

Red Snapper Management for Federally Permitted Charter Vessels



Draft Amendment 41 to the Fishery Management Plan for the Reef Fish Resources of the Gulf of Mexico

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Gulf of Mexico Reef Fish Amendment 41

Draft Environmental Impact Statement (DEIS) Cover Sheet

Draft Amendment 41 to the Fishery Management Plan for the Reef Fish Resources of the Gulf of Mexico: Red Snapper Management for Federally Permitted Charter Vessels, including a Draft Environmental Impact Statement (DEIS)

Abstract:

This DEIS is prepared pursuant to the National Environmental Policy Act to assess the environmental impacts associated with a regulatory action. The DEIS will analyze the impacts of a range of alternatives for management actions to establish an allocation-based management program for the harvest of red snapper by vessels with a federal Gulf of Mexico charter/headboat permit for reef fish that are not participating in the Southeast Regional Headboat Survey.

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ABBREVIATIONS USED IN THIS DOCUMENT

ACL	annual catch limit
ACT	annual catch target
Charter AP	Ad Hoc Red Snapper Charter For-hire Advisory Panel
COI	certificate of inspection
Council	Gulf of Mexico Fishery Management Council
For-hire permit	Gulf Charter/Headboat permit for Reef Fish
GT-IFQ	grouper-tilefish individual fishing quota program
Gulf	Gulf of Mexico
HBC	headboat collaborative
IFQ	individual fishing quota
LAPP	limited access privilege program
Magnuson-Stevens Act	Magnuson-Stevens Fishery Conservation and Management Act
mp	million pounds
MRIP	Marine Recreational Information Program
NMFS	National Marine Fisheries Service
NS	national standard
PFA	permit fishing allocation
PFQ	permit fishing quota
PIMS	permit information management system
RS-IFQ	red snapper individual fishing quota program
SERO	Southeast Regional Office
SRHS	Southeast Region Headboat Survey
TL	total length
ww	whole weight

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CHAPTER 1. INTRODUCTION

1.1 Background

In 2014, the Gulf of Mexico Fishery Management Council (Council) reorganized the recreational sector through Amendment 40 by defining private angling and federal for-hire components for the harvest of red snapper in the Gulf of Mexico (Gulf) and allocating the recreational sector annual catch limit (ACL; recreational quota) between the recreational components (GMFMC 2014a), 42.3% for the federal for-hire component and 57.7% for the private angling component. The private angling component includes anglers fishing from private vessels and for-hire operators without a federal for-hire permit (i.e., state-licensed). The federal for-hire component includes all for-hire vessels with a valid or renewable Gulf Charter/Headboat permit for Reef Fish (for-hire permit), including Historical Captain Charter/Headboat permits.¹ Establishing separate components within the recreational sector provides a basis for development of flexible management approaches tailored to each component which may reduce the likelihood for recreational quota overages that could jeopardize the rebuilding of the red snapper stock. For three years beginning in 2015, separate red snapper fishing seasons are established based on the estimated catch rates for each component's proportion of the recreational sector annual catch target (ACT), which is 20% less than the recreational ACL. All other management measures affecting the harvest of red snapper remain the same for both components, including a 16-inch total length (TL) minimum size limit, 2-fish per person per day bag limit, and June 1 season start date.

The for-hire permit does not make a distinction between charter vessels and headboats. Some federally permitted for-hire vessels have historically been selected to participate in the Southeast Region Headboat Survey (SRHS), and as a result, these participating vessels have landings histories. The vessels in the SRHS were selected based on factors including size, passenger capacity, and business operation. These vessels are required to submit landings data on a weekly basis. Over the years, a few vessels have been added or removed from the SRHS; however, vessel participation is relatively stable. As of December 31, 2015, there were 67 vessels with a for-hire permit in the Gulf that participate in the SRHS and have associated landings histories.

The remaining vessels with a for-hire permit do not participate in the SRHS and instead, have their landings estimated through the Marine Recreational Information Program (MRIP). The MRIP For-Hire Survey includes a voluntary dockside intercept survey and a monthly phone survey sampling approximately 10% of federally permitted charter vessels. In recognition that some federally permitted for-hire vessels have landings histories and some do not have landings histories, the Council expressed interest in further reorganizing the federal for-hire component and initiated development of separate amendments to evaluate flexible management approaches that could be tailored to vessels based on the presence or absence of recorded landings histories.

¹ To qualify for a Historical Captain Gulf Charter/Headboat (HRCG) permit for Reef Fish, a captain must be U.S. Coast Guard licensed and operating as a captain of a for-hire vessel prior to March 29, 2001, and have at least 25% of their earned income from recreational for-hire fishing in one of the last four years ending March 29, 2001. These permits are renewable but not transferable to another individual, and require the permitted vessel be operated by the historical captain.

In part, this is due to the fact that different management approaches may be possible for vessels with landings histories recorded through the SRHS compared with those who do not have these recorded landings histories.

Management approaches for federally permitted vessels participating in the SRHS with associated landings histories, referred to here as *headboats*, are being evaluated in Reef Fish Amendment 42. Management approaches for federally permitted for-hire vessels that do not participate in the SRHS and thus do not have recorded landings histories are referred to here as *charter vessels*. Amendment 41 evaluates flexible management approaches for charter vessels. The distinction between charter vessels and headboats established for the purpose of this amendment is different than the definition of a charter vessel and headboat in the federal regulations at 50 C.F.R. § 622.2 (Appendix A).

In this amendment:

Charter vessels refer to all federally permitted for-hire vessels that do not participate in the Southeast Region Headboat Survey and thus do not have recorded landings histories.

Headboats refer to all federally permitted for-hire vessels that participate in the Southeast Region Headboat Survey and thus have recorded landings histories.

Definitions:

Gulf Charter/Headboat Permit for Reef Fish, referred to as a **for-hire permit**, is the limited access, federal for-hire permit required to take paying passengers fishing for reef fish in federal waters.

Recreational Annual Catch Limit (ACL) – pounds of fish allowed to be landed by recreational fishers (includes private anglers, charter vessels, and headboats).

For-hire Quota – pounds of fish allowed to be landed by for-hire vessels (charter vessels and headboats).

Charter Quota – pounds of fish allowed to be landed by charter vessels under the program developed in this amendment.

The Council also established an Ad Hoc Red Snapper Charter For-hire Advisory Panel (Charter AP) to provide recommendations toward the design and implementation of flexible measures for the management of red snapper for charter vessels. The Charter AP met in May 2015 and in March 2016. The summary reports from the meetings, including the AP's recommendations to the Council, are provided in Appendix B. In addition to the Charter AP, the Council created a

corresponding Headboat AP charged with making recommendations for the management of reef fish for the headboat sub-component.

Components of the Recreational Sector

The Council approved Amendment 40 with a 3-year sunset clause (GMFMC 2014a). Unless the Council takes action to otherwise modify management of the separate components, the provisions establishing separate recreational components and the respective allocations will expire on December 31, 2017. Retaining a distinct federal for-hire component with an associated component quota is necessary for the establishment of red snapper management for charter vessels. Amendment 41 is the current vehicle the Council is using to develop a management strategy for charter vessels harvesting red snapper. Thus, the Council is evaluating the extension or removal of the sunset clause in Amendment 45, for which public hearings were held in May 2016. Extending or removing the sunset provision completely would be necessary for the Council to establish the actions in the amendment pertaining to the design features of charter vessel management for red snapper. Relatedly, an action would be needed to determine how the for-hire quota would be divided between the charter and headboat sub-components if the Council continues to pursue separate management approaches for the sub-components. This action is currently in Amendment 42.

Charter Vessels with Gulf Charter/Headboat Permits for Reef Fish (for-hire permits)

Charter vessels with for-hire permits are distributed throughout the Gulf with a concentration of vessels along the west Florida coast. Based on the homeport listed on the permit application, approximately 51% of the for-hire permits are in west Florida (excluding the Keys), 11% in Alabama, 3% in Mississippi, 10% in Louisiana, and 17% in Texas (Table 1.1.1). Permits with a listed homeport on the east coast of Florida are assumed to be fishing along the west coast of Florida, in the Florida Keys, or are not currently being used. The number of permitted vessels actively engaged in reef fish charter fishing and the number of currently unused for-hire permits is unknown. The number of permitted charter vessels landing red snapper each year is also unknown.

On November 23, 2015, there were 1,247 charter vessels and 67 headboats possessing valid or renewable for-hire permits. These 1,247 charter vessels possessing for-hire permits would constitute the universe of eligible program participants, as recommended by the Charter AP. As of November 23, 2015, 32 of these permits were valid or renewable historical captain for-hire permits. Historical captain permits are renewable, but may not be transferred to another person; a historical captain may transfer the permit to another vessel if operated by the historical captain. Table 1.1.1 provides the regional distribution of charter vessels including the number of historical captain permits. The number of permits is provided for three regions of Florida, divided at the Dixie-Levy county line, and the Collier-Monroe County line, reflecting the geographical domains used in the MRIP For-hire Survey. These regions and respective counties are identified in Figure 1.1.1.

Table 1.1.1. Regional distribution of charter vessels with for-hire permits, and Historical Captain permits, by homeport state. Vessels participating in the SRHS are not included.

State (Region)	Number of Charter Vessels	Number of Charter Vessels with Historical Captain permit	Total
Florida			
Panhandle (Escambia - Dixie)	290	9	299
Peninsula (Levy - Collier)	335	7	342
Keys (Monroe)	82	0	82
Alabama	128	4	132
Mississippi	30	2	32
Louisiana	113	6	119
Texas	215	4	219
Non-Gulf States*	22	0	22
Total	1,215	32	1,247

Source: National Marine Fisheries Service (NMFS)-Southeast Regional Office (SERO) permit office database accessed March 3, 2016. Non-Gulf states also include Florida counties of Palm Beach, Broward, Miami-Dade, Alachua, and Putnam. Historical captain permits may be renewed but are only transferable to another vessel if operated by the historical captain.

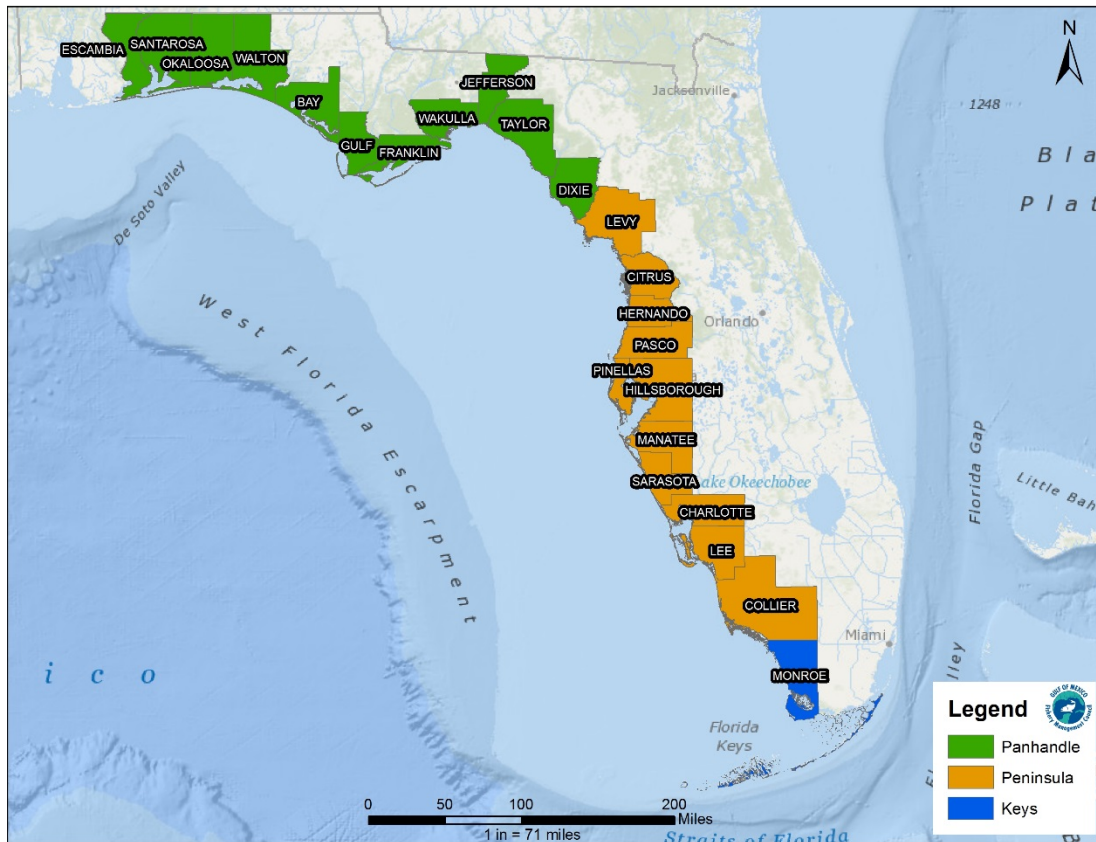


Figure 1.1.1. Map of west Florida county regions used in the MRIP For-hire survey.

Passenger Capacity

In general, charter vessels charge by the trip rather than by the individual angler, as is typical of headboats. Although there are some charter vessels with passenger capacities that are greater than headboats, the passenger capacity of charter vessels is generally less than headboats. The majority of charter vessels do not have a United States Coast Guard certificate of inspection (COI), and are thus limited to carrying a maximum of six passengers (Table 1.1.2). Nevertheless, charter vessels are not only classified as such based on the vessel's passenger capacity, and some charter vessels with greater passenger capacities may charge a fee per passenger rather than charging for the entire vessel.²

Each charter vessel has a passenger capacity based on its for-hire permit, and a vessel passenger capacity, based on the vessel's COI, or lack thereof. Prior to the 2004 moratorium on for-hire permits (GMFMC 2003), a permit's passenger capacity was equal to the passenger capacity specified on the vessel's COI, and a copy of the COI was required to renew or obtain the permit. The moratorium was put in place to limit overall fishing effort by for-hire vessels fishing in federal waters. Since the for-hire permit moratorium was implemented, the passenger capacity of each permit may not be increased even if a permit holder transfers the permit to a vessel with a COI that allows a greater passenger capacity. Effective August 30, 2013,³ a copy of the COI is no longer required to renew or transfer a for-hire permit.

In most cases, the permit and vessel passenger capacities are the same; the majority of charter vessels do not have a COI, thus limiting the number of paying passengers to six. However, there are cases where the permit's passenger capacity is greater than the vessel's passenger capacity, and vice versa. As of November 23, 2015, 108 charter vessels have a permit passenger capacity that is greater than the vessel's passenger capacity. The operators of these vessels would not currently be carrying the maximum amount of passengers allowed by their permit, as they are restricted by their vessel's COI (or lack thereof). Most of these vessels do not have a COI, and are able to take no more than 6 paying passengers, even though their permit would allow a greater number of passengers. In turn, there are 11 charter vessels with a vessel passenger capacity (based on the COI) that is greater than the permit passenger capacity. In these cases, the charter vessel is limited to its permit passenger capacity to take anglers fishing. However, these vessels may take paying passengers on separate non-fishing trips, such as dolphin watching tours, up to the number of passengers specified on the COI. If passenger capacity is used as a metric for apportioning fishing privileges through this amendment (Action 3), the Council must decide whether to use the permit's passenger capacity, or the lower of the permit or vessel's passenger capacity. Different implications would arise depending on the allocation-based program selected.

² Whether a vessel is a charter vessel or headboat, as defined in 50 C.F.R. § 622.2, is based solely on vessel size and passenger capacity. As previously noted, the definitions of charter vessel and headboat that are used for the purpose of this amendment are different than the definitions in the regulations.

³ Final Rule available at:

http://sero.nmfs.noaa.gov/sustainable_fisheries/gulf_fisheries/2013/coi/documents/gulf_2013_coi_framework_final_rule.pdf

Table 1.1.2. Permit passenger capacity of charter vessels with Gulf Charter/Headboat Permits for Reef Fish, and Historical Captain permits.

Passenger Capacity	Number of Charter Vessels	Number of Charter Vessels with Historical Captain permit
6	1,042	23
9-15	19	1
16-19	25	0
20-24	51	1
25-30	20	1
31-40	15	3
41-50	21	0
51-80	11	2
>80	11	1
Total	1,215	32

Source: NMFS-SERO permit office database accessed March 3, 2016. Vessels participating in the SRHS are not included.

As of November 23, 2015, there were 32 valid or renewable historical captain for-hire permits. Historical captain permits are renewable, but may not be transferred to another person; a historical captain may transfer the permit to another vessel if operated by the historical captain.

Table 1.1.3. Number of vessels in each state or region with the permit's passenger capacity including historical captain permits.

Passenger Capacity	FL Keys	FL Peninsula	FL Panhandle	AL	MS	LA	TX	Non-Gulf State	Total
6	78	319	212	102	26	114	196	18	1,065
9-15		2	15			1	2		20
16-19		2	19	1		1	1	1	25
20-24		7	26	15	2		2		52
25-30		2	12	3	1	1	2		21
31-40	1	1	4	6	3	1	1	1	18
41-50	1	3	6	3			8		21
51-80	1	2	3	2		1	4		13
>80	1	4	2				3	2	12
Total	82	342	299	132	32	119	219	22	1,247

Source: NMFS-SERO permit office database accessed March 3, 2016. Vessels participating in the SRHS are not included.

For-hire landings are estimated through the MRIP For-Hire Survey, which includes a voluntary dockside intercept survey and a monthly phone survey sampling approximately 10% of federally permitted charter vessels. Table 1.1.4 provides annual average landings estimates by Gulf State and three regions of Florida, for the years 1986 – 2013. Table 1.1.5 provides the average landings estimates for several time series reflecting the options for the regional distribution of charter quota in Action 3.

Table 1.1.4. Regional red snapper landings by charter vessels (1986 – 2013).

Year	FLW - Keys	FLW - Peninsula	FLW - Panhandle	AL	MS	LA	TX
1986	0.2%	4.9%	70.0%	14.7%	0.0%	9.8%	0.4%
1987	0.3%	0.1%	56.1%	21.0%	0.0%	19.4%	3.2%
1988	0.0%	1.4%	46.2%	44.7%	0.9%	6.6%	0.1%
1989	2.5%	0.0%	16.0%	64.4%	0.7%	16.1%	0.3%
1990	0.0%	0.0%	21.9%	51.2%	2.4%	24.5%	0.0%
1991	0.1%	0.0%	16.3%	26.8%	0.7%	56.1%	0.1%
1992	0.5%	0.1%	10.6%	41.6%	0.9%	46.3%	0.1%
1993	0.0%	0.0%	32.6%	40.5%	3.1%	23.0%	0.9%
1994	0.0%	0.0%	30.4%	38.7%	5.7%	22.3%	2.8%
1995	0.0%	0.0%	22.5%	44.0%	0.3%	31.3%	2.0%
1996	0.2%	0.0%	36.8%	47.5%	2.0%	12.1%	1.5%
1997	0.0%	0.3%	24.6%	55.5%	3.4%	15.0%	1.3%
1998	0.0%	0.6%	52.8%	38.9%	0.6%	4.8%	2.4%
1999	0.0%	0.5%	55.8%	34.0%	0.8%	5.9%	2.9%
2000	0.0%	0.1%	54.4%	35.1%	0.9%	7.7%	1.9%
2001	0.2%	0.2%	49.6%	44.5%	1.1%	1.8%	2.6%
2002	0.0%	0.0%	49.1%	36.8%	2.4%	9.0%	2.5%
2003	0.0%	0.6%	49.2%	36.9%	1.8%	10.4%	1.0%
2004	0.0%	0.0%	54.9%	30.6%	0.5%	12.5%	1.6%
2005	0.1%	0.3%	44.0%	35.7%	0.0%	17.6%	2.3%
2006	0.2%	2.2%	43.1%	31.5%	0.2%	21.1%	1.6%
2007	0.0%	0.2%	58.7%	28.1%	0.0%	10.7%	2.4%
2008	0.1%	1.0%	64.0%	19.5%	0.1%	12.7%	2.6%
2009	0.0%	1.0%	60.2%	21.8%	0.0%	14.4%	2.5%
2010	1.6%	5.8%	68.3%	12.8%	1.3%	0.0%	10.1%
2011	0.0%	0.0%	55.9%	35.1%	0.2%	4.8%	3.9%
2012	0.0%	1.7%	48.5%	28.2%	0.1%	18.4%	3.1%
2013	0.0%	0.2%	43.9%	44.4%	0.1%	8.7%	2.7%

Source: SEFSC ACL database, accessed on May 18, 2016.

Table 1.1.5. Average regional red snapper landings by charter vessels for select time series. All time series exclude landings from 2010.

Average for Years	FLW - Keys	FLW - Peninsula	FLW - Panhandle	AL	MS	LA	TX
1986-2013	0.16%	0.57%	43.26%	36.74%	1.07%	16.41%	1.79%
2003-2013	0.05%	0.73%	52.24%	31.20%	0.30%	13.13%	2.36%
2006-2013	0.04%	0.91%	53.48%	29.82%	0.10%	12.97%	2.67%
50% (1986-2013) + 50% (2006-2013)	0.10%	0.74%	48.37%	33.28%	0.58%	14.69%	2.23%

Source: SEFSC ACL database, accessed on May 18, 2016.

For-hire permits can be held by an individual, business, or multiple individuals and/or businesses, each of which is considered a unique permit holder. An individual could be part owner on multiple permits. If an individual co-owns two permits with a different co-owner for each permit, the two permits are held by two unique permit holders. A unique permit holder may hold more than one for-hire permit. Permit stacking (i.e., multiple permits on the same vessel) is not allowed for for-hire permits. Therefore, if a unique permit holder holds more than one for-hire permit, these permits are associated with different vessels. The majority of unique for-hire permit holders hold only one permit (Table 1.1.6), but some unique permit holders hold in excess of four for-hire permits. The unique permit holders that have more than one permit, hold a total of 183 permits (15% of all for-hire permits).

Table 1.1.6. Number of federal for-hire permits held by the number of unique permit holders.

Number of permits held	Number of unique permit holders	Total permits held
1	1042	1042
2	50	100
3	6	18
4+	6	65

Source: NMFS-SERO permit office database accessed March 11, 2016.

1.2 Allocation-based Management & Limited Access Privilege Programs (LAPPs)

Management measures considered in this draft amendment focus on allocation-based management approaches, including recommendations made by the Charter AP. Traditional management instruments, such as adjustments to bag limits and the structure of the fishing season, are currently in place. Retaining use of these management tools is provided as the No Action alternative in Action 1. Should the Council decide to continue to manage charter vessels using these management measures, changes could be made through the Council’s framework procedures.

The Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act) provides the Council with flexibility in the type and design of limited access privilege programs (LAPPs) and guidelines for the different types of programs. The most recent reauthorization of the Magnuson-Stevens Act expanded the flexibility in the design of such programs, specifically pertaining to the recipients of the limited access privileges (Anderson and Holliday 2007), which may be distributed to individual entities or groups.

Under the Magnuson-Stevens Act, the term ‘**limited access system**’ means “a system that limits participation in a fishery to those satisfying certain eligibility criteria or requirements contained in a fishery management plan or associated regulation.” 16 U.S.C. § 1802(27). Federally permitted for-hire vessels in the Gulf are managed under a limited access system in which there are a finite number of valid and renewable for-hire permits. In contrast, the private angling component is not a limited access system; it remains open access.

Under the Magnuson-Stevens Act, the term ‘**limited access privilege**’ means “a Federal permit, issued as part of a limited access system under section 303A to harvest a quantity of fish expressed by a unit or units representing a portion of the total allowable catch of the fishery that may be received or held for exclusive use by a person,” and includes individual fishing quotas (IFQs). 16 U.S.C. § 1802(26). In designing a LAPP, the Council is advised to use the National Standards, other applicable law, and the management objectives of the particular fishery management plan as the criteria in the selection of a LAPP (Anderson and Holliday 2007). Further, the goals and objectives for the management of charter vessels should guide the selection of an appropriate management approach and corresponding program features. All of the options for allocation-based management would involve dividing the quota in some way among participants, but not all allocation-based management approaches would be considered LAPPs under section 303A of the Magnuson-Stevens Act.

Should this amendment result in the establishment of a LAPP, a detailed review would be conducted five years after implementation of the program (Magnuson-Stevens Act 303A(c)(1)(G)). Also, as mandated by the Magnuson-Stevens Act, an IFQ program in the Gulf must be approved by a majority of those voting in a referendum among eligible permit holders. Specifically, Section 303A(c)(6)(D) states in part that the Gulf Council “may not submit ... a fishery management plan or amendment that creates an individual fishing quota program ... unless such as system, as ultimately developed, has been approved ... by a majority of those voting in the referendum among eligible permit holders ... For multi-species permits in the Gulf of Mexico, only those participants who have substantially fished the species proposed to be included in the individual fishing quota program shall be eligible to vote in such a referendum.” The Magnuson-Stevens Act defines ‘**individual fishing quota**’ as “a Federal permit under a limited access system to harvest a quantity of fish, expressed by a unit or units representing a percentage of the total allowable catch of a fishery that may be received or held for exclusive use by a person.” Depending on the management approach selected by the Council, the National Marine Fisheries Service (NMFS) will determine whether a referendum is required.

Section 2.5 addresses additional actions that may be added for the design of an allocation-based program. These include accountability measures, cost recovery fees, and landings monitoring

and evaluation, among others. Information on the requirements of an appeals process are also provided.

1.3 Purpose and Need

The **purpose** of this action is to develop a management approach for federally permitted Gulf reef fish charter vessels to harvest red snapper that provides flexibility, reduces management uncertainty, improves economic conditions, and increases fishing opportunities for federal charter vessels and their angler passengers.

The **need** is to consider flexible management approaches for federally permitted charter vessels to harvest red snapper that would prevent overfishing while achieving, on a continuing basis, the optimum yield from the harvest of red snapper by the for-hire sector (national standard (NS) 1); take into account and allow for variations among, and contingencies in the fisheries, fishery resources, and catches (NS 6); and provide for the sustained participation of the fishing communities of the Gulf and to the extent practicable, minimize adverse economic impacts on such communities (NS 8).

1.4 History of Management

This summary focuses on management actions pertinent to recreational harvest of red snapper and the management of vessels with a for-hire permit. A summary of red snapper management through 2006 can be found in Amendment 27/14 (GMFMC 2007) and in Hood et al. (2007), and is incorporated herein by reference. A complete history of management for the Reef Fish Fishery Management Plan (Reef Fish FMP) is available on the Council's website: http://www.gulfcouncil.org/fishery_management_plans/reef_fish_management.php.

Recreational red snapper management

Although overfishing has ended, the Gulf red snapper stock remains overfished and is currently under a rebuilding plan. Consistent with the rebuilding plan, both commercial and recreational quotas have been allowed to increase as the stock has recovered. Improvements to the stock were reflected in quota increases from 5.0 million pounds (mp) in 2009 to 14.3 mp in 2015. The recreational quota has increased from 2.45 mp in 2009 to 7.01 mp in 2015. Recreational fishing for red snapper is managed with a 16-inch TL minimum size limit, 2-fish bag limit, and a season beginning on June 1 and ending when the recreational ACT is projected to be caught by the private angling and for-hire components.

Prior to 1997, recreational fishing for all reef fish was open year round in federal waters of the Gulf. Although catch levels were controlled through minimum size limits and bag limits, the recreational sector exceeded its allocation of the red snapper total allowable catch, though the overages were declining through more restrictive recreational management measures. The Sustainable Fisheries Act of 1996 required the establishment of quotas for recreational red

snapper fishing and commercial fishing that, when reached, result in a prohibition on the retention of fish caught for each sector, respectively, for the remainder of the fishing year. With the establishment of a recreational quota in 1997, the Regional Administrator was authorized to close the recreational season when the quota is reached, as required by the Magnuson-Stevens Act. From 1997 through 1999, NMFS implemented the recreational red snapper quota requirement through an in-season monitoring process by establishing a quota monitoring team that, through monitoring landings data that were available, plus projecting landings based on past landings patterns, projected closing dates a few weeks in advance. Between 1996 and 2013, the recreational fishing season in federal waters decreased from 365 days to 42 days.⁴

An interim rule, published on April 2, 2007, reduced the red snapper total allowable catch to 6.50 mp, resulting in a recreational quota of 3.19 mp; reduced the red snapper recreational bag limit from 4 fish to 2 fish per person per day; prohibited the captain and crew of for-hire vessels from retaining the recreational bag limit; and established a target red snapper bycatch mortality reduction goal for the shrimp fishery that equates to 50% of the bycatch mortality that occurred during 2001-2003 and a level of shrimp effort equal to that observed in the fishery in 2005.

In 2008, joint **Amendment 27/Shrimp Amendment 14** (GMFMC 2007) revised the rebuilding plan for red snapper. For the recreational sector, the rule implemented a June 1 through September 30 fishing season in conjunction with a 2.45 mp recreational quota, 16-inch TL minimum size limit, 2-fish bag limit, and zero bag limit for captain and crew of for-hire vessels.

The Sustainable Fisheries Act required that the Regional Administrator close the recreational red snapper season when the quota is projected to be met. When Reef Fish **Amendment 27/Shrimp Amendment 14** (GMFMC 2007) was submitted to NMFS, the Council requested that the five Gulf States adopt compatible regulations in state waters. Florida adopted a compatible 2 fish bag limit, but maintained its state red snapper fishing season of April 15 through October 31, 78 days longer than the federal fishing season. Texas also maintained its 4 fish bag limit and year-round fishing season in its state waters. Prior to the start of the 2008 season, NMFS recalculated its projections for recreational red snapper catches in light of the state regulations, and projected that there would be a 75% probability that the recreational quota would not be exceeded if the season closed on August 5. As a result, NMFS took action to set the 2008 season to be June 1 to August 5.

A **February 2010 regulatory amendment** (GMFMC 2010) increased the red snapper total allowable catch from 5.00 mp to 6.95 mp, which increased the recreational quota from 2.45 mp to 3.40 mp. However, NMFS estimated that in 2009, the recreational sector overharvested its quota by approximately 75%. In recalculating the number of days needed to fill the recreational quota, even with the quota increase, NMFS projected that the 2010 season would need to be shortened to June 1 through July 24, and published notice of those dates prior to the start of the recreational fishing season.

⁴ Upon availability of a quota increase in 2013, the 28-day recreational season was supplemented by a 14-day fall season for a total of 42 days.

In April 2010, the Deepwater Horizon MC252 deep-sea drilling rig exploded and sank off the coast of Louisiana. Because of the resulting oil spill, approximately one-third of the Gulf was closed to fishing for much of the summer months. The direct loss of fishing opportunities due to the closure, plus the reduction in tourism throughout the coastal Gulf, resulted in a much lower catch than had been projected. After the recreational season closed on July 24, NMFS estimated that 2.30 mp of the 3.40 mp recreational quota remained unharvested (NMFS 2010). However, due to the fixed October 1 to December 31 closed season, NMFS could not reopen the recreational season without an emergency rule to suspend the closure. Consequently, the Council requested an emergency rule to provide the Regional Administrator with the authority to reopen the recreational red snapper season. After considering various reopening scenarios, the Council requested that the season be reopened for eight consecutive weekends (Friday, Saturday and Sunday) from October 1 through November 21 (24 fishing days).

In January 2011, the Council submitted a **regulatory amendment** (GMFMC 2011a) to NMFS to increase the red snapper total allowable catch to 7.19 mp, with a 3.52 mp recreational quota. The final rule implemented the increase and established a 48-day recreational red snapper season that was June 1 through July 18.

On August 12, 2011, NMFS published an emergency rule that, in part, increased the recreational red snapper quota by 345,000 lbs for the 2011 fishing year and provided the agency with the authority to reopen the recreational red snapper season later in the year, if the recreational quota had not been filled by the July 19 closing date. However, in August of that year, based on headboat data plus charterboat and private recreational landings through June, NMFS calculated that 80% of the recreational quota had been caught. With the addition of July landings data plus Texas survey data, NMFS estimated that 4.40 to 4.80 mp were caught, well above the 3.87 mp quota. Thus, no unused quota was available to reopen the recreational fishing season.

A **March 2012 regulatory amendment** (GMFMC 2012) set the 2012 recreational quota for red snapper at 3.96 mp based on a recent population assessment which showed that overfishing had ended. The regulatory amendment also eliminated the fixed recreational red snapper closed season of October 1 - December 31. By eliminating the closure date, NMFS can re-open the recreational harvest for red snapper if any remaining quota is available, without the delay of additional rulemaking. On May 30, 2012, NMFS published a final rule to increase the sector quotas and establish the 2012 recreational red snapper fishing season as June 1 through July 11. However, the north-central Gulf experienced extended severe weather during the first 26 days of the 2012 recreational red snapper fishing season, including Tropical Storm Debby. Due to the severe tropical weather, the season was extended by 6 days and closed on July 17.

On March 25, 2013, an emergency rule [78 FR 17882] was published in the *Federal Register* giving NMFS the authority to set separate closure dates for the recreational red snapper season in federal waters off individual Gulf States. The closure dates would depend on whether state regulations were consistent with federal regulations for the recreational red snapper season length or bag limit.

A **March 2013 framework action**⁵ (GMFMC 2013a) modified the 2013 recreational red snapper quota to 4.15 mp. Based on the emergency rule to allow separate closure dates, NMFS announced that the recreational red snapper season in federal waters would open on June 1. Off Mississippi and Alabama, which had consistent state regulations, the season would be 34 days and close on July 5. The other Gulf States had inconsistent state regulations, and the fishing seasons in federal waters were announced as follows. Off Texas, the season would be 17 days and close on June 18. Off Louisiana, the season would be 24 days and close on June 25. Off Florida, the season would be 26 days and close on June 27.

Texas and Louisiana filed a legal challenge to the separate closure dates, and on May 31, 2013, the U.S. District Court in Brownsville, Texas, set aside the emergency rule. As a result of this Court decision, the recreational red snapper season in federal waters was changed to make it the same in federal waters off all five Gulf States. Considering the catches expected later in the year during the extended state-water seasons off Texas, Louisiana, and Florida, NMFS established a Gulf-wide federal recreational red snapper season at 28 days long, opening on June 1 and closing to recreational red snapper harvest at 12:01 a.m., June 29, 2013.

A **July 2013 framework action** (GMFMC 2013b) increased the 2013 recreational quota from 4.15 mp to 5.39 mp. The quota increase was implemented by re-opening federal waters to red snapper recreational fishing for 14 days beginning on October 1, 2013, at 12:01 a.m. and closing on October 15, 2013, at 12:01 a.m.

On March 26, 2014, in response to a legal challenge from commercial fishermen, the U.S. District Court for the District of Columbia ruled that NMFS failed to require adequate accountability measures for the recreational sector, failed to prohibit the retention of fish after the recreational quota had been harvested, and failed to use the best scientific information available when determining whether there should be a 2013 fall fishing season. In response to the Court's decision and to reduce the probability of the recreational sector exceeding its quota, the Council requested, through an emergency rule, that NMFS implement an ACT that is 20% less than the 2014 recreational quota; the ACT would be used to set the season length in federal waters. The emergency rule, published on May 15, 2014 [79 FR 27768], resulted in a recreational ACT of 4.31 mp. In addition, several Gulf States announced extended state-water fishing seasons. Given the additional harvest estimated to come from state waters, a 9-day fishing season in federal waters was established for 2014.

In October 2014, the Council approved a framework action to formally adopt the ACT as a buffer to the recreational sector ACL. The framework action also adopted a quota overage adjustment such that if the recreational quota is exceeded in a fishing season, the amount of the overage is deducted from the following year's quota (GMFMC 2014b). The final rule became effective April 20, 2015.

⁵ Prior to 2013, regulatory actions made under the Reef Fish framework procedure for setting total allowable catch, or the generic framework procedure in the Generic Annual Catch Limits/Accountability Measures Amendment, were referred to as either framework actions or regulatory amendments. Beginning in 2013, such actions were referred to only as framework actions.

At its August 2015 meeting, the Council approved **Amendment 28** (GMFMC 2015) which revised the commercial and recreational sector allocations of the red snapper ACLs, by shifting 2.5% of the commercial sector's allocation to the recreational sector. The resulting sector allocations for red snapper are 48.5% commercial and 51.5% recreational. This amendment became effective on May 31, 2016. The **Framework Action** to Retain 2016 Red Snapper Commercial Quota became effective December 28, 2015, which allowed the revised allocations established through Amendment 28 to be effective for the 2016 fishing year.

Management of the Federal For-hire Component

Additional actions have affected federally permitted for-hire vessels. Since 1996, when **Amendment 11** was implemented, for-hire vessels fishing in federal waters are required to have a federal for-hire permit. The initial purpose of the permits was to address potential abuses in the 2-day bag limit allowance. It was thought that by having a permit to which sanctions could be applied would improve compliance with the 2-day bag limit. In addition, the permit requirement was seen as a way to enhance monitoring of the for-hire component of the recreational sector.

In 2003, a 3-year moratorium on the issuance of new for-hire permits was established through **Amendment 20** (GMFMC 2003), to limit further expansion in the for-hire fisheries, an industry concern, while the Council considered the need for more comprehensive effort management systems. This means that participation in the federal for-hire component is capped; no additional federal permits are available. The number of for-hire permits has been decreasing since the establishment of the moratorium (GMFMC 2014a). The permit moratorium was extended indefinitely in 2006 through **Amendment 25** (GMFMC 2006).

Amendment 30B (GMFMC 2008) included an action requiring that vessels with federal commercial or for-hire permits comply with the more restrictive of federal or state regulations when fishing for reef fish if regulations are different. The implementation of this provision reduced the fishing days available to vessels with a for-hire permit in comparison to the private recreational anglers, who were able to participate in the additional fishing opportunities provided in some state waters. Prior to the implementation of this provision, the federally permitted for-hire vessels represented more than 40% of the recreational harvest of red snapper. Since then, the proportion of red snapper harvested by for-hire vessels has continually decreased and represented less than 20% of all recreational landings in 2013 (GMFMC 2014a).

At its October 2014 meeting, the Council approved **Amendment 40** (GMFMC 2014a) which divided the recreational quota into a federal for-hire component quota (42.3%) and a private angling component quota (57.7%) for the recreational harvest of red snapper. In 2015, this resulted in an ACT of 2.371 mp for the federally permitted for-hire component (45 federal fishing days) and 3.234 mp for the private angling component (10 federal fishing days), respectively. The 2015 season closures for the recreational harvest of red snapper were determined separately for each component based on each component's ACT. **Amendment 40** also included a 3-year sunset provision on the separation of the recreational sector into distinct components.

In April 2014, the Council requested staff to begin development of an action to examine the potential for an IFQ-type program for for-hire vessels in the Gulf. The Council reviewed a scoping document in response to the request, but did not take further action at that time. In January 2015, the Council broadened its direction to staff regarding the development of an IFQ-type program for for-hire vessels, to make recommendations relative to the design and implementation of a more flexible management strategy for the for-hire component. At the same time, the Council initiated separate amendments to address management of charter vessels (**Amendment 41**) and headboats (**Amendment 42**) as sub-components of the federal for-hire component. This document has been developed in response to this request, and provides potential options for a management strategy for the harvest of red snapper by charter vessels. **Amendment 42** considers management alternatives for the headboats participating in the SRHS for several reef fish species.

At its January 2016 meeting, **Amendment 45** was initiated to address modifying or eliminating the sunset which would end the separate management of the federal for-hire and private angling components of the recreational sector. Public hearings were held in May 2016.

Finally, an amendment to require electronic reporting by charter vessels and modify electronic reporting by headboats is currently under development by the Council. The purpose of the amendment is to improve the monitoring of for-hire vessel landings, thereby reducing the likelihood of exceeding the recreational sector ACL.

CHAPTER 2. MANAGEMENT ALTERNATIVES

2.1 Section A – Allocation-based Management Approaches for Charter Vessels

The format to present management alternatives used in this section departs from the structure used in other amendments. In most amendments to a fishery management plan, management measures considered for implementation are generally organized as successive actions, with each action dealing with a specific issue. However, the presentation and evaluation of management measures included in this amendment require an alternate format due to the mutually exclusive nature of some of the effort management approaches under consideration. As drafted, this is a two-step decision making process for the Gulf of Mexico Fisheries Management Council (Council). First, the Council has to determine the effort management approach deemed most appropriate to manage charter vessels of the for-hire component. In the second step, the Council has to focus on the design characteristics corresponding to the selected effort management approach (Figure 2.1.1).

Based on the two-step decision making process discussed above, management actions under consideration in this amendment are structured as follows: Section A includes alternative effort management approaches and other decisions common to all the approaches. Sections B, C, and D include design elements and provisions corresponding to a fishing quota program, a permit fishing allocation (PFA) program, and a harvest tag program, respectively. Therefore, the actions in Section B are only valid if Alternative 2 (Option a or b) is chosen in Action 1; the actions in Section C are only valid if Alternative 3 is chosen; and the actions in Section D are only valid if Alternative 4 is chosen.

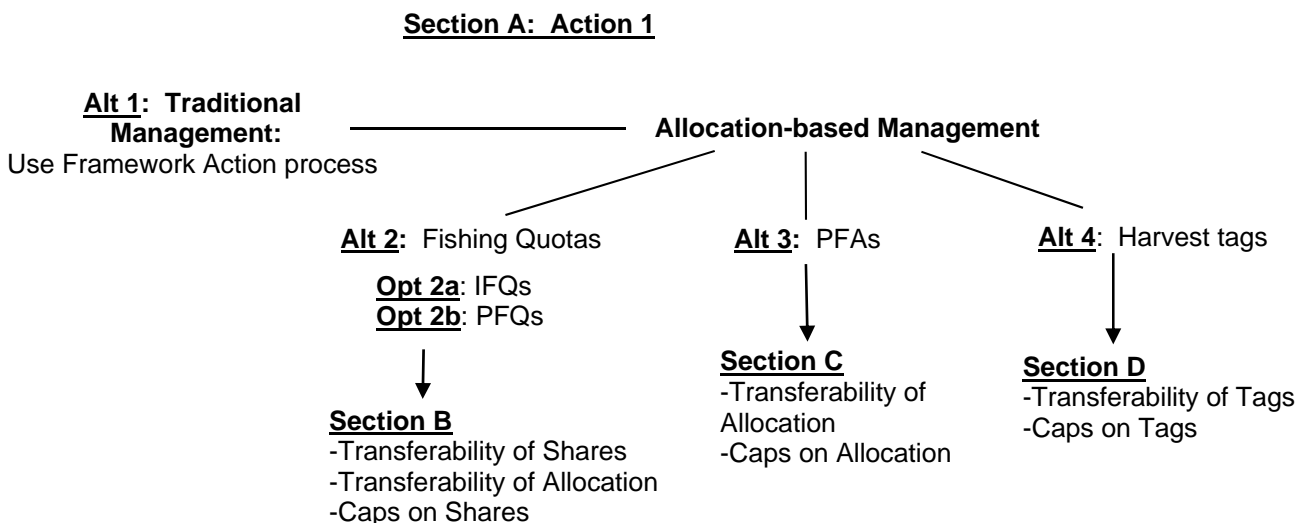


Figure 2.1.1. Structure of the management alternatives considered in Section A, Action 1.

Note: Except for Action 1, the No Action alternatives (Alternative 1 in each action) assume that an allocation-based management program would be developed and are worded accordingly. This allows for a more meaningful analysis among the alternatives to better inform decision-makers, stakeholders, and the public about the likely results of taking action versus not taking action. In actuality, the true No Action is the federal regulations that are currently in place that govern the for-hire operators in the Gulf of Mexico (Gulf).

2.1.1 Action 1 – Allocation-based Management Approach

Alternative 1: No Action. Do not adopt an allocation-based management approach. Continue to manage federally permitted charter vessels with the federal 16 inches total length minimum size limit, 2-fish bag limit, and a June 1 fishing season start date.

Alternative 2: Establish a fishing quota program (Section B) that provides participants with shares and annual allocation.

Option 2a: an Individual Fishing Quota (IFQ) program.

Option 2b: a Permit Fishing Quota (PFQ) program.

Alternative 3: Establish a Permit Fishing Allocation (PFA) program (Section C) that provides annual allocation only. **Proposed Options:** Annual allocation will be calculated

Option 3a: each year.

Option 3b: every three years.

Alternative 4: Establish a harvest tag program (Section D) that provides participants with annual allocation distributed in the form of harvest tags.

Discussion:

A primary decision point in the development of a charter vessel management plan concerns the management approach to be taken. **Alternative 1** (No Action) would continue to manage vessels possessing a federal Gulf charter/headboat permit for reef fish (for-hire permit) under existing management measures. If the Council were to select **Alternative 1** (No Action), the Council could pursue modifying current management measures for charter vessels through its framework procedure.

Alternatives 2-4 propose allocation-based management approaches in which a specified portion of the recreational red snapper annual catch limit (ACL) would be distributed among program participants. The participants could then choose when to use that allocation within the parameters of any additional provisions adopted through the actions in this amendment. In the case of charter vessels, each program participant would have allocation to account for red snapper harvested by the passengers on each trip. Timely reporting is a key element of allocation-based programs; as fish are harvested, the allocation used must be subtracted from the annual allocation of the participant. When each participant has used all of their allocation, red snapper may no longer be retained or the participant must obtain more allocation (if allowed by the program). Additional actions would be required to establish an allocation-based program and are addressed in Section 2.5.

Allocation-based management approaches would distribute fishing privileges at the beginning of the fishing year, and are generally more effective in ensuring that harvest does not exceed a pre-determined amount of allowable catch (e.g., the amount of the recreational sector ACL assigned to the program), than using traditional management tools alone (Johnston et al. 2007). These types of programs typically provide more flexibility to participants in terms of when and how they use their assigned portion of the allocated quota. The added flexibility would be determined by the amount of quota each participant receives and the transferability provisions provided. Some participants may not be satisfied with the amount of quota they would receive under a given program, and the Council has not yet indicated its preference for whether to allow participants to transfer quota under the program.

Some allocation-based programs distribute *shares*, which are a set percentage of the quota that are permanently assigned to an entity or permit for the duration of the program. Shares sum to 100% and individual assignments cannot change unless transferability is allowed in the program. If a participant holds shares, each year they would receive the amount of pounds representing the percentage of the quota held, which is their *allocation*. The allocation amount changes if the quota changes, but the amount of shares remains the same, unless the transfer of shares is allowed. In other programs, shares are not used, only annual allocation. Under this type of program, participants' allocation would be calculated each year and may change from year to year, depending on the quota, change in the number of participants, change in average weight of fish landed, or other factors.

The allocation-based approaches could be structured such that shares and allocation are assigned to participants (**Option 2a**) or to permits (**Option 2b**). Or, the allocation-based approach could use annual allocation, only, assigned to permits (**Alternative 3**) or as harvest tags (**Alternative 4**). The method of distribution could be accomplished in a variety of ways (Action 3).

Individual fishing quotas (IFQs) (**Option 2a**) and permit fishing quotas (PFQs) (**Option 2b**) would distribute durable fishing privileges in the form of shares. The primary difference between IFQs and PFQs concerns the entity to which harvest privileges are associated. IFQ shares (**Option 2a**) would be distributed to the owner of a for-hire permit at the initial time of apportionment, which could be an individual or business entity. In the event the permit is transferred, IFQ shares would remain with the recipient of the shares (the shareholder), unless also transferred by the shareholder. IFQ shares and allocation remain separate from the permit. In contrast, PFQ shares (**Option 2b**) would be attached to the permit, not the permit holder. Should the permit be transferred, the PFQ shares associated with the permit would be transferred as well. Transferability provisions for shares and allocation of either type of quota program are addressed in Action 4. After program initiation, it would be possible to combine the use of IFQs or PFQs within a cooperative, independent of this amendment. For example, following the establishment of a fishing quota program, quota holders could voluntarily pool their allocations and form a cooperative (Anderson and Holliday 2007).

A PFA program (**Alternative 3**) would not use shares. Rather, allocation would be calculated and distributed annually to participants using the vessel allocation formula selected in Action 3. If established, the allocation would be attached to the permit for the duration of the fishing year, unless transferability of allocation is allowed (Action 7). Unless determined otherwise, each

year would be considered an initial distribution of allocation and require an appeals process as described in Section 2.5. Because the process of calculating the vessels' allocation would be time consuming and require an appeals process each time the allocation is recalculated (See Section 2.5), the Council may wish to consider that the allocation be calculated at less frequent intervals, such as every three years. An additional action is provided to establish a cap on allocation (Action 8).

Harvest tags (**Alternative 4**) could be used as a stand-alone allocation-based approach, or as an enforcement and validation tool in conjunction with another allocation-based program. As a stand-alone program (**Alternative 4**), harvest tags would be used for granting harvest privileges and controlling harvest (Johnston et al. 2007). A harvest tag program would involve an annual distribution of physical tags to charter vessel operators, and each tag would allow an angler to retain an individual red snapper. After capture, the tag must be affixed to the fish thereby identifying the individual fish as legally caught and preventing the tag from being used to catch additional fish. The number of tags available each year would be determined by the amount of the recreational sector quota apportioned to the fish tag program, divided by the average weight of red snapper estimated to be caught on charter vessels. Any unused tags at the end of the year would be forfeit, and new tags would be distributed at the beginning of each year.

Since the demand for red snapper is likely greater than the available quota, a mechanism would be needed to allocate the tags in a fair and equitable manner. Tags could be distributed in multiple ways (see Action 3) among participants, such as by using passenger capacity or regional variability in the estimated landings of red snapper. Alternately, tags could be distributed through a lottery or auction. The Council would evaluate and determine the features of the program, including methods of distribution and whether tags would be transferable among program participants.

According to Johnston et al. (2007), the primary goals of hunting tag programs are to limit harvest, ensure equitable distribution of harvest opportunities, promote effective monitoring and enforcement, and to provide data to improve management. A harvest tag program could provide greater flexibility to program participants and their angler customers as to when red snapper could be caught (Johnston et al. 2007). However, as with all allocation-based approaches, it should not be assumed that all charter vessels would receive a quantity of tags they feel is sufficient to meet their clients' needs.

Key differences among **Alternatives 2-4** concern the recipient of fishing privileges and the durability, or permanence, of fishing privileges, which affects the incentive structure and anticipated conservation benefits from distributing limited access fishing privileges (Anderson and Holliday 2007). Under an IFQ or PFQ program, shares would be distributed initially to permit holders who would be able to retain those shares and continue to receive the annual allocation distributed based on the amount of shares. In the existing commercial IFQ programs in the Gulf, the original permit holder retains the shares and continues to receive the annual allocation associated with those shares, even if the permit is transferred or not renewed. Should an IFQ program be developed for charter vessels, the Council would need to decide whether shareholders would be required to maintain a federal for-hire permit (Action 4). Shares and the annual distribution of allocation would be the same under a PFQ program, except that in the

event a permit holder transfers the permit, the shares remain with the permit and not with the original permit holder.

A PFA (**Alternative 3**) or harvest tag program (**Alternative 4**) would use annual allocation, only; shares would not be used. Using allocation only, without shares, confers less durable harvest privileges on participants. Anderson and Holliday (2007) note that using this type of allocation-based program resulted in less incentive for the participants to maintain and invest in improvements for the resource in ensuing years. On the other hand, distributing allocation annually could ensure that harvest privileges remain in the hands of those directly engaged in the fishery, and would better reflect changes in the fleet.

The selection of additional program features, such as the transferability and durability of fishing privileges, will affect the flexibility afforded to program participants and should reflect the goals and objectives for the program. Regardless of the approach selected, timely reporting is a key element of allocation-based programs. As allocation is used, it must be subtracted from the annual allocation for the participant. When each participant uses all of its allocation, the participant may no longer retain red snapper or must obtain more allocation (if allowed by the program). Also, the Council would need to address the transferability of for-hire permits, as permit transfers that occur after the allocation calculation process may result in a different distribution of quota than intended.

Note: Alternative 1 (No Action) in Actions 2 and 3 assume that an allocation-based management program will be developed and are worded accordingly.

2.1.2 Action 2 – Program Participation

Alternative 1: No Action. Do not establish a voluntary red snapper management program for charter vessels. The red snapper management program applies to all charter vessels with a valid or renewable federal for-hire permit for reef fish.

Alternative 2: Establish a voluntary red snapper management program for charter vessels. The program would include only charter vessels with a valid or renewable federal for-hire permit for reef fish who elected to join the red snapper management program for charter vessels. An endorsement to the federal for-hire permit for reef fish would be issued to those for-hire permit holders who elected to join the red snapper management program for charter vessels. Any charter vessel that opts out of the red snapper management program will not be able to harvest red snapper. Opportunities to join or to opt-out from the red snapper management program for charter vessels are offered:

Option 2a: once, at the implementation of the program.

Option 2b: every year.

Option 2c: every 3 years.

Discussion:

Alternative 1 (No Action) would apply the red snapper management program developed in this amendment to all charter vessels, essentially requiring all permitted charter vessels to participate.

Alternative 2 would allow participation in the red snapper management program to be voluntary. Under a voluntary program, the National Marine Fisheries Service (NMFS) would create and distribute an endorsement to the federal for-hire permit for those charter operators electing to participate in the program, thereby identifying participants in the red snapper management program for charter vessels. Federal for-hire permit holders that do not participate in the program would forfeit their ability to harvest red snapper. After applying the allocation approach selected in Action 3, the charter quota represented by non-participating vessels could be available for distribution among participating vessels.

Options 2a – 2c differ based on the opportunity for-hire permit holders would have to join or opt-out of the red snapper management program for charter vessels. Because for-hire permits can be transferred, a charter operator who obtains a for-hire permit from a non-participating charter vessel may wish to participate in the program, or vice versa. Under **Option 2a**, for-hire permit holders would have a single opportunity to decide whether to participate in the red snapper management program for charter vessels or to opt-out at the time the program is implemented. **Option 2b** would allow for-hire permit holders to change their participation in the program each year. **Option 2c** would allow for-hire permit holders to change their participation in the program by joining or opting out every 3 years.

Allowing for-hire permit holders to join or opt-out of the program every year (**Option 2b**) or every three years (**Option 2c**) would have greater implications for a share-based program such as IFQs or PFQs. The shares used in these programs are durable and would not be redistributed as program participation changes. Thus, it may not be possible for the Council to pursue an IFQ or PFQ program with a voluntary program structure. If the Council pursues a PFA or harvest tag program with a voluntary program structure, additional time would be needed to determine participation before the vessel allocation of participants could be calculated.

2.1.3 Action 3 – Distribution of Quota to Charter Vessels

Alternative 1: No Action. Do not specify a method for distributing quota to charter vessels.

Alternative 2: Distribute quota equally among charter permit holders.

Alternative 3: Distribute quota based on the passenger capacity of charter vessels.

Alternative 4: Distribute quota based on tiers of the passenger capacity of charter vessels. Tiers are defined such that each:

Option 4a: Vessel with a passenger capacity of 6 receives 1 unit;
Vessel with a passenger capacity of 7 or greater receives 2 units.

Option 4b: Vessel with a passenger capacity of 6 receives 1 unit;
Vessel with a passenger capacity of 7-24 receives 2 units;
Vessel with a passenger capacity >24 receives 3 units.

Alternative 5: Distribute quota based on average landings of charter vessels in each geographic region using:

Option 5a: Average landings for years 2003 to 2012, excluding landings in 2010.

Option 5b: 50% of the average percentages landed between 1986 and 2013 (2010 excluded) and 50% of the average percentages landed between 2006 and 2013 (2010 excluded).

Alternative 6: Distribute quota based on Alternatives 2, 3, and 5 using one of the following:

	Option 6a	Option 6b	Option 6c	Option 6d
Alternative 2 (equal)	33.3%	50%	25%	25%
Alternative 3 (passenger capacity)	33.3%	25%	50%	25%
Alternative 5 (regional history)	33.3%	25%	25%	50%

Alternative 7: Distribute the quota by auction. All eligible participants are allowed to place bids.

Alternative 8: Distribute a portion of the quota by auction and the remainder by the distribution method selected among Alternatives 3-5, if selected as preferred(s).

Option	Auction	Preferred Alternatives among 2-5
8a	25%	75%
8b	50%	50%
8c	75%	25%

Note: Either **Alternative 3** or **Alternative 4** may be selected as preferred in combination with **Alternative 2** or **5**. If **Alternative 5** is selected alone, then the distribution would be equal among all vessels in each region. A hypothetical example for calculating the allocation resulting from these alternatives is provided in the discussion. For IFQ and PFQ programs, the units would be converted into shares, which are a percentage of the quota.

Discussion:

This action addresses how to divide the red snapper charter quota among charter vessels, given the selected approach in Action 1. As noted in Section 1.1, a separate action will be needed to determine the charter quota; that is, the portion of the federal for-hire component quota that will be assigned to the red snapper management program for charter vessels. This action is currently provided in Amendment 42 (Action 5), which would allocate a portion of the recreational ACL to the headboat program. The charter vessel quota would be determined by subtracting the ACL allocated to the headboats from the federal for-hire component ACL.

Depending on the allocation-based approach selected, this action distributes the quota as shares or allocation. That is, if an allocation-based approach is selected that uses both shares and annual allocation (IFQ or PFQ), this action addresses the initial apportionment of shares. Subsequently, annual allocation would be distributed based on the amount of shares held by a participant. If an allocation-based approach is selected that uses annual allocation, only, the allocation for PFAs or harvest tags would be recalculated each year, thereby reflecting annual changes in red snapper fishing activity and permit ownership. Unless determined otherwise, a PFA program would consist of an initial allocation each year, requiring an appeals process.

Detailed landings histories are available for vessels participating in the Southeast Region Headboat Survey (SRHS), but such information does not exist for charter vessels. As a result, individual vessels' catch histories cannot be used to apportion fishing privileges among participants. This action considers several approaches for distributing quota among charter vessels, by distributing the quota equally among all permit holders (**Alternative 2**), using passenger capacity (**Alternatives 3 and 4**), geographical region (**Alternative 5**), an auction (**Alternative 7**), or a combination of these approaches (**Alternatives 6 and 8**).

Alternatives 3, 4, and 6 propose quota distribution based on passenger capacity. Section 1.1 discusses the two types of passenger capacity, for the permit and for the vessel. Each charter vessel has a permit passenger capacity based on its for-hire permit, and a vessel passenger capacity, based on the vessel's certificate of inspection (COI), or lack thereof. Vessels without a COI are limited to carrying a maximum of six passengers. Prior to the 2004 moratorium on for-hire permits (GMFMC 2003), for-hire permits were open access. Thus, a permit's passenger capacity was equal to the passenger capacity specified on the vessel's COI. Since the moratorium was implemented, for-hire permits are limited access and the passenger capacity of each permit may not be increased, even if a permit holder transfers the permit to a vessel with a COI that allows a greater passenger capacity.

In most cases, the permit and vessel passenger capacities are the same. The majority of charter vessels have a permit passenger capacity of six; the vessel does not have a COI, thus limiting the number of paying passengers to six. However, there are cases where the permit's passenger capacity is greater than the vessel's passenger capacity, and vice versa. In the case of a vessel with a permit passenger capacity of six and a vessel passenger capacity of ten, the charter operator may take a maximum of six paying passengers fishing for reef fish, and may take ten paying passengers on non-fishing trips, such as dolphin watching tours. Even if transferred to another operator or vessel, this for-hire permit may never be used to take more than six paying

passengers fishing for reef fish. In the case of a vessel with a permit passenger capacity of ten and a vessel passenger capacity of six, the charter operator may take six paying passengers fishing for reef fish, only. However, the charter operator may transfer the permit to another operator or to another vessel, and after meeting the requirements to obtain a COI for a vessel passenger capacity of ten persons, the permit could be used to carry ten paying passengers to fish for reef fish. Thus, the Council will need to decide whether passenger capacity be defined as 1) each permit's passenger capacity or 2) the lower of the permit's or vessel's passenger capacity.

Alternative 5 provides two options to distribute quota based on geographic region. Tables 1.1.4 and 1.1.5 provide the estimated proportion of red snapper landings by charter vessels around the Gulf. The landings are provided for Alabama, Mississippi, Louisiana, and Texas, and for three regions of Florida: the Keys, the west Florida peninsula, and the Panhandle. As seen in the tables, red snapper are not landed uniformly by charter vessels around the Gulf. Charter vessels land very little red snapper in the Florida Keys and Mississippi, while charter vessels in the Florida Panhandle and Alabama land the majority of red snapper.

Two options are provided for the years on which to base the allocation. **Option 5a** would distribute the quota based on the average landings by region for the years 2003 through 2012, excluding 2010 landings. This timeframe uses the beginning of the for-hire permit moratorium (2003) through 2012. The year 2012 was the terminal date in the initial alternatives provided for the Council's consideration, and reflected the years used in an existing analysis on regional charter landings. **Option 5b** would distribute the quota using 50% of the average landings by region from 1986 – 2013, and 50% of the average percentage of landings by region from 2006 – 2013, excluding landings from 2010. This was the formula used to apportion the recreational red snapper ACL between the federal for-hire and private angling components in Amendment 40 (GMFMC 2014a). Both options would exclude landings from 2010, the year of the Deepwater Horizon MC252 oil spill.

Due to changes in data collection and fishing seasons, the terminal year provided for the historical landings options is 2012 or 2013. In 2013, the Louisiana Department of Wildlife and Fisheries began to use its own survey, the Louisiana Recreational Creel Survey (LA Creel), which ran alongside MRIP that year. In 2014, Louisiana withdrew from MRIP and landings estimates in 2014 are only available from LA Creel; there are no 2014 MRIP landings estimates for Louisiana, which includes the MRIP for-hire survey. In 2015, MRIP resumed in Louisiana alongside LA Creel in an attempt to validate and certify LA Creel. Also in 2014, the recreational fishing season for red snapper in federal waters was only nine days long, which severely restricted the ability of for-hire vessels to land red snapper. The establishment of separate for-hire and private angling fishing seasons for red snapper began in 2015, and the for-hire component's fishing season was 44 days long.

Alternative 6 provides options to combine the allocation approaches under **Alternative 2** (equal distribution among charter vessels), **Alternative 3** (passenger capacity), and **Alternative 5** (average landings by region). **Option 6a** would give equal weight to the three approaches, and the remaining options give greater weight to one approach, and equivalent weight to the remaining two approaches. Thus, **Option 6b** would distribute 50% of the quota equally among all charter vessels, and 25% each based on average landings by region and passenger capacity.

Option 6c would distribute 50% of the quota based on average landings by region, and 25% each equally among charter vessels and for passenger capacity. **Option 6d** would distribute 50% of the quota based on passenger capacity, and 25% each equally among all charter vessels and based on average landings by region.

Alternative 7 would distribute the quota using an auction. In the event a limited access privilege program (LAPP) is developed, the Magnuson-Stevens Fishery Conservation and Management Act (Magnuson-Stevens Act) requires that the Council shall consider, and may provide, if appropriate, an auction system or other program to collect royalties for the initial, or any subsequent, distribution of allocations in a LAPP (303A(d)).

Alternative 8 provides options to combine an auction with other selected approaches to the initial allocation of quota among charter vessels. **Option 8a** would distribute 25% of the quota by auction and 75% of the quota by the method selected among **Alternatives 2-5**, including respective options. **Option 8b** would distribute half of the quota by auction and the other half by the method selected among **Alternatives 2-5**; **Option 8c** would distribute 75% of the quota by auction and 25% by the method selected among **Alternatives 2-5**. If the Council were to pursue this approach, it would select as preferred both **Alternative 8** with an option, plus any combination from **Alternatives 2-5**.

In the Gulf's commercial IFQ programs, annual IFQ allocation is distributed and accounted for in pounds of fish. The Council may decide to distribute annual allocations in pounds of fish or in number of fish, based on an average weight of red snapper landed by the recreational sector. If number of fish are used, landings would need to be monitored to ensure that the weight of all landed fish does not exceed the quota. The recent Headboat Collaborative (HBC) pilot study used a quota set-aside to account for discrepancies between the estimated and actual average weight of red snapper. NMFS monitored the weight of landed fish during the season. These in-season weights were compiled every 2 – 4 weeks and compared to the pre-season weights. The HBC also distributed and used harvest tags for validation, but this was done within the HBC and outside of any NMFS oversight.

Hypothetical example of distributing quota among charter vessels

This example is provided to demonstrate how the quota distributed among charter vessels for **Alternatives 2-5** would be calculated; it does not provide the actual vessel quota that would result from the alternatives. Further, this example divides the quota into pounds based on the 2016 recreational red snapper quota. In a PFA or harvest tag program, the quota would be divided into pounds of allocation. In an IFQ or PFQ program, the quota would be divided into shares (a percentage of the quota), and the pounds of allocation would depend on the charter vessel quota for a given year.

The 2017 recreational quota for red snapper is 6.733 million pounds (mp). The federal for-hire component quota is 42.3% of the recreational quota, resulting in 2.848 mp. If the Council pursues separate management programs for the headboats and charter vessels, then the 2.848 mp for-hire quota will need to be divided between the two sub-components. For the purpose of this example, a buffer to the ACL (resulting in an annual catch target, ACT) is not used, and the for-hire quota is split based on headboats representing 12% of the recreational harvest of red snapper. Thus, the hypothetical allocation for the sub-components is 71.6% for charter vessels and 28.4% for headboats. This would result in a 2017 red snapper charter quota of 2.039 mp.

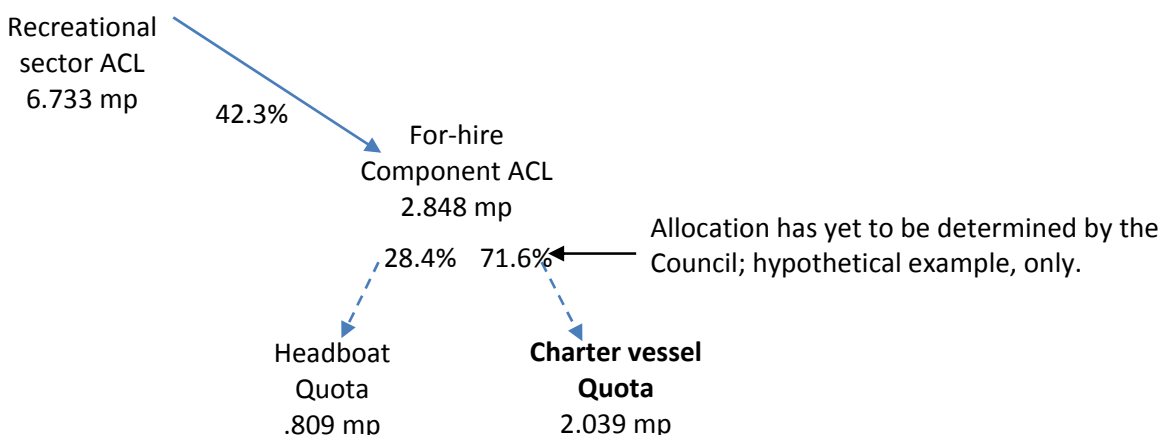


Figure 2.1.2.1. Diagram showing how the charter vessel quota would be calculated.

In this example, there are 1,250 charter vessels. 1,000 of these charter vessels have a passenger capacity of 6; they do not have a COI. 125 charter vessels have a passenger capacity of 10, and 125 charter vessels have a passenger capacity of 25. Thus, the total passenger capacity of charter vessels is 10,375.

Alternative 2 would distribute the charter quota equally among all participating charter permit holders. The 2.039 mp charter quota would be divided by the total number of charter vessels; 1,250 in this example. This would result in 1,631 lbs of red snapper allocated to each vessel.

For **Alternative 3**, the quota (2.039 mp) is divided by the total passenger capacity of all charter vessels (10,375), then multiplied by each passenger capacity to provide a number of pounds per

passenger capacity size. This results in 1,179 lbs for each 6-pack vessel (those without a COI); 1,965 lbs for each vessel with a passenger capacity of 10; and 4,913 lbs for each charter vessel with a passenger capacity of 25.

Alternative 4 apportions the quota using “tiers” of passenger capacity. Under **Option 4a**, the 1,000 charter vessels with a passenger capacity of 6 receive one unit of quota each; the remaining 250 charter vessels all have a passenger capacity greater than 6, and thus receive two units of quota, for a total of 1,500 units of quota. Given the 2.039 mp charter quota, each unit of quota would receive 1,359 lbs of allocation. Thus, charter vessels with a passenger capacity of 6 receive 1,359 lbs of quota each, and each of the remaining charter vessels with a larger passenger capacity would receive 2,718 lbs of quota.

Option 4b divides the passenger capacities into an additional tier. Again, the 1,000 charter vessels with a passenger capacity of 6 represent one unit of quota, each (1,000 units). The 125 charter vessels with a passenger capacity of 10 would represent two units of quota, each (250 units); and the 125 charter vessels with a passenger capacity of 25 would represent three units of quota, each (375 units), for a total of 1,625 units. Given the 2.039 mp charter quota, charter vessels with a passenger capacity of 6 would receive 1,255 lbs of quota; charter vessels with a passenger capacity of 10 would receive 2,510 lbs of quota; and charter vessels with passenger capacities of 25 would receive 3,765 lbs of quota.

Table 2.1.2.1. Comparison of Alternatives 3, 4a, and 4b using a hypothetical charter fleet.

Hypothetical charter fleet	Alternative 2	Alternative 3	Alternative 4 Option 4a	Alternative 4 Option 4b
Charter vessel quota 2.179 mp	1,250 total charter vessels	10,375 permitted passenger capacity on a given day	1,500 units of quota	1,625 units of quota
1,000 vessels (6 pass.)	1,631 lbs/vessel	1,179 lbs/vessel	1,359 lbs/vessel	1,255 lbs/vessel
125 vessels (10 pass.)	1,631 lbs/vessel	1,965 lbs/vessel	2,718 lbs/vessel	2,510 lbs/vessel
125 vessels (25 pass.)	1,631 lbs/vessel	4,913 lbs/vessel		3,765 lbs/vessel

Alternative 5 provides a geographic factor to apportioning the quota. That is, the distribution of fish could be weighted using the abundance of red snapper landings regionally. **Alternative 5** provides two options for different time series on which to base the allocation. For each option, the charter quota would be divided based on the average estimated landings for each region.

2.2 Section B – Fishing Quota Program (IFQ or PFQ)

Note: Actions in this section are only valid if Alternative 2, Option 2a or 2b is chosen in Action 1. Further, Alternative 1 (No Action) in the actions of this section assume that a fishing quota program (IFQ or PFQ) will be developed and are worded accordingly.

An IFQ program involves shares and allocation held by unique entities (e.g., individual(s), and/business(es), or combinations of individual(s) and business(es)) in this case, charter vessel permit holders. Permits in the Southeast Region can be held by an individual or business or multiple individuals and/or businesses. Shares would be distributed to each permit holder based on the alternative selected in Action 3. Those shares would represent a percentage of the quota assigned to the program. After the initial distribution, shares would be associated with the permit holder at the time of initial apportionment, but not the permit itself. Therefore, shares could be transferred separately from the permit, in accordance with any restrictions in the program. Each year, NMFS would distribute allocation to the entities holding shares; allocation would be determined by multiplying the shareholder percentage by the program's total quota.

A PFQ program involves shares and allocation associated with a permit, in this case federal for-hire permits that are *not* associated with vessels in the SRHS survey. In a PFQ system, the amount of shares assigned to a permit would be based on the alternative selected in Action 3. Those shares would represent a percentage of the quota for the program and allocation would be distributed to that permit holder at the start of the year. If the permit is transferred, the shares would transfer with the permit and now be associated with the new permit holder.

Shares refer to a set percentage of the quota. Shares are maintained annually by the shareholder or permit holder, unless transferred (sold).

Allocation refers to the amount of pounds of the quota represented by the shares (percentage of the quota) held. Unused allocation expires at the end of each year. Depending on options selected by Council, allocation in pounds may be translated to numbers of fish.

The allocation amount changes if the overall quota changes, while the amount of shares (as a percentage of the quota) remains the same.

The NMFS Southeast Regional Office (SERO)'s online Catch Shares Program system contains the Gulf commercial Red Snapper (RS-IFQ) and Grouper-Tilefish (GT-IFQ) IFQ programs, the Highly Migratory Species Bluefin Tuna Individual Bycatch Quota program, and the HBC Pilot Program (2014-2015). These programs are managed and accessed through an online accounting system, where all transactions are completed through the SERO Catch Share Programs website (<https://portal.southeast.fisheries.noaa.gov/cs/>), and are accessed using User IDs, passwords, and roles. A charter vessel IFQ or PFQ program could be incorporated into the current system,

which is explained in detail below. Entities would hold shares and allocation in accounts within the IFQ/PFQ system, and distribution, usage, and transfers would all be tracked by NMFS. Should the Council pursue a fishing quota program for charter vessels, a referendum among participants would likely be required to approve the program. The Magnuson-Stevens Act states, “the Gulf Council may not submit, and the Secretary may not approve or implement, a fishery management plan or amendment that creates an individual fishing quota program...unless such a system, as ultimately developed, has been approved by...a majority of those voting in the referendum among eligible permit holders with respect to the Gulf Council. For multispecies permits in the Gulf of Mexico, only those participants who have substantially fished the species proposed in to be included in the individual fishing quota program shall be eligible to vote in such a referendum.”

Further, the Magnuson-Stevens Act prohibits any person from participating in a LAPP that is not a U.S. citizen, corporation, partnership, or other entity established under the laws of the U.S. or any state, or a permanent resident alien. It also requires participants to meet the eligibility and participation requirements established by the program. For purposes of this amendment, all charter vessels, i.e., vessels with a for-hire permit that do not participate in the SRHS, would be eligible to participate in the program. The rest of the requirements would be developed in the actions in this section.

IFQ/PFQ System Structure

Information for the permit information management system (PIMS) and the IFQ/PFQ system are maintained in the Neptune database system at SERO and both systems access many of the same database files. The two systems are intricately intertwined, and information from the PIMS system informs the IFQ/PFQ system with respect to permit holder(s) and permit status and this in turn may place restrictions on activity within the charter program.

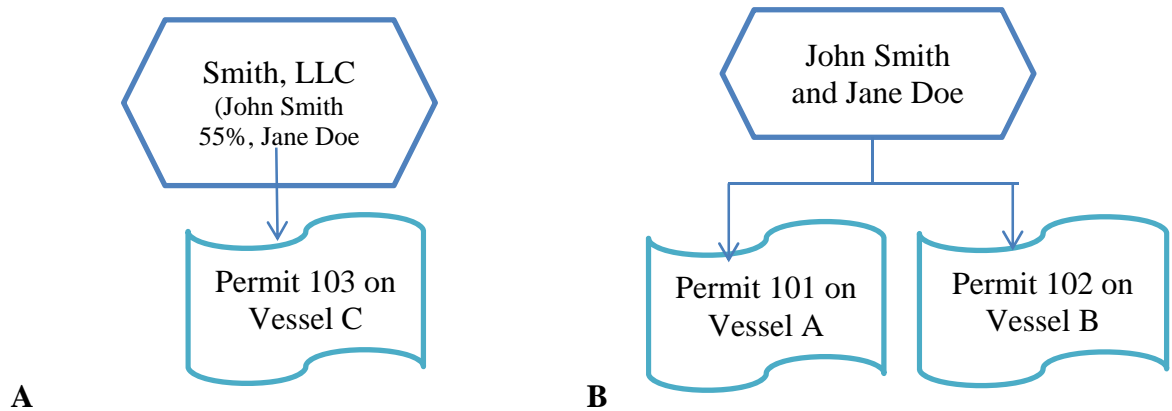
The charter IFQ/PFQ system would be a two-tiered system, with each permit holder(s) having a shareholder account and at least one vessel account. Shareholder accounts will be created for each *unique* permit holder(s) allowed to participate in the program and be assigned unique UserID and passwords. Permits in the Southeast Region can be held by an individual or business or multiple individuals and/or businesses. If any entity on a permit is not an individual (e.g. business, trust), then the Permits office would collect additional information to get to the individual-level ownership (e.g. shareholders, trustees, beneficiaries and percentage ownership). Any change to the permit holder(s), including adding or removing names to the existing permit holder(s), is considered a transfer of ownership for the permit, and therefore disconnect the permit from the IFQ account.

PIMS: Permit information management system

Permit holder(s): The unique set of entities listed on the permit; may include one or more individuals and/or organizations that include, but are not limited to, businesses, partnerships, companies, trusts, and non-profit groups.

Vessel accounts are directly linked to shareholder accounts. A vessel account would be created for each vessel that is associated with a valid permit to harvest red snapper. There may be multiple vessels associated with one shareholder account, if the permit holder(s) is the same for

each vessel. For example, John Smith and Jane Doe are the permit holders for two charter permits 101 and 102, associated with vessels A and B, respectively. John Smith and Jane Doe will have one shareholder account that would be linked with both permits 101 and 102, and the associated vessels. The company Smith, LLC is owned by John Smith and Jane Doe and the company holds permit 103 associated with vessel C. While the individual-level on both Smith LLC and John Smith/Jane Doe are the same, the permit holder(s) listed are different, so there are two separate shareholder accounts created (Figure 2.2.1). While individual-level information is not used in the creation of accounts, it is used in the calculation of caps.



A **Figure 2.2.1.** Example of a shareholder and vessel accounts. A) Permit-holder(s) is a company with one permit/vessel. Individual-level ownership information is shown below the company name. B) The permit-holder(s) are two individuals jointly owning multiple permits/vessels.

2.2.1 Action 4 – IFQs/PFQs: Transferability and Maintenance of Shares

Alternative 1: No Action. Do not allow the transfer of shares.

Alternative 2: An account must have a Charter/Headboat permit for Reef Fish to receive transferred shares and to maintain shares.

Alternative 3: An account must have a Charter/Headboat permit for Reef Fish to receive shares, but not to maintain shares once obtained (IFQ program, only).

Alternative 4: There are no restrictions on transferring or the maintenance of shares.

Discussion:

This action determines how the IFQ/PFQ shares can be transferred after the initial distribution of the shares. Transfer of shares would be permanent and the transferee would receive the allocation in subsequent years. In an IFQ, the shares are not attached to a permit and belong to the entities associated with the account; whereas, in a PFQ the shares are attached to the permit. For both the IFQ and PFQ, the associated allocation would be distributed to the account. The commercial IFQ programs do not currently have permit or participation requirements for holding shares. During the first 5 years of each commercial program, shares and allocation could only be transferred to permit holders, but could be maintained without a permit. As of 2012 for the RS-IFQ program and 2015 for the GT-IFQ program, anyone meeting the citizenship requirement can open an IFQ account and receive transferred shares or allocation. This provision could be added as an option under **Alternatives 2 and 3**.

Alternative 1 would be the most restrictive of the alternatives and not allow the transfer of shares. In this case, the initial distribution of IFQ/PFQ shares would be permanently assigned to the permit or account entity, and remain unchanged while the permit is valid. If the permit is transferred, then the shares would remain with the permit for a PFQ program. Prohibiting the transfer of shares may prevent an entity obtaining an excessive amount of shares, although share caps would ultimately also constrain the amount of shares held by an entity. Share caps would be necessary because an individual may be involved with more than one permit that has shares assigned to it. All alternatives would require the Council to determine a cap on shares to meet the requirements of the Magnuson-Stevens Act, as some individuals may hold a portion or all of multiple permits.

Both **Alternative 2** and **Alternative 3** would only allow the transfer of shares between accounts that hold a valid for-hire permit. In Amendment 42 the Council is currently considering whether to separate the for-hire permits or add an endorsement to the permit for headboat operation. This decision could impact the transferability of the shares. If the permits are separated, then the shares under these alternatives would likely be transferable to only the charter permits due to the program restrictions. However, if an endorsement is added to the permit for headboats or the permit is not split by the programs, then anyone with a for-hire permit could receive or maintain shares unless additional restrictions were implemented.

Alternatives 2 - 4 would require a system and protocol to be developed and implemented to handle the transfer of shares. **Alternative 2** would require the account holder to maintain a valid for-hire permit to keep the shares. This restriction would contribute to maintaining IFQ/PFQ shares in the hands of for-hire fishermen. The moratorium restricts the number of for-hire permits in the Gulf, and these permits can only be obtained from current participants. Thus the number of potential IFQ/PFQ accounts would be limited to the number of permits if **Alternative 2** is selected, but may increase if **Alternatives 3 or 4** are selected, as past accounts could maintain their shares without holding a permit.

Alternative 3, under an IFQ program does not require the account holder to keep the for-hire permit after receiving transferred shares or the initial distribution of shares to maintain the shares. But, the participant would not be able to harvest the allocation received from the shares unless they procured another for-hire permit. The individual would be able to transfer these shares to another participant with a valid for-hire permit.

Alternative 4 would be the least restrictive and allow any U.S. citizen or permanent resident alien to purchase and maintain shares. While shares of red snapper could be transferred to a person or entity without a for-hire permit, the fish could not be legally harvested without procuring a for-hire permit, or transferring the shares to a permit holder. Transfer of shares allows consolidation and effort reduction in the fishery; on the other hand, anyone could enter the fishery as a shareholder, including new fishermen, investors, or fishermen in other fisheries. However, fishing communities may react negatively to any increase in absentee ownership. Fully public participation would also allow transfer to individuals who may not intend to use IFQ/PFQ allocation in support of the fishing industry or they may use the associated allocation for their own personal gain. For example, a private angler could buy shares and then transfer allocation to a person with the for-hire permit to take them out fishing to harvest the associated red snapper.

2.2.2 Action 5 – IFQs/PFQs: Transferability of Allocation

Alternative 1: No Action. Do not allow the transfer of allocation among participants.

Alternative 2: Allocation can be transferred to any accounts in the program. The account receiving the allocation must have a Charter/Headboat permit for Reef Fish.

Alternative 3: Allocation can be transferred to any account in the program. The account receiving the allocation does not need to have a Charter/Headboat permit for Reef Fish.

Alternative 4: There are no restrictions on the transfer of allocation.

Note: A for-hire permit would still be required for landing red snapper from the charter quotas.

Discussion:

This action determines how the IFQ/PFQ allocation can be transferred. Transferring allocation refers to the buying, selling, or trading of the fish associated with the shares. Allocation would be distributed to the account at the beginning of the fishing year for either an IFQ or PFQ system based on the shares held by that account/permit. This action does not require provisions for divestment of allocation due to a transferred or expired permit as allocation expires at the end of each year.

Alternative 1 would be the most restrictive of the alternatives. Allocation would be distributed at the beginning of the year to accounts and no transfers of allocation would be allowed. Therefore, no account could obtain any additional allocation. Obtaining extra allocation during the year is often desirable if a participant uses all of their allocation before the end of the year. If red snapper were caught incidental to fishing for other species, allocation could not be obtained and those red snapper would need to be discarded. Restricting the transfer of allocation would also inhibit the achievement of optimum yield, as those pounds that may have been harvested by a different account holder would go unused. For example, allocation belonging to an account holder whose permit expires mid-year would remain unused for the year.

Alternatives 2 - 4 would require a system and protocol to be developed and implemented to handle the transfer of allocation. Allowing the transfer of allocation would be beneficial for participants who use all of their allocation before the end of the year to enable them to accommodate additional trips to harvest red snapper. **Alternative 2** would require a participant receiving allocation to have a for-hire permit. This restriction would contribute to maintaining IFQ/PFQ shares in the hands of charter vessel operators. The moratorium restricts the number of for-hire permits in the Gulf, and these permits can only be obtained from current permit holders.

With **Alternative 3**, any account could receive allocation even without a for-hire permit. However, accounts holding allocation without an associated permit cannot harvest the associated fish. Program requirements would need to be set to determine who could open an IFQ account. The commercial IFQ programs do not currently have permit or participation requirements for holding or receiving allocation. During the first five years of each commercial program,

allocation could only be transferred to accounts with associated permits, but now anyone meeting the citizenship requirement can open an IFQ account and receive transferred allocation. A permit is still required to harvest for-hire red snapper.

Alternative 4 would be the least restrictive and allow any U.S. citizen or permanent resident alien to obtain an account and receive allocation. While allocation of red snapper could be transferred to an account without a for-hire permit, the fish could not be legally harvested without procuring a for-hire permit.

In addition, if red snapper were caught incidentally while fishing for other species, allocation could be obtained to keep those fish and possibly decrease dead discards. Fully public participation would also allow transfer to individuals who may not intend to use IFQ/PFQ allocation in support of the fishing industry or they may use the associated allocation for their own personal gain. For example, an avid private angler could buy shares or allocation and then transfer allocation to a person with the for-hire permit to take them out fishing to harvest the associated red snapper.

2.2.3 Action 6 – IFQs/PFQs: Caps on Shares

Alternative 1: No Action. Do not cap the amount of shares that one participant can hold.

Alternative 2: No participant may hold shares equaling more than the maximum shares issued during initial apportionment for a participant (as defined in Action 2).

Alternative 3: No participant shall own shares which comprise more than x% of the total charter vessel quota.

Notes: The Magnuson-Stevens Act precludes any individual, corporation, or other entity from acquiring an excessive share of LAPP privileges. The Council should establish share caps to prevent any participant from acquiring an excessive share of fishing privileges. Allocation caps must also be considered.

Discussion:

The Magnuson-Stevens Act, in Section 303A(c)(5)(D), requires that LAPPs include provisions to prevent privilege holders from acquiring an excessive share of the total limited access privileges in the program, to prevent monopolies from developing. National Standard 4 similarly requires that an allocation of fishing privileges be carried out in such a manner to prevent a particular participant from acquiring an excessive share. To comply with these mandates, an IFQ or PFQ program must set a cap on share ownership. No person, including a business or other entity (e.g., a trust), may individually or collectively hold shares in excess of the amount determined in **Alternatives 2** or **3**. For the purposes of considering the share cap, an entity's share is determined by adding the applicable shares held by the entity for all accounts associated with that entity. If an entity is involved with a business, the percentage of ownership in that business is applied to that entity's share cap. The lower the cap is set, the more likely the current

makeup of the participants by size of operation will be maintained and community structure will be supported. However, if the cap is too low, efficiency will be impaired and the fleet may decrease over time, due to the limited access permit, restrict the fleet's ability to harvest the full quota. Share caps would also be needed with a PFQ program and may prevent the transferability of a permit to a permit holder if the combined shares/allocation of the permits exceeds the share cap.

Based on the provisions, **Alternative 1** would not meet the requirements of the Magnuson-Stevens Act as it would not constrain a participant from acquiring an excessive amount of shares. National Standard 4 states that management measures should be "carried out in such a manner that no particular individual, corporation, or other entity acquires an excessive share" of fishing privileges. Without a share cap, accumulation of excessive shares could not be prevented, shares could become concentrated among only a few participants, and those participants could gain excessive market power. National Standard 8 requires management measures take into account sustained participation of fishing communities. If IFQ/PFQ shares accumulate with only a few participants, the structure of the fleet and its relationship to communities will be disrupted. Conversely, consolidation of shares would increase the efficiency of the fishery, consistent with National Standard 5. Fewer vessels in the fishery would result in lower overall operational costs.

Alternative 2 would cap the shares of a participant to the maximum amount initially distributed to an entity, individually and collectively. However, the maximum cap would also need to account for entities with multiple permits. If the Council selects Alternative 4 in Action 3, then this **Alternative 2** regarding caps could be modified to account for the tiers and restrict a participant to the share cap for their respective tier. Under Action 3, Alternative 5, the cap on shares would be relative to the greatest average landings history for the selected time period by geographic region. Or, the greatest overall average landings could be used as the cap. Based on the average regional red snapper landings in Table 1.1.5, the FLW- Panhandle landings would establish the highest cap. For reference, the red snapper commercial IFQ program has a cap of 6.0203% based on the maximum share holdings at the initial distribution of shares.

Alternative 3 would set an appropriate maximum percentage for the cap share. Figure 2.2.3.1 provides an example for calculating the cap on shares for an IFQ and PFQ program. These examples include partial ownership of permits for the calculation. The appropriate percentage and subsequent options can be determined after further decisions and data analysis are available regarding the landings and distribution methods, and transferability of shares or allocation.

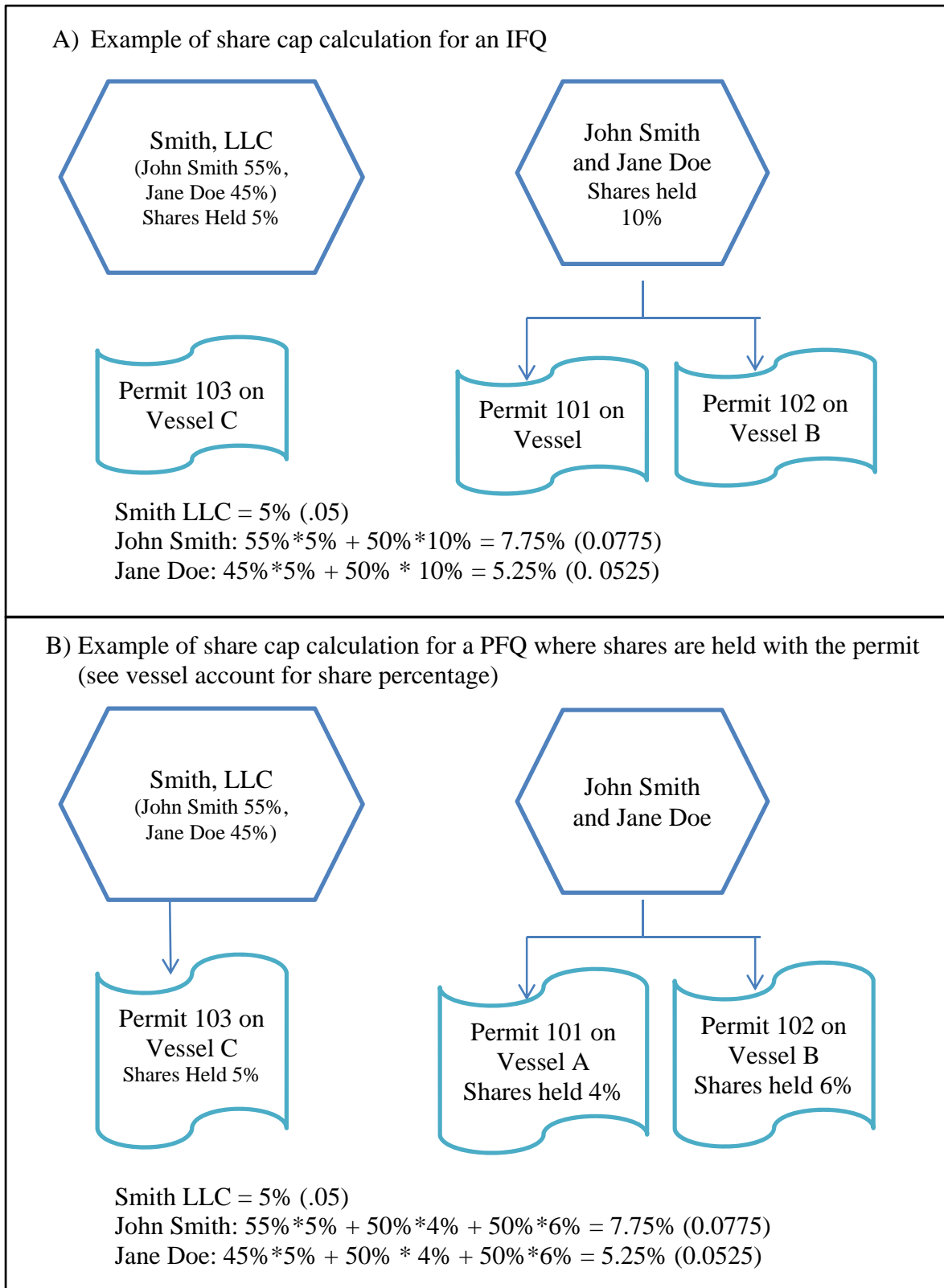


Figure 2.2.3.1. Examples of share cap calculations.

2.3 Section C – Permit Fishing Allocation Program

Note: Actions in this section are only valid if Alternative 3 is selected in Action 1. Further, Alternative 1 (No Action) in the actions of this section assume that a permit fishing allocation (PFA) program will be developed and are worded accordingly.

A PFA program involves annually calculating allocation associated with a permit. In a PFA system, the amount of allocation assigned to a permit would be based on the alternative selected in Action 3. Those allocations would represent a percentage of the quota for the program and would be distributed to that permit holder at the start of the year. If the permit is transferred, the allocation would transfer with the permit and now be associated with the new permit holder. If the PFA program allows participants to opt out (Action 2, Alternative 2) on a yearly basis (Option 2b) or every three years (Option 2c), then considerations for the initial distribution of allocation and potential transfer of permits should be addressed in the development of the program. In addition, a policy for the transfer of allocation and caps on allocation should be established as considered in Action 7 and Action 8.

A charter PFA program could be incorporated in the current system, which would be similar to the IFQ system and is explained below. Entities would hold allocation in accounts within the PFA system, and distribution, usage, and transfers would all be tracked by NMFS.

Until determined otherwise, a PFA program would likely be considered an IFQ program for charter vessels and a referendum among participants would likely be required for the Council to approve the program. The Magnuson-Stevens Act states, “the Gulf Council may not submit, and the Secretary may not approve or implement, a fishery management plan or amendment that creates an individual fishing quota program...unless such a system, as ultimately developed, has been approved by...a majority of those voting in the referendum among eligible permit holders with respect to the Gulf Council. For multispecies permits in the Gulf of Mexico, only those participants who have substantially fished the species proposed in to be included in the individual fishing quota program shall be eligible to vote in such a referendum.”

Further, the Magnuson-Stevens Act prohibits any person from participating in a LAPP that is not a U.S. citizen, corporation, partnership, or other entity established under the laws of the U.S. or any state, or a permanent resident alien. It also requires participants to meet the eligibility and participation requirements established by the program. For purposes of this amendment, all charter vessels, i.e., vessels with a for-hire permit that do not participate in the SRHS, would be eligible to participate in the program. The rest of the requirements would be developed in the actions in this section.

PFA System Structure

A PFA program would require a system structure similar to the IFQ/PFQ system structure described in Section B. Information for the PIMS and the PFA system are maintained in the Neptune database system at SERO and both systems access many of the same database files. The two systems are intricately intertwined, and information from the PIMS system informs the

PFA system with respect to permit holder(s) and permit status and this in turn may place restrictions on activity within the charter program.

The charter PFA system would be a two-tiered system, with each permit holder(s) having a participant account and at least one vessel account. Participant accounts would be created for each *unique* permit holder(s) allowed to participate in the program and be assigned unique UserIDs and passwords. Permits in the Southeast Region can be held by an individual or business or multiple individuals and/or businesses. If any entity on a permit is not an individual (e.g., business, trust), then the Permits office would collect additional information to get to the individual-level ownership (e.g., trustees, beneficiaries, and percentage ownership). Any change to the permit holder(s), including adding or removing names to the existing permit holder(s), is considered a transfer of ownership for the permit, and therefore disconnect the permit from the PFA account. Updating ownership information for a permit holder who is not an individual (e.g., business, trust) would not result in a permit transfer, as the permit holder has not changed.

Vessel accounts are directly linked to participant accounts. A vessel account would be created for each vessel that is associated with a valid permit to harvest red snapper. There may be multiple vessels associated with one participant account, if the permit holder(s) is the same for each vessel. An example is provided in Section B Figure 2.2.1. While individual-level information is not used in the creation of accounts, it would be used in the calculation of caps.

Participant and vessel accounts have different functions. The participant account's main function is to hold, view, or transfer allocation in *both* the participant and vessel(s) accounts. Allocation would be associated with the participant accounts. For a PFA system, the allocation would be directly associated with the permit, which in turn is associated with the participant account. Under a PFA, if the permit is transferred, then the allocation would also transfer to the new permit holder(s) and associated participant account. Allocation would be distributed to the participant or vessel account at the start of the year. The participant can then distribute allocation to the vessel(s) associated with the account or transfer allocation to another participant account or another participant's vessel account, if selected by the Council in Action 7.

Considerations for PFA Distribution of Allocation

The distribution of allocation to the participant's account would occur near the beginning of the fishing year. Several factors would influence the logistics and required time to calculate and distribute the allocation including the options selected for program participation and distribution of allocation. For example, in the Crab Rationalization program in the Alaska region applicants must submit their application for allocation by June 15 each year. This program typically contains around 500 participants. Once participants submit an application, they are not allowed to transfer permits for the remainder of the year. If the Council allows participants to opt out of the PFA program (Action 2) on a yearly (Option 2b) or every three years (Option 2c), then the number of participants would fluctuate. The change in number of permits from opting out and expired/invalid status would also need to be accounted for when calculating the distribution of allocation for Action 3, Alternatives 2, 3, 4, 5, and 7.

Unless determined otherwise, distribution of allocation under Action 2, Options 2b or 2c would be considered an initial distribution, which requires an associated appeals process through the NMFS National Appeals Office, as discussed in Section 2.5. The appeals process would add a minimum additional 90 days to the time needed to calculate the allocations and needs to be considered when determining a deadline or control date for the PFA program. The Alaska Crab Rationalization program distributes allocation annually based on applicants' submissions and incorporates a timeline to satisfy the appeals process each year.

If the Council selects a method of distribution (Action 3) that would require the recalculation of allocation each year (Alternatives 3, 4, 5, or 6), then a timeline would need to be implemented to ensure the timely distribution of the allocation. If the Council defines the passenger capacity as the permit baseline passenger capacity for fishing activities, then Action 3 Alternatives 3 and 4 would not require additional time for calculations since the passenger capacity would remain the same for the permits each year. However, if the Council bases the passenger capacity on the USCG COI or the lesser passenger capacity, then the passenger capacity associated with a permit may fluctuate based on the COI of the associated vessel.

The deadline would also be necessary to insure accurate homeport and COI information in the permits database. While permit holders are required to annually renew the charter permit and complete the permit application form, it may be necessary to emphasize the need for accurate updated information for the homeport and COI. Selecting a distribution method that relies on regional landings history (Action 3, Alternatives 5 and 6) could assign a vessel to the incorrect region if the homeport information is not updated and accurate. As discussed in Section 1 (Table 1.1.1), some of the current vessel homeports are in non-Gulf States which could impact the accuracy of the allocation distribution. Furthermore, permit renewals are processed throughout the year and expiration dates are determined by the primary permit holder's birthdate or date of incorporation.

Calculations will also be complicated by allocation caps. Magnuson-Stevens Act 303(A)(c)(5)(D) requires that in developing a LAPP the Council ensure that participants do not acquire an excessive share of the total limited access privileges in the program by establishing a maximum share, expressed as a percentage of the total limited access privilege that a participant can hold, acquire, or use. National Standard 4 similarly requires that an allocation of fishing privileges be carried out in such a manner to prevent a particular participant from acquiring an excessive share of such privileges. An allocation cap would be required to comply with these mandates. Allocation caps are monitored at the individual and collective levels. Calculations of annual allocation may have to be recalculated if any individual or collective exceeds the cap. Rules for recalculation to ensure no one individually or collectively exceeds the cap would need to be established. Calculation of the annual distribution may be an iterative process, if the amount that exceeded the cap was redistributed which then resulted in another individual or collective exceeding the cap.

In addition, if the program is voluntary, an annual deadline would need to be established to determine which permits would be participating in the PFA program to allow NMFS to begin calculating the following year's distribution of allocation. By the established date, participants not wanting to participate in the program (Action 2, Alternative 2) would need to submit the

designated form opting out of the program. If the permit holder opts out of the PFA program, no allocation would be distributed to that permit. If the permit holder then transfers the permit to another person, the permit would not be eligible to reenter the program until the next fishing year (Option 2b) or third year (Option 2c). Over the past five years (2011-2015) approximately 16% to 23% of for-hire permits are transferred annually which could further complicate the PFA program distribution of allocation. The Crab Rationalization program prohibits the transfer of permits after their application deadline, but if this is implemented in the Gulf it may have unintended consequences.

2.3.1 Action 7 – PFA: Transferability of Allocation

Alternative 1: No Action. Do not allow the transfer of allocation among participants.

Alternative 2: Allocation can be transferred to any account in the program. The account receiving the allocation must have a Charter/Headboat permit for Reef Fish and endorsement.

Alternative 3: There are no restrictions on the transfer of allocation.

Note: A Gulf for-hire reef fish permit and endorsement would still be required for landing red snapper from the charter quotas.

Discussion:

This action determines how the PFA allocation can be transferred. Transferring allocation refers to moving allocation from one participant account to another participant account and is typically thought of in terms of buying, selling, or trading of the fish or allocation. Allocation would be distributed to the account at the beginning of the fishing year based on the calculation method selected in Action 3. This action does not require provisions for divestment of allocation due to a transferred or expired permit as allocation expires at the end of each year. For all alternatives that allow the transfer of allocation, if an allocation cap is selected within the program, this may limit the transferability of allocation to an account at or near the cap.

Alternative 1 would be the most restrictive of the alternatives. Allocation would be distributed at the beginning of the year to accounts and no transfers of allocation would be allowed. Therefore, no account could obtain any additional allocation. Obtaining extra allocation during the year is often desirable if a participant uses all of their allocation before the end of the year. If red snapper were caught incidental to fishing for other species, allocation could not be obtained and those red snapper would need to be discarded. Restricting the transfer of allocation would also inhibit the achievement of optimum yield, as those pounds that may have been harvested by a different account holder would go unused. For example, allocation belonging to an account holder whose permit expires mid-year would remain unused for the year.

Alternatives 2 - 3 would require a system and protocol to be developed and implemented to handle the transfer of allocation. Allowing the transfer of allocation would be beneficial for participants who use all of their allocation before the end of the year to enable them to

accommodate additional trips to harvest red snapper. **Alternative 2** would require a participant receiving allocation to have a for-hire permit. This restriction would contribute to maintaining PFA allocation in the hands of charter vessel operators. The moratorium restricts the number of for-hire permits in the Gulf, and these permits can only be obtained from current permit holders.

Alternative 4 would be the least restrictive and allow any U.S. citizen or permanent resident alien to obtain an account and receive allocation. While allocation of red snapper could be transferred to an account without a for-hire permit, the fish could not be legally harvested without procuring a for-hire permit.

2.3.2 Action 8 – PFA: Caps on Allocation

Alternative 1: No Action. Do not cap the amount of allocation that one participant can hold.

Alternative 2: No participant may have allocation equaling more than the maximum allocation issued during initial apportionment for a participant (as defined in Action 3).

Alternative 3: No participant may have allocation equaling more than x% of the total charter vessel quota.

Discussion:

The Magnuson-Stevens Act, in Section 303A(c)(5)(D), requires that LAPPs include provisions to prevent privileges holders from acquiring an excessive share of the total limited access privileges in the program, to prevent monopolies from developing. National Standard 4 similarly requires that an allocation of fishing privileges be carried out in such a manner to prevent a particular participant from acquiring an excessive share of such privileges. To comply with these mandates, a PFA program would need an allocation cap. No person, including a business or other entity (e.g., a trust), may individually or collectively hold allocation in excess of the amount determined in **Alternatives 2** or **3**. For the purposes of considering the cap, an entity's share is determined by adding the applicable allocation held by the entity for all accounts associated with that entity. If an entity is involved with a business, the percentage of ownership in that business is applied to that entity's share cap. The lower the cap is set, the more likely the current makeup of the participants by size of operation will be maintained and community structure will be supported. However, if the cap is too low, efficiency will be impaired. Low efficiency and/or fleet decreases over time due to the limited access permit, may restrict the fleet's ability to harvest the full quota. Caps may prevent the transferability of a permit to a permit holder if the combined allocation of the permits exceeds the cap.

Based on the provisions, **Alternative 1** may not meet the requirements of the Magnuson-Stevens Act as it would not constrain a participant from acquiring an excessive amount of allocation. National Standard 4 states that management measures should be "carried out in such a manner that no particular individual, corporation, or other entity acquires an excessive share" of fishing privileges. Without a share cap, accumulation of excessive allocation could not be prevented, allocation could become concentrated among only a few participants, and those participants

could gain excessive market power. National Standard 8 requires management measures take into account sustained participation of fishing communities. If PFA program allocation accumulates with only a few participants, the structure of the fleet and its relationship to communities will be disrupted. Conversely, consolidation of allocation would increase the efficiency of the fishery, consistent with National Standard 5. Fewer vessels in the fishery would result in lower overall operational costs.

Alternative 2 would cap the allocation of a participant to the maximum amount initially distributed to an entity, individually and collectively. If the Council selects Alternative 4 in Action 3, then this **Alternative 2** regarding caps could be modified to account for the tiers and restrict a participant to the share cap for their respective tier. Under Action 3, Alternative 5, the cap on allocation would be relative to the greatest average landings history for the selected time period by geographic region. Or, the greatest overall average landings could be used as the cap. Based on the average regional red snapper landings in Table 1.1.5, the FLW- Panhandle landings would establish the highest cap. For reference, the red snapper commercial IFQ program has a cap of 6.0203% based on the maximum share holdings at the initial distribution of shares.

Alternative 3 would set an appropriate maximum percentage for the cap allocation. The appropriate percentage and subsequent options can be determined after further decisions and data analysis are available regarding the landings and distribution methods, and transferability of allocation.

2.4 Section D – Harvest Tag Program

Note: Actions in this section are only valid if Alternative 4 is selected in Action 1. Further, Alternative 1 (No Action) in the actions of this section assume that a harvest tag program will be developed and are worded accordingly.

Harvest tags could be used as a stand-alone allocation-based management approach, or as an enforcement and validation tool in conjunction with another allocation-based program. These actions explore use of harvest tags as a stand-alone program. Generally wildlife management programs and a majority of fisheries harvest tag programs exist to improve catch and effort information. However, several programs use tags to control harvest. Typically natural resource agencies use harvest tags in conjunction with other restrictions such as seasons or allowable types of hunting gear (Johnston et al. 2007).

Unlike hunting tag programs, relatively few fishing tag programs, except North Carolina billfish and Florida tarpon use tags to institute hard harvest caps (Johnston et al. 2007). These limits are likely not binding for the majority of anglers, but constrain landings by some and thereby contribute to limiting total catch. Probably the most well-known recreational tag program in the southeast is the tarpon fishery in Florida. Tarpon tags in the state of Florida are capped at approximately 2,500, but only roughly 300-400 are actually issued each year, because of the education and outreach program discouraging retention of tarpon and the cost of the tags are relatively high and the fish is of low food value.

Harvest tags would be used for granting harvest privileges and controlling landings (Johnston et al. 2007). A harvest tag program would involve the distribution of paper documents or physical tags. If a physical tag were used the angler possessing the tag would be allowed to retain an individual fish per tag. After capture, the tag must be affixed to the fish, thereby identifying the individual fish as legally caught, and preventing the tag from being used to catch additional fish. If a paper tag were used it could have the expiration date based on the day the angler intended to harvest the fish. Depending on the program developed, paper tags would probably provide anglers with less flexibility than physical tags. For example if the angler did not land a red snapper that day for whatever reason (e.g., weather) the paper tag would expire; whereas, physical tags could last the whole year or through a fixed season length. The allocation and resulting number of harvest tags would be determined by the Council in Action 3. If the Council pursues the use of harvest tags a mechanism for distributing the tags to participants would need to be determined. Similarly, a data collection program would also need to be developed for this type of management program, either through this amendment or another regulatory document.

The number of harvest tags available each year would be determined by the amount of the charter for-hire quota, divided by the average weight of red snapper landed on charter vessels. New tags would be distributed at the beginning of each year and if there were any unused tags at the end of the year they would be forfeited. It is estimated that a large number of tags would be needed based on the number of for-hire permits held by charter vessels in the Gulf. The number of tags would depend on the average weight of landed red snapper. Using the 2017 federal for-hire component's ACT of 2.278 mp whole weight (ww) as an example, if the average weight of a

landed red snapper were to be 6 lbs ww, 379,666 tags would be needed. If the average weight of a landed red snapper were to be 8 lbs ww, 284,750 tags would need to be distributed.

A harvest tag program could provide charter operators and their passenger anglers with greater flexibility as to when red snapper could be landed. However, it should not be assumed that all participating vessels would receive a quantity of tags they feel is sufficient to meet their angling clients' needs.

2.4.1 Action 9 – Harvest Tags: Transferability

Alternative 1: No Action. Harvest tags may not be transferred.

Alternative 2: Harvest tags may be transferred by surrendering them to a NMFS tag bank from which other program participants may obtain the tags by:

Option a: lottery

Option b: auction

Alternative 3: Harvest tags may be transferred to any other participant in the program.

Alternative 4: There are no restrictions on the transferability of harvest tags.

Discussion:

The alternatives in this action range from least to most flexible based on the type of program the Council might want to move forward developing. Johnston et al. (2007) suggest as managers increase the transferability and durability of the rights conferred by harvest tags, they become more akin to stronger rights-based programs associated with allocation-based fisheries management such as shares and allocation. Durability is defined as the length of time the tag is valid and may or may not allow transferability. This suggests after tags are distributed, if the Council decides they want to restrict or not allow transferability of the harvest tags, the rights conferred by tags are typically more attenuated than those conferred by IFQs in commercial fisheries (Johnston et al. 2007). Further, Johnston et al.'s (2007) review of recreational programs that use harvest tags found that none of the programs allow resale of tags (i.e., transfer of tags). If the Council decides to move forward with such a harvest tag program the tradeoff between the range of alternatives regarding transferability and caps actions would be relative to the program design. Once harvest tags are distributed, **Alternative 1** would not allow any transfer of the harvest tag. If the Council selected this action as preferred, a mechanism for identifying participants such as the vessel permit on the harvest tag may be necessary for enforcement and monitoring purposes.

Alternative 2 would allow the transfer of harvest tags by charter operators that do not intend to use them. The tags would be transferred to a NMFS tag bank and two options for redistribution are provided. Other program participants could obtain the tags either by lottery (**Option a**) or auction (**Option b**). The Council may choose to use an auction to redistribute transferred tags

even if an auction is not selected as the preferred method of distributing quota to charter vessels in Action 3.

In wildlife management, lotteries (**Option a**) have been used to distribute hunting tags when the demand for the resource exceeds sustainable harvest. Johnston et al. (2007) suggest that some hunting lotteries use “limited harvest with enhanced lottery rationing” to enhance the likelihood that repeat applicants who may have been unsuccessful in prior lotteries will be/could be rewarded with tags in the future. For example, some states that use lottery systems for wildlife management set up a point system for lottery applicants. This process increases the probability that lottery applicants that have not previously received harvest tags will have a greater probability of receiving them in the future ensuring that tag allocation is equitable (Johnston et al. 2007).

Auctions (**Option b**) often represent market or price-based sale of harvest tags based on the highest bidder’s willingness to pay. Johnston et al. (2007) state auctioning of hunting rights in wildlife management typically helps states generate revenue; however, due to equity concerns some states may only hold a portion of all available tags for auction. If the Council moves forward with **Option b** for redistributing surrendered harvest tags, only a portion of tags available in the program (i.e., surrendered tags) would be auctioned thereby avoiding the equity concerns from auctioning the entire quota.

Alternative 3 would allow harvest tags to be transferred to any other participant in the program as specified in Action 2. The Council has not discussed if this could be done one time or multiple times throughout the fishing season based on needs of the anglers. In Oregon, wildlife managers allow recreational anglers to give away pink snapper tags. It should be noted that the price of the tag compared to Florida’s tarpon tags are lower (Johnston et al. 2007).

Alternative 4 would be the most flexible alternative as there would be no restrictions on the transferability of harvest tags. If the Council selected this alternative as preferred it would allow anglers that participate in this program to have the greatest flexibility.

2.4.2 Action 10 – Harvest Tags: Caps

Alternative 1: No Action. There is no cap on the amount of harvest tags that a participant can hold.

Alternative 2: No participant may hold more harvest tags than represented by x% of the total charter vessel quota at any point in time.

Alternative 3: No participant may hold and/or use more than x% of the total charter vessel quota cumulatively throughout a calendar year.

Alternative 4: No participant may hold harvest tags equaling more than the maximum number of tags issued to any one participant during the quota apportionment (as defined in Action 3).

Discussion:

Similar to a PFA management program, a harvest tag program will not use shares. Rather, allocation will be distributed at the beginning of each year. At the end of the year, any unused allocation in the form of harvest tags is forfeit, and the next year's allocation is distributed. To be consistent with Section 303A(c)(5)(D) and the National Standard 4 mandate to prevent a limited access privilege holder from acquiring an excessive share of the total fishing privileges, this action considers establishing a cap on the amount of allocation (harvest tags) that may be held or used by a program participant. Without a cap, accumulation of excessive allocation could possibly occur, such that a small number of participants would gain excessive market power. Because unused allocation expires at the end of each year and if the Council does not allow allocation to be transferred among vessels, caps on vessel allocation may not be necessary, depending on the method of initial allocation. For example, if vessel allocation is distributed by auction, allocation caps may be necessary.

Under **Alternative 1** (No Action), there would be no cap placed on the amount of red snapper harvest tags that a program participant could possess or use. This would not be consistent with the Magnuson-Stevens Act which requires that a LAPP not allow a participant to acquire an excessive share of harvest privileges (Section 303A(c)(5)(D)).

The Magnuson-Stevens Act does not define the magnitude of an “excessive share” of harvest privileges. Further Council discussion is needed to determine the range of caps on harvest tags (as a proportion of the quota) to consider in this action. The difference between **Alternatives 2** and **3** concerns the time frame for which the allocation cap will be measured. **Alternative 2** would specify the maximum amount of charter vessel quota that could be held at any point in time, while **Alternative 3** specifies the maximum amount of charter vessel quota that could be held by a participant cumulatively throughout the year. **Alternative 4** would establish the cap for harvest tags as the maximum number of tags issued to any one program participant at the time the quota is apportioned. Thus, the amount of harvest tags on which the cap would be set under **Alternative 4** could change each time the distribution of harvest tags is calculated.

2.5 Other Actions for an Allocation-based Program

Should the Council decide to develop an allocation-based approach, additional actions would be needed and may include the following:

Accountability Measures – In the event the charter quota is exceeded, additional accountability measures may be needed. Further, the recreational sector’s harvest of red snapper, including by for-hire permitted vessels, is managed toward an annual catch target (ACT). The ACT is a buffer set 20% below the ACL. The actions provided in this amendment do not currently propose to change the ACT. Depending on the allocation-based management program developed through this amendment, as well as data reporting changes made through the Modifications to Charter Vessel and Headboat Reporting Requirements Generic Amendment, the Council may wish to evaluate the recreational sector ACT for for-hire permitted vessels. Modifying or removing the ACT would require action by the Council.

Appeals Process – Following the initial apportionment of quota in an allocation-based management approach, some eligible participants may be wrongfully omitted from the initial distribution or may receive less than the initial allocation they were entitled to. An appeals process would be needed to correct these oversights.

An appeals process provides a procedure for resolving disputes regarding initial eligibility and distribution of shares and allocation. In the past, the Council has implemented regulatory actions in a number of fisheries that have included an appeals process for eligibility determinations, including Amendment 29 which established the GT IFQ program. In each instance, the Council has utilized a virtually identical process. Because the process has been consistent and has worked well in different circumstances, excessive consideration of other options for appeals is not necessary.

In accordance with Section 303A(c)(I) of the Magnuson-Stevens Act, an appeals process will be established to provide a procedure for resolving disputes regarding initial distribution of shares or allocation. A small percentage of quota may be set aside at the beginning of the program to cover potential successful appeals. Items subject to appeal are eligibility to participate, the accuracy of the amount of landings, and the correct assignment of landings to the permit owner. Appeals based on hardship factors will not be considered. NMFS records of federal charter/headboat permits for reef fish constitute the sole basis for determining ownership of such permits. Appeals will be processed by the NMFS National Appeals Office and will be governed by the regulations and policy of the National Appeals Office at 15 CFR Part 906. Appeals must be submitted to the National Appeals Office no later than 90 days after the date the initial determination is issued. Appeals must contain documentation supporting the basis for the appeal. The Regional Administrator will review, evaluate, and render final decision on appeals.

Cost Recovery Fees – The Magnuson-Stevens Act requires that LAPPs established by a Council include a program of fees paid by limited access privilege holders to cover the costs of management, data collection and analysis, and enforcement of the LAPP. In a potential charter for-hire allocation-based program, red snapper harvested by recreational anglers do not have an explicit ex-vessel value because the fish cannot be sold. The Council would have to select a proxy to be used to compute the fees and determine the modalities for sending collected funds to NMFS. These fees may not total more than 3%.

Because recreational landed red snapper may not be sold, the basis on which to set cost recovery fees must be determined. Cost recovery fees could be based on the average commercial ex-vessel value per pound and be assessed for each fish landed. The average weight per trip could be calculated for each vessel using the previous year landings and the fee would be assessed per trip. Alternately, the cost recovery fee could be based on a standard price per pound (or per fish), multiplied by the number of pounds (or of fish) harvested by an angler. The Council would also determine the time period for the program participants to submit the fees to NMFS.

Quota adjustments – The red snapper quota could increase or decrease. In the event the quota increases, the Council may want to consider whether the increases be distributed according to the method selected in Action 3, to distribute the quota increase proportionally among all participants, or to use quota increases to provide for new entrants. An action would also be needed to address anticipated reductions to the quota. The action would evaluate giving the Regional Administrator the authority to hold back quota at the beginning of the year if a quota decrease is expected to occur later in the year.

Monitoring and Validation – An amendment to require electronic reporting by charter vessels is currently under development by the Council. However, additional issues related to monitoring and validation may need to be addressed depending on the specific program selected.

Additional program requirements – Requirements of commercial IFQ programs in the Gulf include vessel monitoring systems, hail-out and hail-in (with 3 hours notifications), and require landings at approved sites. The Council would determine which requirements would be practicable and useful for the administration and enforcement of an allocation-based program for charter vessels.

Additional Considerations

Magnuson-Stevens Act, Section 407(d) – The establishment of a charter vessel LAPP would not exempt the federal for-hire component from the requirements of section 407(d) of the Magnuson-Stevens Act which requires that red snapper recreational fishing be halted once the recreational sector ACL is caught. If established, some participants in the selected program may have to forgo remaining annual allocation and lose fishing opportunities because the red snapper quota is caught. Therefore, benefits expected to result from a charter vessel LAPP may be limited by this provision in the Magnuson-Stevens Act.

Dual-permitted vessels – As of October 30, 2015, 165 federal for-hire operators (including charter vessels and headboats) were dual-permitted, i.e., they possess a valid or renewable

commercial permit and federal for-hire permit for reef fish. This includes four Historical Captain permits for reef fish. This number has increased slightly in recent years; in September 2011, there were 154 vessels possessing both a commercial and for-hire reef fish permit. These dual-permitted operators own varying amounts of commercial red snapper IFQ shares. The Council would have to determine whether IFQ shares held by dual-permitted vessels may or may not be used in an allocation-based charter vessel program.

CHAPTER 3. REFERENCES

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Johnston, Robert J., Daniel S. Holland, Vishwanie Maharaj, and Tammy Warner Campson. 2007. Fish harvest tags: an alternative management approach for recreational fisheries in the US Gulf of Mexico. *Marine Policy* 33(4).

APPENDIX A. ALTERNATIVES CONSIDERED BUT REJECTED

- At its April 2016 meeting, the Council moved Action 1, Alternative 3 and the corresponding Section C to the considered but rejected section:

2.1.1 Action 1 – Allocation-based Management Approach

Alternative 3: Establish a fishing cooperative program (Section C) that provides the cooperatives with annual allocation.

2.3 Section C – Fishing Cooperative Program

2.3.1 Action 7 – Cooperatives: Formation and Membership

Alternative 1: No Action. Do not specify how cooperatives are established.

Alternative 2: All charter vessels will be placed in one cooperative.

Alternative 3: All charter vessels will initially be placed in one cooperative. Program participants can voluntarily create new cooperatives with a minimum membership of three vessels, none of which are owned by the other two persons in the cooperative.

Option 3a: Members can only change cooperative membership before the beginning of each fishing season, during a declaration period designated by NMFS. After the close of the declaration period, participants cannot change membership until the next year.

Option 3b: Members can only change cooperative membership before the beginning of every second fishing season, during a declaration period designated by NMFS. After the close of the declaration period, vessels cannot change membership until the next declaration period.

2.3.2 Action 8 – Cooperatives: Transferability of Vessel Allocation

Alternative 1: No Action. Do not allow vessel allocation to be transferred.

Alternative 2: Vessel allocation may be transferred among members within the same cooperative.

Alternative 3: Vessel allocation may be transferred between members of different cooperatives.

Alternative 4: Do not establish restrictions on transferring vessel allocation.

2.3.3 Action 9 – Cooperatives: Caps on Vessel Allocation

Alternative 1: No Action. There is no cap on the amount of vessel allocation that a participant can hold and/or use.

Alternative 2: No participant may hold more than x% of the total charter vessel quota at any point in time.

Alternative 3: No participant may hold and/or use more than x% of the total charter vessel quota cumulatively throughout a calendar year.

APPENDIX B. OTHER APPLICABLE LAW

APPENDIX C. SUMMARIES OF PUBLIC COMMENTS RECEIVED

Scoping Workshop Summaries

Scoping Workshops were held jointly for Reef Fish Amendment 41: Red Snapper Management for Charter Vessels, and Reef Fish Amendment 42: Reef Fish Management for Headboats. The summaries from discussions pertaining to Amendment 41 are provided here.

Scoping Workshops were held in the following locations:

Mon, October 19, 2015

Courtyard Marriott Gulfport Beachfront
1600 East Beach Blvd.
Gulfport, MS 39501

Thurs, October 22, 2015

Hilton Galveston Island
5400 Seawall Blvd.
Galveston, TX 77551

Wed, October 21, 2015

Adult Activity Center
26251 Canal Road
Orange Beach, AL

Mon, October 26, 2015

Marriott Clearwater Beach Sand Key
1201 Gulf Blvd.
Clearwater Beach, FL 33767

Thurs, October 22, 2015

Embassy Suites
570 Scenic Gulf Drive
Destin, FL 332550

Thurs, October 29, 2015

Webinar

Tues, November 3, 2015

Courtyard Marriott
142 Library Drive
Houma, LA 70360

Summaries of Scoping Workshops

Gulfport, Mississippi

October 19, 2015

Council/Staff

Joe Jewell / Kelly Lucas
Ed Swindell
Ava Lasseter
Bernadine Roy

22 Members of the public attended

Tom Becker
Diane Castoro
Mike Foto
Brandon Morano

Kenny Barhanovian
Dick Wilson
Glenn Bremen Kemp
Skip Roberts

Chuck Guilford
Bob Brown
Tom Steber
Dustin Trochesset
Pat Grannan

Frank Becker
Kenny Bellais
Bill Des Jardins

Lauren Nelson
Doug Nelson
Clarence Seymour

Ron Harmon
Jim Young
James Brumfield

Scoping Questions

1. Should the Council consider traditional management measures (bag limit, size limit, season)?

- Yes, traditional management is more in line with the natural order. Allocation-based approaches would not allow the charter operators to stay in business. The season is too short.
- We've "done done" that. Let's try something new.
- No, need more flexibility.
- Would like to fish in the spring or fall.

2. Should the Council consider allocation-based measures (group or individual based)?

- Allocation-based offers more flexibility as long as you have good accountability measures. Allows one to fish when best for the business and customers.
- There is no season if harvest tags are used.
- Yes, if allocation is based on fair and equitable data.

3. What is your preferred management approach (traditional methods or allocation-based)?

- Tags assigned to a permit.
- Allocation that best benefits the for-hire industry.

4. If the Council allocates red snapper to charter vessels, should the allocation consider the passenger capacity of charter vessels or regional differences between homeports?

- Equal allocation per permit holder. All 6-packs would get the same allocation.
- Totally opposed to allocating among for-hire vessels.
- Allocation-based approaches will reduce the number of fishing days.
- Under a tagging program, when out of tags season is over.
- Allows each individual to fish when they want, because you can use tags when you want.
- Prefers distribution of shares based on a tiered passenger capacity.
- Allow vessels to opt in/out of an allocation based program, annually.

5. Should the Council consider additional management measures that were not mentioned?

- Should eliminate a lot of latent permits. Require proof of charter income.
- Concern that latent permit holders will receive allocation to sell to active charters resulting in unfair profits.
- Does not support trading or selling of allocation. If you don't use it, you lose it.
- Supports VMS as optional and require electronic logbooks. Would prefer an app instead of a satellite tracker.

- VMS is the gold star for accountability. NMFS knows when you go fishing. VMS will identify latent permits.
- Don't want to further reduce access by eliminating permits, but want to identify latent permits for program participation.
- Shouldn't negate access due to unforeseen circumstances. Don't define a latent permit as one not used in a single year. Need an appeals process to protect permit holders.
- In a well-designed program there will not be latent permits because they will have value and get used.

**Orange Beach, Alabama
October 21, 2015**

Council/Staff

Kevin Anson
Chris Blankenship
Ava Lasseter
Bernadine Roy

24 members of the public attended

Larry Kelley	Dennis McKay	Bill Jeffries
Lane Sarrold	Robert Wasilausky	Robert Stuart
Gordon Burdette	Randy Boggs	Steve Johnson
Michael Choron	Josh South	Joe Nash
Mike Rowell	John Hollingshorn	Tom Steber
Gary Bryant	Blakeley Ellis	Denny Kearley
David Adams	Brian Swindle	
Don McPherson	Phillip West	
Troy Frady	Dale Woodruff	

Scoping Questions

1. Charter vessels are currently managed using a traditional approach. In what ways does the current approach work or not work?

- It doesn't work. The for-hire industry desperately needs flexibility. Need to manage our own business. Want to fish when we want to fish.
- With the set season and set catch limits, they have no flexibility.
- Leads to derby fishing.
- Leads to regional/localized depletion, because all recreational vessels are fishing in a short time period.
- Creates targeting of red snapper instead of fishing for other fish. Red snapper becomes a bycatch fishery. Meeting the bag limit defines a successful trip.
- Decreases access for recreational fishermen because they can only fish during a set time.
- The uncertainty of exceeding the catch limit still exists.

- Does not provide accurate landings data.
 - Necessitates that charter operators do multiple trips per day during the short season.
- 2. If the Council selects to continue using a traditional approach to management, what measures (size limit, bag limit, fishing season) should be adjusted and how?**
- Reduce bag limit to one fish.
 - Adopt a split season, such that both May and October are open.
 - Charter for-hire needs a June/July season because of stable weather and reliable tourism numbers at that time.
 - Short continuous seasons do not work because of the possibility of bad weather.
- 3. In what ways might an allocation-based management approach benefit/hinder charter operators and their passenger anglers?**
- Would increase flexibility. Can fish when you want to or need to, and could do other trips. Would stabilize the charter fisherman's business by allowing his customers to choose when to fish.
 - Would reduce discards.
 - Would increase the area for fishing if able to take fewer but longer trips and be able to access waters farther from shore.
 - Distributing allocation would decrease uncertainty by fixing the amount of harvest up front. Could reduce discard mortality with available quota and by modifying fishing practices.
 - It further establishes a privileged fishery.
 - If harvest tags are used, use for recreational sector as a whole and allocate to the angler who could then fish on charter or private boats. Supports recreational sector management as a whole.
 - No, it would not hinder anglers.
 - The success of a charter management plan could encourage private anglers to create a management plan, too.
- 4. If the Council selects an allocation-based management approach which one is most appropriate and why?**
- Allocation-based, but without ownership of shares.
 - Does not support IFQs. Wants a voluntary opt-in/out program if going to fish for red snapper. Provide allocation to vessels that are catching red snapper.
 - Harvest tags for enforcement and validation.
 - Electronic log books for real-time data collection.
 - If there are permits that aren't being used and an allocation-based program is adopted, could have an inequitable distribution of allocation. Recommends a use-it or lose-it provision.
 - Supports modeling charter management similar to the headboat collaborative program, including VMS, logbooks, and tags.
- 5. Other comments:**
- Explore every avenue for allocation approaches to ensure fairness and equity.

- Use tags for the entire recreational sector.

**Destin, Florida
October 22, 2015**

Council/Staff

Martha Bademan
Pam Dana
Ava Lasseter
Ryan Rindone
Karen Hoak
Bernadine Roy

23 members of the public attended

Jeff Shoults	Casey Weldon	Chris Couvillion
Dean Cox	Ed Greene	E.A. Hipsty, Jr.
Pam Anderson	Aaron Smith	Jennifer Bobo
Charlie Saleen	Jason Mikel	Eric Thrasher
Kirk Pristas	Sean Kelley	Mary Beth Barrows
Candy Hansard	Dennis Reed	Britton Corbin
Lee Rogers	Stan Phillips	Michelle Sempsrott
Dennis McKay	Gary Hickman	

Scoping Questions

- 1. Charter vessels are currently managed using a traditional approach. In what ways does the current approach work or not work?**
 - Want to get away from everyone being lumped together. Likes individual boats being accountable for their individual anglers.
 - There are issues with processing the data already collected. Why increase reporting requirements if the data cannot yet be used?
- 2. If the Council selects to continue using a traditional approach to management, what measures (size limit, bag limit, fishing season) should be adjusted and how?**
 - No issue with size limit.
 - Increase in fishing days (as a result of sector separation) was good. Happy with more access.
- 3. In what ways might an allocation-based management approach benefit/hinder charter operators and their passenger anglers?**
 - Accountability could be improved. Not be limited to a set season. Allow more flexibility by not being limited to a timeframe.
 - Derby style fishing is not as safe.
 - Current season is during spawning season. May be good to not have fishing pressure during spawning season.

4. If the Council selects an allocation-based management approach which one is most appropriate and why?

- Based on vessel permit. Run the system to collect catch data from two years, or base allocation on passenger capacity.

5. Other comments on Amendment 41:

- If can't accomplish allocation-based management, emphasize accountability of catches.

**Galveston, Texas
October 22, 2015**

Council/Staff

Doug Boyd
Emily Muehlstein
Charlotte Schiaffo

11 Members of the public attended

Serena Etie	Taylor Borel	Mike Nugent
Shane Cantrell	Matt Etie	Daniel Willard
Mike Jennings	Greg Ball	Sam Miller
Darrel Hingle	Travis Eifert	

Scoping Questions

1. Charter vessels are currently managed using a traditional approach. In what ways does the current approach work or not work?

- The sudden announcement of season openings or closures does not give businesses enough time to plan trips.
- Traditional management has failed historically to constrain fishing within the quota.
- The one-size-fits-all season does not take into account regional needs of the fishery.
- Traditional management creates effort shifting when seasons close. Additionally, in some seasons, when multiple species are closed, it's difficult to find a fish to target.
- Under traditional management red snapper is still a derby fishery because the season is so short. Fishermen can be put in harm's way by trying to fish in bad weather.
- Rebuilding is working under traditional management. The snapper population is robust and they're hard to avoid.
- Catching fish outside of season promotes dead discards and inside of the season it promotes high grading.
- Limited seasons constrain tourism and economies for destination fishing.
- Current season and bag limits fail the charter industry because it's hard to run a business under traditional management.

- 2. If the Council selects to continue using a traditional approach to management, what measures (size limit, bag limit, fishing season) should be adjusted and how?**
 - The Council has already tried to change each parameter and nothing has improved.
 - The concept of split seasons should be considered if the Council decides to continue with traditional management approaches.
 - People should be allowed to choose when to fish. Potentially, consider a days-at-sea type program. If the season can be open for 9 days allow individuals to select the days they want to fish.

- 3. In what ways might an allocation-based management approach benefit or hinder charter operators and their passenger anglers?**
 - A well thought-out system could do away with buffers that are caused by management uncertainty, and that would increase the amount of fish that can actually be harvested.
 - Allocation based management would allow charter boat operators and customers the ability to pick and choose when to fish.
 - Under an allocation system some people could be forced out of the sector if everyone is not equal within the program. It will hurt charter boats if smaller operators are pushed out.
 - The allocation system can be designed to meet the exact needs of the program.
 - Allocation-based management will allow customers to decide what kind of trip they want to take.

- 4. If the Council selects an allocation-based management approach, which one is most appropriate and why?**
 - An allocation-based approach should not include fleet reduction.
 - The Council should use a permit-based fishing quota program where quota is distributed evenly across permits. This will add certainty in the fishery and it will level the playing field by making the program equal for everybody.
 - If there is even distribution there will be permit holders that aren't interested in the snapper. In that case, you could use unclaimed fish as a buffer or roll them back into next year's distribution. Either way, do not set up a system that cuts people out of the fishery.
 - Group allocation instead of individual allocation would require data collection for a number of years.
 - If the Council uses group-based allocation there will already be people with multiple permits that automatically become more powerful within a co-op.
 - Everyone must be equal in a permit-based system so no one benefits more than anyone else. A permit-based allocation with even distribution across permits would accomplish that.
 - At beginning of each year everyone with a permit will need to declare their intent to fish and opt into the program.
 - Allocation needs to stay with a single permit and it cannot be sold or traded.
 - Use a tiered approach to distribution - equal allocation across permits based on permit capacity groupings where they naturally break.
 - Permit and vessel capacity need to be linked.
 - In an allocation-based system, a referendum would be required.

- Under an allocation-based system the Council should still set a bag limit to evenly distribute the amount of trips taken and ease the burden on law enforcement.

Supplementary Questions:

1. How has MRIP system helped or hurt traditional management?

- If you don't have fish to start with, it doesn't matter.
- The data is 6-9 months behind.
- A good system can't be created with outdated information and State systems are in conflict with each other so, they are not significantly different from MRIP.
- A deadline for data should be created so anglers will know when the season will be made.
- Data collection has been flawed, which has artificially shortened seasons. States are overly liberal, federal data is overly restrictive.
- Numbers can be steered in any way state or federal agency wants it to go to.
- The charter industry needs electronic reporting.
- The MRIP system was never supposed to be used for management. The system has been acknowledged to be inaccurate.

2. Should there be restraint on whether snapper could be sold? Should Council regulate whether prices go up or down?

- Charter boats currently change their pricing structure during red snapper season. Under an allocation-based system the same thing would happen. If a customer wants to take a red snapper trip, or a blue water trip, or an inshore trip, the pricing structure could change accordingly.

**Clearwater, Florida
October 26, 2015**

Council/Staff

Roy Williams
Ava Lasseter
Assane Diagne

13 members of the public attended

R.W. Keys
Eric Mahoney
Robert Kirn
Alexandra White
Paul Matthews
Paul R. Matthews
Heyward Mathews

Jeff Antous
Richard Nicajevsky
Chad Haggert
Brad Gorst
Helen Nicajevsky
Mike Colby

Scoping Questions

1. Charter vessels are currently managed using a traditional approach. In what ways does the current approach work or not work?

- Derby fishing does not work, particularly for charter fishermen. There is a mismatch between when the season is and when the customers are here. Derby seasons are also hard on all species, particularly red snapper.
- Different areas have different tourist seasons and the traditional approach does not account for regional differences.
- Release mortality is an issue for red snapper during gag season.
- Bag limits and size limits could be used alongside some other management approach.
- Bag and size limits do not lead to a derby fishery. So alongside appropriate management measures, these traditional approaches work. Mix and match approaches may work (permit-based coupled with bag and/or size limits).
- Size limits work. Reducing the minimum size limit from 16" to 15" would ease discard mortality.
- June is not a particularly good month for anglers in Clearwater. They can catch many other species then and don't really need red snapper, even though gag is closed in June. Even if the season began earlier or later, the derby is a hindrance. The best thing for charters is to be able to determine the best time to go catch fish.

2. If the Council selects to continue using a traditional approach to management, what measures (size limit, bag limit, fishing season) should be adjusted and how?

- Keep the first fish to avoid high-grading, but that would be hard to police.
- High-grading is predominant in the fishery. Captains would have to enforce it and they would if it could lead to more fishing opportunities.
- Minimum size limit becomes a moot point when fishers know there are much larger fish out there. Traditional approaches like this don't work, because smaller fish will be thrown back for larger ones. We need to get away from traditional approaches and find new ways of doing things.

3. In what ways might an allocation-based management approach benefit/hinder charter operators and their passenger anglers?

- Would give flexibility to fish when they or their customers want to fish.
- If each vessel is given allocation, could potentially adopt the first fish caught rule.
- Can reduce management uncertainty because you have a limited number of charter vessels (permits), so you know the universe. With that limited number of vessels, could move towards a census of landings, versus estimates of landings.
- Allocation-based management must be crafted well and be understandable to operators to be successful. If not, it won't work.
- Under an allocation-based approach that distributes a number of fish rather than pounds, the average weight of the fish could be greater than the number of fish distributed. To avoid exceeding the quota, a set-aside or buffer could be used to account for the difference in estimated weight versus actual weight of fish caught.

4. If the Council selects an allocation-based management approach, which one is most appropriate and why?

- Support for a permit fishing quota, because that is how you get business value. It would add equity. If the permit becomes valuable, then the vessel and the business become valuable. This makes the business look more viable if the allocation is tied to the permit.
- A cooperative would be too complicated for the number of permits in Pinellas County.
- A yearly opt-in or opt-out provision would be good for latent permits and for people who don't fish red snapper. Those who don't want to go out that distance or don't want to deal with logbooks or VMS can opt out, increasing the allocation to those who opt in.

5. Are there additional management measures for charter vessels that should be considered?

- Include transferability provisions for latent permit holders. This would be more effective if the range of species were broadened. For example, if you included gag in the amendment, could transfer gag for red snapper.
- Doesn't want fish to not be used under a latent permit. So, let the fish that would go to those who opt out be distributed to those who opt in. They want the larger quota to go to the active permits.
- Include more species than red snapper; west Florida is a multi-species fishery. A permit is not latent just because the vessel doesn't land red snapper. Charters in this area must travel far offshore to catch them. The two-year electronic logbook program was specifically multi-species for these reasons.
- If allocation was tied to all the permits, then even latent permits would have some value. So if someone buys a permit in the future, it may have some value attached to it.

**Webinar
October 29, 2015**

Council/Staff

Charlene Ponce
Emily Muehlstein

6 members of the public attended

Bruce Buckson
Chad Hanson

TJ Marshall
George McKinney

Michael Miglini
Kellie Ralston

Scoping Questions

1. Charter vessels are currently managed using a traditional approach. In what ways does the current approach work or not work?

- Traditional management doesn't work because it constrains the fishing season and days for the charter fleet.
- Traditional management does work because it constrains catch.
- Traditional management limits flexibility in the days charter boats can choose to fish.

- Traditional management is not working because it doesn't allow a system where boats in different areas can have different seasons and use their fishing mortality when it's best for them.
 - Current management fails because it forces boats to discard dead fish. A system that would allow the retention of dead fish would be good for the charter industry.
- 2. If the Council selects to continue using a traditional approach to management, what measures (size limit, bag limit, fishing season) should be adjusted and how?**
- The question is hard to answer because we don't know how one option will affect the other. For example, how will changing the size limit impact the fishing season?
 - Allow the charter industry to get together and decide on their own regional seasons and bag limits (regional management).
- 3. In what ways might an allocation-based management approach benefit/hinder charter operators and their passenger anglers?**
- Allocation-based management could benefit charter operators by allowing them and their angler passengers to benefit from a rebuilt fishery and have increased allocations as things get better without being constrained to a one-size-fits all season.
 - Have the opportunity to reduce discard mortality and to be able to take anglers fishing when they want to instead of when the Council says the season is open or closed.
 - Improve safety at sea.
- 4. If the Council selects an allocation-based management approach which one is most appropriate and why?**
- A system that allocates according to the permit capacity for charter boats and passenger capacity or landings for the headboats.
 - It would be important for charter and headboat operators to come up with an allocation-based solution for themselves.
 - An allocation-based program would need a data collection element.
 - Distribution of shares and allocation should be even.
 - An electronic tag system should be considered.
 - The Council will need to consider similar management options for the private angling component.

Houma, Louisiana
November 3, 2015

Council/Staff

Camp Matens
Emily Muehlstein
Karen Hoak

17 members of the public attended

John Dupont	Brian Rushing	George Huye
Gerald Ellewider	Julie Hebert	Ed Landgraf
David Cresson	Ryan Richard	Ben Weber
Rad Trascher	Jerome Zeringue	Danny Hebert
Joshua Ellender	Douglas Waitz	
Jean Marmande	Chris Lapeyre	

Scoping Questions

- 1. Charter vessels are currently managed using a traditional approach (bag limit, size limit, fishing season). In what ways does the current approach work or not work?**
 - Traditional management does not work at all because sector separation has privatized about half of the allocation.
 - Current management experiences undue pressure by environmental groups which do not have the interests of the recreational fishers in mind.
 - Regional management would solve a lot of the problems. Gulf-wide management does not work and gives an unfair advantage to some areas and disadvantages others.
 - Some charter operators appreciated the 45-day season under traditional management.
 - The current data collection program does not work for traditional management measures.
 - Current management does not allow for flexibility in the season.
- 2. If the Council selects to continue using a traditional approach to management, what measures (bag limit, fishing season) should be adjusted and how?**
 - The Council should get rid of minimum sizes.
 - Regional management should be implemented.
 - There should be some way to have flexible seasons.
- 3. In what ways might an allocation-based management approach benefit or hinder charter operators and their passenger anglers?**
 - Allocation-based management puts a value on the catch.
 - Allocation-based management will shrink the for-hire fleet.
 - It will potentially cause inequity (i.e. newcomers may receive less allocation)
 - It may cause an incestuous approach to new entry where the right to charter is handed down from generation to generation.

- Allocation-based management could cause the commercial sector to buy/sell recreational allocation.
- It privatizes a public resource.
- It would force participation or sale of ones permit if a fisherman did not want to participate in the program.

4. If the Council selects an allocation-based management approach, which one is most appropriate and why?

- Any allocation-based management approach used should allow freedom to choose when to fish.
- Do not reduce the fleet. Anyone that has a permit should be able to keep it with this program.
- Do not consider allowing non-fishermen to own allocation.
- Make allocation equitable across the board.

5. Are there additional management measures for charter vessels that should be considered?

- Regional management.
- 30B should be removed.

APPENDIX D. DEFINITIONS OF CHARTER VESSELS AND HEADBOATS IN THE FEDERAL REGULATIONS

Federal regulations (§ 622.2) define charter and headboat vessels as follows:

“*Charter vessel* means a vessel less than 100 gross tons (90.8 mt) that is subject to the requirements of the United States Coast Guard (USCG) to carry six or fewer passengers for hire and that engages in charter fishing at any time during the calendar year. A charter vessel with a commercial permit, as required under § 622.4(a)(2), is considered to be operating as a charter vessel when it carries a passenger who pays a fee or when there are more than three persons aboard, including operator and crew. However, a charter vessel that has a charter vessel permit for Gulf reef fish, a commercial vessel permit for Gulf reef fish, and a valid Certificate of Inspection (COI) issued by the USCG to carry passengers for hire will not be considered to be operating as a charter vessel provided—

- (1) It is not carrying a passenger who pays a fee; and (2) When underway for more than 12 hours, that vessel meets, but does not exceed the minimum manning requirements outlined in its COI for vessels underway over 12 hours; or when underway for not more than 12 hours, that vessel meets the minimum manning requirements outlined in its COI for vessels underway for not more than 12-hours (if any), and does not exceed the minimum manning requirements outlined in its COI for vessels that are underway for more than 12 hours.”

“*Headboat* means a vessel that holds a valid Certificate of Inspection (COI) issued by the USCG to carry more than six passengers for hire.

- (1) A headboat with a commercial vessel permit, as required under § 622.4(a)(2), is considered to be operating as a headboat when it carries a passenger who pays a fee or—
 - (i) In the case of persons aboard fishing for or possessing South Atlantic snapper-grouper, when there are more persons aboard than the number of crew specified in the vessel's COI; or
 - (ii) In the case of persons aboard fishing for or possessing coastal migratory pelagic fish, when there are more than three persons aboard, including operator and crew.”

APPENDIX E. REPORTS FROM THE AD HOC RED SNAPPER CHARTER FOR-HIRE ADVISORY PANEL

The summary reports from the May 13, 2015 and March 8-9, 2016 Ad Hoc Red Snapper Charter For-Hire Advisory Panel's meetings are provided below.

Ad Hoc Red Snapper Charter For-Hire Advisory Panel Summary

May 13, 2015

**Gulf Council Conference Room
Tampa, Florida**

AP members present:

Jim Green, Chair
Tom Steber, Jr., V Chair
Gary Bryant
Shane Cantrell
Mike Eller
Troy Frady
Chuck Guilford
Gary Jarvis
Mark Kelley
Tom Marvel, Jr.
Mike Nugent
Rene Rice
Scott Robson
Ed Walker
Troy Williamson, II

Council Member & Staff:

Johnny Greene
Ava Lasseter
Karen Hoak
Bernie Roy
Assane Diagne
Carrie Simmons
Doug Gregory

Others:

Steve Branstetter
Andy Strelcheck
Jessica Stephen
Cynthia Meyer
Bob and Cathy Gill
Kristen McConnell
Tom Wheatley
Jeff Barger
Betty H. Guilford

The Ad Hoc Red Snapper Charter For-Hire Advisory Panel (AP) meeting was convened at 8:30 a.m. on Wednesday, May 13, 2015. Jim Green was elected Chair, and Tom Steber was elected Vice Chair.

Staff reviewed the charge to the AP, which was to make recommendations to the Council relative to the design and implementation of flexible measures for the management of red snapper for the for-hire sector. AP members began discussing data collection for the charter fleet including the status of the Joint Generic Charter Vessel Reporting Amendment and passed the following motions:

- **To recommend that the Council review the current data collection programs. If current data collection methods are not sufficient to support a flexible and accountable system, we urge the Council to develop data collection and monitoring needs for these programs to be successful.**
- **Ask the Council to implement electronic log books for the Gulf charter for-hire reef fish permit holders, including validation tools, no later than June 2016.**
- **To recommend that the Council do a feasibility study for the gulf charter-for-hire reef fish permit holders to see about the practicality of incorporating the for-hire data collection into the headboat program.**

Panel members noted the work they are doing to develop a management plan for the charter fleet at this meeting, and they expressed the need for more time to develop, implement, and then evaluate the effects of any new management plan. They want to provide recreational anglers the opportunity to experience a new management plan before the sunset occurs, too. The AP passed the following motions:

- **To recommend that the Council extend the sunset of Amendment 40 for two years.**
- **Recommend the Council remove the charter for-hire component from Amendment 39.**

AP members discussed management approaches and focused on allocation-based management. The concept of permit fishing quotas, or PFQs, was introduced and discussed. In contrast with individual fishing quotas (IFQs), the quota under PFQs would be attached to the federal permit and could not be transferred in any way from the permit. AP members noted that the transferability of IFQ shares and allocation in the commercial red snapper program was not a desirable program feature for allocation-based management of the charter fleet. AP members expressed opposition to the transferability of any kind of quota under an allocation-based management approach.

Tags were discussed as a desirable tool to help the charter fleet remain within its quota and aid in enforcement. AP members stated the tags should not be able to be separated from the charter permit and vessel. That is, tags could be used, or not used, by the permitted vessel to which they were assigned, but they could not be “leased” or sold. AP members then passed the following motions:

- **To recommend the Council develop a plan for allocation-based management for the charter-for-hire component that can include but not be limited to such items as PFQs (permit fishing quotas), tags, cooperatives, and AMOs (angler management organizations).**
- **To define PFQs (permit fishing quotas) as presented to the Council:**
 - **Reef fish permit-based allotment that remains attached to the permit not the individual**
 - **No transferability, leasing, or selling of the allocation**

- **Fish must be landed by the vessel that the permit is attached to**
- **Annual opt-in to participate in the federal red snapper fishery**

Jessica Stephen noted that PFQs are used in the Pacific bluefin tuna longline fleet. The quotas are assigned to a permit based on its vessel landings history, and are permanently attached to the permit. The allocation can be transferred under some conditions.

The AP discussed the potential progress of their recommended management plan, and staff noted that the Council has initiated development of Amendment 41 to address red snapper management for the charter for-hire component. AP members then passed the following motion:

- **To recommend that the Council specify that Amendment 41 be reviewed five years after implementation to assess the extent to which it is meeting its goals.**

Speaking to the accountability measure that set a 20% buffer on the red snapper quota, AP members expressed that if the fleet could adopt a management plan that enables them to demonstrate the ability to remain within the quota, the 20% buffer could potentially be decreased or even eliminated. A member noted that a goal for the fleet was to have the possibility of a year round fishery that is totally accountable. The AP then passed the following motion.

- **To recommend to the Council that the purpose of Amendment 41 is to increase flexibility for permit holders, to decrease management uncertainty, and increase accountability to catch limits. A long term goal to have a year round fishery that is totally accountable.**

AP members began to discuss qualifications for participating in a new charter for-hire management plan. AP members discussed a series of participation qualifiers, by which vessels intending to participate in the charter red snapper management plan could be identified and separated out from latent charter permits, and from vessels in regions where red snapper are infrequently encountered. AP members passed the following motions:

- **To recommend that the management plan be open to all federal charter-for-hire reef fish permit holders.**
- **To recommend to the Council that the plan be structured so that permit holders who intend to participate in an allocation-based management plan, annually opt-in to the program for the purpose of identifying the user group for that year.**
- **To recommend the Council consider how the cost of any new program will be shared between the charter for-hire industry and NMFS, under an opt-in scenario.**

The use of tags by participating vessels was discussed as a way to validate all fish caught under the management plan. AP members noted how tags are used in the Headboat Collaborative program. A Collaborative participant stated that tags helped identify that the fish were caught legally. For example, if headboat passengers take their red snapper catch to cleaning stations in public places, law enforcement would be able to determine easily that the fish were caught

legally. Concerns about the use of tags included how they would be distributed, or allocated, and the physical properties of tags so as to avoid tampering. The AP then passed the following motion:

- **To recommend all participating vessels in the management plan use carcass tags that could be validated for law enforcement which will be distributed at the beginning of the year. Tags will expire at the end of the year, to validate all fish harvested under this plan.**

There was discussion concerning the use of an independent body such as the Harte Institute for administration of the chosen plan. However, AP members and NMFS staff noted the additional complexity, as such administration would still require NMFS to be involved, in addition to requiring a federal contract, which would increase costs compared with in-house administration by NMFS.

Next, AP members discussed options for distributing allocation fairly among federal charter for-hire permit holders and noted their intent not to exclude anyone. They noted that defining fair and equitable depends on where you are in the Gulf and it can be defined in different ways. Without vessel catch histories, one member noted that dividing the quota up evenly was the only way to be fair, while another member questioned this method as red snapper is not accessible to charter vessels in all areas of the Gulf. Further discussion addressed the use of electronic logbooks. The AP passed the following motions.

- **To recommend the Council pursue allocation options that include all federal charter-for-hire reef fish permit holders.**
- **To recommend to the Council that all participants in the management plan report using electronic log books with dockside validation.**

Continuing the discussion on landings validation, an AP member noted that currently, a charter captain can refuse to participate in dockside intercept surveys and this should not be permitted in a new management plan. The AP members want enforcement measures to require compliance with the new charter management plan, including modifying NOAA law enforcements' penalty schedule, if at all possible, and requiring charter operators to participate in dockside intercept surveys. The AP then passed the following motion:

- **To recommend to the Council that opt-in participants are subject to dockside intercepts and validated landings by local or federal law enforcement at any time. Any vessel found in violation would be subject to NOAA law enforcement sanctions.**

AP members further discussed potential qualifiers for participation in the charter for-hire red snapper management plan. The idea of qualifiers was proposed as a way to identify active versus latent permits, and vessels that actively fish for red snapper versus those charter vessels that do not. For example, a federally permitted vessel that does not have the corresponding state licenses to be actively charter fishing, could be considered inactive in red snapper fishing. However, it was noted that the Gulf States have different requirements for federally permitted

charter vessels, which could complicate identifying latent permits Gulf-wide. AP members passed the following motion:

- **As a qualifier to participate, the participant must meet all licensing requirements for his/her state of operation.**

The AP discussed the use of quota on dual-permitted (charter and commercial) vessels under an allocation-based management plan, and passed the following motions:

- **After implementation of the plan, that there be no inter-sector (commercial and recreational) trading permitted.**
- **That any allocation granted to a permitted vessel may only be used during charter-for-hire trips.**

Next, the AP discussed allocating quota among charter vessels and passed the following motions:

- **To recommend that the allocation tier level be based on permit capacity but no greater than approved passenger capacity.**
- **To recommend that the Council consider the following allocation scenario to divide the quota among participating vessels:**
 - **6 passenger vessels = 1 allocation/share**
 - **Multi passenger COI vessels with permit capacity of 7 to 24 = 2 allocations/shares**
 - **Multi passenger COI vessels with permit capacity of 25 or more = 3 allocations/shares**
- **To recommend to the Council that for apportioning the quota between charterboats and headboats, to use the time frame formula from Amendment 40 (50% 1986-2013 + 50% 2006-2013 excluding landings from 2010).**

AP members expressed their preference not to hold an AP meeting from June through August 20, due to the busy fishing season, and passed the following motion.

- **To recommend that the Council reconvene this panel to provide further advice on charter-for-hire program development as soon as possible.**

The AP returned to discuss other allocation-based management approaches including AMOs and cooperatives. One member liked AMOs because they would involve management at a more local level, while another expressed concern with having an individual manager of each AMO decide how quota should be divided up. AP members reiterated support for tags and PFQs, and passed the following motion:

- **To recommend to the Council to adopt as the preferred management plan the use of PFQs with tags.**

AP members discussed the issue of “stacking” or “marrying” reef fish permits as undesirable for the charter management program. They also discussed that not all charter operators who opt-in may want or be able to use the amount of quota that may be allocated to their vessel, especially if the vessel is homeported in an area without abundant red snapper. The AP passed the following motions:

- **To recommend the Council not allow stacking or consolidating of reef fish permits.**
 - **Stacking of charter permits is defined as putting multiple permits on one vessel**
 - **Consolidation of charter permits is defined as consolidating two or more permits to one permit which contains the catch history of both permits**
- **To recommend to the Council, to allow the participant in the program to opt-in at the level of allocation the participant chooses, up to the maximum amount of the participant’s allocation.**

Following review of their recommendations, the AP meeting was adjourned at 3:00 pm.

Failed motions:

Motion: To recommend the Council consider using an independent body, such as the Harte Institute for administration of the chosen plan.

Motion failed with one in support.

Ad Hoc Red Snapper Charter For-Hire Advisory Panel Summary
March 8-9, 2016
Gulf Council Conference Room
Tampa, Florida

AP members present:

Jim Green, Chair
Tom Steber, Jr., V Chair
Gary Bryant
Shane Cantrell
Mike Eller
Troy Frady
Gary Jarvis
Mark Kelley
Mike Nugent
Rene Rice
Scott Robson
Sonny Schindler
Frank (Skipper) Thierry, Jr
Ed Walker

Council & Staff:

Pam Dana
Ava Lasseter
Karen Hoak
Carrie Simmons

Others:

Steve Branstetter
Andy Strelcheck
Sue Gerhart
Jessica Stephen
Cynthia Meyer
Sean Meehan
Robert Jones
Sharon McBreen
Brad Gorst
Martin Fisher

The Ad Hoc Red Snapper Charter For-Hire Advisory Panel (AP) meeting was convened at 8:30 a.m. on Tuesday, March 8, 2016. Staff provided an overview of draft Amendment 41 and discussed how the identification of program goals and objectives should lead to the design features of a management program for charter vessels.

Following the presentation, AP members began discussion on the sunset provision on sector separation. AP members expressed their interest to continue development of a red snapper management plan for charter vessels through Amendment 41 and passed the following motion:

- **To support the initiation and approval of a Plan Amendment to remove the sunset provision for sector separation that is approved in Reef Fish Amendment 40.**

Motion carried 11 to 1 with one abstention.

Next, AP members discussed the purpose and need. One AP member suggested a modification to the wording of the purpose and need and the AP accepted the following motion that recommended modifications to the current purpose:

- **To modify the existing purpose statement in Amendment 41 to read: (From Section 1.3 Purpose and Need pg. 8 with proposed revisions underlined.) The purpose of this action is to develop a management approach for federally permitted charter vessels that provides increased flexibility; reduces management uncertainty; improves economic**

stability; enhances sustainability of the red snapper population; and maximizes fishing opportunities for anglers fishing on federally permitted charter vessels.

Motion carried unanimously.

AP members began discussing goals for a red snapper management program for charter vessels, followed by supporting objectives for each goal. It was noted that parts of the goals and objectives overlap with the benefits that may be realized from adopting electronic reporting. AP members passed the following motions:

- **The overall goals for Amendment 41:**
 1. **To increase fishing opportunities for anglers who use the federally managed charter for-hire fishing fleet**
 2. **Reduce management uncertainty through improved catch and discard accounting**
 3. **Fair and equitable allocation for all participating permit holders**
 4. **The program should promote fleet stability**
 5. **Enhances sustainability by improving catch monitoring, adhering to quotas, and reducing dead discards.**

Motion carried unanimously.

- **For the goal -To increase fishing opportunities for anglers who use the federally managed charter for-hire fishing fleet, have the objective(s) be one or more of the following:**
 - **To provide year round angling fishing opportunities for using the red snapper charter for-hire fishery;**
 - **Increase number of fishing days or trips, ability to select fishing days within a specified season, to eliminate overages and extend fishing opportunities, while staying within the ACL.**

Motion passed unanimously.

- **For the goal-Reduce management uncertainty through improved catch and discard accounting, decrease management uncertainty by one or more of the following:**
 - **Landings by the charter for-hire fleet remain under its prescribed ACL and not exceed ACT**
 - **The ability to decrease the management buffer (ACT) from ACL through improved accountability and decreased management uncertainty**
 - **The ability to readily identify active permit holders (participants) in the red snapper for-hire fishery**
 - **For the for-hire industry to become fully accountable by use of ELBs, tags and/or other management tools.**

Motion carried with no opposition.

In discussing the following motion, AP members expressed different opinions concerning the meaning of a fair and equitable allocation. Some felt that all charter operators should start off on equal terms as far as allocation and be provided access, while others felt that not all charter vessels are currently landing red snapper and questioned whether such vessels should receive allocation.

- **For the goal-Fair and equitable allocation for all participating permit holders**
- **Utilize the annual charter for-hire allocation for red snapper by the participants.**

Motion carried 11 to 2

- **Improve fleet stability for the for-hire fishery as determined by socio-economic analysis by:**
 - a. Ability to select fishing days**
 - b. Increasing angling opportunity through an allocation based system**
 - c. Maximizing marketing opportunities**
 - d. Surveying fishery participants.**

Motion carried 8 to 5.

The AP referenced electronic logbooks in their goals and objectives. Electronic reporting for charter vessels is currently being evaluated in a separate document and is outside the scope of Amendment 41. An AP member felt that electronic reporting would be in place before Amendment 41 goes final, while another expressed concern to not lose momentum in developing Amendment 41 by waiting for electronic reporting. Another AP member contributed that they did not want to use electronic logbooks to develop a catch history for use in Amendment 41. No motions were proposed or passed regarding electronic logbooks.

Next, the AP discussed the allocation-based management approaches. AP members noted concerns with fishing cooperatives, including that there was too much room for misuse and that too much power could potentially be held in one person's hands. Also, in contrast to the Headboat Collaborative which had less than 20 participants, AP members felt it may be difficult to organize the much larger number of charter operators into cooperatives. The AP passed the following motion:

- **To eliminate cooperatives from Amendment 41.**

Motion carried with no opposition.

AP members discussed their preferred management approach. A member said that permit fishing quotas (PFQs) are preferable to individual fishing quotas (IFQs) because allocation is tied to the permit, and if his boat is bought, the allocation goes with it; PFQs will add value to the permit. Some AP members said they did not want allocation to be transferable among vessels, as this creates financial winners and losers. Other AP members expressed concerns to avoid the criticisms of the commercial program in terms of "leasing" IFQs. Avoiding fleet consolidation was also noted as an important goal as this program is developed.

- **In action 1, to select alternative 2(b) as the panel's preferred alternative.**

Alternative 2: Establish a fishing quota program (Section B) that provides participants with shares and annual allocation. The fishing quota program would be:

Option 2b: a Permit Fishing Quota program (PFQ).

Motion passed with no opposition.

AP members discussed harvest tags and their usefulness for program enforcement. AP members who participated in the Headboat Collaborative noted they did not like the tags at first, but soon

found them extremely useful for helping to keep the amount of fish straight on the headboat for their customers. Whereas, another member felt that a harvest tag program would leave fish unused, but that this would not happen under a PFQ program. The AP passed the following motions.

- **As part of implementing PFQs, use fish harvest tags solely as an enforcement and validation tool for the PFQ program, not as an allocation tool as part of Alternative 4 in Action 1.**

Motion carried with no opposition.

- **In Action 1, to move Alternative 4 to the considered but rejected appendix.**

Motion carried with no opposition.

AP members discussed the alternatives under *Action 3, Distribution of Quota to Charter Vessels*. AP members did not support the use of an auction to distribute quota, and passed the following motion pertaining to the two alternatives that include auctioning quota.

- **In Action 3, to recommend to the Council that the Advisory Panel does not support consideration of Alternatives 6 and 7 because it does not coincide with the fair and equitable goal of Amendment 41.**

Motion carried with no opposition.

Some AP members did not support the regional approach to allocation, while other AP members did, noting that regional landings identify where red snapper are landed by charter vessels. The AP discussed the proposed new Action 2, which was requested by the Council at its January 2016 meeting to address voluntary participation in an allocation-based charter vessel management program. The proposed action would allow charter operators to opt-in and participate in an allocation-based program, or to opt-out and continue to fish for red snapper under a red snapper fishing season in federal waters for non-participating charter vessels. However, AP members did not support the option for some charter operators to continue to fish for red snapper if they did not participate in the allocation-based program. That is, if charter vessels opt-out of participating in the management program developed under Amendment 41, they should not be able to red snapper fish at all. To express this intent, the AP passed the following motions.

- **To recommend to the Council that the permit fishing quota (PFQ) program be the only access to red snapper by federally permitted charter for-hire vessels, and do not allow non-participating vessels to use allocation to harvest red snapper in an alternative federal waters season.**

Motion carried 12 to 1.

In discussion on the following motion, one member felt this would allow for identification of participants in the fishery. Another member noted that no one would opt-out, and without transferability, the rest of the fleet would not get those fish.

- **In Action 2, to create a new Alternative 5, and make it the Panel's preferred.**

Alternative 5: Establish a red snapper management program for charter vessels. The program would include only charter vessels with a valid or renewable federal for-hire permit for reef fish who elected to join the red snapper management program for charter vessels. An endorsement to the federal for-hire permit for reef fish would be issued to those charter operators who elected to join the red snapper management program for charter vessels. Opportunities to opt in to the red snapper management program for charter vessels are offered every year.

Motion carried 12 to 0 with one abstention

Additional discussion pertained to the distinction between opting-in (requiring operators to take action to participate) versus opting-out (assumes full participation unless operators take action to remove themselves). Some AP members felt charter operators should be required to opt-in to participate, which could be used to ensure that other program requirements are met by the participant, such as VMS, if required. On the other hand, NMFS staff expressed concerns with requiring operators to take action within a specified timeframe, and expressed a preference that charter operators opt-out if they did not intend to participate, instead.

AP members continued discussing the distribution of quota. A member noted that after shares are distributed, vessels could opt-in each year if they wanted to fish the allocation associated with their shares. He added that after a baseline of shares is established one time, each permit would get that much fish. After three years, the baseline could be reestablished among vessels for another period of time. Another member said that allocation should be calculated and distributed each year, and that charter operators should not hold shares. The comments then focused on support for charter vessels receiving annual allocation only, and reasons shares should not be held by charter operators including that shares were seen as a management tool that leads to reduced capacity in the fishery. There was concern that the distribution of quota among charter vessels should be able to reflect changes in the composition and characteristics of the fleet, such as a vessel changing homeport. A one-time distribution of (permanent) shares would not be flexible to changes in the fleet, and was contrary to the AP's goals for the program. The AP's intent for keeping shares with the permit (i.e., PFQs), is to avoid problems that may arise with transferability, if used in the program.

Next, AP members discussed passenger capacity as a metric for determining vessel allocation, addressing the pros and cons of using the passenger capacity according to the federal permit or that of the vessel's COI (or lack thereof) to determine how to distribute the quota among charter vessels. The AP passed a final recommendation before recessing for the meeting's first day.

- **The AP requests that the Council consider that we reconvene the charter for hire AP panel after the April meeting in Austin to continue to work on preferred alternatives on Amendment 41, and prior to the June meeting.**

Motion carried with no opposition

AP discussion returned to the issue of distributing quota among charter vessels, and specifically the alternatives concerning passenger capacity. AP members proposed new approaches for the distribution of quota among charter vessels, combining the existing alternatives into options that

use mixed approaches to the distribution of quota. The proposals included support for using the lower of the permit or vessel's passenger capacity. The AP passed the following motions.

- **In Action 3, to recommend a new alternative that would distribute quota using these 3 components:**

- **Distribute quota equally among charter permit holders (Alt 2)**
- **Based on the lesser of the COI of the vessel or permit capacity (Alt 3)**
- **Distribute quota based on historical/regional landings (Alt 5)**

Motion carried 11 to 0 with 2 abstentions.

- **To create options for the previous motion's new alternative:**

Option A	40% regional history	Option D
25% for everyone (Alt 2)	30% COI/permit capacity	40% for everyone
50% regional history (Alt 5)		30% regional history
25% COI/permit capacity (Alt 3)		30% COI/permit capacity
Option B		Option E
20% for everyone		75% for everyone
50% regional history		12.5% regional history
30% COI/permit capacity		12.5% COI/permit capacity
Option C		
30% for everyone		

Motion carried with no opposition.

AP members discussed defining qualifiers which must be met for charter operators to participate in the allocation-based management program. AP members felt that the qualifiers would help identify the active permits and those who would participate in the program. Other members expressed concern that the qualifiers would cause fleet consolidation, or restrict participation. AP members held conflicting views on the use of VMS, with some in support and others opposed. After specifying the qualifiers, the AP passed the following motion:

- **To recommend to the Council to include, as a pre-qualifier for opt-in vessels, a VMS unit or another acceptable electronic validation tool, a federal charter for-hire reef fish permit and a state charter fishing license, and payment of the cost recovery fee associated with the allocation based system.**

Motion carried with no opposition.

In discussing the alternative to distribute quota based on regional landings, the AP recommended two additional options to the provided time series, and recommended their preference among the time series options. The AP passed the following motions.

- **In Action 3, Alternative 5, to create a new option using average landings for years 2003 to 2012, excluding landings in 2010.**

Motion carried 9 to 3 with one abstention.

- **To establish a new option under Action 3, Alternative 5 (Option 5e), to establish a timeline as found in Amendment 40.**

Motion passed 12 to 1.

- **To recommend to the Council that in Action 3, that the Panel's preferred allocation timeline to be used is (Option 5e):**

50% 1986-2013

50% 2006-2013 excluding landings from 2010.

Motion carried without opposition.

The AP returned to discuss PFQs as their preferred allocation-based management approach. A previous motion expressed the AP's preference for a PFQ program that uses shares and allocation. However, following additional discussion, AP members said they did not want a system that uses shares and allocation, but instead, want to use annual estimated and distributed allocation based on the number of participants that opt-in to the program for that year. Currently, PFQs and IFQs are structured to use both shares and allocation, while cooperatives and harvest tags use annual allocation, only. An AP member noted that with PFQs, transferability could be added in the future, but he believes that would not be possible under a harvest tag program. Another member supported PFQs rather than harvest tags, as he believes PFQs would require a referendum, while harvest tags would not; he felt a referendum was important to ensure the industry supports the resulting program design. The AP passed the following motion.

- **To recommend to the Council that a PFQ program be developed without shares, but to use annual allocation.**

Motion carried 11 to 0 with one abstention and one absent.

The meeting adjourned at noon on March 9.

Failed and withdrawn motions:

Action 3: Distribution of Quota to Charter Vessels

Alternative 5: Distribute quota based on average landings of charter vessels in each geographic region...

Motion: In Action 3, to recommend to the Council that the Advisory Panel does not support

Alternative 5 because it does not coincide with the fair and equitable goal of Amendment 41.

Motion failed 2 to 8 with 3 abstentions.

Proposed New Action 2: Charter Vessel Program Participation

Motion: In Action 2, the Panel's preferred alternative is Alternative 3

Alternative 3: Establish a voluntary red snapper management program for charter vessels. The program would include only charter vessels with a valid or renewable federal for-hire permit for reef fish who elected to join the red snapper management program for charter vessels. An endorsement to the federal for-hire permit for reef fish would be issued to those charter operators who elected to join the red snapper management program for charter vessels.

Opportunities to join or to opt out from the red snapper management program for charter vessels are offered every year.

Motion withdrawn.

Motion: In Action 3, to make alternative 4, option (b) the Panel's preferred Alternative 4: Distribute quota based on tiers of the passenger capacity of charter vessels. Tiers are defined such that each:

*Option 4b: Vessel with a passenger capacity of 6 receives 1 unit;
Vessel with a passenger capacity of 7-24 receives 2 units;
Vessel with a passenger capacity >24 receives 3 units.*

Motion failed 3 to 8 with 3 abstentions.

Motion: To establish a bycatch and discard/bycatch allocation pool, based on staff recommendation, to account for opt-out vessels and vessels without allocation.

Motion withdrawn.

Motion: Among the options in Alternative 5, the Panel's preferred option is this new option. In Action 3, Alternative 5, to create a new option (5d) using average landings for years 2003 to 2012, excluding landings in 2010.

Motion withdrawn.

Motion to Reconsider: That the Panel bring back for reconsideration this prior motion:

Motion: In Action 1, to move Alternative 4 to the considered but rejected appendix.

Motion failed 2 to 9 with one absent.