Appendix I. History of Management.

The following is a summary of management actions for fishery management plans (FMPs) amended through Comprehensive Ecosystem-Based Amendment 3 (CE-BA 3), for the Snapper Grouper, Dolphin and Wahoo, Coastal Migratory Pelagic (CMP) Resources, and Golden Crab fisheries. Summaries of South Atlantic Fishery Management Council (South Atlantic Council) actions and history of management for other FMPs are available online at www.safmc.net.

History of Management of the South Atlantic Snapper Grouper Fishery

The snapper grouper fishery is highly regulated; some of the species included in this amendment have been regulated since 1983. **Table 1** summarizes actions in each of the amendments to the original FMP, as well as some events not covered in amendment actions.

Table 1. History of management for the Snapper Grouper Fishery of the South Atlantic region.

Document	All Actions Effective By:	Proposed Rule (PR) Final Rule (FR)	Major Actions. Note that not all details are provided here. Please refer to Proposed and Final Rules for all impacts of listed documents.
FMP (1983)	08/31/83	PR: 48 FR 26843 FR: 48 FR 39463	- 12" total length (TL) size limit – red snapper, yellowtail snapper, red grouper, Nassau grouper. - 8" TL size limit – black sea bass. - 4" trawl mesh size. - Gear limitations – poisons, explosives, fish traps, and trawls. - Designated modified habitats or artificial reefs as special management zones (SMZs).
Regulatory Amendment #1 (1987)	03/27/87	PR: 51 FR 43937 FR: 52 FR 9864	- Prohibited fishing in SMZs except with hand-held hook-and-line and spearfishing gear. - Prohibited harvest of goliath grouper in SMZs.
Amendment #1 (1988a)	01/12/89	PR: 53 FR 42985 FR: 54 FR 1720	- Prohibited trawl gear to harvest fish south of Cape Hatteras, NC and north of Cape Canaveral, Florida. - Directed fishery defined as vessel with trawl gear and ≥200 pounds (lbs) snapper grouper on board. - Established rebuttable assumption that vessel with snapper grouper on board had harvested such fish in the exclusive economic zone (EEZ).
Regulatory Amendment #2 (1988b)	03/30/89	PR: 53 FR 32412 FR: 54 FR 8342	- Established 2 artificial reefs off Ft. Pierce, Florida as SMZs.
Notice of Control Date	09/24/90	55 FR 39039	- Anyone entering federal wreckfish fishery in the EEZ off South Atlantic states after 09/24/90 was not assured of future access if limited entry program developed.
Regulatory Amendment #3 (1989)	11/02/90	PR: 55 FR 28066 FR: 55 FR 40394	- Established artificial reef at Key Biscayne, Florida as SMZ. Fish trapping, bottom longlining, spear fishing, and harvesting of goliath grouper prohibited in SMZ.
Amendment #2 (1990)	10/30/90	PR: 55 FR 31406 FR: 55 FR 46213	- Prohibited harvest/possession of goliath grouper in or from the EEZ. - Defined overfishing for goliath grouper and other species.

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Emergency Rule	8/3/90	55 FR 32257	- Added wreckfish to the fishery management unit (FMU). - Fishing year beginning 4/16/90. - Commercial quota of 2 million lbs. - Commercial trip limit of 10,000 lbs per trip.
Fishery Closure Notice	8/8/90	55 FR 32635	- Fishery closed because the commercial quota of 2 million lbs was reached.
Emergency Rule Extension	11/1/90	55 FR 40181	- Extended the measures implemented via emergency rule on 8/3/90.
Amendment #3 (1990b)	01/31/91	PR: 55 FR 39023 FR: 56 FR 2443	- Added wreckfish to the FMU. - Defined optimum yield (OY) and overfishing. - Required permit to fish for, land or sell wreckfish. - Required catch and effort reports from selected, permitted vessels. - Established control date of 03/28/90. - Established a fishing year for wreckfish starting April 16. - Established a process to set annual quota, with initial quota of 2 million lbs; provisions for closure. - Established 10,000 lb trip limit. - Established a spawning season closure for wreckfish from January 15 to April 15. - Provided for annual adjustments of wreckfish management measures.
Notice of Control Date	07/30/91	56 FR 36052	- Anyone entering federal snapper grouper fishery (other than for wreckfish) in the EEZ off S. Atlantic states after 07/30/91 was not assured of future access if limited entry program developed.

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Amendment #4 (1991)	01/01/92	PR: 56 FR 29922 FR: 56 FR 56016	- Prohibited gear: fish traps except black sea bass traps north of Cape Canaveral, Florida; entanglement nets; longline gear inside 50 fathoms; bottom longlines to harvest wreckfish**; powerheads and bangsticks in designated SMZs off South Carolina. - Defined overfishing/overfished and established rebuilding timeframe: Red snapper and groupers ≤ 15 years (year 1 = 1991); other snappers, greater amberjack, black sea bass, red porgy ≤ 10 years (year 1 = 1991). - Required permits (commercial & for-hire) and specified data collection regulations. - Established an assessment group and annual adjustment procedure (framework). - Permit, gear, and vessel id requirements specified for black sea bass traps. - No retention of snapper grouper spp. caught in other fisheries with gear prohibited in snapper grouper fishery if captured snapper grouper had no bag limit or harvest was prohibited. If had a bag limit, could retain only the bag limit. - 8" TL size limit – lane snapper. - 10" TL size limit – vermilion snapper (recreational only). - 12" TL size limit – red porgy, vermilion snapper (commercial only), gray, yellowtail, mutton, schoolmaster, queen, blackfin, cubera, dog, mahogany, and silk snappers. - 20" TL size limit – red snapper, gag, and red, black, scamp, yellowfin, and yellowmouth groupers. - 28" fork length (FL) size limit – greater amberjack (recreational only). - 36" FL or 28" core length – greater amberjack (commercial only) - Bag limits – 10 vermilion snapper, 3 greater amberjack. - Aggregate snapper bag limit – 10/person/day, excluding vermilion snapper and allowing no more than 2 red snappers. - Aggregate grouper bag limit – 5/person/day, excluding Nassau and goliath grouper, for which no retention (recreational & commercial) is allowed. - Spawning season closure – commercial harvest greater amberjack > 3 fish bag prohibited in April south of Cape Canaveral, Florida. - Spawning season closure – commercial harvest mutton snapper >snapper aggregate prohibited during May and June. - Charter/headboats and excursion boat possession limits extended.

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Amendment #5 (1992a)	04/06/92	PR: 56 FR 57302 FR: 57 FR 7886	- Wreckfish: Established limited entry system with individual transferable quotas (ITQs); required dealer to have permit; rescinded 10,000 lb trip limit; required off-loading between 8 am and 5 pm; reduced occasions when 24-hour advance notice of offloading required for off-loading; established procedure for initial distribution of percentage shares of total allowable catch (TAC).
Emergency Rule	8/31/92	57 FR 39365	- Black Sea Bass: modified definition of black sea bass pot; allowed multi-gear trips; allowed retention of incidentally-caught fish on black sea bass trips.
Emergency Rule Extension	11/30/92	57 FR 56522	- Black Sea Bass: modified definition of black sea bass pot; allowed multi-gear trips; allowed retention of incidentally-caught fish on black sea bass trips.
Regulatory Amendment #4 (1992b)	07/06/93	FR: 58 FR 36155	- Black Sea Bass: modified definition of black sea bass pot; allowed multi-gear trips; allowed retention of incidentally-caught fish on black sea bass trips.
Regulatory Amendment #5 (1992c)	07/31/93	PR: 58 FR 13732 FR: 58 FR 35895	- Established 8 SMZs off South Carolina, where only hand-held, hook-and-line gear and spearfishing (excluding powerheads) was allowed.
Amendment #6 (1993)	07/27/94	PR: 59 FR 9721 FR: 59 FR 27242	- Commercial quotas for snowy grouper and golden tilefish. - Commercial trip limits for snowy grouper, golden tilefish, speckled hind, and Warsaw grouper. - Include golden tilefish in grouper recreational aggregate bag limits. - Prohibited sale of Warsaw grouper and speckled hind. - 100% logbook coverage upon renewal of permit. - Creation of the *Oculina* experimental closed area. - Data collection needs specified for evaluation of possible future individual fishing quota (IFQ) system.
Amendment #7 (1994a)	01/23/95	PR: 59 FR 47833 FR: 59 FR 66270	- 12” FL – hogfish. - 16” total length (TL) – mutton snapper. - Required dealer, charter and headboat federal permits. - Allowed sale under specified conditions. - Specified allowable gear and made allowance for experimental gear. - Allowed multi-gear trips in North Carolina. - Added localized overfishing to list of problems and objectives. - Adjusted bag limit and crew specs. for charter and head boats. - Modified management unit for scup to apply south of Cape Hatteras, North Carolina. - Modified framework procedure.
Regulatory Amendment #6 (1994)	05/22/95	PR: 60 FR 8620 FR: 60 FR 19683	- Established actions which applied only to EEZ off Atlantic coast of Florida: Bag limits – 5 hogfish/person/day (recreational only), 2 cubera snapper/person/day > 30” TL; 12” TL – gray triggerfish.
Notice of	04/23/97	62 FR 22995	- Anyone entering federal black sea bass pot fishery off

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Control Date			South Atlantic states after 04/23/97 was not assured of future access if limited entry program developed.
Amendment #8 (1997a)	12/14/98	PR: 63 FR 1813 FR: 63 FR 38298	- Established program to limit initial eligibility for snapper grouper fishery: Must demonstrate landings of any species in snapper grouper FMU in 1993, 1994, 1995 or 1996; and have held valid snapper grouper permit between 02/11/96 and 02/11/97. - Granted transferable permit with unlimited landings if vessel landed ≥ 1,000 lbs. of snapper grouper spp. in any of the years. - Granted non-transferable permit with 225 lb trip limit to all other vessels. - Modified problems, objectives, OY, and overfishing definitions. - Expanded South Atlantic Council's habitat responsibility. - Allowed retention of snapper grouper spp. in excess of bag limit on permitted vessel with a single bait net or cast nets on board. - Allowed permitted vessels to possess filleted fish harvested in the Bahamas under certain conditions.
Regulatory Amendment #7 (1998)	01/29/99	PR: 63 FR 43656 FR: 63 FR 71793	- Established 10 SMZs at artificial reefs off South Carolina.
Interim Rule Request	1/16/98		- South Atlantic Council requested all Amendment 9 measures except black sea bass pot construction changes be implemented as an interim request under the Magnuson-Stevens Fisheries Conservation and Management Act (Magnuson-Stevens Act).
Action Suspended	5/14/98		- NOAA Fisheries informed the South Atlantic Council that action on the interim rule request was suspended.
Emergency Rule Request	9/24/98		- South Atlantic Council requested Amendment 9 be implemented via emergency rule.
Request not Implemented	1/22/99		- NOAA Fisheries informed the South Atlantic Council that the final rule for Amendment 9 would be effective 2/24/99; therefore they did not implement the emergency rule.

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Amendment #9 (1998b)	2/24/99	PR: 63 FR 63276 FR: 64 FR 3624	- Red porgy: 14" TL (recreational and commercial); 5 fish recreational bag limit; no harvest or possession > bag limit, and no purchase or sale, in March and April. - Black sea bass: 10" TL (recreational and commercial); 20 fish recreational bag limit; required escape vents and escape panels with degradable fasteners in black sea bass pots. - Greater amberjack: 1 fish rec. bag limit; no harvest or possession > bag limit, and no purchase or sale, during April; quota = 1,169,931 lbs; began fishing year May 1; prohibited coring. - Vermilion snapper: 11" TL (recreational) Gag: 24" TL (recreational); no commercial harvest or possession > bag limit, and no purchase or sale, during March and April - Black grouper: 24" TL (recreational and commercial); no harvest or possession > bag limit, and no purchase or sale, during March and April. - Gag and Black grouper: Within 5 fish aggregate grouper bag limit, no more than 2 fish may be gag or black grouper (individually or in combination). - All snapper grouper without a bag limit: Aggregate recreational bag limit 20 fish/person/day, excluding tomtate and blue runners - Vessels with longline gear aboard may only possess snowy, Warsaw, yellowedge, and misty grouper, and golden, blueline and sand tilefish.
Amendment #9 (1998b) resubmitted	10/13/00	PR: 63 FR 63276 FR: 65 FR 55203	- Commercial trip limit for greater amberjack.
Regulatory Amendment #8 (2000a)	11/15/00	PR: 65 FR 41041 FR: 65 FR 61114	- Established 12 SMZs at artificial reefs off Georgia; revised boundaries of 7 existing SMZs off Georgia to meet Coast Guard permit specs; restricted fishing in new and revised SMZs.
Emergency Interim Rule	09/08/99, expired 08/28/00	64 FR 48324 and 65 FR 10040	- Prohibited harvest or possession of red porgy.
Emergency Action	9/3/99	64 FR 48326	- Reopened the Amendment 8 permit application process.
Amendment #10 (1998d)	07/14/00	PR: 64 FR 37082 and 64 FR 59152 FR: 65 FR 37292	- Identified essential fish habitat (EFH) and established habitat areas of particular concern (HAPCs) for species in the snapper grouper FMU.

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Amendment #11 (1998e)	12/02/99	PR: 64 FR 27952 FR: 64 FR 59126	- Maximum sustainable yield (MSY) proxy: Goliath and Nassau grouper = 40% static spawning potential ration (SPR); all other species = 30% static SPR. - OY: Hermaphroditic groupers = 45% static SPR; goliath and Nassau grouper = 50% static SPR; all other species = 40% static SPR. - Overfished/overfishing evaluations: Black sea bass: overfished (minimum stock size threshold (MSST)=3.72 million pounds, 1995 biomass=1.33 million pounds); undergoing overfishing (maximum fishing mortality threshold (MFMT)=0.72, fishing mortality (F)1991-1995=0.95). Vermilion snapper: Overfished (static SPR = 21-27%). Red porgy: Overfished (static SPR = 14-19%). Red snapper: overfished (static SPR = 24-32%). Gag: Overfished (static SPR = 27%). Scamp: No longer overfished (static SPR = 35%). Speckled hind: Overfished (static SPR = 8-13%). Warsaw grouper: Overfished (static SPR = 6-14%). Snowy grouper: Overfished (static SPR = 5=15%). White grunt: No longer overfished (static SPR = 29-39%). Golden tilefish: Overfished (couldn't estimate static SPR.) Nassau grouper: Overfished (couldn't estimate static SPR) Goliath grouper: Overfished (couldn't estimate static SPR). - Overfishing level (OFL): Goliath and Nassau grouper = F>F40% static SPR; all other species: = F>F30% static SPR. - Approved definitions for overfished and overfishing. MSST = [(1-natural mortality (M)) or 0.5 whichever is greater]*B_{MSY}. MFMT = F_{MSY}
Amendment #12 (2000c)	09/22/00	PR: 65 FR 35877 FR: 65 FR 51248	- Red porgy: MSY=4.38 mp; OY=45% static SPR; MFMT=0.43; MSST=7.34 mp; rebuilding timeframe=18 years (1999=year 1); no sale during January-April; 1 fish bag limit; 50 lb. bycatch commercial trip limit May-December; modified management options and list of possible framework actions.
Amendment #13A (2003b)	04/26/04	PR: 68 FR 66069 FR: 69 FR 15731	- Extended for an indefinite period the regulation prohibiting fishing for and possessing snapper grouper spp. within the *Oculina* experimental closed area.
Notice of Control Date	10/14/05	70 FR 60058	- The South Atlantic Council is considering management measures to further limit participation or effort in the commercial fishery for snapper grouper species (excluding wreckfish).
Amendment #13C (2006)	10/23/06	PR: 71 FR 28841 FR: 71 FR 55096	- End overfishing of snowy grouper, vermilion snapper, black sea bass, and golden tilefish. Increase allowable catch of red porgy. Year 1 = 2006. - Snowy Grouper commercial: quota (gutted weight,

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			gw) = 151,000 lbs gw in year 1, 118,000 lbs gw in year 2, and 84,000 lbs gw in year 3 onwards. Trip limit = 275 lbs gw in year 1, 175 lbs gw in year 2, and 100 lbs gw in year 3 onwards. Recreational: Limit possession to one snowy grouper in 5 grouper per person/day aggregate bag limit. - Golden Tilefish Commercial: Quota of 295,000 lbs gw, 4,000 lbs gw trip limit until 75% of the quota is taken when the trip limit is reduced to 300 lbs gw. Do not adjust the trip limit downwards unless 75% is captured on or before September 1. Recreational: limit possession to 1 golden tilefish in 5 grouper per person/day aggregate bag limit. - Vermilion Snapper Commercial: Quota of 1,100,000 lbs gw. Recreational: 12" TL size limit. - Black sea bass commercial: Commercial quota (gutted weight) of 477,000 lbs gw in year 1, 423,000 lbs gw in year 2, and 309,000 lbs gw in year 3 onwards. Require use of at least 2" mesh for the entire back panel of black sea bass pots effective 6 months after publication of the final rule. Require black sea bass pots be removed from the water when the quota is met. Change fishing year from calendar year to June 1 – May 31. Recreational: Recreational allocation of 633,000 lbs gw in year 1, 560,000 lbs gw in year 2, and 409,000 lbs gw in year 3 onwards. Increase minimum size limit from 10" TL to 11" TL in year 1 and to 12" TL in year 2. Reduce recreational bag limit from 20 to 15 per person per day. Change fishing year from the calendar year to June 1 through May 31. - Red porgy commercial and recreational. - Retain 14" TL size limit and seasonal closure (retention limited to the bag limit). - Specify a commercial quota of 127,000 lbs gw and prohibit sale/purchase and prohibit harvest and/or possession beyond the bag limit when quota is taken and/or during January through April. - Increase commercial trip limit from 50 lbs ww to 120 red porgy (210 lbs gw) during May through December. - Increase recreational bag limit from one to three red porgy per person per day.
Notice of Control Date	3/8/07	72 FR 60794	- The South Atlantic Council may consider measures to limit participation in the snapper grouper for-hire fishery.
Amendment #14 (2007) Sent to NOAA Fisheries 7/18/07	2/12/09	PR: 73 FR 32281 FR: 74 FR 1621	- Establish eight deepwater Type II marine protected areas (MPAs) to protect a portion of the population and habitat of long-lived deepwater snapper grouper species.

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Amendment #15A (2008a)	3/14/08	73 FR 14942	- Establish rebuilding plans and Sustainable Fisheries Act (SFA) parameters for snowy grouper, black sea bass, and red porgy.
Amendment #15B (2008b)	2/15/10	PR: 74 FR 30569 FR: 74 FR 58902	- Prohibit the sale of bag-limit caught snapper grouper species. - Reduce the effects of incidental hooking on sea turtles and smalltooth sawfish. - Adjust commercial renewal periods and transferability requirements. - Implement plan to monitor and assess bycatch, - Establish reference points for golden tilefish. - Establish allocations for snowy grouper (95% commercial & 5% recreational) and red porgy (50% commercial & 50% recreational).
Amendment #16 (SAFMC 2009a)	7/29/09	PR: 74 FR 6297 FR: 74 FR 30964	- Specify SFA parameters for gag and vermilion snapper. - For gag grouper: Specify interim allocations 51% commercial and 49% recreational; recreational and commercial spawning closure January through April; directed commercial quota=348,440 lbs gw; reduce 5-grouper aggregate to 3-grouper and 2 gag/black to 1 gag/black and exclude captain & crew from possessing bag limit. - For vermilion snapper: Specify interim allocations 68% commercial & 32% recreational; directed commercial quota split January-June=168,501 lbs gw and 155,501 lbs July-December; reduce bag limit from 10 to 4 and a recreational closed season October through May 15. In addition, the NOAA Fisheries regional administrator (RA) will set new regulations based on new stock assessment. - Require dehooking tools.
Amendment #17A (SAFMC 2010a)	12/3/10 red snapper closure; circle hooks March 3, 2011	PR: 75 FR 49447 FR: 75 FR 76874	- Specify an annual catch limit (ACL) and an accountability measure (AM) for red snapper with management measures to reduce the probability that catches will exceed the stocks' ACL. - Specify a rebuilding plan for red snapper. - Specify status determination criteria for red snapper. - Specify a monitoring program for red snapper.
Emergency Rule	12/3/10	75 FR 76890	- Delay the effective date of the area closure for snapper grouper species implemented through Amendment 17A.

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Amendment #17B (SAFMC 2010b)	January 31, 2011	PR: 75 FR 62488 FR: 75 FR 82280	- Specify ACLs, annual catch targets (ACTs), and AMs, where necessary, for 9 species undergoing overfishing. - Modify management measures as needed to limit harvest to the ACL or ACT. - Update the framework procedure for specification of total allowable catch.
Notice of Control Date	12/4/08	74 FR 7849	- Establishes a control date for the golden tilefish fishery of the South Atlantic.
Notice of Control Date	12/4/08	74 FR 7849	- Establishes control date for black sea bass pot fishery of the South Atlantic
Amendment #19 (Comprehensive Ecosystem-based Amendment 1) (SAFMC 2010c)	7/22/10	PR: 75 FR 14548 FR: 75 FR 35330	-Provide presentation of spatial information for EFH and EFH-HAPC designations under the Snapper Grouper FMP. - Designation of deepwater coral HAPCs.
Regulatory Amendment 10 (SAFMC 2011a)	5/31/11	PR: 76 FR 9530 FR: 76 FR 23728	Eliminate closed area for snapper grouper species approved in Amendment 17A.
Regulatory Amendment 9 (SAFMC 2011b)	Bag limit: 6/22/11 Trip limits: 7/15/11	PR: 76 FR 23930 FR: 76 FR 34892	- Establish trip limit for vermilion snapper and gag, increase trip limit for greater amberjack, and reduce bag limit for black sea bass.
Regulatory Amendment 11 (SAFMC 2011c)	May 10, 2012	PR: 76 FR 78879 FR: 77 FR 27374	- Eliminate 240 ft closure for six deepwater species.
Amendment #18A (SAFMC 2012a)	July 1, 2012	PR: 77 FR 16991 FR: 77 FR 32408	- Limit participation and effort in the black sea bass fishery. - Modifications to management of the black sea bass pot fishery. - Improve the accuracy, timing, and quantity of fisheries statistics.

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Amendment 18B (TBD)	TBD	TBD	- Limit participation in the golden tilefish portion of the Snapper Grouper Fishery. - Establish initial eligibility requirements for a golden tilefish longline endorsement. - Establish an appeals process. - Allocate commercial golden tilefish quota among gear groups. - Allow for transferability of golden tilefish endorsements. - Adjust golden tilefish fishing year. - Modify trip limits for fishermen who receive a golden tilefish longline endorsement. - Establish trip limits for fishermen who do not receive a golden tilefish longline endorsement.
Amendment #20A	TBD	PR: 77 FR 19165 FR:	- Define and redistribute latent shares in the wreckfish ITQ program. - Establish a share cap. - Establish an appeals process.
Amendment #20B	TBD	TBD	-Update wreckfish ITQ according to Reauthorized Magnuson-Stevens Act.
Amendment #23 (Comprehensive Ecosystem-based Amendment 2) (SAFMC 2011d)	January 30, 2012	PR: 76 FR 69230 FR: 76 FR 82183	- Designate the deepwater MPAs as EFH-HAPCs. - Limit harvest of snapper grouper species in South Carolina SMZs to the bag limit. - Modify sea turtle release gear.
Amendment #25 (Comprehensive ACL Amendment) (SAFMC 2011e)	April 16, 2012	PR: 76 FR 74757 Amended PR: 76 FR 82264 FR: 77 FR 15916	- Establish acceptable biological catch (ABC) control rules, ABCs, ACLs, ACTs, and AMs for species not undergoing overfishing. - Remove some species from snapper grouper FMU. - Specify ecosystem component species. - Specify allocations among the commercial and recreational sectors for species not undergoing overfishing. - Limit the total mortality for federally managed species in the South Atlantic to the ACLs.
Supplemental rule (Comprehensive ACL Amendment)	August 17, 2012	PR: 77 FR 23652 FR: 77 FR 42192	- Revise the commercial quota for greater amberjack in the regulations, from 1,169,931 lbs gutted weight to 769,388 lbs gutted weight.
Amendment #24 (SAFMC 2011f)	July 11, 2012	PR: 77 FR 19169 FR: 77 FR 34254	- Specify MSY, rebuilding plan (including ACLs, AMs, and OY), and allocations for red grouper.

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Amendment #22	TBD	TBD	- Tagging program to allow harvest of red snapper as stock rebuilds. - Recreational tag program for golden tilefish, snowy grouper, and wreckfish.
Temporary rule for red snapper through emergency action	TBD	TBD	- Allow limited harvest of red snapper in 2012.
Resubmitted Amendment 18A Action Amendment	TBD	TBD	- Black sea bass pot endorsement transferability.
Regulatory Amendment 14	TBD	TBD	- Modify the fishing year and reduce the trip limit for greater amberjack. - Implement additional regulations to protect mutton snapper during the spawning season. - Modify the minimum size limit for gray triggerfish. - Modify the commercial and recreational fishing years for black sea bass.

History of Management for the Dolphin and Wahoo Fishery off the Atlantic States

The Dolphin Wahoo FMP (SAFMC 2003a) was partially approved on December 23, 2003. The FMP represents a proactive approach to maintaining healthy stocks of dolphin and wahoo, with action intended to cap participation, effort, and landings in the fishery. Approved actions provide equitable harvesting restrictions to the recreational and commercial sectors, and maintain the historical participation by both user groups. The intended effects of the FMP are to conserve and manage dolphin and wahoo off the Atlantic states (Maine through the east coast of Florida), and to ensure that no new fisheries for dolphin and wahoo develop.

The following regulations were effective on June 28, 2004: (1) A 20-inch FL minimum size limit for dolphin off the coasts of Georgia and Florida with no size restrictions elsewhere; (2) prohibition of longline fishing for dolphin and wahoo in areas closed to the use of such gear for highly migratory pelagic species; and (3) allowable gear to be used in the fishery (hook-and-line gear including manual, electric, and hydraulic rods and reels; bandit gear; handlines; longlines; and spearfishing (including powerheads) gear. In addition, other approved portions of the FMP were also effective on this date, including (1) the management unit and designations of stock status criteria for the unit; (2) a fishing year of January 1 through December 31; (3) a 1.5 million pound (or 13% of the total harvest) cap on commercial landings; (4) establishment of a framework procedure by which the SAFMC may modify its management measures; and (5) designations of EFH and EFH-HAPC.

The following regulations were effective on September 24, 2004: (1) Owners of commercial vessels and/or charter vessels/headboats must have vessel permits and, if selected, submit reports; (2) dealers must have permits and, if selected, submit reports; (3) longline vessels must comply with sea turtle protection measures; (4) a recreational bag limit of 10 dolphin and 2 wahoo per person per day, with a limit of 60 dolphin per boat per day (headboats are excluded from the boat limit); (5) prohibition on recreational sale of dolphin and wahoo caught under a bag limit unless the seller holds the necessary commercial permits; and (6) a commercial trip limit of 500 pounds for wahoo.

The following regulations were effective on November 23, 2004: (1) Operators of commercial vessels, charter vessels and headboats that are required to have a federal vessel permit for dolphin and wahoo must display operator permits.

Amendment 1 to the Dolphin Wahoo FMP was included in CE-BA 1 (SAFMC 2010c). The amendment provided presentation of spatial information for EFH and EFH- HAPC designations under the FMP. Regulations became effective on July 22, 2010.

Amendment 2 to the Dolphin Wahoo FMP was included in the Comprehensive ACL Amendment (SAFMC 2011d), and the following regulations were effective on April 16, 2012. (1) Established ABCs, ACLs, AMs, and allocations for both commercial and recreational sectors; (2) established ACTs for the recreational sector; (3) prohibited bag limit sales of dolphin from “for-hire” vessels; and (4) established a minimum size limit of 20” FL for South Carolina.

History of Management for the Golden Crab Fishery off the South Atlantic Region

The golden crab resource and fishery in the South Atlantic Region was unprotected prior to implementation of the FMP. The South Atlantic Council approved a control date that was published in the Federal Register on April 7, 1995. The South Atlantic Council completed the Golden Crab FMP (SAFMC 1995) and submitted the plan for formal Secretarial Review on December 15, 1995. Regulations implementing the FMP were published in the Federal Register on August 27, 1996; various regulations became effective August 27, September 26, and October 28, 1996 and September 7, 1997.

The Golden Crab FMP relies on a system of traditional fishery management plus controlled access. Traditional fisheries management includes measures to provide biological protection to the resource (escape gaps in traps and no retention of female crabs); gear regulation (define allowable gear, degradable panel, tending requirements, gear identification, and maximum trap size by zone); provide for law enforcement (depth limitations and prohibit possession of whole fish or fillets of snapper grouper species); determine the number of participants (vessel and dealer/processor permits); collect the necessary data (vessel/fishermen and dealer/processor reporting); and a framework procedure to adjust the management program (framework adjustments and adjustments to activities authorized by the Secretary of Commerce). Use of these traditional management techniques in other fishery management plans has not solved all fisheries management problems. At best, the fishery resource, in this case golden crab, is biologically protected. Ignored, or even exacerbated, are underlying social and economic problems resulting from gear conflicts, high regulatory costs, and low marketing incentives. To solve these social and economic problems, managers have increasingly turned to various forms of controlled access or effort limitation. The South Atlantic Council chose to limit the number of vessels in the golden crab fishery. Combining the more traditional fisheries management measures with controlled access best allowed the South Atlantic Council to solve problems in the golden crab fishery.

Framework Seasonal Adjustment #1 (SAFMC 1997) revised the vessel size limitations applicable when a vessel permit is transferred to another vessel and extended through December 31, 2000, the authorization to use wire cable for a mainline attached to a golden crab trap. The framework document was sent to NOAA Fisheries on September 26, 1997 and the proposed rule was published on June 26, 1998. The final rule was published in the Federal Register on October 28, 1998, with regulations effective upon publication.

Amendment 1 (SAFMC 1998d) was a part of the South Atlantic Council's Comprehensive Amendment addressing EFH in FMPs of the South Atlantic Region. EFH for golden crab includes the U.S. Continental Shelf from Chesapeake Bay south through the Florida Straits (and into the Gulf of Mexico). In addition, the Gulf Stream, which occurs within the EEZ, is an essential fish habitat because it provides a mechanism to disperse golden crab larvae. The detailed description of seven essential fish habitat types (a flat foraminferan ooze habitat; distinct mounds, primarily of dead coral; ripple habitat; dunes; black pebble habitat; low outcrop; and soft-bioturbated habitat) for golden crab is provided in Wenner et al. (1987). Refer to Volume II of the FEP (SAFMC 2009b) and the Habitat Plan (SAFMC 1998c) for a more detailed description of habitat utilized by the managed species. There is insufficient knowledge of the

biology of golden crabs to identify spawning and nursery areas and to identify HAPCs. As information becomes available, the South Atlantic Council would evaluate such data and identify HAPCs as appropriate through the framework. In addition, Amendment 1 established a framework procedure to address habitat issues; this framework was added to the framework of all approved FMPs including the Golden Crab FMP. Amendment 1 was submitted to NOAA Fisheries on October 9, 1998. The Notice of Availability was published in the Federal Register on March 5, 1999, and the Comprehensive Habitat Amendment was approved on June 3, 1999. The proposed rule was published on July 9, 1999, and a supplement to the proposed rule was published on November 2, 1999. The final rule was published in the Federal Register on June 14, 2000, with regulations effective on July 14, 2000.

Amendment 2 (SAFMC 1998d) was a part of the South Atlantic Council's Comprehensive Amendment addressing SFA definitions and other required provisions in FMPs of the South Atlantic Region. The amendment was partially approved on May 19, 1999. The final rule was published in the Federal Register on November 2, 1999, with regulations effective on December 2, 1999. The description of fisheries and communities was approved and bycatch reporting was approved. The remaining items for golden crab were disapproved because the stock status determination criteria are incomplete and, thus, do not totally fulfill the new requirements of the Reauthorized Magnuson-Stevens Act and the National Standard Guidelines.

Amendment 3 (SAFMC 2000b) extended the authorization to use wire cable for mainlines attached to golden crab traps to December, 31, 2002; modified escape panel sizes for traps; addressed permit renewal requirements including removal of the 5,000-pound harvest requirement for renewing biannual permits and addressed the minimum harvest requirement for permit holders in the Southern zone; allowed up to a 20% increase in vessel size from the vessel size of the original permit; created a sub-zone within the Southern zone with specified conditions; allowed two new vessels to be permitted to fish only in the Northern zone using an earlier list of those wanting to enter the fishery; specified status determination criteria; and modified the FMP framework to allow modifications to the sub-zone.

Amendment 4 (SAFMC 2010c) was included in CE-BA 1. The amendment created allowable Golden crab fishing areas‖ within the proposed Coral HAPCs; considered vessel monitoring for the golden crab fishery; and provide presentation of spatial information for EFH and EFH-HAPC designations under the Golden Crab FMPs. Regulations in Amendment 4 became effective on July 22, 2010.

Amendment 5 (SAFMC 2011c) was included in the Comprehensive ACL Amendment and implemented an ABC, ACL, and AM for the golden crab commercial fishery, on April 16, 2012.

Amendment 6 (under development) proposes to establish a catch share program for the golden crab fishery.

The current effort at managing the golden crab fishery is distinguished by the practice of co-management, which has been defined by McGoodwin (1990) as a shift away from autocratic and paternalistic modes of management to modes that rely on the joint efforts of traditional fisheries specialists and fishing peoples. The options for managing the fishery that are put forth in this

document have been developed by the golden crab fishermen and refined in consultation with the South Atlantic Council. It is hoped that such efforts would increase the legitimacy of the future regulations and make the rationale for such regulations more understandable to all involved.

History of management for the FMP for CMP Resources in the Atlantic and Gulf of Mexico.

The FMP for CMP Resources in the Gulf of Mexico and South Atlantic with Environmental Impact Statement (EIS), was approved in 1982 and implemented by regulations effective in February 1983. Managed species included king mackerel, Spanish mackerel, and cobia. The FMP treated king and Spanish mackerel as unit stocks in the Atlantic and Gulf of Mexico. The FMP established allocations for the recreational and commercial sectors harvesting these stocks, and the commercial allocations were divided between net and hook-and-line fishermen.

FMP Amendments

Amendment 1, with EIS, implemented in September of 1985, provided a framework procedure for pre-season adjustment of TAC, revised the estimate of king mackerel MSY downward, recognized separate Atlantic and Gulf migratory groups of king mackerel, and established fishing permits and bag limits for king mackerel. Commercial allocations among gear users, except purse seines, which were allowed 6% of the commercial allocation of TAC, were eliminated. The Gulf of Mexico commercial allocation for king mackerel was divided into Eastern and Western zones for the purpose of regional allocation, with 69% of the remaining allocation provided to the Eastern zone and 31% to the Western zone. Amendment 1 also established minimum size limits for Spanish mackerel at 12" FL or 14" TL, and for cobia at 33" FL or 37" TL.

Amendment 2, with environmental assessment (EA), implemented in July of 1987, revised MSY for Spanish mackerel downward, recognized two migratory groups, established allocations of TAC for the commercial and recreational sectors, and set commercial quotas and bag limits. Charterboat permits were established, and it was clarified that TAC must be set below the upper range of ABC. The use of purse seines on overfished stocks was prohibited, and their allocation of TAC was redistributed under the 69%/31% split.

Amendment 3, with EA, was partially approved in August 1989, revised, resubmitted, and approved in April 1990. It prohibited drift gillnets for coastal pelagic species and purse seines for the overfished migratory groups of mackerels.

Amendment 4, with EA, implemented in October 1989, reallocated Atlantic migratory group Spanish mackerel equally between recreational and commercial fishermen.

Amendment 5, with EA, implemented in August 1990, made the following changes in the management regime:

- Extended the management area for Atlantic migratory groups of mackerels through the Mid-Atlantic Council's area of jurisdiction;
- Revised problems in the fishery and plan objectives;
- Revised the fishing year for Gulf of Mexico Spanish mackerel from July-June to April-March;
- Revised the definition of "overfishing";
- Added cobia to the annual stock assessment procedure;
- Provided that the South Atlantic Council will be responsible for pre-season adjustments

of TACs and bag limits for the Atlantic migratory groups of mackerels while the Gulf of Mexico Council will be responsible for Gulf of Mexico migratory groups;
- Continued to manage the two recognized Gulf of Mexico migratory groups of king mackerel as one until management measures appropriate to the eastern and western migratory groups can be determined;
- Re-defined recreational bag limits as daily limits;
- Deleted a provision specifying that bag limit catch of mackerel may be sold;
- Provided guidelines for corporate commercial vessel permits;
- Specified that Gulf of Mexico migratory group king mackerel may be taken only by hook-and-line and run-around gillnets;
- Imposed a bag and possession limit of two cobia per person per day;
- Established a minimum size of 12" FL or 14" TL for king mackerel and included a definition of "conflict" to provide guidance to the Secretary.

Amendment 6, with EA, implemented in November of 1992, made the following changes:
- Identified additional problems and an objective in the fishery;
- Provided for rebuilding overfished stocks of mackerels within specific periods;
- Provided for biennial assessments and adjustments;
- Provided for more seasonal adjustment actions;
- Allowed for Gulf of Mexico migratory group king mackerel stock identification and allocation when appropriate;
- Provided for commercial Atlantic migratory group Spanish mackerel possession limits;
- Changed commercial permit requirements to allow qualification in one of three preceding years;
- Discontinued the reversion of the bag limit to zero when the recreational quota is filled;
- Modified the recreational fishing year to the calendar year; and
- Changed the minimum size limit for king mackerel to 20" FL, and changed all size limit measures to fork length only.

Amendment 7, with EA, implemented in November 1994, equally divided the Gulf of Mexico commercial allocation in the Eastern Zone at the Dade-Monroe County line in Florida. The sub-allocation for the area from Monroe County through Western Florida is equally divided between commercial hook-and-line and net gear users.

Amendment 8, with EA, implemented March 1998, made the following changes to the management regime:
- Clarified ambiguity about allowable gear specifications for the Gulf of Mexico migratory group king mackerel fishery by allowing only hook-and-line and run-around gillnets. However, catch by permitted, multi-species vessels and bycatch allowances for purse seines were maintained;
- Established allowable gear in the South Atlantic and Mid-Atlantic areas as well as providing for the RA to authorize the use of experimental gear;
- Established the South Atlantic Councils' intent to evaluate the impacts of permanent jurisdictional boundaries between the Gulf of Mexico and South Atlantic Councils and development of separate FMPs for coastal pelagic species in these areas;

- Established a moratorium on commercial king mackerel permits until no later than October 15, 2000, with a qualification date for initial participation on October 16, 1995;
- Increased the income requirement for a king or Spanish mackerel permit to 25% of earned income or $10,000 from commercial sale of catch or charter or head boat fishing in one of the three previous calendar years, but allowed for a one-year grace period to qualify under permits that are transferred;
- Legalized retention of up to five cut-off (damaged) king mackerel on vessels with commercial trip limits;
- Set an OY target at 30% static SPR for the Gulf of Mexico and 40% static SPR for the Atlantic;
- Provided the South Atlantic Council with authority to set vessel trip limits, closed seasons or areas, and gear restrictions for Gulf of Mexico migratory group king mackerel in the North area of the Eastern zone (Dade/Monroe to Volusia/Flagler County lines in Florida);
- Established various data consideration and reporting requirements under the framework procedure;
- Modified the seasonal framework adjustment measures and specifications;
- Expanded the management area for cobia through the Mid-Atlantic Council's area of jurisdiction (to New York).

Amendment 9, with EA, implemented in April 2000, made the following changes to the management regime:

- Reallocated the percentage of the commercial allocation of TAC for the North area (Florida east coast) and South/West Area (Florida west coast) of the Eastern zone to 46.15% North and 53.85% South/West and retained the recreational and commercial allocations of TAC at 68% recreational and 32% commercial;
- Subdivided the commercial hook-and-line king mackerel allocation for the Gulf of Mexico migratory group, Eastern Zone, South/West Area (Florida west coast) by establishing two subzones with a dividing line between the two subzones at the Collier/Lee County line in Florida;
- Established regional allocations for the west coast of Florida based on the two subzones with 7.5% of the Eastern zone allocation of TAC being allowed from Subzone 2 and the remaining 92.5% being allocated as follows:
- 50% - Florida east coast
- 50% - Florida west coast that is further subdivided:
    - 50% - Net Fishery
    - 50% - Hook-and-Line Fishery
- Established a trip limit of 3,000 lb per vessel per trip for the Western zone;
- Established a moratorium on the issuance of commercial king mackerel gillnet endorsements and allow re-issuance of gillnet endorsements to only those vessels that: 1) Had a commercial mackerel permit with a gillnet endorsement on or before the moratorium control date of October 16, 1995 (Amendment 8), and 2) had landings of king mackerel using a gillnet in one of the two fishing years, 1995-1996 or 1996-1997, as verified by the NOAA Fisheries or trip tickets from Florida; allowed transfer of gillnet endorsements to immediate family members (son, daughter, father, mother, or spouse) only; and prohibited the use of gillnets or any other net gear for the harvest of Gulf of

Mexico migratory group king mackerel north of an east/west line at the Collier/Lee County line in Florida;

- Increased the minimum size limit for Gulf migratory group king mackerel from 20" FL to 24" FL;
- Allowed the retention and sale of cut-off (damaged), legal-sized king and Spanish mackerel within established trip limits.

Amendment 10, with (Supplemental Environmental Impact Statement (SEIS), approved in June 1999, incorporated EFH provisions for the South Atlantic.

Amendment 11, with SEIS, partially approved in December 1999, included proposals for mackerel in the South Atlantic Council's Comprehensive Amendment addressing SFA definitions and other provisions in FMPs of the South Atlantic Region.

Amendment 12, with EA, implemented in October 2000, extended the commercial king mackerel permit moratorium from its current expiration date of October 15, 2000, to October 15, 2005, or until replaced with a license limitation, limited access, and/or IFQ or ITQ system, whichever occurs earlier.

Amendment 13, with SEIS, implemented August 19, 2002, established two marine reserves in the EEZ of the Gulf of Mexico in the vicinity of the Dry Tortugas, Florida, known as Tortugas North and Tortugas South, in which fishing for CMP species is prohibited. This action complements previous actions taken under the NOAA Sanctuaries Act.

Amendment 14, with EA, implemented July 29, 2002, established a three-year moratorium on the issuance of charter vessel and head boat Gulf of Mexico migratory group king mackerel permits in the Gulf of Mexico unless replaced sooner by a comprehensive effort limitation system. The control date for eligibility was established as March 29, 2001. Amendment 14 also includes provisions for eligibility, application, appeals, and transferability.

Amendment 15, with EA, implemented on August 8, 2005, established an indefinite limited access program for the commercial king mackerel fishery in the EEZ under the jurisdiction of the Gulf of Mexico, South Atlantic, and Mid-Atlantic Councils. It also changed the fishing season to March 1 through February 28/29 for the Atlantic migratory groups of king and Spanish mackerel.

Amendment 16, was not developed.

Amendment 17, with SEIS, was implemented on June 15, 2006, and established a limited access system on for-hire reef fish and CMP permits. Permits are renewable and transferable in the same manner as currently prescribed for such permits. There will be a periodic review at least every 10 years on the effectiveness of the limited access system.

Amendment 18, with EA, was implemented on January 30, 2012, and established ACLs and AMs for Gulf of Mexico and Atlantic migratory groups for cobia, king mackerel, and Spanish mackerel. Amendment 18 also removed cero, little tunny, dolphin, and bluefish from the FMP,

revised the framework procedure, and separated cobia into Atlantic and Gulf of Mexico migratory groups.

Amendment 19, with EA, is under development, including actions that examine sale of cobia, king and Spanish mackerel, tournament sales of king mackerel, Atlantic group Spanish mackerel gillnet endorsement, and modifications to permits related to CMP species.

Amendment 20, also under development, would analyze transit provisions for king mackerel, modify the ACLs for Gulf of Mexico and Atlantic migratory group cobia, and examine regional and/or state by state quotas for CMP species.