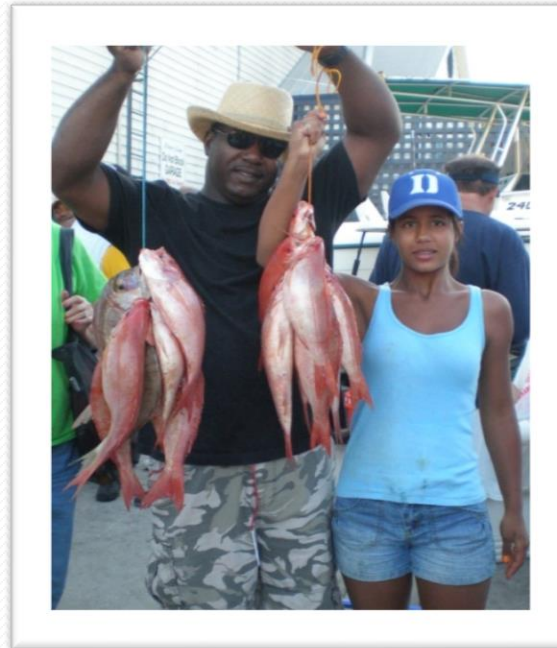




Allocation in the South Atlantic Region



March 2019



Outline

- I. History of allocation:
 - Snapper Grouper FMP
 - CMP FMP
 - Dolphin Wahoo FMP (Atlantic)

- II. Allocations Committee – stumbling blocks and lessons learned

- III. Qualitative approaches to allocation

- IV. Summary of recent Council allocation discussions



Snapper Grouper

- Used quotas (commercial) and management measures (i.e., bag and size limits, trip limits) to manage the fishery until MSA reauthorization in 2007 required ACLs.
- Jurisdictional (SA and Gulf) and sector allocations have been based on landings.
- The Council has used gear allocation in the golden tilefish commercial fishery.

Black Sea bass

Amendment 13C (2006):

- Allocation was based on average recreational and commercial catches from 1999 through 2003 to establish a recreational allocation.



Red porgy & Snowy Grouper

Amendment 15B (2009):

- Red Porgy: Selected based on closest to status quo (1990-2003 landings were 49/51). Council discussed having to adjust TAC if commercial were allocated > 50% (due to higher commercial discard mortality).
- Snowy Grouper: Landings 1986-2005 (longest time series available). Shorter time frames were not utilized because unrealistic spikes in recreational landings overly influenced the results.



Gag & Vermilion Snapper

Amendment 16 (2009):

- Gag: Landings 1999 to 2003 because reflected recent catch. In addition, reductions in harvest were of similar magnitude.
- Vermilion Snapper: Landings 1986-2005 (longest time series available). Council noted that results did not change much if different time frames were analyzed.



Gag, Red Grouper, Black Grouper

Amendment 17B (2011):

- Combined allocations and fishing level for Gag, red grouper, and black grouper
- No explicit allocation selected. Pounds are expected catch resulting from implementing Amendment 16.



Golden Tilefish

- Sector allocation = $(0.5 \times \text{mean landings } 1986\text{-}2008) + (0.5 \times \text{mean landings } 2006\text{-}2008)$
- Allocation would mirror historic harvest
- Allocation of 50/50 was also considered but would adversely impact commercial and provide limits above what could be caught recreationally



Red Grouper

Amendment 24 (2012):

- Sector allocation = $(0.5 \times \text{mean landings } 1986\text{-}2008) + (0.5 \times \text{mean landings } 2006\text{-}2008)$
- Time series selected included the early time period when the commercial sector dominated the catch, as well as recent data from 2006-2008 when the for-hire sector dominated catch.



Other SG Species

Comprehensive ACL amendment (2012):

- Most species: sector allocation = $(0.5 \times \text{mean landings } 1986\text{-}2008) + (0.5 \times \text{mean landings } 2006\text{-}2008)$.
- Black grouper: $(0.5 \times \text{mean landings } 1991\text{-}2008) + (0.5 \times \text{mean landings } 2006\text{-}2008)$.
- Jurisdictional allocation for black grouper, yellowtail snapper and mutton snapper.
- Wreckfish: 95/5 based on public input and guidance from AP.



King Mackerel

- **Amendment 1 (1985):** Recognized two migratory groups (Gulf and South Atlantic).
- Method of allocation: the largest number of years beginning in 1979 for which concurrent recreational and commercial catch data are available will be used to calculate the average percent distribution of catch between commercial and recreational fishermen.





Spanish Mackerel

- **Amendment 2 (1987):** Recognized two migratory groups (Gulf and South Atlantic).
 - Allocation based on the average ratio of the catch from 1979-1985.



Spanish Mackerel

- **Amendment 4 (1989):** Allocations revised to a 50/50 split. Rationale included:
 - The resource was overfished from 1979-1985, resulting in lower recreational catches
 - Recreational catches were affected by increasing commercial effort in the mid-1970s
 - Qualitative information indicated that recreational catch was high during the 1970s
 - Capacity and demand of both user groups has expanded such that either group could harvest all of the available resource, making a 50/50 allocation the most equitable



Spanish Mackerel

- **1998 Framework:** Allocation revision.
 - Commercial catches were increasing and exceeding the sector allocation while the recreational sector remained well below its allocation.



Dolphin Wahoo

- **FMP (2003):** For dolphin, established a non-binding allocation in the Atlantic EEZ.
- **Comprehensive ACL Amendment (2012):** Sector allocation = $(0.5 \times \text{mean landings } 1999\text{-}2008) + (0.5 \text{ mean landings } 2006\text{-}2008)$.
- **Amendment 8 (2015):** Sector allocation for dolphin = average of the percentages of the total catch for 2008-2012.



Allocations Committee

- Formed in December 2007
- Met 4 times in 2008
- Membership appointed by the chair
- Comprehensive ***Allocations*** Amendment was scoped in February 2008 morphed into Comprehensive ***ACL*** Amendment
- Eventually, developed 4 alternatives for the Council to consider



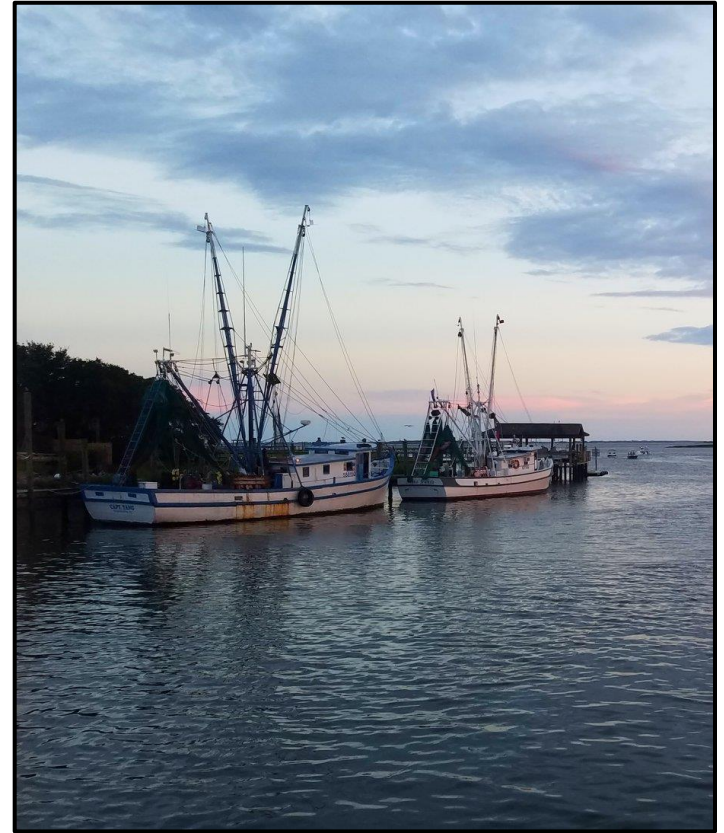
Allocations Committee Recommendations

- Allocate based on 1986-2008 landings
- Allocate based on 2006-2008 landings
- Allocate based on (50% * average 1986-2008 landings) + (50% * average 2006-2008 landings)
- Split allocation equally among the three sectors (commercial, recreational, for-hire)



Qualitative Allocation Factors

- Fairness
- Accomplishments
- Equitable vs. Equal
- Opportunity to compete
- Market needs
- The needs of the common good
- Reciprocity
- No group below a set minimum
- Cultural importance
- Dependence
- Social relationships



Examples of Qualitative Ways to Think About Allocation

- Prioritize the **common good**, allocate based on a sector's ability to use the resource
- Prioritize **social relationships** and mutual respect, allocate the resource equally
- Prioritize **sector welfare** and development, allocate based on who needs the resource



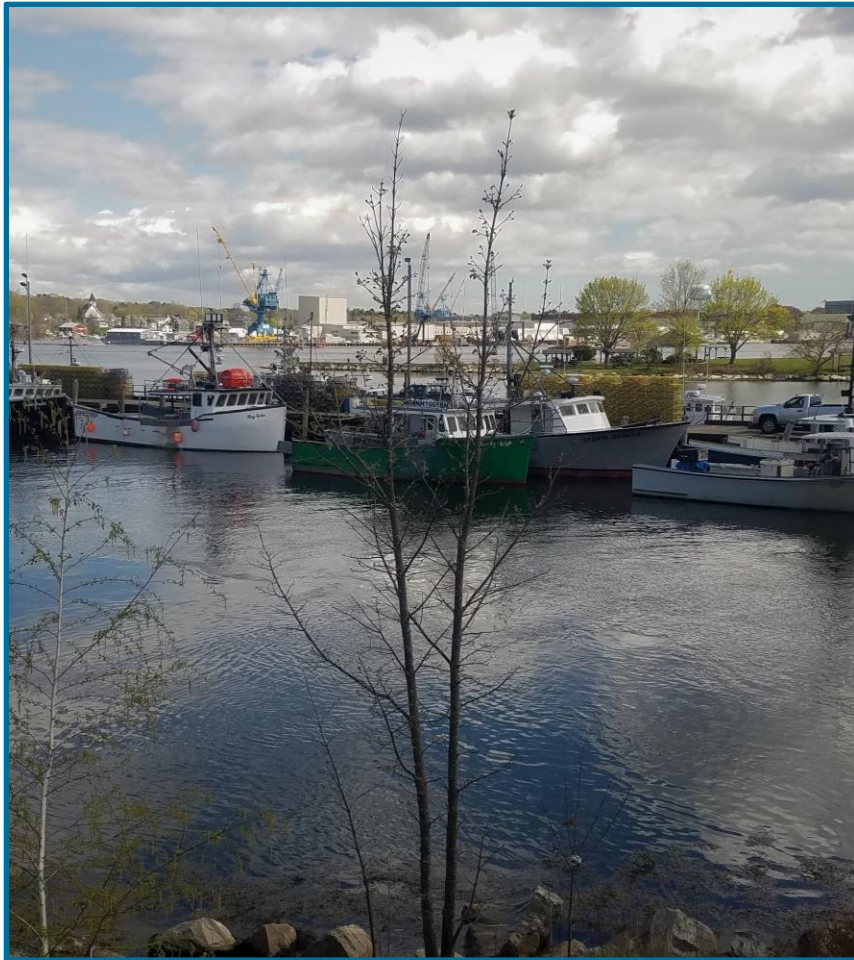
Questions Qualitative Methods Can Help Answer

- What did the fishery look like in the past, how might it look in the future?
- How much importance do commercial and recreational fishermen attach to a resource?
- How dependent are commercial and recreational fishermen on a resource?

Don't forget the hybrid approach! Qualitative and quantitative information often work together to answer a single question.



Council Discussion in March



- The Committee expressed interest in a hybrid quantitative/qualitative approach when considering allocation changes in the future, including using qualitative sources of data such as oral histories, as appropriate, along with more quantitative data sources such as landings history, to determine allocations.



Council Selected Criteria

- Landings history
- Market needs
- Fairness
- Equity
- Cultural importance of a species
- Accountability of a fishing sector
- Importance of fishery to a sector
- Which fisheries might best be served by managing using a single allocation
- Expected discard rate – if expected rate is high, should a sector be allocated more fish?



Discussion Questions

- Does the SEP recommend an approach or approaches that should be used when conducting economic analyses of allocations?
- Does the SEP recommend an approach or approaches that should be used when conducting social analyses of allocations?
- What social and economic data sources are available for conducting analyses related to allocations?
- What factors should the Council take into account when considering whether to reallocate?
- How should social and economic information related to allocations best be presented to the Council for consideration?

