

**PROCEEDINGS OF THE
ATLANTIC STATES MARINE FISHERIES COMMISSION
AMERICAN EEL MANAGEMENT BOARD**

**Hyatt Place Dewey Beach
Dewey Beach, Delaware
Hybrid Meeting**

October 28, 2025

Approved February 3, 2026

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ATTENDANCE

Board Members

Megan Ware, ME, proxy for Carl Wilson (AA)	John Clark, DE (AA)
Steve Train, ME (GA)	Roy Miller, DE (GA)
Renee Zobel, NH (AA)	Craig Pugh, DE, proxy for Rep. Carson (LA)
Doug Grout, NH (GA)	Carrie Kennedy, MD, proxy for L. Fegley (AA)
Dennis Abbott, NH, proxy for Sen. Watters (LA)	Russel Dize, MD (GA)
Dan McKiernan, MA (AA)	Joe Grist, VA, proxy for J. Green (AA)
Raymon Kane, MA (GA)	James Minor, VA (GA)
Sarah Peake, MA, proxy for Rep. Armini (LA)	Chris Batsavage, NC, proxy for K. Rawls (AA)
Phil Edwards, RI, proxy for J. McNamee (AA)	Brian Turner, NC, proxy for J. Mannen (GA)
David Borden, RI (GA)	Ben Dyar, SC, proxy for B. Keppler (AA)
Eric Reid, RI, proxy for Sen. Sosnowski (LA)	Malcolm Rhodes, SC (GA)
Matt Gates, CT (AA)	Mel Bell, SC, proxy for Sen. Cromer (LA)
Robert LaFrance, CT, proxy for B. Hyatt (GA)	Doug Haymans, GA (AA)
Jesse Hornstein, NY, proxy for M. Gary (AA)	Spud Woodward, GA (GA)
Emerson Hasbrouck, NY (GA)	Rep. Trey Rhodes, GA (LA)
Heather Corbett, NJ, proxy for J. Cimino (AA)	Erika Burgess, FL, proxy for J. McCawley (AA)
Jeff Kaelin, NJ (GA)	Gary Jennings, FL (GA)
Adam Nowalsky, NJ, proxy for Sen. Gopal (LA)	Rick Jacobsen, US FWS

(AA = Administrative Appointee; GA = Governor Appointee; LA = Legislative Appointee)

Ex-Officio Members

Mitch Feigenbaum, Advisory Panel Chair

Rob Beal, Law Enforcement Committee Rep.

Staff

Bob Beal	Caitlin Starks	Emilie Franke
Toni Kerns	Tracy Bauer	Katie Drew
Tina Berger	James Boyle	Jeff Kipp
Madeline Musante	Chelsea Tuohy	Samara Nehemiah

The American Eel Management Board of the Atlantic States Marine Fisheries Commission convened in the Ballroom East/West via hybrid meeting, in-person and webinar; Tuesday, October 28, 2025, and was called to order at 10:00 a.m. by Chair Kris Kuhn.

CALL TO ORDER

CHAIR KRISTOPHER M. KUHN: Good morning, everyone. Welcome to the Atlantic States Marine Fisheries Commission American Eel Board. I'm calling this meeting to order. I'm Kris Kuhn the Administrative Proxy for Pennsylvania and current Chair of the American Eel Management Board. This will be my last meeting as Chair, and our Vice-Chair, Jesse Hornstein from New York will be taking over at the next Board meeting.

The Technical Committee Chair remains vacant. Our Advisory Panel Chair is Mitch Feigenbaum from Pennsylvania, and our Law Enforcement Committee representative here to my left is Rob Beal from Maine. I'm joined at the front table by Caitlin Starks of the Commission, and we have a half an hour to consider two agenda items, as well as hear public comments, and consider any new business if there is any. Let's go ahead and get started, but before we do we have a message from Toni.

MS. TONI KERNS: I just want to let the Board know that Rick is online for Fish and Wildlife Service.

APPROVAL OF AGENDA

CHAIR KUHN: All right, thanks for that, Toni. To begin this morning's meeting is first the consent item, approval of the agenda. Are there any proposed modifications to the agenda? All right, seeing none do we have any hands online? The agenda is approved by consent.

APPROVAL OF PROCEEDINGS

CHAIR KUHN: The next consent item is approval of the proceedings from the August 2025 American

Eel Management Board. Are there any edits to the proceedings from the August Board meeting? Not seeing any here in the room, any hands online? Not seeing any; the August 2025 proceedings are approved by consent.

PUBLIC COMMENT

CHAIR KUHN: Moving on to public comments. Are there any members of the public either here or online that would like to make comments pertaining to items that are not on today's agenda? All right, not seeing any and there are no hands online, so we'll go ahead and jump right in. Moving to Item Number 4 on the agenda, which is to Consider Approval of the Fishery Management Plan Review and State Compliance for the 2024 Fishing Year. Caitlin Starks is going to lead us off with a presentation. Caitlin, we're ready for your presentation.

CONSIDER APPROVAL OF FISHERY MANAGEMENT PLAN REVIEW AND STATE COMPLIANCE FOR 2024 FISHING YEAR

MS. STARKS: I'll go over the American eel FMP Review for the 2024 fishing year. I'll start with the status of the FMP then the status of the stock, status of the fishery, compliance review and the Plan Review Team's recommendation, as well as de minimis requests. To start, these are the FMP and addenda provisions that apply to all states with eel fisheries.

All states are required to implement a young of year survey and maintain regulations as strict or stricter than what was in place before the FMP was implemented. The FMP and addenda also require trip level CPUE data reporting, allow for developing a sustainable fishery management plan in order to deviate from the fishery management plan requirements, and also provide an aquaculture allowance of 200 pounds of glass eel per state with Board approval.

For any alternative fishery management plan the state must scientifically demonstrate it will not increase the overall fishing mortality. For glass eel

fisheries the FMP includes the maximum tolerance of 25 pigmented eel per pound of glass eel harvest. It establishes Maine's glass eel quota, which has been 90,688 pounds since 2015, and it requires daily trip level reporting.

Maine does this through their electronic monitoring program, which allows them to track landings from harvester to dealers and export. Maine is also required to collect data from the life cycle survey for all life stages. Then Addendum VI was approved in May, and this maintains the Maine glass eel quota, but there have been no other changes to the FMP requirements for glass eels.

For yellow eel the FMP requires a minimum size of 9 inches and a 1/2 inch by 1/2-inch minimum mesh size on eel pots. Addendum III required a recreational bag limit of 25 eels per day with an allowance of 50 fish per day for for-hire captains and crew. Addendum IV established the coastwide commercial harvest cap for yellow eel, which was updated by Addendum V and also established the 10% overage per year per management.

I just want to note here that the commercial harvest cap will decrease to 518,821 pounds starting in 2025 under Addendum VII. For silver eels the FMP established a closure from September 1st through December 31st, during which no eel take is allowed except for from baited traps or pots and spears. The Delaware River was granted an exemption from this requirement, but it is restricted to only 9 permits.

There have been no other changes recently to these requirements. Maine is currently the only state with an aquaculture plan and the first year of that was 2019 and in 2024 200 pounds were harvested for aquaculture in Maine, and Maine has submitted proposals for 2025 and 2026, which were approved for 200 pounds of glass eel, and they continue to allocate that to American Unagi.

Stock status for eel is based on the benchmark stock assessment, that was peer reviewed in 2022 and accepted for management in 2023, and the

assessment concluded the stock remains depleted or at or near historically low levels due to a range of factors. It also noted that the yellow eel abundance has continued to decline since the last stock assessment, and it does not provide an overfishing or overfished status for eel. The Board responded to the assessment results through Addendum VII, which lowered that coastwide cap for yellow eel. This graph shows the abundance index from the benchmark assessment for yellow eel would be upper and lower 95% confidence intervals. These are the annual landings estimates dating back to 1950 for eel. The coastwide cap is shown by the dashed blue lines starting in 2013 when it was established through 2024, and next year we will see that decrease in the cap from Addendum VII.

Commercial landings in the FMP Review are from state compliance reports and so they are still considered preliminary, but for 2024 the coastwide yellow eel landings were about 284,000 pounds, which is a 3.8% decrease from 2023 and that is 31% of the current coastwide harvest cap. Landings from Maryland make up 70% of that harvest and the next highest harvest come from New Jersey, with 11% in New York with 6% together accounting for 87% of the coastwide total.

For glass eel Maine harvested 9,634 pounds of glass eels in 2024 and South Carolina also has a glass eel fishery, but their harvest is confidential. The PRT reviewed the state compliance reports and they found no issues with implementation of the glass eel requirements. Regarding yellow eel provisions, the PRT noted that New York has now implemented regulations for a minimum mesh size that are consistent with the requirements of Addendum III, resolving the issue that was raised last year.

For silver eel the PRT continued to note two minor issues that have been addressed in previous years reports, which are that Delaware and Florida have not implemented regulations preventing the harvest of eels from pound nets from September

1st through December 31st, but neither state is aware of any active pound net fishery.

Then the PRT noted one issue with regard to reporting, which is that in the compliance report this year Rhode Island did not provide the CPUE for commercial harvest, harvest by life stage or harvest by gear type, which are required under Addendum III. Then as of Addendum VII, to qualify for *de minimis* status for eel, a states average landing for the preceding three years must be under 1% for a particular life stage.

The *de minimis* requests this year are from New Hampshire, Massachusetts, Pennsylvania, D.C., and Georgia, and they all qualify for *de minimis* status for yellow eel. The PRT recommends the Board approve these *de minimis* requests. Then additional recommendations from the PRT are that the Board should reevaluate the requirements that the states provide estimates on the percent of harvest that goes to food versus bait, as noted in previous years, just given this information is not currently used.

The PRT continues to recommend the Commission and the U.S. Fish and Wildlife Service work together to annually compare the domestic landings data to export data for American eel across all life stages. That wraps up the FMP Review, so the Board action for consideration is to approve the FMP Review for the 2024 fishing year for eel, state compliance reports and *de minimis* status requests. I can take any questions.

CHAIR KUHN: Are there any questions for Caitlin? Any hands online? Assuming there is no Board discussion, if there is any let's entertain it now. All right; do we have anyone prepared to make a motion? Heather Corbett. Second Steve Train.

MS. HEATHER CORBETT: **Move to approve American Eel FMP Review for the 2024 fishing year, state compliance reports, and *de minimis* status for Massachusetts, New Hampshire, Pennsylvania, District of Columbia, and Georgia for yellow eel.**

CHAIR KUHN: Okay, apparently, I'm really trying to stick to our 30 minutes and go right past reading the motion into the record, so now I'll take a second. Steve Train. Steve, any comments? No, alright, let's go ahead and try and do this easy way. **Is there any opposition to the motion? All right, seeing none; the motion passes by consent.**

CONSIDER FLORIDA PROPOSAL TO DISCONTINUE YOUNG-OF-YEAR SAMPLING

CHAIR KUHN: Moving on to Item Number 5, which is to Consider Florida's Proposal to Discontinue American eel Young-of-Year Sampling and for that I will turn it over to Erika Burgess, who is going to provide us with an overview of the proposal. Erika, the floor is yours.

MS. ERIKA BURGESS: Thank you, Mr. Chair, and I will be brief, as brief as I can for the sake of the time of the meeting, and I'm happy to elaborate on anything if there are questions. As Caitin just reviewed, the FMP requires states to conduct annual young of year sampling, and there was a change to that requirement in Addendum VII, but that was only to remove length and pigment survey requirements.

Florida is requesting that the Board consider an exemption to our state for the glass eel survey and I'll present why. We have limited eel young of year sampling locations in our state, based on the nature of our coastline and lack of restriction areas or checkpoints for eels. In the last two decades we've identified only one location in our entire state where we could possibly get glass eels, that is up at Guana River Dam, which was put in place for a waterfowl impoundment just north of Saint Augustine, Florida.

All of the locations in our state the eels have grown past the glass eel stage by the time they reach that. We've determined that passive gear does not effectively sample glass eels and we have instead looked into and are funding and doing other eel sampling for other life stages doing various methods.

When FWC chose to stop doing the glass eel surveys directly, we contracted the University of North Florida to do the annual sampling. In that time period catches have declined to less than 20 individuals per year. That brings the cost for each individual sample to over \$700.00. We have as an agency decided not to renew that contract with the University of North Florida and reallocated those funds to other American eel research in our state to collect information on age and growth, parasites and yellow eel movement.

We are requesting that the Board consider an exemption, but not straight out today. I'll offer a motion instead to ask the TC to evaluate Florida's request and to provide the Board their determination on the utility of Florida's glass eel survey before the Board makes a final decision on that. We will in the meantime continue to survey other eel life stages in Florida, using those funds to support eel research.

The University of North Florida has let us know that they would like to voluntarily continue some sampling, but it's not guaranteed and it won't happen at the levels it happened previously. They will be seeking funds elsewhere to do that research at the University. That wraps me up, so I'll pause for questions.

CHAIR KUHN: Any questions for Erika? John Clark.

MR. JOHN CLARK: Thank you for the presentation, Erika. Just curious, when you say Florida is a huge state and I'm just wondering how that could be the only spot to sample glass eels, when we've seen in recent years there has been a huge amount of glass eel smuggling coming out of the Dominican Republic, other spots in the Caribbean. Is it something where you can say that Florida has looked for other spots and just not found any place that it's just a matter of access?

MS. BURGESS: Kim Bonvechio has been the lead on our eel research with the Fish and Wildlife Research Institute. She served on the Technical Committee for 20 years. She has thoroughly investigated the entire state looking for points, and

because we don't have much barriers to fish passage there is not a good single-point site to collect glass eels.

MR. JOHN CLARK: If I can just follow up for a second. I'm just curious, because as I said, it's a big area. Have you seen, has it got anything to do with the currents there? I'm just wondering how they could get so many of them in the Caribbean and yet they are not going into Florida at that point.

MS. BURGESS: I'm not an expert on the Caribbean, so I can't answer that, John.

CHAIR KUHN: All right, any more questions for Erika? Any discussion on her presentation? I think I heard, Erika, you're ready to make a motion. Could you read that into the record?

MS. BURGESS: Yes, I would like to **move to direct the American Eel Technical Committee to evaluate the utility of continuing the Florida glass eel survey and its contribution to the Commission's management and assessment of the American eel stock, and report back to the Commission at the next American Eel Management Board meeting so that the Board can consider exempting Florida from the glass eel survey compliance requirement.**

CHAIR KUHN: Second by Doug Haymans. Doug, would you like to provide any further rationale?

MR. DOUG HAYMANS: No, I just am supporting Florida's motion, having lived there for a number of years. I understand their issue and am willing to support it.

CHAIR KUHN: All right, is there any discussion on the motion? John Clark.

MR. CLARK: I certainly understand Florida's situation there. I was on the Technical Committee years ago with Kim, and I know the effort she put into find glass eels there. As we know going back to when this requirement went into the FMP back in, what was it 2000, 1999, many states have wanted to get exempted from the glass eel

samplings. Before we go down this route, if we are to approve a motion like this, I would like to add to it, or I think we should add to it as a Board some requirement that Florida, you know as Erika said, Florida has said they will continue these other yellow eel sampling programs. But I think it needs to be actually put into writing that that is part of their requirement is to continue the other. I'm just curious as to whether Florida would accept the motion to be amended to require some of the other sampling, they said they would do.

CHAIR KUHN: Caitlin, you have a question?

MS. STARKS: I guess I just want to clarify Mr. Clark's intention here. Would your preference be to amend this motion or to have the Technical Committee report back on this, and then if the Board considers exempting Florida, based on that Technical Committee guidance, make sure in that motion it would include a requirement to continue alternative sampling.

MR. CLARK: Right, I'm sorry, yes, I'm getting ahead of myself here, because this is simply to have the TC look at that. I would say that at that point, just to put it on the record that I would just like to see if the Board would, maybe we don't need a motion to do so, but just that the Board acknowledge that Florida will be required to do some eel sampling if the TC says the glass eel sampling can be discontinued.

CHAIR KUHN: Saw another hand, Matt Gates.

MR. MATTHEW GATES: Erika, thanks for that presentation. I'll support the motion on the board. I think is the right way to proceed with a request to discontinue monitoring is to have the scientific community evaluate it. Thanks, nice job.

CHAIR KUHN: Is there any other further discussion on the motion? All right; at this time, I will go to the public to see if there are any comments on the motion.

MR. MITCH FEIGENBAUM: My hand is up, Mitch Feigenbaum.

CHAIR KUHN: Yes, Mitch, your hand is up.

MR. FEIGENBAUM: Yes, thanks Erika for the presentation and my complements also to Kim Bonvechio, who I know has been working hard for two decades on eel science in Florida. I know the motion wouldn't have been made or this request wouldn't be made unless she really was unable to find suitable locations.

My main comment is that I would appreciate if the Technical Committee could communicate with the Advisory Panel for input before making any final recommendations to the Board. The AP had serious discussion about the issue about the continuance of YOY surveys when at the last addendum I believe there was even a recommendation by the TC to scale back or eliminate the YOY surveys altogether, and the AP had strong feelings about that.

But we do understand that if you can't find the glass eels it's pretty hard to do a survey. I did want to very quickly comment. It's my understanding that some state young of year surveys are not geared towards glass eels, or at least in the past some of the YOY surveys were actually targeting Year 1 pigmented fingerlings. I do wonder if that would be a possibility for Florida to think about. Finally, I just want to remind the Commissioners that years ago Wilson Laney of the Fish and Wildlife Service, when eel stock concerns were really a hot issue at ASMFC. He and others worked together to make proposals suggesting that rather than having statewide YOY surveys going forward that the Board consider the possibility of creating really just two, three or four, small handful of coastwide surveys, you know representative of different regions.

I think that we would be well served to have three or four young of year surveys that are really robust bringing in big numbers or able to catch good numbers per year, rather than a greater number of surveys that may be of lesser quality. These are topics we would be happy to talk; I know the AP would like to share its thoughts with the AP and we will appreciate that opportunity.

CHAIR KUHN: Okay, thank you, Mitch. Mitch indicated that he would like the AP to be involved in the review of this proposal. If that is to occur, the Board would need to direct the AP to do so. Do we need a motion on that? Is there anybody in opposition? We don't need a motion on it, but is there any opposition to having the AP weigh in on this proposal?

Seeing none; so, we can move to, I believe a decision point on this proposal. **Are there any oppositions to the proposal? All right, the motion passes by consent.** That wraps up our business on the agenda.

OTHER BUSINESS

CHAIR KUHN: Is there any other business to come before the American Eel Board today? John Clark.

MR. CLARK: It's not really other business, I was just wondering if we can get an update on what's going on with the CITES process.

CHAIR KUHN: Yes, Caitlin.

CITES UPDATE

MS. STARKS: Nothing new has happened since our last meeting. The CITES meeting is still scheduled for November/December of this year, at which point they will consider whether to list American eel under CITES Appendix II or really any appendix at this point. We do not have an indication from the U.S. on its vote on that, so I can't really provide any additional updates until later on. There was a comment period, if this is part of your interest, on whether or not.

MR. CLARK: If I could just interrupt for a second, Caitlin. That is the part I was curious about. Who votes? How many nations vote on the CITES proposal? Is this going to be a big operation?

MS. STARKS: All of the parties to CITES, but I do not know how many exactly there are. There are only two countries that are not parties to CITES is what Toni is saying, so a lot. I guess I will add that the proposal that was put forward by the EU did

include a delay in when the listing would go into effect, so it wouldn't be immediate, it would be, I believe 18 months I think, was the delay that they had in their proposal. If they did approve the EU proposal as is, it wouldn't be until 2027 that it would go into place.

CHAIR KUHN: I'm going to go online to Mitch Feigenbaum.

MR. FEIGENBAUM: Yes, I see the time, I'll be really quick. I just wanted to share on this topic. Caitlin is being a little bit modest. Since the last ASMFC meeting the Fish and Wildlife Service actually had a public session to take comment on the CITES proposal. As good fortune would have it, Caitlin was the first person in D.C. to put her name on the list to speak that day, and I was second.

Although the input session was geared to multiple species of flora and fauna that are being proposed for CITES listing, in fact the first 10 or 15 minutes of public comment from Caitlin and I were devoted singularly to the question of eel populations, and we definitely had the attention of the new Fish and Wildlife Service Director, as well as his two chiefs that were accompanying him at that meeting.

I definitely feel that Caitlin did a great job conveying the views of the Commission, and I was glad to be there to hear that and to offer some views myself. We really, I feel did a great job educating the Service in a short period of time about the importance of this issue. Well done, Caitlin.

CHAIR KUHN: Thanks for that update, Mitch, and appreciate Caitlin and Mitch's participation in the comment period. Back to John Clark, one more comment.

MR. CLARK: If I could just make another real brief question. I just wondered if Maine could give us an update on the American Unagi bankruptcy and how that will affect the aquaculture plan going forward.

MS. MEGAN WARE: I don't have any information to share, John. I probably know just as much as you do from the news, sorry.

ADJOURNMENT

CHAIR KUHN: All right, so I think that wraps up the business to the American Eel Management Board here this morning. Do we have a motion to adjourn? Doug Grout. Second, Ray Kane. Okay, We're not quite adjourned yet. I was just made aware that we have a hand online that may speak to John Clark's question. Sara Rademaker.

MS. SARA RADEMAKER: Sara Rademaker with American Unagi. Just an update, as far as American Unagi. We're proceeding with a sale of the company and the business is continuing operations. I expect under new ownership that applications under the company will continue for the aquaculture quota.

CHAIR KUHN: All right, thank you, Sara. We had a motion to adjourn and a second, so this meeting is now adjourned.

(Whereupon the meeting adjourned at 10:30 a.m.
on Tuesday, October 28, 2025)