

White Paper

Development of Dolphin Wahoo Amendment 10 Snapper Grouper Amendment 44

March 2016

At their December 2015 meeting in Atlantic Beach, North Carolina, the South Atlantic Fishery Management Council (Council) discussed allocation issues facing the dolphin and yellowtail snapper fisheries. The Council directed staff to plan for a March 2016 joint meeting of the Dolphin Wahoo and Snapper Grouper Committees to discuss the potential development of a new joint Dolphin Wahoo/Snapper Grouper Amendment to address allocation considerations.

Tables showing landings by sector (and in the case of dolphin, also by commercial gear) are on subsequent pages following the discussion of possible actions the joint committee may wish to include in a new amendment. These tables may help inform the discussion. Also available as attachments are the SEFSC report on “Trends in Atlantic Dolphin Landings 2010-2015 and ACL Monitoring of Atlantic Dolphin by the SEFSC during the 2015 Season” (*Attachment 4*) and the “Dolphin Commercial Trip Limits” (*Attachment 3*) white paper from the September 2015 briefing book

The Joint Committee may also choose to discuss how OY is operationally defined for the commercial and recreational sectors, as what might be considered optimal for one sector is not optimal for the other. Such a discussion could be beneficial in informing talks on revisiting allocation scenarios for dolphin, yellowtail snapper, and other species important to both sectors.

At the December meeting the Council discussed several items that could be included in a proposed Amendment. Possible items for a new amendment could be:

DOLPHIN

Commercial gear sector allocations for (longline and hook and line) (Table 1)

When the commercial sector of the dolphin fishery closed on June 30, 2015, all commercial fishing for dolphin ceased for the rest of the calendar year. Traditionally, the longline gear sector makes the majority of their catches between late April and early July. The hook-and-line gear sector in the past has continued to fish throughout the year. In 2015, the hook-and-line gear sector was not able to fish as they had historically. The Council wanted to consider sub-allocations of the commercial ACL to the gear sectors so that increased landings by one gear will not adversely affect other gear sectors’ ability to fish for dolphin.

Table 1 shows the pounds landed (ww) of dolphin by longline and hook and line gear types from 2005 through 2014 by month. In that 10-year period, when there were no

closures, 62% of commercially landed dolphin was by longlines and 48% by hook and line. Only in May and June do longline landings have a much larger percent of the landings compared to hook and line-caught fish. The longline landings volume in May and June tend to be very large, whereas the hook and line landings are more evenly distributed throughout the fishing year.

Consider permanent or temporary allocation shifts between commercial and recreational sectors

One way to consider allocation would be to allow temporary allocation shifts between sectors when it appears that one sector is not going to land its entire ACL while the other sector is likely to be closed. If a temporary allocation shift occurred, it would only be valid for the fishing year in which the shift occurred. The following season would go back to the regular sector allocations. Additionally, the Council could consider permanent allocation shifts between sectors such as occurred in Amendment 8.

Table 2 is similar to **Table 1** except that it combines all commercial landings of dolphin and compares them to recreational landings by month for the years 2005 through 2014. The 2005 – 2014 10% commercial/90% recreational allocations matches the revised allocation put in place in Dolphin Wahoo FMP Amendment 8.

Establish a common pool allocation or reserve category allocation

While Amendment 8 permanently increased the commercial allocation for dolphin to 10%, there are still issues regarding dolphin allocations that remain. The recreational sector typically does not land its entire sector ACL. Some interests would like to see if some of the uncaught ACL by one sector could be made available to the other sector. One way to consider such a situation is to create a common pool allocation or set aside some of the overall ACL into a reserve that would be tapped into by either the commercial or recreational sector only if it needed the additional pounds of fish to keep from going over its sector ACL.

YELLOWTAIL SNAPPER

Consider permanent or temporary allocation shifts between commercial and recreational sectors

One way to consider allocation would be to allow temporary allocation shifts between sectors when it appears that one sector is not going to land its entire ACL while the other sector is likely to be closed. If a temporary allocation shift occurred, it would only be valid for the fishing year in which the shift occurred. The following season would go back to the regular sector allocations. Additionally, the Council could consider permanent allocation shifts between sectors.

Table 3 is similar to **Table 2** except that it compares commercial landings of yellowtail snapper with recreational landings by month for the years 2005 through 2014. The current allocations for yellowtail snapper are 52.56% commercial and 47.44% recreational. The commercial sector was closed for yellowtail snapper on 10/31/2015, it was not closed during the 2005 – 2014 time series used in **Table 3**. The recreational sector has not been closed for yellowtail snapper.

Establish a common pool allocation or reserve category allocation

The recreational sector for yellowtail snapper in the South Atlantic has not landed its sector ACL. Some interests would like to see if some of the uncaught ACL by one sector could be made available to the other sector. One way to consider such a situation is to create a common pool allocation or set aside some of the overall ACL into a reserve that would be tapped into by either the commercial or recreational sector only if it needed the additional pounds of fish to keep from going over its sector ACL.

If the Joint Dolphin Wahoo/Snapper Grouper Committee/Full Council would like to pursue the development of Dolphin Wahoo Amendment 10/Snapper Grouper Amendment 44, a motion could be made to send potential actions out for scoping.

SUGGESTED MOTION: DIRECT STAFF TO DEVELOP A SCOPING DOCUMENT AND SEND DOLPHIN WAHOO AMENDMENT 10/SNAPPER GROUPE AMENDMENT 44 OUT FOR SCOPING IN APRIL/MAY OF 2016 USING WEBINARS.

Table 1. Dolphin landings by month/year for the commercial sector by gear type

		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		Average 2005 - 2014												
		Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%									
January	Longline	1,479		23%	447		10%	1,412		24%	5,422		55%	4,269		46%	1,660		40%	1,059		22%	10,738		56%	7,608		65%	9,161		73%	4,326		49%
	H & L	4,980		77%	3,847		90%	4,589		76%	4,353		45%	4,996		54%	2,511		60%	3,801		78%	8,544		44%	4,122		35%	3,462		27%	4,520		51%
February	Longline	1,129		11%	1,050		17%	4,105		54%	8,211		66%	3,073		31%	1,063		25%	770		12%	12,215		59%	9,996		73%	16,912		76%	5,852		51%
	H & L	9,344		89%	5,180		83%	3,450		46%	4,145		34%	6,921		69%	3,183		75%	5,555		88%	8,363		41%	3,730		27%	5,476		24%	5,535		49%
March	Longline	1,839		21%	841		9%	5,071		37%	11,626		73%	7,221		44%	2,063		34%	1,962		22%	15,754		61%	7,375		44%	22,432		75%	7,618		50%
	H & L	6,894		79%	8,316		91%	8,557		63%	4,292		27%	9,045		56%	4,053		66%	6,800		78%	10,004		39%	9,476		56%	7,375		25%	7,481		50%
April	Longline	6,077		33%	3,722		15%	10,991		35%	21,065		58%	12,181		32%	4,680		31%	6,309		39%	24,655		64%	10,269		42%	24,352		61%	12,430		44%
	H & L	12,285		67%	20,830		85%	20,435		65%	15,400		42%	26,210		68%	10,363		69%	9,765		61%	14,072		36%	14,293		58%	15,612		39%	15,926		56%
May	Longline	156,093		69%	130,068		55%	270,079		72%	214,966		75%	395,123		69%	232,718		72%	255,945		68%	273,571		80%	153,954		67%	483,578		87%	256,609		73%
	H & L	70,469		31%	108,094		45%	103,512		28%	73,393		25%	179,956		31%	91,576		28%	118,804		32%	67,765		20%	77,267		33%	70,702		13%	96,154		27%
June	Longline	70,494		43%	169,168		75%	236,318		73%	200,591		68%	279,368		73%	154,719		71%	49,216		38%	30,821		44%	128,555		77%	172,761		71%	149,201		67%
	H & L	94,899		57%	57,722		25%	87,927		27%	94,990		32%	101,566		27%	63,465		29%	80,835		62%	39,317		56%	38,093		23%	69,649		29%	72,846		33%
July	Longline	6,951		14%	11,212		26%	10,496		22%	4,268		15%	30,689		49%	5,341		17%	4,587		10%	7,632		29%	10,925		35%	9,855		25%	10,196		25%
	H & L	41,874		86%	31,532		74%	36,944		78%	24,759		85%	32,387		51%	25,662		83%	42,569		90%	18,908		71%	19,939		65%	28,837		75%	30,341		75%
August	Longline	1,844		9%	1,945		7%	3,184		15%	2,421		11%	2,907		21%	2,105		10%	3,269		8%	1,447		8%	5,819		24%	2,940		13%	2,788		12%
	H & L	17,892		91%	25,039		93%	18,535		85%	20,359		89%	11,239		79%	18,568		90%	39,962		92%	17,547		92%	18,171		76%	19,591		87%	20,690		88%
September	Longline	698		7%	648		10%	1,564		11%	1,789		9%	1,908		22%	2,832		32%	3,671		8%	2,530		19%	3,302		33%	2,749		21%	2,169		14%
	H & L	9,560		93%	5,684		90%	13,316		89%	18,705		91%	6,934		78%	6,126		68%	42,997		92%	10,685		81%	6,615		67%	10,536		79%	13,116		86%
October	Longline	1,137		15%	807		17%	1,239		11%	3,256		29%	3,514		35%	2,229		25%	5,351		31%	5,462		32%	3,414		24%	3,767		24%	3,018		26%
	H & L	6,421		85%	4,041		83%	9,677		89%	8,125		71%	6,588		65%	6,706		75%	12,023		69%	11,751		68%	10,706		76%	11,991		76%	8,803		74%
November	Longline	505		6%	564		11%	969		13%	2,705		23%	1,446		21%	4,441		35%	5,908		21%	4,194		43%	1,171		24%	3,368		33%	2,527		24%
	H & L	7,977		94%	4,457		89%	6,466		87%	9,060		77%	5,452		79%	8,150		65%	21,753		79%	5,624		57%	3,612		76%	6,759		67%	7,931		76%
December	Longline	196		4%	696		9%	702		15%	2,858		41%	1,438		29%	2,062		29%	14,944		65%	5,921		50%	5,526		63%	7,631		76%	4,197		47%
	H & L	4,683		96%	7,135		91%	4,091		85%	4,036		59%	3,585		71%	4,996		71%	7,876		35%	5,982		50%	3,254		37%	2,459		24%	4,810		53%
Annual	Longline	248,443		46%	321,170		53%	546,131		63%	479,179		63%	743,138		65%	415,912		63%	352,991		47%	394,941		64%	347,914		62%	759,506		75%	460,932		62%
	H & L	287,277		54%	281,875		47%	317,498		37%	281,616		37%	394,878		35%	245,360		37%	392,740		53%	218,561		36%	209,278		38%	252,449		25%	288,153		38%

Table 2. Dolphin landings by month/year by commercial and recreational sectors

		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		Average 2005 - 2014	
		Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%	Lbs ww	%
January	Commercial	6,459	12%	4,294	4%	6,001	5%	9,775	8%	9,265	9%	4,171	5%	4,860	17%	19,282	15%	11,730	25%	12,623	48%	8,846	11%
	Recreational	49,069	88%	107,248	96%	119,434	95%	113,937	92%	93,938	91%	83,793	95%	23,334	83%	107,002	85%	34,723	75%	13,517	52%	74,600	89%
February	Commercial	10,473	7%	6,230	7%	7,555	2%	12,356	38%	9,994	4%	4,246	6%	6,325	19%	20,578	27%	13,726	26%	22,388	26%	11,387	10%
	Recreational	138,247	93%	79,560	93%	312,875	98%	20,054	62%	222,906	96%	62,834	94%	26,960	81%	54,557	73%	38,703	74%	62,557	74%	101,925	90%
March	Commercial	8,733	6%	9,157	7%	13,628	6%	15,918	9%	16,266	7%	6,116	16%	8,762	7%	25,758	12%	16,851	12%	29,807	24%	15,100	9%
	Recreational	139,721	94%	128,487	93%	234,121	94%	151,848	91%	224,867	93%	31,133	84%	116,475	93%	198,216	88%	125,005	88%	95,288	76%	144,516	91%
April	Commercial	18,362	4%	24,552	4%	31,426	6%	36,465	3%	38,391	6%	15,043	2%	16,074	8%	38,727	4%	24,562	17%	39,964	6%	28,357	5%
	Recreational	499,031	96%	662,217	96%	500,303	94%	1,027,783	97%	650,906	94%	608,830	98%	196,508	92%	894,238	96%	115,885	83%	589,941	94%	574,564	95%
May	Commercial	226,562	17%	238,162	10%	373,591	11%	288,359	19%	575,079	26%	324,294	23%	374,749	22%	341,336	17%	231,221	19%	554,280	50%	352,763	20%
	Recreational	1,078,394	83%	2,036,035	90%	2,928,191	89%	1,228,339	81%	1,668,952	74%	1,088,157	77%	1,348,228	78%	1,612,926	83%	955,128	81%	555,469	50%	1,449,982	80%
June	Commercial	165,393	8%	226,890	12%	324,245	15%	295,581	14%	380,934	18%	218,184	7%	130,051	7%	70,138	5%	166,648	17%	242,410	14%	222,047	12%
	Recreational	1,888,739	92%	1,639,280	88%	1,861,920	85%	1,770,794	86%	1,700,191	82%	2,909,746	93%	1,609,310	93%	1,216,979	95%	797,973	83%	1,501,502	86%	1,689,643	88%
July	Commercial	48,825	2%	42,744	3%	47,440	2%	29,027	3%	63,076	5%	31,003	6%	47,156	4%	26,540	7%	30,864	6%	38,692	6%	40,537	3%
	Recreational	2,744,368	98%	1,595,181	97%	2,189,882	98%	1,072,032	97%	1,282,260	95%	517,093	94%	1,121,318	96%	348,724	93%	444,596	94%	631,332	94%	1,194,679	97%
August	Commercial	19,736	2%	26,984	3%	21,719	4%	22,780	3%	14,146	4%	20,673	5%	43,231	7%	18,994	5%	23,990	3%	22,531	7%	23,478	4%
	Recreational	1,101,655	98%	771,091	97%	483,552	96%	869,278	97%	328,087	96%	356,509	95%	544,929	93%	393,352	95%	807,122	97%	321,223	93%	597,680	96%
September	Commercial	10,258	4%	6,332	1%	14,880	5%	20,494	3%	8,842	6%	8,958	4%	46,668	10%	13,215	4%	9,917	4%	13,285	9%	15,285	5%
	Recreational	257,054	96%	583,633	99%	286,277	95%	574,690	97%	145,211	94%	206,412	96%	423,711	90%	362,116	96%	231,474	96%	142,211	91%	321,279	95%
October	Commercial	7,558	4%	4,848	2%	10,916	4%	11,381	5%	10,102	10%	8,935	8%	17,374	4%	17,213	4%	14,120	9%	15,758	3%	11,821	4%
	Recreational	200,791	96%	256,066	98%	246,126	96%	236,732	95%	87,766	90%	96,653	92%	432,008	96%	442,311	96%	144,928	91%	435,318	97%	257,870	96%
November	Commercial	8,482	4%	5,021	5%	7,435	4%	11,765	3%	6,898	3%	12,591	36%	27,661	19%	9,818	12%	4,783	16%	10,127	18%	10,458	7%
	Recreational	192,767	96%	98,242	95%	198,379	96%	365,669	97%	197,768	97%	22,695	64%	116,541	81%	70,921	88%	25,097	84%	47,216	82%	133,530	93%
December	Commercial	4,879	4%	7,831	3%	4,793	6%	6,894	3%	5,023	2%	7,058	16%	22,820	11%	11,903	7%	8,780	6%	10,090	8%	9,007	5%
	Recreational	124,803	96%	237,135	97%	75,118	94%	248,417	97%	252,408	98%	36,624	84%	175,616	89%	160,428	93%	143,687	94%	121,176	92%	157,541	95%
Annual	Commercial	535,720	6%	603,045	7%	863,629	8%	760,795	9%	1,138,016	14%	661,272	10%	745,731	11%	613,502	9%	557,192	13%	1,011,955	18%	749,086	10%
	Recreational	8,414,637	94%	8,194,176	93%	9,436,178	92%	7,679,572	91%	6,855,259	86%	6,020,479	90%	6,134,938	89%	5,861,772	91%	3,864,320	87%	4,516,751	82%	6,697,808	90%

Table 3. Yellowtail snapper landings by month/year by commercial and recreational sectors

		2005		2006		2007		2008		2009		2010		2011		2012		2013		2014		Average 2005 - 2014												
		Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%	Lbs	ww	%									
January	Commercial	52,843		60%	58,660		80%	49,025		46%	53,701		49%	49,594		52%	46,429		68%	51,019		73%	79,114		70%	66,160		43%	42,750		36%	54,930		55%
	Recreational	35,728		40%	14,293		20%	58,555		54%	55,625		51%	46,257		48%	21,491		32%	18,580		27%	33,829		30%	86,017		57%	77,010		64%	44,738		45%
February	Commercial	61,897		66%	49,315		32%	41,135		31%	66,208		59%	35,819		31%	45,668		71%	48,897		36%	115,890		83%	100,077		75%	88,872		33%	65,378		49%
	Recreational	32,264		34%	103,610		68%	91,813		69%	45,071		41%	79,813		69%	18,229		29%	86,011		64%	24,398		17%	32,894		25%	176,889		67%	69,099		51%
March	Commercial	74,031		58%	76,143		49%	22,910		34%	62,711		56%	70,980		80%	63,469		71%	100,788		69%	143,277		57%	88,244		57%	98,636		72%	80,119		60%
	Recreational	52,864		42%	77,923		51%	44,033		66%	50,127		44%	17,387		20%	25,799		29%	44,559		31%	108,423		43%	65,741		43%	38,227		28%	52,508		40%
April	Commercial	66,916		61%	93,932		61%	55,730		54%	123,854		43%	113,124		70%	112,671		74%	142,416		83%	144,119		81%	147,505		65%	136,111		64%	113,638		65%
	Recreational	43,536		39%	59,491		39%	46,855		46%	167,090		57%	48,049		30%	39,035		26%	29,201		17%	34,536		19%	77,936		35%	75,596		36%	62,133		35%
May	Commercial	115,391		75%	93,218		69%	66,361		35%	98,918		65%	133,268		76%	200,611		74%	142,906		85%	195,404		64%	199,457		64%	175,225		51%	142,076		64%
	Recreational	38,321		25%	41,561		31%	122,766		65%	52,578		35%	41,952		24%	71,995		26%	24,754		15%	110,962		36%	111,666		36%	169,018		49%	78,557		36%
June	Commercial	98,532		63%	74,206		58%	115,556		42%	121,346		46%	133,169		73%	183,711		57%	111,853		78%	140,350		79%	174,877		49%	172,977		55%	132,658		57%
	Recreational	58,457		37%	52,686		42%	158,962		58%	142,809		54%	48,496		27%	137,379		43%	32,007		22%	36,678		21%	180,303		51%	143,114		45%	99,089		43%
July	Commercial	91,453		59%	42,118		53%	54,585		17%	102,815		22%	107,665		73%	97,021		52%	91,754		72%	149,331		73%	123,552		46%	103,646		44%	96,394		44%
	Recreational	64,810		41%	36,956		47%	262,611		83%	370,100		78%	39,796		27%	91,260		48%	36,356		28%	56,365		27%	144,987		54%	132,357		56%	123,560		56%
August	Commercial	50,907		54%	44,266		49%	40,868		44%	68,535		52%	100,407		79%	140,530		79%	84,204		68%	97,872		84%	108,309		66%	69,450		42%	80,535		63%
	Recreational	43,034		46%	46,108		51%	51,785		56%	63,741		48%	27,347		21%	38,179		21%	39,757		32%	17,955		16%	56,338		34%	96,507		58%	48,075		37%
September	Commercial	61,369		51%	54,825		58%	45,469		27%	74,581		61%	99,615		86%	70,507		60%	101,293		67%	120,555		77%	123,531		80%	70,608		71%	82,235		63%
	Recreational	58,589		49%	40,214		42%	120,827		73%	46,764		39%	16,386		14%	47,516		40%	50,352		33%	35,434		23%	30,360		20%	28,604		29%	47,505		37%
October	Commercial	31,305		52%	48,786		41%	36,049		41%	48,740		69%	89,293		81%	66,323		82%	92,895		85%	96,785		75%	76,223		69%	89,986		70%	67,639		67%
	Recreational	29,136		48%	69,131		59%	52,438		59%	22,131		31%	21,413		19%	14,647		18%	16,747		15%	32,992		25%	35,015		31%	39,122		30%	33,277		33%
November	Commercial	43,805		50%	33,474		37%	41,255		48%	39,447		52%	80,726		47%	61,722		56%	94,836		68%	71,916		45%	53,858		61%	80,584		77%	60,162		54%
	Recreational	43,477		50%	56,295		63%	45,100		52%	36,259		48%	89,858		53%	48,433		44%	44,133		32%	88,951		55%	33,758		39%	23,460		23%	50,972		46%
December	Commercial	69,172		63%	27,262		41%	60,435		62%	50,428		25%	71,697		85%	38,909		86%	63,259		80%	88,192		71%	67,338		73%	81,084		51%	61,778		58%
	Recreational	40,838		37%	39,829		59%	36,796		38%	151,215		75%	13,114		15%	6,420		14%	15,700		20%	36,311		29%	24,749		27%	79,316		49%	44,429		42%
Annual	Commercial	817,621		60%	696,205		52%	629,378		37%	911,284		43%	1,085,357		69%	1,127,571		67%	1,126,120		72%	1,442,805		70%	1,329,131		60%	1,209,929		53%	1,037,540		58%
	Recreational	541,054		40%	638,096		48%	1,092,540		63%	1,203,510		57%	489,868		31%	560,385		33%	438,156		28%	616,833		30%	879,764		40%	1,079,222		47%	753,943		42%