

System Management Plan Advisory Panel Options Paper

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Background

The South Atlantic Fishery Management Council (Council) reviewed the System Management Plan Advisory Panel Options paper in December 2016. During discussion at the meeting, most comments were in favor of a regional advisory panel or a working group. The other options presented in December 2016 were removed from this document. The advisory panel or workgroup would review (advisory panel) or develop (workgroup) system management plans. The Council adopted system management plans for the Deepwater Marine Protected Areas (MPA) created in Snapper Grouper Amendment 14 (SAFMC 2007) and Spawning Special Management Zones (SMZ) proposed in Amendment 36 (SAFMC 2016) as well as an Evaluation Plan for the Oculina Experimental Closed Area (SAFMC 2015), which has components of a system management plan. A system management plan is currently scheduled to be developed for the Coral Habitat Areas of Particular Concern and Spiny Lobster Pot Closed Areas. Ultimately, the Council's goal is to have one system management plan that includes sections for each of the managed areas.

System management plans are designed to include three different phases: designing and planning, adequacy and appropriateness, and outputs and outcomes (Hockings et al. 2006). Most of the designing and planning of protected areas occurred during development of each amendment. However to determine if the design and planning are appropriate, actions have been developed for each of the system management plans and include targets to evaluate the adequacy and appropriateness of the protected areas. One action in the system management plans for the Deepwater MPAs and Spawning SMZs calls for the development of an advisory panel (AP) to assist the Council in the evaluation of protected areas and determine if management changes are needed to meet the goal for the protected area. Since each protected area has different goals and objectives, the AP will need to review and evaluate the different protected areas separately.

The System Management Plan AP is tasked with:

- developing recommendations for size, configuration, and regulations for managed areas in reports based on the timeline developed by the Council;
- discussing research, outreach, and enforcement efforts and potential funding opportunities for the upcoming year in all managed areas; and
- commenting on the research priorities for all managed areas.

The Council approved a review scope and timeline for managed areas beginning in 2018 through 2025 (**Table 1**). The report is to be written by an Interdisciplinary Plan Team (IPT) made up of Council and NMFS staff if an AP format is selected. The reports will be reviewed first by the System Management Plan AP, and the AP will provide recommendations on size, configuration, and regulations for the managed areas. If a Workgroup format is selected, the Workgroup will be responsible for

drafting a report on the recommendations for size, configuration, and regulations; discussing research, outreach, and enforcement efforts; and commenting on research priorities. After the System Management Plan has been reviewed by the AP or Workgroup, the report will be reviewed by Coral, Habitat and Environmental Protection, Information and Education, Law Enforcement, Shrimp, and Snapper Grouper APs if they are meeting that year or through mail review if they are not meeting. The Scientific and Statistical Committee will also review the report.

Table 1. Timeline and review scope for the Council’s managed areas adopted at the March 2016 Council Meeting.

Year	SMP	Review Scope
2018	SMZ (YR 3)	Review Science, Provide recommendations on size, configuration, and regulations
2019	OECA	Review Science, Provide recommendations on size, configuration, and regulations
2020	SMZ (YR 5)	Review Science, Provide recommendations on size, configuration, and regulations
2021	Deepwater MPAs	Review Science, Provide recommendations on size, configuration, and regulations
2022	SA SMP	Develop SMP for Remaining Protected Areas
2023	SMZ (YR 8)	Review Science, Provide recommendations on size, configuration, and regulations
2024	OECA	Review Science, Provide recommendations on size, configuration, and regulations
2025	Deepwater MPAs	Review Science, Provide recommendations on size, configuration, and regulations

Meeting Format

All meetings shall be accessible to the public and provide time for public comment. The meeting will follow standard AP format.

Membership Composition

The membership for the System Management Plan AP or Workgroup will follow the SAFMC Advisory Panel Policy. General membership guidance includes:

- The AP shall be appointed by, and serve at the pleasure of, the Council.
- The members shall be appointed by the Council to serve 3-year terms. The maximum number of terms is three consecutive terms. If the Council determines no qualified persons have applied for the open position, then the Council may reappoint the outgoing member to an additional 1-year term. In such case, each new term shall be viewed as if it were a third term. If a meeting does not occur during a year, the year does not count toward the term of the appointment.
- For appointments during the first appointment of AP members, members will be appointed to a 2-year or 3-year term to stagger expiration dates. The AP shall select a chairperson and vice

chairperson from among its members who may serve as chair for a period of three years with the option for reappointment.

- The members from this AP can serve on other Advisory Panels, if necessary.

Membership Options

Below are four options for the formation of the System Management Plan Advisory Panel or Workgroup, membership for each option, and rough costs.

In December 2016, the Council recommended considering either the Florida/Georgia line or Georgia/South Carolina line as the boundary for the different regions. The different protected areas are provided to visualize the location of the different protected areas including the Coral Habitat Areas of Particular Concern, Oculina Bank, Deep-water MPAs, and Spawning SMZs. Fishery access areas for rock shrimp and golden crab (red) are located within the CHAPCs (black, Figure 1A). The Oculina Bank Experimental Closed Area (orange) is located within the Oculina Bank (yellow, Figure 1A). The Deep-water MPAs and Spawning SMZs are in Figure 1B.

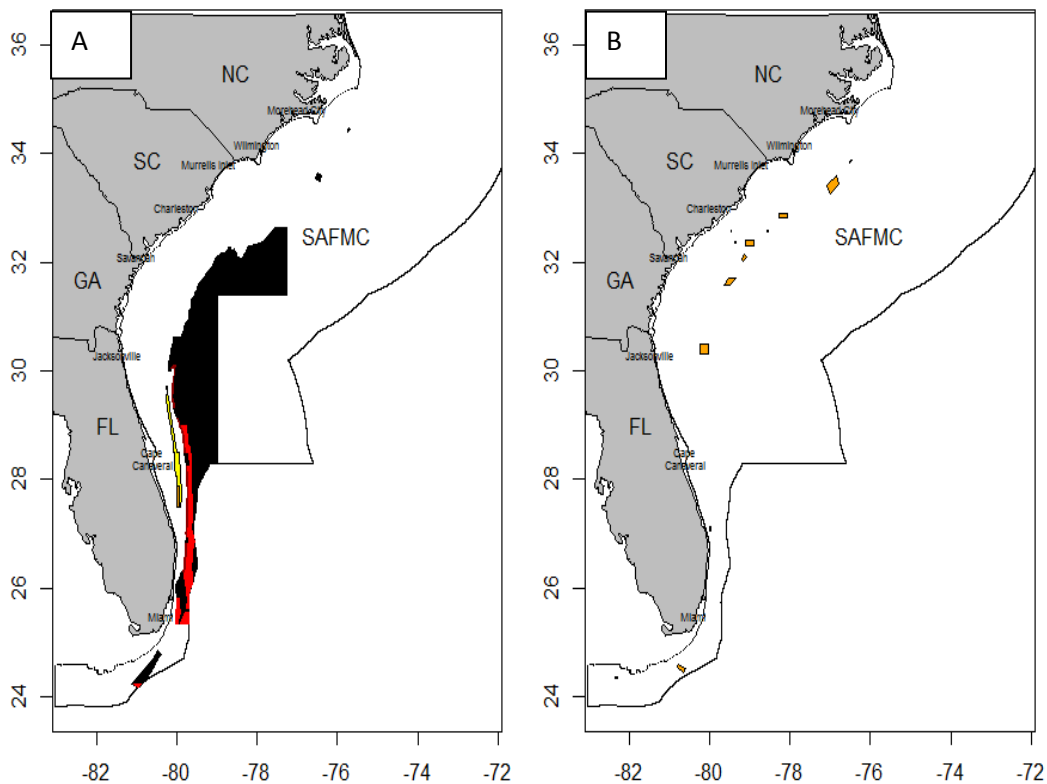


Figure 1. A. Map of Coral Habitat Area of Particular Concern (black) and Oculina Bank (yellow). Fishery access areas (red) are located within in the Coral Habitat Areas of Particular Concern. The Oculina Bank

Experimental Closed Area is located within the Oculina Bank. B. Map of the Deep-water MPAs and Spawning SMZs.

Table 2. Cost estimates for membership options for the System Management Plan Advisory Panel (AP) or Workgroup based on geographic areas. Cost estimates are extremely rough estimates and are based on travel cost alone (personnel cost not included).

Options	Meetings per Year	SAFMC Annual Cost	Total Cost (SAFMC, NMFS, USCG)
Regional AP	2 plus one webinar	\$23,800	\$37,100
Workgroup	1 many webinars	\$28,508	\$34,808

Option 1- Regional System Management Plan APs

The Regional System Management Plan AP (Northern and Southern) would meet to discuss completed action items and proposed/on-going action items for managed areas of the region where the meeting is occurring (2 meetings per year with each AP meeting once). The Regional AP, as proposed, has four fishermen, several state representatives including law enforcement, and federal representatives and enables engagement with National Marine Sanctuary (NMS) Staff from Florida Keys NMS, Gray’s Reef NMS, and Monitor NMS. The Regional AP would discuss action items offshore of the region where the meeting is taking place and discuss format of the evaluation document. In Year 2, the AP will review the draft document for the Spawning SMZs, discuss format and data inclusion for the Oculina Experimental Closed Area review, and proposed/ongoing actions items for managed areas. In Year 3 and beyond, the AP will review the draft document due in the following year and review data for inclusion in the upcoming managed area review. The cost of travel would be approximately \$350 per day for a meeting room, \$300 per person for travel, and \$200 per person per day for room and per diem. The meeting would likely take at least one day with an overnight stay and two different meetings would be held. The cost to the Council would be approximately \$23,800 for 33 people (14 at each meeting plus 2 coral specialists in southern, 1 coral specialist in northern, and 1 staff at each meeting), cost to the NMFS would be \$10,500, and United States Coast Guard would be \$1,400. One regional AP would not need to discuss the Oculina Experimental Closed Area but would be needed to review the draft document. The review could be done via webinar. Because the AP reviewing the document would have a different composition in each region and consensus voting would not occur between the two APs, the IPT would need editorial license in the development of the final recommendations in the evaluation document.

Pros

- Increased local expert knowledge compared to one large group.
- Products would be reviewed at multiple stages by different regional AP.
- Smaller groups tend to have more open discussion.
- Meetings could be tailored to specific managed area concerns.
- National Marine Sanctuary Staff could be included.
- Potentially reduced travel for state representatives.
- Lowest cost to the Council.

Cons

- Higher cost and staff time for NMFS and USCG.
- Different groups would not be reviewing the same document.
- No region-wide discussion for overall management by an AP.
- Finalized version of Evaluation Plan would not be presented to both APs without additional meeting.

Table 3. Draft list for creation of Regional System Management Plan Advisory Panel. Two meetings per year would be held in-conjunction with Council meetings. Representatives highlighted in light gray would be Council sponsored representatives and appointed by state agencies, in italics and light gray would be Council appointed and sponsored representatives, and not highlighted would be NMFS or USCG appointed and sponsored representatives.

Outreach Representatives	Law Enforcement Representatives
State Rep 1	NMFS OLE
State Rep 2	U.S. Coast Guard
NMFS	NOAA General Counsel Enforcement Section
<i>Other</i>	State Rep 1
	State Rep 2

Research and Monitoring Representatives	Fisherman Representatives
NMFS SEFIS	<i>Commercial (State 1)</i>
NMFS NOS	<i>Recreational (State 1)</i>
NMFS SMP Contact	<i>Commercial (State 2)</i>
State Rep 1	<i>Recreational (State 2)</i>
State Rep 2	
<i>Ecologist/Biologist</i>	
<i>Ecologist/Biologist</i>	
<i>Acoustics/Mapping Specialist</i>	
<i>Coral Specialists (2 Florida Only, 1 in other states)</i>	

Local National Marine
Sanctuary Staff (Florida Keys,
Gray's Reef, Monitor)

Option 2- System Management Plan Workgroup

The System Management Plan group would meet outside of Council Meetings to discuss completed action items and proposed/on-going action items for managed areas. The Workgroup would be set up similarly to Option 1 except members of other Council advisory panels and Council members could be included in the Workgroup. If a Workgroup framework is selected, the workgroup as opposed to an IPT would draft a report. This would likely require additional meetings via webinar to make sure all sections are drafted and each section would need a workgroup leader. The Workgroup would meet around the sampling season for SEFIS and MARMAP staff (potentially in January or February), avoid academic peak workload, and avoid other state and federal agency meetings or obligations.

In Year 1, the Workgroup will discuss action items for the Spawning SMZs and discuss format of the evaluation document. In Year 2, the Workgroup will draft the document for the Spawning SMZs, discuss format and data inclusion for the Oculina Experimental Closed Area review, and proposed/ongoing actions items for managed areas. In Year 3 and beyond, the Workgroup will draft the document due in the following year and review data for inclusion in the upcoming managed area review. The cost of travel would be approximately \$500 per day for a meeting room, \$500 per person for travel, and \$200 per person per day for room and per diem. The meeting would likely take at least one day with an overnight stay. The cost to the Council would be approximately \$28,508 for 29 people (including 1 staff and 2 Council members), cost to the NMFS would be \$5,400 (6 people), and United States Coast Guard would be \$900 (1 person).

Pros

- Large group can provide a wealth of knowledge.
- Single group would enable greater ownership of the documents produced.
- The entire region would be discussed at one meeting.
- Lower cost and staff time for NMFS and USCG.
- Membership would have flexibility of including members of other Advisory Panels and Council.
- Membership could change to match topics covered during the review.
- Finalized version could be presented to full working group after sections are compiled.

Cons

- Large group may hinder discussion.
- Less local expert knowledge provided.
- Meetings not tailored to specific issues for different managed areas.
- Workgroup would be responsible for drafting sections of the report and compiling final report.
- Additional webinar meetings will be needed to review drafts of report.
- Workgroup members likely have little free time to dedicate to writing sections of report.

Table 4. Draft list for creation of a single region-wide System Management Plan Advisory Panel. Representatives highlighted in light gray would be Council sponsored representatives and appointed by state agencies, in italics and light gray would be Council appointed and sponsored representatives, and not highlighted would be NMFS or USCG appointed and sponsored representatives.

Outreach Representatives	Law Enforcement Representatives
NC DEQ	NMFS OLE
SC DNR	U.S. Coast Guard
GA DNR	NOAA General Counsel Enforcement Section
FL FWC	NC DEQ
NMFS	SC DNR
<i>Other</i>	GA DNR
	FL FWC
Research and Monitoring Representatives	Fisherman Representatives
NMFS SEFIS	<i>NC Commercial</i>
NMFS NOS	<i>NC Recreational</i>
NMFS SMP Contact	<i>SC Commercial</i>
NC DEQ	<i>SC Recreational</i>
SC DNR	<i>GA Commercial</i>
GA DNR	<i>GA Recreational</i>
FL FWC	<i>FL Commercial</i>
<i>Ecologist/Biologist</i>	<i>FL Recreational</i>
<i>Ecologist/Biologist</i>	
<i>Acoustics/Mapping Specialist</i>	
<i>Coral Specialist</i>	
<i>Coral Specialist</i>	