

**Agenda**  
**Shrimp Management Committee**

**Gulf of Mexico Fishery Management Council**

**Golden Nugget Casino Hotel**  
**Grand Ballroom A,B,C**  
**Biloxi, Mississippi**

**Wednesday, April 1, 2015**  
**8:30 a.m. – 10:00 a.m.**

- I. Adoption of Agenda (**Tab D, No. 1**) – Perret
- II. Approval of Minutes (**Tab D, No. 2**) – Perret
- III. Action Guide and Next Steps (**Tab D, No. 3**) - Kilgour
- IV. Biological Review of the Texas Closure (**Tab D, No.4**) - Hart
  - a. Committee recommendations- Perret
- V. Summary of the Shrimp Advisory Panel Meeting (**Tab D, No. 5**) - Kilgour
  - a. Committee recommendations- Perret
- VI. Report on the Penaeid Shrimp MSY- ABC Control Rule Workshop (**Tab D, No.6**) - Kilgour
  - a. SSC recommendations (**Tab D, No.7**) – SSC representative
  - b. Committee recommendations- Perret
- VII. Update on Shrimp Amendment 15 – Status Determination Criteria for Penaeid Shrimp and Adjustments to the Shrimp Framework Procedure (**Tab D, No.8**) - Kilgour
  - a. Committee recommendations- Perret
- VIII. Scoping document for Shrimp Amendment 17 addressing the expiration of the shrimp permit moratorium (**Tab D, No. 9**) - Kilgour
  - a. Shrimp Permit Moratorium Working Group Summary (**Tab D, No. 10**) - Kilgour
  - b. Committee recommendations- Perret
- IX. Shrimp SSC Summary Report (**Tab D, No.7**) - SSC representative
- X. Other Business – Perret

Members:

Perret, Chair  
Pearce, V. Chair  
Bosarge  
Crabtree/Branstetter  
Donaldson  
Pausina/Fischer  
Riechers/Robinson  
Staff: Kilgour

GULF OF MEXICO FISHERY MANAGEMENT COUNCIL

SHRIMP MANAGEMENT COMMITTEE

Battle House Renaissance Mobile Mobile, Alabama

October 22, 2014

**VOTING MEMBERS**

- Harlon Pearce.....Louisiana
- Kevin Anson (designee for Chris Blankenship).....Alabama
- Leann Bosarge.....Mississippi
- Roy Crabtree.....NMFS, SERO, St. Petersburg, Florida
- Dave Donaldson.....GSMFC
- Myron Fischer (designee for Randy Pausina).....Louisiana
- Corky Perret.....Mississippi
- Robin Riechers.....Texas

**NON-VOTING MEMBERS**

- Martha Bademan (designee for Nick Wiley).....Florida
- Doug Boyd.....Texas
- Jason Brand.....USCG
- Pamela Dana.....Florida
- Dale Diaz (designee for Jamie Miller).....Mississippi
- John Greene.....Alabama
- Campo Matens.....Louisiana
- John Sanchez.....Florida
- Greg Stunz.....Texas
- David Walker.....Alabama
- Roy Williams.....Florida

**STAFF**

- Stephen Atran.....Population Dynamics Statistician
- Assane Diagne.....Economist
- John Froeschke.....Fishery Biologist
- Doug Gregory.....Executive Director
- Beth Hager.....Financial Assistant/IT Coordinator
- Ava Lasseter.....Anthropologist
- Mara Levy.....NOAA General Counsel
- Emily Muehlstein.....Fisheries Outreach Specialist
- Charlene Ponce.....Public Information Officer
- Ryan Rindone.....Fishery Biologist/SEDAR Liaison
- Charlotte Schiaffo.....Research & Human Resource Librarian
- Carrie Simmons.....Deputy Executive Director

**OTHER PARTICIPANTS**

- John Anderson.....

1 Pam Anderson.....Panama City Beach, FL  
2 Billy Archer.....Seminole Wind, Panama City, FL  
3 Steve Ashby.....MS  
4 Dylan Atkins.....Galveston, TX  
5 Randy Boggs.....Orange Beach, AL  
6 Steve Branstetter.....NMFS  
7 JP Brooker.....Ocean Conservancy  
8 Gordon Burdette.....Orange Beach, AL  
9 Rick Burns.....MDMR  
10 Katie Chapiesky.....  
11 Glenn Delaney.....  
12 Michael Drexler.....Ocean Conservancy  
13 Brandon Eclar.....Extreme Offshore Charters  
14 Troy Frady.....Orange Beach, AL  
15 Benny Gallaway.....LGL Ecological, TX  
16 Sue Gerhart.....NMFS  
17 Brad Gorst.....Palm Harbor, FL  
18 Ken Haddad.....American Sportfishing, FL  
19 Ben Hartig.....SAFMC  
20 Scott Hickman.....Galveston, TX  
21 Chris Horton.....Congressional Sportsmen's Foundation  
22 Kelly Lucas.....MDMR  
23 Billy Murph.....Orange Beach, AL  
24 Joe Nash.....Orange Beach, FL  
25 Dennis O'Hern.....FRN, FL  
26 Bonnie Ponwith.....SEFSC  
27 Jim Roberson...International Game Fish Association, Shalimar, FL  
28 Lance Robinson.....TX  
29 Phil Steele.....NMFS  
30 Andy Strelcheck.....NMFS  
31 Joe Tyner.....Fort Walton Beach, FL  
32 Jack White.....Summer Hunter Charter  
33 Libby Yranski.....American Sportfishing Association  
34 Bob Zales.....Panama City, FL

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36 - - -  
37

38 The Shrimp Management Committee of the Gulf of Mexico Fishery  
39 Management Council convened at the Battle House Renaissance  
40 Mobile, Mobile, Alabama, Wednesday morning, October 22, 2014,  
41 and was called to order at 8:30 a.m. by Chairman Harlon Pearce.

42  
43 **ADOPTION OF AGENDA**  
44 **APPROVAL OF MINUTES**  
45 **ACTION GUIDE AND NEXT STEPS**  
46

47 **CHAIRMAN HARLON PEARCE:** Good morning and we're ready to go.  
48

1 **MR. CORKY PERRET:** I am first, Mr. Pearce.  
2  
3 **CHAIRMAN PEARCE:** You are first? All right.  
4  
5 **MR. PERRET:** I have an announcement to make. One of our council  
6 members, today is her birthday and that's Ms. Leann Bosarge and  
7 Happy Birthday, Leann.  
8  
9 **CHAIRMAN PEARCE:** Mr. Perret, is it okay to proceed now?  
10  
11 **MR. PERRET:** Yes, sir, Mr. Pearce.  
12  
13 **CHAIRMAN PEARCE:** We will call the Shrimp Committee of the Gulf  
14 of Mexico Fishery Management Council to order and members  
15 present are myself, Kevin Anson, Leann Bosarge, Dr. Crabtree,  
16 Myron Fischer, Corky Perret, Robin Riechers, and Dave Donaldson.  
17  
18 Next up is the Adoption of the Agenda and do we have any changes  
19 or omissions or anything for the agenda? If not, I would like  
20 to hear a motion to adopt the agenda as written. We have a  
21 motion and do we have second? We have a second. Any opposition  
22 to adopting the agenda? Hearing none or seeing none, the agenda  
23 is adopted.  
24  
25 Next, Approval of Minutes, any changes to the minutes? If  
26 everybody is okay with the minutes, I would entertain a motion  
27 to adopt the minutes. We have a motion and a second. Any  
28 opposition to the adoption of the minutes? Seeing none, the  
29 minutes are adopted.  
30  
31 The Action Guide is Tab D-3 and it's pretty self-explanatory.  
32 Any questions about the action guide or any changes to the  
33 action guide? If not, we will move on. Next is Shrimp  
34 Amendment 15, Final, Tab D-4. We are ready to go and are you  
35 going to take it?  
36  
37 **SHRIMP AMENDMENT 15 - FINAL - STATUS DETERMINATION CRITERIA FOR**  
38 **PENAEID SHRIMP AND ADJUSTMENTS TO THE SHRIMP FRAMEWORK PROCEDURE**  
39  
40 **MS. SUE GERHART:** Shrimp Amendment 15 covers stock status  
41 determination criteria as well as the framework procedure.  
42 There are three actions. The first action, Action 1, is the  
43 overfishing level.  
44  
45 There are three alternatives and the council has chosen a  
46 preferred alternative. The first, no action, is to maintain the  
47 parent stock number being the overfishing threshold, whereas the  
48 other two alternatives deal with the new model that was being

1 used for the stock assessment.  
2  
3 Currently, the thresholds do not match the outputs of the models  
4 and the preferred alternative is Alternative 2. Here is the  
5 Preferred Alternative 2, which uses the maximum fishing  
6 mortality threshold, defined as the apical fishing mortality  
7 rate, and this is the current preferred and I believe Mr. Perret  
8 has something to add to that.  
9  
10 **CHAIRMAN PEARCE:** We had a shrimp meeting about three weeks ago  
11 in New Orleans and the committee came up with FMSY as the proxy  
12 for the overfishing definition and with an ACL that's at the  
13 MSY.  
14  
15 **MR. PERRET:** But do we have a specific motion that was presented  
16 for us to consider? Do we have some wording?  
17  
18 **CHAIRMAN PEARCE:** We had a motion, but I don't think it's -- We  
19 don't have the document yet. We don't have the report yet, but  
20 I don't remember exactly what it was and do you remember?  
21  
22 **MS. GERHART:** They didn't make a motion, but they just approved  
23 the MSY values and the FMSY values that were presented to them,  
24 but the full SSC has not seen this yet and so it's not been  
25 approved by the full SSC. They will meet in March to look at  
26 that.  
27  
28 **CHAIRMAN PEARCE:** But I believe we need to put this in as an  
29 alternative now.  
30  
31 **MR. PERRET:** That's my question. Do we need to put it in at  
32 this -- Well, I don't know what the language is, but I would  
33 like to have it included so I could make that motion to add it,  
34 please. Do you have some wording?  
35  
36 **MS. GERHART:** I think you would just add an alternative to  
37 Action 1 that uses the FMSY as the overfishing threshold.  
38  
39 **MR. PERRET:** I so move to add that as an additional alternative  
40 and I guess that's Alternative 4 and that's going to be the  
41 preferred now?  
42  
43 **CHAIRMAN PEARCE:** If we make it so, yes.  
44  
45 **MR. PERRET:** I move that be the preferred alternative.  
46  
47 **CHAIRMAN PEARCE:** Do we have a second to that motion? Leann  
48 seconds it. Any discussion on this motion? Basically what

1 we're doing is --  
2  
3 **MR. PERRET:** We need to get the motion so we can see what we're  
4 --  
5  
6 **MS. MARA LEVY:** Can we take it one step at a time? Can we make  
7 it a new alternative and then we -- You are making it a  
8 preferred before we even know what it is and what the full SSC  
9 thinks of it. I mean I don't have any problem with you putting  
10 it in as an alternative, but then I think maybe make a separate  
11 motion to make it a preferred and discuss why that's appropriate  
12 at this time.  
13  
14 **CHAIRMAN PEARCE:** Is that okay, Mr. Perret?  
15  
16 **MR. PERRET:** All right. I just move that we add it as an  
17 additional alternative, once we get the correct language. Not  
18 as a preferred at this time.  
19  
20 **CHAIRMAN PEARCE:** It's Amendment 15, by the way, and not 16, for  
21 the board. As soon as we get it up, we'll read it.  
22  
23 **MS. GERHART:** I think if you say just an alternative that sets  
24 the threshold using FMSY.  
25  
26 **CHAIRMAN PEARCE:** Corky, you're going to add to that I'm sure.  
27 That should be the overfishing threshold.  
28  
29 **MR. PERRET:** Is that what we want to do?  
30  
31 **CHAIRMAN PEARCE:** That's in Action 1.1 as well.  
32  
33 **MR. PERRET:** That will be my motion, to add an additional  
34 alternative, which is Alternative 4, to set the overfishing  
35 threshold using FMSY, to Shrimp Amendment 15, Action 1.1.  
36  
37 **CHAIRMAN PEARCE:** Are you okay with that, Leann? Yes.  
38  
39 **DR. ROY CRABTREE:** When I look at the existing alternatives,  
40 they all list what the F values are for brown, white, and pink  
41 shrimp. Can you add the F values into your motion, so that it  
42 is --  
43  
44 **CHAIRMAN PEARCE:** We can get that done on this end.  
45  
46 **DR. CRABTREE:** I would like to see those before we vote on this.  
47  
48 **MR. PERRET:** Thank you, Dr. Crabtree. Good point. Please add

1 that.  
2  
3 **CHAIRMAN PEARCE:** We are getting it looked at right now.  
4  
5 **MS. GERHART:** For pink shrimp, 1.35; white, 3.48; and brown,  
6 9.12.  
7  
8 **CHAIRMAN PEARCE:** Will that satisfy this for you, Roy?  
9  
10 **DR. CRABTREE:** Well, why are they so different than the F's in  
11 the other alternatives? For example, pink shrimp in Alternative  
12 2 is 0.23 and 0.20 in Alternative 3 and there, it's 1.35. Those  
13 F's all seem to be orders of magnitude higher than the F's in  
14 the other alternatives and so I think we need an explanation of  
15 that.  
16  
17 **CHAIRMAN PEARCE:** I don't see -- Is Jim Nance in the audience?  
18 They went over in detail the different models that they used and  
19 this is what they came up with and we beat that up pretty good  
20 at the meeting.  
21  
22 **DR. CRABTREE:** "They" being who?  
23  
24 **CHAIRMAN PEARCE:** Jim Nance and his group at the meeting we had  
25 in New Orleans two weeks ago or three weeks ago.  
26  
27 **DR. CRABTREE:** Well, I assume their report is which tab that  
28 presents all of that?  
29  
30 **CHAIRMAN PEARCE:** We don't have the report written yet.  
31  
32 **DR. CRABTREE:** We don't have anything then that supports doing  
33 this, do we?  
34  
35 **MR. PERRET:** We have not seen the report.  
36  
37 **CHAIRMAN PEARCE:** It's on the FTP site.  
38  
39 **DR. CRABTREE:** Well, can we -- I mean you're asking us to vote  
40 on this and we don't have any rationale or the report.  
41  
42 **CHAIRMAN PEARCE:** All right. Can we pull that up? We are going  
43 to try to pull it up and get it printed for you or get it so you  
44 can see it.  
45  
46 **MS. LEANN BOSARGE:** When we were discussing this earlier, we  
47 wanted to add this alternative and, Corky, did you say that you  
48 wanted the SSC to give us the feedback on it or were we simply -

1 - The feedback would be the report that we're waiting on from  
2 the working group that analyzed it?

3

4 **MR. PERRET:** Just a second. I am looking.

5

6 **DR. CRABTREE:** I mean with the condition that, one, we're not  
7 taking final action today, at this meeting, and it's going to go  
8 back to the SSC after that, then I don't particularly have  
9 problems adding it in there, but I wouldn't want to see us have  
10 a discussion of choosing this as a preferred at this point,  
11 because I just don't know what this means.

12

13 It seems to me these F's are somehow generated differently than  
14 the other ones, but I'm having a hard time understanding what  
15 all this means.

16

17 **CHAIRMAN PEARCE:** I understand. I understand. So we're not  
18 going to pick a preferred, but we're going to put this in as an  
19 alternative and you're okay with that, right?

20

21 **MR. PERRET:** But we will not be taking final action on this one  
22 today.

23

24 **CHAIRMAN PEARCE:** No, we're not.

25

26 **MS. GERHART:** Charlotte, could you fix the brown number? It  
27 should be 9.12.

28

29 **CHAIRMAN PEARCE:** All right. Does everyone understand what  
30 we're doing and is everyone satisfied with what we're doing?  
31 Bonnie, any comments? Any comments from the Center?

32

33 **DR. BONNIE PONWITH:** At this point, no. I can check in with  
34 staff and learn a little bit more about their report and the  
35 plan for getting it to the full SSC, but at this point, no.

36

37 **CHAIRMAN PEARCE:** Okay. We have a motion on the floor and we  
38 have a second on the floor. **Any opposition to this motion?**  
39 **Hearing none, the motion carries.**

40

41 **MS. GERHART:** Action 1.2 deals with the overfished threshold and  
42 that is changing for the same reason as the overfishing  
43 threshold. The current conditions or the current thresholds do  
44 not match the outputs of the model, the newer model.

45

46 Alternatives 2 and 3 match with the model, the outputs, and the  
47 preferred alternative currently is Alternative 2. This  
48 alternative uses the apical value from the fishing years of 1984



1 to 2012 minus the 95 percent confidence limit and so that is the  
2 current preferred.

3

4 **CHAIRMAN PEARCE:** Any questions?

5

6 **MS. GERHART:** Action 2 is the framework procedure and this is  
7 the same update that's been done with the Reef Fish Framework  
8 Procedure and the CMP Framework Procedure. We add the ability  
9 to adjust accountability measures as well as making some other  
10 editorial changes to the framework. The full list of those  
11 things that can be changed is in the document and this is the  
12 shorter version of the preferred alternative and so this is  
13 where the council is right now.

14

15 **CHAIRMAN PEARCE:** Any discussion, questions, or additions?  
16 Hearing none, we will move on.

17

18 **MS. GERHART:** Okay and so that's it for Amendment 15. You won't  
19 be taking final action at this time and we have not so far  
20 gotten any public comments on this either.

21

22 **CHAIRMAN PEARCE:** No public comments? None at all? Okay. We  
23 are going to be moving off of 15 and any more discussion on 15?

24

25 **MR. PERRET:** Just a question. When is the SSC going to get a  
26 chance to give us some more guidance on this thing? Do we have  
27 a scheduled webinar or conference call or meeting?

28

29 **MS. GERHART:** I'm not sure if it's scheduled, but the meeting is  
30 supposed to be in March, I believe.

31

32 **CHAIRMAN PEARCE:** All right and we will move on to Amendment 16.

33

34 **SHRIMP AMENDMENT 16 - FINAL - ADJUSTMENTS TO THE ANNUAL CATCH**  
35 **LIMIT AND ACCOUNTABILITY MEASURES FOR ROYAL RED SHRIMP**

36

37 **MS. GERHART:** Amendment 16 is royal red shrimp and this  
38 amendment was necessary because there were some conflicting  
39 regulations. When the Generic ACL/AM Amendment was put in, a  
40 new ACL and accountability measure were entered, but the current  
41 ones were not listed currently in the no action alternative and  
42 so this is a draft supplemental environmental impact statement  
43 to that Generic ACL one.

44

45 There are two actions and the first deals with the ACL. The  
46 council has picked their preferreds for these and so the first  
47 action, the no action alternative would be to retain both  
48 values, the quota that was already on the books as well as the

1 new ACL from the Generic ACL Amendment.

2  
3 The second alternative would keep the new ACL and remove the old  
4 quota and the preferred third alternative would remove both of  
5 those and update the ACL to match the new ABC that the SSC put  
6 forward, which is slightly higher than the old one. That is  
7 your preferred at this time, Alternative 3.

8  
9 **CHAIRMAN PEARCE:** All right and any discussion from the  
10 committee? Is everyone satisfied? All right. We will move on.

11  
12 **MS. GERHART:** Action 2 deals with the accountability measure.  
13 Again, there are two different accountability measures right now  
14 and the no action alternative would retain both of them.  
15 Alternative 2 would retain the old one, which is an in-season  
16 closure and monitoring of the landings, and Preferred  
17 Alternative 3 is from the Generic ACL/AM Amendment and in this  
18 case, it would not have in-season closures or monitoring unless  
19 the ACL is exceeded in the previous year.

20  
21 **CHAIRMAN PEARCE:** Any discussion or any questions? Hearing  
22 none, we will move on.

23  
24 **MS. GERHART:** That's it for 16.

25  
26 **CHAIRMAN PEARCE:** All right. That's Amendment 16 and any public  
27 comments on that?

28  
29 **MS. GERHART:** There were no public comments. However, we did  
30 publish a draft supplemental environmental impact statement.  
31 There were some comments submitted. Quite a few of those didn't  
32 really have to do with the direct actions in this amendment, but  
33 they talked about things such as allowing the states to manage  
34 royal red shrimp and prohibiting shrimping altogether to protect  
35 bycatch and habitat and removing all management from shrimp and  
36 setting a spawning season for royal red shrimp.

37  
38 The ones that were directly addressed to the actions talked  
39 about asking the council to be conservative, because we don't  
40 know what the impact of Deepwater Horizon has been on these  
41 shrimp. Then the second comment commented that there were a lot  
42 of permits out for royal red shrimp that aren't being used and  
43 if those individuals started fishing that we may exceed the  
44 annual catch limit.

45  
46 **CHAIRMAN PEARCE:** All right.

47  
48 **MS. BOSARGE:** I did receive a few phone calls from a couple of

1 fishermen that received the mail-outs about Shrimp Amendment 15  
2 and 16 and they just had a few general questions, because it was  
3 a very technical document and so we talked about it and they  
4 were okay with it. They were fine with it.  
5

6 **MS. EMILY MUEHLSTEIN:** I just wanted to let you guys know what  
7 we did, because at the last meeting you had talked about how we  
8 were going to get comment and so we did send out a mail-out with  
9 the different amendment guides that we do for Shrimp Amendment  
10 16 and also 15 and we also got a number of different phone calls  
11 that were asking questions, but it sounded like once we sort of  
12 explained what was happening and it wasn't that we were reducing  
13 quotas and things like that, most of the public didn't seem  
14 terribly concerned with the amendment and so we didn't actually  
15 get any official comment given to us, but we did get a lot of  
16 inquiries after that send out.  
17

18 **CHAIRMAN PEARCE:** Thank you. This amendment is the final  
19 amendment and so I think we need to move it on.  
20

21 **MR. PERRET:** I am ready to make that motion, but the thing is we  
22 are going to have public testimony this afternoon on a number of  
23 things, Amendment 16 being one of them, but I guess if the  
24 committee passes the motion I am ready to make and we do have  
25 substantial comments relative to 16, we may or may not want to  
26 modify anything and so keep that in mind.  
27

28 I think the language is -- Where is my buddy, Robin, who has got  
29 it down pat, but I think the language is something to the effect  
30 of recommend Amendment 16 as necessary and appropriate with  
31 editorial license to council staff and final approval given to  
32 the Council Chair. Is that the language?  
33

34 **CHAIRMAN PEARCE:** Kevin, is that good enough for you?  
35

36 **MR. PERRET:** **Shrimp Amendment 16 be submitted to the Secretary**  
37 **of Commerce for implementation and that the regulations be**  
38 **deemed as necessary and appropriate and that staff be given**  
39 **editorial license to make the necessary changes in the document.**  
40 **The Council Chair is given the authority to deem any changes to**  
41 **the codified text as necessary and appropriate. So moved, Mr.**  
42 **Chairman.**  
43

44 **CHAIRMAN PEARCE:** Do we have a second? We have a second from  
45 Leann. Any discussion on the motion?  
46

47 **MS. LEVY:** I just want to note that you do have the codified  
48 text in your briefing book, D-5(b) and it essentially removes

1 the provisions, the quotas, because that's what we're doing, and  
2 we're keeping the annual catch limit and the closure provisions  
3 and the AMs related to that, but you can take a look at that.

4  
5 **CHAIRMAN PEARCE:** Okay. Mara, do you want us to do that before  
6 we pass this motion?

7  
8 **MS. LEVY:** I just assumed you had already been well versed in  
9 it.

10  
11 **CHAIRMAN PEARCE:** Thank you. All right. We have a motion on  
12 the floor and we have a second. Any discussion? **Hearing none,**  
13 **any opposition to the motion? The motion carries.** Shrimp  
14 Amendment 17, D-6.

15  
16 **SHRIMP AMENDMENT 17 - SCOPING DOCUMENT OF THE SHRIMP PERMIT**  
17 **MORATORIUM**

18  
19 **MS. GERHART:** Amendment 17 is being developed at the council's  
20 request to address the expiration of the permit moratorium in  
21 October of 2016. A little history on the permits. The Shrimp  
22 FMP was put into place in 1981 and the commercial permits were  
23 first required in 2001 and those were open access permits.

24  
25 The moratorium was put in place in 2006 and it was a ten-year  
26 moratorium and so 2016, on October 26, is the expiration date  
27 for these permits.

28  
29 The qualifications for those permits, for the moratorium  
30 permits, at the time were that they had to have had a permit, a  
31 valid permit, by December 6, 2003, the control date, and there  
32 was an exception made for some vessels that had been lost for  
33 whatever reason and there were some appeals and such and so, in  
34 reality, the last permit was issued in 2007.

35  
36 If we look at the number of permits that were involved, from  
37 2001 to 2006, 2,951 open access permits were issued. Of those,  
38 2,666 actually qualified for the moratorium, based on having a  
39 valid permit on the control date. That means 285 did not  
40 qualify. Of those 285, only 159 of them were actually active in  
41 2002, which was the year that was the last year that was full at  
42 the time of the analysis.

43  
44 Of those 159, only seventy-two were active in federal waters and  
45 so those were the vessels that were most affected by the  
46 moratorium, were those seventy-two vessels. There is a  
47 breakdown in size, because it was thought that the smaller  
48 vessels were probably mostly state vessels anyway. There were

1 1,933 permits issued for the moratorium out of those that  
2 qualified.

3  
4 Since that time, the only way that permits are terminated is if  
5 they aren't renewed within one year of their expiration date and  
6 so the permits are good for a year and then there's an  
7 additional year after that in which the owner can renew those  
8 and so this shows you a little bit of how many permits were  
9 terminated each year since the moratorium went into place and,  
10 of course, this is not complete for 2014, but a total of 451 of  
11 those permits were terminated because they weren't renewed.  
12 None of these terminations were permits that were taken away  
13 from anyone. They were because they were not renewed by the  
14 owner.

15  
16 The purpose and need developed by the IPT for this amendment and  
17 for your review is the purpose is to determine if limiting  
18 access to permits is still necessary for the shrimp fishery and  
19 the original reasons were to prevent overcapacity and promote  
20 economic stability and the need is, of course, to maximize the  
21 efficiency of the Gulf shrimp resource and help achieve optimum  
22 yield.

23  
24 Options for what to do about this expiration and, of course, if  
25 there's no action, it's to allow the expiration of the  
26 moratorium and then those permits would become open access  
27 again. We could extend the moratorium for another certain  
28 number of years or create a permanent limited access system. In  
29 other words --

30  
31 **CHAIRMAN PEARCE:** We have a question.

32  
33 **MS. LEVY:** Going back to the purpose and need, I would suggest  
34 adding something about conservation and having a moratorium  
35 being also necessary for conservation of the species and sort of  
36 looking at whether it's still necessary for that purpose at this  
37 time.

38  
39 **CHAIRMAN PEARCE:** Okay. Duly noted and I don't think we need a  
40 motion for that. I think staff can do that. All right. Keep  
41 going.

42  
43 **MS. GERHART:** I just want to point out by permanent limited  
44 access system what we mean is it would generally be the same as  
45 the moratorium, but it wouldn't expire as the moratorium does  
46 and so, in other words, no additional permits would be issued.

47  
48 Looking at each of those options, first, the moratorium

1 expiring, it would go back to being open access, meaning that  
2 the NMFS Permits Office would issue permits to anyone who  
3 applied to it. However, you could still have qualifications and  
4 I will talk about qualifications in a little bit more detail.

5  
6 If the council chooses this option, then we may not need a full  
7 plan amendment of Amendment 17, although we would need some sort  
8 of rulemaking to change the regulations and so it might be more  
9 of a framework procedure or something we would have to explore  
10 what that is, if that's the case. We would like the council, if  
11 they choose this route, to discuss why a moratorium is no longer  
12 needed for this fishery.

13  
14 The second choice is to extend the current moratorium. You  
15 would choose the number of years. Again, the first moratorium  
16 was a ten-year moratorium, but any number of years could be  
17 chosen for that.

18  
19 Another question would be would all the current moratorium  
20 permits be rolled into the second phase of the moratorium or  
21 would there be a re-qualification period? Again, I will talk  
22 about qualifications in a minute. Then, of course, the council  
23 would need to discuss why they still feel a temporary moratorium  
24 is needed.

25  
26 The third option is the limited access system, which would be  
27 permanent. Again, a question about whether all current permit  
28 holders would be rolled into this system or there would be  
29 requalification. The permit conditions should be discussed,  
30 such as renewal levels and transferability, if any restrictions  
31 would want to be on that, and, again, discussion on why this  
32 limited access program is needed.

33  
34 Getting to the qualification issues, if the council would choose  
35 to do qualifications, there is a couple of ways to do that. We  
36 have had income qualifications for permits in the past.  
37 However, we removed that for Reef Fish and CMP and the only  
38 permits that currently have any income qualifier is the spiny  
39 lobster permit, to match what is done by the State of Florida.

40  
41 Then landings, of course, can often be used as a qualifying  
42 level. You would have to determine the time period to use and  
43 the number of years and, for example, not using 2010, because of  
44 the oil spill. This is not a necessary thing to do, the  
45 qualifications. You could, again, just roll over everyone who  
46 currently owns the permit to have either the extended moratorium  
47 permit or limited access permit and, in fact, if the council  
48 doesn't want to do any kind of requalifying, then I suggest that

1 we remove this from the document.

2  
3 If you are interested in a little bit of information, this is  
4 preliminary data about landings from 2009 to 2012 at different  
5 levels and so if those thresholds were used, these are the  
6 number of permits that would not qualify and so this is just to  
7 give you a sense. This isn't all the permits, but this is the  
8 database that we had to just kind of give you a sense of how  
9 those landings are going.

10  
11 Another thing to think about is the royal red shrimp  
12 endorsement. Right now it's open access, in the sense that  
13 anyone who has a shrimp permit can obtain the endorsement. In  
14 September, when I checked our database, we had 285 valid  
15 endorsements, which is a lot of endorsements, considering that  
16 only a maximum of seventeen vessels have landed royal red shrimp  
17 in any one year in the past ten years and usually it's less than  
18 ten vessels landing royal red shrimp and so there's a lot of  
19 permit holders with that endorsement that aren't using them.

20  
21 Options for the endorsement could be to, of course, just  
22 maintain it as it is, as a more or less open endorsement, in the  
23 sense that anyone holding a shrimp permit could get it, or limit  
24 those endorsements, again, with some sort of qualifying, such as  
25 landings, or just eliminate the endorsement altogether. That's  
26 kind of the range of options there, if you choose to do it.  
27 Again, the council doesn't have to do anything and so if you  
28 choose not to do anything, we could remove this from the  
29 document.

30  
31 I wanted to talk a little bit about the analytical needs,  
32 because there were a couple of council and SSC motions. The  
33 council requested us to be working on this document and include  
34 such analyses as biological yield, economic yield, CPUE, shrimp  
35 effort, and permit activity status over time.

36  
37 The SSC reviewed that and agreed with those things and also  
38 wanted consideration of ecosystem considerations, such as  
39 bycatch and several other -- Community makeup as well. The SSC  
40 did pass a motion to endorse the creation of a working group to  
41 address these data analyses in regards to the shrimping permit  
42 moratorium.

43  
44 We do have an IPT put together for this document currently that  
45 would work on a lot of that and so it would be the council's  
46 choice if they wanted to also have this working group or just  
47 leave that in the hands of the IPT.

48

1 The things that we would ask you to discuss today in relation to  
2 this document are: Are the three options that we've put forward  
3 for the shrimp permits adequate or are there other options that  
4 we could do; whether you want to consider requalification under  
5 any of those scenarios and if you want to consider the royal red  
6 shrimp changes; if you want to create the working group; and if  
7 you want to approve this document for scoping at this time.

8  
9 **CHAIRMAN PEARCE:** I will open it up for discussion and there  
10 should be plenty of discussion here dealing with qualifications.  
11 I know in Louisiana that we're moving towards apprenticeship  
12 programs and educational components to enter our fishery and so  
13 this might be a good time to think about something like that.  
14 Corky, do you have anything?

15  
16 **MR. PERRET:** Well, I will start with the -- Sue, thank you very  
17 much for that presentation and are we ready to approve for  
18 scoping? I don't think so. The S&S unanimous motion for a  
19 working group, I am prepared, at the right time, to try and make  
20 a motion to get that, to have that working group established,  
21 and for them to meet. I have got a moving target.

22  
23 The royal red and the requalification, I think that's something  
24 we need some more input from. I don't think three options are  
25 adequate. Those two-hundred-and-whatever-the-number-is that  
26 have been inactive, that might be another option that we set up.  
27 Do we need to set capacity at where the current effort is now?  
28 Effort is not a good word, insofar as the amount of activity  
29 each of those vessels that are fishing or is involved with the  
30 fishery, but to cap at the number of vessel that are active now  
31 or do we want a 10 percent over or 20 percent or whatever.

32  
33 It seems to me there's a lot of things that have been addressed  
34 in the April council motion to look at moratorium and look at  
35 effort and look at bycatch and that sort of thing, but it seems  
36 like we need some additional input relative to the economics and  
37 the catch per effort trend and capacity and things of that sort.

38  
39 What I would like to see is have this working group that the S&S  
40 has recommended meet in conjunction with our Shrimp Advisory  
41 Panel and I would even like to have some of the Shrimp Committee  
42 members be involved with that, but to have that group get  
43 together and iron out these, as well as other things that I'm  
44 sure other members will bring up, and then have a document  
45 prepared for the council prior to the council meeting, so we can  
46 evaluate it and then take a look at it and after a little  
47 discussion, if others agree, I will be prepared to make a motion  
48 that we have our AP and the S&S working group address these



1 issues.

2

3 **CHAIRMAN PEARCE:** Okay.

4

5 **MS. BOSARGE:** I agree with Corky. To add on to that, at that  
6 meeting, we had these three options on the table and especially  
7 in that last option, there are a lot of variables in there to be  
8 considered.

9

10 Corky mentioned the latent permits, but he also mentioned  
11 possibly some sort of cap on permits where they are right now,  
12 which follows along with the moratorium, but possibly in the  
13 future these permits that are not renewed have -- I would like  
14 to see an option in there for this working group and the AP to  
15 consider that takes those permits that are not renewed from this  
16 point on out and essentially places them on hold, in some sort  
17 of pool.

18

19 That pool would provide an avenue for new entrants or old  
20 entrants to reenter the fishery at some point in the future, if  
21 and when we ever get to that point. I would like their feedback  
22 on that and I'm just trying to be proactive because of some of  
23 the things that we talked about yesterday with red snapper and  
24 how it's a limited access system as well and one of the issues  
25 is new entrants trying to get into the fishery and we're doing a  
26 lot of work on that right now and what are the options for that.

27

28 I would rather be forward-thinking about this and maybe set  
29 something up on the front-end, where we have that option  
30 available if conditions present where people want to do that at  
31 some point in the future and so if that could be added for  
32 consideration by that AP working group, I would like that.

33

34 **CHAIRMAN PEARCE:** Any other --

35

36 **DR. CRABTREE:** Can someone refresh my memory? Corky talked  
37 about the S&S working group and what exactly is that? Is that  
38 an AP or what is that?

39

40 **MR. PERRET:** It's a working group that the SSC recommended be  
41 set up to -- At the last SSC meeting, their motion was passed  
42 unanimously for the creation of a working group to address data  
43 analysis in regard to the shrimp permit moratorium.

44

45 It seems to me we should follow that recommendation, but I would  
46 like to also have the Shrimp Advisory Panel members meet in  
47 conjunction with that group, to discuss that as well as a number  
48 of other issues that I spoke about a little earlier and that

1 Leann referenced.  
2  
3 **DR. CRABTREE:** Okay and when are we going to appoint people to  
4 this working group? We're going to need to do that, right?  
5  
6 **MR. PERRET:** Sue, did you say you have a group that's set up?  
7  
8 **MS. GERHART:** We have the IPT, the Interdisciplinary Project  
9 Team, that we use to create our amendments and those are staff  
10 members and not --  
11  
12 **MR. PERRET:** Okay and so the SSC working group would be made up  
13 of members of the Standing as well as the Shrimp Scientific  
14 Committee, I guess.  
15  
16 **MS. GERHART:** I think that's what they had in mind.  
17  
18 **DR. CRABTREE:** Okay and so those groups already exist and are  
19 populated and we just have to convene a meeting?  
20  
21 **MR. PERRET:** I don't think the working group exists that the SSC  
22 is recommending. We would have to select those members and is  
23 that the idea or let them select the members that would be in  
24 attendance?  
25  
26 **MS. GERHART:** I'm not sure I thought that the SSC would select  
27 their members. There were people who volunteered at the meeting  
28 to be on this, but there was not any formal formation of it.  
29  
30 **MR. PERRET:** My idea, Roy, is if we set this group up, it would  
31 be this SSC working group, the IPT group, the Shrimp Advisory  
32 Panel, and because shrimping effort in the western Gulf, in that  
33 ten to whatever fathom zone, is tied into bycatch reduction on  
34 red snapper juveniles and incidental take of turtles throughout  
35 the Gulf with shrimp trawls, we ought to probably have, and I  
36 see Bonnie is going to give us a presentation next relative to  
37 ELBs, relative to effort and so on, and perhaps Dr. Gallaway or  
38 whoever is the appropriate one to present information on shrimp  
39 effort to add to the group. That's just my thinking.  
40  
41 **DR. CRABTREE:** I'm fine with all that and it's just we've got --  
42 We need to have the rule that comes out of what we're doing  
43 implemented basically two years from now and that seems like a  
44 lot of time, but it's not as much as you think and I'm just  
45 trying to make sure if we're going to convene a working group,  
46 we need to decide who that working group is today, so we can  
47 convene it. I don't know, Mr. Gregory, if you have thoughts. I  
48 mean is this working group going to be just existing groups or

1 do we need to form a working group and appoint members to it?  
2 What do we need to do to make this happen?

3  
4 **EXECUTIVE DIRECTOR DOUG GREGORY:** If you just give us general  
5 guidance and like Corky was saying, the AP, some members of the  
6 IPT from the Regional Office and the Science Center and staff  
7 and SSC, we can form that group of the people most appropriate  
8 for it.

9  
10 **CHAIRMAN PEARCE:** Does that satisfy you, Roy?

11  
12 **DR. CRABTREE:** Yes, that's fine. I just want to make sure we do  
13 whatever we need to do at this meeting so we can get it done.

14  
15 **CHAIRMAN PEARCE:** All right. Do we need a motion for that?

16  
17 **MR. PERRET:** Let me try. I would move that we have staff  
18 convene a meeting of a shrimp working group of the SSC, and that  
19 includes Special Shrimp SSC, the Shrimp Advisory Panel, IPT  
20 group, and our new Chairman Anson will make the decision. I  
21 think two or three and I don't know. I would like to see the  
22 whole Shrimp Management Committee there, but probably that may  
23 not be necessary, but the council will be represented and so  
24 staff convene a meeting of the shrimp working group made up of  
25 members of the SSC and Special Shrimp SSC members, Shrimp  
26 Advisory Panel, and the Shrimp IPT group.

27  
28 Because of the effort implications, I would like to have Dr.  
29 Gallaway, I guess, who has been working on shrimp effort for  
30 some time also be available, if he can fit that into his busy  
31 schedule. Thank you.

32  
33 **CHAIRMAN PEARCE:** We have a motion and do we have a second?  
34 Leann seconds it. Any more discussion on this motion? Mara,  
35 are we okay with this? Corky, do you mean all the people on the  
36 SSC, everyone, or just members?

37  
38 **MR. PERRET:** Their recommendation was for a working group of SSC  
39 and Shrimp Special SSC members and so staff will work with the  
40 Chairman and Council Chair and whoever they think that group  
41 should be and so not that entire group.

42  
43 **EXECUTIVE DIRECTOR GREGORY:** If I may, we will coordinate with  
44 the Council Chair and the Shrimp Management Committee Chair and  
45 Corky.

46  
47 **CHAIRMAN PEARCE:** I think Corky is the new Shrimp Management  
48 Chair. Any more discussion?

1  
2 **MR. MYRON FISCHER:** I am just trying to assist Corky. How about  
3 we say a working group made up of a subset of all these groups?  
4

5 **MR. PERRET:** I didn't follow you. What's that?  
6

7 **MR. FISCHER:** I said just made up of a subset of these groups,  
8 instead of made up of groups. It's kind of open-ended.  
9

10 **CHAIRMAN PEARCE:** Is that all right? Leann, is that okay with  
11 you? Okay. I will read it again. The motion is to have staff  
12 convene a meeting of the shrimp working group made up of a  
13 subset of the SSC and Special Shrimp SSC members, Shrimp AP, the  
14 Shrimp IPT group, and Dr. Benny Gallaway. Any more discussion?  
15 **Any opposition to this motion? Hearing none, the motion**  
16 **carries.**  
17

18 I believe that gets us out of 17 and so we're done with 17. Dr.  
19 Ponwith, you're up next. Wait, first Leann.  
20

21 **MS. BOSARGE:** Susan had asked for feedback on what the working  
22 group was going to discuss and I didn't make it in the form of a  
23 motion, but you did notate that we would like to get some  
24 industry feedback for sure on taking permits that are not  
25 renewed and putting them into a pool that could be used for new  
26 entrants or old re-entrants to the fishery? Okay.  
27

28 **DR. CARRIE SIMMONS:** I guess, just to kind of try to understand  
29 timing a little bit, the idea was to have this working group be  
30 convened and work on the scoping document and staff goes back  
31 and continues to flesh it out more and then it would come back  
32 to the council for approval to go out to scoping and is that  
33 correct?  
34

35 **CHAIRMAN PEARCE:** That is correct. Any more discussion on 17?  
36 Bonnie, you're up.  
37

#### 38 **2013 SHRIMP EFFORT AND SHRIMP ELB PROGRAM UPDATE** 39

40 **DR. PONWITH:** Thank you, Mr. Chairman, and if you could refer to  
41 Tab D, Number 7 from the Shrimp. What we're going to do is talk  
42 a little bit about the status of the electronic logbook program  
43 and then also give you the numbers for the 2013 effort  
44 estimation.  
45

46 Here are some statistics on the status of the cellular  
47 electronic logbook program that we put into effect last year,  
48 over the course of the year. We selected 500 vessels to

1 participate in them and of those 500 vessels, 462 have activated  
2 their units. Of the remaining, twenty-five actual vessels have  
3 not turned on those new units and we would recognize this by  
4 them having not contacted a carrier for this and as soon as  
5 those units are turned on, then we start receiving data from  
6 them, regardless of where they are.

7  
8 Those have been turned over to the Office of Law Enforcement and  
9 again from that subset, two of them have terminated their permit  
10 and one has transferred their permit and we also have nine  
11 others who have permit transfers and the selection letters are  
12 going to be recast and sent to the new owners of those vessels  
13 and then, sadly, one vessel was destroyed by fire and so that's  
14 sort of the disposition of the 500.

15  
16 Then, in addition, last year we placed ten of these units on  
17 vessels to do the initial calibration and those are still  
18 activated and up and running. That gives you a feel for how  
19 many are carrying that.

20  
21 Of the activated units, we have received no data from thirty-six  
22 of these vessels and that could be one of two things, either  
23 there is something going on with the unit or they activated the  
24 device and it's sitting on top of a refrigerator or something.  
25 So what we're going to have to do is communicate with them to  
26 see if we can find out what is indeed going on with those. They  
27 got it and they activated it, but it's not transmitting any --  
28 It's stationary, basically.

29  
30 In terms of feedback, we really haven't had any negative  
31 feedback, no complaints from the industry on the units thus far.  
32 We have had two confirmed hardware failures. One was when the  
33 instrument was being deployed. There was a power surge and it  
34 fried the instrument. The instrument was under warranty and it  
35 will be replaced. We had another one that took on some water  
36 and that also damaged the electronics.

37  
38 So far, the data transmission has been going very smoothly. As  
39 you recall, those data, if they're outside of cell range, those  
40 data are stored on a memory card exclusively and the unit tries  
41 to feel a cell tower and if it fails, it waits for a given  
42 period of time and keeps trying to hit a cell tower.

43  
44 Ultimately, when the vessel comes into range of a cell tower,  
45 those data that are stored on that memory card are automatically  
46 transmitted in packages to a secured server and so anytime a  
47 vessel comes within range, it updates those data, to make sure  
48 those data are available in real time. The analysis on these

1 data will be conducted using the original software that was  
2 developed by LGL to estimate effort from the units.

3  
4 Regarding the claims, we have agreed to reimburse the vessels  
5 for the cost of deploying those units. This is a development  
6 that occurred last winter and about 75 percent of the vessels  
7 who are carrying those units have submitted a claim. The claims  
8 ranged anywhere from zero to \$200, which was the maximum, and  
9 many of those people have not yet cashed those checks and so if  
10 you know people in the industry, urging them to cash those  
11 checks would be good.

12  
13 I know this slide is small, but it's kind of the information  
14 what's going to happen with next steps. Of the vessels that  
15 were selected to carry the electronic logbooks, 274 of them were  
16 also equipped with the older version of the logbooks and this  
17 was intentional so that we could continue those side-by-side  
18 calibrations. This is more or less about 50 percent of them.

19  
20 This fall our plan is to collect the memory chips from those 274  
21 vessels to continue with our side-by-side calibration. As you  
22 recall, we calibrated that first year with ten vessels that were  
23 double instrumented and we're going to pull the chips from the  
24 other double-instrumented vessels and continue that comparison  
25 and then ultimately capture those data from those chips and then  
26 once that's done, we will actually focus on collecting those  
27 older units, again.

28  
29 This is going to be done this winter and we will do it by  
30 sending a self-addressed envelope to them asking them to pull  
31 that card and send it to us, so that we can collect those data  
32 and run those analyses.

33  
34 The tasks that we see that are on the horizon here would be to  
35 correspond with the thirty-six permit holders that we haven't  
36 received data, but did kick in their Verizon accounts and find  
37 out what's going on with them, so we have a clear understanding  
38 of that. We are going to write to the 274 double-instrumented  
39 permit holders and collect the memory chip from the old unit.

40  
41 We will continue to do our one-on-one sort of side-by-side  
42 analysis of these units, the data that we have on the server  
43 compared to the data that are coming in on the chips from the  
44 old ELBs. Then we'll generate the 2014 effort estimate using  
45 the composite data, data from both the old units and the new  
46 ones, and then continue to do validations and peer reviews and  
47 enhancements to the program and the way this is being carried  
48 out.

1  
2 Down to brass tacks on the next slide. Here are your effort  
3 estimates for 2013 and as you will see, the landings, total  
4 offshore landings, were at right around seventy-seven million  
5 pounds and this is right around an average catch. I think the  
6 highest we had was 101 million pounds in 2009 and the lowest  
7 we've seen in recent history was in 2010, which was sixty-nine  
8 million pounds and so this is sort of in the ballpark.

9  
10 The statistical zone of interest for us, in terms of meeting our  
11 management goals, is that Statistical Zone 10 to 21 and as you  
12 can see in this slide, the effort estimate for that area was  
13 73.14 percent and our target was 65 percent and so we're in good  
14 shape on the effort. Then you can see just what the landings  
15 and the effort was for the other statistical zones as well.

16  
17 If we move to the next slide, this is sort of a very coarse  
18 distribution of the effort that we're seeing in 2014 and so this  
19 is this year right now and, again, it's very, very coarse, but  
20 it gives you a feel for what the distribution is, based on the  
21 cellular electronic logbook, the data that we've accumulated in  
22 January to June.

23  
24 Then if you take a look at the next slide, you can see sort of  
25 the distribution for May versus August of this year, based on  
26 the data that we accumulated on the server. Then if you go to  
27 the last slide, it is a wonderful opportunity to acknowledge the  
28 people that have contributed to the success of the transition of  
29 this program.

30  
31 It was hard work and it took a lot of deliberation and so we  
32 want to say a word of thanks to certainly the shrimp fishing  
33 industry that's been very good about cooperating and helping us  
34 to get this information that is absolutely critical for  
35 successful management of this fishery.

36  
37 We also want to thank the Southern Shrimp Alliance. They've  
38 been a wonderful vehicle for us to be able to communicate with  
39 the industry and kind of a wonderful point of entry to be able  
40 to strengthen those collaborations.

41  
42 Benny Gallaway, John Cole, and the LGL Ecological Research  
43 Associates, of course, were instrumental in getting this type of  
44 monitoring put in place and really doing the pioneering work on  
45 this and this transition couldn't have been done as successfully  
46 as it has been without his help and certainly, of course, to  
47 recognize the role that the council had in helping us with  
48 getting these data so that we've got the information we need to

1 manage the fishery. That's my report, Mr. Chairman.

2  
3 **CHAIRMAN PEARCE:** Thank you. Great report, Bonnie. Any  
4 questions?

5  
6 **MS. BOSARGE:** Bonnie, thanks for all your hard work on this. As  
7 most people know, the data that's collected by this program, the  
8 ELB and then the new cellular ELB, is tremendously important to  
9 our industry and has saved us many times in the past and so we  
10 definitely wanted to see a smooth transition and I think so far  
11 we've seen that and the industry is well aware of what's going  
12 on.

13  
14 I did have a comment on your twenty-five that are not activated  
15 that have been turned over to law enforcement. It looks like  
16 you have a few of those that we still don't know exactly maybe  
17 what's going on and two comments, from an administrative  
18 standpoint.

19  
20 We were chosen for two of the units. We have five vessels and  
21 two of our vessels were chosen randomly and they're both going  
22 to have both units on there, or they do have both units on  
23 there. When we went to activate the CELB, and we had this  
24 discussion at the council and I know that you all have had this  
25 discussion with the phone carrier, that you do not have to go  
26 online to activate these units or the account, excuse me. They  
27 should activate the account over the phone for you.

28  
29 They did refuse to do that. They told us that we had to go  
30 online and luckily I was standing there and so I got on the  
31 phone and I said, no, I'm on the council and you have to do this  
32 over the telephone for us and so that may be an issue that  
33 you're up against with some of these that have not been  
34 activated.

35  
36 The other thing is if we could make a minor tweak to the letters  
37 that go out. As I said, we were chosen for two units, two of  
38 our vessels, and when we get any kind of correspondence on those  
39 units, the reference that the government is using is the serial  
40 number or something like that on the unit itself, but if you  
41 have five boats and you have two of these units, if you could  
42 reference the official number or the name of the vessel that  
43 that unit is supposed to be working from, that would help  
44 tremendously on our end. I'm doing a lot of legwork just trying  
45 to figure out what unit is being corresponded about and so  
46 that's the two minor comments.

47  
48 **DR. PONWITH:** Just for clarification, you are asking that when



1 we write to the permit holder to refer to the name of the vessel  
2 or the permit and not the name of the unit?

3  
4 **MS. BOSARGE:** The name of the vessel or the official number of  
5 the vessel. Those are two things that we'll know off the top of  
6 our head that, okay, what boat is she talking about.

7  
8 **MR. PERRET:** My only comment was I'm just amazed at how few  
9 complaints there have been and how this transition seemed to  
10 have worked so well and so thank you very much to you and your  
11 people and hopefully it will continue with very, very few issues  
12 or complaints or problems. Leann pointed out one and hopefully  
13 that will be taken care of. Thank you.

14  
15 **MS. BOSARGE:** On a different note, and I feel like a Negative  
16 Nelly today, but I do have a little bit of fear on our next  
17 steps that we're going to for this transition. We've talked  
18 about it a lot in the past and I really was very comfortable  
19 with the timeline that we had in the past.

20  
21 Having actually experienced activating the account and getting  
22 the equipment on the vessel and then the vessel actually going  
23 offshore to shrimp, I don't know that the timeframe that we have  
24 might not be a little too soon as far as our next step for  
25 actually -- For the vessels that have both units on them, that  
26 have the old unit and the new unit, this winter, which could be  
27 December, January, or February, which is pretty soon, for our  
28 next step to be to go to those vessels and actually not just  
29 pull the data from the old unit, but essentially pull the chip,  
30 so it's not transmitting anymore and then to do the one-to-one  
31 analysis -- I know we've done it on ten and it turned out well,  
32 but of these two-hundred-and-seventy-something, I would like to  
33 see that one-to-one analysis done first and make sure everything  
34 is okay and then we maybe can start pulling these chips, just  
35 because of the timeframe that I've seen in getting this going on  
36 our end.

37  
38 **DR. PONWITH:** To that point, the challenge that we've got is the  
39 cellular ELB, we have those data in hand in real time. As soon  
40 as the vessel comes within cell range, those data are there, so  
41 we know where everybody is.

42  
43 With the other units, we have to actually go and pull those  
44 chips to have the data and so what I'm hearing from you is a  
45 concern that that might be a decision point that can't be  
46 undone.

47  
48 What we can do is I can go back with the team and discuss,

1 instead of pulling 100 percent of those chips, pulling 50  
2 percent of them and doing the one-to-one analysis on the data  
3 that we get, because the only way we can get the data from those  
4 chips is to actually pull them out and dump the data. The chips  
5 have to be physically removed from the device to be able to dump  
6 those data.

7  
8 **MS. BOSARGE:** What I was hoping to see, Bonnie, is in the past,  
9 Peter would come around and he would pull the data from our  
10 devices on the boat. For the old system, he would pull the  
11 data, so that the system kept running like usual when he was  
12 done pulling the information and I guess that information  
13 eventually went to you all, but it would continue to record  
14 data.

15  
16 If there's any way that we can do that with these two-hundred-  
17 and-seventy-some-odd that have both units on the boat, do our  
18 one-to-one analysis and make sure that everything is how we want  
19 it to be and that way, if we have any glitch anywhere, we don't  
20 have any gaps in our shrimp effort data. That's what worries  
21 me, to have some sort of gap if anything goes wrong, because we  
22 actually pulled the chip and it's no longer recording, so we  
23 don't have that fallback mechanism.

24  
25 **DR. PONWITH:** I will talk with the team and, of course, our  
26 absolute goal is to ensure that there are no data gaps and so we  
27 have the four-hundred-and -- You know nearly 470 with the new  
28 units on and roughly half of those are double instrumented. I  
29 will talk with the team about what kind of risk management bet  
30 hedging we should be considering and take that into  
31 consideration.

32  
33 One of the challenges we have with the older units is that,  
34 again, the chip needs to be pulled to get the data off and if  
35 you decide that you want that unit to continue to gather data,  
36 there's a process that you have to go through to kind of  
37 recalibrate that chip and so there are costs of encountering the  
38 vessel and of pulling the chip and going through that process  
39 and then encountering the vessel a second time if the desire  
40 were to put that chip back on.

41  
42 That's kind of contributed to the rationale for moving to the  
43 CELB in the first place, because it skips all the need to be  
44 physically handling those memory cards. It gives us the data in  
45 real time, but I will raise that to the attention of our team  
46 and we are eager to reconfirm that side-by-side that these two  
47 units are functioning and giving similar data.

48

1 We are pleased that the software that Dr. Gallaway and his team  
2 developed is completely -- The data feeding into it from these  
3 two units are ingested exactly identically and that there has  
4 been no issue at all with the data from the new unit, but I will  
5 bring that up to the team and we will deal with that.

6  
7 **CHAIRMAN PEARCE:** Okay. Any other discussion? Great report,  
8 Bonnie, and good comments, Leann. We are headed in the right  
9 direction to make sure we understand and do a better job with  
10 our shrimp fishery. With that, Mr. Chairman, I think that  
11 concludes my committee and I will turn it back over to you.

12  
13 (Whereupon, the meeting adjourned at 9:42 a.m., October 2014,  
14 2014.)

15  
16 - - -  
17

**Shrimp Management Committee Meeting  
April 1, 2015  
Biloxi, MS**

**Shrimp Management Committee Meeting: Action Guide and Next Steps**

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**Agenda Item IV: Biological Review of the Texas Closure**

**Timeline Status:** Information

**Committee Input and Next Steps:**

- Discussion
  - Committee recommendations
- 

**Agenda Item V: Summary of the Shrimp Advisory Panel Meeting**

**Timeline Status:** Information

**Committee Input and Next Steps:**

- Discussion
  - Committee recommendations
- 

**Agenda Item VI: Report on the Penaeid Shrimp MSY-ABC Control Rule Workshop**

**Timeline Status:** Information

**Committee Input and Next Steps:**

- Review the summary
  - Review SSC recommendations
  - No action necessary for this agenda item, but the committee may determine to make recommendations for the next agenda item, Shrimp Amendment 15
- 

**Agenda Item VII: Status update on Shrimp Amendment 15 “Status Determination Criteria for Penaeid Shrimp and Adjustments to the Shrimp Framework Procedure”**

**Timeline Status:** Final Draft

**Committee Input and Next Steps:**

- The Committee should decide whether or not to include MSY and Fmsy in this document
    - If so, the committee should review the draft actions and alternatives that staff has provided
  - The Committee may select a preferred alternative
  - Staff will present a final document at the June 2015 Council meeting.
-

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**Agenda Item VIII:** Scoping document for Shrimp Amendment 17 addressing the expiration of the shrimp permit moratorium.

**Timeline Status:** Scoping

**Committee Input and Next Steps:**

- Review the draft scoping document
- Review the timeline for addressing the permit moratorium
- Review the summary of the Shrimp Permit Moratorium Working Group
- Review AP recommendations
- The committee may decide to accept the scoping document and should discuss locations for scoping
- Staff will present an options paper to the Council in June 2015

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**Agenda Item IX:** Shrimp SSC Summary Report

**Timeline Status:** Information

**Committee Input and Next Steps:**

- Review the information provided

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**Agenda Item X:** Other Business

**Timeline Status:** Information

**Committee Input and Next Steps:**

- The Committee may discuss any non-agenda items here.

**NOAA  
FISHERIES  
SERVICE**



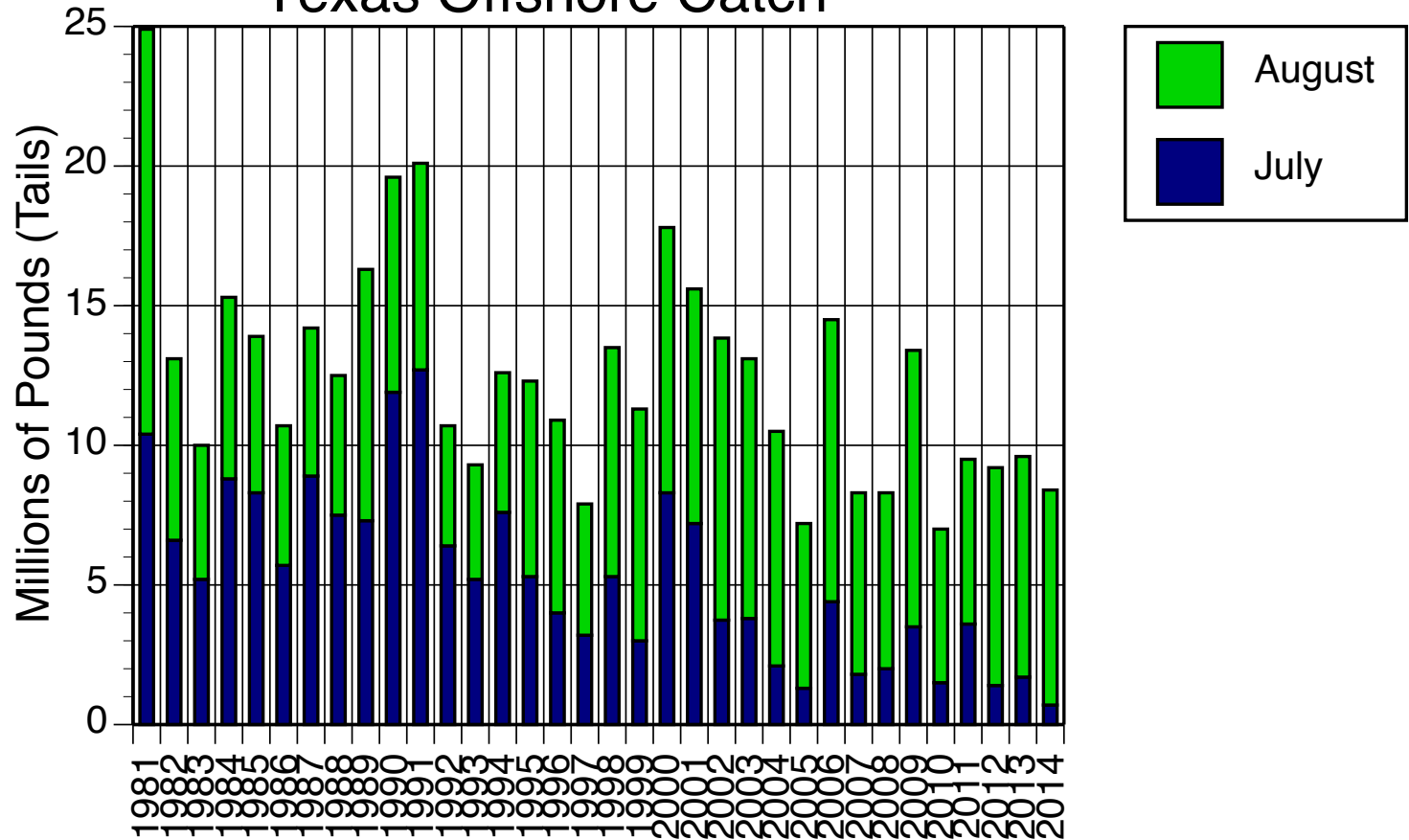
# **Texas Closure Review for 2014**

**James M. Nance, Ph.D.  
NMFS Galveston Laboratory**

**February 2015**

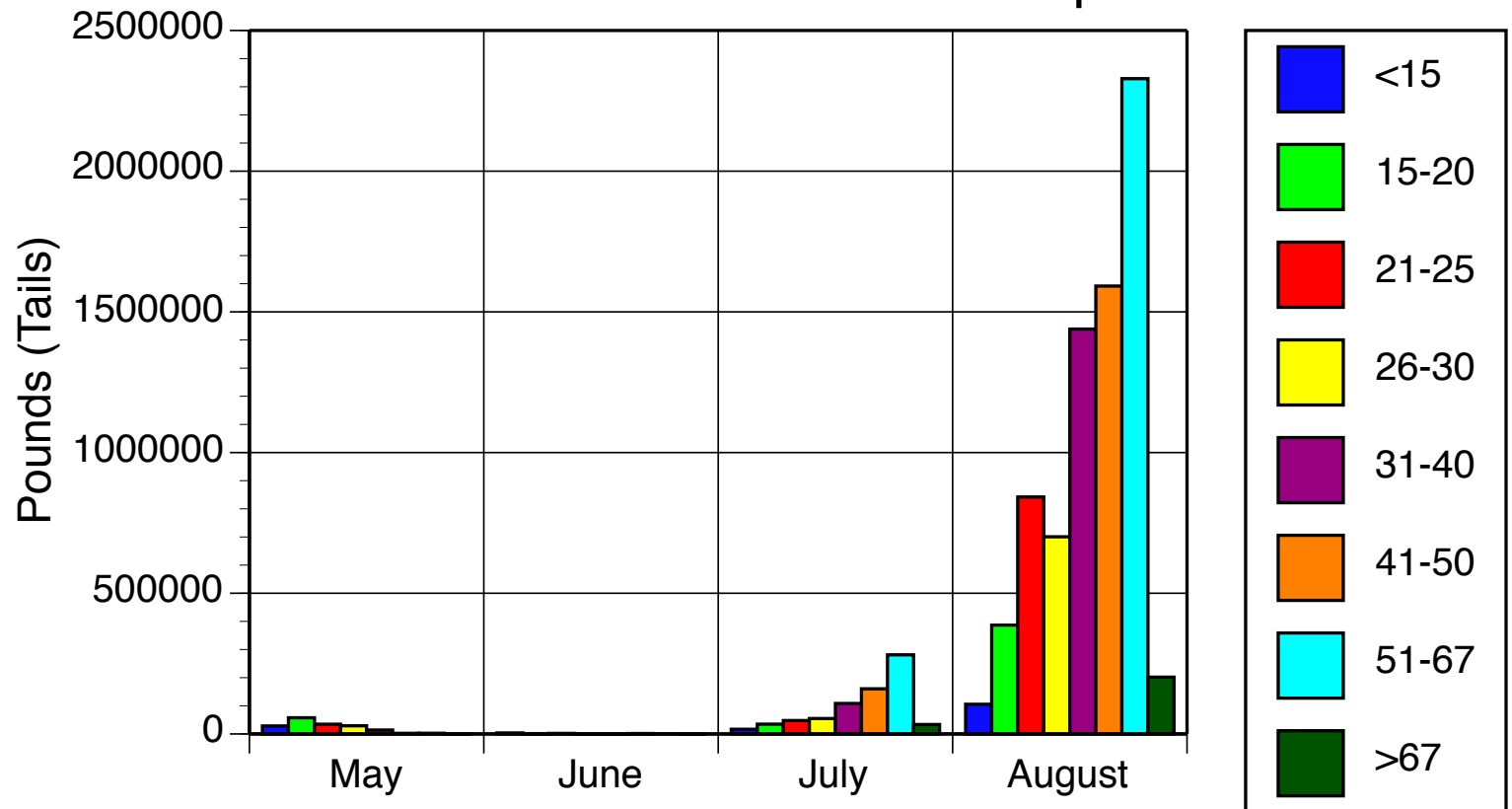


## Texas Offshore Catch





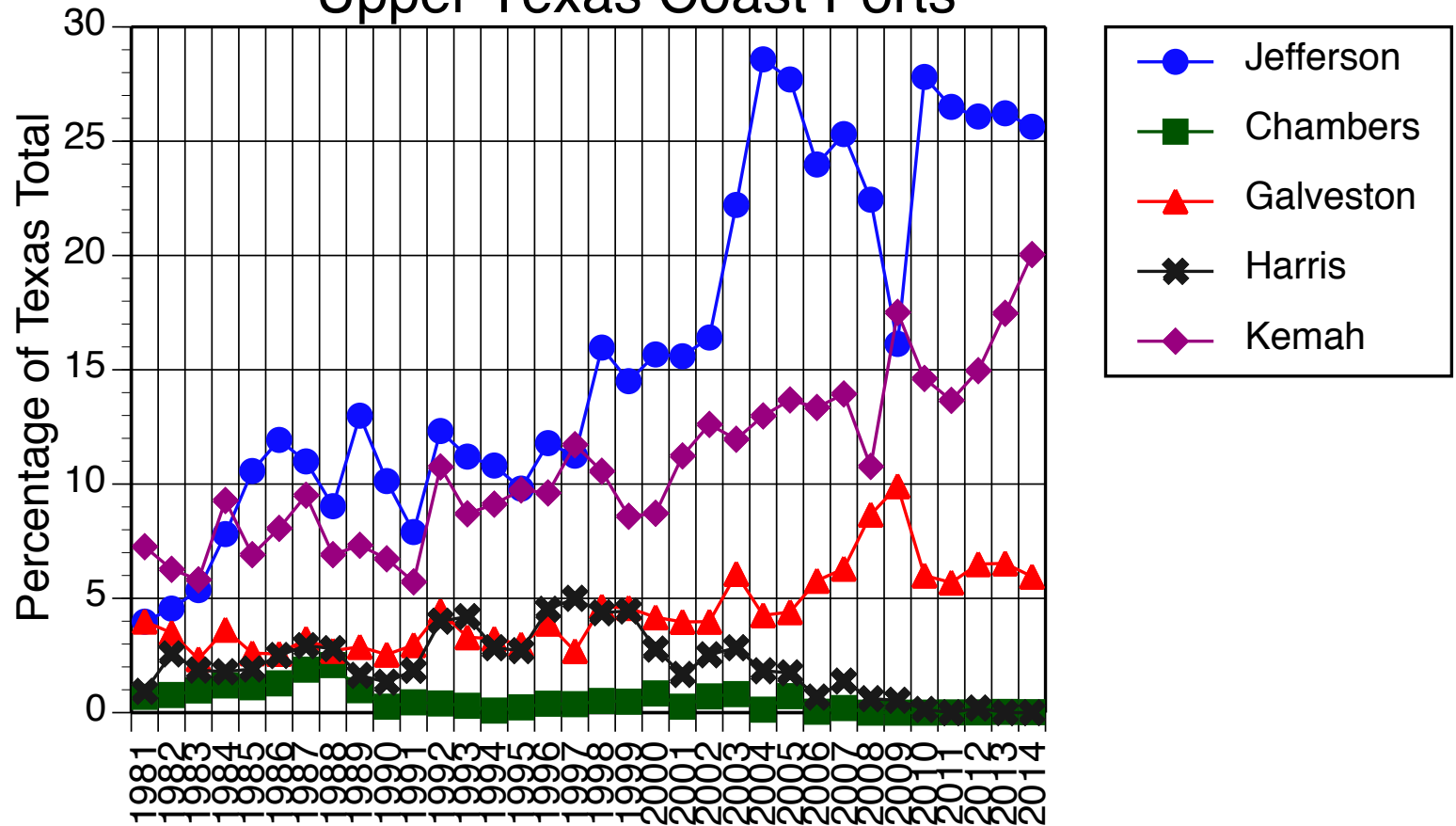
## Texas Offshore Brown Shrimp Catch





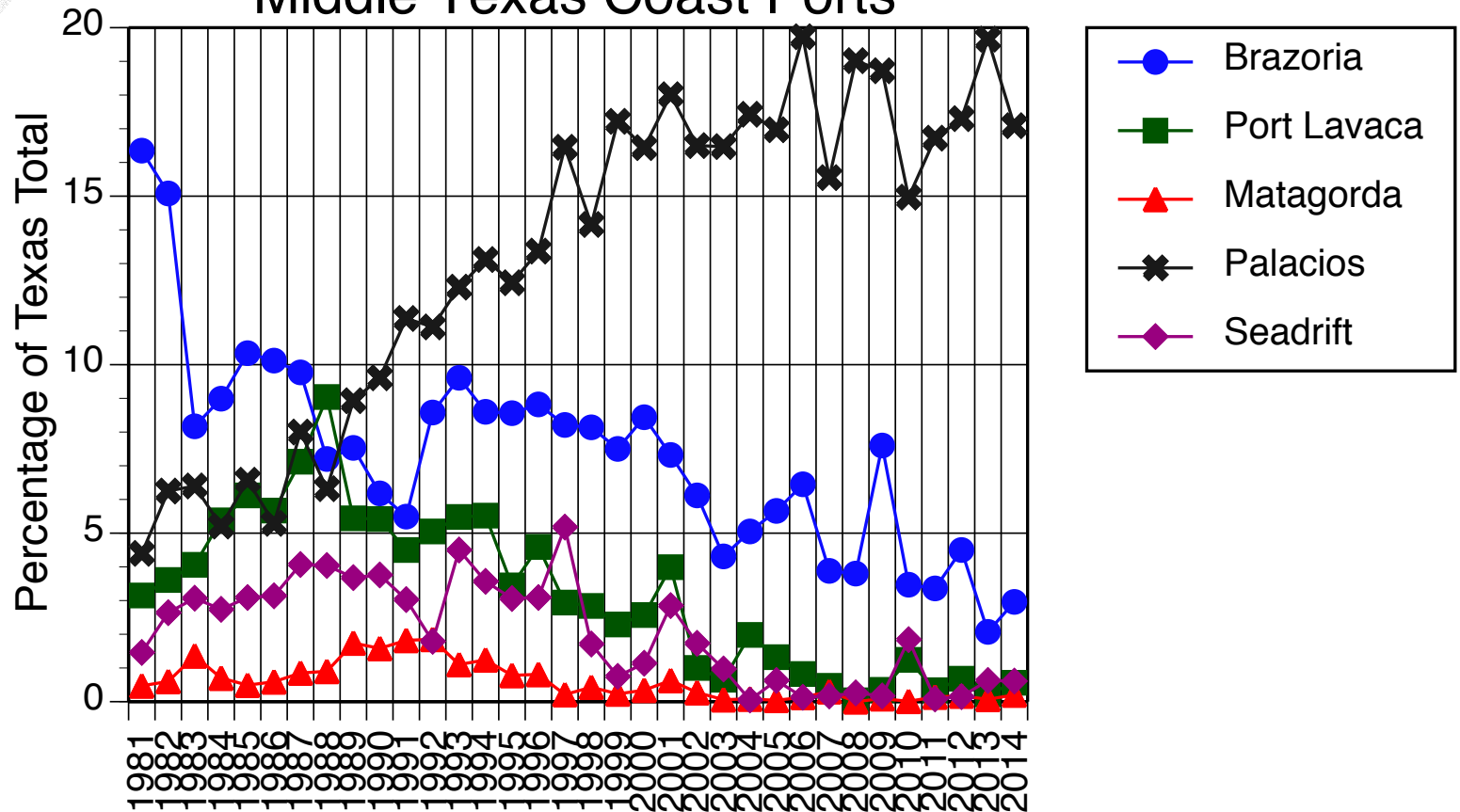


### Upper Texas Coast Ports



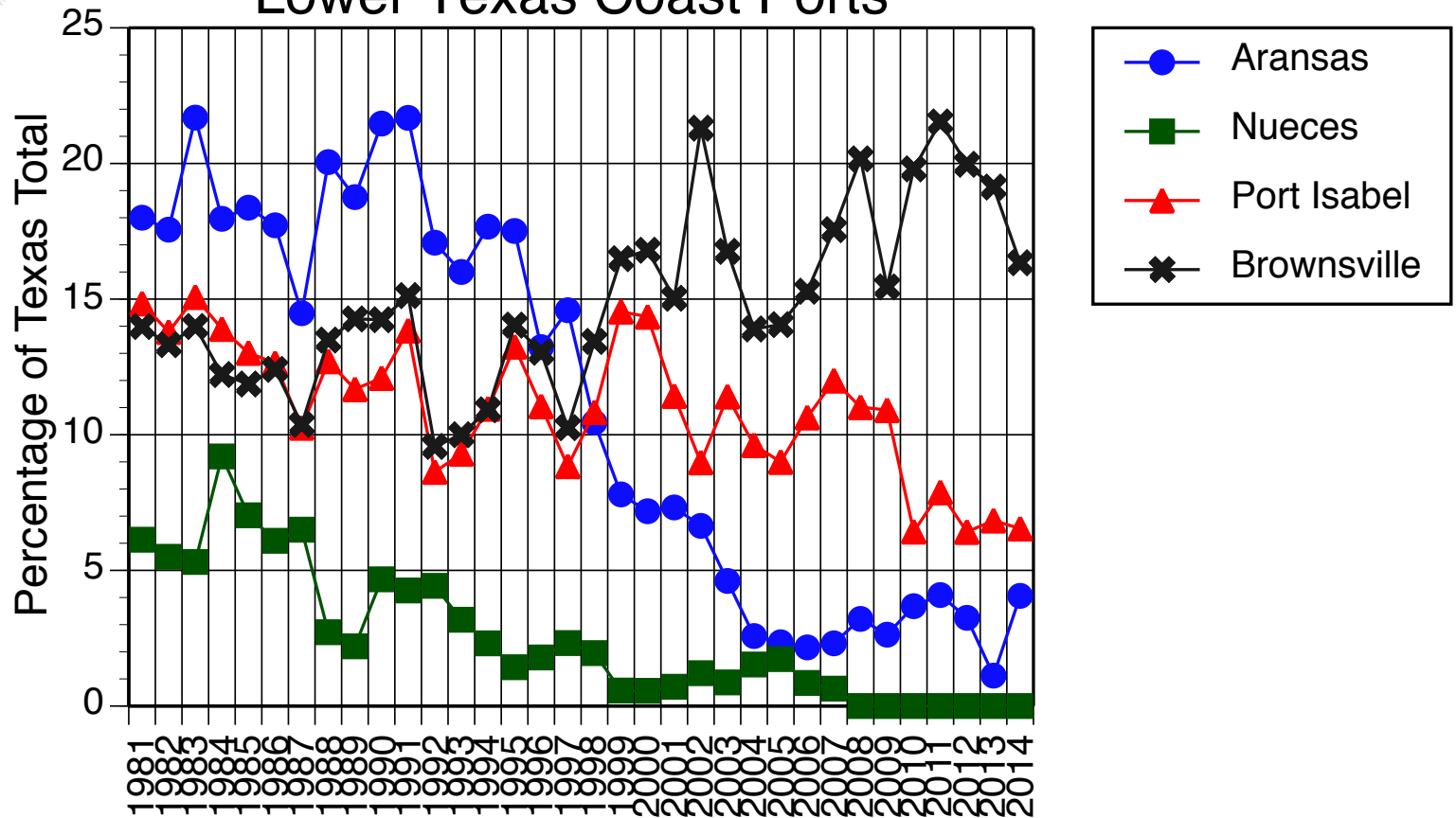


## Middle Texas Coast Ports



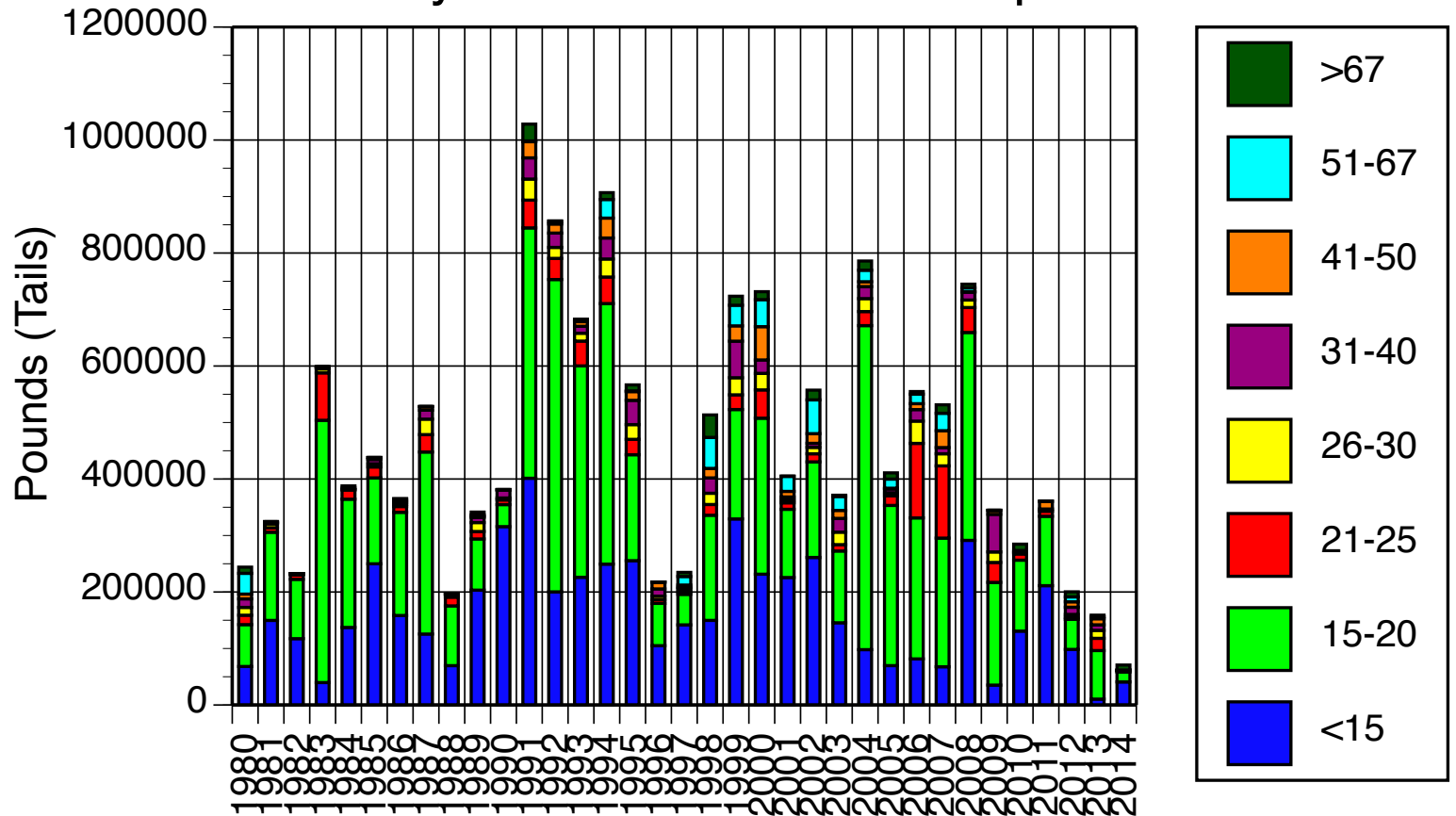


### Lower Texas Coast Ports



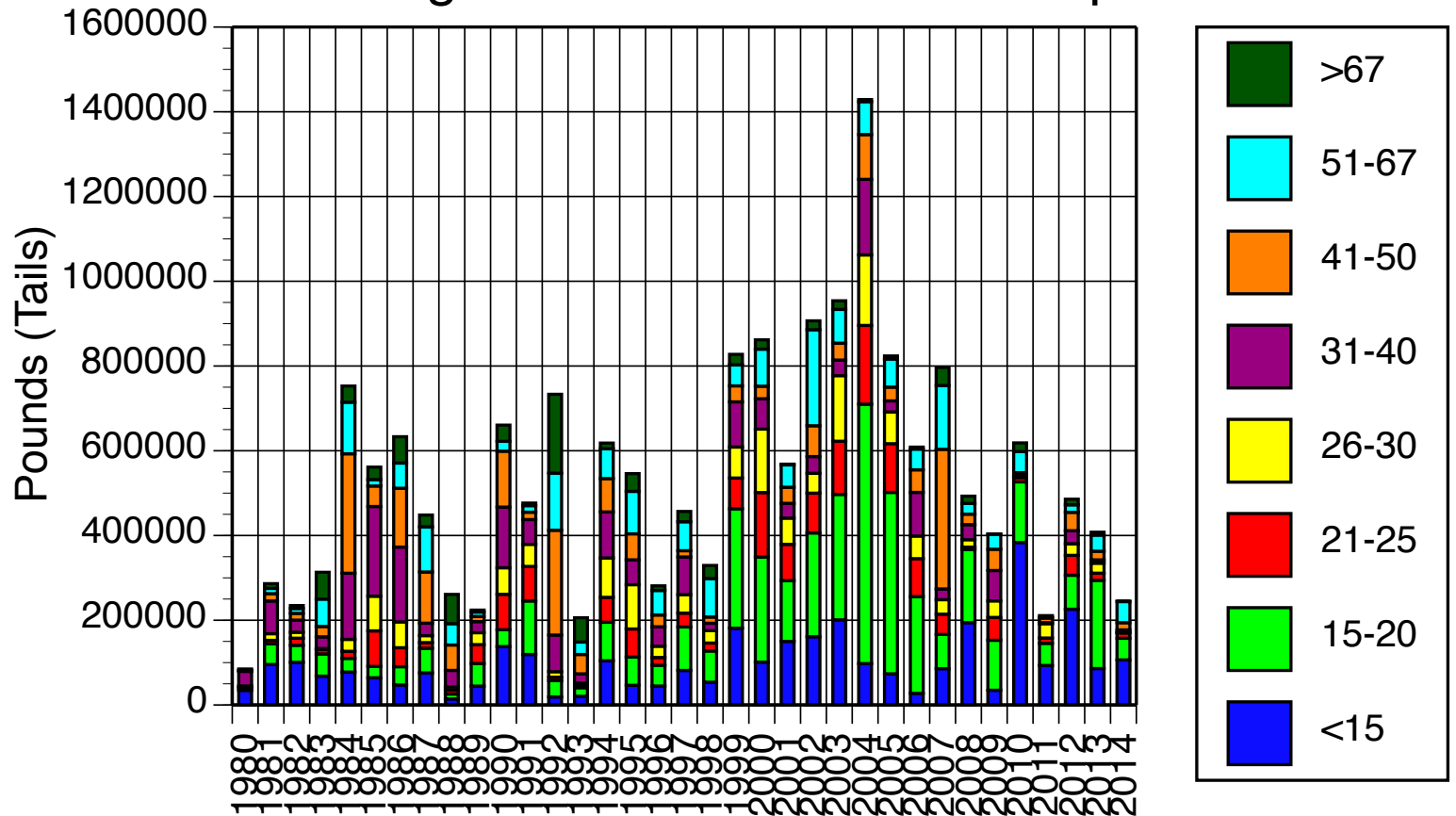


## July Offshore White Shrimp Catch





## August Offshore White Shrimp Catch





## Conclusions

Environmental factors important for growth and abundance of shrimp – below average this year.

Brown shrimp catch off Texas below average.

Brown shrimp size off Texas – about 2.8% in the >67 count size group.



## Conclusions (con't)

Increase in pounds yield with 2014 closure between 0% and 17%.

Some changes in shrimp landings distribution in Texas ports.

White shrimp catch off Texas below average during both July and August.

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The 2014 Texas Closure – Results of SEAMAP Sampling

Walter Ingram and Gilmore “Butch” Pellegrin  
 NMFS Mississippi Laboratories

Potential gain from the 2014 Texas Closure was again calculated based on the brown shrimp size composition observed in the June/July SEAMAP trawling survey. The same methods used in last year’s report were repeated. NMFS continues to monitor the Texas Closure to alert the Council to any changes in the system that might warrant reopening discussion of the management measure. The SEAMAP sampling will show quickly if any substantial changes in biological potential from the Texas Closure occur over the years.

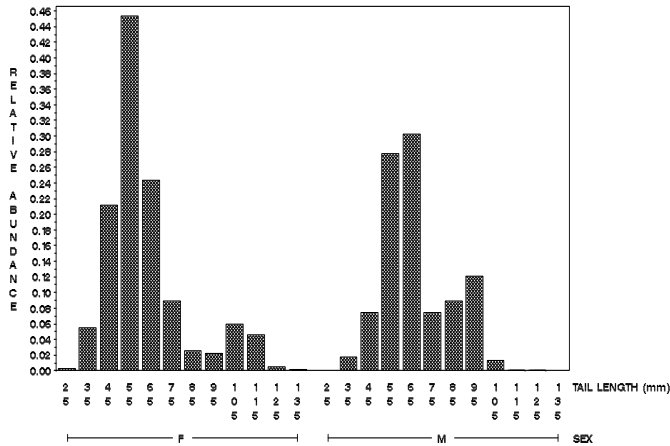


Figure 1. Size and sex composition of brown shrimp in the Texas EEZ, as determined by SEAMAP sampling. (Projected to July 1, 2014)

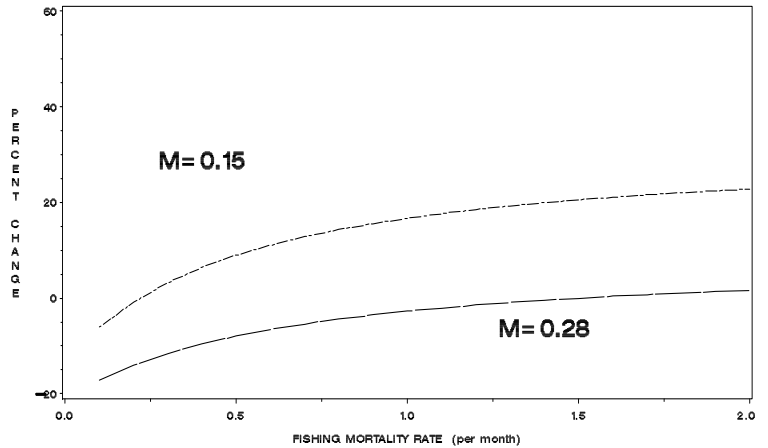


Figure 2. Estimated percent change in yield in the EEZ closure area at 2 values of natural mortality rate.

The 2014 size composition of brown shrimp in the EEZ off Texas was estimated from data collected aboard the NOAA Research Vessel Oregon II, as part of the standard summer SEAMAP survey (Fig. 1). Yield per recruit calculations evaluate the trade-off between growth of individual shrimp and losses due to natural mortality in the closed area, producing estimates of change in yield due to closure. Changes in yield are calculated for an extended range of fishing mortality rates (F’s), for two values of natural mortality rate (M=0.15 and 0.28 per month). As in previous analyses, the two M values were chosen to bracket the range of values expected in the closed area. To compare the biological potential in 2014 with other years, calculations were based on a hypothetical 200 mile, 45 day (June 1 to July 15) closure for all years since 1981. The estimates of percent change due to closure versus F are shown in Fig. 2. The percent change in yield values at F=1 and M=0.15 and 0.28 are 16.69% and -2.72%, respectively. F=1.0, which has approximated the F off Texas upon opening in past years, is taken as the point of comparison among years (Fig. 3).

The performance indicated for the 2014 Closure as a percentage change was near average but decreased compared to 2013. The modal sizes for both sexes appear similar to those of 2013. The catch per effort in the 2014 SEAMAP survey off Texas (2.2 shrimp per minute) was lower than of 2013 (9.3 shrimp per minute) and lower than the average of the time series (12.3 shrimp per minute) and much lower than in 2006 (30.7 shrimp per minute), which was the highest of the time series (Figure 4).

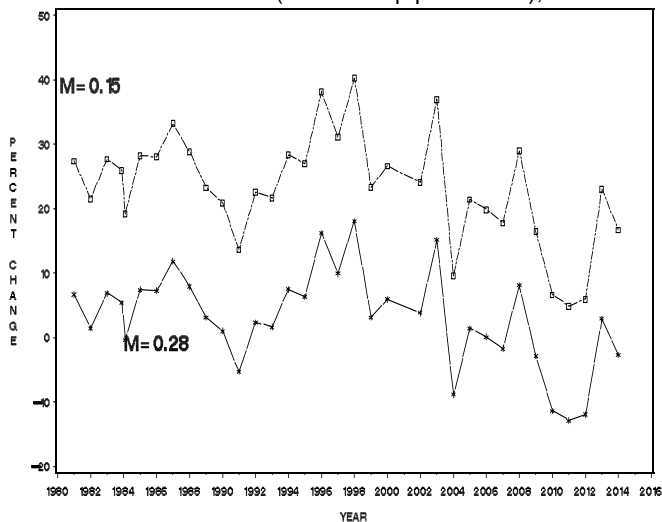


Figure 3. Yearly estimates of change in yield at F=1.

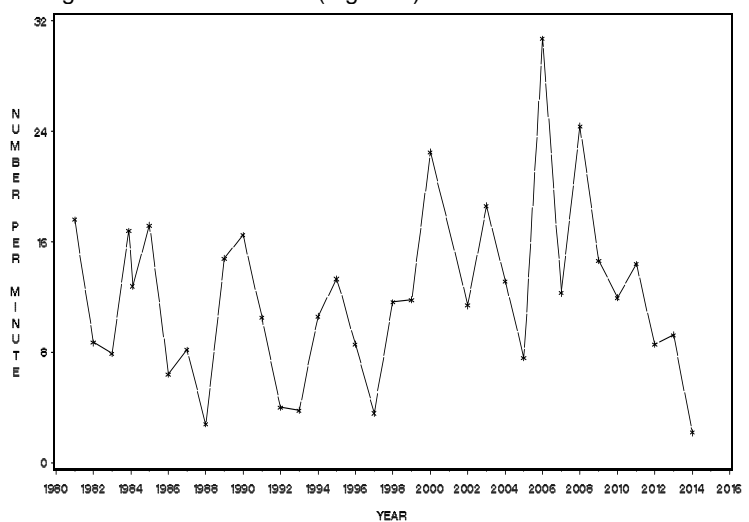


Figure 4. Brown shrimp mean catch per effort.



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# Biological Review of the 2014 Texas Closure

Report to the Gulf of Mexico  
Fishery Management Council

by

James M. Nance, Ph.D.

Southeast Fisheries Science Center  
Galveston Laboratory

January 2015

## Introduction

In 1981, the Gulf of Mexico Shrimp Fishery Management Plan (FMP) was implemented with a primary objective to increase the yield of brown shrimp harvested from Texas offshore waters. Since then, various aspects of the Texas closure management measure have been analyzed and reported on by scientists at the Southeast Fisheries Science Center (SEFSC). This report contains an overview of selected effects of the 2014 Texas closure and will be presented by the SEFSC to the Gulf of Mexico Fishery Management Council (GMFMC) at the April 2015 meetings.

## Background

The Shrimp FMP regulates fishing for brown shrimp in the Exclusive Economic Zone (EEZ) off the coast of Texas. Provisions in the Shrimp FMP prohibited brown shrimp fishing from the coast line to 200-miles off Texas during the periods: May 22-July 15, 1981; May 26-July 14, 1982; May 27-July 15, 1983; May 16-July 6, 1984; and May 20-July 8, 1985. In 1986, 1987, and 1988 only the portion of the EEZ from 9 to 15-miles was closed to fishing. In 1986, the area was closed May 10-July 2, while in both 1987 and 1988, Texas offshore waters were closed from June 1-July 15. In 1989, the 200-mile closure again went into effect and has remained in effect each year since that time. Closure periods were: June 1-July 15, 1989; May 15-July 8; 1990; May 17-July 6, 1991; May 15-July 6, 1992; May 15-July 6, 1993; May 13-July 7; 1994; May 15-July 15; 1995; June 1-July 15; 1996; May 15-July 15, 1997; May 15-July 8, 1998; May 15-July 15, 1999; May 11-July 5, 2000; May 15-July 8, 2001; May 15-July 15, 2002, May 15-July 15, 2003, May 15-July 15, 2004, May 15-July 15, 2005, May 15-July 10, 2006, May 15-July 15, 2007, May 15-July 15, 2008, May 15-July 15, 2009, May 15-July 15, 2010, May 15-July 15, 2011, May 15-July 15, 2012, May 23-July 15, 2013, and May 15-July 15, 2014. State of Texas regulations, implemented in 1960, prohibited shrimp fishing in the territorial sea off Texas during these same periods, except for the white shrimp fishery from the beach out to 4 fathoms. In 1990, however, state law prohibited all shrimping activities including the 4-fathom daytime fishery. This closure has been in effect during each of the subsequent closures (1991 through 2014).

The management objectives of the Texas closure regulation (as specified in the Shrimp FMP) are to increase the yield of brown shrimp and eliminate the waste of the resource caused by discarding undersized shrimp caught during

a period in their life cycle when they are growing rapidly. The objective of the 1960 through 1980 Texas territorial sea closures was to ensure that a substantial portion (>50%) of the shrimp in Gulf waters had reached 65 tails/pound or 112 mm in length by the season's opening. Thus, this temporary closure of the offshore fishery from mid-May to mid-July each year results in larger shrimp to the fishery and subsequently a higher market value.

## Methods

National Marine Fisheries Service (NMFS) port agents and state trip ticket systems in Louisiana, Alabama, and Florida collect shrimp statistics on the catch, effort, and fishing location of shrimp vessels operating in the Gulf of Mexico. These data provided information on the species, size and location of capture, as well as information on the catch rates and fishing efforts of the vessels in the fleet. An electronic logbook program, started in quantity in 2005, is also being used to collect detailed data on fishing location and effort for the offshore fishing fleet (Gallaway, et al., 2003).

## Conclusions

### 1. Recruitment

Postlarval brown shrimp begin entering estuaries in Texas and western Louisiana in mid-February and continue through July, depending on environmental conditions. Several waves of postlarvae may enter; however, peak recruitment usually occurs from February through early April. A wide array of environmental and biological factors affects the fate of these young shrimp. Salinity, temperature, and water height have all been identified as important primary environmental factors affecting the survival, growth and abundance levels of subsequent offshore shrimp populations. The amount of usable nursery area for juvenile and subadult brown shrimp appears to be related to the distribution of favorable salinities ( $\geq 10$  ppt) as well as to the tidal water height in interior marshes. Bay water temperatures exceeding 60° F in April and May are also favorable for above average shrimp production, with optimal growth occurring after 68° F.

This year, normal rainfall amounts and record low air temperatures persisted in the early spring in coastal areas of both Texas and western Louisiana. The recruitment of brown shrimp into the bays occurred several weeks later; similar to recruitment in 2013, but substantially later than historical

recruitment seasons. Moderate salinities and slightly above average tidal heights helped to provide adequate marsh habitat for juvenile brown shrimp; however, record low water temperatures observed in Galveston Bay, the result of several weather fronts, were not conducive for optimal shrimp growth which occurs in water temperatures greater than 68° F.

Based on the Galveston Bay, Texas, postlarval and juvenile brown shrimp 2014 indices of abundance, the bait index-model (Berry and Baxter, 1969) predicted that the brown shrimp season, from July 2014 through June 2015, would yield approximately 23.5 million pounds off the Texas coast. This value is below the historical average of 25.8 million pounds for 1960-2012. Our environmental model did not support this below average yield prediction, and showed average conditions in the bay system and predicted an average production for Texas offshore waters. The model uses Galveston air temperature during mid-April (the key component), rainfall during early March, and bay water height during late April and early May. These components are additive in the model, thus higher values indicate higher catch. The greatest contributing factor and key component, temperature during mid-April, was below average this year (67.2°F). Rainfall recorded at 1.02 inches during the monitoring period was above the historical average (0.6 inches), but did not have a negative impact on salinity levels in the system. Relatively high tidal heights during late April and early May were recorded at approximately 5.44 feet. Using these environmental parameters, our model suggests an average production of brown shrimp from Texas waters as related to environmental conditions conducive for optimal shrimp growth and survival.

Catch information from Louisiana inshore and offshore fisheries in May is used to estimate total production for the biological year from May through April. Using 2014 May catch data (7.4 million pounds) in our Louisiana Model, we predict a harvest of 29.7 million pounds for Louisiana west of the Mississippi River for the 2014-2015 season. This is below the historical average of 30.7 million pounds.

Most of the 2014 environmental and abundance indices point to a below year of brown shrimp production in offshore waters of the western Gulf of Mexico. The Galveston Bay bait index forecasts an average year at 23.5 million pounds from offshore Texas waters. The 2014 Environmental Model predicts an average production for Texas offshore waters. Louisiana indices also indicate a below average brown shrimp yield of 29.7 million pounds this season from west of the Mississippi River to the Texas-

Louisiana border. Overall, the western Gulf of Mexico should expect an annual brown shrimp production of approximately 53.2 million pounds during the 2014-2015 season. This is slightly below the 1960-2012 historical average of 56.5 million pounds for the two-state area.

## 2. Fishing Trends

### Texas

In Texas bays, from May through August 2014, only 0.6 million pounds of brown shrimp were landed. This represents a below average value when compared to the other inshore catches for this period since the closure began in 1981 (1981-2011 average was 4.2 millions pounds). Monthly catches in 2014 were not quite equally distributed across each of the four months. The middle two months accounted for all of the Texas inshore catch during the four-month period.

Offshore production during May through August 2014 was 9.2 million pounds, with 8.6 million pounds (93%) of the catch produced in the July through August period. The total catch for this period represents a below average level when compared to catch values since EEZ closures were initiated in 1981 (1981-2011 average was 13.6 millions pounds). During the July through August 2014 period, the size composition of landed shrimp was around 2.8% in the >67 count size category (Figure 1).

## 3. Shrimp Landings by Texas Ports

The distribution of shrimp landings in Texas ports was examined to determine if changes in shrimp landings at the various ports had occurred since the initial closure in 1981. May through August Gulf-wide shrimp catch was summarized by port of landing.

The distribution of Texas landings by individual ports was examined. Figure 2 shows landings of the five upper Texas coast ports, Figure 3 shows the landings of the five middle Texas coast ports, and Figure 4 shows the landings of the four lower Texas coast ports. The five upper Texas coast ports (with long term mean landing percentage) include Jefferson (16.36%), Chambers (0.42%), Galveston (4.59%), Harris (2.02%), and Kemah (11.02%). The five middle Texas coast ports (with overall mean landing percentage) include Port Lavaca (2.78%), Brazoria (7.13%), Matagorda (0.58%), Palacios (13.85%), and Seadrift (1.89%). The four lower Texas

coast ports (with overall mean landing percentage) include Aransas (10.56%), Nueces (2.27%), Port Isabel (10.94%), and Brownsville (15.17%).

One of the upper Texas coast ports (Kemah) experienced a moderate increase in landings during 2014. The other four ports (Chambers, Galveston, Harris, and Jefferson) experienced no notable change in landings. Jefferson County had the highest percentage of landings for all ports in Texas again this year. For the middle Texas coast ports, landings at Matagorda, Seadrift, and Port Lavaca remained very low during 2014. Brazoria experienced a moderate increase in landings in 2014, with Palacios showing a moderate decrease. Two of the four Lower Texas coast ports (Port Isabel and Brownsville) experienced slight to moderate decreases in landings compared to the previous year. Aransas showed an increase in landings in 2014.

#### 4. White Shrimp Catch off Texas

For the twenty-fifth consecutive year, the 0-4 fathom white shrimp fishery off Texas has been closed in conjunction with the Texas closure. Following the 2014 closure, most of the white shrimp landed in July were in the <20 count size range with a below average level of production (Figure 5). Production in August 2014 was also below the historical average with most of the shrimp landed still in the <20 count size range (Figure 6).

#### References

Berry, R. and K. Baxter. 1969. Predicting brown shrimp abundance in the northwestern Gulf of Mexico. *FAO Fish. Rep.* 57(3): 775-798.

Gallaway, B. J., J. G. Cole, L. R. Martin, J. M. Nance, and M. Longnecker. 2003. Description of a simple electronic logbook designed to measure effort in the Gulf of Mexico shrimp fishery. *North American Journal of Fishery Management*: 23: 581-589.

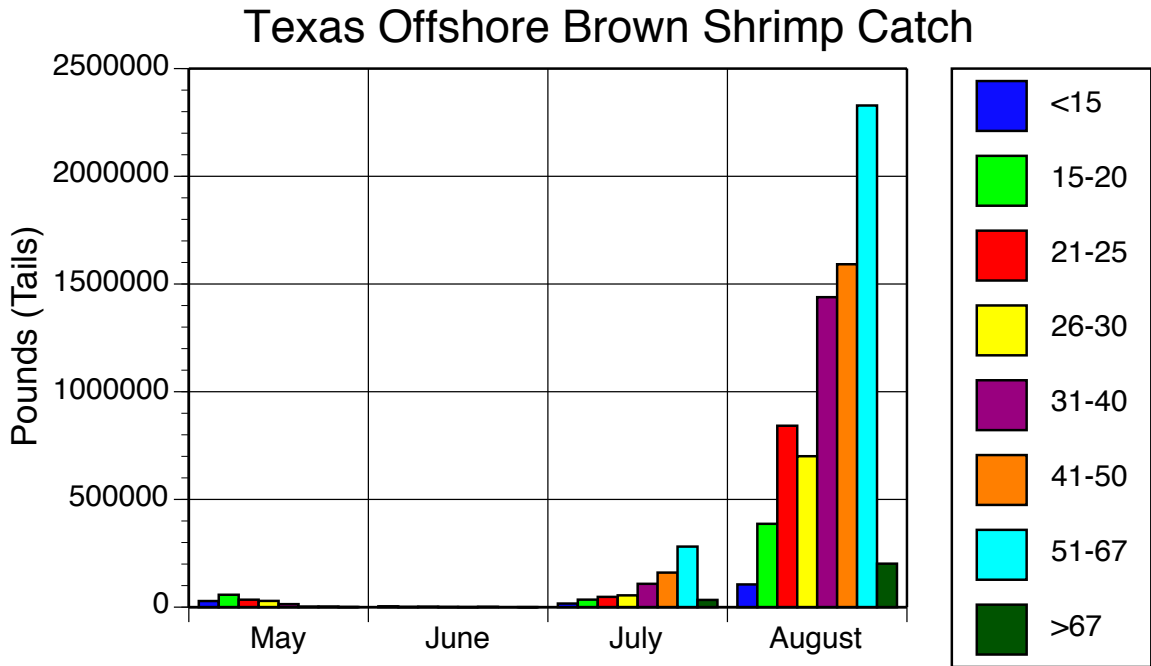


Figure 1. Size composition of brown shrimp taken from offshore Texas.

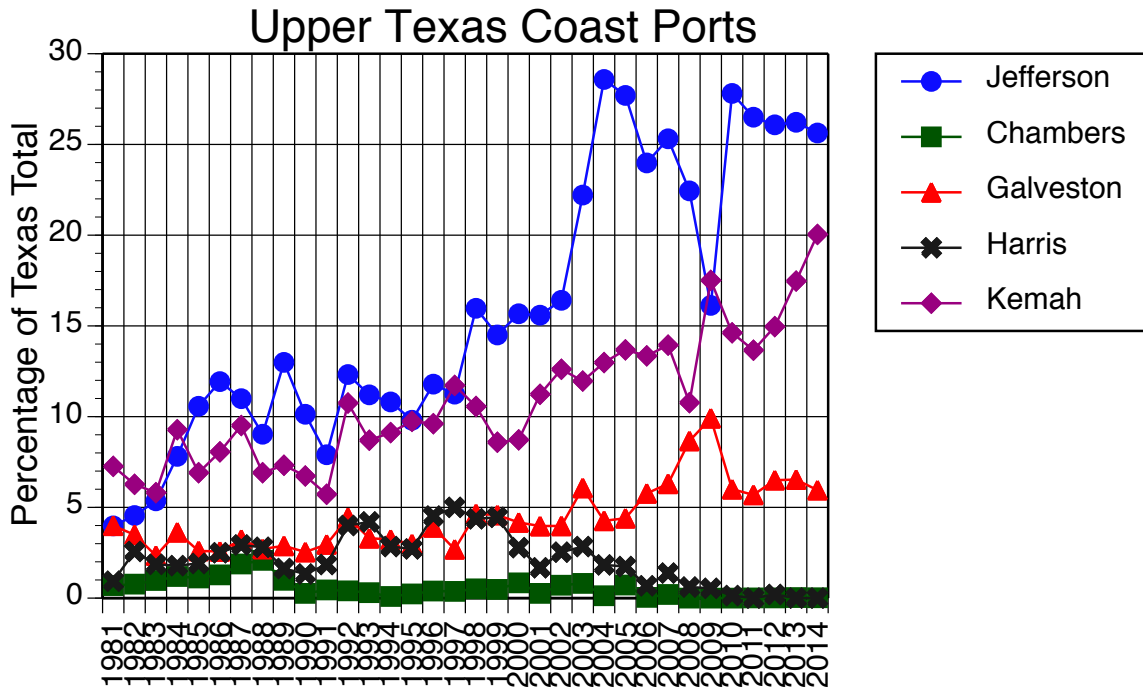


Figure 2. Distribution of May through August Texas landings by upper coast ports, 1981 - 2014.



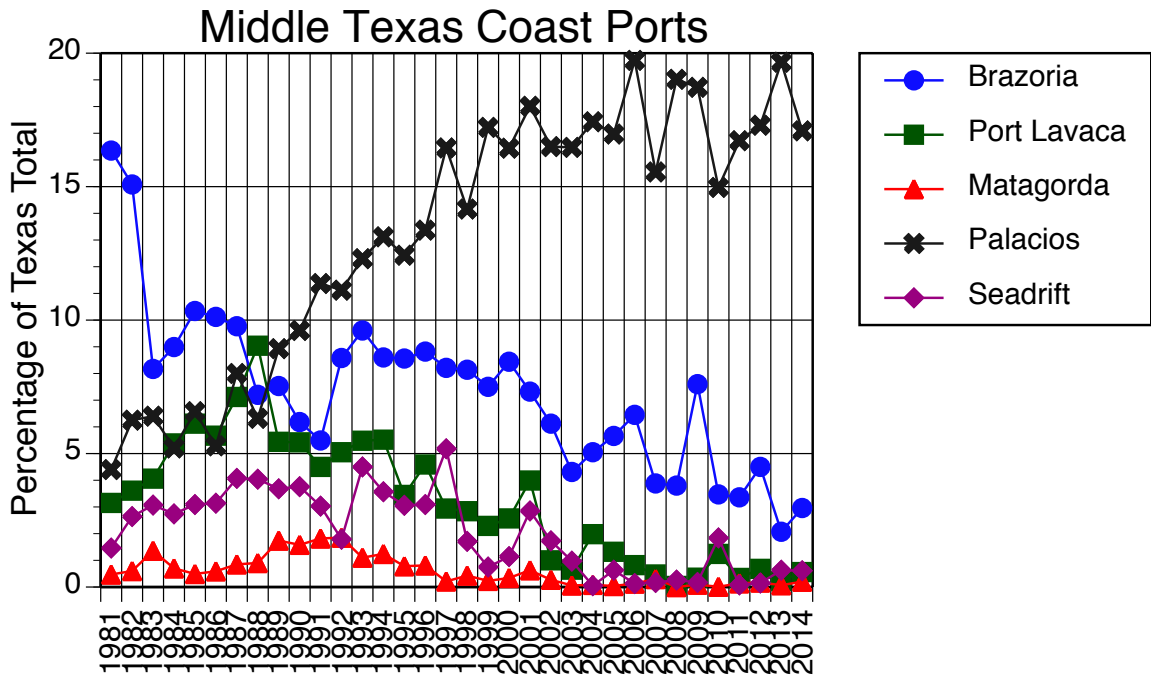


Figure 3. Distribution of May through August Texas landings by middle coast ports, 1981 - 2014.

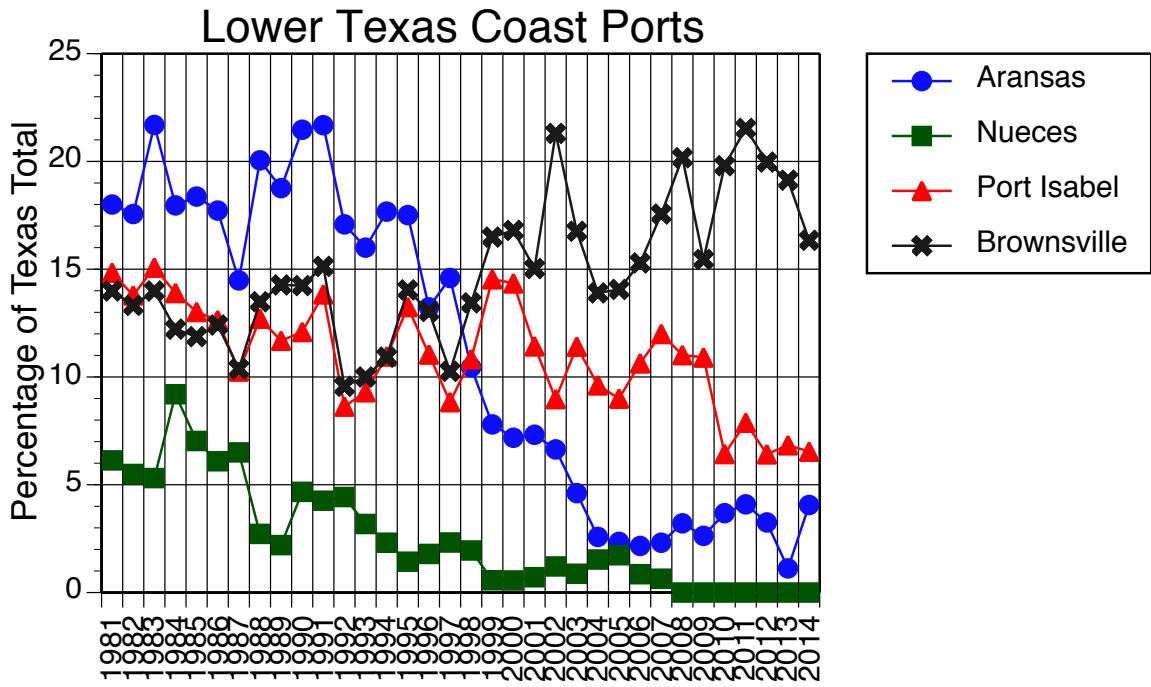


Figure 4. Distribution of May through August Texas landings by lower coast ports, 1981 - 2014.

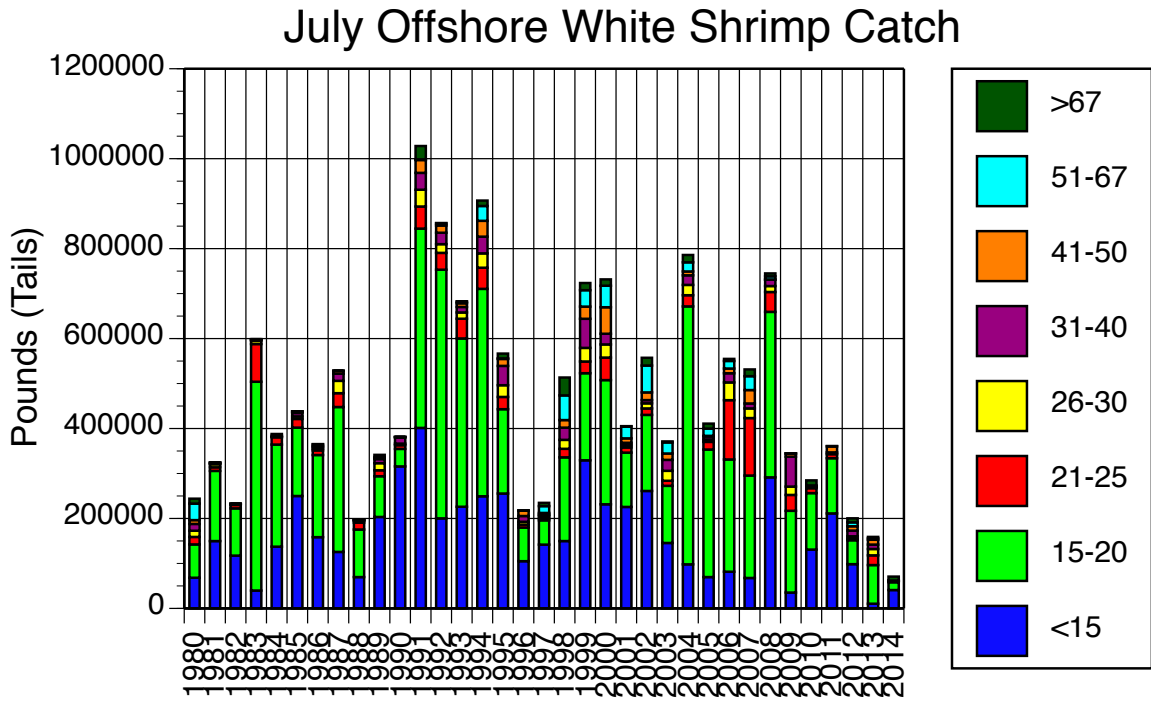


Figure 5. White shrimp size distribution off the Texas coast from 1980 – 2014 during July.

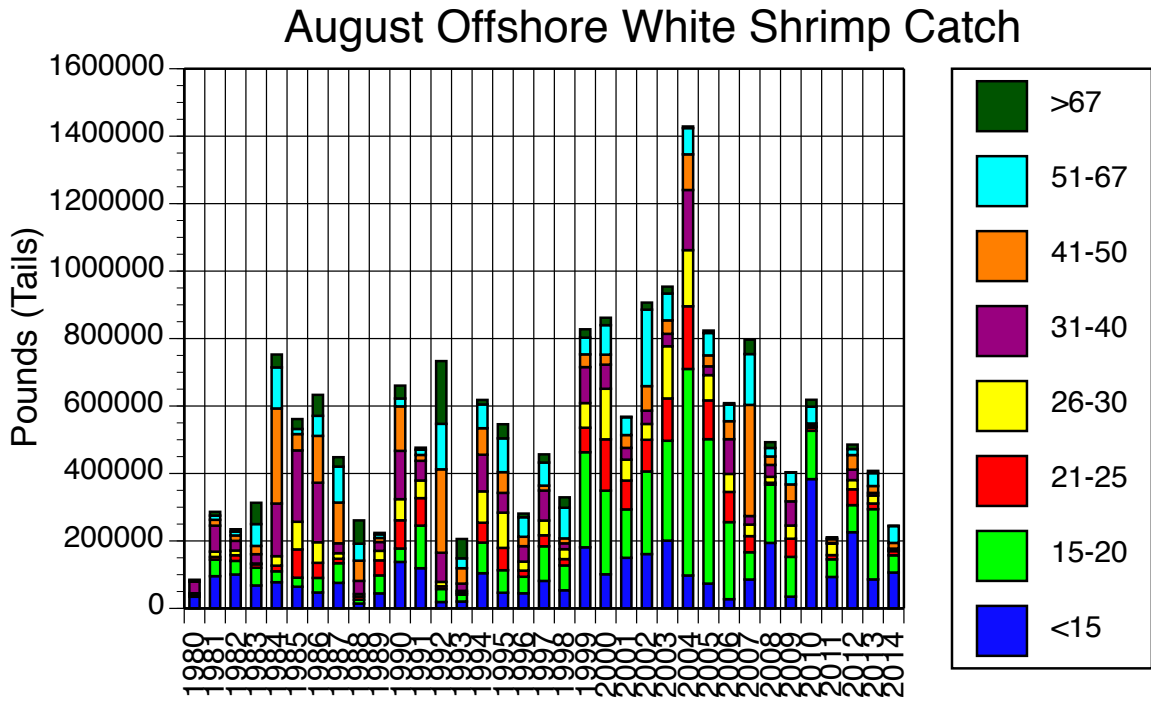


Figure 6. White shrimp size distribution off the Texas coast from 1980 – 2014 during August.

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Shrimp Advisory Panel Summary  
 Gulf Council Office  
 Tampa, FL  
 February 19, 2015  
 9:00 a.m. - 5:00 p.m.

### **Members Present:**

Harley Londrie, Chair  
 Steve Bosarge, Vice-chair  
 Kim Chauvin  
 Julius Collins  
 Glenn Delaney  
 Gary Graham  
 Dennis Henderson  
 Harris Lasseigne  
 Alan Matherne  
 Thomas Schultz, Jr.  
 John Williams

### **Council Member**

Corky Perret

### **NMFS-SERO Staff**

Susan Gerhart  
 Rick Hart  
 Jim Nance  
 Steve Branstetter

### **Others present**

Sal Versaggi  
 Ben Blount

### **Council Staff**

Karen Hoak  
 Morgan Kilgour  
 Emily Muehlstein

The Shrimp Advisory Panels met on February 19, 2014 at the Gulf Council office in Tampa, Florida. The agenda was adopted with two items added under other business: an update on the ELB program and an overview of the AP application process. The agenda was further modified to discuss agenda item VIII- Review of the Shrimp Permit Moratorium Document (Shrimp Amendment 17) after agenda item III- Plan of work. The minutes from the March 5, 2014 meeting were approved.

NMFS Staff provided a presentation on the current scoping document for Shrimp Amendment 17. The Council has three options to consider, to let the permit moratorium expire (no action), to extend the moratorium, or to make the moratorium permit thereby creating a limited access system. The moratorium will expire in October, 2016. Several items pertinent to the Council's three options were also discussed. The Council may want to address: qualifications to limit the number of permits, apply for a new permit, or maintain a permit; a permit pool to retain a specific number of permits; and royal red shrimp endorsement criteria. The AP was also provided with a summary of the Shrimp Permit Moratorium Working Group that had met the previous day (see Shrimp Permit Moratorium Working Group Summary; Tab D-10).

There was some discussion on the annual landings report and how not all permit holders are compliant with reporting the mandatory data. It was noted that this annual landings survey is important for states where trip tickets are not mandatory. This led to discussion on consolidation of the permit and data gathering forms into a single permit packet. Permit

renewals are sent out on the permit holder's birthday. The timing of the economic and landings data is so that the previous year is collected in a timely fashion. Currently, there are efforts to better link the mandatory data requests to the permit renewal process.

An AP member presented information about shrimp permits, CPUE, catch and effort from 2000-2014. The effort was generated from the electronic logbook (ELB) data; landings were from the Gulf Shrimp Survey (GSS) data. There was discussion on removing the number of permits that are not landings shrimp and that the number of current permits would continue to decrease until the Council takes action on the Shrimp Amendment 17. The number of latent permits that have persisted over time needs to be investigated. It was reviewed that overcapacity of the shrimp fishery prompted the development of Shrimp Amendment 13, and that the moratorium established by this amendment prevented re-entry into the fishery. The AP was concerned with a reduction in the fleet allowing for an increase in foreign fishing. There AP preferred maintaining the number of permits at the current level.

The AP was concerned with the future of the fishery. Currently, building a new boat is cost prohibitive. The AP discussed how vessels are classified and the process for replacing boats. There was concern that the fleet would continue to shrink because of vessel age. The AP was also concerned about upcoming USCG regulations regarding fishing vessels. The cost of classifying a new vessel and more rigid regulations, along with the economic status of the shrimp fishery all cause concern about the future of the shrimp fishery. With an ageing fleet and no new vessels entering the fishery, the AP was concerned with the loss of infrastructure to support the fishery.

The AP discussed the following motion at length. There was considerable discussion on who should be allowed to apply for a shrimping permit and what the vessel qualifications should be. It was clarified that the current permit fee of 25 would still be in effect and there was concern that people would buy permits based on speculation. To avoid this, the AP discussed qualifications for obtaining a permit. The AP discussed in great detail a length requirement but was unable to determine a length requirement without information about the current makeup of permit holder vessel lengths. There was discussion on the requiring landings to maintain a permit, but this wasn't received well by the AP. The overall decision from the group was to not determine a length but to leave the length provision for further review.

**The Shrimp AP recommends: That the current requirements of the shrimp permit moratorium remain in effect until October 26, 2026, except that-**

- 1) **Any shrimp permit that-**
  - Was valid or renewable as of December 31, 2014, and**
  - Is not renewed before the close of the 1 year period after the expiration date of that permit**

**Shall not permanently expire and shall instead be held by the NMFS in the "Gulf Shrimp Permit Reserve"**

- 2) **NMFS shall reactivate and issue any permit in the Gulf Shrimp Permit Reserve upon the receipt of a qualified application and payment of the applicable fee on a first come, first served basis**

- 3) **To be qualified, an application must meet the following criteria:**  
**-Applicant qualifications: must be a US citizen or US corporation**  
**-Vessel qualifications: vessel to which permit is attached must be no less than X ft. registered length**

**Motion carried with no opposition.**

There was discussion about including the above motion in the scoping document. Staff informed the AP that this is not typically how the scoping process works. Staff advised that the motion that was made previously would be more appropriate for an options paper.

**The Shrimp AP recommends: To request the Council include the prior motion, as adopted by the AP, recommending Amendment 17 measures in the public scoping document.**

**Motion carried with no opposition.**

The AP was presented with an overview of the Texas Closure. Brown shrimp and white shrimp catch were below average for Texas and Louisiana in 2014, and there were some changes in the shrimp landings distribution in Texas ports. There was a request to have the number of permits in each state be provided to the AP. Overall, there has been a ~17% increase in pounds landed because of the closure.

**The Shrimp AP recommends: To continue the 200 mile Texas closure**

**Motion carried with no opposition.**

The AP was updated on the status of Shrimp Amendment 16 which has been submitted to NMFS and is in the rulemaking stage.

The AP was informed of the working group results from the Penaeid Shrimp MSY working group. The stock synthesis model output proxies for MSY and  $F_{msy}$  for penaeid shrimp developed by Rick Hart were recommended and presented. For pink shrimp, the annual MSY and  $F_{msy}$  are calculated by multiplying the monthly MSY by twelve. The brown shrimp model is an annual model with seasons and generates an annual MSY and an annual  $F_{msy}$ , so no multiplication factor was used. For white shrimp, MSY and  $F_{msy}$  had to be adjusted to compensate for spawning and recruitment cycles throughout the year. The MSY and  $F_{msy}$  were multiplied by 12 to get an annual MSY and an annual  $F_{msy}$ . For all three penaeid shrimp stocks, the fishery is currently operating well below MSY and  $F_{msy}$ . In discussion, it was clarified that these values were for Gulf of Mexico shrimp only. Staff also presented potential actions and alternatives that will be presented to the Council if the SSC approves the working group recommendations. It was clarified that the current status of the fishery is unknown, as previously overfished and overfishing definitions are based upon a model that is no longer used. The AP was hesitant to make recommendations as the SSC has not yet approved the MSY working group recommendations. There was clarification that according past amendments OY was set equal to MSY.

**Pending the outcome of the SSC meeting, the Shrimp AP recommends that the Council**

**adopt the new MSY alternatives based on the stock synthesis model.**

**Motion carried with no opposition.**

The AP received an update on the status of the ELB program including: how many units are active, repairs, and inactive; how the agency is handling inactive units; the future of the program; and other items.

The group was presented with the summary from the coral working group summary. It was clarified that this summary was from a working group and the next step was to submit the report to the full Coral SSC/AP and include members from affected fishing industry. There was discussion on how the areas were identified; it was clarified that the recommendations from the coral working group were based on known coral locations and coral studies and not based on habitat suitability models. The coral working group chose to encompass whole features where that have been corals observed. Based on the discussion, the AP felt that the whole shrimp AP and shrimp SSC should meet with the Coral AP and Coral SSC instead of just having representatives. The group was requested to identify members of the royal red shrimp fishery because there are no royal red shrimpers on the AP.

**The AP recommends that the Council permit the Special Shrimp SSC and Shrimp AP to meet jointly with the Special Coral SSC and Coral AP.**

**Motion carried with no opposition.**

The meeting was adjourned at 3:05 p.m.



**DRAFT Penaeid Shrimp MSY and ABC Control Rule Workshop Summary**  
**Hilton New Orleans Airport Hotel**  
**New Orleans, LA**  
**October 7, 2014**

**Discussion of MSY and ABC Control Rule Based Benchmarks for Penaeid Shrimp Workshop**

Rick Hart presented MSY estimates from the models for all penaeid shrimp stocks. The reduction in effort in the shrimp fishery has contributed to all penaeid shrimp stock landings being well below the estimated MSY. The results of the model outputs are provided in Table 1.

**Table 1.** Model outputs of MSY for penaeid shrimp. For pink and white shrimp, both MSY and  $F_{msy}$  were multiplied by 12 (shown) because the stock synthesis model for those two species treats each month as a year. Thus, the MSY and  $F_{msy}$  produced are for a month not a full year.

	<b>Annual MSY (lbs of tails)</b>	<b>Annual <math>F_{msy}</math></b>
Pink Shrimp	17,345,130	1.35
White Shrimp	89,436,907	3.48
Brown Shrimp	146,923,100	9.12

There was a question about exceeding MSY if the entire fleet fished or was allowed to increase. It was determined that it would be possible. The model incorporates periods of both high and low effort, and the current effort is low. The CPUE currently is at an all-time high- the number of pounds per day fished has doubled in federal waters. The fleet in federal waters is currently under effort restrictions, but there was concern that effort could increase and that this would affect CPUE, bycatch, and MSY. The group was reminded that the purpose of the workshop is to evaluate MSY and that the permit moratorium issue will be addressed by the council in a different document.

The group discussed that the Council is currently defining the overfished definition for penaeid shrimp in terms of a spawning biomass index calculated using the stock synthesis model, and the overfishing definition is based on the fishing mortality rate. Both of these thresholds are addressed in Shrimp Amendment 15.

The spawning stock biomass is the biomass of adults and MSY is dependent on the selectivity of the fishery. The  $F_{msy}$  is calculated as an annual  $F_{msy}$ . There was some concern about the high value of  $F_{msy}$  produced by the model and the different  $F_{msy}$  profiles for three species with similar life histories. It was clarified that the apical F is what is moving forward for Amendment 15 and is different from the  $F_{msy}$  produced. These analyses are MSY based and are different values. It outputs MSY and an  $F_{msy}$ , but because they are based on the monthly time steps for white and pink shrimp, the  $F_{msy}$  is multiplied by twelve. Brown shrimp is treated differently because the model is an annual model with seasons; this is because of how recruitment occurs for brown shrimp. To compare to current overfishing thresholds for penaeid shrimp, it would be appropriate to use the sum of the

monthly F estimates in a given year not the apical F (which is what is currently used in Shrimp Amendment 15). **The group's recommendation is to accept the SS methodology and the values of MSY and  $F_{msy}$  presented in Table 1.**

It was clarified that all of the MSY outputs were in metric tons of tails which have been converted to pounds of tails. There was discussion that the landings per year presented in the NMFS database are whole weights, and the pounds provided in this document are in tail weight. There was discussion about the numbers produced in the reports not matching the numbers that are available on the NMFS website and that addressing this conversion in future documents.

The group then evaluated the ABC control rule. The group set about filling out the tier 1 ABC control rule spreadsheet for evaluating ABC for penaeid shrimp (Appendix 1). After completing the exercise and fully evaluating each choice in the Tier 1 spreadsheet for the ABC control rule, the group felt that it was more appropriate to set the ABC equal to the MSY. The rationale for this was because shrimp are an annual stock and overharvesting in one year is unlikely to affect the following year's stock. The group also discussed that the socio-economic consequences of fishing below MSY based upon a 'buffer' is greater than the biological impact (to shrimp) for exceeding MSY over a short time period. **The group's recommendation is that the ABC control rule for penaeid shrimp is  $MSY=ABC$ .**

### **Workshop Participants**

Harry Blanchet  
Rick Burris  
Gary Graham  
Rick Hart  
Leslie Hartman  
Walter Keithly  
James Nance

### **Council Member and Council Staff**

Harlon Pearce  
John Froeschke  
Morgan Kilgour  
Karen Hoak

### **Other Participants**

Clint Guidry  
Christopher Liese

Appendix 1

$$P^* = \exp \left[ -a - b \sum_{i \text{ dimension}} \text{Dimension score}_i \right]$$

**P\* = 0.410**

Maximum Risk **0.50**  
Minimum Risk **0.30**

S <sub>hi</sub> =	3.998
a=	0.693
b=	0.1277703

$$a = -\ln(0.50) \quad b = -\frac{a + \ln(0.30)}{S_{hi}} \quad S_{hi} = \text{highest possible score}$$

Element scores are scaled from zero to a maximum. In this example the maximum is 2.00, but this can be changed

Dimension	Dimension Wt	Tier No.	Tier Wt	Element Score	Element	Score it	Element Result	Tier Result	Dimension Result
Assessment Information	1	1	1	0.00	Quantitative, age-structured assessment that provides estimates of exploitation and biomass; includes MSY-derived benchmarks.	x	0	0	0.00
				0.67	Quantitative, age-structured assessment provides estimates of either exploitation or biomass, but requires proxy reference points.				
				1.33	Quantitative, non-age-structured assessment. Reference points may be based on proxy.				
				2.00	Quantitative assessment that provides relative reference points (absolute measures of status are unavailable) and require proxies.				
Characterization of Uncertainty	1	1	.333	0.0	The OFL pdf provided by the assessment model includes an appropriate characterization of "within model" and "between model/model structure" error. The uncertainty in important inputs (such as natural mortality, discard rates, discard mortality, age and growth parameters, landings before consistent reporting) has been described with using Bayesian priors and/or bootstrapping and/or Monte Carlo simulation and the full uncertainty has been carried forward into the projections.		0.67	0.2231	1.56
				0.67	The OFL pdf provided by the assessment model includes an approximation of observation and process error. The uncertainty in important inputs (such as natural mortality, discard rates, discard mortality, age and growth parameters, landings before consistent reporting) has been described with <b>SENSITIVITY RUNS</b> and the full uncertainty has been carried forward into the projections.	x			
				1.33	The OFL pdf provided by the assessment model includes an incomplete approximation of observation and process error. The uncertainty in important inputs (such as natural mortality, discard rates, discard mortality, age and growth parameters, landings before consistent reporting) has been described with <b>SENSITIVITY RUNS</b> but the full uncertainty <b>HAS NOT</b> been carried forward into the projections.				
				2.0	The OFL provided by the assessment <b>DOES NOT</b> include uncertainty in important inputs and parameters.				
		2	.333	0.0	Retrospective patterns have been described, and are not significant.		2.0	0.666	
				1.0	Retrospective patterns have been described and are moderately significant.				
				2.0	Retrospective patterns <b>have not</b> been described <b>or</b> are large.	X			
		3	0		NOT USED		999	0	
		4	.333	0.0	Known environmental covariates are accounted for in the assessment.		2.0	0.666	
				1.0	Known environmental covariates are <b>partially</b> accounted for in the assessment.				
				2.0	Known environmental covariates <b>are not</b> accounted for in the assessment.	x			

**Standing, Special Shrimp, and Special Spiny Lobster SSC  
Meeting Summary  
Tampa, Florida  
March 10, 2015**

The meeting of the Standing, Special Shrimp and Special Spiny Lobster was held on March 10, 2015. There was only a quorum present for the Special Shrimp SSC portion of the meeting.

**Special Shrimp SSC**

The Agenda was accepted and the minutes to the August 7, 2014 Special Shrimp were approved.

The SSC was presented with the stock synthesis-derived estimates of MSY and  $F_{MSY}$  for pink, brown and white shrimp (Table 1). The SSC discussed why some historic catch values exceeded or neared MSY, but F estimates were never above  $F_{MSY}$ . It was determined that this was likely due to environmental variables driving fluctuations in spawning stock biomass for these annual species. There was also discussion on the discrepancy in  $F_{MSY}$  estimates among the shrimp stocks. It was explained that the exploitation rates, i.e., F, could be similar because of harvesting many more small individuals, but yield does not increase due to harvesting smaller animals. Additionally, the models were parameterized differently for each of the shrimp species to account for differences in life history and differences in the way each fishery is prosecuted. Pink shrimp has primarily an offshore fishery, while white shrimp has primarily an inshore fishery and brown shrimp has both an inshore and offshore fishery. It was also explained that each state manages its shrimp fishery differently. The group discussed that stock synthesis-based estimates of MSY may not be ideally suited for annual species such as pink, white, and brown shrimps, but no alternative approach was suggested.

**Table 1.** Model outputs of MSY for penaeid shrimps. For pink and white shrimp, both MSY and  $F_{MSY}$  were multiplied by 12 (shown) because the time step in stock synthesis models for those two species is monthly instead of annually. Thus, MSY and  $F_{MSY}$  had to be scaled up to annual yield or F.

	<b>Annual MSY (lbs of tails)</b>	<b>Annual <math>F_{MSY}</math></b>
Pink Shrimp	17,345,130	1.35
White Shrimp	89,436,907	3.48
Brown Shrimp	146,923,100	9.12

**The SSC accepts the MSY advice resulting from the Gulf Penaeid Shrimp assessments as the best available science and finds them suitable for management advice.**

**Motion passed unanimously.**

Staff presented the ABC recommendations from the penaeid shrimp MSY/ABC Control Rule Working Group to the SSC. The working group felt that setting ABC equal to MSY was appropriate because overharvesting in one year (for shrimp) is unlikely to affect the harvest

ability for the following year, and the socioeconomic consequences of fishing below MSY may be greater than the biological impact (to shrimp) for briefly exceeding MSY. The SSC was notified that OY was set equal to MSY in Shrimp Amendment 13, but did not make any recommendations at this time.

**The Committee concurs with the recommendation from the Penaeid Shrimp MSY/ABC Control Rule Workshop that ABC be set equal to MSY for Gulf shrimp stocks.**

**Motion passed unanimously**

The SSC was notified of the status of Shrimp Amendment 15. The SSC was also updated on the status of the Shrimp Permit Moratorium Working Group.

**Spiny Lobster SSC**

The Spiny Lobster Portion of the January 18-21, 2011 meeting was approved.

The SSC did not have a quorum present for the spiny lobster portion of the meeting.

Staff reviewed Spiny Lobster ACT, ACL and OFL and the need to convene a review panel to review these in February, 2015. A web-based decision support tool produced by Dr. John Froeschke to examine landings trends and different approaches to estimating mean landings was also reviewed. Staff provided review panel recommendations to the SSC which were to not conduct a new stock assessment, to remove the requirement of an ACL for spiny lobster, and to redefine OFL in terms of MFMT. **The SSC concurred that a new stock assessment was not necessary for this fishery.**

The NS1 guidelines for ACL were reviewed. It was conveyed that the request for ACL exemption for has not yet gone to General Counsel. There was discussion about post-settlement processes that may have affected landings in 2000; however, this decline was observed throughout the Caribbean and was not unique to the U.S. The cause of the decline in 2000 is still unknown, but has been correlated with the presence of the PaV1 virus (which was first recognized in 2000). However, the virus has persisted in the environment since 2000, and landings have increased in US waters. In 2000, there was also a drop in blue crab and stone crab populations and catch rates. The genetic evidence supports a pan-Caribbean stock, with most spiny lobster recruitment to south Florida being derived from other locations in the Caribbean. There was discussion as to why it would be appropriate to remove the ACL component of the fishery, but there was also discussion why that would be inappropriate. The value of the fishery has increased in the past three years. If the Florida population of spiny lobsters is a sink population, then an ACL is probably not necessary. There were potential biological concerns by removing the ACL thereby causing damage to the reef ecosystem. The selected ACL may not be capturing the full variability of the fishery, so perhaps a longer time series is needed. Overall, the SSC requests guidance from the Council as to how it would prefer the to be fishery managed and types of scientific recommendations the Council would want the SSC to provide. **The SSC did not come to a conclusion about the ACL exemption proposed by the review panel.**

**The SSC did not recommend redefining OFL in terms of MFMT.** To use MFMT there would need to be some method of calculating the exploitation rate, which is not available. There would also need to be a stock assessment or method to determine what the effort is. An MFMT value is inestimable without a stock assessment or effort proxy.

**SSC Members Present**

**Standing SSC**

William Patterson, Chair  
Luiz Barbieri, V. Chair  
Shannon Cass-Calay  
Bob Gill  
Walter Keithly  
Jim Tolan

**Council Member**

Camp Matens

**Special Shrimp SSC**

Ryan Gandy  
Leslie Hartman  
Alan Matherne\*  
James Nance

**Special Spiny Lobster**

**SSC**

Ryan Gandy  
Tom Matthews

**Council Staff**

Steven Atran  
John Froeschke  
Doug Gregory  
Morgan Kilgour  
Charlotte Schiaffo

**Others Present**

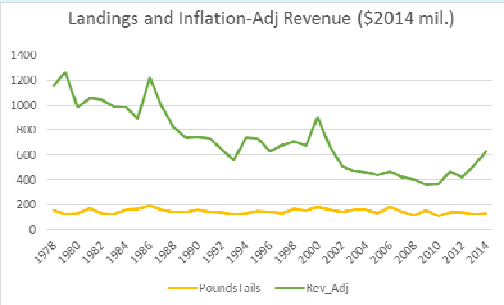
Rick Hart  
Bill Kelly

\*Only present for discussion about Penaeid Shrimp MSY/ABC Control Rule Working Group.



## Shrimp Permit Moratorium Working Group Summary

- 2013 data are preliminary, 2014 data are educated guesses




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## Shrimp Permit Moratorium Working Group Summary

- 2013 data are preliminary, 2014 data are educated guesses

	2006	2007	2008	2009	2010	2011	2012	2013
Observations (#)	296	313	322	324	332	368	370	
Price of shrimp (per lb)	2.56	3.13	3.40	2.23	3.42	3.53	3.41	
Price of fuel (per gallon)	2.18	2.47	3.06	2.04	2.46	3.17	3.24	
CPUE - Shrimp landings lbs per day at sea	596	462	467	606	505	520	541	
CPUE - Shrimp landings lbs per gallon of fuel	1.92	1.68	1.80	2.10	1.66	2.02	1.93	
BECI (annual revenue/annual fuel cost)	2.26	2.13	2.00	2.30	2.32	2.28	2.03	

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## Shrimp Permit Moratorium Working Group Summary

- 2013 data are preliminary, 2014 data are educated guesses

	2006	2007	2008	2009	2010	2011	2012
BECI	2.26	2.13	2.00	2.30	2.32	2.28	2.03
Price of fuel (per gallon)	2.18	2.47	3.06	2.04	2.46	3.17	3.24
Fuel usage per day (gallons)	311	274	258	288	303	258	280
Fuel cost per day	678	675	789	587	745	817	909
Annual fuel usage (gallons)	55,847	45,449	40,182	49,426	40,317	41,312	47,367
Annual fuel cost	121,662	112,042	122,954	100,735	99,083	130,792	153,605
Annual fuel cost (% of total costs)	42.7%	43.4%	48.3%	42.6%	42.1%	45.2%	47.2%

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## Shrimp Permit Moratorium Working Group Summary

- 2013 data are preliminary, 2014 data are educated guesses

	2006	2007	2008	2009	2010***	2011	2012
Observations (#)	296	313	322	324	332	368	370
Assets	1/4,106	180,396	1/9,427	185,908	198,981	219,706	237,889
Equity	80,889	90,569	111,747	122,233	150,785	179,565	188,109
Cash Flow	15,788	(3,960)	4,347	7,186	(720)	25,317	65,323
Net Revenue from Operations	(8,136)	(15,990)	(7,552)	(4,310)	(4,198)	1,346	(9,864)
Profit or Loss	(1,229)	(15,003)	(8,993)	(3,218)	(4,846)	16,147	60,063
Economic Return	(4.7%)	(8.9%)	(4.2%)	(2.3%)	(2.1%)	0.6%	(4.1%)
Return on Equity	(1.5%)	(16.6%)	(8.0%)	(2.6%)	(3.2%)	9.0%	31.9%

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## Shrimp Permit Moratorium Working Group Summary

### For Social Indices

- Community make-up was presented by regional quotient (inshore and offshore harvest)
- Shrimp dependency is not equal among communities
- Social vulnerability indices were investigated as was resilience
- Future analyses:
  - Regional quotient over time
  - Commercial engagement reliance measures
  - Comparisons of social vulnerability over time

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## 2.1 Action 1 – Modify Stock Status Determination Criteria for Penaeid Shrimp Stocks (Brown, White, and Pink)

### Action 1.1 – Modify the Maximum Sustainable Yield (MSY) for Penaeid Shrimp

**Alternative 1.** No Action. The MSY values for the penaeid shrimp stocks fall within the range of values defined by the lowest and highest landings taken annually from 1990-2000 that does not result in recruitment overfishing as defined herein:

Brown shrimp: MSY is between 67 and 104 MP of tails

White shrimp: MSY is between 35 and 71 MP of tails

Pink shrimp: MSY is between 6 and 19 MP of tails

**Alternative 2.** The MSY values for the penaeid shrimp stocks are values produced by the stock synthesis model approved by the SSC. Species specific MSY values will be recomputed during updated assessments, but only among the years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the stock synthesis model produces the following values:

Brown shrimp: MSY is 146,923,100 pounds of tails

White shrimp: MSY is 89,436,907 pounds of tails

Pink shrimp: MSY is 17,345,130 pounds of tails

### Action 1.2 – Modify the Overfishing Threshold for Penaeid Shrimp

**Alternative 1:** No Action – The overfishing threshold is defined as a rate of fishing that results in the parent stock number being reduced below the maximum sustainable yield (MSY) minimum levels listed below:

- Brown shrimp- 125 million individuals, age 7+ months during the November through February period
- White shrimp- 330 million individuals, age 7+ months during the May through August period
- Pink shrimp- 100 million individuals, age 5+ months during the July through June period

**Preferred Alternative 2:** The maximum fishing mortality threshold (MFMT) for each penaeid shrimp stock is defined as the maximum apical fishing mortality rate (F) computed for the fishing years 1984 to 2012 plus the 95% confidence limits. Species specific MFMT values will be recomputed during updated assessments, but only among the years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the values are:

- Brown shrimp: the apical F value of the model output (3.54) plus the confidence limit (0.14); effective F: 3.68
- White shrimp: the apical F value of the model output (0.76) plus the confidence limit (0.01); effective F: 0.77
- Pink shrimp: the apical F value of the model output (0.20) plus the confidence limit (0.03); effective F: 0.23

**Alternative 3:** The maximum fishing mortality threshold (MFMT) for each penaeid shrimp stock is defined as the maximum apical fishing mortality rate (F) computed for the fishing years 1984 to 2012. Species specific MFMT values will be recomputed during updated assessments, but only among the years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the values are:

- Brown shrimp: 3.54
- White shrimp: 0.76
- Pink shrimp: 0.20

**Alternative 4.** The maximum fishing mortality threshold (MFMT) for each penaeid shrimp stock is defined as the  $F_{msy}$ . Species specific  $F_{msy}$  values will be recomputed during the updated assessments, but only among the fishing years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the values are:

- Brown shrimp: 9.12
- White shrimp: 3.48
- Pink shrimp: 1.35

\*NOTE: it is not appropriate to compare values from Alternatives 2 and 3 with those presented in Alternative 4. Alternative 4 is MSY based and is derived from an *annual* computation. Alternatives 2 and 3 are model based that are derived from the apical *monthly* computation. Further, it is not appropriate to multiply values from Alternatives 2 and 3 by twelve and compare with Alternative 4 because the apical F is not a mean. Therefore the methods of calculation should be compared, rather than the resulting numbers.

### **Action 1.3 – Modify the Overfished Threshold for Penaeid Shrimp**

**Alternative 1:** No Action - An overfished condition would result when a parent stock number falls below one-half of the overfishing definition listed below.

- Brown shrimp - 63 million individuals, age 7+ months during the November through February period
- White shrimp - 165 million individuals, age 7+ months during the May through August period

- Pink shrimp - 50 million individuals, age 5+ months during the July through June period

**Preferred Alternative 2:** The minimum sustainable stock threshold (MSST) for each penaeid shrimp stock is defined as the minimum total annual spawning biomass minus the 95% confidence limit for the fishing years 1984 to 2012. Species specific MSST values will be recomputed during the updated assessments, but only among the fishing years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the values are:

- Brown shrimp: the MSST value of the model output (11,166) minus the confidence limit (222); effective MSST value: 10,944 metric tons of tails
- White shrimp: the MSST value of the model output (125,535) minus the confidence limit (306); effective MSST value: 125,229 metric tons of tails
- Pink shrimp: the MSST value of the model output (17,502) minus the confidence limit (3,467); effective MSST value: 14,035 metric tons of tails

**Alternative 3:** The minimum sustainable stock threshold (MSST) for each penaeid shrimp stock is defined as the minimum total annual spawning biomass for the fishing years 1984 to 2012. Species specific MSST values will be recomputed during the updated assessments, but only among the fishing years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council.

Currently, the values are:

- Brown shrimp: 11,166 metric tons of tails
- White shrimp: 125,535 metric tons of tails
- Pink shrimp: 17,502 metric tons of tails

**Alternative 4:** The overfished threshold for each penaeid shrimp stock is defined as MSY. MSY values for the penaeid shrimp stocks are values produced by the stock assessment model approved by the SSC. Species specific MSY values will be recomputed during the updated assessments, but only among the fishing years 1984-2012. The values for each species will be updated every 5 years through the framework procedure, unless changed earlier by the Gulf of Mexico Fishery Management Council. Currently, the stock synthesis model produces the following values:

- Brown shrimp: MSY is 146,923,100 pounds of tails
- White shrimp: MSY is 89,436,907 pounds of tails
- Pink shrimp: MSY is 17,345,130 pounds of tails

\*NOTE: it is not appropriate to compare values from Alternatives 2 and 3 with those presented in Alternative 4. Alternative 4 is MSY based and is derived from an *annual* computation. Alternatives 2 and 3 are model based that are derived from the minimum *monthly* computation. Further, it is not appropriate to multiply values from Alternatives 2 and 3 by twelve and compare with Alternative 4 because the minimum MSST is not a mean. Therefore the methods of calculation should be compared, rather than the resulting numbers.

## DRAFT SCOPING DOCUMENT FOR Shrimp 17 – Permit Moratorium

The Gulf of Mexico Fishery Management Council (Council) has directed staff to begin development of an amendment to address the expiration of the Gulf of Mexico (Gulf) shrimp permit moratorium in October 2016. This scoping document is intended to stimulate ideas on what actions to consider in the amendment. After scoping, the Council will consider all comments and create actions and alternatives to be analyzed and further considered. After the analysis is completed, the Council will take more public comment that will help them make decisions about which alternatives they will recommend the National Marine Fisheries Service (NMFS) implement.

The options outlined below are only a preliminary list of items to be considered in Amendment 17 and do not represent any decision by the Council. The public is encouraged to suggest other options for the Council's consideration.

### **Background**

The Council and NMFS began managing the shrimp fishery in the Gulf in 1981. Four species are included in the fishery management plan: brown shrimp, *Farfantepenaeus aztecus*; pink shrimp, *Farfantepenaeus duorarum*; white shrimp, *Litopenaeus setiferus*; and royal red shrimp, *Pleoticus robustus*.

In 2001, the Council established a federal commercial permit for all vessels harvesting shrimp from federal waters of the Gulf through Amendment 11. Approximately 2,951 vessels had been issued these permits by 2006. After the establishment of the permit, the shrimp fishery experienced economic losses, primarily due to high fuel costs and reduced prices from competition with imports. These economic losses resulted in the exodus of vessels from the fishery, and consequently, reduction of effort. The Council determined that the number of vessels in the offshore shrimp fleet would likely decline to a point where the fishery again became profitable for the remaining participants, and new vessels might want to enter the fishery. That additional effort could negate or at least lessen profitability for the fleet as a whole. Consequently, the Council established a 10-year moratorium on the issuance of new federal shrimp vessel permits through Amendment 13 (2006). The final rule implementing the moratorium was effective October 26, 2006.

To be eligible for a commercial shrimp vessel permit under the moratorium, vessels must have been issued a valid permit by NMFS prior to and including December 6, 2003. An exception was made for owners who lost use of a qualified vessel, but who obtained a valid commercial shrimp vessel permit for the same vessel or another vessel prior to the date of publication of the final rule. NMFS estimated 285 of the 2,951 vessels would not meet the control date; thus, the number of permitted vessels under the moratorium would be 2,666. Of those 285 ineligible vessels, 126 were inactive during 2002 (the last year of data available during the time the Council deliberated on this issue). Of the remaining 159 active vessels, only 72 operated in federal waters and were excluded under the moratorium. Of those vessels, 45 were large and 27 were small. The large vessels were expected to be the most affected because the small vessels could continue to fish in state waters.

Vessel owners had one year to obtain the new permit; NMFS issued 1,933 moratorium permits in that time. As of the end of 2014, 1,470 moratorium permits were valid or renewable (within one year of expiration); therefore, the number of permits has decreased by 463 since the moratorium began (Table 1). These permits have been permanently removed and are no longer available to the fishery.

**Table 1.** Number of valid or renewable Gulf commercial shrimp permits at the end of each year since implementation of the moratorium.

Year	Number of Permits	Number of Permits Terminated
2007	1,933	
2008	1,907	26
2009	1,723	184
2010	1,633	90
2011	1,580	53
2012	1,533	47
2013	1,500	33
2014	1,470	30

The permit moratorium will expire October 26, 2016. The Council may choose to: 1) allow the moratorium to expire and revert all federal shrimp permits to open access; 2) extend the moratorium for another period of time; or 3) establish a permanent limited access system for Gulf shrimp permits. The Council may also discuss creating reserve permits instead of allowing permits to expire, establishing qualification requirements to eliminate latent permits, and changing the status of the royal red shrimp endorsement.

**Purpose and Need**

The purpose of this amendment is to determine if limiting access to permits is necessary for the Gulf shrimp fishery to prevent overcapacity and promote economic stability, and to protect shrimp stocks. The need for this action is to maintain efficiency of the Gulf shrimp fishery, help achieve optimum yield, and conserve the Gulf shrimp resource.

**Discussion**

Option 1: Moratorium expires

If the Council allows the moratorium to expire without any additional action, the federal shrimp vessel permit will become open access, meaning any person could purchase a permit from NMFS. Open access permits cost \$25 for the first permit, and \$10 for each additional permit. The Council could add qualification requirements, such as minimum annual landings or income. If the Council chooses this option, a plan amendment may not be needed, although they should discuss how circumstances have changed such that a moratorium is no longer necessary.

Option 2: Moratorium extended

If the Council extends the moratorium, they would need to set a new expiration date. The Council would also need to decide if vessels must requalify for the permit (see below). If the

Council chooses this option, they should discuss why the moratorium is still needed, and why a permanent limited access system is not necessary.

### Option 3: Limited access system implemented

A limited access system for shrimp permits would be the same as the moratorium, except that it would not have an expiration date. If the Council establishes a limited access system for Gulf shrimp permits, they could include all current moratorium permit holders or set new qualification requirements (see below). The Council would also need to affirm the conditions of the permit, such as annual renewals, transferability, and reporting requirements. If the Council chooses this option, they should discuss why a permanent limited access system is necessary for this fishery.

### Reserve Permits

Under either Option 2 or 3, if permits are not renewed, they would normally be terminated and no longer available to the fishery. However, the Council could choose to make those permits available to new entrants by putting those permits on a reserve status instead of a terminated status. This procedure would cap the number of permits at a set number, but not continue the passive reduction in permits currently occurring. The Council would need to choose the number of permits for the cap, or choose a date on which the permits would be capped at the number of valid and renewable permits at that time.

A system to re-issue the reserve permits would need to be established. Reserve permits could be available only to applicants who meet some criteria, such as low income, minority, veteran status, or citizenship; however, verification of such criteria could be difficult. Applicants could also be required to have a vessel of a certain size or other specification. To ensure only individuals intending to shrimp receive reserve permits, anyone granted a reserve permit could be required to land a certain level of shrimp within a set time after receiving the permit.

Another option is for NMFS to make reserve permits available once per year, and hold a lottery if more individuals applied than the available permits. Most simply, NMFS could issue reserve permits on a first-come-first-served basis to applicants.

### Qualification Requirements

If the Council chooses to extend the moratorium or establish a limited access system, they could also consider removing latent permits i.e., permits with little or no activity. To do this, qualification requirements could be established that must be met for a permit to qualify for annual renewal.

In the past, some federal commercial permits had an income requirement that needed to be met for renewal each year; however, the Council recently removed the income requirements for most of these permits (reef fish, king mackerel, and Spanish mackerel) because the requirements are easily circumvented. Only the spiny lobster permit still has an income requirement to match a requirement for the Florida spiny lobster permit.

Qualification could depend on landings. The Council would need to choose the time period to use, number of years to use (e.g., best 9 of 10 years, drop 2010), and landings level. Table 2 shows the number of permits with varying amounts of landings for a recent four-year period.

Any permit with landings during the chosen time period lower than the chosen threshold could be considered latent and not renewed.

Because of the passive decline in permits (see Table 1), fishery participants have indicated the permit number is sufficiently reduced, and further reductions are not needed. Thus, if the Council does not intend to eliminate latent permits, qualification requirements should not be included in Amendment 17.

**Table 2.** Number of permits by landings, 2009-2012 based on 1,423 permits as of October 2013.

Landings (lbs)	Number of permits with average landings in each category	Number of permits that would be eliminated at this landings threshold
0	211	211
1-1,000	41	252
1,001-10,000	126	378
10,001-50,000	340	718
50,001-100,000	326	1044
100,001-150,001	292	1336
150,001-200,000	80	1416
>200,000	7	1423

Source: Shrimp database, SEFSC-Galveston. Note: This data is preliminary and does not include all permits.

#### Royal red shrimp endorsement

Currently, any person with a valid Gulf commercial shrimp permit can obtain a royal red shrimp endorsement. As of March 12, 2015, 288 vessels had valid royal red shrimp endorsements; however, only an average of nine vessels per year, with a maximum of 17 vessels per year, landed royal red shrimp in the last ten years. The royal red shrimp stock has an annual catch limit that is above the current level of harvest; however, an endorsement that is available to all shrimp permit holders may allow increased effort. The Council could consider additional requirements for obtaining the endorsement or eliminate the endorsement. If the Council does not intend to change the endorsement requirements, this issue should not be included in Amendment 17.

#### Current Regulations

##### **§ 622.50 Permits, permit moratorium, and endorsements.**

(a) Gulf shrimp permit. For a person aboard a vessel to fish for shrimp in the Gulf EEZ or possess shrimp in or from the Gulf EEZ, a commercial vessel permit for Gulf shrimp must have been issued to the vessel and must be on board. See paragraph (b) of this section regarding a moratorium on commercial vessel permits for Gulf shrimp and the associated provisions. See paragraph (c) of this section, regarding an additional endorsement requirement related to royal red shrimp.

(b) Moratorium on commercial vessel permits for Gulf shrimp. The provisions of this paragraph (b) are applicable through October 26, 2016.

(1) Moratorium permits are required. The only valid commercial vessel permits for Gulf shrimp are commercial vessel moratorium permits for Gulf shrimp. In accordance with the procedures specified in the Fishery Management Plan for the Shrimp Fishery of the Gulf of



Mexico (Gulf Shrimp FMP), all commercial vessel moratorium permits for Gulf shrimp have been issued. No additional permits will be issued.

(2) Permit transferability. Commercial vessel moratorium permits for Gulf shrimp are fully transferable, with or without the sale of the vessel. To request that the RA transfer a commercial vessel moratorium permit for Gulf shrimp, the owner of a vessel that is to receive the transferred permit must complete the transfer information on the reverse of the permit and return the permit and a completed application for transfer to the RA. Transfer documents must be notarized as specified in § 622.4(f)(1).

(3) Renewal.

(i) Renewal of a commercial vessel moratorium permit for Gulf shrimp is contingent upon compliance with the recordkeeping and reporting requirements for Gulf shrimp specified in § 622.51(a).

(ii) A commercial vessel moratorium permit for Gulf shrimp that is not renewed will be terminated and will not be reissued during the moratorium. A permit is considered to be not renewed when an application for renewal, as required, is not received by the RA within 1 year of the expiration date of the permit.

(c) Gulf royal red shrimp endorsement. For a person aboard a vessel to fish for royal red shrimp in the Gulf EEZ or possess royal red shrimp in or from the Gulf EEZ, a commercial vessel permit for Gulf shrimp with a Gulf royal red shrimp endorsement must be issued to the vessel and must be on board.

**Shrimp Permit Moratorium Working Group Summary**  
**Gulf Council Office**  
**Tampa, FL**  
**February 18, 2015**  
**9:00 a.m. - 5:00 p.m.**

**Members Present:**

Ben Blount  
 Susan Gerhart  
 Gary Graham  
 Rick Hart  
 Michael Jepson  
 Walter Keithly  
 Morgan Kilgour  
 Christopher Liese  
 Jim Nance  
 Jim Tolan  
 Mike Travis

**Council Member**

Corky Perret

**NMFS-SERO Staff**

Jennifer Lee

**Others present**

Sal Versaggi  
 Glenn Delaney  
 John Williams

**Council Staff**

Karen Hoak  
 Ryan Rindone

The Shrimp Permit Moratorium Working Group met on February 18, 2015, at the Gulf Council office in Tampa, Florida. The group was presented with the Shrimp Permit Moratorium Scoping Document (Shrimp Amendment 17) and the options that the Council has. The Council may allow the moratorium to expire, extend the moratorium, or create a permanent limited access system. The group was charged with reviewing methodologies to address: catch per unit effort (CPUE), biological yield, economic yield, effort and permit activity status.

The group discussed the MSY outputs of the Model that Rick Hart presented. This item will be addressed in Shrimp Amendment 15.

CPUE for fishery independent data and fishery dependent data were presented. Overall, CPUE over the time period considered (2000 through 2013) has increased but relative stability (for all three penaeid species) was observed during the most recent 4-year period. The Council will have to discuss the management tradeoff between maximizing CPUE vs. maximizing landings.

The group discussed the different data sources for landings and permit activity. The number of permits has declined; the number of terminated permits spiked in 2010. The group discussed how permits are terminated and transferred. Permits are terminated by non-renewal. Law enforcement can revoke a permit based on an enforcement action. For permit activity over time, there are a couple hundred permits each year that are not reporting landings. Most permits land between 10,000 and 150,000 lbs. Analyses could be done to determine if the same permits are not fishing

from year to year, but the analysis would be complex. It was noted that there are many vessels that are considered “not fishing” but are pursuing other fisheries. Other non-fishing permits are for site permits (people that are trawling for reasons other than shrimping) and need to maintain a valid permit for these sporadic purposes because they may harvest shrimp when engaging in these activities. It was noted that the annual landings survey (ALS) that NMFS sends to all permit holders allows them to self-report landings and helps to avoid problems with dealer compliance. There is congruency between the ALS and the Gulf Shrimp Survey (GSS) with respect to landings. It was also clarified that the GSS data are what are used in the CPUE estimates. The metrics used to calculate CPUE were approved by the group.

Permit activity status was discussed by the group. Several analyses could be conducted including: number of transfers per year, vessel number changes by year, number of active permit holders, vessel lists to look at exit/entry, vessel age, vessel owner age, and landings by permit. It was decided that for permit activity, it may be more appropriate to address landings by permit and not necessarily transfers of permits. It was noted that landings history is attached to the permit and transfers with the permit. The group also thought that the number of new entrants into the fishery would be useful. During discussion it was noted that permits are currently worth upwards of \$7000. For the qualification levels, if the Council chooses to add this analysis, latent permits- defined as “those with no landings”- could be addressed according to certain time periods (such as all years or certain number of years). The group felt that these data should come from multiple databases. Industry representatives were concerned with a reduction based on no landings. Expense and upkeep of vessels could be why there are no landings. It was noted that these analyses may not be necessary if the Council is not interested in reducing the number or permits but instead would like to maintain the number of permits. Additional analyses that would be useful is to determine if the same permits and proportion of permits are latent from year to year, or if this ratio of active: latent permits has changed.

For economic analyses, there was discussion on the current state of the fishery shrimp ex-vessel revenue has likely gone up in the past couple of years even though landings have been relatively stable because shrimp prices have increased. However, the cost of fuel has also gone up. Economic conditions that were presented to the group include: price of fuel, price of shrimp, shrimp landings per gallon of fuel, and the annual revenue divided by the annual fuel cost. Other analyses not already covered in discussion include: fuel cost per day, annual fuel usage, % of total cost that is fuel, labor cost per day, and net revenue and returns. The moratorium as is, is probably not binding, but it acts as an insurance policy for the future in case the situation of the fishery changes. There was some discussion on the decrease in infrastructure of the fishery. There was some discussion on the decrease in service businesses that support the shrimp industry. These support businesses are important to the communities that depend upon them.

The community make-up of the shrimp fishery was presented by regional quotient or what percentage shrimp makes up of each community’s total harvest. The regional quotient is derived from inshore and offshore harvest. Communities were Gulf-wide. The analysis indicates that

dependency on the shrimp fishery is not equally shared among communities. For some communities, shrimp is the dominant species caught. Social vulnerability indices were also looked at for different communities such as poverty, population composition, and personal disruption. Some communities have infrastructure for other forms of employment and livelihood. Resilience and vulnerability tend to be strongly related to how dependent on the shrimping industry the community is. Other analyses that will be included in the future are: the regional quotient over time, commercial engagement reliance measures and, if possible, comparisons of social vulnerability over five years.

The group was presented with a summary of the Shrimp Biological Opinion. There was discussion on what different scenarios would trigger a consultation. It was explained that any action may trigger a consultation.

The meeting was adjourned at 4:45 p.m.

# Shrimp 17



## Permit Moratorium

# History

- 1981: Shrimp FMP
- 2001: Federal commercial permit required (open access)
- 2006: 10-year permit moratorium implemented Oct 26
- 2016: Moratorium expires Oct 26

# Qualification

- Vessels must have been issued a valid permit by NMFS prior to and including December 6, 2003.
- An exception was made for owners who lost use of a qualified vessel, but who obtained a valid commercial shrimp vessel permit for the same vessel or another vessel prior to the date of publication of the final rule.

# Permits

- 2,951 before moratorium  
(2001-2006)
  - 2,666 qualified
  - 285 did not qualify
- 1,933 moratorium permits  
issued



# Purpose and Need

- The purpose of this amendment is to determine if limiting access to permits is necessary for the Gulf shrimp fishery to prevent overcapacity and promote economic stability.
- The need for this action is to maximize efficiency of the Gulf shrimp resource and help achieve optimum yield.

# Options

- Allow moratorium to expire
- Extend moratorium
- Create a permanent limited access system

# Moratorium Expires

- Will become open access
- May not need a plan amendment
- Why is a moratorium no longer needed?

# Moratorium Extended

- How many years?
- All current permits or requalify?
- Why is a temporary moratorium still needed?

# Limited Access System

- Same as moratorium but permanent
- All current permits or requalify?
- Permit conditions (renewal, transferability, etc.)
- Why is a limit access program needed?

# Possible Qualification

- Income?
  - Removed from other permits
- Landings?
  - Latent permits
  - Landings threshold
- Other?
  - Citizenship
  - Vessel size

# Permit Pool

- Maintains number of shrimp permits
- Currently, one year after expiration, permit is terminated
- Proposal by Council is that permit is reserved instead of terminated

# Royal Red Shrimp Endorsement

- Open to all shrimp permit holders
- 283 valid endorsements February 1
- Maximum of 17 vessels with landings in any one of the past 10 years



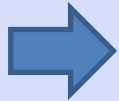
# Royal Red Endorsement

## Options

- Maintain “open” endorsement
- Limit endorsements based on landings
- Eliminate endorsements

# Time Line

- ✓ April 2014 - Council requested scoping document
- ✓ October 2014 – Council reviewed scoping document and requested input from WG and AP
- ✓ February 2015 - WG meets to discuss analysis; AP meets to discuss document
- April 2015 - Scoping document approved by Council
- June 2015 - Options paper and scoping comments reviewed by Council
- June-October 2015 - Data analysis
- October 2015 - Public hearing draft approved by Council
- February 2016 - Review of public hearings and public comment
- April 2016 - Final approval by Council
- May 1, 2016 - Amendment finalized and submitted to NMFS; proposed rule package prepared
- Mid June, 2016 - Amendment and proposed rule open for comment period
- August 1, 2016 - Comment period ends, final rule package prepared
- Mid-September, 2016 - Final rule is published
- October 26, 2016 - Expiration of current rule, final rule needs to be effective by this date.



# Shrimp AP recommendations

**The Shrimp AP recommends: That the current requirements of the shrimp permit moratorium remain in effect until October 26, 2026, except that-**

**1) Any shrimp permit that-**

**-Was valid or renewable as of December 31, 2014, and**

**-Is not renewed before the close of the 1 year period after the expiration date of that permit**

**Shall not permanently expire and shall instead be held by the NMFS in the “Gulf Shrimp Permit Reserve”**

**2) NMFS shall reactivate and issue any permit in the Gulf Shrimp Permit Reserve upon the receipt of a qualified application and payment of the applicable fee on a first come, first served basis**

**3) To be qualified, an application must meet the following criteria:**

**-Applicant qualifications: must be a US citizen or US corporation**

**-Vessel qualifications: vessel to which permit is attached must be no less than X ft. registered length**

**The Shrimp AP recommends: To request the Council include the prior motion, as adopted by the AP, recommending Amendment 17 measures in the public scoping document.**