

# Managing Our Nation's Fisheries 3 *Advancing Sustainability*

## CONCURRENT SESSIONS: THEME AND FOCUS TOPICS

### Session 3: Providing for Fishing Community Stability

1. Recreational and Subsistence Fishery Connections
2. Integrating Community Protection, Jobs Emphasis, and Seafood Quality Assurance
3. Assessment and Integration of Social and Economic Tradeoffs

*Session Chair: Mark C. Holliday, Ph.D.*

*Director, Office of Policy, National Marine Fisheries Service*

The Magnuson-Stevens Fishery Conservation and Management Act (MSA) sets out multiple responsibilities for the National Oceanic and Atmospheric Administration (NOAA) and the Regional Fishery Management Councils (RFMCs). Through legislative authority and national standards, NOAA and the RFMCs are obligated to conserve the country's living marine resources and simultaneously provide for communities' sustained participation in fisheries. These responsibilities are often cast as in conflict (jobs vs. rebuilding stocks), each an impediment to the other. This conflict, real or perceived, stands as a challenge to effectively managing fisheries in general, and specifically in providing for fishing community sustainability. Placing greater emphasis on community sustainability in our national fisheries policy will require a combination of legislative, policy, and regulatory change. The three topics chosen for this session illuminate the challenges of managers working to advance community stability while balancing the diverse goals and objectives of different communities. A fishing community

is defined in law<sup>6</sup> as “a community which is substantially dependent or substantially engaged in the harvest or processing of fishery resources to meet social and economic needs, and includes fishing vessel owners, operators, and crew and United States fish processors that are based in such community.” We commonly see application of the term “community” modified based on type of fishery, such as commercial, recreational, subsistence fishery. Not only are there multiple types of fishing communities, but many individuals may be members of more than one fishing community.

The strong focus of managers on commercial fisheries remains an important social and economic priority for the nation, as it has been since the inception of the country. However, recreational fisheries are also a high priority of contemporary society, with historic cultural and increasingly substantial economic benefits to the nation. Obligations to indigenous cultures and customary subsistence fisheries add to this multiple-objective challenge to policymakers. The factors that motivate and satisfy the objectives of recreational and subsistence fishing sectors are different, and their social and economic drivers and measures of successful policy outcomes differ. The first focus topic in this session looks at recreational and subsistence<sup>7</sup> fishery connections and how they can optimally be managed in the future to enhance fishing community sustainability, including identifying any necessary legal, policy, and process changes necessary to reconcile competing goals and objectives between all fishery sectors.

The second focus topic drills deeper beyond the policy level. It highlights specific tools, methods, and means to protect the integrity of fishing communities in general, emphasize fishery-related jobs, and assure domestic seafood quality in the face of future transitions in fishery management, ecosystem and economic conditions. The session will focus on opportunities to adopt “community-friendly” tools and the legislative, policy, and regulatory changes necessary to apply them in the future.

The final focus topic zeroes in on measuring our fishery management performance, and the degree of community sustainability success, in the context of how such measurements can be better integrated into decision-making on the relevant tradeoff choices. There are different perspectives for monitoring and evaluating the attainment of the greatest overall benefit to

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<sup>6</sup> 16 USC 1802(17)

<sup>7</sup> For the purposes of this conference, the term subsistence fishery means the full spectrum of non-commercial and non-recreational subsistence, customary, and ceremonial fisheries, including the West Coast Treaty Indian ceremonial and subsistence fisheries that have been legally defined through the Supreme Court decision stage; non-treaty indigenous people subsistence and customary fisheries such as those occurring in Pacific Island Territories; and common citizen subsistence fisheries such as the personal-use halibut and sockeye salmon fisheries in Alaska.

the nation, and specifically fishing community sustainability. This session will identify findings related to how RFMCs and NOAA can better evaluate the social and economic outcomes of policy choices.



#### **Providing for Fishing Community Stability**

### **Recreational and Subsistence Fishery Connections**

In the last few decades, great progress has been made in meeting ambitious goals for conservation and sustainability of fish stocks. While there is still much to be done, the U.S. leads the world in eliminating overfishing and rebuilding overfished stocks. Although all fishing sectors benefit from sustainable stocks, fishery management has affected commercial, recreational and subsistence fisheries differently. Some believe that shifts in management resulting from a focus on the status of fish stocks have not fully considered the viability of recreational and subsistence fishing. This topic looks at requirements for fishing community sustainability from recreational and subsistence fishery perspectives, and evaluates impediments to, and opportunities for, collaboration to advance community sustainability across all fishery sectors and groups.

As noted in the session description above, recreational and subsistence fishing sectors are motivated by different goals, and their social and economic drivers and measures of successful policy outcomes differ. One objective of this topic is to look at these differences and identify legal, policy, and process reforms that may be necessary for reconciling competing goals and objectives.

The session will be informed by the results of the April 2010 NOAA Recreational Saltwater Fishing Summit (Reference 3.1.1). Participants highlighted a range of issues, including better catch, effort and economic data, improved and more regular communication regionally and nationally, and more consistent inclusion of recreational interests in management processes. Participants also asked to focus on management approaches that recognize the distinct needs of recreational anglers for improved access, more time on the water, and quality fishing experiences. The resulting National Action Agenda for Recreational Fishing (Reference 3.1.2) laid out a strategy to address priority concerns of the recreational fishing community. In addition to reflecting on the Summit references and progress made to date, the current session will access results from a 2012-2013 NOAA nationwide survey of anglers to provide insight on angler perceptions of management, management preferences, and expectations for the future.

Discussions during this topic will include perspectives on how recreational and subsistence fisheries can be managed to enhance fishing community

sustainability, including both impediments and opportunities. Speakers and participants will be challenged to identify findings for legal, policy and process changes that may be necessary for reconciling competing goals and objectives in the future.



**Session 3  
Topic 1  
Questions**

**Providing for Fishing Community Stability  
Recreational and Subsistence Fishery Connections**

**Trigger Questions**

1. What are the key attributes of a successfully-managed recreational or subsistence fishery?
2. How will recreational and subsistence fishery sector requirements change over the next 10 years?
3. Where is there conflict and where is there convergence on the future of fisheries among recreational, subsistence, and commercial sectors?
4. What changes in legislation, policy, or regulations are necessary to satisfy the essential elements of a sustainable multiple-fishery fishing community?
5. What is the greatest impediment to increasing recreational and subsistence fishery sector satisfaction?



**Session 3  
Topic 1  
Speakers**

**Providing for Fishing Community Stability  
Recreational and Subsistence Fishery Connections**

**Speakers and General Perspective of  
Presentations**

- Ken Franke, President, Sportfishing Association of California. A recreational fishery perspective on changes needed to achieve a more effective recreational fishery connection to fishing community sustainability.
- Manny Duenas, President, Guam Fishermen’s Cooperative. An indigenous culture perspective on changes needed to achieve a more effective subsistence fishery connection to fishing community sustainability.
- Mike Nussman, President and CEO, American Sportfishing Association. A perspective on ways to improve the sustainability of fishing communities by strengthening recreational and subsistence fishery connections.

Moderator: Mark Holliday, Director, Office of Policy, National Marine Fisheries Service

Rapporteurs: Josh Stoll, Policy Analyst, NMFS HQ



**Session 3  
Topic 1  
References**

**Providing for Fishing Community Stability  
Recreational and Subsistence Fishery Connections**

**Reference Material**

- 3.1.1. NOAA. 2010. Recreational Saltwater Fishing Summit.  
<http://tinyurl.com/b7fl2tm>
- 3.1.2. NOAA. 2010. Recreational Saltwater Fisheries Action Agenda.  
<http://tinyurl.com/2fkcykv>



**Session 3  
Topic 2**

**Providing for Fishing Community Stability**

**Integrating Community Protection, Jobs  
Emphasis, and Domestic Seafood Quality  
Assurances**

Management innovations in controlling or rebuilding fish stocks, such as annual catch limits, require balancing companion innovations to address the social and economic needs of fishing communities. Annual catch limits and rebuilding programs designed for fish population sustainability often require short- and long-term adjustments to fishing capacity in both commercial and recreational fisheries. However, fishing controls to improve biological outcomes may conflict with employment and distribution of income goals for the fishery.

Some biologically-derived management policies limiting catch or effort do not adequately account for unintended social and economic consequences; this may also be true for some other fishery management policies designed specifically for social or economic efficiency, such as catch share programs. Undesirable community or employment outcomes in commercial fisheries could include unchecked consolidation, disproportionately negative impacts on small scale and geographically-limited fisheries, and impediments to future entry into the fishery. In recreational fisheries, examples might include closures of small support or ancillary businesses such as charter fishing operations, fishing tackle stores, restaurants, or hotels. In some areas, fishery management can be argued to have resulted in significant changes in permit values and other access costs for existing fishermen and new entrants, shifted fishing participation away from local fishermen and communities, resulted in declines in the small-boat owner-operated fishing fleet, and exacerbated the loss of working waterfront infrastructure and “shirt-tail” businesses.

The effects of fishery management policies must also be considered in the broader context of changing market forces (globalization, increased consumption of seafood in Asia), the full range of tools to produce seafood including aquaculture, and economic competition for coastal land (tourism, real estate development).

Thus, there is a need to protect fishing communities from adverse social and economic effects of fishery management decisions, with an emphasis on preserving jobs and ensuring seafood quality. Why jobs? Because an active labor pool helps a business's access to capital, whether it is used to finance a vessel, gear, fishing permit or the purchase or lease of quota in a catch share program, and because the amount of jobs related to fishing is inextricably linked to the communities' overall wellbeing. Why seafood quality? Because quality seafood products help to ensure entry into the marketplace, and seafood quality is a primary determinant of ex-vessel price.

Discussion during this focus topic will include whether and to what degree "community-friendly" tools and legislative, policy, and regulatory changes are necessary, as well as how to apply them in the future. Examples will include specific tools, methods, and means to protect the integrity and infrastructure of fishing communities and seek optimum yield in the face of future transitions in fishery management and changes in ecosystem and economic conditions. The discussion will include potential responses to changing market forces, possible adoption of new management tools that may broaden the economic base of seafood communities, such as integrating aquaculture with fisheries, and exploring the appropriate roles and responsibilities of communities, government, and private sector third-parties in finding ways to support and improve fishing community sustainability.



**Providing for Fishing Community Stability  
Integrating Community Protection, Jobs, and Domestic Seafood Quality  
Assurances**

**Trigger Questions**

1. Are there new ways for fishermen to organize their business and improve access to permits and quota to ensure benefits flow back to active fishermen and into communities reliant on the resource?
2. What changes in community capacity and innovation in financial capital, improved product quality, and value-added/value-chain seafood products will accelerate fishing community sustainability?
3. What innovative financial and business approaches, including fishing community organizations, can help create and protect sustainable local fisheries?

4. What fishery management tools are available and effective in maintaining fishery jobs, especially in small fishing communities?
5. How can the health of fishing-dependent communities be better preserved when developing fish stock rebuilding programs?
6. Can aquaculture serve as a “community friendly” tool to enhance the integrity of fishing communities and to secure employment and seafood supply objectives?



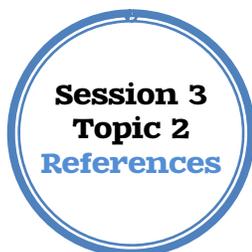
**Providing for Fishing Community Stability  
Integrating Community Protection, Jobs, and Domestic Seafood Quality Assurances**

**Speakers and General Perspective of Presentations**

- Robin Alden, Executive Director, Penobscot East Resource Center. A community perspective on new organizational and governance means to ensure the sustainability of hundreds of local small-scale ports and fisheries.
- Larry Band, Senior Advisor, California Fisheries Fund. A finance and capital flow perspective on the importance of commercial and recreational fishery-related jobs in achieving coastal community sustainability at a healthy level.
- Roger Bing, Vice President of Protein Purchasing, Darden Restaurants USA. A perspective on the importance of seafood quality assurances for fishing community sustainability.

Moderator: Mark Holliday, Director, Office of Policy, National Marine Fisheries Service

Rapporteurs: Heidi Lovett, Policy Analyst, NMFS Silver Spring  
Jenny Thompson, Policy Analyst, Office of Policy, NMFS



**Providing for Fishing Community Stability  
Integrating Community Protection, Jobs, and Domestic Seafood Quality Assurances**

**Reference Material**

- 3.2.1 Magnuson-Stevens Act Definition of fishing community (16 USC 1802(3)(17)): “The term ‘fishing community’ means a community which is substantially dependent on or substantially engaged in the harvest or processing of fishery resources to meet social and economic needs, and includes fishing vessel owners, operators, and crew and United States fish processors that are based in such community.”

- 3.2.2 Definition of regional fishery association (16 USC 1802 (3)(14)):  
“The term ‘regional fishery association’ means an association formed for the mutual benefit of members— (A) to meet social and economic needs in a region or subregion; and (B) comprised of persons engaging in the harvest or processing of fishery resources in that specific region or subregion or who otherwise own or operate businesses substantially dependent upon a fishery.”
- 3.2.3 National Standard 8 (16 USC 1851(a)(8)): “Conservation and management measures shall, consistent with the conservation requirements of the Magnuson-Stevens Act (including the prevention of overfishing and rebuilding of overfished stocks), take into account the importance of fishery resources to fishing communities in order to: (1) Provide for the sustained participation of such communities; and (2) To the extent practicable, minimize adverse economic impacts on such communities.”
- 3.2.4 Limited Access Privilege Programs, Fishing Communities & Regional Fishing Associations: 16 USC 1853a(c)(3) (<http://tinyurl.com/am83bot>) and (4) Community Quota Programs (e.g., Alaska & Western Pacific Islands) 16 USC 1855(i) (<http://tinyurl.com/as4d8zq>)
- 3.2.5 H.R. 3109: Keep America’s Waterfronts Working Act. <http://www.govtrack.us/congress/bills/112/hr3109>
- 3.2.6 U.S. Department of Commerce. 2011. “Proceedings of the Catch Shares and Commercial Fishing Communities Workshop.” <http://tinyurl.com/atdes3z>
- 3.2.7 Department of Commerce and NOAA Aquaculture Policies. <http://tinyurl.com/bz6jo9s>
- 3.2.8 U.S. Department of Commerce. 2010. “Memorandum of Agreement between NOAA’s National Marine Fisheries Service United States Department of Commerce and New Hampshire Fish and Game Department For the Administration of a Pilot Permit Bank Program.” <http://tinyurl.com/b7jq4xg>
- 3.2.9 Alaska Seafood Marketing Institute: <http://sustainability.alaskaseafood.org/intro>
- 3.2.10 NOAA Fishwatch program: <http://www.fishwatch.gov/>



**Session 3  
Topic 3**

**Providing for Fishing Community Stability**

**Assessment and Integration of Social and Economic Tradeoffs**

Measuring degrees of community sustainability in relation to fishery management performance requires the integration of social and economic metrics. Many of these data are currently unavailable, in some cases due to decisions made by RFMC and NMFS not to require submission of such information. The task is made more difficult because there are many different perspectives on what constitutes the greatest overall benefit to the nation and, more specifically, how fishing community sustainability is defined. However, there is no question about the need to improve the assessment and integration of social and economic tradeoffs in order to improve fishery management decision-making relative to community sustainability.

As the governmental stewards of the nation's living marine resources, the RFMCs and NMFS are tasked with achieving, in economic terms, that long term environmental benefits in terms of goods and services are not compromised by short term management activities. However, the bulk of our scientific data and analysis is focused on the biology of fish, not the social and economic conditions of human populations; social and economic impacts are usually given secondary attention. Without sufficient social and economic data and a relevant analytical framework, it is extremely difficult to resolve the following commonplace public policy choices:

1. When should local culture and custom take priority over national interests?
2. How much should the nation invest to make fishing communities more resilient to environmental, economic and policy threats?
3. Does the incremental economic benefit to the nation of a five-year extension in a 40-year rebuilding plan for a long-lived fish species outweigh the long-term benefits of a shorter rebuilding period?
4. Is advancing wild-caught seafood a higher priority than recreational fishing trips?
5. Is the value of U.S. jobs more important than inexpensive imported fish to consumers?
6. What is the value of passing on a fishing way of life to the next generation?
7. What are the trade-offs to coastal communities between a focus on aquaculture as opposed to an active fishery?

8. Are the economic benefits of ecosystem-based fishery management being properly integrated into policy decision-making?

It is thus relevant to determine whether we have the right policies, tools, processes, and priorities in place to evaluate social and economic tradeoffs that can provide for greater assurances of sustainable fishing communities in the future. Given the current expectations for great competitiveness in the allocation of Federal budgets in at least the near future, considerations for higher priority assignments to social and economic data integration need be discussed in the context of the many other ocean uses and values besides fisheries, and the context of competing needs within the fishery management system as a whole. This session will discuss the current need for improvements, and focus on identifying findings to improve current approaches or legislation.



**Providing for Fishing Community Stability  
Assessment and Integration of Social and Economic Tradeoffs**

**Trigger questions**

1. Do we have clear social and economic objectives in regional Fishery Management Plans? What are the social and economic performance metrics of a sustainable fishery? What data and methods are necessary to measure such success?
2. What is the appropriate role of socio-economic objectives in fisheries management?
3. How can/should socioeconomic objectives be identified and established?
4. Where socioeconomic objectives have not be identified or included, why haven't they? What are the concerns with reporting socioeconomic data?
5. How can socioeconomic objectives be better integrated into decision-making?
6. How should fishery management be conducted when it is impossible to maximize all sustainable and beneficial uses of the marine environment and there is no clear optimization plan?
7. Do we have the necessary and sufficient authority in the MSA to succeed?
8. Are there alternative means to pay for the future challenges of fisheries management, and do they require statutory, policy, or regulatory changes?



**Session 3**  
**Topic 3**  
**Speakers**

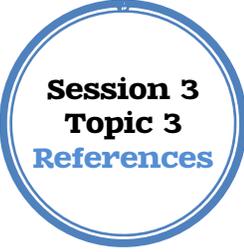
**Providing for Fishing Community Stability**  
**Assessment and Integration of Social and Economic Tradeoffs**

**Speakers and General Perspective of Presentations**

- Richard Robins, Mid-Atlantic Fishery Management Council Member. An RFMC perspective on fisheries and community sustainability.
- Marty Smith, Associate Professor, Duke University. A perspective on the technical and policy aspects of evaluating fisheries policy tradeoffs in a community sustainability context.
- Jim Martin, Conservation Director, Berkley Conservation Institute. A recreational fishery perspective on changes needed to achieve a more effective recreational fishery connection to fishing community sustainability.

Moderator: Mark Holliday, Director, Office of Policy, National Marine Fisheries Service

Rapporteurs: Kari MacLauchlin, Fishery Social Scientist, South Atlantic Fishery Management Council Staff  
Craig Severance, Western Pacific Fishery Management Council SSC Member, University of Hawaii



**Session 3**  
**Topic 3**  
**References**

**Providing for Fishing Community Stability**  
**Assessment and Integration of Social and Economic Tradeoffs**

**Reference Material**

- 3.3.1. “The Economic Performance of Catch Share Fisheries and Non-Catch Share Fisheries.” Pending Report series from NOAA Fisheries Office of Science and Technology.
- 3.3.2. Daniel Bromley. 2009. “Abdicating Responsibility: The Deceits of Fisheries Policy.” *Fisheries* 34(6):280-302.  
<http://tinyurl.com/af3h6g8>
- 3.3.3. National Ocean Council. 2012. Draft National Ocean Policy Implementation Plan. <http://tinyurl.com/aktqngf>