

Background

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. 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

Amendment 10 Atlantic Dolphin Wahoo once 75% of the commercial sector ACL is reached, with the intention of avoiding an in-season closure for the commercial dolphin fishery. Since 2016, neither the commercial nor the recreational sector has harvested their respective ACLs.

The Council eventually split Dolphin Wahoo Amendment 10 from Snapper Grouper Amendment 44 and continued to develop the amendments. 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 onboard a vessel, and remove the operator card requirement for vessel operators or crew members. Development of the amendment was suspended pending the availability of revised recreational data from the Marine Recreational Information Program (MRIP), per guidance received 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 the amendment 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 as an authorized commercial gear type 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 for dually permitted for-hire and commercial dolphin wahoo permit holders, and add an action that would allow for-hire vessels north of the Virginia/North Carolina border to fillet dolphin at sea.

The actions in the amendment can be grouped according to the objectives that they are intended to accomplish. Actions 1 through 4 accommodate revised MRIP data by implementing a new ACL while also revising sector allocations that may change as result of a updated data for the baseline years that have been used to calculate these allocations. Actions 5 through 7 relate to potential revisions to the definition of optimum yield for dolphin. Action 8 through 12 would accommodate adaptive management of sector ACLs, change accountability measures, and announce starting and ending dates for recreational seasons. The remaining actions (Actions 13 through 17) implement miscellaneous management revisions for the dolphin and wahoo fisheries and are largely independent of one another.

New catch level recommendations for dolphin are not yet available. The SSC is scheduled to discuss new catch level recommendations at their October 2019 meeting. With this being the case, it is unlikely that the Committee will have these recommendations until the December 2019 Council meeting. Based on the Committee's guidance and discussion that was offered at recent Council meetings, the Committee may have difficulty deciding how to move forward with **Actions 1** through **8** in the amendment that are reliant on knowing the new ABCs and ACLs for dolphin and wahoo. As such, the Committee may want to consider holding off on discussion of these eight actions until a later date. Progress can be made on **Actions 9** through **17** since they do not directly relate to new catch level recommendations for the most part and the Committee may want to focus on these actions for the majority of the discussion on Amendment 10.

Actions in this amendment

Actions that accommodate revised MRIP data

- Action 1. Revise the total annual catch limit (ACL) for dolphin.
- Action 2. Revise the total annual catch limit (ACL) for wahoo.
- Action 3. Revise sector allocations and sector annual catch limits (ACLs) for dolphin.
- Action 4. Revise sector allocations and sector annual catch limits (ACLs) for wahoo.

Actions that redefine OY in the dolphin fishery

- Action 5. Revise the optimum yield (OY) definition for dolphin
- Action 6. Establish a commercial annual catch target (ACT) for dolphin
- Action 7. Modify the recreational annual catch target (ACT) for dolphi

Actions that accommodate adaptive management of sector ACLs, change accountability measures, and announce starting and ending dates for recreational seasons

- Action 8. Allow adaptive management of sector annual catch limits (ACLs) for dolphin
- Action 9. Revise the commercial accountability measures for dolphin
- Action 10. Revise the recreational accountability measures for dolphin
- Action 11. Revise the recreational accountability measures for wahoo
- Action 12. Announce starting and ending dates before recreational seasons start for dolphin and wahoo

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

- Action 13. Allow properly permitted commercial vessels with gear onboard that are not authorized for use in the dolphin wahoo fishery to possess dolphin or wahoo
- Action 14. Remove the requirement of vessel operators or crew to hold an Operator Card in the Dolphin Wahoo Fishery
- Action 15. Modify the recreational vessel limit for dolphin
- Action 16. Modify gear, bait, and training requirements in the commercial longline fishery for dolphin and wahoo to align with Highly Migratory Species requirements
- Action 17. Allow filleting of dolphin at sea onboard charter or headboat vessels in the waters north of the Virginia/North Carolina border

Objectives for this meeting

- Review draft purpose and need statements.
- Review actions and alternatives and make modifications as appropriate.
- Consider timing of amendment and approval for scoping.

Potential amendment timing

September 2019 Council reviews amendment as well as the goals and objectives of the FMP and provides guidance on how to move forward.

Fall 2019	Scoping occurs.
December 2019	Council reviews scoping comments, goals and objectives of the FMP, Purpose and Need statements, and actions and alternatives.
March 2020	Council reviews preliminary effects and provides guidance on actions and alternatives.
June 2020	Council reviews revised effects, provides guidance on actions and alternatives, and finalizes Purpose and Need Statements.
September 2020	Council reviews revised effects, provides guidance on actions and alternatives, and approves for public hearings.
Fall 2020	Public hearings occur.
December 2020	Council reviews public hearing comments and provides guidance on actions and alternatives.
March 2021	Council reviews revised effects and approves amendment for Secretarial review.
Late 2021	Dolphin Wahoo Amendment 10 actions are implemented.

Purpose and Need statement

The *purpose* of Amendment 10 to the Fishery Management Plan for the Dolphin Wahoo Fishery for the Atlantic (Dolphin Wahoo Amendment 10) is to revise the catch levels [acceptable biological catch (ABC) estimates, annual catch limits (ACL)], annual catch targets (ACT), accountability measures (AM), sector allocations, and management measures for dolphin and wahoo. The revisions to the ABC and ACL incorporate recreational data as per the Marine Recreational Information Program (MRIP) using the Fishery Effort Survey method, as well as updates to commercial and for-hire landings.

The *need* for Dolphin Wahoo Amendment 10 is to base conservation and management measures upon the best scientific information available, and to prevent unnecessary negative social and economic impacts that may otherwise be realized in the dolphin wahoo fishery and fishing community, in accordance with the provisions set forth in the Magnuson-Stevens Fishery Conservation and Management Act.

IPT Recommendations/Comments:

• As an initial starting point, the IPT has suggested the above draft purpose and need statements. These statements will likely need to be revised as the actions within Amendment 10 are clarified.

Committee Action:

- APPROVE THE IPT'S SUGGESTED PURPOSE AND NEED STATEMENTS.
- DO NOT APPROVE THE IPT'S SUGGESTED PURPOSE AND NEED STATEMENTS.
- OTHER?

Proposed Actions and Alternatives

Action 1. Revise total annual catch limit (ACL) for dolphin

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The total annual catch limit for dolphin is set equal to the acceptable biological catch. The current total annual catch limit for dolphin is 15,344,846 pounds whole weight.

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

Discussion:

- The ACL for dolphin is dependent on the ABC which is set based on catch level recommendations from the Council's SSC. New catch level recommendations for dolphin are not yet available. The SSC is scheduled to discuss new catch level recommendations at their October 2019 meeting. With this being the case, it is unlikely that the Committee will have these recommendations until the December 2019 Council meeting.
- At the June 2019 meeting, the Committee approved this action and requested sub-alternatives that allow for a buffer between the ABC and the ACL. It is expected that these sub-alternatives will be provided along with corresponding poundage values at the December 2019 Council meeting.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 2. Revise total annual catch limit (ACL) for wahoo

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The total annual catch limit for wahoo is set equal to the acceptable biological catch. The current total annual catch limit for wahoo is 1,794,960 pounds whole weight.

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

Discussion:

- The ACL for wahoo is dependent on the ABC which is set based on catch level recommendations from the Council's SSC. New catch level recommendations for dolphin are not yet available. The SSC is scheduled to discuss new catch level recommendations at their October 2019 meeting. With this being the case, it is unlikely that the Committee will have these recommendations until the December 2019 Council meeting.
- At the June 2019 meeting, the Committee approved this action and requested sub-alternatives that allow for a buffer between the ABC and the ACL. It is expected that these sub-alternatives will be provided along with corresponding poundage values at the December 2019 Council meeting.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

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

<u>Note:</u> This is a new action for the amendment and has not been discussed in detail by the Committee. Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The recreational sector allocation for dolphin is 90% of the total annual catch limit. The commercial sector allocation for dolphin is 10% of the total annual catch limit. This is based on the total catch between 2008 and 2012 as reported in 2014 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Alternative 2. Allocate 93% of the total annual catch limit for dolphin to the recreational sector. Allocate 7% of the total annual catch limit for dolphin to the commercial sector. This is based on the total catch between 2008 and 2012 as reported in 2019 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Alternative 3. Allocate 93.6% of the total annual catch limit for dolphin to the recreational sector. Allocate 6.4% of the total annual catch limit for dolphin to the commercial sector. This is based on the total catch between 2013 and 2017 as reported in 2019 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Alternative 4. Allocate 92.9% of the total annual catch limit for dolphin to the recreational sector. Allocate 7.1% of the total annual catch limit for dolphin to the commercial sector. This is based on the total catch between 1986 and 2017 as reported in 2019 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Alternative 5. Modify the time series and method by which allocations for dolphin are specified for the recreational and commercial sectors by applying the following formula and using landings data as reported in 2019 from the commercial accumulated landings system, NMFS headboat survey, and Marine Recreational Information Program.

Sector apportionment = (50% * average of long-term catch (lbs ww)) + (50% * average of recent catch (lbs ww)).

Sub-alternative 5a. Long-term catch = 1999 through 2008; recent catch = 2006 through 2008. This would result in 94.2% of the annual catch limit to the recreational sector and 5.8% of the annual catch limit to the commercial sector.

Sub-alternative 5b. Long-term catch = 2008 through 2017; recent catch = 2015 through 2017. This would result in 94.1% of the annual catch limit to the recreational sector and 5.9% of the annual catch limit to the commercial sector.

Sub-alternative 5c. Long-term catch = 1986 through 2017; recent catch = 2015 through 2017. This would result in 93.8% of the annual catch limit to the recreational sector and 6.2% of the annual catch limit to the commercial sector.

Discussion:

- This action is new to the amendment and was added in accordance with guidance received at the December 2018 Council meeting to "add an action to revise sector allocations." The Committee was not able to discuss this action at the March 2019 meeting.
- For the alternatives presented, potential sector ACLs will be provided in pounds once the SSC has specified an ABC recommendation for dolphin. Percentages of the total ACL for each alternative are provided in **Table 1**. Please note that these calculations are not inclusive of Monroe County recreational landings but will be updated if the SSC includes this data in revised catch level recommendations.
- The alternatives presented are all landings-based and should be considered as an initial starting point. The range of alternatives can be expanded and the Committee may want to provide guidance on other ways that allocations should be considered. With initial guidance, the IPT could help develop such ideas and come back to the Committee with other alternatives that examine other ways to allocate between sectors.

- Alternative 2 updates sector allocations with new MRIP data using the same baseline years that were selected in Dolphin Wahoo Amendment 8, which was the last amendment in which sector allocations for dolphin were revised.
- Alternative 3 updates sector allocations with new MRIP data as well as the time series for which sector allocations are calculated. This alternative uses the most recent 5 years of available data.
- Alternative 4 updates sector allocations with new MRIP data and uses the longest time series of available usable recreational data.
- Alternative 5 applies the sector allocation formula originally used for wahoo in the Comprehensive ACL amendment. The sub-alternatives of Alternative 5 use varying time series for baseline years.

	Recreational Allocation	Commercial Allocation
Alternative	of the Total ACL	of the Total ACL
Alternative 1 (No action)	90.0%	10.0%
Alternative 2	93.0%	7.0%
Alternative 3	93.6%	6.4%
Alternative 4	92.9%	7.1%
Alternative 5a	94.2%	5.8%
Alternative 5b	94.1%	5.9%
Alternative 5c	93.8%	6.2%

 Table 1. Sector allocations for Action 3.

IPT Recommendations/Comments:

- The recommended draft wording and range of alternatives is provided in the action.
- While not currently available, 2018 data will likely be available in the late spring or early summer. The Committee may want to consider adding 2018 to the time series instead of a terminal year of 2017, however this will cause some delay in when analyses can be available for review.
- If "recent catch" is a concern, the Committee may not want to consider defining "recent catch" as 2006 through 2008, as is the case in **Sub-alternative 5a**.
- Are there other approaches that the Committee would like to consider other than historic landings for setting sector allocations?

Committee Action:

- APPROVE ACTION 3 AND THE PROPOSED RANGE OF ALTERNATIVES.
- DO NOT APPROVE ACTION 3 AND THE PROPOSED RANGE OF ALTERNATIVES (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

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

<u>Note:</u> This is a new action for the amendment and has not been discussed in detail by the Committee. Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The recreational sector allocation for wahoo is 96.07% of the total annual catch limit. The commercial sector allocation for wahoo is 3.93% of the total annual catch limit. This is based on the following formula for each sector using landings data as reported in 2013 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Sector apportionment = (50% * average of long-term catch (lbs ww)) + (50% * average of recent catch (lbs ww)).

Long-term catch = 1999 through 2008; Recent catch = 2006 through 2008

Alternative 2. Allocate 97.2% of the total annual catch limit for wahoo to the recreational sector. Allocate 2.8% of the total annual catch limit for wahoo to the commercial sector. This is based on the following formula for each sector using landings data as reported in 2019 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Sector apportionment = (50% * average of long-term catch (lbs ww)) + (50% * average of recent catch (lbs ww)).

Long-term catch = 1999 through 2008; Recent catch = 2006 through 2008

Alternative 3. Modify the time series by which allocations for wahoo are specified for the recreational and commercial sectors applying the following formula and using landings data as reported in 2019 from the commercial accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Sector apportionment = (50% * average of long-term catch (lbs ww)) + (50% * average of recent catch (lbs ww)).

Sub-alternative 3a. Long-term catch = 2008 through 2017; Recent catch = 2015 through 2017. This would result in 97.3% of the total annual catch limit to the recreational sector and 2.7% of the total annual catch limit to the commercial sector.

Sub-alternative 3b. Long-term catch = 1986 through 2017; recent catch = 2015 through 2017. This would result in 97.4% of the total annual catch limit to the recreational sector and 2.6% of the total annual catch limit to the commercial sector.

Alternative 4. Allocate 96.2% of the total annual catch limit for wahoo to the recreational sector. Allocate 3.8% of the total annual catch limit for wahoo to the commercial sector. This is based on the total catch between 1986 and 2017 as reported in 2019 from the commercial

accumulated landings system, Southeast Region Headboat Survey, and Marine Recreational Information Program.

Discussion:

- This action is new to the amendment and was added in accordance with guidance received at the December 2018 Council meeting to "add an action to revise sector allocations." The Committee was not able to discuss this action at the March 2019 meeting.
- For the alternatives presented, sector ACLs will be provided in pounds once the SSC has specified an ABC recommendation for wahoo. Percentages of the total ACL for each alternative is provided in **Table 2**. Please note that these calculations are not inclusive of Monroe County recreational landings but will be updated if the SSC includes this data in revised catch level recommendations.
- The alternatives presented are all landings-based and should be considered as an initial starting point. The range of alternatives can be expanded and the Committee may want to provide guidance on other ways that allocations should be considered. With initial guidance, the IPT could help develop such ideas and come back to the Committee with other alternatives that examine other ways to allocate between sectors.
- Alternative 2 updates sector allocations with new MRIP data using the same baseline years and sector allocation formula that was originally selected in Comprehensive ACL Amendment.
- Alternative 3 and its sub-alternatives updates sector allocations with new MRIP data as well as the time series for which sector allocations are calculated in the sector allocation formula.
- Alternative 4 updates sector allocations with new MRIP data, uses the longest time series of available usable recreational data, and does not use the sector allocation formula.

able 2. Sector anocations for Action 4.				
	Recreational Allocation	Commercial Allocation		
Alternative	of the Total ACL	of the Total ACL		
Alternative 1 (No Action)	96.07%	3.93%		
Alternative 2	97.2%	2.8%		
Alternative 3a	97.3%	2.7%		
Alternative 3b	97.4%	2.6%		
Alternative 4	96.2%	3.8%		

Table 2. Sector allocations for Action 4.

IPT Recommendations/Comments:

- The recommended draft wording and range of alternatives is provided in the action.
- While not currently available, 2018 data will likely be available in the late spring or early summer. The Committee may want to consider adding 2018 to the time series instead of a terminal year of 2017, however this will cause some delay in when analyses can be available for review.
- If "recent catch" is a concern, the Committee may not want to consider defining "recent catch" as 2006 through 2008, as is the case in **Alternative 2**.
- Are there other approaches that the Committee would like to consider other than historic landings for setting sector allocations?

Committee Action:

- APPROVE ACTION 4 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10.
- DO NOT APPROVE ACTION 4 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 5. Revised the optimum yield (OY) definition for dolphin

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). OY is equal to the total ACL.

Alternative 2. OY is equal to the sum of the commercial ACL and the recreational ACT. Alternative 3. OY is equal to 75% MSY.

Alternative 4. OY is the long-term average catch, which is not to exceed the total ACL, and will fall between the total ACL and the sum of the commercial and recreational ACTs.

Discussion:

- The Magnuson-Stevens Fishery Conservation and Management Act defines optimum yield (OY) as "the amount of fish that will provide the greatest overall benefit to the Nation, particularly with respect to food production and recreational opportunities and taking into account the protection of marine ecosystems; that is prescribed on the basis of the maximum sustainable yield (MSY) from the fishery, as reduced by any relevant economic, social, or ecological factor; and, in the case of an overfished fishery, that provides for rebuilding to a level consistent with producing the MSY in such fishery" (50 C.F.R. §600.310 (i)(A)).
- Defining OY for dolphin can be linked to how the definition affects the access of each user group at the present and in the future.
- For the commercial sector, an OY that allows the commercial fleet to access the maximum proportion of the ACL (Alternative 1 (No Action)) would likely be the most beneficial by maximizing the commercial landings. The effects of Alternatives 2 through 4 would depend on how much of the ACL is available to the commercial fleet.
- For the recreational sector, the effects of OY may be associated with the trade-off between allowing access and retention of dolphin to keep trip satisfaction high, but also leaving enough dolphin in the water to allow a high probability of interaction with the species and continued targeted recreational trips.
- Information on how the alternatives for OY relate to the revised ACL will not be available until the SSC has had the opportunity to provide recommended catch levels.

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed this action and approved the following motion during their April 21, 2017 meeting:

MOTION: SUPPORT ALTERNATIVE 1 IN ACTION 1.

9 IN FAVOR, 1 OPPOSED

Note: Action 5 was listed as Action 1 in the amendment at the time.

IPT Recommendations/Comments:

- If the Committee would like to keep the action defining OY in the amendment, Actions 5, 6, and 7 should remain together as all three actions pertain to potentially using ACTs in setting OY. Should the Committee choose to remove Action 5, Actions 6 and 7 could be removed as a block.
- Does the Committee want to also include wahoo in this action or a subsequent action pertaining to OY?

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 6. Establish a commercial annual catch target (ACT) for dolphin

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). There is no ACT for the commercial sector.

Alternative 2. The commercial ACT equals 80% of the commercial ACL [commercial ACL*0.8].

Alternative 3. The commercial ACT equals 90% of the commercial ACL [commercial ACL*0.9].

Alternative 4. The commercial ACT equals the commercial ACL.

Discussion:

- Currently there is not a commercial ACT for dolphin. If the definition of OY is changed to incorporate a commercial ACT, then one needs to be established.
- Alternatives 2 and 3 would establish a commercial ACT at 20% and 10% less than the commercial ACL, respectively.
- Alternative 4 would establish a commercial ACT equal to the commercial ACL.
- A commercial ACT for dolphin may function as a performance standard and does not need to be linked to an AM. Therefore, assuming no further action is taken to link the ACT to an AM, using a commercial ACT as a "soft target" could help define OY without implementing restrictions in the fishery if the ACT is met or exceeded.

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed this action and approved the following motion during their April 21, 2017 meeting:

MOTION: ADOPT ALTERNATIVE 1 IN ACTION 3.

10 IN FAVOR, 0 OPPOSED

Note: Action 6 was listed as Action 3 in the amendment at the time.

IPT Recommendations/Comments:

• Since the ACT is a "soft target" with no related management items, Action 6 may not be necessary if not intended for use in the definition of OY.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 7. Modify the recreational annual catch target (ACT) for dolphin

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The ACT for the recreational sector equals [sector ACL*(1-PSE)] or [ACL*0.5], whichever is greater.

Alternative 2. The recreational ACT equals 50% of the recreational ACL [recreational ACL*0.5].

Alternative 3. The recreational ACT equals 60% of the recreational ACL [recreational ACL*0.6].

Alternative 4. The recreational ACT equals 70% of the recreational ACL [recreational ACL*0.7].

Discussion:

- Alternative 1 (No Action) would retain the recreational ACT implemented in Dolphin Wahoo Amendment 5.
- Alternatives 2, 3, and 4 would reduce the recreational ACT by 50%, 40% and 30%, respectively in comparison to the ACL.
- The recreational ACT for dolphin functions as a performance standard, and does not trigger an AM. Therefore, assuming no further action is taken to link the ACT to an AM, using the recreational ACT as a "soft target" could help define OY without implementing restrictions on the fishery if the ACT is met or exceeded.

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed this action and approved the following motion during their April 21, 2017 meeting:

MOTION: CONSIDER RECREATIONAL ACT OF 70% OF THE ACL. ALSO ADD A FUTURE AM THAT WOULD TRIGGER A RECREATIONAL REDUCTION IF THE RECREATIONAL ACT IS MET. SUGGEST 10 PER PERSON WITH A MAXIMUM OF 40 PER VESSEL.

9 IN FAVOR; 1 OPPOSED

IPT Recommendations/Comments:

• Since the ACT is a "soft target" with no related management items, Action 7 may not be necessary if not intended for use in the definition of OY.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 8. Allow adaptive management of sector annual catch limits (ACLs) for dolphin

Note: Since new catch level recommendations are not available, this action will likely not be discussed in detail until the December 2018 Council meeting.

Action Alternatives:

Alternative 1 (No Action). The current allocation for the recreational sector for dolphin is 90% of the total ACL. The current allocation for the commercial sector for dolphin is 10% of the total ACL.

Alternative 2. Set aside a portion of the total ACL that can be used by either sector as a common pool allocation.

Sub-alternative 2a: 1% of the total ACL becomes a common pool allocation. The remaining total ACL is split between the recreational sector and the commercial sector according to the current allocation.

Sub-alternative 2b: 2.5% of the total ACL becomes a common pool allocation. The remaining total ACL is split between the recreational sector and the commercial sector according to the current allocation.

Sub-alternative 2c: 5% of the total ACL becomes a common pool allocation. The remaining total ACL is split between the recreational sector and the commercial sector according to the current allocation.

Sub-alternative 2d: 10% of the total ACL becomes a common pool allocation. The remaining total ACL is split between the recreational sector and the commercial sector according to the current allocation.

Alternative 3. If the commercial ACL is not met in a given fishing year, the unused ACL may be carried forward to the next fishing year only. The carried-forward balance shall not exceed a given percentage (Sub-alternatives 3a-3c) of the commercial sector ACL.

Sub-alternative 3a: The carried forward balance shall not exceed 5% of the total commercial sector ACL.

Sub-alternative 3b: The carried forward balance shall not exceed 10% of the total commercial sector ACL.

Sub-alternative 3c: The carried forward balance shall not exceed 20% of the total commercial sector ACL.

Alternative 4. If the recreational ACL is not met in a given fishing year, the unused ACL may be carried forward to the next fishing year only. The carried-forward balance shall not exceed a given percentage (Sub-alternatives 4a-4c) of the recreational sector ACL.

Sub-alternative 4a: The carried forward balance shall not exceed 1% of the total recreational sector ACL.

Sub-alternative 4b: The carried forward balance shall not exceed 2.5% of the total recreational sector ACL.

Sub-alternative 4c: The carried forward balance shall not exceed 5% of the total recreational sector ACL.

Alternative 5: Conditionally transfer for the next fishing year a certain percentage (Subalternatives 5a-5d) of the ACL from a sector that is not landing its ACL to the other sector that is landing at least 90% of its ACL, if the landings of the donating sector are below the minimum landings threshold (Sub-alternatives 5e-5g). The highest landings from the donating sector, based on available finalized data from the five years prior, will be used as criteria to determine if landings are below the minimum landings threshold for a conditional transfer to occur.

Conditional Quota Transfer (MUST CHOOSE ONE):

Sub-alternative 5a: Conditionally transfer 1% of the unadjusted ACL of one sector to the other sector.

Sub-alternative 5b: Conditionally transfer 2.5% of the unadjusted ACL of one sector to the other sector.

Sub-alternative 5c: Conditionally transfer 5% of the unadjusted ACL of one sector to the other sector.

Sub-alternative 5d: Conditionally transfer 10% of the unadjusted ACL of one sector to the other sector.

Donating sector's ACL Minimum Threshold (MUST CHOOSE ONE), if the donating sector's landings are:

Sub-alternative 5e: less than 50% of its unadjusted ACL.

Sub-alternative 5f: less than 65% of its unadjusted ACL.

Sub-alternative 5g: less than 75% of its unadjusted ACL.

Discussion:

- Alternative 2 would set aside a portion of the total ACL that can be used by either sector if needed to prevent a closure of harvest in the fishery. Under this scenario, a certain percentage of the total ACL is set aside into a "common pool" allocation for use by either sector. The ACLs for both sectors are then re-set based on the remaining total ACL. The outcome will be reduced ACLs for both the recreational and commercial sectors, but either sector may use the common pool ACL if they exceed their respective sector ACLs and the common pool category ACL has not been exhausted. Should this alternative be pursued by the Council, a revision of the accountability measures (Action 9) will be necessary.
- Alternative 3 would allow unharvested ACL (i.e. the difference between observed landings and the sector ACL) in the commercial sector in a given fishing year to be used in the

following fishing year if needed to help avoid a harvest closure for the sector. A similar measure is currently being pursued in the Comprehensive ABC Control Rule Amendment.

- Alternative 4 would allow unharvested ACL (i.e. the difference between observed landings and the sector ACL) in the recreational sector in a given fishing year to be used in the following fishing year if needed to help avoid a harvest closure for the sector. A similar measure is currently being pursued in the Comprehensive ABC Control Rule Amendment.
- Alternative 5 would allow the conditional transfer of ACL from one sector to the other with limitations on the amount of ACL that can be transferred from the donating sector (Subalternatives 5a-5d). Additionally, stipulations are in place that do not allow the transfer to take place unless the donating sector is under-harvesting its ACL by at least a given amount (Sub-alternatives 5e-5g) every year over the previous five years of available data. Also, the receiving sector must be harvesting at least 90% of its unadjusted ACL.
- At the March 2017 meeting, the Council noted that **Alternative 5** may not be applicable to the dolphin fishery due to the "pulse" nature of the fishery and that the Council may want to remove this alternative at a future date.

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed this action and approved the following motion during their April 21, 2017 meeting:

MOTION: SUPPORT SUB-ALTERNATIVE 2B OF ACTION 4.

Alternative 2. Set aside a portion of the total ACL that can be used by either sector as a common pool allocation.

Sub-alternative 2b: 2.5% of the total ACL becomes a common pool allocation. The remaining total ACL is split between the recreational sector and the commercial sector according to the current allocation.

6 IN FAVOR; 4 OPPOSED

MOTION: SUPPORT SUB-ALT 3A OF ACTION 4.

Alternative 3. If the commercial ACL is not met in a given fishing year, the unused ACL may be carried forward to the next fishing year only. The carried-forward balance shall not exceed a given percentage of the commercial sector ACL.

Sub-alternative 3a: The carried forward balance shall not exceed 5% of the total commercial sector ACL.

8 IN FAVOR; 2 OPPOSED

MOTION: SUPPORT SUB-ALT 4A IN ACTION 4.

Alternative 4. If the recreational ACL is not met in a given fishing year, the unused ACL may be carried forward to the next fishing year only. The carried-forward balance shall not exceed a given percentage of the recreational sector ACL.

Sub-alternative 4a: The carried forward balance shall not exceed 1% of the total recreational sector ACL.

9 IN FAVOR; 1 OPPOSED

Note: Action 8 was listed as Action 4 in the amendment at the time.

IPT Recommendations/Comments:

- Alternatives 2 and 5 may be cumbersome to implement from a timing perspective due to time lags in the landings data, particularly for recreational data. Keeping track of the common pool ACL available to both sectors at once (Alternative 2) or conditionally transferring ACL from one sector to the other (Alternative 5) will be tricky due to the "pulse" nature of the fishery, with large amounts of landings occurring in a relatively short amount of time.
- Alternatives 3 and 4 involve allowing carryover of uncaught ACL. This is being addressed in the Comprehensive ABC Control Rule Amendment, thus these alternatives may not be necessary in Amendment 10.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 9. Revise the commercial accountability measures for dolphin

Action Alternatives:

Alternative 1 (No Action). The current commercial $\frac{AM}{ACL}$ accountability measure includes an inseason closure to take place if the commercial $\frac{ACL}{ACL}$ annual catch limit is met or projected to be met. If the commercial $\frac{ACL}{ACL}$ annual catch limit is exceeded, it will be reduced by the amount of the commercial overage in the following fishing year only if the species is overfished and the total $\frac{ACL}{ACL}$ annual catch limit is exceeded.

The current recreational AM includes a shortening of the recreational season that may be triggered if the recreational ACL is exceeded, but only after recreational landings have been monitored for persistence in increased landings. The length of the recreational season will not be reduced if the RA determines the best available science shows that it is not necessary. If a reduction is necessary, the recreational season may be reduced and the ACL in the following fishing year will be reduced by the amount of the recreational overage only if the species is overfished and the total ACL is exceeded.

Alternative 2. The commercial $\frac{AM}{AM}$ accountability measure will include an in-season closure to take place if the commercial $\frac{ACL}{ACL}$ annual catch limit and the available common pool $\frac{ACL}{ACL}$ annual catch limit is met or projected to be met. If the commercial $\frac{ACL}{ACL}$ annual catch limit and the available common pool $\frac{ACL}{ACL}$ annual catch limit is exceeded, it will be reduced by the amount of the commercial overage in the following fishing year only if the species is overfished and the total $\frac{ACL}{ACL}$ annual catch limit is exceeded.

The recreational AM will include a shortening of the recreational season that may be triggered if the recreational ACL and the available common pool ACL is exceeded, but only after recreational landings have been monitored for persistence in increased landings. The length of the recreational season will not be reduced if the RA determines the best available science shows that it is not necessary. If a reduction is necessary, the recreational season may be reduced and the ACL in the following fishing year will be reduced by the amount of the recreational overage only if the species is overfished and the total ACL is exceeded.

Alternative 3. The commercial AM accountability measure will include an in-season closure to take place if the commercial ACL annual catch limit and the available uncaught sector ACL annual catch limit from the previous fishing year is met or projected to be met. If the commercial ACL annual catch limit and the available uncaught sector ACL annual catch limit from the previous fishing year is exceeded, it will be reduced by the amount of the commercial overage in the following fishing year only if the species is overfished and the total ACL annual catch limit is exceeded.

Alternative 4. The recreational AM will include a shortening of the recreational season that may be triggered if the recreational ACL and the available uncaught sector ACL from the previous fishing year is exceeded, but only after recreational landings have been monitored for persistence in increased landings. The length of the recreational season will not be reduced if the RA determines the best available science shows that it is not necessary. If a reduction is necessary, the recreational season may be reduced and the ACL in the following fishing year will be reduced by the amount of the recreational overage only if the species is overfished and the total ACL is exceeded.

Alternative 5. The commercial AM will include a shortening of the commercial season that may be triggered if the commercial ACL is exceeded, but only after commercial landings have been monitored for persistence in increased landings. The length of the commercial season will not be reduced if the RA determines the best available science shows that it is not necessary. If a reduction is necessary, the commercial season may be reduced and the ACL in the following fishing year will be reduced by the amount of the commercial overage only if the species is overfished and the total ACL is exceeded.

Alternative 4. If commercial landings exceed the commercial annual catch limit, then during the following fishing year, commercial landings will be monitored for persistence in increased landings. If the commercial annual catch limit is exceeded for a second consecutive year, it will be reduced by the amount of the commercial overage in the following fishing year and the commercial season will be reduced by the amount necessary to ensure that commercial 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 commercial annual catch limit and length of the commercial season will not be reduced if the Regional Administrator determines, using the best available science, that it is not necessary.

Discussion:

- At the June 2019 meeting, the Committee voted to move actions pertaining to dolphin and wahoo from the Recreational Accountability Measures Amendment to Dolphin Wahoo Amendment 10. As such **Actions 9** through **12** address this request.
- Action 9 originally addressed changes to accountability measures (AMs) that would be necessary to accommodate Action 8, but the intent of the action has expanded to potentially

apply the recreational AM to the commercial sector thereby allowing that sector to avoid an in-season closure in a year of unexpectedly high landings.

- Alternative 2 is included to accommodate Alternative 2 in Action 8 (common pool allocation).
- Alternative 3 is included to accommodate Alternative 3 in Action 8 (uncaught commercial ACL carried forward to the next fishing year).
- Alternative 4 was added as revised application of the recreational AM for dolphin to the commercial sector. The intent, per comments from the Council, is to avoid an in-season closure in a year of unexpectedly high landings if ACL rollover is not allowed via the ABC Control Rule Amendment. Within this alternative, it is notable that the commercial AM would not apply unless dolphin are determined to be overfished <u>and</u> the total ACL is exceeded. Additionally, should this occur, the commercial ACL would be reduced the following year and NMFS would presumably establish a commercial season that would be shorter than the current 365 day fishing year.

IPT Recommendations/Comments:

- The IPT recommended splitting actions that address changes to AMs into actions that separately address dolphin and wahoo by species and by sector since this would help with providing analyses and comparison of alternatives. Hence the revised structure of Action 9 and suggested addition of Action 10.
- Portions of Action 9 (Alternatives 2 and 3) are included in the amendment to accommodate alternatives in Action 8. If alternatives are removed from Action 8, then the Committee may want to consider removing corresponding alternatives from Action 9 since they would no longer be necessary.

Committee Action:

- APPROVE THE IPT'S SUGGESTED EDITS IN ACTION 9.
- DO NOT APPOVE THE IPT'S SUGGESTED EDITS IN ACTION 9 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 10. Revise the recreational accountability measures for dolphin

Note: This is a new action for the amendment.

Alternative 1 (No action). The fishing year for dolphin is the same as the calendar year. 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. If recreational landings exceed the recreational annual catch limit and the available common pool 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 and the available common pool 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 3. If recreational landings exceed the recreational annual catch limit and the available uncaught sector annual catch limit from the previous fishing year, then during the following fishing year recreational landings will be monitored for persistence in increased landings. If the recreational annual catch limit and the available uncaught sector annual catch limit from the previous fishing year 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 of the recreational overage 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 4. Remove the post season accountability measures.

Alternative 5. Only implement post season accountability measures if:

Sub-alternative 5a. The recreational annual catch limits are constant and the 3-year geometric mean of landings exceed the recreational sector annual catch limit. If in any year the recreational sector annual catch limit is changed, the moving multi-year geometric mean of landings will start over.

Sub-alternative 5b. The recreational annual catch limits are constant and 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.

Sub-alternative 5c. The recreational annual catch limits are constant and 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.

Sub-alternative 5d. The total (commercial and recreational combined) annual catch limit is exceeded.

Sub-alternative 5e. The stock is overfished based on the most recent Status of U.S. Fisheries Report to Congress.

Alternative 6. If the post-season accountability measure is triggered, reduce the recreational sector annual catch limit by the amount of the overage in the following fishing season.

Alternative 7. If the post-season accountability measure is triggered, reduce the length of the following recreational fishing season by the amount necessary to reduce the probability that the annual catch limit will be exceeded in the following year.

Discussion:

- At the June 2019 meeting, the Committee voted to move actions pertaining to dolphin and wahoo from the Recreational Accountability Measures Amendment to Dolphin Wahoo Amendment 10. As such **Actions 9** through **12** address this request.
- Portions of Action 10 originally addressed changes to accountability measures (AMs) that would be necessary to accommodate Action 8, but the intent of the action has expanded to potentially include changes to recreational AMs that were being considered in the Recreational Accountability Measures Amendment.
- Alternative 2 is included to accommodate Alternative 2 in Action 8 (common pool allocation).
- Alternative 3 is included to accommodate Alternative 3 in Action 8 (uncaught commercial ACL carried forward to the next fishing year).
- Alternatives 4 through 7 were carried over from the Recreational Accountability Measures Amendment.
- One of the stated purposes for the Recreational Accountability Measures Amendment was to work towards standardizing AMs across the Snapper Grouper and Dolphin Wahoo FMPs. The Committee may want to consider if this is still an objective for management of the dolphin fishery in discussion of Action 10, particularly in regard to the inclusion of Alternatives 4 through 7.

IPT Recommendations/Comments:

- Portions of Action 10 (Alternatives 2 and 3) are included in the amendment to accommodate alternatives in Action 8. If alternatives are removed from Action 8, then the Committee may want to consider removing corresponding alternatives from Action 10 since they would no longer be necessary.
- If post season recreational AMs are removed via **Alternative 4**, the Council would need to specify an in-season AM per National Standard 1 which states that "any FMP shall establish a mechanism for specifying ACLs in the FMP (including a multiyear plan), implementing regulations, or annual specifications, at a level such that overfishing does not occur in the fishery, including measures to ensure accountability."
- Sub-alternative 5d, Sub-alternative 5e and Alternative 6 are incorporated in combination into the current recreational AMs for dolphin. However, choosing them as stand-alone options would be a departure from the status quo (Alternative 1 (No Action)).
- In Alternative 7, "reduce the probability that the annual catch limit will be exceeded in the following year" is an unspecific term. If the Committee chooses to further develop this alternative, it would be helpful to know how much the probability should be reduced or potentially consider more definitive language.
- The IPT recommended splitting actions that address changes to AMs into actions that separately address dolphin and wahoo by species and by sector since this would help with providing analyses and comparison of alternatives. Hence the revised structure of Action 9 and suggested addition of Action 10.

Committee Action:

- APPROVE ACTION 10 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10.
- DO NOT APPROVE ACTION 10 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 11. Revise the recreational accountability measures for wahoo

Note: This is a new action for the amendment.

Alternative 1 (No action). The fishing year for wahoo is the same as the calendar year. 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 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.

Alternative 2. Remove the post season accountability measures.

Alternative 3. Only specify post season accountability measures if:

Sub-alternative 3a. The recreational annual catch limits are constant and the 3-year geometric mean of landings exceed the recreational sector annual catch limit. If in any year the recreational sector annual catch limit is changed, the moving multi-year geometric mean of landings will start over.

Sub-alternative 3b. The recreational annual catch limits are constant and 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.

Sub-alternative 3c. The recreational annual catch limits are constant and 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.

Sub-alternative 3d. The total (commercial and recreational combined) annual catch limit is exceeded.

Sub-alternative 3e. The stock is overfished based on the most recent Status of U.S. Fisheries Report to Congress.

Alternative 4. If the post-season accountability measure is triggered, reduce the recreational sector annual catch limit by the amount of the overage in the following fishing season.

Alternative 5. If the post-season accountability measure is triggered, reduce the length of the following recreational fishing season by the amount necessary to reduce the probability that the annual catch limit will be exceeded in the following year.

Discussion:

- At the June 2019 meeting, the Committee voted to move actions pertaining to dolphin and wahoo from the Recreational Accountability Measures Amendment to Dolphin Wahoo Amendment 10. As such **Actions 9** through **12** address this request.
- One of the stated purposes for the Recreational Accountability Measures Amendment was to work towards standardizing AMs across the Snapper Grouper and Dolphin Wahoo FMPs. The Committee may want to consider if this is still an objective for management of the wahoo fishery in discussion of Action 11.

IPT Recommendations/Comments:

- If post season recreational AMs are removed via **Alternative 2**, the Council would need to specify an in-season AM per National Standard 1 which states that "any FMP shall establish a mechanism for specifying ACLs in the FMP (including a multiyear plan), implementing regulations, or annual specifications, at a level such that overfishing does not occur in the fishery, including measures to ensure accountability."
- Sub-alternative 3d, Sub-alternative 3e and Alternative 4 are incorporated in combination into the current recreational AMs for wahoo. However, choosing them as stand-alone options would be a departure from the status quo (Alternative 1 (No Action)).
- In Alternative 5, "reduce the probability that the annual catch limit will be exceeded in the following year" is an unspecific term. If the Committee chooses to further develop this alternative, it would be helpful to know how much the probability should be reduced or potentially consider more definitive language.

Committee Action:

- APPROVE ACTION 11 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10.
- DO NOT APPROVE ACTION 11 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 12. Announce starting and ending dates before a recreational season starts for dolphin and wahoo

Note: This is a new action for the amendment.

Alternative 1 (No Action). The fishing year for dolphin and wahoo are the same as the calendar year. There are no in-season closures for the recreational sector for dolphin or wahoo.

Alternative 2. The National Marine Fisheries Service will annually announce the recreational fishing season start and end dates for dolphin in the Federal Register and by other methods, as deemed appropriate. The fishing season will start at the beginning of the fishing year and end on the date the National Marine Fisheries Service projects the recreational annual catch limit will be met.

Alternative 3. The National Marine Fisheries Service will annually announce the recreational fishing season start and end dates for wahoo in the Federal Register and by other methods, as deemed appropriate. The fishing season will start at the beginning of the fishing year and end on the date the National Marine Fisheries Service projects the recreational annual catch limit will be met.

Discussion:

- At the June 2019 meeting, the Committee voted to move actions pertaining to dolphin and wahoo from the Recreational Accountability Measures Amendment to Dolphin Wahoo Amendment 10. As such **Actions 9** through **12** address this request.
- One of the stated purposes for the Recreational Accountability Measures Amendment was to work towards standardizing AMs across the Snapper Grouper and Dolphin Wahoo FMPs. The Committee may want to consider if this is still an objective for management of the dolphin and wahoo fishery in discussion of Action 12.
- Upon initial analysis of revised MRIP data, it is possible that the recreational sector may be fully utilizing the potential sector ACL for dolphin and wahoo in some years and some seasonal restrictions may be desired to limit harvest. This will be dependent on the catch levels recommended by the SSC as well as allocations set by the Council. Further information will be available at future meetings.

Committee Action:

- APPROVE ACTION 12 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10.
- DO NOT APPROVE ACTION 12 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 13. Allow properly permitted commercial fishing vessels with gear onboard that are not authorized for use in the dolphin wahoo fishery to possess dolphin and wahoo

Action Alternatives:

Alternative 1 (No Action). The following are the only authorized commercial gear types in the fisheries for dolphin and wahoo in the Atlantic <u>EEZ</u> 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 EEZ that has on board gear types other than authorized gear types may not possess a dolphin or wahoo.

Alternative 2. A vessel in the Atlantic EEZ Exclusive Economic Zone that possesses both an Atlantic Dolphin/Wahoo Commercial Permit and the necessary state and/or federal commercial permits for trap, pot, or buoy gear are authorized to retain dolphin and wahoo caught by rod and reel while in possession of such gears. Dolphin retained on trips when trap, pot, or buoy gear are onboard shall not exceed (*Sub-alternatives 2a through 2d*). The wahoo commercial

trip limit will remain at 500 pounds. A person aboard a vessel in the Atlantic EEZ Exclusive Economic Zone that has on board other gear types that are not authorized in the fisheries for dolphin and wahoo may not possess a dolphin or wahoo.

Sub-alternative 2a. 250 pounds gutted weight Sub-alternative 2b. 500 pounds gutted weight Sub-alternative 2c. 750 pounds gutted weight Sub-alternative 2d. 1,000 pounds gutted weight

Discussion:

- The Atlantic Offshore Lobstermen's Association initially requested that the South Atlantic Council modify regulations to allow the historical practice of harvesting dolphin and wahoo while in the possession of lobster pots to continue.
- There currently is an incidental limit in place of 200 pounds of dolphin and wahoo, combined weight, for vessels that do not have a dolphin wahoo commercial permit but do have another federal commercial permit and catch the species north of the 39 degrees north latitude (50 CFR §622.278 Commercial Trip Limits). This incidental limit would remain in place unless otherwise specified.
- The current list of allowable gears in the dolphin wahoo fishery does not include trap, pot, or buoy gears, therefore dolphin or wahoo may not be harvested when such gear is onboard a vessel (Alternative 1 No Action). The intent behind Alternative 2 is to allow the possession of dolphin and wahoo on vessels with commercial vessel permits for dolphin and wahoo when trap, pot, or buoy gears are also onboard.
- Per guidance received at the June 2019 meeting, Alternative 2 was re-written to accommodate trap, pot, and buoy gear with a specific trip limit for vessels when these gears are onboard (Sub-alternatives 2a though 2d).
- Sub-alternatives 2a though 2d were include in response to the Committees direction to staff to examine "a range of 250 to 1000 lbs gutted weight by 250 lbs increments."

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed a similar version of this action and approved the following motion during their April 21, 2017 meeting:

MOTION: ALLOW VESSELS WITH POT GEAR ONBOARD TO POSSESS DOLPHIN OR WAHOO AS LONG AS THEY ARE A PERMITTED VESSEL AND FISH ARE CAUGHT BY ROD AND REEL. 9 IN FAVOR; 0 OPPOSED

Note: Buoy gear was not being examined within the action at the time that it was reviewed by the Dolphin Wahoo AP.

IPT Recommendations/Comments:

- Recommended wording for Alternative 2 is provided in the text above.
- Please note that **Alternative 2** as it is written applies only to dolphin and wahoo caught by rod and reel, not buoy gear.

- Does the Committee intend to allow dolphin and wahoo caught with buoy gear to be retained? In other words does the Council intend to add this as an allowable gear to fishery or simply allow harvest of dolphin and wahoo caught by rod and reel when buoy gear is onboard.
 - This information will be helpful in developing the appropriate alternative and regulatory language as well as in development of the new BiOp for the dolphin wahoo fishery.
- 750 lbs gw and 1,000 lbs gw likely goes beyond incidental catch and would encourage directed catch. This may or may not be noteworthy, depending on the Committee's intention for the action and whether it is to encourage additional commercial landings.
- The action currently includes wahoo, but discussion of the action has focused on dolphin. Is it the intent of the Committee to keep wahoo in the action?

Committee Action:

- APPROVE THE IPT'S SUGGESTED EDITS IN ACTION 13.
- DO NOT APPOVE THE IPT'S SUGGESTED EDITS IN ACTION 13 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 14. Remove the requirement of vessel operators or crew to hold an Operator Card in the Dolphin Wahoo Fishery

Action Alternatives:

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.

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.

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.

Discussion:

• Operator cards were required by the original Dolphin Wahoo FMP and are also required for operators and/or crew in the rock shrimp fishery. For dolphin wahoo, current regulations under 50 C.F.R. §622.270 would be retained under Alternative 1 (No Action) are:

(c) *Operator permits*. (1) An operator of a vessel that has or is required to have a charter vessel/headboat or commercial permit for Atlantic dolphin and wahoo issued under this section is required to have an operator permit.

(2) A person required to have an operator permit under paragraph (c)(1) of this section must carry on board such permit and one other form of personal identification that includes a picture (driver's license, passport, etc.).

(3) An owner of a vessel that is required to have a permitted operator under paragraph (c)(1) of this section must ensure that at least one person with a valid operator permit is aboard while the vessel is at sea or offloading.

(4) An owner of a vessel that is required to have a permitted operator under paragraph (c)(1) of this section and the operator of such vessel are responsible for ensuring that a person whose operator permit is suspended, revoked, or modified pursuant to subpart D of 15 CFR part 904 is not aboard that vessel.

- The intent of including operator cards in the Dolphin Wahoo FMP was to improve enforcement and aid in data collection. It was also intended to decrease costs to vessel owners from fisheries violations, and make vessel captains more accountable for damaging habitat or violating regulations intended to protect the long-term viability of the stock.
- At the March 2016 Council meeting, NMFS Office of Law Enforcement gave a presentation on operator cards, mentioning that currently the operator cards are not used for gathering data, distributing information, or enforcement to a large extent.
- Alternative 2 would remove the requirement for the vessel operator or crew member to hold an operator card for an Atlantic Charter/Headboat for Dolphin/Wahoo Permit to be valid. It would still require Atlantic Dolphin/Wahoo Commercial Permit holders to have an operator card.
- Alternative 3 have the same outcome as Alternative 2, but for the commercial sector.

SSC/Advisory Panel Recommendations:

The Dolphin Wahoo AP discussed this action and approved the following motion during their April 21, 2017 meeting:

MOTION: SUPPORT ALTERNATIVE 2 AND 3 IN ACTION 8.

9 IN FAVOR; 0 OPPOSED Note: Action 14 was listed as Action 8 in the amendment at the time.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 15. Modify the recreational vessel limit for dolphin

Action 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, except on board a headboat where the limit is 10 dolphin per paying passenger.

Alternative 2. The recreational daily bag limit is 10 dolphin per person, not to exceed: Sub-alternative 2a. 40 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 2b. 42 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 2c. 48 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 2d. 54 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

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

Sub-alternative 3a. 40 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 3b. 42 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 3c. 48 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Sub-alternative 3d. 54 dolphin per vessel, whichever is less, except on board a headboat where the limit is 10 dolphin per paying passenger.

Discussion:

- The sub-alternatives are based on the Committees guidance from December 2018 to consider alternatives that focuses on vessel limits divisible by 6 but are not below 40 fish.
- Upon initial analysis of revised MRIP data, it is possible that the recreational sector may be fully utilizing the potential sector ACL for dolphin in some years and additional restrictions may be desired to limit harvest. This will be dependent on the catch levels recommended by the SSC as well as allocations set by the Council. Further information will be available at future meetings.
- Based on initial analysis that can be found in the **Appendix**, the majority of the recreational trips (more than 90% on average) typically harvest less than 10 dolphin per vessel on average (**Figure 1** through **Figure 3**).



Figure 1. Distribution of Atlantic dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (1,884,919 vessel trips) and Headboat (2,837 trips) recreational surveys. The results are from Maine to Florida and include Monroe County, Florida.



Figure 2. Distribution of east Florida dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (1,164,106 vessel trips) and Headboat (2,303 trips) recreational surveys. The results are from east Florida and include Monroe County, Florida.



Figure 3. Distribution of Maine to Georgia dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (720,813 vessel trips) and Headboat (534 trips) recreational surveys.

SSC/Advisory Panel Recommendations:

- As mentioned in Action 7, there was initial support by the Dolphin Wahoo AP for a 40 fish vessel limit for dolphin if added as a step down once the recreational ACT has been landed.
- During the August 22, 2019 Dolphin Wahoo AP webinar, there was discussion on lowering the retention limit for dolphin, with some AP members noting that this may be acceptable while others felt that this may not be necessary and offering caution in reducing bag limits as "once you give it up, you may never get it back." Additionally it was noted that reducing retention limits too far could have a notable negative impact on the ability to book charter trips, therefore caution should be exercised if there is a change in the retention limit. While some members noted that a retention limit reduction may be acceptable in the South Florida area, others felt that any changes should be region-wide. There seemed to be general consensus that if the Council reduces recreational limits for dolphin, consider reducing the vessel limit but do not change the bag limit of 10 fish per person per day.

Committee Action:

- NONE REQUIRED.
- THE COMMITTEE MAY WANT TO DISCUSS THE ACTION/ALTERNATIVES AND MODIFY, AS NEEDED.

Action 16. Modify gear, bait, and training requirements in the commercial longline fishery for dolphin and wahoo to align with Highly Migratory Species requirements

Action Alternatives:

Alternative 1 (No Action). The owner or operator of a vessel for which a commercial permit for Atlantic dolphin and wahoo has been issued and that has on board a pelagic longline must post inside the wheelhouse the sea turtle handling and release guidelines provided by $\frac{\text{NMFS}}{\text{NMFS}}$ the National Marine Fisheries Service. Such owner or operator must also comply with the sea turtle bycatch mitigation measures, including gear requirements and sea turtle handling requirements, as specified in 50 C.F.R. §635.21(c)(5)(i) and (ii). There are no protected species handling, release or identification training, circle hook, hook material, or gangion length requirements.

Alternative 2. Require the following for vessels with a commercial dolphin wahoo permit when using pelagic longlines:

Sub-alternative 2a. Must possess valid Safe Handling, Release, and Identification Workshop certificate onboard for both the owner and operator.

Sub-alternative 2b. Must possess and/or use only corrodible (i.e., non-stainless steel) circle hooks.

Sub-alternative 2c. Must possess and/or use only 18/0 or larger hooks with an offset not to exceed 10 degrees, and/or 16/0 or larger non-offset hooks.

Sub-alternative 2d. Must use whole finfish and/or squid as bait.

Sub-alternative 2e. If the total length of any gangion plus the length of any floatline is less than 100 meters, then the length of all gangions must be at least 10 percent longer than the length of the floatlines.

Sub-alternative 2f. Cannot deploy a pelagic longline that exceeds 20 nautical miles in length in the Mid-Atlantic Bight.

Alternative 3. Require that a valid Safe Handling, Release, and Identification Workshop certificate be supplied when renewing an Atlantic Dolphin/Wahoo Commercial Permit if the permitted vessel intends to land dolphin with pelagic longline gear.

Discussion:

- This action was added in accordance with guidance received at the December 2018 Council meeting to "consider HMS gear and training requirements in the pelagic longline fishery for dolphin and wahoo." Clarification was made to exclude HMS monitoring requirements.
- In Action 1 (No Action), 50 C.F.R. §635.21(c)(5)(i) and (ii) references Highly Migratory Species (HMS) sea turtle-related gear and release requirements and not training.
- The items listed in Alternative 2 came about as a result of a Biological Opinion (BiOp) issued by the NOAA Office of Protected Resources (OPR) for the HMS pelagic longline fishery (PLL) that required these measures to minimize sea turtle bycatch mortality and right whale interactions. The Safe Handling, Release, and Identification Workshop certificate serves as proof of required training (Sub-alternative 2a), corrodible circle hooks are intended to mitigate injuries to hooked sea turtles (Sub-alternative 2b), larger hooks (16/0 and 18/0) are intended to discourage hooking of sea turtles (Sub-alternative 2c), whole baits

are intended to be easier for sea turtles to pull off of a hook (**Sub-alternative 2d**), the specified length of a gangion is intended to help sea turtles resurface (**Sub-alternative 2e**), and the longline length restriction is intended to minimize right whale interactions (**Sub-alternative 2f**).

- The last BiOp for the Dolphin Wahoo fishery was issued in 2003, with the development of the initial Dolphin Wahoo FMP.
- Coinciding with the development of Amendment 10, OPR will be developing and issuing a new BiOp for the Dolphin Wahoo fishery.

IPT Recommendations/Comments:

- The relatively large hook sizes specified in **Sub-alternative 2c** may not be conducive to targeting dolphin.
- The HMS BiOp that the measures in Alternative 2 are based upon were addressing a jeopardy designation, which may not be the case for the Dolphin Wahoo fishery. The new BiOp for Dolphin Wahoo may have new or different requirements, and the current sub-alternatives may be too prescriptive or not properly calibrated. Also the Council may not get "credit" for actions taken before the BiOp is issued.
- HMS has a number of required workshops for training and what is in the HMS regulations may be a good start for changing the PLL regulations for Dolphin Wahoo, but need to see how the updated Dolphin Wahoo BiOp differs from HMS BiOp. Depending on the timing of the updated Dolphin Wahoo BiOp and Amendment 10, the regulations for the PLL Dolphin Wahoo fishery may need to be amended multiple times if they do not occur simultaneously.
- Alternative 3 was suggested by the IPT as a measure to align training requirements between HMS and dolphin wahoo permitted vessels using pelagic longline gear.

Committee Action:

- APPROVE THE IPT'S SUGGESTED EDITS IN ACTION 16.
- DO NOT APPOVE THE IPT'S SUGGESTED EDITS IN ACTION 16 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Action 17. Allow filleting of dolphin at sea onboard charter or headboat vessels in the Atlantic Exclusive Economic Zone north of the Virginia/North Carolina border.

Note: This is a new action for the amendment.

Alternative 1 (No Action). Dolphin possessed in the Atlantic Exclusive Economic Zone must be maintained with head and fins intact, with specific exceptions for fish lawfully harvested in the Bahamas. Such fish harvested from the Atlantic Exclusive Economic Zone may be eviscerated, gilled, and scaled, but must otherwise be maintained in a whole condition.

Alternative 2. Exempt dolphin from regulations requiring head and fins be intact onboard properly permitted charter and headboat vessels in the Atlantic Exclusive Economic Zone north

of the Virginia/North Carolina border where dolphin may be filleted under the following requirements:

Sub-alternative 2a. Skin must remain intact on the entire fillet of any dolphin carcass. **Sub-alternative 2b.** Two fillets of dolphin, regardless of the length of each fillet, is the equivalent to one dolphin.

Discussion:

- This action was added per guidance received at the June 2019 Council meeting in response to a request from the Mid-Atlantic Council "that the South Atlantic Fishery Management Council and Southeast Regional Office provide an exemption for the regulation prohibiting filleting of dolphinfish (mahi mahi) in the waters north of Cape Hatteras".
- The Committee stated that the action should include options to require that the skin remains on the entire fillet and that two fillets would equal one fish for enforcement purposes. No frames would need to be retained.

IPT Recommendations/Comments:

- The recreational ACL for dolphin is tracked in weight. Allowing filleting at sea in the Mid-Atlantic and New England regions will reduce size and weight measurements from recreational catches due to fewer measurements being collected dockside by creel surveyors.
- Filleting at sea is allowed for many federally regulated groundfish and flounder species in the Mid-Atlantic and New England regions. It is not allowed for golden tilefish, blueline tilefish, or HMS species such as federally regulated tunas, sharks, and swordfish.
- Analysis on catch composition of dolphin trips based on vessel trip reports (VTRs) from forhire trips in the Mid-Atlantic and New England regions will be provided at a future meeting.

Committee Action:

- APPROVE ACTION 17 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10.
- DO NOT APPROVE ACTION 17 AND THE PROPOSED RANGE OF ALTERNATIVES FOR CONSIDERATION IN AMENDMENT 10 (COMMITTEE TO SUGGEST MODIFICATIONS AND APPROVE).
- OTHER?

Committee Action:

- APPROVE ALL ACTIONS IN DOLPHIN WAHOO AMENDMENT 10, AS MODIFIED, FOR SCOPING BEFORE DECEMBER 2019.
- OTHERS?

APPENDIX

Atlantic Dolphin Bag Limit Analysis

The South Atlantic Fishery Management Council is drafting Amendment 10 to the dolphin and wahoo fishery management plan. This Amendment is considering changes to the dolphin bag limit per person and changes to the dolphin vessel limit for the recreational sector. The current bag limit is 10 dolphin per person and the current vessel limit is 60 dolphin per vessel. To analyze these potential changes South Atlantic recreational datasets from Marine Recreational Information Program (MRIP) and Headboat were explored to determine the numbers of dolphin harvested per person and per vessel. Data from the most recent years of complete data (2015-2017) were used. The effort component of MRIP was changed from a phone survey to mail survey in 2018, the new MRIP mail survey (MRIP FES) data was used. MRIP data before 2018 were converted with calibration factors to equivalent MRIP FES data. MRIP trip, catch, and size datasets were downloaded from the NOAA recreational landings website (www.fisheries.noaa.gov) on April 25, 2019. There were 2,932 intercepts that recorded dolphin harvested from 2015-2017 for the Atlantic (Maine through east Florida, including Monroe County, Florida) and 1,083 intercepts were available from East Florida (Georgia/Florida border through Monroe County, Florida). The trips were expanded based on sample weight to account for the effort component of MRIP FES. Headboat data were provided from the science center on June 22, 2018, and had 2,837 Headboat trips in the Atlantic and 2,303 Headboat trips in east Florida that had dolphin harvest. Since Amendment 10 is considering changes to the bag/vessel limit for both Atlantic dolphin (Maine to east Florida) and also just for east Florida the distribution of dolphin harvested per person and per vessel for both Atlantic and east Florida were provided. In both cases Monroe County, Florida is included in east Florida. Figure 1 provides the distribution of the dolphin harvested per person for Atlantic dolphin, Figure 2 provides the distribution of the dolphin harvested per person for east Florida, and Figure 3 provides the distribution of the dolphin harvested per person from Maine to Georgia. The majority of the trips (86% in the Atlantic and 87% in east Florida) harvested 5 or less dolphin per person. Dolphin harvested per vessel was explored in MRIP by adding the dolphin harvest from different people interviewed on the same trip into one overall boat harvest for a vessel trip. Dolphin harvest per vessel for Headboat was determined by the number of dolphin harvested on a trip and ignored the number of people. Figure 4 provides the distribution of the dolphin harvested per vessel for Atlantic dolphin, Figure 5 provides the distribution of the dolphin harvested per vessel for east Florida, Figure 6 provides the distribution of the dolphin harvested per vessel from Maine to Georgia. The majority of the trips (94% in the Atlantic and 96% in east Florida) harvested less than 10 dolphin per vessel.



Figure A-1. Distribution of Atlantic dolphin harvested per angler by year for 2015, 2016, and 2017. The data comes from MRIP (2,205,414 angler trips) and Headboat (2,837 trips) recreational surveys. These results are from Maine to Florida and include Monroe County, Florida.



Figure A-2. Distribution of east Florida dolphin harvested per angler by year for 2015, 2016, and 2017. The data comes from MRIP (1,416,795 angler trips) and Headboat (2,303 trips) recreational surveys. These results are from east Florida and include Monroe County.



Figure A-3. Distribution of Maine to Georgia dolphin harvested per angler by year for 2015, 2016, and 2017. The data comes from MRIP (788,619 angler trips) and Headboat (534 trips) recreational surveys.



Figure A-4. Distribution of Atlantic dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (1,884,919 vessel trips) and Headboat (2,837 trips) recreational surveys. The results are from Maine to Florida and include Monroe County, Florida.



Figure A-5. Distribution of east Florida dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (1,164,106 vessel trips) and Headboat (2,303 trips) recreational surveys. The results are from east Florida and include Monroe County, Florida.



Figure A-6. Distribution of Maine to Georgia dolphin harvested per vessel per year for 2015, 2016, and 2017. The data comes from MRIP (720,813 vessel trips) and Headboat (534 trips) recreational surveys.