A Note from the Regional Administrator for Fisheries in the Greater Atlantic Region and the Northeast Fisheries Science Center Director

Recreational saltwater fisheries are an important component of our regional identity. Annually, millions of recreational fishing trips take place throughout the region. Recreational fishing contributes \$4.7 billion to our regional economy each year (\$1.3 billion across New England and \$3.4 billion across the mid-Atlantic in 2013). For-hire vessels, private vessels, and shore-based anglers harvest over 75 million of pounds of fish. The Greater Atlantic Regional Fisheries Office and the Northeast Fisheries Science Center are responsible for the science-based stewardship of our nation's living marine resources in the northwest Atlantic Ocean. Together we are responsible for maintaining healthy marine and coastal ecosystems, sustainable and productive fishery resources, and commercial and recreational access to those fishery resources for the long-term use and benefit of the nation.

On a national level, NOAA's National Marine Fisheries Service has recently begun refocusing some of our efforts to better support saltwater recreational fishing and recreational fisheries issues. The National Saltwater Recreational Fisheries Policy was published in 2015 and highlights six key principles intended to guide us in considering the development and promotion of sustainable high quality saltwater recreational fisheries.

In the northeast, our vision for the future includes thriving fish stocks, healthy fish habitats, vibrant coastal communities, and world-class fisheries. Achieving this goal requires a foundation of trust between NOAA and recreational anglers; therefore, collaboration with the recreational fisheries community is essential. This Implementation Plan is the next step toward making recreational fisheries a key focus of regional activities. While the Implementation Plan will be a basic roadmap for action in the region, it is a living document that can accommodate new challenges and opportunities as they arise. We intend for this Plan, and the activities described here, to embrace a wide range of partners and stakeholders to allow for successful recreational and for-hire fisheries.

This implementation plan is built on engagement with the recreational fishing public. Prior to developing this implementation plan, we reached out to the recreational community for input to help us focus on their issues of greatest concern, as well as suggestions on how best to address those issues. Based on that input, we developed a draft implementation plan that we presented at meetings of the New England and Mid-Atlantic Fishery Management Councils for further public input. The result is this Greater Atlantic Region Recreational Fisheries Implementation Plan for 2016 and 2017.

See you on the water, John Bullard, Regional Administrator and Dr. William Karp, Science Center Director

Greater Atlantic Region Recreational Fisheries Implementation Plan

Regional Overview

The Greater Atlantic Regional Fisheries Office manages fisheries in Federal waters from Maine through North Carolina. This covers the jurisdiction of two regional fishery management councils and the Atlantic States Marine Fisheries Commission. NOAA Fisheries' Highly Migratory Species division manages tunas, sharks, and billfish outside of the Council or Commission process. The recreational activities for HMS can be found in the HMS Implementation Plan. The Northeast Fisheries Science Center is responsible for providing the Regional Office and Councils with the best scientific information available to support the sustainable management of commercial and recreational fisheries.

New England

In collaboration with the New England Fishery Management Council, we manage the recreational fisheries in Federal waters for cod, haddock, pollock, winter flounder, and other groundfish species throughout their range from the Gulf of Maine to Georges Bank and into southern New England. Other fisheries managed by the New England Council, such as Atlantic sea scallops, have smaller recreational components that occur primarily in state waters and are managed by states. Recreational fishing in New England includes many other species, notably striped bass, bluefish, summer flounder, and others; however, the New England Council does not manage these fisheries. In the Greater Atlantic Region, possession of striped bass is prohibited in Federal waters, with states managing the fishery in state waters through the Atlantic States Marine Fisheries Commission. On average, 1 to 1.5 million saltwater anglers fish every year in the New England states. Overall, there was \$1.3 billion spent on fishing trip and equipment expenditures across New England in 2013.

The Gulf of Maine recreational fisheries for stocks of cod and haddock have separate annual catch limits from commercial fishery. These catch limits are a subcomponent of the overall stock catch limit for both species. The groundfish management plan authorizes the Regional Administrator to establish and modify the cod and haddock recreational management measures for the upcoming fishing year to ensure that the recreational catch limits are not exceeded, in consultation with the Council. In the Gulf of Maine, balancing a cod stock at historically low size with a healthy and growing haddock stock has been a challenging process. The remaining groundfish stocks have recreational measures set by the New England Council.

Mid-Atlantic

Recreational fisheries are a significant focus of the management process in the Mid-Atlantic. An average of 2.6 million anglers fished in the Mid-Atlantic annually from 2003 to 2013. Overall, total fishing trip and equipment spending across the Mid-Atlantic Region in 2013 was approximately \$3.5 billion. Summer flounder, scup, black sea bass, mackerel, bluefish, and golden tilefish are significant recreational fisheries that the Mid-Atlantic Fishery Management Council manages. Summer flounder, scup, black sea bass, and bluefish are managed cooperatively with the Atlantic States Marine Fisheries Commission. Recreational

fisheries for other species, including croaker and spot are managed by the states through the Commission.

Summer flounder, also called "fluke," is a highly prized commercial and recreational fish, and 40 percent of the allowable landings are allocated to the recreational sector. Both sectors of the fishery land nearly all of the fluke available to them. Scup, or "porgy" in some areas, is a healthy stock that contributes significantly to recreational fisheries in our region. Black sea bass is sought-after food fish that prefer structure on live-bottom and reef habitats with an interesting life history (some black sea bass are born female and become male at some point in their lifetime). This unique fish is difficult to assess, which has made determining an appropriate level of catch a difficult task.

Bluefish is one of the most popular and widely caught recreational fish along the US Atlantic coast, with catches from Maine all the way to Florida. As fast-swimming predators, bluefish are well known for their strong fights on rod and reel. The Council and Commission jointly manage the fishery, with up to 87 percent of the catch being allocated to the recreational sector. The remainder is allocated to commercial fisheries in each state, which harvest bluefish as the population seasonally migrates up and down the coast.

Tilefish are typically caught in deeper waters, and are not as widely known as some other species. Two species of tilefish are caught in the Mid-Atlantic: Golden tilefish, also known as great northern tilefish or just "tilefish;" and blueline tilefish, which is also known as gray tile. The recreational fisheries for both of these species are relatively small and not well characterized by existing angler surveys. As they become more popular, party and charter vessels have been increasing the number of trips specifically targeting tilefish, and trips by private vessel owners are likely increasing as well. Because of increased targeting of blueline tilefish, new management measures for blueline tilefish are under development to help ensure the continued health of this stock.

Implementation Plan Framework

This implementation plan is specific to the role of NOAA Fisheries in the cooperative research and cooperative management of marine recreational fisheries in the Greater Atlantic Region. The goal of this implementation plan is to guide our actions related to recreational fisheries. Our partners from the Councils, Commission, and state management agencies each have responsibilities to manage recreational fisheries within their jurisdictions. This implementation plan does not change how recreational management measures (such as recreational quotas, minimum fish sizes, bag limits, and open fishing seasons) are set. It lays out our commitment to continue to take an active role in the collaborative development of management measures, to provide scientific expertise and data, and to implement regulations within our jurisdiction.

The Regional Implementation Plan is built around the six **Guiding Principles** in the National Policy. This plan describes how we intend to apply those principles to activities within our region. A general discussion of our strategy is provided here. Both the Greater Atlantic Regional Fisheries Office and the Northeast Fisheries Science Center have 5-Year

Strategic Plans that guides the <u>Regional Office</u> and <u>Center</u> in priority setting and overall direction. Recreational fisheries issues and integrating anglers into science programs are key components to these Strategic Plans across all of our divisions, particularly for the Regional Office's Sustainable Fisheries Division and the Center's Populations Dynamic Branch. Recreational outreach is also an important priority for the Stakeholder Engagement and Protected Resources Divisions, as well as being a part of our Habitat Conservation, Habitat Restoration, and Analysis and Program Support efforts. (See APPENDIX B for contact information.)

The Regional Action Agenda for 2016-2017 (

APPENDIX A) provides specific detail on activities and milestones of this plan. Working from our 2014-2015 Regional Action Agenda, we have expanded upon the underlying principles for multi-year priorities and listed specific activities and milestones to guide our day-to-day work.

We developed this Implementation Plan and the Action Agenda after soliciting public comment from members of the recreational fishing community, particularly targeting those actively engaged in the management process (e.g., Council and Commission members, Advisory Panel members, leadership from national and regional angler and for-hire vessel associations, etc.). We received comments groups and individuals and incorporated their input in this plan. While many of the comments were focused on specific, current management measures, several themes emerged. As a result, many of the activities listed in the Action Agenda are related to educating the public about the fishery data collection, cooperative research, and management processes to encourage anglers to more fully engage in the management of recreational fisheries. The Implementation Plan and the National Policy are intended to increase understanding of the management process for anglers, as well as for the Agency to have a better institutional understanding of recreational fisheries and the unique challenges associated with them.

Guiding Principles

Support ecosystem conservation and management.

Particularly in this time of changing ecosystems, the Regional Office and the Science Center are involved in the advancement of ecosystem science and management. Ensuring our recreational fisheries partners are aware of and involved in these efforts is an important aspect of this plan.

On-going Responsibilities

- Habitat restoration for recreationally targeted fish stocks and/or for the forage fish upon which those species depend.
- Understanding ecosystems services of habitat and forage species and climate change impacts.

Areas of Enhanced Effort

- Increasing recreational angler stewardship activities and activities to support healthy ecosystems.
- Increasing awareness of ethical angling practices for targeted and protected species by ensuring consistent and accurate information is being distributed to the public on barotrauma, other safe fishing practices, and protected species interactions.

Promote public access to quality recreational fishing opportunities

Broad and sustained public access to recreational fishing opportunities comes from sound, science-based fisheries management.

On-going Responsibilities

• Ensure effective management measures for the recreational fishing sector of all fisheries that are complementary to the overall management strategy.

Areas of Enhanced Effort

- Improve coordination between GARFO and the Stellwagen Bank National Marine Sanctuary (SBNMS).
- We may add something about the USS Monitor NMS. We've reached out to them.

Coordinate with State and Federal management entities

Successful recreational fisheries management is only possible when done collaboratively with our state partners, through the Council and Commission process, and with the recreational fishing community.

On-going Responsibilities

- Support Council and Commission development of actions intended to increase success of recreational fisheries management in both state and Federal waters.
- Collaborate on the development of critical science priorities and data needed to improve stock assessments and inform fisheries management.

Areas of Enhanced Effort

• Improve coordination between GARFO and states on recreational fisheries issues and activities, including data gathering, analytical techniques, and improved estimates of fishing effort and catch.

Advance innovative solutions to evolving science, management, and environmental challenges

Novel solutions start with an open mindset to new developments and approaches.

On-going Responsibilities

- Support development of additional electronic fishery dependent data reporting.
 - Continue to fund research on recreational fishing impacts, particularly on recreational discard mortality.

Areas of Enhanced Effort

• Seek balanced consideration of both commercial and recreational sectors in fishery policy discussions at all levels.

Provide scientifically sound and trusted social, cultural, economic, and ecological information

Our fisheries management programs are built on a requirement to utilize the best scientific information available. Science Center, Regional Office, and NMFS headquarters staffs all have key roles in ensuring this requirement is fulfilled.

On-going Responsibilities

- Produce accurate stock assessments for recreationally important fish stocks.
- Support research on recreational fishing impacts on protected species and other species of concern.

Areas of Enhanced Effort

- Enhance the working relationship and communication between the NMFS
 Headquarters Office of Science and Technology and the Regional Office and
 Science Center.
- Increase multidisciplinary and cross-cutting science through greater investments in cooperative and collaborative research, as described in the NEFSC Strategic Plan.
- Enhance cooperative research integration throughout the NEFSC by incorporating more cooperative research and collaborate more with fishing industry, recreational anglers and non-government science institutions.
- Support collaborative research with the Stellwagen Bank National Marine Sanctuary.

Communicate and engage with the recreational fishing public

Communication and outreach with the recreational fishing public, including the for-hire industry, is the key to success of the implementation plan.

On-going Responsibilities

- Increase interaction and relationship building between the recreational fishing community and Regional Office and Science Center staff and leadership.
- Increase visibility of NOAA Fisheries in the recreational fishing community.

Areas of Enhanced Effort

• Improve awareness and understanding in the recreational fishing community of relevant scientific and management issues, including stock assessments, data collection and usage, management process. Increase institutional awareness of recreational fisheries.

SUMMARY

This Implementation Plan is designed to highlight the importance of recreational fisheries for the Region and Center. We intend for this plan to be a living guidance document to better focus our efforts in supporting and enhancing recreational fisheries and their management. The success of the Implementation Plan requires collaboration and participation of the entire recreational fishing community, including both the for-hire and private angler sectors.

APPENDIX A 2016-2017 Greater Atlantic Regional Recreational Fisheries Action Agenda

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
1. Support ecosystem conservation and enhancement	Habitat restoration for recreationally targeted fish and/or for the forage fish upon which those species depend	Provide financial and technical assistance to partners for dam removal and enhancement of fish passages.	These projects will restore an estimated XXXX stream miles and XXXX acres of historic spawning habitat.	Ongoing	
	Understanding ecosystems services of habitat and forage species and climate change impacts.	River herring research and monitoring efforts will enhance our understanding of this important forage species to recreationally important stocks. The NEFSC will work with partners to improve river herring bycatch monitoring and mitigation in commercial fisheries, improve fish passage infrastructure on New England streams and rivers, and work to improve our understanding of the importance of river herring ecosystems services.	Current pilot studies to improve bycatch monitoring in commercial herring fisheries will evolve to full implementation within the next few months. Testing of environmental gradients to determine river herring and ocean herring overlaps and localized abundance will be conducted. River herring monitoring efforts through collaborations with State Agencies and local communities will help improve our relative annual estimates of this stock.	This is an ongoing effort with commercial fishermen. There are potentials of developing similar systems with the recreational community. We anticipate this effort to be a longterm objective.	Squid and butterfish-complete.
	Increase recreational angler stewardship activities (e.g., Ethical Angling equipment) and other activities for public participation in restoration.	(1) Increase barotrauma recovery equipment usage through educational programs	Distribute barotrauma equipment to GARFO port agents and state partners and provide training for anglers	Distribution in first quarter 2016; trainings continual	
		(2) Increase outreach activities regarding seasons, bag and size limit regulations	Create and distribute material describing importance of compliance, referencing NMFS and state regulations	Development and distribution in first quarter 2016	
		(3) Fish passage (moving buckets of herring over dams) activities		Development of activities in 2016	

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
	Increasing awareness of ethical angling practices for targeted and protected species by ensuring consistent and accurate information is being distributed to the public on barotrauma, other safe fishing practices, and protected species interactions.	(1) Increase awareness of protected species activities and responsibilities for recreational boaters and anglers to ensure safe fishing practices related to protected species		Continual	
		(2) Increase awareness of "See a Spout, Watch Out" Program		Continual	
2. Promote public access to quality recreational fishing opportunities	Ensure fishing opportunities are consistent with stock condition	Develop management measures that are likely to constrain catch within scientifically sound limits that are designed to maximize recreational opportunity within those catch limits		Continual	
	Improve coordination between GARFO and Stellwagen Bank National Marine Sanctuary (SBNMS)	(1) Include Sanctuary materials at outreach events		Continual	
		(2) Collaborate with SBNMS on "Fisheries Management in the Sanctuary" brochure	Describe how fishing is managed in SBNMS, including the roles and responsibilities of the SBNMS management, GARFO, and the Councils	In development	
3. Coordinate with state and Federal management entities	ederal Commission development of	e.g., the Summer Flounder Comprehensive Amendment		Ongoing	
	Collaborate on the development of critical science priorities and data needed to				

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
	improve stock assessments and inform fisheries management.				
	Improve coordination between GARFO and States on recreational fisheries issues, including data gathering, analytical techniques, and improved estimates of fishing effort and catch.	Collaborate with ACCSP on smartphone application that complies with state and Federal trip reporting requirements (i.e., eTrips/M)		Completion expected early 2016	
4. Advance innovative solutions to evolving science,	Support development of additional electronic reporting systems for for-hire vessels	(1) Develop universal web- based application for federally permitted vessels, including for-hire fleet		In development	
management, and environmental challenges		(2) Increase awareness of for- hire vessels eVTR reporting		In development	
cnanenges	Increase awareness of, and compliance with, Federal recreational fishing regulations among private anglers	Support development of a "Fish Rules" smartphone application in the Greater Atlantic Region		In development	
	Continue to fund research on recreational fishing impacts, particularly on recreational discard mortality				
	Seek more balanced consideration of commercial and recreational sectors in fishery policy discussions	Ensure recreational impacts are discussed with decision makers, where appropriate		Ongoing	
	Communication feedback from recreational industry	Increase communication and feedback efforts between staff and fishers	Ensure that during recurring and targeted interactions between staff and fishers ideas are relayed back to appropriate staff.	Ongoing	
5. Provide scientifically sound and trusted	Produce accurate stock assessments for recreationally important fish stocks	(1) Support development of benchmark black sea bass stock assessment		Assessment scheduled for completion late	

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
social, cultural, economic, and ecological information.		(2) Complete stock assessments (or updates) as needed for other stocks.		2016 Continual	
		(3) Support evaluation of Blueline tilefish in the Mid- Atlantic		Assessment scheduled for completion2017	
	Support research on recreational fishing impacts on protected species and species of concern	Develop and undertake a survey to better understand the extent of interactions with sea turtles in mid-Atlantic recreational fisheries	The survey should include characteristics of fishing gears (e.g., bait, line type, hook type and size, etc.) used in these fisheries to understand what factors may result in higher bycatch rates. Work closely with our stranding network partners in Virginia who are doing some limited studies related to gear when a take has occurred to better understand the extent of interactions to ensure that the studies complement each other and are not duplicative.	Project development in 2016, implementation to follow	
	Enhance the working relationship and communication between the Office of Science and Technology and Regional Office and Science Center staff.	(1) GARFO membership and active participation on MRIP Transition Team, RecTech Committee, VTR data submitted complete and timely, etc.		Continual	
		(2) Support MRIP outreach plan		Continual	
	Increase multidisciplinary and cross cutting science through greater investments in	self-reporting applications that	NEFSC fishery dependent reporting systems are now fully functional for	Development in 2016	

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
		and tablet computers.	commercial operators.		
		(2) Studies are proposed to make comparisons among current recreational fishing estimates and catch gathered via mail, telephone, and faceto-face interviews conducted during access point surveys.	NEFSC recreational fishing staff will collaborate with State agencies currently conducting access surveys.	Development in 2016	
	Enhance cooperative research integration throughout the NEFSC by incorporating more cooperative research and collaborate more with fishing industry, recreational anglers and non-government science institutions.	Collaborate with Rutgers University researchers on a recreational fishery independent survey to estimate black sea bass distributions and abundance.	This survey will be conducted on recreational party/charter fishing vessels in the Mid- Atlantic and Southern New England regions.		Funded (SK)
	Support collaborative research with SBNMS		Support whale-safe gear (hook) research, etc		
6. Communicate and engage with the recreational fishing public.	Increase interaction between recreational fishing community and Regional Office staff and leadership	(1) Formalize Regional Recreational Fisheries Team to enhance regional coordination of recreational issues	Organizational chart with recreational fishing responsibilities on recreational fishing website	To be completed early 2016	
		(2) Increase port agent outreach to bait and tackle shops, etc.		Continual	
		(3) Leadership participation at recreational events.	John Bullard will be a participant at the Recreational Marine Resource Education Program (MREP) session in Baltimore	Scheduled for January 19-21, 2016	
	Increase visibility of NOAA Fisheries in the recreational fishing community	(1) Attend and participate in recreational fishing, sporting and boating shows	Attend at least 7 shows with strong saltwater fishing components	Beginning January 2016	

Principle (National Policy)	Objective(s)/Strategy	Project(s)/Deliverables	Details	Timeline	Progress
		(2) Increase social media presence for recreational fishing issues/news/activities	Develop comprehensive social media strategy for recreational information	First half of 2016.	
		(3) Increase distribution of Federal regulatory information at high visibility points	Develop/distribute regulatory information at bait and tackle shops, angler access points, etc	Development through first half of 2016.	
	Improve awareness and understanding in the recreational fishing community of relevant scientific and management issues, including stock assessments, data collection and usage, management process	(1) Develop information sheets or pamphlets for public distribution	Topics should include: recreational data collection and usage (MRIP, VTR, Stock Assessment, etc), description of FMP-specific recreational management measures process, etc.	Development through first half of 2016.	
Increase		(2) Assist in planning and participate in at least on MREP workshop focused on recreational anglers	Participate in the program and present on recreational fisheries management MREP in Baltimore	Scheduled for January 19-21, 2016	
		(3) Maintain and utilize a recreational contacts database for focused recreational outreach		Ongoing	
	Increase institutional awareness for recreational fisheries	(1) Provide GARFO/NEFSC staff training on MRIP, other recreational concerns	Set up staff webinars, egg- timers, etc on recreational topics	Ongoing	
		(2) Publicize internal recreational fishing activities to GARFO/NEFSC staff		Continual	

APPENDIX B

Greater Atlantic Regional Fisheries Office and Northeast Fisheries Science Center Recreational Fisheries Points of Contact (click on each name for email address)

Recreational Fisheries Po	ints of Contact (click on each name for email address)
	Regional Office
GARFO Recreational	Mark Grant (acting)
Fishing Coordinator	
GARFO Stakeholder	<u>Dr. Kevin Chu</u> , Assistant Regional Administrator
Engagement Division	Greg Power, Port Agent Supervisor
	Port Agents: Pam Thames (Portland, ME), Caleb Gilbert and
	<u>Don Mason</u> (Gloucester, MA), <u>Bill Duffy</u> (New Bedford, MA), <u>Walt</u>
	Anoushian (Narragansett, RI), Vic Vecchio (East Hampton, NY),
	<u>Joanne Pellegrino</u> (Toms River, NJ), <u>Josh O'Connor</u> (Cape May, NJ),
	Steve Ellis (Hampton, VA)
GARFO Sustainable	Michael Pentony, Assistant Regional Administrator
Fisheries Division	<u>Tobey Curtis</u> , Bluefish
	Moira Kelly, Summer Flounder, Scup, Black Sea Bass; MRIP
	Transition Team Member
	<u>Doug Potts</u> , <i>Tilefish</i>
	<u>Dr. William Whitmore</u> , Groundfish recreational lead
GARFO Protected	Ellen Keane, Sea Turtles
Resources Division	Allison Rosner, Marine Mammals
	<u>Diane Borrgaard</u> , Sturgeon & Salmon
GARFO Habitat	Lou Chiarella, Assistant Regional Administrator for Habitat
Conservation Division &	Conservation
Habitat Restoration	John Catena, Northeast & Great Lakes Regional Supervisor, NOAA
Center	Restoration Center
GARFO Analysis and	Hannah Goodale, Assistant Regional Administrator
Program Support Division	Dr. Jay Hermsen, Statistician, Commission Recreational Technical
	Committee Member
	<u>Jim St. Cyr</u> , Supervisor, Vessel and Dealer Reporting Group
	Science Center
NEFSC Recreational	<u>Dr. Earl Meredith</u> , Cooperative Research
Fishing Coordinator	
NEFSC Populations	<u>Dr. Gary Shepard</u> , MRIP Operations Team Member, Black sea bass
Dynamics Branch	and striped bass stock assessment lead
	Dr. Mark Terceiro, Summer flounder and scup stock assessment
	lead
	Dr. Anthony Wood, Bluefish stock assessment lead
	Michael Palmer, Gulf of Maine cod and haddock stock assessment
	lead
NEECC C	Paul Nitschke, Tilefish stock assessment lead
NEFSC Social Sciences	Scott Steinbeck, Recreational economics lead
Branch	

