

Recreational Red Snapper Flexibility Measures



Gulf Fishery Management Council

April 2026

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Recreational Red Snapper Flexibility



- April 2024 Motion: Request staff develop a document to adjust the for-hire red snapper season and private recreational red snapper accountability measures.
- January 2025: Council presentation on private recreational red snapper AMs
- January 2026: Council request to discuss additional flexibility measures including potential carryover and/or ACL sharing among states

Red Snapper Accountability Measure



AM 50A: Effective February 6, 2020; implemented state-specific
AMS

Private Recreational sector

Post Season: If a state's red snapper private angling component landings exceed the applicable state's component ACL, the AA will file a notification with the Office of the Federal Register, at or near the beginning of the following fishing year, reducing that state's private angling ACL by the amount of the ACL overage in the prior fishing year, unless the best scientific information available determines that a greater, lesser, or no overage adjustment is necessary.

(50 CFR 622.23(b))

Red Snapper ACL Allocation



Recreational Red Snapper Flexibility Measures being Considered:



- I. Carryover Provisions: AM 50a established the framework for this:
 - I. “If the landings of a state are less than that state’s component ACL and the Council has amended the Fishery Management Plan for the Reef Fish Resources of the Gulf of Mexico to allow for carryover of unused ACL, then in the following year the total recreational quota and that state’s component ACL would be increased. If a state has both a private angling ACL and a federal for-hire ACL, the adjustment would be applied only to the component(s) that exceeded or were under the applicable ACL.” (AM 50a, PG 14)
- II. Regional ACL Sharing: ACL sharing amongst states modelled after South Atlantic CMP Amendment 20b; Action 4
 - a) 50 CFR 622.384(c)(2)(iii)

Outline & Points for Consideration



Outline:

- I. History of Carryover Provisions in the Gulf
 - a) Action 1 Draft Options
 - b) Action 1 Historical Landings and Carryover examples

- II. History of Regional Quota Sharing in South Atlantic
 - a) Action 2 Draft Options
 - b) Action 2 Example Scenario from 2023

- III. Discussion and Questions

Is the Council interested in pursuing both Actions at this time?

Carryover Provision without triggering management consequences

Is regional quota sharing intended to be an in-season or post-season flexibility measure?

Consider Data Units and the effect on calibration ratios

Do all states have to opt in or out?

I. Carryover Provision History



Generic Carryover Amendment (On Hold since 2019):

- Generic Amendment to investigate carryover for all Reef fish and CMP species
- Would not apply to those in a rebuilding plan
- Allow the NMFS to adjust the appropriate catch levels in accordance with any new ABC derived from the application of the carryover provision.
 - ***Require modification of the Reef Fish framework procedure to allow RA permission to do so*
 - *Require SSC involvement, or SSC suggestion of Range for ABC*
- SEFSC Simulations (Jan 2018, March 2019 SSC):
 - *If* unharvested ACL carried over *and* overages are paid back lb for lb - likely no long term negative effects
 - *If* overages occur, and are not paid back the SSB will likely decline

I. Carryover Provision History



Why was this Amendment put on Hold?

- The appetite for paybacks amongst all species was undesired, but is already required for Red snapper as an AM
- Carryover provisions were allowed on stocks if the stock is in a rebuilding plan but not if it is overfished
 - This Carryover would ONLY apply to private angling red snapper
- If the buffer between ABC and OFL is relatively small:
 - Carryover is bounded, but payback is not and has the potential to be high
- Challenges in data needs and timing given final landings timing and request to include carryover in subsequent year

Draft Action 1: Establish a carryover provision for private recreational red snapper



- **Draft Alternative 1: No Action - Do not establish a carryover provision to harvest the unused portion of the annual catch limit (ACL) for private recreational red snapper. Any unused portion of the ACL remaining at the end of a fishing year will not be carried over to a successive fishing year.**
- **Draft Alternative 2: Establish a carryover provision for private angling component of the red snapper ACL on a state-by-state basis. For states that did not land the its state-specific ACL, the unused portion of would be carried over to the next fishing year in the amount of unused portion of the ACL not greater than *Options 2a-2b* of the previous year's state-specific private angling ACL.**
 - **Draft Option 2a: 100% of unused state-specific private angling ACL can be carried over to the next year**
 - **Draft Option 2b: 75% of unused state-specific private angling ACL can be carried over to the next year**

Draft Action 1: Establish a carryover provision for private recreational red snapper



Private Rec Total ACL: 4,611,326 lbs (CHTS)



Year	AL ACL (CHTS)	AL Landings (CHTS)	Option 2a 100%	Option 2b 75%
2023	1,212,601	1,222,734	-	-
2024	1,202,467	1,041,708	170,893	128,169
2025	1,212,687	1,136,914	75,773	56,829



Year	MS ACL (CHTS)	MS Landings (CHTS)	Option 2a 100%	Option 2b 75%
2023	163,702	210,396	-	-
2024	117,008	119,292	-	-
2025	163,702	157,151	6,551	4,913

Draft Action 1: Establish a carryover provision for private recreational red snapper



Private Rec Total ACL: 4,611,326 lbs (CHTS)



Year	LA ACL (CHTS)	LA Landings (CHTS)	Option 2a 100%	Option 2b 75%
2023	881,686	815,710	65,976	49,482
2024	881,686	919,075	-	-
2025	844,297	893,493	-	-



Year	TX ACL (CHTS)	TX Landings (CHTS)	Option 2a 100%	Option 2b 75%
2023	286,363	267,721	18,642	13,981
2024	286,363	231,406	54,957	41,217
2025	286,363	221,821	80,524	60,393

Draft Action 1: Establish a carryover provision for private recreational red snapper



Private Rec Total ACL: 4,611,326 lbs (CHTS)

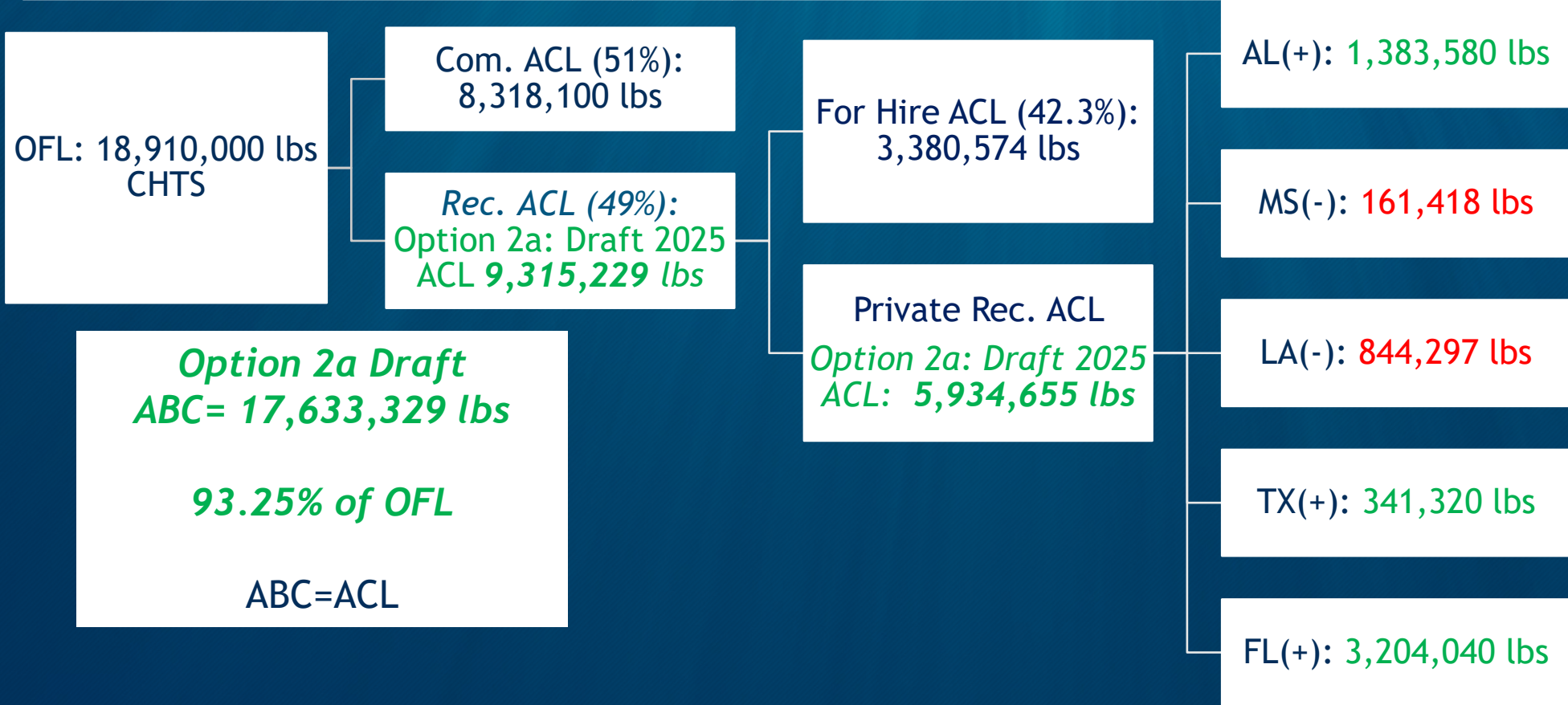


Year	FL ACL (CHTS)	FL Landings (CHTS)	Option 2a 100%	Option 2b 75%
2023	2,066,889	2,078,981	-	-
2024	2,054,796	917,353	1,137,151	852,863
2025	2,066,889	1,231,328	835,561	626,671

Draft Action 1: HYPOTHETICAL SCENARIO



DRAFT Action 1 Alt. 2, Option 2a (100%): 2025 Hypothetical Scenario



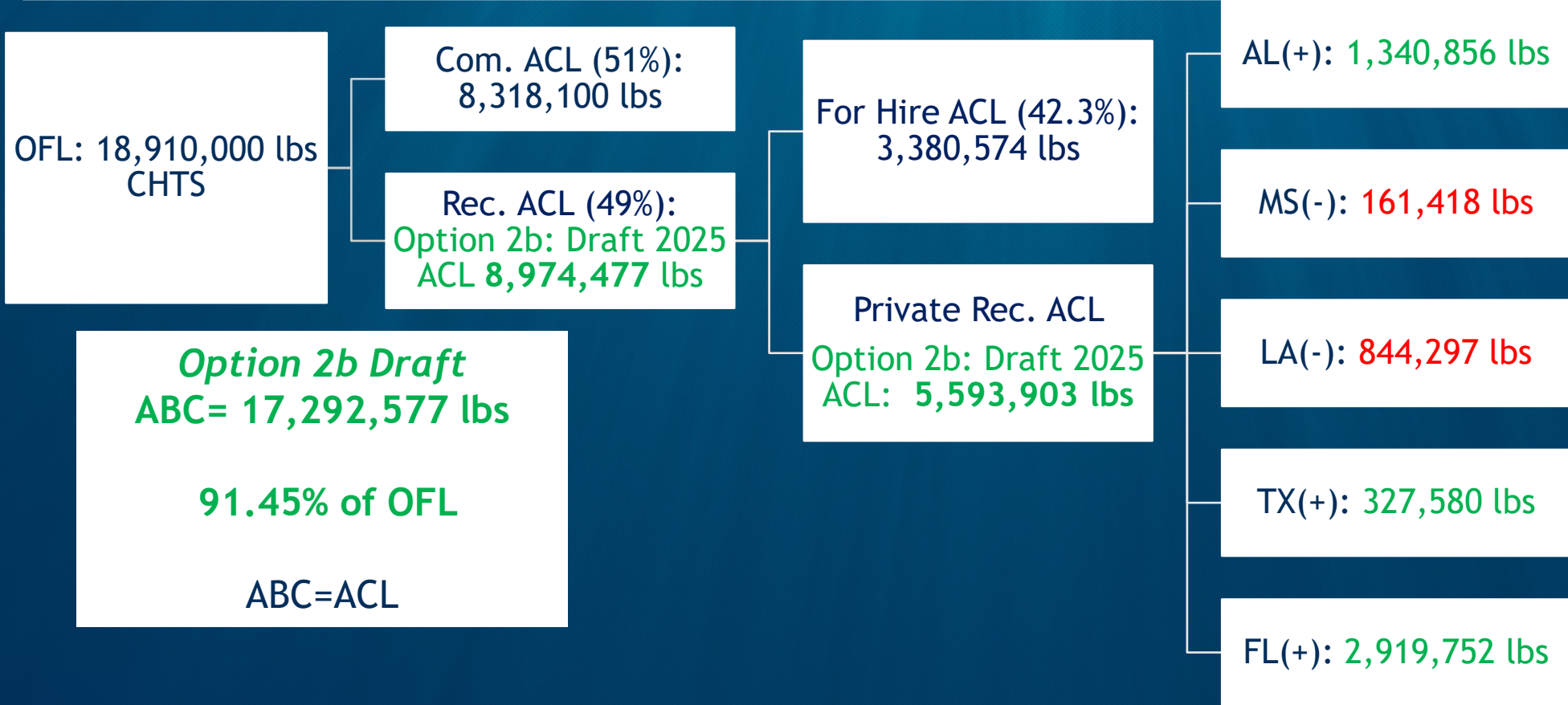
* Hypothetical Scenario
(-) Payback required
based on 2024 landings

(+) Eligible for Carryover
under Draft Alt 2

Draft Action 1: HYPOTHETICAL SCENARIO



DRAFT Action 1 Alt. 2, Option 2b (75%): 2025 Hypothetical Scenario



* Hypothetical Scenario
 (-) Payback required
 based on 2024 landings

(+) Eligible for Carryover
 under Draft Alt 2

Option 2b Draft
ABC= 17,292,577 lbs

91.45% of OFL

ABC=ACL

Discussion on Carryover Provisions



Points of Consideration for the Council

1. The Reef Fish Closed Framework Procedure may need to be modified to allow the Regional Administrator the ability to modify the ABC, ACL and ACT
2. The buffer between ABC and OFL with carryover provision is small
 - a) If all sectors exceed catch levels, could trigger overfishing
 - b) Historical landings do not account for all states eligibility for carryover (e.g. 2025 MS and LA did not have carryover)
3. Biologically, if landings are consistently not landed- does this signal a larger problem with the stock
4. Future iterations would need to consider if carryover can only be on a year-to-year basis.
 - a) E.g. carryover from 2024 would not be eligible for carryover after 2025

II. History of Commercial Regional Quota Sharing



South Atlantic CMP Amendment 20b; Action 4.2

Commercial Atlantic Spanish Mackerel largely landed in FL and NC

SAFMC expressed concern that Commercial ACLs for Spanish Mackerel could be filled by fishermen in one state before they are available to others (e.g. NC catches ACL). Investigated establishing separate state quotas or regional quotas

- Action 4.2 Establish quotas for Northern and Southern Zones for Atlantic migratory group Spanish mackerel.
 - Northern Zone: North Carolina north to New York.
 - Southern Zone: South Carolina- Atlantic FL
 - Allow for in-season transfer of quota between regions. North Carolina and Florida would be designated as the coordinating states for any transfer request, in consultation with other states.

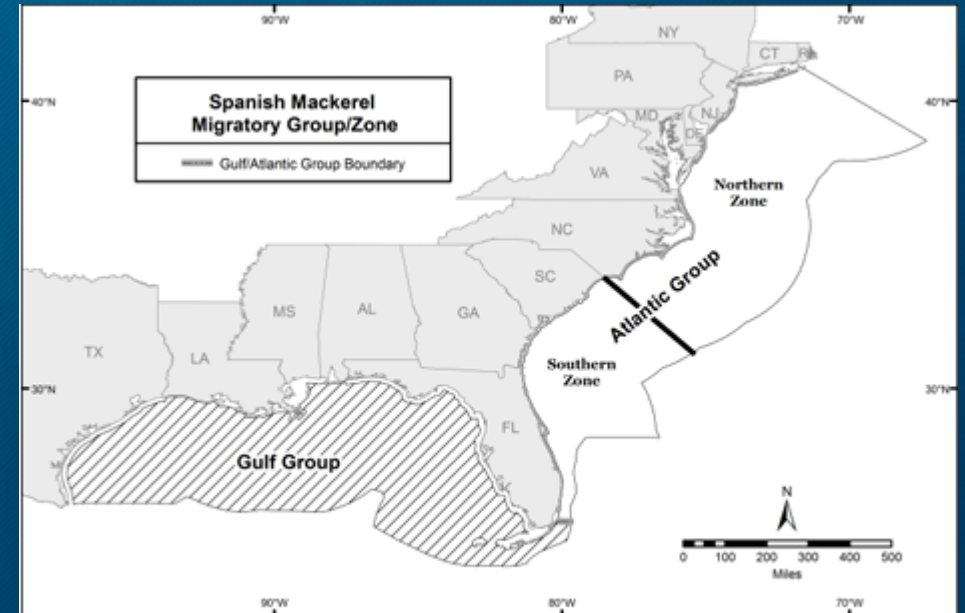


Figure 2.4.2. Designation of the Northern Zone and Southern Zone (Alternative 3) for Atlantic migratory group Spanish mackerel.

Spanish Mackerel are managed by SAFMC, but Extends management area for Spanish mackerel through the MAFMC jurisdiction(North Carolina to New York).

II. History of Commercial Regional Quota Sharing



In-Season Management Measure to fulfill **Commercial Spanish Mackerel** landings and allow the Northern Zone and Southern Zone to fulfill harvest in a fishing year.

Transfer requests come from FL (Southern Zone) and NC (Northern Zone) in collaboration with other state directors.

2025/2026 Fishing Year (March 1-Feb 28)

July 2025

250,000 lbs

Southern Zone → Northern Zone

September 20, 2025 Northern Zone Closure

September 2025

75,000 lbs

Southern Zone → Northern Zone

October 7, 2025 Northern Closure- Commercial Quota Reached

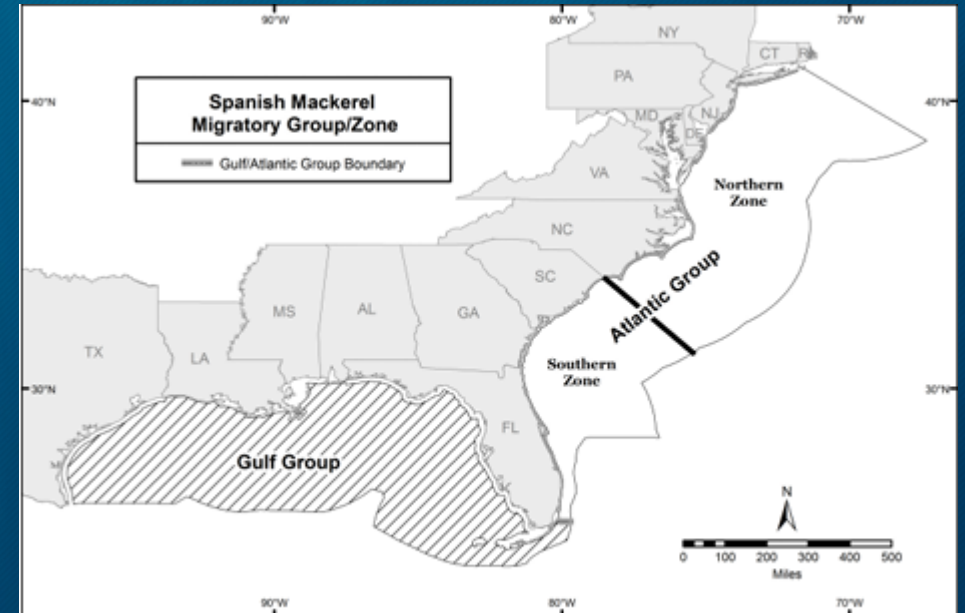


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Spanish Mackerel are managed by SAFMC, but Extends management area for Spanish mackerel through the MAFMC jurisdiction(North Carolina to New York).

Draft Action 2 - Establish an ACL sharing provision for Private Recreational Red Snapper in the Gulf



- Draft Alternative 1: No Action- do not implement ACL transfers between states for private recreational red snapper in the Gulf.
- Draft Alternative 2: Allow for transfer of ACL between states in a single fishing year for private recreational red snapper in the Gulf.
 - Option 2a: Transferred quota between states is ineligible for carryover provisions, as defined in Action 1
 - Option 2b: Transferred quota between states is eligible for carryover provisions, as defined in Action 1

Draft Action 2 - Establish an ACL sharing provision for Private Recreational Red Snapper in the Gulf



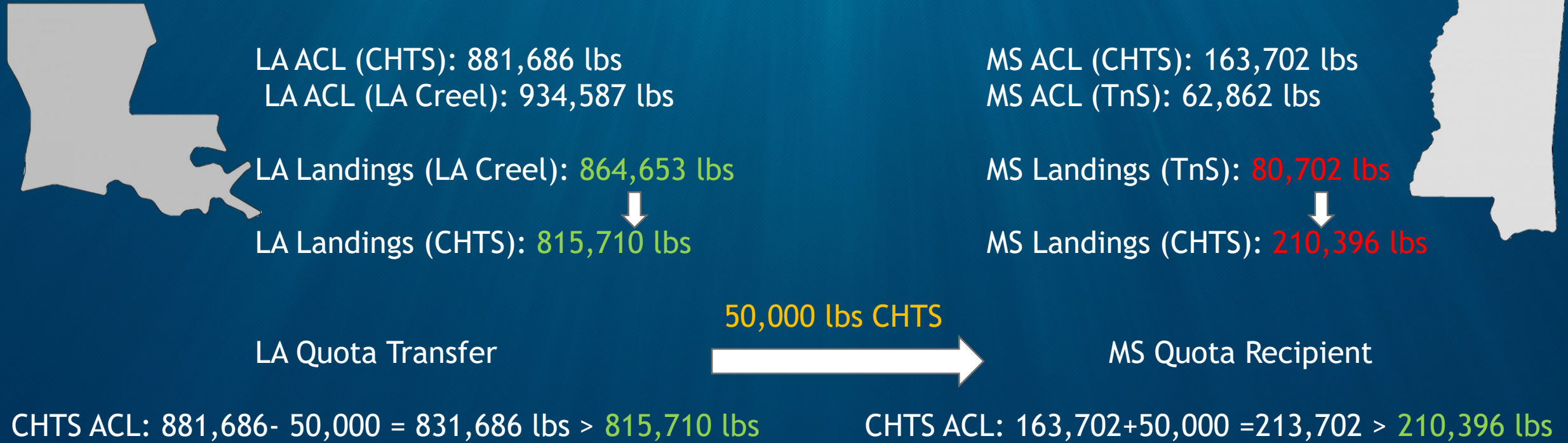
Process for Transfer under Alternative 2

States may request approval from the NMFS Regional Administrator to transfer part of the state-specific allocated quota to another Gulf state quota for the remainder of the fishing year. States may only request a quota transfer once in a fishing year. Requests for transfer must be made by letter signed by the principal state official with marine fishery management responsibility and expertise, or her/his previously named designee, after consultation with all other states. The letter must certify that all pertinent state requirements have been met and identify the amount of quota to be transferred.

Draft Action 2 - Establish an ACL sharing provision for Private Recreational Red Snapper in the Gulf



Example Scenario 2023 Landings under Alternative 2: Option 2a



Draft Action 2 - Establish an ACL sharing provision for Private Recreational Red Snapper in the Gulf



Example Scenario 2023 Landings under Alternative 2: Option 2b



CHTS ACL: $881,686 - 50,000 = 831,686 \text{ lbs} > 815,710 \text{ lbs}$

CHTS ACL: $163,702 + 50,000 = 213,702 > 210,396 \text{ lbs}$

MS Carryover Eligibility under Draft Action 1, Alt 2:

Draft Action 1 Alt 2; Option 2a	Draft Action 1 Alt 2; Option 2b
100%	75%
3306 lbs	2479 lbs

Draft Action 2 - Establish an ACL sharing provision for Private Recreational Red Snapper in the Gulf

1. Staff's opinion that these may be separate actions that may not play well with one another
 - a) I.e. why would another state willingly transfer quota that could be carried over to another year?
2. ACL Sharing is currently written as an in-season measure, but the Council's intent may be for post-season
 - a) I am unsure of the feasibility of this as a post-season measure.
 - b) What is the timeline that a transfer quota request be submitted?
3. Can Multiple states transfer to another, or is only one transfer request permitted by state per year?
4. Does this create a race to fish scenario?
5. All ACL sharing would have to be calibrated to a common currency prior to transfer

Council Input:



Is the Council interested in pursuing both Actions at this time?

Carryover Provision without triggering management consequences

Is regional quota sharing intended to be an in-season or post-season flexibility measure?

Consider Data Units and the effect on calibration ratios

Do all states have to opt in or out?



Independent of each other?



Small buffer between OFL and ABC



In Season: Should there be a cutoff date to submit to RA for a calendar year?



Can this be utilized as a post-season flexibility?



Common Currency: CHTS for quota transfer



AL and MS are currently transitioning to Creel data units (MS: 2026; AL: 2027)



Red Snapper Stock assessment modify calibration ratios

Questions?

