

1 Management Challenges are Opportunities for Fisheries Ecosystem Models in the Gulf of Mexico

2 David Chagaris^a, Skyler Sagarese^b, Nick Farmer^c, Behzad Mahmoudi^d, Kim de Mutsert^e, Steve
3 VanderKooy^f, William F. Patterson III^g, Morgan Kilgour^h, Amy Schuellerⁱ, Robert Ahrens^g, Matthew
4 Laurretta^b

5
6 ^aIFAS Nature Coast Biological Station, SFRC Fisheries and Aquatic Sciences Program, University of
7 Florida, Gainesville, FL 32611 USA. dchagaris@ufl.edu

8
9 ^bNOAA/National Marine Fisheries Service, Southeast Fisheries Science Center, 75 Virginia Beach
10 Drive, Miami, FL 33149 USA. Skyler.Sagarese@noaa.gov; Matthew.Laurretta@noaa.gov

11
12 ^cNOAA/National Marine Fisheries Service, Southeast Regional Office, St. Petersburg, FL 33701 USA.
13 Nick.Farmer@noaa.gov

14
15 ^dFlorida Fish and Wildlife Conservation Commission, Fish and Wildlife Research Institute, 100 8th Ave
16 SE, St. Petersburg, FL 33701. Behzad.Mahmoudi@myfwc.com

17
18 ^eEnvironmental Science and Policy, George Mason University, Fairfax, VA 22030 USA.
19 kdemutse@gmu.edu

20
21 ^fGulf States Marine Fisheries Commission, Ocean Springs, MS 39564 USA. SVanderKooy@gsmfc.org

22
23 ^gSchool of Forest Resources and Conservation, Fisheries and Aquatic Sciences Program, University of
24 Florida, Gainesville, FL 32611 USA. Will.Patterson@ufl.edu; RAhrens@ufl.edu

25
26 ^hGulf of Mexico Fishery Management Council, Tampa, FL 33607 USA.
27 Morgan.Kilgour@gulfcouncil.org

28
29 ⁱNOAA/National Marine Fisheries Service, Southeast Fisheries Science Center, 101 Pivers Island Road,
30 Beaufort, NC 28516 USA. Amy.Schueller@noaa.gov

31
32 Corresponding Author: David Chagaris, dchagaris@ufl.edu

33 **Abstract**

34 Fisheries resources in the U.S. Gulf of Mexico (GoM) are under increasing pressure from both
35 natural and anthropogenic stressors that have potentially broad effects on the ecosystem and introduce
36 considerable uncertainty into management outcomes. To address these issues, more holistic, ecosystem-
37 based tools are needed to inform decision-making. A Scoping Workshop with scientists, managers, and
38 other stakeholders was held to identify and prioritize challenges in the GoM that could be addressed
39 using ecosystem models, and how best to incorporate those models into the existing fisheries assessment
40 and management framework. Challenges identified were associated with uncertainty in stock
41 assessments, environmental stressors, multi-species reference points, invasive species, habitat effects,
42 spatial management, and forage fisheries. Short-term priorities included those that address critical
43 assumptions in stock assessments and inform imminent decision making, whereas long-term priorities
44 were those associated with environmental stressors and novel management approaches. This
45 information is intended to guide future ecosystem modeling efforts and help advance ecosystem based
46 fisheries management in the region.

47 **1. Introduction**

48 The U.S. Gulf of Mexico (GoM) supports some of the most valuable and productive fisheries in
49 the world. In 2016, the annual dockside value of commercial seafood landings from the GoM exceeded
50 \$900 billion USD and more than 20 million recreational fishing trips were taken [1]. Fisheries resources
51 in the GoM are under increasing pressure from both natural and anthropogenic stressors that have
52 potentially broad effects on the ecosystem. The diversity and multi-species nature of the fisheries along
53 with environmental variability and complex food web and habitat interactions introduce considerable
54 uncertainty into management outcomes. In order to address these issues, more holistic, ecosystem-based
55 fisheries management (EBFM) tools are needed to aid in decision-making. Ecosystem models were first
56 developed in the GoM at least as early as 1983 [2], and there have been numerous applications of
57 Ecopath with Ecosim (EwE) as well as Atlantis ecosystem models [3]. Despite this long history of
58 ecosystem modeling and growing support for ecosystem-based approaches, the models have not been
59 part of the decision-making process. One reason is that most modeling studies have been informative
60 and strategic, rather than tied to a management action [4]. Ecosystem modeling activities have also not
61 been well coordinated with the management timeline and information has not been available when
62 needed. Current modeling efforts in the GoM [5, 6] are seeking to resolve these shortcomings through
63 better planning and collaboration with managers.

64 A Scoping Workshop was held to identify, from the perspective of fisheries managers, the important
65 questions that we should be asking of GoM ecosystem models and how to better integrate them into the
66 management process. Participants included representatives from five fisheries management bodies in
67 the GoM, each with different but overlapping jurisdictions and responsibilities (Table 1). The workshop
68 consisted of presentations by managers and stakeholders that highlighted their current and future
69 challenges, round-table discussions, and a prioritization activity. This paper summarizes the important

70 management questions identified in the Scoping Workshop and is intended to guide future ecosystem
 71 modeling efforts and advance EBFM in the Gulf of Mexico as well as in other regions with similar
 72 challenges.

73 Table 1. Fisheries management agencies represented at the Scoping Workshop along with broad
 74 jurisdictions and responsibilities.

Title	Jurisdiction and Responsibility
Gulf of Mexico Fisheries Management Council (GMFMC)	<ul style="list-style-type: none"> • Fishery resources in the federal waters of the Gulf of Mexico • Consists of scientific and stakeholder advisory committees • Prepares Fishery Management Plans and makes recommendations based on scientific and public input • Complies with National Standards laid out by the Magnuson Stevens Act
GMFMC Scientific and Statistical Committees (SSC)	<ul style="list-style-type: none"> • Composed of quantitative fish biologists/ecologists, stock assessment/ecosystem modelers, economists, and anthropologists • Provides expert scientific and technical advice to the Council • Reviews statistical, biological, economic, social, and other relevant information • Makes catch limit recommendations, sets the acceptable biological catch
NOAA Southeast Fisheries Science Center (SEFSC)	<ul style="list-style-type: none"> • Responsible for multi-disciplinary research to support management of living marine resources in the GoM, South Atlantic, U.S. Caribbean, and Atlantic (Highly Migratory Species) • Responds to needs of regional councils and interjurisdictional commissions • Fisheries statistics and data collection, stock assessments, protected species biology, fish ecology, fishery economics, engineering and gear development
NOAA Southeast Regional Office (SERO)	<ul style="list-style-type: none"> • Rebuild and sustain fisheries, recover protected species, and restore and enhance important marine, estuarine, and riverine habitats in the Gulf of Mexico, South Atlantic, and U.S. Caribbean • Works with regional fishery management councils to implement requirements of the Magnuson-Stevens Fishery Conservation and Management Act • Oversees National Environmental Policy Act compliance, regional aquaculture programs, and Gulf of Mexico Environmental Compliance Programs for restoration projects • Protected resources division manages marine mammals and endangered and threaten species
Gulf States Marine Fisheries Commission (GSMFC)	<ul style="list-style-type: none"> • Coordinates fisheries management in Gulf of Mexico state waters • Data collection and dissemination, stock assessments for state-managed species, fisheries disaster recovery, interjurisdictional management, sportfish restoration • Develops fishery management plan for Gulf Menhaden
Florida Fish and Wildlife Conservation Commission (FWC)	<ul style="list-style-type: none"> • Conducts research, data collection, stock assessments, and restoration of ecosystems, fisheries, wildlife, imperiled species, and red tides in Florida • Develops regulatory and management recommendations designed to ensure the long-term conservation of Florida's marine fisheries resources. • Liaison to federal agencies and represented on regional fishery management councils.

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76 **2. Management Questions for Gulf of Mexico Ecosystem Models**

77 *2.1 What are the effects of environmental stressors on exploited fish stocks and marine ecosystems?*

78 A critical need exists to quantify the effects of environmental disturbances on fish stocks,
79 whether they be geographically large and persistent, or acute localized events. For instance, red tides and
80 other harmful algal blooms occur throughout the GoM but are particularly severe on the west coast of
81 Florida where they often result in massive fish kills, including valuable grouper species [7, 8]. When
82 blooms are present, contemporaneous estimates of their effects on fish stocks are not available to
83 managers who must decide whether and how much to reduce harvest in order to compensate for lost
84 biomass. Another reoccurring disturbance is the hypoxic zone that forms each off the Mississippi River,
85 with 2017 being the largest on record at 22,720 km² [9]. This “dead zone” is driven by nutrient inputs
86 and may kill some fish while reducing the amount of suitable habitat for others, forcing them to move
87 [10] into areas where they are more vulnerable to predation or harvest. Evaluations with an ecosystem
88 model suggested that impacts of the hypoxic zone are mixed across species, but in general do not
89 outweigh the positive effects of increased productivity through nutrient loading [11]. An example of an
90 acute disturbance is the the Deepwater Horizon (DWH) disaster, which resulted in the largest marine oil
91 spill in history that affected marine life at the individual, population, and community level [12], however
92 these effects have not been quantified in a way that is useful to fisheries managers. Lastly, climate
93 change has the potential to shift species distribution patterns and food web interactions, alter rates of
94 reproduction and growth, affect recruitment success, and degrade habitat, thereby affecting stock status,
95 species composition of the catch and economic value [13, 14, 15]. When assessing the impacts of
96 environmental stressors on marine fisheries and ecosystems, it is important to provide both localized and
97 regional estimates while also accounting for fish movement, food web impacts, and habitat mediations.
98 Furthermore, the cumulative effects of fishing along with those caused by chronic and episodic events

99 need to be considered [16]. Ecosystem models provide a platform to quantify impacts of environmental
100 stressors, in terms of mortality rates and biomass responses, but more importantly can be structured as
101 management strategy evaluations (MSE) to test performance of different management responses under
102 these uncertainties.

103 *2.2 Do multi-species reference points lead to better management outcomes?*

104 Interspecific competition or top-down predation effects may result in tradeoffs, where rebuilding
105 or harvest of one species has negative effects on others. Due to these interactions, questions have been
106 raised about whether single-species MSY-based reference points and annual catch limits (ACLs) are
107 appropriate in multi-species fisheries [17] and if these reference points result in the optimal system-wide
108 harvest strategy [18]. For unassessed or data-limited stocks, as well as those that cannot be caught
109 independently of others, one option is to group species together and manage the complex with an
110 aggregate ACL [19]. Going further, optimum yield (OY) could be defined at the level of stock complex
111 or the entire ecosystem, which would set a cap on total removals in order to increase resiliency to
112 overfishing and balance ecological and socio-economic tradeoffs [20]. Moving towards OY-based
113 reference points in the GoM, and especially those that are estimated inclusive of ecosystem interactions,
114 would represent a shift towards setting target rather than threshold reference points for fisheries
115 management. The concept of system-wide OY has been in practice for North Pacific groundfish
116 fisheries for several decades where OY is usually ~75% of the sum of each species' MSY and the
117 allowable catch of each stock is then optimized [21]. Ecosystem models can play a key role in first
118 defining system-wide OY and then conducting trade-off analysis to optimize catch of individual stocks
119 [20]. A fishery-wide OY would be especially useful in the GoM reef fish fishery where many stocks are
120 data limited, species are closely related through food web and habitat preferences, and many species are
121 difficult to avoid catching while fishing for others.

122 2.3 *What are the impacts of invasive Lionfish and how do we mitigate them?*

123 Indo-Pacific Lionfish (*Pterois volitans*) invaded the GoM in 2010, and densities on artificial
124 reefs there have grown to some of the highest in their invaded range [22]. While the effects of Lionfish
125 on small demersal reef fish have been well documented [23], considerable uncertainty remains regarding
126 the long term effects on exploited species and their food webs. Juveniles of Vermilion and Red Snapper
127 (*Rhombopolites aurorubens* and *Lutjanus campechanus*) have been observed in Lionfish stomachs [24]
128 and recent ecosystem modeling suggests that Lionfish may also have modest negative impacts on large
129 groupers [25], due to indirect food web effects. Management agencies in Florida and the GoM have
130 promoted Lionfish spearfishing and de-regulated lionfish harvest as a way to control population size.
131 Lionfish traps are being tested as a way to harvest them from mesophotic reefs that are beyond the
132 depths of recreational diving [26]. There is a need to quantify the potential impacts of Lionfish on both
133 exploited and non-exploited reef fishes across depths, habitats, and regions and ecosystem models can
134 serve to scale-up the results from localized studies [27]. Additionally, ecosystem models should be
135 configured to simulate Lionfish harvest scenarios and set achievable targets for proposed mitigation
136 activities.

137 2.4 *To what degree does habitat contribute to fisheries productivity?*

138 Gulf of Mexico habitats such as corals, seagrass, reef banks, and intertidal areas are designated
139 as Essential Fish Habitat, Habitat Areas of Particular Concern, or Critical Habitat under the Endangered
140 Species Act. However, little is known about how these ecosystems quantitatively contribute to the
141 productivity of GoM fisheries. Following the DWH disaster and subsequent legal settlements, large-
142 scale habitat restoration has begun in the GoM, and there is a need to incorporate ecosystem models into
143 the design and assessment of restoration projects [28, 29, 30]. Artificial reefs continue to be promoted
144 as a way to restore fishing opportunities but the debate continues about whether they are effective at

145 enhancing stock productivity or only increase catchability [31, 32]. Spatially-explicit simulation tools
146 have been developed to address specific questions about the effects of habitat alteration on fish
147 populations [33, 34]. Management agencies such as NOAA and the GMFMC have dedicated resources
148 towards habitat-related issues, however that work largely occurs outside of the fisheries assessment and
149 management process. Ecosystem models provide a framework to integrate habitat management with
150 fisheries, for example, by linking growth, survival, and ecosystem productivity to habitat quality and
151 simulating policy options under habitat alteration scenarios.

152 *2.5 Can spatial management enhance sustainability and recovery of exploited species?*

153 Marine Protected Areas (MPAs) in the GoM include several small marine sanctuaries and larger
154 areas that are closed seasonally to certain fishing gears. These were established to protect spawning
155 aggregations, reduce interactions with protected species, or preserve critical habitats. In the GoM, a
156 formal evaluation of sizes and placements of MPAs has not been conducted. Where MPAs were
157 implemented with a goal of enhancing exploited fish stocks, local benefits (e.g. larger fish, higher
158 densities, and improved sex ratios) [35] have been observed but the effects on overall stock size are still
159 undetermined. Managing fisheries in the GoM is further complicated by different regulations (size/bag
160 limits, harvest seasons) in state versus federal waters. Little is known regarding whether more
161 conservative measures in one area translate to stock improvements in that region or overall. This is
162 because important spatial processes such as how fish recruit to, and move between, jurisdictional
163 boundaries, and the spatial distribution of fishing effort have not been incorporated into fishery policy
164 evaluations [36]. While these options could be explored using spatially explicit single-species models,
165 ecosystem models are better suited to elucidate indirect multi-species responses, such as increased
166 bycatch due to spatial effort shifting and food web effects associated with changes in fish biomass
167 within management areas.

168 *2.6 How to account for ecosystem services when managing forage fisheries?*

169 A common tradeoff facing fisheries managers involves allocating forage fish production to
170 harvest versus allowing it to support predator populations [37]. In 2017, 460,707 mt of Gulf Menhaden
171 (*Brevoortia patronus*) were harvested from the GoM, making it the largest fishery by weight in the GoM
172 and ranking second in the U.S. [38]. There are numerous predators on Gulf Menhaden [39] and a stated
173 goal of the Gulf Menhaden fishery management plan is to maintain menhaden populations at levels that
174 support their role as prey, while also ensuring economically viable fisheries [40]. However, many
175 menhaden predators are also generalists, feeding on a suite of available prey items so the relationships
176 between menhaden harvest and predator populations is less clear. More research is needed to determine
177 the trophic role of Gulf Menhaden, identify dependent predators, quantify abundance of alternative prey,
178 estimate transfer efficiencies, and account for important bottom-up processes. Ecosystem models are
179 particularly useful in their ability to integrate datasets on predator diet compositions, population
180 dynamics, and environmental drivers to provide management advice in these predator-prey systems [41].

181 *2.7 In what ways can ecosystem models help improve stock assessments?*

182 The next generation of stock assessments will need to consider multispecies interactions,
183 environmental drivers, seasonality, and spatial processes [42]. In Stock Synthesis (SS) assessment
184 models, the modeling platform used for most GoM stock assessments, parameters for growth,
185 catchability, mortality, and recruitment can be linked to environmental factors [43]. However,
186 justification for such linkages has often been correlative and lacking strong empirical evidence. Stock-
187 recruitment parameters (i.e. steepness) for many stocks are poorly estimated and primary drivers behind
188 year class strength are largely unknown. Furthermore, mean recruitment estimates used for stock
189 projections are lagged by several years and may not reflect current recruitment observations,
190 emphasizing the need for contemporary estimates of recruitment [44] for policy evaluation. Natural

191 mortality rates directly affect stock productivity estimates, yet they are based on simple assumptions
192 about life history and assumed to be constant over time in stock assessments, even though it is believed
193 that environmental conditions and predator populations are likely to influence survival. In summary,
194 there is considerable uncertainty around stock recruit relationships, environmental drivers, and natural
195 mortality in fisheries stock assessments. Many ecosystem models explicitly account for these processes
196 and through model fitting and hypothesis testing they can provide insight into the important drivers that
197 should be considered in the single species assessment models. Ultimately, ecosystem models can be
198 used to generate inputs for stock assessment, such as time and age varying estimates of natural mortality
199 [45, 46, 47] and priors for stock-recruit parameters, or used as operating models to conduct single-
200 species MSE [48].

201 **3. Prioritizing Management Needs**

202 During the Scoping Workshop, participants were asked to complete a priority matrix (Figure 1) by
203 assigning the research topics described above and in Table 2 to a quadrat classified as more or less
204 important and more or less urgent. In this approach, topics classified as important and urgent (Box 1)
205 are of highest priority and should be addressed immediately. Topics classified as important but not
206 urgent (Box 2) emphasize long-term challenges. Those classified as less important and urgent (Box 3)
207 are potential time-pressured distractions and those grouped into Box 4 are of minimal interest to
208 stakeholders. The priority matrix was completed by 15 participants from the workshop, including eight
209 end users (representing state or federal fisheries management agencies in Table 1) and seven agency or
210 academic scientists. The results were combined and the number of votes for each topic in each quadrat
211 were counted.

212 Table 2. A summary of the management topics identified at the Scoping Workshop and included in the
 213 prioritization exercise.

Topic	Context for Management
Artificial reefs	How do artificial reefs function to support spawning biomass, provide essential fish habitat, increase stock productivity, and enhance fishery catchability.
Catch targets	Use ecosystem models to develop catch targets (OY) rather thresholds (ACLs), inform buffers between the acceptable biological catch and the annual catch limit, evaluate reference points for data limited species, and quantify uncertainty in ACL projections.
Climate change	Quantify the expected impacts of climate change on fish stocks and fisheries, including shifts in spatial distribution patterns and resulting changes to the food web and species catch composition, as well as effects on population survival and stock productivity.
Communication	Develop non-technical communication products and visualization tools for managers and general public to improve understanding of ecosystem models and EBFM concepts.
Cumulative effects	Quantify the combined effects of fishing and environmental effects on managed species and the ecosystem as whole.
Data gap analysis	Describe availability of baseline data for ecosystem models, how that availability limits model utility, and make research recommendations.
Ecological Restoration	Incorporate large-scale habitat restoration into fisheries models where appropriate.
Ecosystem metrics	Evaluate changes in ecological indicators such as species diversity, system ascendancy, energy flows, cycles, and pathways associated with policy options.
Episodic events	Quantify the acute and chronic effects of episodic events (e.g. oil spills, red tides, cold kills) on fish mortality and stock productivity at both localized and regional scales.
Habitat	How do different habitat types (e.g. corals, seagrass, oysters, reef banks), especially those defined as essential fish habitat (EFH) and habitat areas of particular concern (HAPC) contribute to fisheries productivity.
Hypoxia	How does large-scale hypoxic conditions, and in particular the ‘dead zone’ near the Mississippi River, affect fish stocks and fisheries.
Lionfish	Quantify the long term effects of invasive lionfish on reef food webs and managed reef fish species and develop removal targets to mitigate impacts.
Management tradeoffs	Identify tradeoffs in broad-scale and strategic management objectives (e.g. conservation vs. fishery profits) and search for policies that optimize those objectives.
Marine Protected Areas (MPA)	Quantify the localized and stock-wide benefits of current MPAs and develop tools to evaluate the size and placement of proposed MPAs
Model review	Conduct a formal and technical review of ecosystem models.
Model skill assessment	Demonstrate predictability of ecosystem models by comparing predictions in retrospect of past management actions and over a range of time durations.
Multispecies management	Define the tradeoffs associated with harvest strategies and the ecological interactions between species, especially in predator-prey systems (forage fisheries), and develop reference points for aggregate species complexes such as reef fish.
Natural mortality	Estimate changes in natural mortality over time, age, and habitats and partition it into components of predation, episodic, and other mortality.
Red tides	Quantify the effects of red tide on fish stocks and the ecosystem as a whole both locally and regionally.
Role of menhaden	Define the ecological role of Gulf Menhaden by identifying dependent predators, and estimating energy transfer efficiencies with respect to availability and consumption of other prey.
SEDAR integration	Align ecosystem modeling efforts with 5-year stock assessment calendar, add ecosystem considerations component to stock assessment workshops, and provide ecosystem dynamics alongside single-species model projections.

Topic	Context for Management
Spatial management	Develop spatially explicit ecosystem models to evaluate how regional management options affect overall stock sizes. Models should account for spatial effort dynamics, fish movement, species distribution patterns.
Stock-recruit relationships	Examine stock-recruit relationships and environmental drivers of recruitment to provide better informed parameter estimates for stock assessment models.
Unintended consequences	Conduct ecological risk assessment to identify winners and losers associated with proposed policy options.

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215 Managers and scientists did not always agree on the priority status of each topic, and in general
216 there was better consensus within the manager group than within scientists (Figure 1). A notable
217 exception among managers is the lack of consensus with regards to the importance and urgency of
218 incorporating climate change effects into management. This result may be reflective of the varying
219 purviews of each agency and may also highlight an area of disconnect among management bodies on an
220 issue with potentially broad impacts. Topics most frequently assigned to Box 1 by the fishery managers
221 were those that directly inform decision making (e.g. setting catch targets, evaluating management
222 tradeoffs) and improve stock assessments (e.g. natural mortality, stock-recruitment relationships, and
223 SEDAR integration). In most cases, these topics were deemed to be either less urgent and/or less
224 important for scientists. The topics most frequently assigned in Box 2 by end users largely represented
225 environmental processes such as episodic events, habitat effects, broader multi-species management
226 approaches, and spatially explicit management with considerable overlap with scientists in this quadrant.
227 Additionally, improving communication ranked high as a long-term need by managers. Ecosystem
228 metrics were most often assigned to box 3 by managers, suggesting that this type of information might
229 be esoteric and of little immediate use for setting policy whereas this topic was tied among scientists in
230 boxes 1-3. Lastly, Box 4 ranked highest by managers for quantifying the role of menhaden in the
231 ecosystem and data gap analysis. This reflects a preference for more actionable model outputs and the

232 notion that data limitations are largely known by managers.

233

		More Urgent	Less Urgent
More Important	Managers	<p>1</p> <p>catch targets, management tradeoffs, natural mortality, SEDAR integration, stock-recruit relationships</p> <p><i>climate change, cumulative effects, lionfish</i></p>	<p>2</p> <p>artificial reefs, communication, episodic events, habitat, hypoxia, MPAs, multi-species management, spatial management, unintended consequences</p> <p><i>climate change, cumulative effects, model review, red tides, restoration</i></p>
	Scientists	<p>communication, gap analysis, lionfish, management tradeoffs, red tides, spatial management, unintended consequences</p> <p><i>catch targets, ecosystem metrics, episodic events, multi-species management</i></p>	<p>climate change, cumulative effects, hypoxia, stock-recruit relationships</p> <p><i>artificial reefs, ecosystem metrics, episodic events, habitat, MPAs, natural mortality, role of menhaden</i></p>
Less Important	Managers	<p>3</p> <p>ecosystem metrics</p> <p><i>climate change, lionfish, model skill assessment, red tides</i></p>	<p>4</p> <p>gap analysis, role of menhaden</p> <p><i>climate change</i></p>
	Scientists	<p>SEDAR integration</p> <p><i>ecosystem metrics, model review & skill assessment, natural mortality, restoration</i></p>	<p>MPAs</p> <p><i>natural mortality</i></p>

234 Figure 1. Prioritized research areas for ecosystem approaches that support fisheries management. A
 235 topic was classified into a box if it received votes from at least half of each group’s participants (8
 236 managers and 7 scientists). Topics are italicized when the maximum number of votes was fewer than
 237 half and ties appear in multiple boxes. See Table 2 for a brief definition of each research topic.

238 **4. Considerations for Integrating Ecosystem Models into Management**

239 *4.1 A process for technical review*

240 Ecosystem models in the GoM have not undergone rigorous technical review like those
241 developed for the west coast USA [49] and northeast USA [50], which greatly limits the degree to which
242 they can be used for actual management application. Thus, GoM ecosystem models must undergo
243 formal review and vetting, as done for stock assessments, possibly through the Center for Independent
244 Experts peer review program ([www.st.nmfs.noaa.gov/science-quality-assurance/cie-peer-](http://www.st.nmfs.noaa.gov/science-quality-assurance/cie-peer-reviews/index)
245 [reviews/index](http://www.st.nmfs.noaa.gov/science-quality-assurance/cie-peer-reviews/index)). A critical review should include gap analysis to identify where data limitations may
246 hinder ecosystem analyses, description of critical assumptions, evaluation of model stability,
247 demonstration of fits to observed data, comparison of model outputs with other approaches, and
248 sensitivity analysis [49]. The review panel should be composed of technical and scientific advisors with
249 knowledge of GoM fisheries and datasets as well as external independent reviewers with expertise in
250 ecosystem modeling. To facilitate review and increase transparency, model developers should provide
251 the panel a technical report clearly documenting all data inputs and scenario configurations.

252 *4.2 Working within the existing management framework*

253 Several appropriate venues are available where ecosystem models can contribute to decision
254 making. In the current framework, the National Marine Fisheries Service (NMFS) completes a stock
255 assessment, through the Southeast Data Assessment and Review (SEDAR) process, the GMFMC
256 Scientific and Statistical Committee (SSC) then evaluates stock projections and recommends the
257 allowable biological catch (ABC). In parallel with the SEDAR and SSC process, projections from
258 ecosystem models can be compared with the single species model, while also predicting the concomitant
259 responses of multiple species. The ecosystem model projections may further serve as ecological risk
260 assessments [51] to identify species likely to be adversely affected by a proposed management action, or

261 to evaluate the performance of different policy options under variable environmental conditions. For
262 federally managed fisheries in the Gulf of Mexico, when a management action is anticipated, an
263 interdisciplinary planning team (IPT) is formed that consists of resource managers and scientists from
264 the NMFS Southeast Regional Office and the GMFMC. The IPT defines the analyses associated with
265 upcoming actions and develops documents that describe a range of reasonable policy options. In this
266 setting, the IPT could utilize operational ecosystem models to understand ecosystem impacts and
267 evaluate tradeoffs of proposed policy options, ultimately leading to better informed fisheries
268 management plans. By utilizing the SEDAR, SSC, and IPT process and working closely with
269 management agencies, GoM ecosystem models can be brought out of the realm of academia and
270 integrated into the management framework as it currently exists. This would be a major first step
271 towards using ecosystem models in a broader EBFM approach.

272 *4.3 Increasing awareness about ecosystem models through better communication*

273 Fisheries stakeholders in the GoM include recreational anglers, commercial fishermen,
274 environmental organizations, seafood dealers, coastal tourism operators, politicians, scientists, resource
275 managers, and engaged citizens. Modelers typically do a good job communicating with other modelers,
276 scientists, and some resource managers that are accustomed to technical descriptions, but there has been
277 far less emphasis on communicating ecosystem models to a larger audience. Important considerations
278 when communicating complex ecological models are the political context, stakeholder experience,
279 model characteristics, and conveying of uncertainty [52]. Communication formats that are less technical
280 such as FAQs, conceptual diagrams, and short videos would serve to increase awareness and thereby
281 reduce skepticism about ecosystem models. Visualization tools that use computer graphics to illustrate
282 underlying model dynamics may help many audiences understand model predictions and the role
283 ecosystem models can play in marine resource management [53].

284 **5. Discussion and Conclusions**

285 Based on the information exchanged at the Scoping Workshop, the most pressing needs for
286 fisheries managers in the Gulf of Mexico are to address critical assumptions and uncertainties in stock
287 assessment models and inform routine management actions, specifically the setting of single species
288 catch limits in multi-species and forage fisheries. This presents a challenge because ecosystem models
289 are generally better at providing strategic advice, and there is little precedent for this type of tactical
290 management output from complex food web models. Careful parameterization and simulation design
291 will be necessary to generate outputs that address these needs. At a minimum, the relative differences
292 between alternative actions can be compared to provide a robust measure of ecosystem responses,
293 especially in the presence of model data gaps and uninformed parameters. Habitat effects,
294 environmental drivers, and innovative spatial and multi-species management approaches were identified
295 as longer-term needs that are not typically considered in the current fisheries assessment and
296 management framework. These topics represent an opportunity for ecosystem model application given
297 the ability to incorporate empirical drivers of productivity, essential habitats, and environmental change
298 in an integrated framework that also allows for fitting to single-species time series consistent with
299 current stock assessment approaches. Lastly, the Scoping Workshop described here was successful in
300 outlining the questions on which ecosystem modelers should focus and the apparent disconnect between
301 scientists and managers in prioritizing those topics highlights the need for such workshops as a way to
302 align the scientific and modeling community with actual management needs. We see this as a valuable
303 first step for any ecosystem modeling endeavor.

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