Very High ($\geq 150\%$)	Liberalization %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%
	High ($\geq 110\%$ & $< 150\%$)	Liberalization %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Liberalization: 10%
	Low ($\geq 50\%$ & $< 90\%$)	No liberalization or reduction: 0%
2-yr avg RHL is within harvest estimate CI (harvest expected to be close to the RHL)	Very High to Low ($< 50\%$)	No liberalization or reduction: 0%
2-yr avg RHL is less than the lower bound of harvest estimate CI (harvest is expected to exceed the RHL)	Very High ($\geq 150\%$)	No liberalization or reduction: 0% (unless AM triggered)
	High ($\geq 110\%$ & $< 150\%$)	Reduction: 10%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Reduction %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Low ($\geq 50\%$ & $< 90\%$)	Reduction %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%

Overfished (<50% of target)	No liberalizations allowed. Reduction %= difference between harvest estimate and 2-yr avg. RHL. To be replaced with rebuilding plan measures as soon as possible
------------------------------------	--

Option C: Modified Percent Change Approach **Using RHL and Harvest**

Future RHL vs estimated harvest	Biomass vs. target level	Change in harvest
2-yr avg RHL is greater than the upper bound of harvest estimate CI (harvest expected to be lower than the RHL)	Very High ($\geq 150\%$)	Liberalization %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%
	High ($\geq 110\%$ & $< 150\%$)	Liberalization %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Liberalization: 10%
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2-yr avg RHL is within harvest estimate CI (harvest expected to be close to the RHL)	Very High to Low ($< 50\%$)	No liberalization or reduction: 0%
2-yr avg RHL is less than the lower bound of harvest estimate CI (harvest is expected to exceed the RHL)	Very High ($\geq 150\%$)	No liberalization or reduction: 0% (unless AM triggered)
	High ($\geq 110\%$ & $< 150\%$)	Reduction: 10%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Reduction %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 20%
	Low ($\geq 50\%$ & $< 90\%$)	Reduction %= difference between harvest estimate and 2-yr avg. RHL, not to exceed 40%

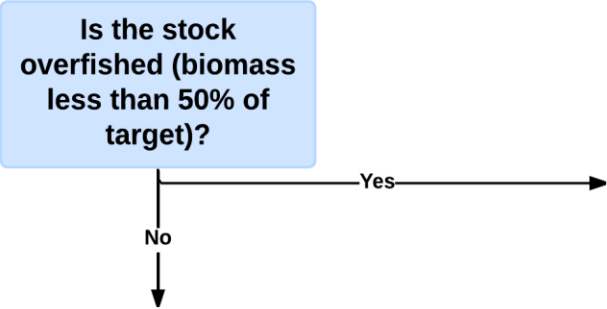
Overfished (<50% of target)	No liberalizations allowed. Reduction %= difference between harvest estimate and 2-yr avg. RHL. To be replaced with rebuilding plan measures as soon as possible
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Option D: Modified Percent Change Approach **Using ACT and Catch**

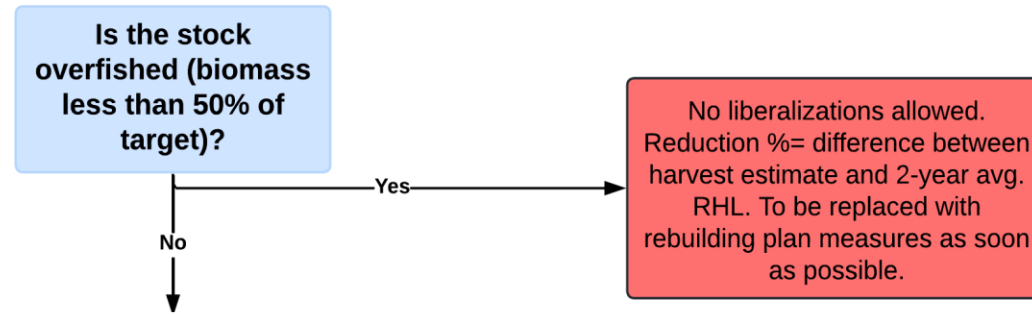
Future ACT vs estimated catch	Biomass vs. target level	Change in catch
2-yr avg ACT is greater than the upper bound of catch estimate CI (catch expected to be lower than the ACT)	Very High ($\geq 150\%$)	Liberalization %= difference between catch estimate and 2-yr avg. ACT, not to exceed 40%
	High ($\geq 110\%$ & $< 150\%$)	Liberalization %= difference between catch estimate and 2-yr avg. ACT, not to exceed 20%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Liberalization: 10%
	Low ($\geq 50\%$ & $< 90\%$)	No liberalization or reduction: 0%
2-yr avg ACT is within catch estimate CI (catch expected to be close to the ACT)	Very High to Low ($< 50\%$)	No liberalization or reduction: 0%
2-yr avg ACT is less than the lower bound of catch estimate CI (catch is expected to exceed the ACT)	Very High ($\geq 150\%$)	No liberalization or reduction: 0% (unless AM triggered)
	High ($\geq 110\%$ & $< 150\%$)	Reduction: 10%
	Around the Target ($\geq 90\%$ & $< 110\%$)	Reduction %= difference between catch estimate and 2-yr avg. ACT, not to exceed 20%
	Low ($\geq 50\%$ & $< 90\%$)	Reduction %= difference between catch estimate and 2-yr avg. ACT, not to exceed 40%

Overfished (<50% of target)	No liberalizations allowed. Reduction %= difference between catch estimate and 2-yr avg. ACT. To be replaced with rebuilding plan measures as soon as possible
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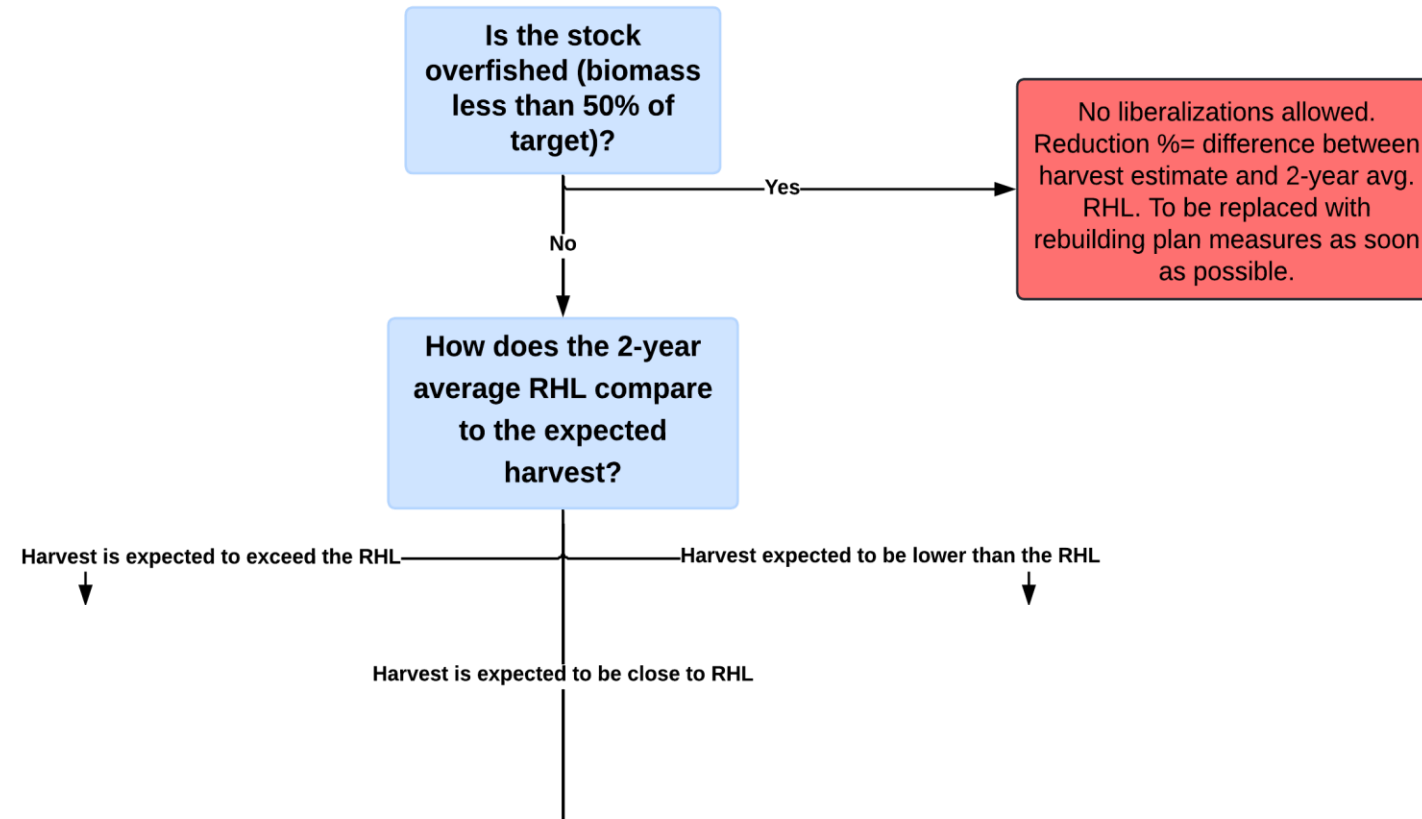
Option C: Modified Percent Change Approach **Using RHL and Harvest**



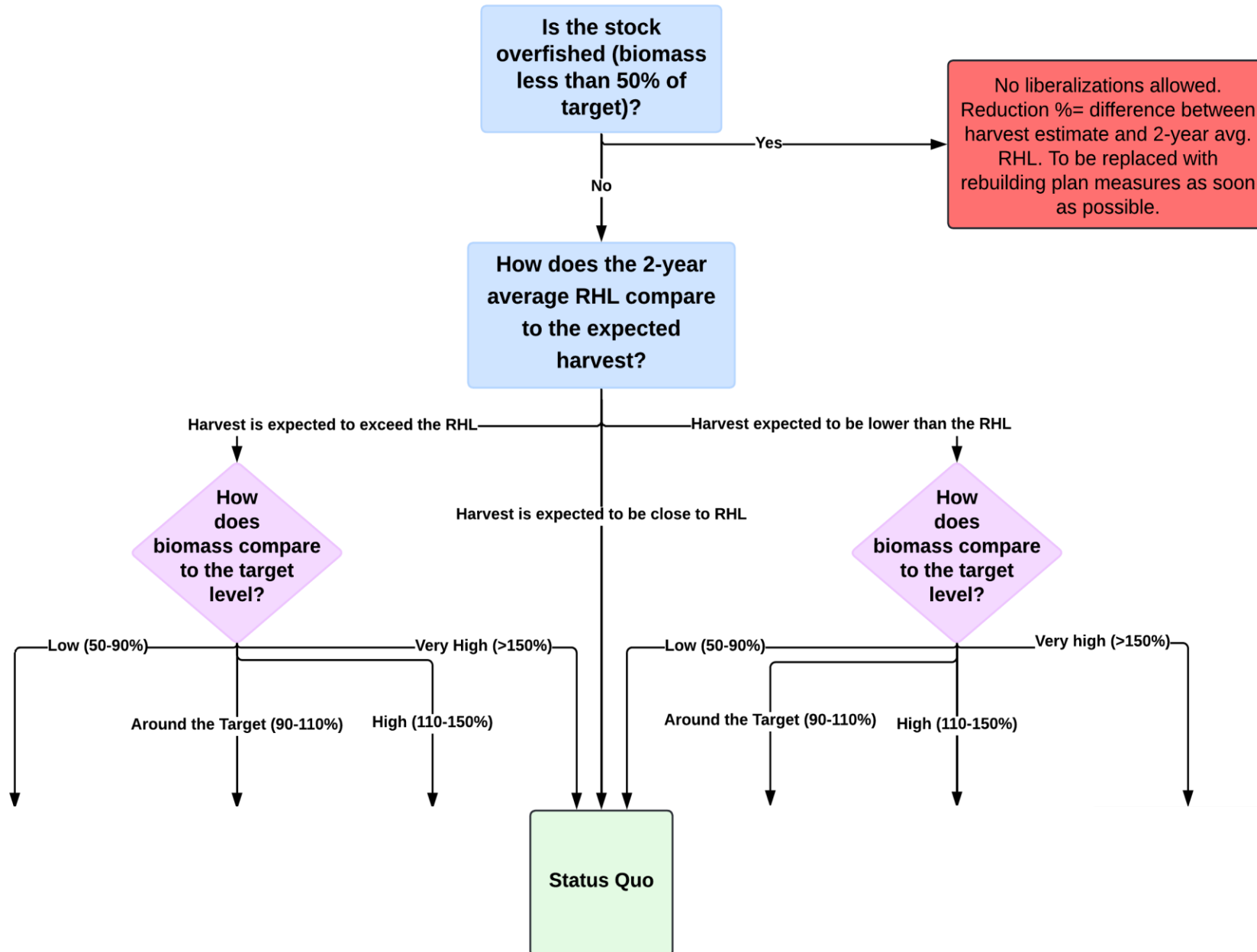
Option C: Modified Percent Change Approach **Using RHL and Harvest**



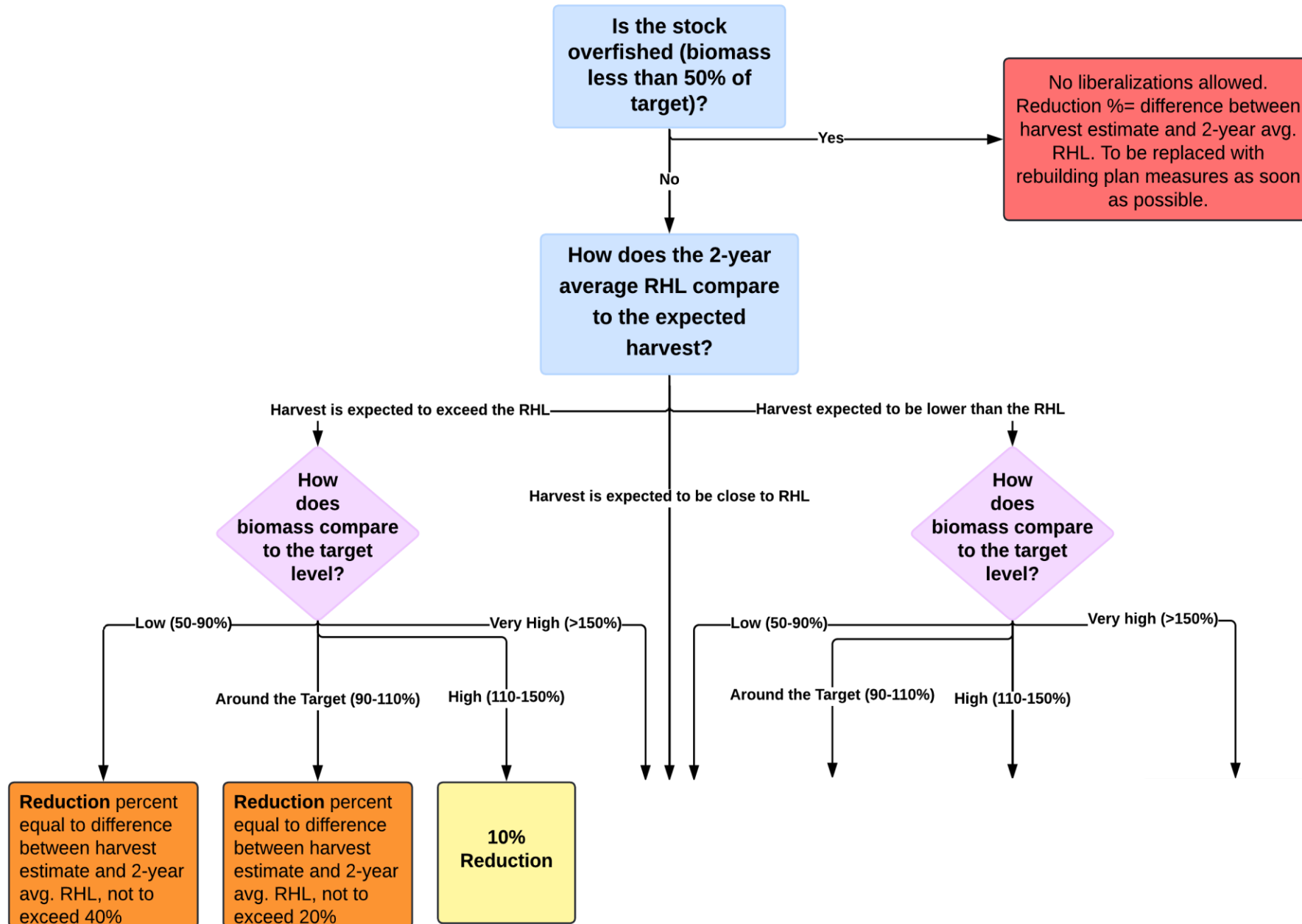
Option C: Modified Percent Change Approach **Using RHL and Harvest**



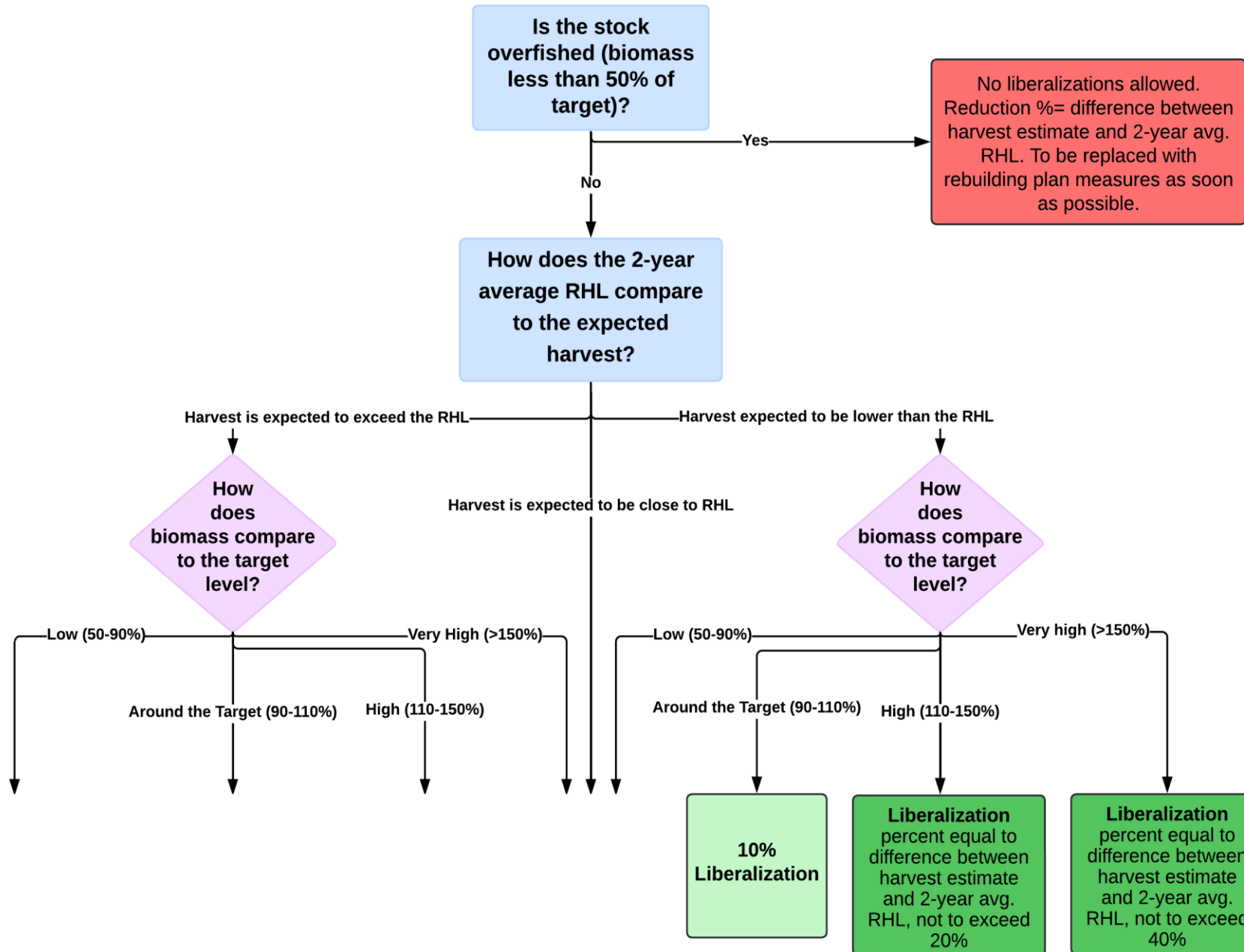
Option C: Modified Percent Change Approach **Using RHL and Harvest**



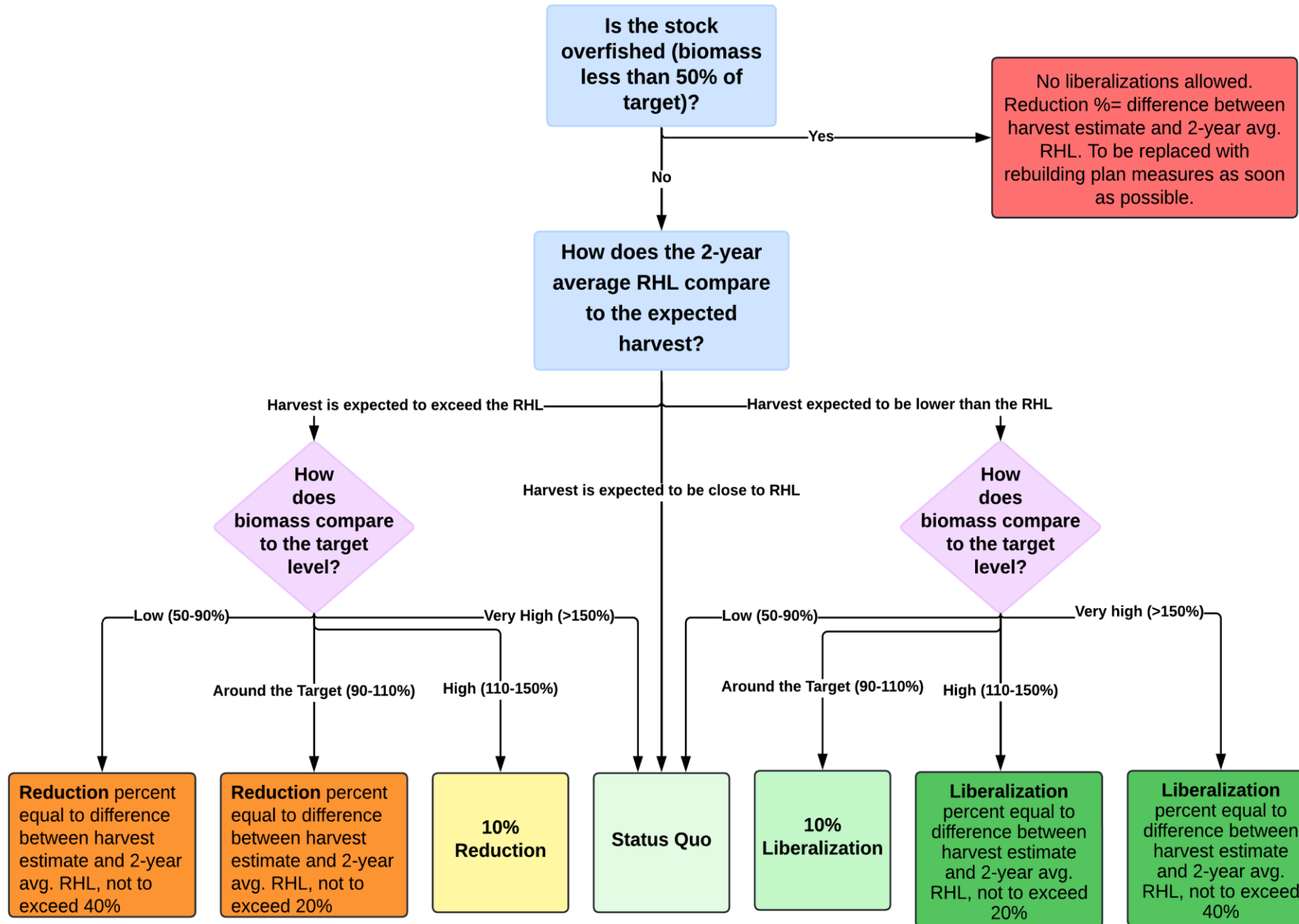
Option C: Modified Percent Change Approach **Using RHL and Harvest**



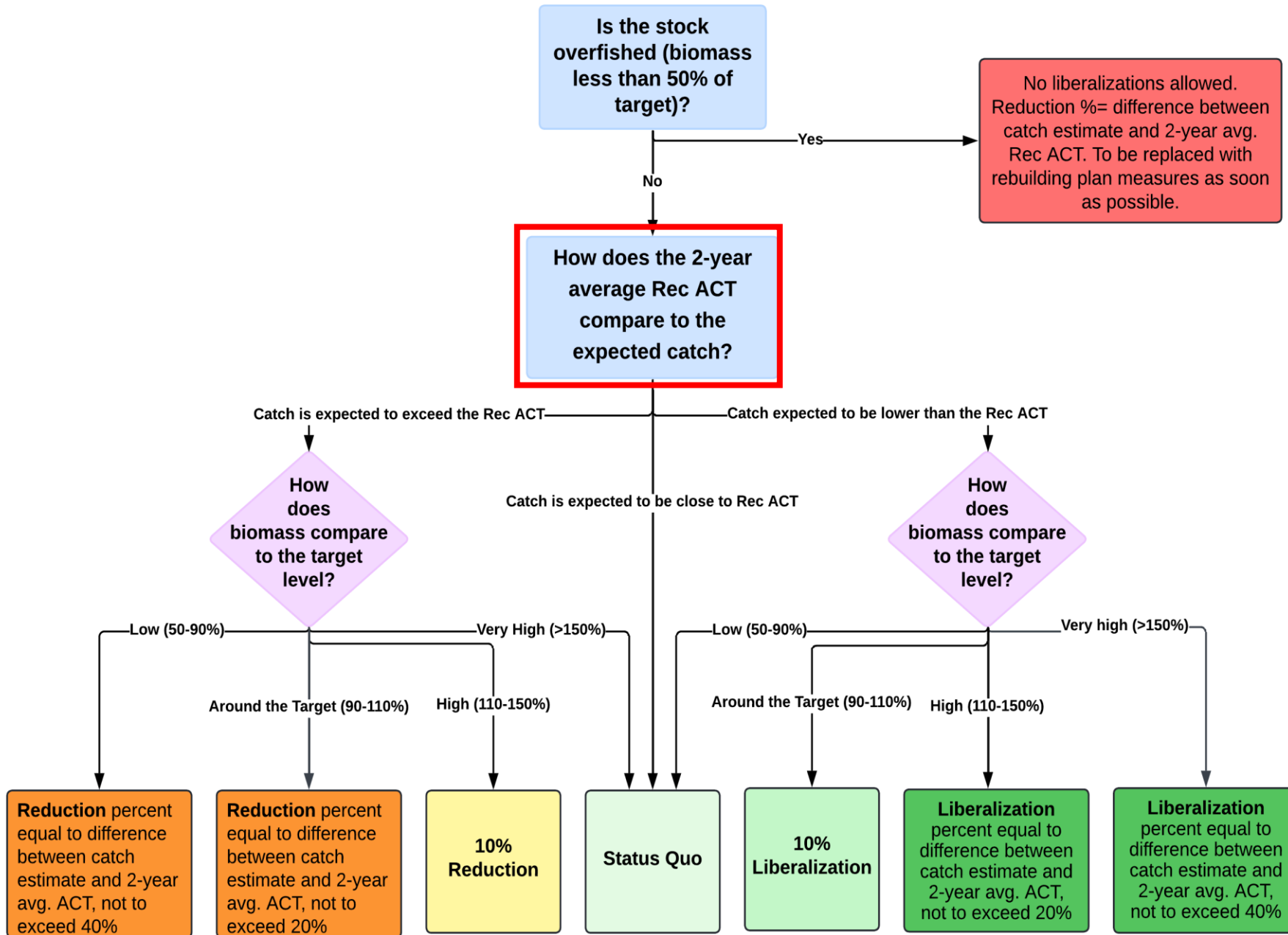
Option C: Modified Percent Change Approach **Using RHL and Harvest**



Option C: Modified Percent Change Approach **Using RHL and Harvest**



Option D: Modified Percent Change Approach **Using ACT and Catch**



- Reactive accountability measures (AMs) triggered when:
 - Most recent 3 yr avg. rec. catch exceeds avg. rec. ACL for summer flounder, scup, and black sea bass
 - Most recent single year rec. catch exceeds rec. ACL for bluefish
UNLESS no transfers between sectors then use 3 yr avg.





Sub-Options C-1 and D-1: Same as current AMs but with modifications to align biomass categories and a clarification.

Biomass Level	AM Response
Overfished, under rebuilding plan, or unknown stock status	<ul style="list-style-type: none"> • Payback exact overage amount
At least 50% of the target, but less than 90% 100% , and not in a rebuilding plan	<ul style="list-style-type: none"> • If only ACL exceeded: Adjust rec. measures • If $F > F_{MSY}$: Scaled payback Payback amount = (overage amount) * $(B_{MSY} - B) / \frac{1}{2} B_{MSY}$
Above At least 90% of the biomass target	<ul style="list-style-type: none"> • Adjustments to rec. measures will may be made • If liberalization allowed, the scale of the liberalization may be reduced to account for the AM.



Accountability Measures Under Options C+D



Sub-Options C-2 and D-2: Same as C-1 and D-1 but with additional consideration of if overfishing is occurring.

Biomass Level	AM Response
Overfished, under rebuilding plan, or unknown stock status	<ul style="list-style-type: none"> • Payback exact overage amount
At least 50% of the target, but less than 90% 100% , and not in a rebuilding plan	<ul style="list-style-type: none"> • If only ACL exceeded: Adjust rec. measures No AM response needed • If $F > F_{MSY}$: Scaled payback Payback amount = (overage amount) * $(B_{MSY} - B) / \frac{1}{2} B_{MSY}$
Above At least 90% of the biomass target	<ul style="list-style-type: none"> • Adjustments to rec. measures will be made • If only ACL exceeded: No AM response needed • If $F > F_{MSY}$: Adjustments to measures may be made. If liberalization allowed, the scale of the liberalization may be reduced to account for the AM.

- Option E considers 3 factors to determine if recreational measures will be reduced, liberalized or remain status quo:
 - Spawning stock biomass compared to the target level
 - Fishing mortality compared to the overfishing threshold, as defined by the most recent stock assessment
 - *Is overfishing occurring and if so, by how much?*
 - *5% threshold for overfishing if stock has high biomass*
 - Recreational catch in the previous year compared to rec ACL
 - *Was the recreational ACL exceeded?*

Option E: Biomass and Fishing Mortality Matrix Approach

Biomass Category	Overfishing not occurring	Overfishing occurring by up to 5%	Overfishing occurring by more than 5% & most recent Rec ACL NOT exceeded	Overfishing occurring by more than 5% and most recent Rec. ACL exceeded
Above the target >=110%	10% liberalization	Status quo unless an AM has been triggered		<u>First time a stock falls into this bin: 10% reduction</u> <u>If stock remains in this bin: reduce catch to achieve Rec. ACT (min. 10% reduction)</u>
Around the target >=90% & <110%	Status quo			Reduce catch to achieve Rec. ACT (min. 10% reduction)
Low >=60% & <90%	Reduce catch to achieve Rec. ACT (min. 10% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Near overfished >=50% & <60%	Reduce catch to achieve Rec. ACT (min. 20% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Overfished (<50%)	No liberalizations allowed. Reductions as needed to achieve Rec. ACT. To be replaced with rebuilding plan measures as soon as possible. If an AM has been triggered, a pound-for-pound overage payback will be deducted from the ACT.			

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Overfished (<50%)	No liberalizations allowed. Reductions as needed to achieve Rec. ACT. To be replaced with rebuilding plan measures as soon as possible. If an AM has been triggered, a pound-for-pound overage payback will be deducted from the ACT.			

Option E: Biomass and Fishing Mortality Matrix Approach

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Above the target ≥110%	10% liberalization	Status quo unless an AM has been triggered		First time a stock falls into this <u>bin</u> : 10% reduction If stock remains in this bin: reduce catch to achieve Rec. ACT (min. 10% reduction)
Around the target ≥90% & <110%	Status quo	Status quo unless an AM has been triggered		Reduce catch to achieve Rec. ACT (min. 10% reduction)
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Around the target ≥90% & <110%				Status quo
Low ≥60% & <90%	Reduce catch to achieve Rec. ACT (min. 10% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Near overfished ≥50% & <60%	Reduce catch to achieve Rec. ACT (min. 20% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Overfished (<50%)	No liberalizations allowed. Reductions as needed to achieve Rec. ACT. To be replaced with rebuilding plan measures as soon as possible. If an AM has been triggered, a pound-for-pound overage payback will be deducted from the ACT.			

Option E: Biomass and Fishing Mortality Matrix Approach

Biomass Category	Overfishing not occurring	Overfishing occurring by up to 5%	Overfishing occurring by more than 5% & most recent Rec ACL NOT exceeded	Overfishing occurring by more than 5% and most recent Rec. ACL exceeded
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Around the target ≥90% & <110%	Status quo			Reduce catch to achieve Rec. ACT (min. 10% reduction)
Low ≥60% & <90%	Reduce catch to achieve Rec. ACT (min. 10% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Near overfished ≥50% & <60%	Reduce catch to achieve Rec. ACT (min. 20% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Overfished (<50%)	No liberalizations allowed. Reductions as needed to achieve Rec. ACT. To be replaced with rebuilding plan measures as soon as possible. If an AM has been triggered, a pound-for-pound overage payback will be deducted from the ACT.			

Option E: Biomass and Fishing Mortality Matrix Approach

Biomass Category	Overfishing not occurring	Overfishing occurring by up to 5%	Overfishing occurring by more than 5% & most recent Rec ACL NOT exceeded	Overfishing occurring by more than 5% and most recent Rec. ACL exceeded
Above the target ≥110%	10% liberalization	Status quo unless an AM has been triggered		<u>First time a stock falls into this bin: 10% reduction</u> If stock remains in this bin: reduce catch to achieve Rec. ACT (min. 10% reduction)
Around the target ≥90% & <110%	Status quo			Reduce catch to achieve Rec. ACT (min. 10% reduction)
Low ≥60% & <90%	Reduce catch to achieve Rec. ACT (min. 10% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Near overfished ≥50% & <60%	Reduce catch to achieve Rec. ACT (min. 20% reduction) If an AM has been triggered, a scaled overage payback will be deducted from the ACT.			
Overfished (<50%)	No liberalizations allowed. Reductions as needed to achieve Rec. ACT. To be replaced with rebuilding plan measures as soon as possible. If an AM has been triggered, a pound-for-pound overage payback will be deducted from the ACT.			



OTHER TOPICS



Impacts to the Commercial Sector



- This action:
 - Does **not** consider changes to commercial management
 - Does **not** consider transferring quota between commercial and recreational sectors or modify allocations
 - Is **not** intended to lead to future revisions to the commercial/recreational allocations
 - Does **not** change process for setting commercial/recreational ACLs, ACTs, and landings limits

- SSC review considered potential indirect impacts to the commercial sector.
 - Setting of rec measures **does not** directly impact ABC recommendations.
 - If the frequency of ABC overages increases, SSC may assume ABC overages in the projections that inform future ABCs.
 - An assumption of ABC overages may lead to a reduction in the ABCs, catch and landing limits for both sectors.
 - SSC did not consider AMs as AMs were not fully developed at time of review.



Public Hearing Schedule



Date and Hearing Format	State/Agency
Tuesday, January 14 Webinar Hearing 6:00 – 8:00 p.m.	Maine Dept. of Marine Resources, New Hampshire Fish and Game Department, and Massachusetts Division of Marine Fisheries
Wednesday, January 22 Hybrid Hearing 6:00 – 8:00 p.m.	New York State Dept. of Environmental Conservation
Thursday, January 23 Hybrid Hearing 6:00 – 8:00 p.m.	Rhode Island Dept. of Environmental Management
Tuesday, January 28 Webinar Hearing 6:00 – 8:00 p.m.	New Jersey Dept. of Environmental Protection and Connecticut Dept. of Energy & Environmental Protection
Wednesday, January 29 Webinar Hearing 6:00 – 8:00 p.m.	Delaware Division of Fish and Wildlife, Maryland Dept. of Natural Resources, Potomac River Fisheries Commission, Virginia Marine Resources Commission, and North Carolina Dept. of Environmental Quality



Resources



**Recreational Measures Setting Process Draft
Addenda on ASMFC Public Input web page:**

www.asmfc.org/about-us/public-input

Public Hearings on ASMFC Calendar:

www.asmfc.org/calendar/

YouTube Presentation Recording



ASMFCvideos

142 subscribers



How to Submit Written Comments



1. Email to: comments@asmfc.org
 - Subject line: Recreational Measures Setting Process
2. Mail to: Chelsea Tuohy, Atlantic States Marine Fisheries Commission, 1050 North Highland Street, Suite 200 A-N, Arlington, VA 22201

Submit written comments by
February 15, 2025 at 11:59 p.m.

Comments will be summarized and presented to the Board and Council in April 2025