1	GULF OF MEXICO FISHERY MANAGEMENT COUNCIL
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3 4	SUSTAINABLE FISHERIES COMMITTEE
5	Hyatt Centric New Orleans, Louisiana
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7	January 30, 2024
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9	VOTING MEMBERS
10	C.J. Sweetman (designee for Jessica McCawley)Florida
11	Kesley BanksTexas
12	Susan BoggsAlabama
13	Billy BroussardLouisiana
14	Dale DiazMississippi
15	Tom FrazerFlorida
16 17	Bob Gill
18	Michael McDermott
19	Chris Schieble (designee for Ryan Montegut)Louisiana
20	Andy Strelcheck
21	Troy WilliamsonTexas
22	
23	NON-VOTING MEMBERS
24	Kevin Anson (designee for Scott Bannon)Alabama
25	Dave DonaldsonGSMFC
26	J.D. DugasLouisiana
27	Dakus Geeslin (designee for Robin Riechers)Texas
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29 30	Ed WalkerFlorida
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36	Beth HagerAdministrative Officer
37	Lisa HollenseadFishery Biologist
38 39	Mara LevyNOAA General Counsel Natasha Mendez-FerrerFishery Biologist
40	Emily Muehlstein
41	Ryan RindoneLead Fishery Biologist/SEDAR Liaison
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The Sustainable Fisheries Committee of the Gulf of Mexico Fishery Management Council convened at The Hyatt Centric, French Quarter in New Orleans, Louisiana on Tuesday afternoon, January 30, 2024, and was called to order by Chairman C.J. Sweetman.

## ADOPTION OF AGENDA APPROVAL OF MINUTES ACTION GUIDE AND NEXT STEPS

 CHAIRMAN C.J. SWEETMAN: We're going to bring the Sustainable Fisheries Committee to order here. The members on this committee are myself, Mr. Diaz as Vice Chair, Mr. Schieble, Ms. Boggs, Mr. Broussard, Dr. Frazer, Mr. Gill, Mr. McDermott, Dr. Overton, Mr. Strelcheck, and Mr. Williamson.

The first action that we have on the agenda is to adopt the agenda. Are there any changes to the agenda? I am not seeing any. Are there any objections to moving forward with the adoption of the agenda? Not seeing any, okay, and the agenda has been adopted.

The next action item is Approval of the August 2023 Meeting Minutes. Are there any modifications to those meeting minutes? Not seeing any, are there any objections for approval of the August 2023 meeting minutes? Not seeing any, okay, and the 2023 minutes have been approved. The next step here will be to walk through the action guide and next steps, and I will -- That's Tab E, Number 3, and I will pass it over to Dr. Diagne.

DR. ASSANE DIAGNE: Thank you, Mr. Chair. The first item to be discussed here is allocations and the allocation review policy. Staff will give a presentation on allocation reviews and allocation amendments, and we will also discuss start dates for initial allocation reviews, as set in the council's allocation review guidelines.

 The presentation will also discuss allocation amendments that were already completed or are planned in ongoing amendments with allocation reviews. Allocation-related motions approved by the council will be discussed, and a proposed revised schedule to conduct allocation reviews will be proposed. The committee should review the information presented, ask questions, as needed, and, if warranted, the committee should approve an updated review schedule and discuss whether the council should send a letter to National Marine Fisheries Service indicating changes to the allocation review schedule.

CHAIRMAN SWEETMAN: Okay. Thank you, Dr. Diagne. I think we

will move right into the next agenda item, Agenda Item IV, Tab E, Number 4, and back over to you, Dr. Diagne.

## ALLOCATIONS AND ALLOCATION REVIEW POLICY

DR. DIAGNE: Thank you, Mr. Chair. In this presentation, I will talk about the start dates for the initial allocation reviews that are in the review guidelines and briefly list the amendments including allocation reviews that were already completed, and I will discuss ongoing amendments including allocation reviews and talk about allocation-related council motions, and, finally, discuss a proposed allocation review timeline, a revised one.

First, in our allocation review guidelines, these are the timing of those that were picked, and, also, on the second column, the first review, or the initial review at least, the expected dates, and so they range from April of 2023 to April of 2026, but, in the interim, the council has completed several allocation/reallocation amendments, and those amendments did include a full allocation review.

Some examples would be Reef Fish Amendment 53, which considered the allocation of red grouper between the commercial and recreational sectors, and the final rule was effective June 1 of 2022. Given the time interval selected, the next review should be June 1, 2029, and that is, of course, at the latest. Given that the stock assessments and other changes may come, the council may elect to initiate another amendment, or review, as necessary.

Reef Fish Amendment 54 looked at allocation of greater amberjack between the recreational and commercial sectors, and the final rule for that became effective in July of 2023, and, again, given the time interval selected, the next review should happen, at the latest, by July of 2029, at least be initiated by then.

 Other completed amendments with allocation reviews include Reef Fish Amendment 56, and, here, just as a placeholder, we did put February of 2024, given that the amendment has been recently approved, but, obviously, we do not know the exact date when it is going to be effective. Instead of putting "pending", we just used let's say next month, or this month, rather, as a placeholder, and to show the subsequent review, at the latest, would start let's say seven years, you know, after that, and so meaning sometime in 2031.

For CMP Amendment 33, the council went through the amendment

process, including the allocation review, and decided to maintain the existing commercial and recreational allocation for king mackerel. That decision was made in October of 2022. Therefore, fast-forward six years, and the next review, at the latest, should be initiated by 2028, October of that year.

We have several amendments including allocation reviews under development, and that would include the South Atlantic Amendment 44 and Gulf Reef Fish 55, which looks at an allocation of yellowtail snapper between the South Atlantic and Gulf Council, and, here, the council did approve a motion, in October of 2023, October of last year, which is to recommend moving Snapper Grouper 44/Reef Fish 55 to Priority Level C and continue to work on this document after the completion of the updated SEDAR 64, and this motion was approved in October, as I said, and it also requested that the South Atlantic also considers the same, and so, essentially, this is going to be moving, I guess, at a much, much lower speed.

We also have Reef Fish Amendment 58, which looks at the allocation and allocation review of other shallow water grouper between the commercial and recreational sector, and, I guess, work on this amendment is ongoing.

Just a special mention regarding red snapper allocation reviews, and we've discussed this during the update provided, and I believe it was in October of last year, and, essentially, the allocation of red snapper follows a three-tiered process by which essentially the stock ACL is first allocated between the recreational and commercial sectors, and, from there, the recreational ACL is first allocated between the federal for-hire component and the private angling component, and, finally, the private angling component is apportioned between the five Gulf states.

Regarding the last allocation mentioned, the council did approve a motion to direct staff to begin work on a plan amendment to work on updating the state private sector allocations, private recreational sector that is. The indication is that the state directors plan to meet to discuss alternative allocations between the states, but, to my knowledge, I guess that plan is still ongoing, and I'm not sure that there is a firm date for that meeting, and those discussions, to begin.

 Now, in October, the council did approve a motion to delay any changes in allocation between the commercial and recreational sectors of any Gulf fishery resources that are subject to MRIP-FES until such time as the 2024 pilot study has been completed

and deemed consistent with BSIA by the Gulf SSC. In large part, I mean, today's discussion -- The impetus for it is this motion that the council passed.

If we look back at our initial schedule to conduct allocation reviews, but perhaps expand the rows, because some of the allocations have already been completed, then we can see that, for example, for the red snapper ACL allocation between the private angling and the federal for-hire component, although we started preliminary work, we stopped, given the data challenges, because, essentially, to-date, recreational landings are not yet available, if I could say it that way.

Under the revised schedule, given the ongoing pilot study, let's say, I guess, a hopeful estimate would be that, by the beginning of 2027, everything would be done, and all the conclusions would be, I guess, drawn, and updated datasets would be available, and so we took January of 2027 as our starting date for any new allocation, or allocation review, and, essentially, we staggered the allocation reviews between January and, I believe, October, looking at the schedule.

For the first one, we went with August, and the allocation between the Gulf States, because it usually follows the apportionment between the private angling and the federal forhire, we put that next, and that is why we put October for that one. For gray triggerfish, the allocation between the recreational and commercial sector, on the schedule, the date is April of 2025, and, again, given the ongoing pilot study, and the potential implications, we went ahead and pushed the start date to January of 2027.

 For greater amberjack, there is no issue there, because the council has already completed an allocation review, and reallocated resources, and so the next allocation review is going to be scheduled for 2029, I mean to be started in July of that year. For king mackerel, the council went through the exercise, and maintained status quo, and so, for there also, there is no delay needed, and the next review, and potential reallocation, would be in 2028.

The recreational and commercial allocation of red snapper resources, that is scheduled to begin in 2026, and so, assuming that by January 1 of 2027, we will have all the information we need, but we did put this in April, just in keeping with the starting months, which was April of 2026, and we just moved it by one year, and, if we look at the red snapper allocations, then we will start with the rec and commercial allocation, and

that is going to be in April, and then move to the rec versus the for-hire, and then, finally, finish with the states, just as 3 the tier would follow when it comes to allocating the red snapper resources.

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For gag, as I mentioned earlier, we just picked February as a placeholder, given that Amendment 56 has recently been approved, but, whenever we get the implementation date, we will change that here, to reflect that, and so we don't have any delay needed, because then we will just move seven years from the implementation date, and that is presumably sometime in 2031.

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Red grouper, I mean, barring some other changes, I guess, essentially, we'll have an amendment that was completed and approved, and so, seven years from that final date becoming effective, the next review should start.

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Shallow-water grouper, IFQ aggregate, that -- We have an ongoing amendment for that, and, for the deepwater grouper, as well as the tilefish, that was supposed to be initiated in 2026, and, again, we would push that until January of 2028, and the reason for that is that we already have several allocations to be initiated in 2027, and so all the way through October of 2027, and so this one started in January.

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For the allocation between the South Atlantic and the Gulf Council, we have an ongoing amendment, an ongoing action, and, finally, for black grouper and mutton snapper, between the two councils, the review was scheduled to start in 2026, but we are going to -- We propose to revise it and push it to April, because we already have a review scheduled to start in January of 2028, and so this is a tentative revised schedule that attempts to account for the ongoing pilot study, presumably is going to affect all of these allocation reviews, and subsequent reallocation amendments, if the council elects to go that far.

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All of these, I guess, revised proposed dates are subject to the council's approval and could be modified as the council sees fit, and I believe this is the last slide that I have, and I will try to answer questions, if you have any. Thank you.

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CHAIRMAN SWEETMAN: Okay. Thank you, Dr. Diagne. Any questions for Dr. Diagne, or comments, about the presentation? Mr. Diaz.

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MR. DALE DIAZ: Yes, I have a comment that might spark some discussion, and so the motion that the council passed in October was the council would delay any changes in allocations between commercial and recreational sectors of any Gulf fishery resources that are subject to MRIP-FES, until such time as the 2024 pilot study has been completed and deemed consistent with BSIA, and so the motion specifically addresses commercial and recreational allocations.

Some of these are not between commercial and recreational, and they're just between recreational and recreational, and I don't know if the intention of that motion was to put everything off, or to just put off commercial and recreational, and so I think some discussion might be good to have at the table, and see where people stand on that. Thank you.

CHAIRMAN SWEETMAN: Thank you, Mr. Diaz. Good point. Dr. Diagne.

DR. DIAGNE: Yes, Mr. Diaz. Absolutely, and the motion referred to commercial and recreational, but, to the extent that let's say recreational data will have some bearing, let's say downstream, when it comes to other allocations, that is why we are making the proposed revision, and all of those are included, because, if we don't know how let's say the recreational data will be revised, or adjusted, as the case may be, then we don't have really, I guess, that clarity, when it comes to -- For example, if I take red snapper, the commercial versus rec allocation, and, to the extent that you have an issue there, when you move to the next tier, which is within the recreational sector, but it is the private anglers and the for-hire, then whatever issue you had up top is going to affect that second tier allocation.

From there, to the extent that its not clear, it is going to, I guess, add challenges to the discussion, when it comes to the allocation of the private angling proportion between the five states, and so that was the thinking. We essentially took this, but looked at everywhere where recreational data, subject to potential adjustment, may have an effect downstream, if that makes sense.

CHAIRMAN SWEETMAN: Yes, and so it certainly seems like some potential downstream effects that was incorporated into this that could impact, or directly related to the motion that was passed at the last meeting. Yes, Ms. Boggs.

MS. SUSAN BOGGS: Thank you, Mr. Chair. So, we have a one-year pilot study for FES, and there's been a lot of talk, and so, once 2024 is over, how long does it then take the agency, the Office of Science and Technology, to verify this information and

determine if it's best scientific information available? That's my question.

CHAIRMAN SWEETMAN: I think I might look towards the agency over there. Mr. Strelcheck.

MR. ANDY STRELCHECK: I would have to go back and talk to Evan Howell, but my recollection is that there would be pilot study findings that would be made available sometime in the first half of 2025, but I want to confirm that timing.

CHAIRMAN SWEETMAN: Okay. I've got Mr. Gill and then Mr. Anson.

MR. BOB GILL: Thank you, Mr. Chairman, and so, relative to yellowtail, and I would ask if Kerry would update us on what the South Atlantic Council did to our recommendation.

MS. KERRY MARHEFKA: I'm sorry that I had to step out of the room to take a phone call for a second, but I assume you mean with regard to the allocation and the FES with yellowtail?

MR. GILL: Well, the question of moving it to Level C, for example.

MS. MARHEFKA: Level C? If I hadn't stepped out, I would probably be more with it. C.J. can answer it.

CHAIRMAN SWEETMAN: So they don't have that same tier structure that we have on the Gulf here in the South Atlantic, but, yes, they have moved forward along the same lines that we have, to update the assessment, and then, after that assessment is updated, we will look at this all again.

Okay, and so I think -- Any more questions here? I know Dr. Diagne is potentially looking for approval of this allocation review schedule, and potentially to pass a letter to NMFS along those lines, and so I'm wondering if the committee is interested in something along those lines. Mr. Gill.

MR. GILL: Thank you, Mr. Chairman. I'm not going to include the letter, and I'm not sure that needs to be part of this particular motion, but I would like to move that we recommend council approval of the updated allocation review schedule.

- **CHAIRMAN SWEETMAN:** Okay. We've got a motion on the board. 46 We'll wait for Bernie to get that up there. Okay. Do we have a
- 47 second to the motion? Mr. Broussard. Any further discussion?
- 48 Ms. Boggs.

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MS. BOGGS: So some of these that we are, and I'm pretty sure I know the answer to this, that we are putting on hold, because of FES, and, if we get the findings from FES, and the world is back perfect in June of 2025, does that not mean that some of these could be moved up sooner? Where did Assane go?

CHAIRMAN SWEETMAN: Dr. Simmons.

**EXECUTIVE DIRECTOR CARRIE SIMMONS:** Thank you, Mr. Chair. I think the pilot wasn't going to be complete until 2026, but, like Mr. Strelcheck said, we could go back and look at the information that was provided from S&T.

CHAIRMAN SWEETMAN: To that point, Dr. Porch?

DR. CLAY PORCH: Dr. Cody indicated that he had his hand up to answer that.

CHAIRMAN SWEETMAN: Dr. Cody.

DR. RICHARD CODY: The 2024 study, that will be available on basically the same schedule as the current FES, and so the estimates will be available around April of 2025, and we will be working on the calibration around the same time. The plan is to put it through a peer review once we get that done, and so the peer review probably would occur in the second-half of 2025, and the hope would be to complete that peer review and address recommendations by the end of 2025.

What that means though is that we don't have -- We won't have -- The earliest we could have the new survey instituted, or implemented, would be 2026, and there would be a gap year for 2025 for the new methodology. I mean, that could be covered with the calibration, but that's the schedule, or the planned schedule.

CHAIRMAN SWEETMAN: Okay. Thank you, Dr. Cody. Anything else? Mr. Strelcheck.

MR. STRELCHECK: So one other thing that I guess I wanted to talk about, is we received a letter from a number of recreational organizations, and they were sharing concerns about us tabling allocation for a period of time, but the presumption there was that we would be moving forward with advice to change catch limits based on FES, you know, data, but my understanding, and correct me if I'm wrong, is there is nothing before the council that would alter the catch limits, in FES units, before

we also then consider reallocating post-pilot.

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 Shallow-water grouper may be the only question-mark, but I just wanted to confirm that, because other species will be moved to SRFS units, like yellowtail and red grouper, but is there anything before the council where we would be considering catch limit advice in FES, but not considering reallocation in the near-term?

CHAIRMAN SWEETMAN: That's a good question, and I don't think so. Dr. Simmons.

EXECUTIVE DIRECTOR SIMMONS: Thank you, Mr. Chair, and so we have a deepwater grouper, and we have a yellowedge grouper assessment that is going to be discussed at the February SSC meeting, and we're also going to discuss the other species in that complex that I believe have been calibrated to the FES numbers, and so, I mean, that is another potential management change the council may have to consider as we work through the deepwater and shallow-water grouper complexes.

CHAIRMAN SWEETMAN: Okay. Any other comments? I am not seeing any. Okay, and so I think we'll vote on this motion here. Are there any opposed to the motion?

MS. BOGGS: I would like to abstain.

CHAIRMAN SWEETMAN: Okay. The motion passes with one abstention. Dr. Diagne, did you need anything else here?

DR. DIAGNE: Perhaps if the committee would make a recommendation regarding a potential letter that we would write to the agency, given that, when we approved the initial start dates, we did send a letter, and so, if the committee feels that we should send a letter updating -- With the updated schedule to the agency, just let us know.

CHAIRMAN SWEETMAN: That seems like a general housekeeping item along those lines there too, and so I would look to the committee, to see if there's any recommendation to move that forward, to send a letter to NMFS. Yes, Mr. Gill.

MR. GILL: Thank you, Mr. Chairman, and so, in that regard, there is no requirement, in this whole process, to send them one, and so it's a complementary here's what we're doing, and we're updating, and I don't see a problem one way or the other, but I also don't see the need for a motion from the council.

 CHAIRMAN SWEETMAN: Dr. Diagne.

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DR. DIAGNE: I was not suggesting that it's a motion or anything, and it's just like to let us know, and I don't know whether this is a requirement. What I know is that, initially, when we did it, that was a requirement. We did it, and we did send a letter including the original schedule, or the initial one, and so, to the extent that, I mean, we have the latitude of sending the letter, then, yes, no motion is needed, but we just don't want to send letters without essentially the committee, and the council, letting us know.

CHAIRMAN SWEETMAN: Mr. Gill.

MR. GILL: So I view it as it's just an additional workload for staff, and it's not really appropriate. The agency knows what we're doing, and so we don't need to send a letter.

CHAIRMAN SWEETMAN: I see Mara. Go ahead.

MS. MARA LEVY: I mean, I guess I'm just going to disagree a little bit. I mean, originally, it was a -- The council was required to go through this process to develop this review, and this timeline, and provide the agency with what they were doing, and now you're updating it, and so I would just provide the agency with what you're doing, and that you're changing it, and why you're changing it, right, so that we have closed that loop.

CHAIRMAN SWEETMAN: Dr. Frazer.

DR. TOM FRAZER: I don't want to create more work for anybody either, but we've spent a lot of time talking about effective communication and making sure that we do things well, and, Dr. Diagne, I would say it's in the best interest of all parties involved if you let people know what's going on.

CHAIRMAN SWEETMAN: Okay. Any more discussion on that? I kind of agree with Dr. Frazer that moving forward with that -- Okay, and so you've got enough direction there, Dr. Diagne?

DR. DIAGNE: Absolutely. Yes. Thank you.

CHAIRMAN SWEETMAN: Okay. I appreciate that. Thank you for walking us through that, Dr. Diagne. I think that concludes that agenda item, and so we can move into Agenda Item VI, and, Dr. Diagne, maybe you can go through the action guide for this one, and then we'll pass it over to Mr. Rindone.

## SUMMARY OF SCIENTIFIC AND STATISTICAL COMMITTEE (SSC) DISCUSSION ON INCORPORATING SOCIAL SCIENCE THEORY AND METHODS IN ECOSYSTEM ASSESSMENTS

DR. DIAGNE: For the last item before Other Business on the Sustainable Fisheries agenda, this is a summary of SSC discussions on incorporating social science theory and methods into ecosystem assessments.

Back in September of 2023, Dr. Griffith, who is a member of the SSC, gave a presentation to the SSC, and this item here is just for information, for your information, and, when the SSC discussed this, their discussion included examples related to social data and methods, such as conventional methods that include interviews, focus groups and surveys, and other approaches, which included cultural consensus analysis and the conversion of qualitative data into qualitative metrics, using some type of scale, for example, and to create indices, such as vulnerability indices, as an example. The committee should discuss the information presented and ask questions, as needed, but no further action is needed on this particular item.

CHAIRMAN SWEETMAN: Okay. Thank you, Dr. Diagne, and so I think we can move into Agenda Item V, which is Tab -- Or V, sorry, and it's Tab B, Number 6, which is the summary of the SSC discussion of incorporating social science theory and methods into ecosystem assessments. Mr. Rindone.

MR. RYAN RINDONE: Thank you, Mr. Chair. Like Assane said, Dr. Griffith gave this presentation on incorporating social science and methods into ecosystem assessments at the September 2023 meeting. This was something that Dr. Griffith and his team have been working on to prepare for presenting to the SSC for a little while, and it's in response to a lot of requests from the social and economic components of the SSC talking about different ways to try to incorporate facets of their disciplines into the stock assessment process and into management.

 Dr. Griffith had stated that the increased relevance of these integrated approaches to fisheries management is heightening the importance of incorporating theory, and methods, from disciplines like anthropology, economics, and sociology. He noted that systems are rarely as closed as they are represented to be in most theory models, and he discussed, and provided, some examples related to social science data and methods, noting that the most helpful social science theories are those that place human behaviors in wider social and cultural contexts, just like ecologists will place fish and trophic exchanges into

wider ecosystem analyses.

Dr. Griffith said that timely and systematic data collection programs and syntheses of the data collected would be very informative, and he gave some examples like interviews with fishermen and their inputs relative to fishing effort and area fished, and the constraints relative to their ability to fish could be utilized to inform stock assessments, and so we could use that for like spatial effort prioritization and things like that.

 SSC members noted that social science data, and analyses, could be more prominently included in the council process, but that social information is not routinely collected in some regions, and that more funding and support for this kind of work was needed to expand on it. The SSC also emphasized the need to consider inputs from economics, and other social disciplines, with historic analyses able to inform future behaviors.

The SSC noted that long-term funding opportunities are usually limited though, because research funding is usually reactive instead of proactive, and so it's based upon what the present need is, and so the SSC noted that challenges were associated with relating some social indices to measurable impacts, like assigning weights to different indices and allocation decision-making, and an SSC member indicated that there are quantitative approaches to developing these indices based on surveys, but noted similar challenges exist when attempting the inclusion of environmental considerations in stock assessments. That was the summary of the summary.

CHAIRMAN SWEETMAN: Thank you, Mr. Rindone. The summary was helpful. Any questions, or comments, along those lines, about this agenda topic here? I mean, we were previously talking, earlier, about how to incorporate some of these metrics into the way that we manage things here, and this is talking about it, and it's not necessarily getting us to where we need to be, I think, but this is a step in that direction, where we could potentially incorporate some new socioeconomic metrics to help us with the management perspective. Any comments from the group, or the committee? We've got a rowdy bunch today. Okay. I am not seeing any.

All right. Thank you, Mr. Rindone. That will take us into Other Business, of which there was none, but, since we've got some time here, I'll just do another check around the room. Seeing none, okay. Mr. Chair, that will close our Sustainable Fisheries Committee, and I will yield thirty-five minutes back

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3 (Whereupon, the meeting adjourned on January 30, 2024.)
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