

# State Management Program for Recreational Red Snapper



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

October 2017



*This is a publication of the Gulf of Mexico Fishery Management Council Pursuant to National Oceanic and Atmospheric Administration Award No. NA15NMF4410011.*

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## **ABBREVIATIONS USED IN THIS DOCUMENT**

ACL	annual catch limit
ACT	annual catch target
Council	Gulf of Mexico Fishery Management Council
Gulf	Gulf of Mexico
NMFS	National Marine Fisheries Service
SPR	spawning potential ratio
SSC	Scientific and Statistical Committee

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# CHAPTER 1. INTRODUCTION

## 1.1 Background

From 1996 – 2014, the recreational fishing season for red snapper in federal waters became progressively shorter. Despite regular increases in the recreational annual catch limit (ACL) since 2010, shorter federal seasons have continued as the quota continues to be caught in a shorter amount of time (Table 1.1.1) and inconsistent state water seasons became longer. In 2015, sector separation was implemented, changing how recreational red snapper fishing is prosecuted as the sector was divided into a private angling component and a federal for-hire component. Separate fishing seasons are established for each component based on the component annual catch targets (ACT), which are reduced from the recreational sector's red snapper ACL by the established buffer.

Currently, the recreational harvest of red snapper in federal waters of the Gulf of Mexico (Gulf) is constrained by a 2-fish bag limit, 16-inch total length minimum size limit, and a fishing season that begins on June 1 and closes when the ACT of each recreational component (i.e., private angling and federal for-hire) is projected to be caught.

Fishermen from different areas of the Gulf have requested more flexibility in recreational red snapper management so that regulations provide greater socioeconomic benefits to their particular area. Referred to in this amendment as *state management*, the Gulf of Mexico Fishery Management Council (Council) is exploring state management as a way to provide greater flexibility in the management of red snapper for the recreational sector. State management refers to allowing recreational regulations (specifically bag limits and season dates) to be different for red snapper landed from federal waters off each state, in contrast to uniform recreational regulations applied to all federal waters in the Gulf.

This amendment would establish the program structure for individual Gulf States to adopt state management. This State Management of Recreational Red Snapper Amendment consists of actions affecting all states and the overall federal management of red snapper, regardless of whether or not all states pursue a state management program. The actions include 1) the components of the recreational sector that would be included under a state's management program; and 2) the apportionment of the recreational red snapper ACL among the Gulf States. At its April 2017 meeting, the Council approved the initiation of separate amendments to establish state management for the states of Louisiana, Mississippi, and Alabama. At its August 2017 meeting, the Council approved the initiation of separate amendments to establish state management for the states of Florida and Texas. Actions specific to a state management program for the recreational harvest of red snapper in each state would be addressed in those separate amendments.

**Table 1.1.1.** Recreational red snapper federal season lengths and landings.

Year	Season dates in federal waters	Number of days open	Recreational Landings
1996	January 1 – December 31	365	5.286 mp
1997	January 1 – November 27	330	6.690 mp
1998	January 1 – September 30	272	4.827 mp
1999	January 1 – August 29	240	4.905 mp
2000	April 21 – October 31	194	4.710 mp
2001	April 21 – October 31	194	5.245 mp
2002	April 21 – October 31	194	6.522 mp
2003	April 21 – October 31	194	6.094 mp
2004	April 21 – October 31	194	6.460 mp
2005	April 21 – October 31	194	4.676 mp
2006	April 21 – October 31	194	4.131 mp
2007	April 21 – October 31	194	5.809 mp
2008	June 1 – August 4	65	4.056 mp
2009	June 1 – August 14	75	5.597 mp
2010	June 1 – July 23; Oct 1 – Nov. 21 (Fri, Sat., & Sun.)	77	2.647 mp
2011	June 1 – July 18	48	6.734 mp
2012	June 1 – July 16	46	7.524 mp
2013	June 1 – June 28; Oct 1 – Oct 14	42	9.703 mp
2014	June 1 – June 9	9	3.835 mp
2015	June 1 – June 10 (private angling) June 1 – July 14 (federal for-hire)	10 44	3.806 mp 2.153 mp
2016	June 1 – June 11 (private angling) June 1 – July 16 (federal for-hire)	11 46	5.294 mp 2.143 mp
2017	June 1-3; – June 16 – Sept 4* (private angling) June 1 – July 19 (federal for-hire)	3 + 39 49	T.B.D.

\*Season is open Fridays through Sundays, plus July 3-4 and September 4.

Note: Quotas and landings are in millions of pounds (mp) whole weight. Beginning in 2014, the season length was estimated based on an ACT, reduced from the recreational sector ACL (quota) by 20%. The 2016 recreational quota is based on the reallocation implemented through Amendment 28, which was vacated on March 3, 2017. The 2017 recreational quota is based on the previous sector allocation of 49% recreational.

Source: SEFSC MRIP-Based Recreational ACL Data (July 2017); SEFSC SEDAR-31 Update (2014) APAIS-adjusted red snapper data.

The first action addresses the recreational sector components that a state management program would manage and determines the pieces into which the recreational sector ACL would be divided. In 2014, the Council divided the recreational red snapper ACL into two components: private angling and federal for-hire. Separate fishing seasons are estimated based on each component’s ACT (reduced from the component ACL by 20%), and a separate season closure is triggered when each component’s ACT is estimated to have been met. Initially established for 3 years through Amendment 40 (GMFMC 2014), management of the separate component ACLs was extended for an additional 5 years, or through 2022, through Amendment 45 (GMFMC

2016). Because the recreational sector ACL is currently divided into two component ACLs, this action is necessary to determine how to further divide the component ACLs to be used for state management programs.

The second action would apportion the recreational sector ACL for red snapper among the five Gulf States, thereby determining the portion that would be provided to a state to manage under an approved state management program. Under an approved state management program, a state would be allowed to establish certain management measures most suited to the state for the recreational harvest of red snapper. The state would need to constrain landings to within its specified portion of the recreational sector ACL. Because the state would receive a designated portion of the ACL, the harvest by the remaining states without state management programs would be constrained to the remaining balance of the ACL.

Providing flexibility to the states to establish management measures is expected to result in social and economic benefits by providing optimal fishing opportunities for a state's portion of the recreational ACL (quota). Nevertheless, management measures under a state's approved state management program must achieve the same conservation goals as the current federal management measures (i.e., constrain harvest to the region's allocated portion of the recreational sector ACL). Under state management, red snapper would remain a federally managed species. The Council and the National Marine Fisheries Service (NMFS) would continue to oversee management of the stock. This includes continuing to comply with the mandate to ensure the recreational sector's red snapper stock ACL is not exceeded and that conservation objectives are achieved. The Council's Scientific and Statistical Committee would continue to determine the acceptable biological catch for red snapper, while the Council and NMFS would determine the total recreational sector ACL which would be allocated among the states and components of the recreational sector. All federal regulations for the harvest of red snapper would remain effective.

Because not all states may pursue a state management program, regulations including the existing bag limit and season start date would remain in place as default federal regulations. For a state with an approved state management program, an exemption from the default federal regulations would be made and the state would establish its bag limit and fishing season for red snapper landed in the state, from both federal and state waters, and potentially other management measures. NMFS would retain authority for the remaining management regulations including implementing ACL adjustments, regulating federal permits, and managing the commercial red snapper individual fishing quota program.

### **ACL and ACT Designations for Regions and Components**

Amendment 40 (GMFMC 2014) established two components within the recreational sector for the harvest of red snapper: a private angling and a federal for-hire component, and apportioned the recreational sector ACL between the components. The final rule specified component ACTs, which are reduced from the component ACLs (component quotas) by the established buffer (currently 20%). Thus, there are component ACLs (component quotas) and component ACTs.

If a state's management is approved, a state ACL (and potentially component ACLs) would be established for the state's designated portion of the recreational sector ACL. The state ACL (and



potentially component ACLs) will be reduced by the established buffer, resulting in a state ACT (or component ACTs). The state would estimate its season length based on the state ACT (or component ACTs), and must constrain landings to not exceed its assigned portion of the recreational sector ACL.

Section 407(d) of the Magnuson-Stevens Fishery Conservation and Management Act mandates that separate quotas be established for commercial fishing and recreational fishing, which includes both the private angling and federal for-hire components. When the recreational sector ACL is reached, further harvest of red snapper is prohibited for the duration of the year. This means that even if a state under a state management program has remaining quota, the state must close its fishing season and prohibit further harvest of red snapper once the recreational sector ACL is determined to have been met.

### **History of Council Discussion on State (Regional) Management**

The Council has explored the concept of “regional management” for red snapper for several years. Regional management was discussed by the Ad Hoc Recreational Red Snapper Advisory Panel at its October 2008 meeting, and the Red Snapper Advisory Panel at its December 2009 meeting. Staff presented papers exploring red snapper regional management to the Council at the January 2009, August 2010, and October 2010 meetings.<sup>1</sup>

In June 2012, the Louisiana Department of Wildlife and Fisheries presented a proposal to the Council for a recreational red snapper regional management pilot program. The Council requested that Louisiana provide further details of their proposed regional management plan for red snapper, and instructed staff to begin developing a plan amendment for regional management of recreational red snapper. At the August 2012 meeting, the Council requested development of a scoping document for regional management of recreational red snapper (Amendment 39<sup>2</sup>), which was provided and discussed at the October 2012 meeting. Scoping meetings were held in January 2013. The Council reviewed an options paper at its April 2013 meeting, and the initial public hearing draft at its June 2013 meeting. Public hearings were held around the Gulf in August 2013 and the comments were presented to the Council at its August 2013 meeting.<sup>3</sup>

By the February 2014 meeting, the Council had selected preferred alternatives for all actions except for how to allocate the recreational red snapper quota among the regions. At its February 2014 meeting, Council staff was directed to postpone further work on the regional management document until progress is made on how to allocate the quota among the regions. In turn, the Council moved forward with Amendment 40 (GMFMC 2014) and approved the action at its October 2014 meeting.

At its January 2015 meeting, the Council reviewed a revised set of actions for regional management reflecting the regulatory changes made to recreational red snapper management

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<sup>1</sup> [http://www.gulfcouncil.org/resources/briefing\\_book\\_archive.php](http://www.gulfcouncil.org/resources/briefing_book_archive.php)

<sup>2</sup> [http://archive.gulfcouncil.org/council\\_meetings/BriefingMaterials//BB-01-2016/B%20-%209\(a\)%202016%20Jan%20DEIS%20RF39%20Regional%20Management%2012-8-15.pdf](http://archive.gulfcouncil.org/council_meetings/BriefingMaterials//BB-01-2016/B%20-%209(a)%202016%20Jan%20DEIS%20RF39%20Regional%20Management%2012-8-15.pdf)

<sup>3</sup> Written comments submitted in response to Reef Fish Amendment 39 can be found at <https://docs.google.com/spreadsheets/ccc?key=0Atgbk2rxQkqhdFVjUTB3VERSX2ZwcXJmckl1QTBXZkE#gid=0>

since work on the document was postponed. These changes included new accountability measures and the establishment of separate components and ACLs (quotas) for the recreational harvest of red snapper. At its June 2015 meeting, the Council requested staff to hold an additional round of public hearings, which were held following the October 2015 Council meeting. At its January 2016 meeting, the Council postponed further work on the amendment indefinitely.

## 1.2 Purpose and Need

The **purpose** of this action is to establish a program structure through which a Gulf state may establish a management program that would provide flexibility in the management of the recreational harvest of red snapper for their anglers.

The **need** is to reconsider the management of the recreational harvest of red snapper within the context of the states of the Gulf: to prevent overfishing while achieving, on a continuing basis, the optimum yield from the harvest of red snapper by the recreational sector<sup>4</sup>; take into account and allow for variations among, and contingencies in the fisheries, fishery resources, and catches<sup>5</sup>; 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<sup>6</sup>.

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<sup>4</sup> National Standard 1 [https://www.ecfr.gov/cgi-bin/text-idx?SID=71b8c6026001cb90e4b0925328dce685&mc=true&node=se50.12.600\\_1310&rgn=div8](https://www.ecfr.gov/cgi-bin/text-idx?SID=71b8c6026001cb90e4b0925328dce685&mc=true&node=se50.12.600_1310&rgn=div8)

<sup>5</sup> National Standard 6: [https://www.ecfr.gov/cgi-bin/retrieveECFR?gp=&SID=6b0acea089174af8594db02314f26914&mc=true&r=SECTION&n=se50.12.600\\_1335](https://www.ecfr.gov/cgi-bin/retrieveECFR?gp=&SID=6b0acea089174af8594db02314f26914&mc=true&r=SECTION&n=se50.12.600_1335)

<sup>6</sup> National Standard 8: [https://www.ecfr.gov/cgi-bin/retrieveECFR?gp=&SID=6b0acea089174af8594db02314f26914&mc=true&r=SECTION&n=se50.12.600\\_1345](https://www.ecfr.gov/cgi-bin/retrieveECFR?gp=&SID=6b0acea089174af8594db02314f26914&mc=true&r=SECTION&n=se50.12.600_1345)

## CHAPTER 2. MANAGEMENT ALTERNATIVES

### 2.1 Action 1 – Components of the Recreational Sector to include in State Management Programs

**Alternative 1:** No Action. Retain current federal management of recreational red snapper in federal waters of the Gulf of Mexico (Gulf). For the years 2015-2022, continue separate red snapper fishing seasons for the federal for-hire and private angling components based on the components' annual catch targets (ACT), reduced from the components' annual catch limits (ACL) by the established buffer.

**Alternative 2:** For a state with an approved state management program, the state will manage its private angling component, only, and must constrain landings to the state's private angling component ACL as determined in Action 2. The federal for-hire component will continue to be managed Gulf-wide. For states without an approved state management program, a private angling fishing season will be estimated using the remainder of the private angling component ACL, reduced by the established buffer. The state management plan would end when the separate private angling and federal for-hire ACLs end (currently 2022).

**Alternative 3:** For a state with an approved state management program, the state will manage both its private angling component and federal for-hire components and must constrain landings to the state's component ACLs, as determined in Action 2. For states without an approved state management program, separate fishing seasons based on the component ACTs for the federal for-hire and private angling components would be estimated using the remainder of the recreational sector ACL. The state management plan would end when the separate private angling and federal for-hire ACLs end (currently 2022).

**Preferred Alternative 4:** For a state with an approved state management program, the state will choose whether to manage its private angling component, only, or to manage both its private angling and federal for-hire components. The state must constrain landings to the state's private angling component ACL and federal for-hire component ACL as determined in Action 2. For states without an approved state management program, separate fishing seasons based on the component ACTs for the federal for-hire and private angling components would be estimated using the remainder of the recreational sector ACL. The state management plan would end when the separate private angling and federal for-hire ACLs end (currently 2022).

#### **Discussion:**

Amendment 40 (GMFMC 2014) apportioned the recreational sector ACL between the federal for-hire and private angling components of the recreational sector for a period of 3 years (2015-2017), and Amendment 45 (GMFMC 2016) extended the separate management of the federal for-hire and private angling components' portions of the recreational sector ACL through 2022. This action is only applicable if this amendment is implemented while the separate components of the recreational sector are still in effect.

This action determines whether a state with an approved state management program would only manage its private angling component (**Alternative 2**), manage both components (**Alternative 3**), or could choose to manage the private angling component only, or manage both components (**Preferred Alternative 4**). Depending on the alternative selected, state private angling ACLs would need to be established (**Alternative 2**) or state private angling and federal for-hire component ACLs would need to be established (**Alternative 3** and **Preferred Alternative 4**). A state or states with an approved state management program must constrain its landings to its respective ACLs.

**Alternative 1** would continue the separate management of the federal for-hire and private angling components until the sunset date. Currently, the recreational sector ACL is divided into two component ACLs for the years 2015-2022 and will revert to a single recreational sector ACL at the start of 2023.

Under **Alternative 2**, a state with an approved state management program would manage the state's private angling component only. Depending on the number of states that develop state management programs, up to six component ACLs could be established under **Alternative 2**: five state private angling ACLs derived from the private angling component ACL, and one federal for-hire component ACL. Management of the federal for-hire component would continue to be managed Gulf-wide under the federal regulations for the federal for-hire component. Based on the Action 2 alternatives, the resulting percentages for the five potential state private angling ACLs are provided in Tables 2.2.1, 2.2.3 and 2.2.5.

Under **Alternative 3**, a state with an approved state management program would manage both the state's private angling component and federal for-hire component. Two state component ACLs would be established for each state: a state private angling component ACL and a state for-hire component ACL. Depending on the number of states that develop state management programs, up to ten component ACLs could be established under **Alternative 3**. Federal for-hire and private angling component ACLs would continue to be used for states without an approved state management program. Based on the Action 2 alternatives, the resulting percentages for the ten potential state component ACLs are provided in Tables 2.2.2, 2.2.4, and 2.2.5.

Under **Preferred Alternative 4**, a state with an approved state management program would be able to choose whether to manage its private angling component only, or to manage both its private angling component and federal for-hire component. As with **Alternative 3**, two state component ACLs would be established for each state: a state private angling component ACL and a state for-hire component ACL. Depending on the number of states that develop state management programs, up to ten component ACLs could be established under **Preferred Alternative 4**. For a state that decides to manage its private angling component only, the state's federal for-hire ACL would remain part of the Gulf-wide federal for-hire ACL. Federal for-hire and private angling component ACLs would continue to be used for states without an approved state management program. Based on the Action 2 alternatives, the resulting percentages for the ten potential state component ACLs are provided in Tables 2.2.2, 2.2.4, and 2.2.5.

For a state to manage both components (**Alternative 3** and optional under **Preferred Alternative 4**), the state would specify the management measures to be applied to each

component in its conservation equivalency plan or state regulations established for delegated management authority. The state must ensure that the landings by each component are constrained to that component's ACL. For states without an approved state management program, the federal for-hire component would continue to be managed Gulf-wide under the federal regulations for the federal for-hire component.

Regardless of the alternative selected, a state with an approved state management program must estimate its fishing season length based on the state ACT or state component ACT, which is reduced from the respective ACL by the established buffer. In addition, for-hire vessels must have a federal permit to harvest red snapper from federal waters. Although state-licensed for-hire vessels are part of the private angling component, these vessels may not harvest red snapper from federal waters, even if an approved state management program is in place.

Currently, the Gulf of Mexico Fishery Management Council (Council) is evaluating allocation-based management programs for the federal for-hire component through Amendments 41 (charter vessels) and 42 (headboats). Should the Council establish an allocation-based management program for one or both sub-components through Amendments 41 and 42 before establishing state management through this amendment, **Alternative 3** and **Preferred Alternative 4** may not be viable, as federal for-hire vessels would be part of a NMFS-administered management program.

## 2.2 Action 2 – Apportioning the Recreational ACL (Quota) among States

**Alternative 1:** No Action – Do not establish an allocation of the recreational sector component ACLs that may be used for state management programs.

**Alternative 2:** Establish an allocation of the recreational sector ACL that may be used for state management programs by apportioning the private angling ACL and federal for-hire ACL among the states based on the average of historical landings for the years:

**Option 2a:** 1986-2015.

**Option 2b:** 1996-2015.

**Option 2c:** 2006-2015.

**Option 2d:** 50% of average historical landings for the years 1986-2015 and 50% of average historical landings for the years 2006-2015.

**Alternative 3:** Establish an allocation of the recreational sector ACL that may be used for state management programs by apportioning the private angling ACL and federal for-hire ACL among the states based on the average of historical landings for the years:

**Option 3a:** 1986-2009.

**Option 3b:** 1996-2009.

**Option 3c:** 2006-2009.

**Option 3d:** 50% of average historical landings for the years 1986-2009 and 50% of average historical landings for the years 2006-2009.

**Alternative 4:** In calculating state apportionments under **Alternative 2** or **3**, exclude from the selected time series, as appropriate:

**Option 4a:** 2006 landings.

**Option 4b:** 2010 landings.

**Option 4c:** 2014 landings.

**Option 4d:** 2015 landings.

**Alternative 5:** Establish an allocation of the recreational sector ACL that may be used for state management programs by apportioning the private angling ACL and federal for-hire ACL among the states based on each state's average of the best ten years of historical landings for the years 1986-2015.

**Alternative 6:** Establish an allocation of the recreational sector ACL that may be used for state management programs by apportioning the private angling ACL and federal for-hire ACL among the states based on spatial abundance of red snapper biomass and recreational trips using:

**Option 6a:** 25% biomass, 75% trips.

**Option 6b:** 50% biomass, 50% trips.

**Option 6c:** 75% biomass, 25% trips.

## **Discussion:**

For a red snapper state management program to be enacted, a portion of the recreational sector ACL would need to be designated for that state. The recreational sector ACL is currently divided into separate private angling and federal for-hire component ACLs. This action addresses how to apportion the component ACLs of the recreational sector to provide a portion of the recreational ACL to a state that has an approved state management program for red snapper. A state would establish its state management program through a state-specific plan amendment. For states that do not participate in state management, management would continue with the remaining private angling and federal for-hire component ACLs.

Allocation is an inherently controversial issue because a limited resource is divided among competing user groups, each of which benefits from receiving the largest portion possible. In this action, the Council is determining the method to calculate the apportionment, not the percentage each state would receive. The percentages would change based on the data used in the calculation equation. Additionally, the landings are subject to high levels of uncertainty, especially for Mississippi, and should be viewed with caution. Regardless of the alternative selected, in some years, each state's landings exceeds its average landings (see Appendix A). This means that requiring a state with an active state management program to constrain its catches to a fixed percentage of the recreational sector ACL could restrict the fluctuations in annual landings that occur in some years.

**Alternative 1** (No Action) would not apportion the recreational sector ACL among the states. Separate management of the private angling and for-hire components' harvest of red snapper would continue throughout federal waters of the Gulf through 2022. Currently, there is no expressed state allocation; the proportion of the total recreational landings made up by each state varies from year to year. Recreational landings by state from 1986 – 2015 are provided in Appendix A. Tables are provided for landings by the recreational sector as a whole, the private angling component, and the federal for-hire component.

**Alternative 2** provides four options to apportion the recreational sector ACL based on the average proportion of historical landings for various time series that end in 2015. Table 2.2.1 provides the resulting percentages from apportioning the private angling component ACL by state, which is 57.7% of the recreational sector ACL. In the table, the sum of the state private angling ACLs for each alternative totals 100% of the private angling ACL. The federal for-hire component, with 42.3% of the recreational sector ACL, would remain under federal management. If Alternative 2 is selected in Action 1, Table 2.2.1 shows the resulting percentages of the private angling ACL that would become each state's private angling component ACL under an approved state management program under **Alternative 2**.

**Table 2.2.1.** Resulting percentages of dividing the private angling ACL among the states based on historical landings time series of **Alternative 2**, for the *private angling component*, only. Each row totals 100% of the private angling ACL.

	AL	FL	LA	MS	TX
<b>Alternative 2, Option 2a:</b> 1986-2015	36.0%	28.1%	21.0%	7.9%	7.1%
<b>Alternative 2, Option 2b:</b> 1996-2015	38.5%	33.7%	16.7%	4.5%	6.7%
<b>Alternative 2, Option 2c:</b> 2006-2015	33.6%	41.6%	17.2%	2.1%	5.5%
<b>Alternative 2, Options 2d:</b> 50% 1986-2015; 50% 2006-2015	34.8%	34.8%	19.1%	5.0%	6.3%
<b>Alt. 4: Options a-d removed from Alt. 2d</b>	36.0%	33.6%	19.1%	5.6%	5.6%

Note: Landings from 2010 excluded from all alternatives.

Table 2.2.2 provides the resulting percentages from apportioning the total recreational sector ACL into private angling and federal for-hire ACLs by state. For each of the options for **Alternative 2**, the sum of the private angling component's percentages of the ACL for the five states totals 57.7%, and the sum of the federal for-hire percentages of the ACL for the five states totals 42.3%. Together, these state component ACLs equal 100% of the recreational sector ACL. For Alternative 3 and Preferred Alternative 4 in Action 1, Table 2.2.2 provides the resulting percentages of the recreational sector ACL that would become the state private angling and federal for-hire component ACLs under an approved state management program for **Alternative 2**.

**Table 2.2.2.** Resulting percentages of dividing the federal for-hire ACL and private angling ACL among the states for **Alternative 2**, by component. For each alternative, the sum of the private angling component ACLs totals 57.7% and the sum of the federal for-hire ACLs totals 42.3%.

	Component	AL	FL	LA	MS	TX
<b>Alt 2, Option 2a:</b> 1986-2015	<b>Private</b>	20.7%	16.2%	12.1%	4.6%	4.1%
	<b>For-hire</b>	10.8%	15.7%	5.3%	0.3%	10.2%
<b>Alt 2, Option 2b:</b> 1996-2015	<b>Private</b>	22.2%	19.4%	9.6%	2.6%	3.8%
	<b>For-hire</b>	11.4%	18.3%	3.9%	0.2%	8.5%
<b>Alt 2, Option 2c:</b> 2006-2015	<b>Private</b>	19.4%	24.0%	9.9%	1.2%	3.1%
	<b>For-hire</b>	10.6%	19.8%	3.9%	0.1%	7.9%
<b>Alt 2, Option 2d:</b> 50% 1986-2015; 50% 2006-2015	<b>Private</b>	20.1%	20.1%	11.0%	2.9%	3.6%
	<b>For-hire</b>	10.7%	17.7%	4.6%	0.2%	9.0%
<b>Alt. 4, Options 4a-4d removed from Alt. 2d</b>	<b>Private</b>	20.8%	19.4%	11.0%	3.2%	3.3%
	<b>For-hire</b>	10.3%	18.6%	4.7%	0.2%	8.5%

Note: Landings from 2010 excluded from all alternatives.

**Alternative 3** provides four options to apportion the recreational sector ACL based on the average proportion of historical landings for various time series ending in 2009. The difference



between **Alternatives 2 and 3** is that the time series ends in 2015 under **Alternative 2** and ends in 2009 under **Alternative 3**. For **Alternative 3**, Table 2.2.3 provides the resulting percentages from apportioning the private angling component ACL by state for Alternative 2 in Action 1, while Table 2.2.4 provides the resulting percentages for Alternative 3 or Preferred Alternative 4 in Action 1.

**Table 2.2.3.** Resulting percentages of dividing the private angling ACL among the states based on historical landings time series of **Alternative 3**, for the *private angling component*, only. Each row totals 100% of the private angling ACL.

	AL	FL	LA	MS	TX
<b>Alternative 3, Option 3a:</b> 1986-2009	33.9%	27.7%	21.8%	9.0%	7.6%
<b>Alternative 3, Option 3b:</b> 1996-2009	35.9%	35.0%	16.6%	5.1%	7.5%
<b>Alternative 3, Option 3c:</b> 2006-2009	18.5%	56.0%	17.6%	1.2%	6.7%
<b>Alternative 3, Options 3d:</b> 50% 1986-2009; 50% 2006-2009	26.2%	41.8%	19.7%	5.1%	7.2%
<b>Alt. 4: Option 4a</b> removed from <b>Alt. 3d</b>	27.2%	39.7%	21.5%	5.2%	6.4%

**Table 2.2.4.** Resulting percentages of dividing the federal for-hire ACL and private angling ACL among the states for **Alternative 3**, by component. For each alternative, the sum of the private angling component ACLs totals 57.7% and the sum of the federal for-hire ACLs totals 42.3%.

	Component	AL	FL	LA	MS	TX
<b>Alt 3, Option 3a:</b> 1986-2009	<b>Private</b>	19.6%	16.0%	12.6%	5.2%	4.4%
	<b>For-hire</b>	10.5%	15.1%	5.8%	0.3%	10.5%
<b>Alt 3, Option 3b:</b> 1996-2009	<b>Private</b>	20.7%	20.2%	9.6%	2.9%	4.3%
	<b>For-hire</b>	11.1%	18.3%	4.3%	0.3%	8.4%
<b>Alt 3, Option 3c:</b> 2006-2009	<b>Private</b>	10.6%	32.3%	10.2%	0.7%	3.9%
	<b>For-hire</b>	8.5%	21.7%	5.2%	0.0%	6.9%
<b>Alt 3, Option 3d:</b> 50% 1986-2009; 50% 2006-2009	<b>Private</b>	15.1%	24.1%	11.4%	2.9%	4.1%
	<b>For-hire</b>	9.5%	18.4%	5.5%	0.2%	8.7%
<b>Alt. 4, Option 4a</b> removed from <b>Alt. 3d</b>	<b>Private</b>	15.7%	22.9%	12.4%	3.0%	3.7%
	<b>For-hire</b>	9.2%	19.0%	5.3%	0.2%	8.5%

**Alternative 4** provides options for excluding particular years from the historical landings averages: 2006 (**Option 4a**), 2010 (**Option 4b**), 2014 (**Option 4c**), and 2015 (**Option 4d**). Options to exclude 2006 and 2010 are due to impacts that affected recreational fishing opportunities during or immediately preceding those years. Hurricane Katrina struck late in the fishing season of 2005, therefore landings from 2006 are provided for exclusion. The *Deepwater Horizon* MC252 oil spill began in April 2010, prior to the opening of the 2010 recreational red snapper season. Due to the complexity associated with assigning landings between components

given the substantial fishery closures and the extended federal season, landings from 2010 should be viewed with caution and are not included for any alternatives in Tables 2.2.1 and 2.2.2. The Southeast Regional Office has excluded 2010 landings in all season projection analyses for similar reasons. Options to exclude landings from 2014 and 2015 are provided because these years were not included in the allocation formula used to calculate the private angling and federal for-hire components allocation in Amendment 40, and because the headboat collaborative pilot program operated during those years. The options under **Alternative 4** may be selected individually, or multiple options could be selected alongside any of **Options a-d** under **Alternative 2** or **3**. In Amendment 40 (GMFMC 2014), the Council chose to exclude landings from 2010 (**Option 4b**) from the allocation formula, but did not exclude landings from 2006 (**Option 4a**).

**Alternative 5** would apportion the recreational sector ACL by averaging each state’s highest 10 years of red snapper landings for each component for the years 1986-2015, and then converting the average landings into percentages. The resulting allocations by state for Action 1, Alternatives 2-4 are provided in Table 2.2.5.

**Table 2.2.5.** Resulting percentages of dividing the private angling ACL (Action 1, Alternative 2) and the federal for-hire ACL and private angling ACL (Action 1, Alternatives 3 or 4) based on the best 10 years of historical landings for the years 1986-2015 (**Alternative 5**). For Alternative 2, each state allocation is expressed as a percentage of the private angling ACL. For Alternatives 3 and 4, the states’ private angling and for-hire allocations are expressed as percentages of the total recreational ACL.

Action 1	Component	AL	FLW	LA	MS	TX
Alternative 2	Private angling, only	38.4%	31.7%	16.7%	8.5%	4.7%
Alternative 3 or 4	Private	22.2%	18.3%	9.7%	4.9%	2.7%
	For-hire	10.4%	14.6%	6.1%	0.5%	10.6%

**Alternative 6** is currently under development. At its August 2017 meeting, the Council requested an alternative that incorporates an estimate of red snapper biomass off each state and number of recreational trips by state, with options to weight each (**Options 6a-6c**). In contrast to fishery-dependent information such as landings and number of recreational trips, there is no estimate of red snapper biomass at the state level. National Marine Fisheries Service staff are developing an approach for estimating biomass that will be reviewed by the Council’s Scientific and Statistical Committee (SSC) at its January 2018 meeting. The SSC’s recommendations will be presented to the Council at its subsequent meeting.

It is possible that not all states will choose to participate in state management. If only one state participates, the fishing season in federal waters for the remaining states would be estimated based on the remaining aggregate portion of the ACL, as specified in the selected preferred alternative, and reduced by the established buffer. Should only one state not participate, the participating states would still receive their respective portions of the recreational ACL. The

state ACL that would have been distributed to the non-participating state would be used to estimate the length of the fishing season for that one state, reduced by the established buffer and any projected landings to occur in state waters. Anglers from a non-participating state would fish under the default federal regulations.

## CHAPTER 3. REFERENCES

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## APPENDIX A. RED SNAPPER LANDINGS

**Table A-1.** Annual recreational red snapper landings *for all modes* by state (1986-2015), in whole weight (ww) of fish.

Year	Alabama	Florida	Louisiana	Mississippi	Texas
1986	401,123	1,923,409	628,755	3,483	525,242
1987	387,077	897,447	281,412	54,030	454,200
1988	516,328	938,726	1,038,395	19,211	622,381
1989	544,007	362,359	708,400	341,941	980,566
1990	639,577	289,176	274,815	55,440	360,241
1991	877,662	412,597	968,807	179,601	451,819
1992	1,501,923	370,531	1,091,983	742,277	840,843
1993	2,038,695	1,237,924	1,579,456	907,243	1,281,487
1994	1,889,674	846,569	1,298,015	491,146	1,502,840
1995	1,734,545	565,357	1,498,252	155,566	1,455,778
1996	1,752,106	994,000	837,417	212,843	1,490,080
1997	2,650,058	1,007,178	1,074,486	632,172	1,325,784
1998	1,446,734	1,387,761	698,957	189,014	1,104,927
1999	1,975,892	1,420,582	776,530	143,799	588,085
2000	1,405,597	1,690,908	881,480	24,591	707,746
2001	2,221,042	2,095,912	309,510	108,454	509,885
2002	2,620,872	2,525,347	404,563	227,551	743,411
2003	2,315,502	2,201,846	544,732	365,829	666,133
2004	1,937,219	3,484,522	376,280	25,571	636,652
2005	1,361,826	2,242,439	484,250	5,222	582,181
2006	826,955	2,106,536	504,844	32,809	659,988
2007	1,134,693	3,295,292	908,429	3,399	466,979
2008	695,131	2,332,925	638,159	39,193	350,466
2009	1,207,913	2,630,439	1,054,595	43,574	660,337
2010	564,655	1,482,107	133,601	10,834	456,171
2011	3,606,454	1,975,772	600,358	69,478	482,045
2012	2,701,304	2,445,940	1,446,106	314,154	616,737
2013	4,424,247	3,777,372	589,642	422,529	489,112
2014	1,158,780	1,644,841	591,098	45,118	395,599
2015	2,468,809	1,631,295	1,214,971	44,694	600,382

Note: Landings exclude shore mode and incorporate the MRIP APAIS adjustment.

Source: SEFSC MRIP-Based Recreational ACL Data (July 2017); SEFSC SEDAR-31 Update (2014) APAIS-adjusted red snapper data.

**Table A-2.** Annual recreational red snapper landings by the *private angling component*, by state (1986-2015), in whole weight (ww) of fish.

<b>Year</b>	<b>Alabama</b>	<b>Florida</b>	<b>Louisiana</b>	<b>Mississippi</b>	<b>Texas</b>
<b>1986</b>	88,934	335,079	397,782	3,333	173,165
<b>1987</b>	179,372	332,788	76,970	53,757	60,455
<b>1988</b>	43,382	421,639	925,766	12,445	85,993
<b>1989</b>	71,790	176,352	570,607	336,770	37,182
<b>1990</b>	340,970	118,793	98,628	41,105	42,976
<b>1991</b>	458,409	129,731	29,944	168,884	72,367
<b>1992</b>	966,331	144,334	440,892	733,015	82,181
<b>1993</b>	999,221	136,594	888,122	827,117	105,635
<b>1994</b>	1,136,160	100,145	647,130	374,162	201,842
<b>1995</b>	919,526	45,798	832,915	151,391	289,471
<b>1996</b>	730,964	110,737	476,778	170,157	286,698
<b>1997</b>	1,288,722	56,515	610,487	549,048	264,841
<b>1998</b>	546,059	57,090	494,504	176,348	224,600
<b>1999</b>	1,425,824	361,676	586,835	132,036	156,918
<b>2000</b>	730,732	540,008	687,928	8,568	146,519
<b>2001</b>	1,370,655	1,047,142	222,333	87,634	119,065
<b>2002</b>	1,598,077	1,034,015	109,925	162,578	132,557
<b>2003</b>	1,357,478	944,187	247,210	325,327	112,954
<b>2004</b>	1,183,065	1,841,276	54,611	18,991	100,658
<b>2005</b>	719,236	1,182,012	82,982	5,222	186,278
<b>2006</b>	249,366	1,085,879	144,582	29,437	182,982
<b>2007</b>	542,033	1,784,411	684,663	3,399	128,485
<b>2008</b>	391,187	1,335,796	376,502	37,542	157,293
<b>2009</b>	834,329	1,511,782	802,254	43,574	170,412
<b>2010</b>	490,115	1,003,151	131,947	0	159,496
<b>2011</b>	3,127,693	993,880	538,459	59,448	171,888
<b>2012</b>	2,197,377	1,420,620	1,188,763	306,854	171,308
<b>2013</b>	3,877,683	3,105,730	489,204	418,737	254,563
<b>2014</b>	1,006,166	1,459,885	557,189	43,425	201,894
<b>2015</b>	1,711,421	766,237	1,059,302	34,209	235,305

Note: Landings exclude shore mode and incorporate the MRIP APAIS adjustment.

Source: SEFSC MRIP-Based Recreational ACL Data (July 2017); SEFSC SEDAR-31 Update (2014) APAIS-adjusted red snapper data.

**Table A-3.** Annual recreational red snapper landings by *federal for-hire component* (charter vessels and headboats), by state (1986-2015), in whole weight (ww) of fish.

<b>Year</b>	<b>Alabama</b>	<b>Florida</b>	<b>Louisiana</b>	<b>Mississippi</b>	<b>Texas</b>
<b>1986</b>	312,188	1,588,330	230,974	149	352,077
<b>1987</b>	207,705	564,660	204,443	274	393,745
<b>1988</b>	472,946	517,087	112,629	6,765	536,388
<b>1989</b>	472,217	186,007	137,793	5,171	943,384
<b>1990</b>	298,607	170,384	176,187	14,335	317,265
<b>1991</b>	419,253	282,867	938,863	10,717	379,452
<b>1992</b>	535,591	226,198	651,091	9,262	758,662
<b>1993</b>	1,039,474	1,101,330	691,334	80,126	1,175,852
<b>1994</b>	753,514	746,424	650,884	116,984	1,300,998
<b>1995</b>	815,019	519,559	665,337	4,175	1,166,307
<b>1996</b>	1,021,142	883,262	360,639	42,686	1,203,382
<b>1997</b>	1,361,336	950,662	463,999	83,124	1,060,943
<b>1998</b>	900,676	1,330,671	204,453	12,666	880,327
<b>1999</b>	550,068	1,058,906	189,695	11,763	431,167
<b>2000</b>	674,864	1,150,900	193,552	16,023	561,227
<b>2001</b>	850,387	1,048,769	87,177	20,820	390,820
<b>2002</b>	1,022,795	1,491,332	294,638	64,973	610,854
<b>2003</b>	958,024	1,257,659	297,522	40,502	553,179
<b>2004</b>	754,153	1,643,246	321,670	6,580	535,994
<b>2005</b>	642,589	1,060,428	401,268	0	395,903
<b>2006</b>	577,589	1,020,657	360,262	3,371	477,006
<b>2007</b>	592,661	1,510,881	223,766	0	338,494
<b>2008</b>	303,943	997,129	261,657	1,651	193,173
<b>2009</b>	373,584	1,118,657	252,341	0	489,925
<b>2010</b>	74,540	478,957	1,654	10,834	296,675
<b>2011</b>	478,761	981,892	61,899	10,030	310,157
<b>2012</b>	503,927	1,025,320	257,344	7,300	445,429
<b>2013</b>	546,564	671,642	100,438	3,792	234,549
<b>2014</b>	152,614	184,957	33,909	1,693	193,705
<b>2015</b>	757,388	865,058	155,669	10,485	365,077

Note: Landings exclude shore mode and incorporate the MRIP APAIS adjustment.

Source: SEFSC MRIP-Based Recreational ACL Data (July 2017); SEFSC SEDAR-31 Update (2014) APAIS-adjusted red snapper data.