

Background and Summary Information of Dolphin Wahoo Amendment 10

Scientific and Statistical Committee
April 2021

In March 2016, the South Atlantic Fishery Management Council (Council) directed staff to begin development of a joint dolphin wahoo and snapper grouper amendment (Dolphin Wahoo Amendment 10 and Snapper Grouper Amendment 44) to examine different ways to reallocate or share quota between the commercial and recreational sectors for dolphin and yellowtail snapper. One of the major driving events for this amendment occurred in 2015 when the commercial sector met the sector annual catch limit (ACL) for dolphin and closed on June 30, 2015 for the remainder of the calendar year. In the same year, the recreational sector harvested a little over half of the recreational sector ACL, resulting in approximately 6.7 million pounds whole weight (lbs ww) of the total ACL for dolphin going unharvested.

Of note since the 2015 in-season commercial closure for dolphin is Dolphin Wahoo Amendment 8 that went into effect on February 22, 2016 and increased the commercial sector allocation for dolphin from 7.54% to 10% of the total ACL, which added approximately 377,000 lbs ww to the commercial ACL and set the commercial ACL close to the original “soft” cap of 1.5 million lbs ww that was established in the original Dolphin Wahoo Fishery Management Plan (FMP; SAFMC 2003). If Dolphin Wahoo Amendment 8 had been in place in 2015, the in-season closure of commercial dolphin harvest would have been delayed or possibly would not have occurred. Also, on January 30, 2017, Dolphin Wahoo Framework Amendment 1 went into effect that established a 4,000 lbs ww commercial trip limit for dolphin once 75% of the commercial sector ACL is reached, with the intent of slowing down commercial harvest to avoid an in-season closure for the commercial dolphin fishery. Since 2016, neither the commercial nor the recreational sectors have harvested their respective ACLs and the conditional commercial trip limit implemented in Dolphin Wahoo Framework Amendment 1 has not been triggered.

The Council eventually split Dolphin Wahoo Amendment 10 from Snapper Grouper Amendment 44 and continued to develop the amendments separately. Amendment 10 previously included actions to revise the definition of optimum yield for dolphin, allow adaptive management of sector ACLs, allow possession of dolphin and wahoo when non-authorized gears in the dolphin wahoo fishery are on board a vessel, and remove the operator card requirement for vessel operators or crew members. Development of the amendment was suspended pending availability of revised recreational data from the Marine Recreational Information Program (MRIP) using the Fishery Effort Survey (FES) method instead of the Coastal Household Telephone Survey (CHTS) method, per guidance provided during the March 2017 Council meeting. With revised recreational data available, the Council directed staff at the December 2018 meeting to start work again on Amendment 10 with the inclusion of additional items that would allow bag limit sales of dolphin for dually permitted for-hire and commercial permit holders; modify gear, bait, and training requirements in the commercial longline fishery for dolphin and wahoo to align with Highly Migratory Species requirements; reduce the recreational vessel limit for dolphin; revise ACLs to accommodate new recreational data; and revise sector allocations. In March 2019, the Council reviewed the actions in the amendment and added a

potential item to explore, the addition of buoy gear in the dolphin wahoo fishery. At the June 2019 meeting, the Council reviewed the amendment, removed an action that would allow bag limit sales of dolphin, and added an action that would allow for-hire vessels north of the Virginia/North Carolina border to fillet dolphin at sea. At the September 2019 meeting, the Council modified and added actions that would revise the accountability measures for dolphin and wahoo.

The SSC provided new acceptable biological catch (ABC) recommendations for dolphin and wahoo at their October 2019 meeting and again at their April 2020 meeting. In doing so, recreational landings were included for Monroe County, Florida for both dolphin and wahoo. These landings were previously left out of past catch level recommendations for all unassessed species due to issues with determining whether such landings occurred from Gulf of Mexico or South Atlantic waters. The new MRIP dataset allows for better partitioning of recreational landings from Monroe County, Florida between regions and the vast majority of dolphin and wahoo landed in the county are caught from South Atlantic waters. At their April 2020 meeting, the SSC revisited the time series used to set the catch level recommendations at the request of the Council and chose the third highest landings from 1994 to 2007 for both dolphin and wahoo to set the ABC instead of a time series of 1994 to 1997 for dolphin and 1999 to 2007 for wahoo. This resulted in ABCs of 24,570,764 lbs ww for dolphin and 2,885,303 lbs ww for wahoo.

In March 2021, the Council reviewed public hearing comments, approved edits to the purpose and need statement, affirmed or selected preferred alternatives for all actions, and directed staff to prepared the amendment for a potential vote of approval for Secretarial review at the June 2021 meeting. As of the March 2021 Council meeting, the actions in Amendment 10 would accommodate updated recreational data from the Marine Recreational Information Program and new catch level recommendations from the SSC by revising the annual catch limits and sector allocations for dolphin and wahoo. The amendment also contains actions that implement various other management changes in the fishery including revising recreational accountability measures, accommodating possession of dolphin and wahoo on vessels with certain unauthorized gears onboard, removing the operator card requirement, reducing the recreational vessel limit for dolphin, reducing the recreational bag limit for wahoo, and implementing a recreational vessel limit for wahoo. A copy of the decision document that the Council reviewed on Amendment 10 at their last meeting can be found [HERE](#).

Summary of Actions

The Council is primarily taking action in Amendment 10 to incorporate the SSC's new catch level recommendations, address deficiencies in the recreational accountability measures, and respond to public input on management changes that are needed in the Dolphin Wahoo Fishery. Amendment 10 proposes the following 12 actions to revise the management of dolphin and wahoo in the Atlantic. The Council's preferred alternatives are highlighted for each action.

Actions that accommodate revised recreational data and catch level recommendations

Action 1. Revise the total annual catch limit for dolphin to reflect the updated acceptable biological catch level

Alternative 1 (No Action). The total annual catch limit for dolphin is set equal to the current acceptable biological catch level.

Preferred Alternative 2. The total annual catch limit for dolphin is equal to the updated acceptable biological catch level.

Alternative 3. The total annual catch limit for dolphin is equal to 95% of the updated acceptable biological catch level.

Alternative 4. The total annual catch limit for dolphin is equal to 90% of the updated acceptable biological catch level.

Action 2. Revise the total annual catch limit for wahoo to reflect the updated acceptable biological catch level

Alternative 1 (No Action). The total annual catch limit for wahoo is set equal to the acceptable biological catch level.

Preferred Alternative 2. The total annual catch limit for wahoo is equal to the updated acceptable biological catch level.

Alternative 3. The total annual catch limit for wahoo is equal to 95% of the updated acceptable biological catch level.

Alternative 4. The total annual catch limit for wahoo is equal to 90% of the updated acceptable biological catch level.

Action 3. Revise sector allocations and sector annual catch limits for dolphin

Alternative 1 (No Action). Retain the current recreational sector and commercial sector allocations as 90.00% and 10.00%, respectively, of the revised total annual catch limit for dolphin.

Alternative 2. Allocate 93.75% of the revised total annual catch limit for dolphin to the recreational sector. Allocate 6.25% of the revised total annual catch limit for dolphin to the commercial sector. This is based on approximately maintaining the current commercial annual catch limit and allocating the remaining revised total annual catch limit to the recreational sector.

Preferred Alternative 3. Allocate 93.00% of the revised total annual catch limit for dolphin to the recreational sector. Allocate 7.00% of the revised total annual catch limit for dolphin to the commercial sector. This is based on the Council's intent to explore alternatives for sector allocations that would not result in a decrease in the current pounds of dolphin available to either sector.

Alternative 4. Allocate 92.00% of the revised total annual catch limit for dolphin to the recreational sector. Allocate 8.00% of the revised total annual catch limit for dolphin to the commercial sector. This is based on the Council's intent to explore alternatives for sector allocations that would not result in a decrease in the current pounds of dolphin available to either sector.

Action 4. Revise sector allocations and sector annual catch limits for wahoo

Alternative 1 (No Action). Retain the current recreational sector and commercial sector allocations as 96.07% and 3.93%, respectively, of the revised total annual catch limit for wahoo.

Alternative 2. Allocate 96.35% of the revised total annual catch limit for wahoo to the recreational sector. Allocate 3.65% of the revised total annual catch limit for wahoo to the commercial sector. This is based on the total catch between 1994 and 2007.

Alternative 3. Allocate 97.55% of the revised total annual catch limit for wahoo to the recreational sector. Allocate 2.45% of the revised total annual catch limit for wahoo to the commercial sector. This is based on maintaining the current commercial annual catch limit and allocating the remaining revised total annual catch limit to the recreational sector.

Preferred Alternative 4. Allocate 97.00% of the revised total annual catch limit for wahoo to the recreational sector. Allocate 3.00% of the revised total annual catch limit for wahoo to the commercial sector. This is based on the Council's intent to explore alternatives for sector allocations that would not result in a decrease in the current pounds of wahoo available to either sector.

Actions that change the recreational accountability measures

Action 5. Revise the trigger for the post-season recreational accountability measures for dolphin

Alternative 1 (No action). If recreational landings exceed the recreational annual catch limit, then during the following fishing year, recreational landings will be monitored for persistence in increased landings. If the recreational annual catch limit is exceeded, it will be reduced by the amount of the recreational overage in the following fishing year and the recreational season will be reduced by the amount necessary to ensure that recreational landings do not exceed the reduced annual catch limit only if the species is overfished and the total annual catch limit is exceeded. However, the recreational annual catch limit and length of the recreational season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 2. Implement post season accountability measures in the following fishing year if the recreational annual catch limits are constant and the 3-year mean (*Sub-alternative 2a or 2b*) of landings exceeds the recreational sector annual catch limit. When the recreational sector annual catch limit is changed, use a single year of landings, beginning with the most recent available year of landings, then a two-year average of landings from that single year and the subsequent year, then a three-year average of landings from those two years and the subsequent year, and thereafter a progressive running three-year average to trigger the recreational accountability measure.

Sub-alternative 2a. Use the arithmetic mean to calculate average landings.¹

Sub-alternative 2b. Use the geometric mean to calculate average landings.²

Alternative 3. Implement post season accountability measures in the following fishing year if the summed total of the most recent past three years of recreational landings exceeds the sum of the past three years recreational sector annual catch limits.

Alternative 4. Implement post season accountability measures in the following fishing year if recreational landings exceed the recreational sector annual catch limit in two of the previous three fishing years or exceeds the total acceptable biological catch in any one year.

¹ The arithmetic mean is calculated by adding the values of a set of numbers and then dividing the sum by the number of values in the set.

² The geometric mean is calculated by multiplying the values of a set of numbers and then taking the nth root of the product, where n is equal to the number of values in the set.

Preferred Alternative 5. Implement post season accountability measures in the following fishing year if the total (commercial and recreational combined) annual catch limit is exceeded.

Alternative 6. Implement post season accountability measures in the following fishing year if the recreational annual catch limit is exceeded.

Action 6. Revise the post-season recreational accountability measures for dolphin

Alternative 1 (No action). If recreational landings exceed the recreational annual catch limit, then during the following fishing year, recreational landings will be monitored for persistence in increased landings. If the recreational annual catch limit is exceeded, it will be reduced by the amount of the recreational overage in the following fishing year and the recreational season will be reduced by the amount necessary to ensure that recreational landings do not exceed the reduced annual catch limit only if the species is overfished and the total annual catch limit is exceeded. However, the recreational annual catch limit and length of the recreational season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Preferred Alternative 2. Reduce the length of the following recreational fishing season by the amount necessary to prevent the annual catch limit from being exceeded in the following year. However, the length of the recreational season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 3. Reduce the bag limit in the following recreational fishing season by the amount necessary to prevent the annual catch limit from being exceeded in the following year. However, the bag limit will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 4. Reduce the vessel limit in the following recreational fishing season by the amount necessary to prevent the annual catch limit from being exceeded in the following year. However, the vessel limit will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 5. In the following fishing year monitor landings, and if by September 1 of each year landings are projected to meet the sector ACL that fishing year, reduce the bag limit to prevent the annual catch limit from being exceeded (*Sub-alternatives 5a through 5e*). If reductions in the bag limit are projected to be insufficient to constrain harvest to the ACL, then also reduce the vessel limit to prevent the annual catch limit from being exceeded (*Sub-alternatives 5f through 5i*). If reductions in the bag limit and vessel limit are not implemented or are projected to be insufficient to constrain harvest to the ACL, then also reduce the length of the recreational fishing season to prevent the annual catch limit from being exceeded.³ However, the vessel limit, bag limit, and/or recreational fishing season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Bag Limit Sub-Alternatives:

Sub-alternative 5a. Reduce the bag limit by the amount necessary but not below 2 fish per person per day.

³ The intent of this alternative is that NMFS would implement the reduction in bag limit, vessel limit, and/or season length through a single in-season action, but implementation via separate regulations would not be precluded.

Sub-alternative 5b. Reduce the bag limit by the amount necessary but not below 3 fish per person per day.

Sub-alternative 5c. Reduce the bag limit by the amount necessary but not below 4 fish per person per day.

Sub-alternative 5d. Reduce the bag limit by the amount necessary but not below 5 fish per vessel per day.

Sub-alternative 5e. Do not reduce the bag limit.

Vessel Limit Sub-Alternatives:

Sub-alternative 5f. Reduce the vessel limit by the amount necessary but not below 10 fish per vessel per day.

Sub-alternative 5g. Reduce the vessel limit by the amount necessary but not below 20 fish per vessel per day.

Sub-alternative 5h. Reduce the vessel limit by the amount necessary but not below 30 fish per vessel per day.

Sub-alternative 5i. Do not reduce the vessel limit.

Action 7. Revise the trigger for the post-season recreational accountability measures for wahoo

Alternative 1 (No action). If recreational landings exceed the recreational annual catch limit, then during the following fishing year recreational landings will be monitored for persistence in increased landings. If the recreational annual catch limit is exceeded, it will be reduced by the amount of the recreational overage in the following fishing year only if the species is overfished and the total annual catch limit is exceeded. However, the recreational annual catch limit will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Preferred Alternative 2. Implement post season accountability measures in the following fishing year if the recreational annual catch limits are constant and the 3-year mean (*Sub-alternative 2a or 2b*) of landings exceeds the recreational sector annual catch limit. When the recreational sector annual catch limit is changed, use a single year of landings, beginning with the most recent available year of landings, then a two-year average of landings from that single year and the subsequent year, then a three-year average of landings from those two years and the subsequent year, and thereafter a progressive running three-year average to trigger the recreational accountability measure.

Sub-alternative 2a. Use the arithmetic mean to calculate average landings.⁴

Preferred Sub-alternative 2b. Use the geometric mean to calculate average landings.⁵

Alternative 3. Implement post season accountability measures in the following fishing year if the summed total of the most recent past three years of recreational landings exceeds the sum of the past three years recreational sector annual catch limits.

Alternative 4. Implement post season accountability measures in the following fishing year if recreational landings exceed the recreational sector annual catch limit in two of the previous three fishing years or exceeds the total acceptable biological catch in any one year.

⁴ The arithmetic mean is calculated by adding the values of a set of numbers and then dividing the sum by the number of values in the set.

⁵ The geometric mean is calculated by multiplying the values of a set of numbers and then taking the n^{th} root of the product, where n is equal to the number of values in the set.

Alternative 5. Implement post season accountability measures in the following fishing year if the total (commercial and recreational combined) annual catch limit is exceeded.

Alternative 6. Implement post season accountability measures in the following fishing year if the recreational annual catch limit is exceeded.

Action 8. Revise the post-season recreational accountability measures for wahoo

Alternative 1 (No action). If recreational landings exceed the recreational annual catch limit, then during the following fishing year recreational landings will be monitored for persistence in increased landings. If the recreational annual catch limit is exceeded, it will be reduced by the amount of the recreational overage in the following fishing year only if the species is overfished and the total annual catch limit is exceeded. However, the recreational annual catch limit will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Preferred Alternative 2. Reduce the length of the following recreational fishing season by the amount necessary to prevent the annual catch limit from being exceeded in the following year. However, the length of the recreational season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 3. Reduce the bag limit in the following recreational fishing season by the amount necessary to prevent the annual catch limit from being exceeded in the following year. However, the bag limit will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Alternative 4. Implement a vessel limit in the following recreational fishing season that would prevent the annual catch limit from being exceeded in the following year. However, the vessel limit will not be implemented if the Regional Administrator determines, using the best available science, that it is not necessary.

Actions that implement various management revisions in the dolphin and wahoo fisheries

Action 9. Allow properly permitted commercial fishing vessels with trap, pot, or buoy gear on board that are not authorized for use in the dolphin wahoo fishery to possess commercial quantities of dolphin and wahoo

Alternative 1 (No Action). The following are the only authorized commercial gear types in the fisheries for dolphin and wahoo in the Atlantic Exclusive Economic Zone: automatic reel, bandit gear, handline, pelagic longline, rod and reel, and spearfishing gear (including powerheads). A person aboard a vessel in the Atlantic Exclusive Economic Zone that has on board gear types (including trap, pot, or buoy gear) other than authorized gear types may not possess a dolphin or wahoo. The current commercial trip limit for wahoo is 500 pounds. The current trip limit for dolphin is 4,000 pounds once 75 percent of the commercial sector annual catch limit is reached. Prior to reaching 75 percent of the commercial sector annual catch limit, there is no commercial trip limit for dolphin.

Preferred Alternative 2. A vessel in the Atlantic Exclusive Economic Zone that possesses both an Atlantic Dolphin/Wahoo Commercial Permit and valid federal commercial permits required to fish trap, pot, or buoy gear or is in compliance with permit requirements specified for the spiny lobster fishery in 50 C.F.R. §622.400 is authorized to retain dolphin caught by rod and reel while in possession of such gears. A vessel in the Atlantic Exclusive Economic

Zone that has on board other gear types that are not authorized in the fishery for dolphin may not possess a dolphin. Dolphin retained by such a vessel shall not exceed:

Sub-alternative 2a. 250 pounds gutted weight

Preferred Sub-alternative 2b. 500 pounds gutted weight

Sub-alternative 2c. 750 pounds gutted weight

Sub-alternative 2d. 1,000 pounds gutted weight

Preferred Alternative 3. A vessel in the Atlantic Exclusive Economic Zone that possesses both an Atlantic Dolphin/Wahoo Commercial Permit and valid federal commercial permits required to fish trap, pot, or buoy gear or is in compliance with permit requirements specified for the spiny lobster fishery in 50 C.F.R. §622.400 is authorized to retain wahoo caught by rod and reel while in possession of such gear types. A vessel in the Atlantic Exclusive Economic Zone that has on board other gear types that are not authorized in the fisheries for wahoo may not possess a wahoo. The wahoo commercial trip limit will be 500 pounds.

Action 10. Remove the requirement of vessel operators or crew to hold an Operator Card in the Dolphin Wahoo Fishery

Alternative 1 (No Action). An Atlantic Charter/Headboat for Dolphin/Wahoo Permit or an Atlantic Dolphin/Wahoo Commercial Permit is not valid unless the vessel operator or a crewmember holds a valid Operator Card issued by either the Southeast Regional Office or by the Greater Atlantic Regional Fisheries Office.

Preferred Alternative 2. Neither a vessel operator nor any crewmember is required to have an Operator Card for an Atlantic Charter/Headboat for Dolphin/Wahoo Permit to be valid.

Preferred Alternative 3. Neither a vessel operator nor any crewmember is required to have an Operator Card for an Atlantic Dolphin/Wahoo Commercial Permit to be valid.

Action 11. Reduce the recreational vessel limit for dolphin

Note: **Alternative 1 (No Action)**, **Alternative 2** and **Alternative 3** (including their respective sub-alternatives) do not apply to headboats. The current limit of 10 dolphin per paying passenger onboard a headboat will not change under this action and its alternatives.

Alternative 1 (No Action). The recreational daily bag limit is 10 dolphin per person, not to exceed 60 dolphin per vessel, whichever is less.

Preferred Alternative 2. The recreational daily bag limit is 10 dolphin per person, not to exceed:

Sub-alternative 2a. 30 dolphin per vessel, whichever is less.

Sub-alternative 2b. 40 dolphin per vessel, whichever is less.

Sub-alternative 2c. 42 dolphin per vessel, whichever is less.

Preferred Sub-alternative 2d. 48 dolphin per vessel, whichever is less.

Sub-alternative 2e. 54 dolphin per vessel, whichever is less.

Alternative 3. In Florida only, the recreational daily bag limit is 10 dolphin per person, not to exceed:

Sub-alternative 3a. 30 dolphin per vessel, whichever is less.

Sub-alternative 3b. 40 dolphin per vessel, whichever is less.

Sub-alternative 3c. 42 dolphin per vessel, whichever is less.

Sub-alternative 3d. 48 dolphin per vessel, whichever is less.

Sub-alternative 3e. 54 dolphin per vessel, whichever is less.

Alternative 4. In South Carolina, Georgia, and Florida only, the recreational daily bag limit is 10 dolphin per person, not to exceed:

Sub-alternative 4a. 30 dolphin per vessel, whichever is less.

Sub-alternative 4b. 40 dolphin per vessel, whichever is less.

Sub-alternative 4c. 42 dolphin per vessel, whichever is less.

Sub-alternative 4d. 48 dolphin per vessel, whichever is less.

Sub-alternative 4e. 54 dolphin per vessel, whichever is less.

Action 12. Reduce the recreational bag limit and establish a recreational vessel limit for wahoo

Alternative 1 (No Action). The recreational daily bag limit is 2 wahoo per person. There is no recreational vessel limit for wahoo.

Preferred Alternative 2. The recreational daily bag limit is 1 wahoo per person.

Alternative 3. The recreational vessel limit is:

Sub-alternative 3a. 2 wahoo per vessel.

Sub-alternative 3b. 3 wahoo per vessel.

Sub-alternative 3c. 4 wahoo per vessel.

Sub-alternative 3d. 5 wahoo per vessel.

Sub-alternative 3e. 6 wahoo per vessel.

Sub-alternative 3f. 7 wahoo per vessel.

Sub-alternative 3g. 8 wahoo per vessel.