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ENVIRONMENTAL DEFENSE
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MEMORANDUM

To: The Groundfish Strategic Plan Oversight Committee of the Pacific Fishery Management Council
From: Rod Fujita, Environmental Defense
Date: 1/8/01
Re: Marine Reserve outreach coordination

I thought that information on ongoing and planned outreach activities in Oregon relevant to marine reserves might aid in your deliberations. Our consultant, Laura Anderson, interviewed about 40 scientists, managers, and fishermen in Oregon to help us understand stakeholder concerns and areas of consensus about marine reserves, capacity reduction, observers, and other fishery issues. I have extracted the following information from her report. We will make an edited version of her full report available at a later date.

Working from an initial list of a dozen or so key contacts in the commercial fishing industry, Anderson began contacting individuals and setting up meetings and interviews. Most of the interviews were one-on-one, two were in medium sized groups (Port Orford, Florence), and some were in small groups of two to four individuals (Brookings, Astoria). The format for each interview or meeting varied by group or individual affiliation and was based largely on their unique areas of expertise. Thus the question format was adaptive throughout the project.

Research findings suggest that the PFMC can lead a coordinated outreach effort by partnering with some or all of the organizations described below, thereby reducing costs and increasing benefits for all.

ONGOING OR PLANNED MARINE RESERVE OUTREACH EFFORTS

Oregon Ocean Policy Advisory Council

On October 26-27, 2000, the Oregon Ocean Policy Advisory Council (OPAC) met in Newport, Oregon to address the issue of marine reserves. The meeting, chaired by Governor Kitzhaber's Natural Resources Policy Advisor Louise Solliday, was well attended by the general public, including strong representation by commercial and recreational fishers and local port authorities. The Council listened to diverse presentations by marine scientists, marine economists, environmental advocates, and fishery managers, as well as both positive and negative public comment. Subsequently, the Council met to discuss next steps.

The Council decided to continue focusing on the Marine Protected Area (MPA) issue in 2001 and tasked the Oregon Department of Land Conservation and Development to prepare an inventory of Oregon MPAs and, working with Oregon Sea Grant, to convene scientific experts for the March 2001 Council meeting. Eventually the Council will make a recommendation to the Governor on what MPA action Oregon should take.

The Council is intending to move forward with a public involvement strategy next year. They envision "entering into a period of a lot of talking with communities on an informal basis." These talks will focus on understanding the industry's perspectives, and how they can be further involved. The State will be looking to forge partnerships at a staff level with other organizations with similar interests.

Oregon Coastal Zone Management Association

This winter, following the official declaration of a West Coast groundfish fishery failure, the Oregon Coastal Zone Management Association (OCZMA) and Oregon Sea Grant formed a committee, led by OCZMA Director Onno Husing, to design a three-state disaster relief program. The Groundfish Disaster Steering Committee, comprised of representatives from the fishing industry, state and federal agencies, congressional staffers and non-governmental organizations, has been working to devise a federally funded plan that will provide relief to fishermen and businesses whose livelihoods are dependent on groundfish. What is proposed is a three-part package, including research, vessel buy-back and community assistance.

OCZMA brings many strengths to a potential partnership, including its proven ability in administration. The organization is generally regarded by fishers as being non-biased (towards specific gear groups) and is seen as working in the best interest of the fisherman. OCZMA involvement would entail sufficient buy-in from county commissioners up and down the coast. Director Onno Husing is interested in discussing the organization's potential involvement in a marine reserves communication strategy. OCZMA brings valuable credibility to a potential project, but would have little to offer by way of cash or staff time, without an influx of additional dollars.

Oregon Sea Grant- Oregon State University Extension Service

Aside from their involvement in the aforementioned OCZMA-led project, Oregon Sea Grant has been instrumental in developing a peer-based network of fishers for supporting industry transitions. Their Fishing Families Project has demonstrated that fishers trust each other more than managers and scientists. This simple conclusion spawned the beginning of a Groundfish Disaster Outreach Program (GDOP) that employs six half-time "peers" on the Oregon Coast. Peers come from within the fishing industry, and link displaced fishers to job retraining and other programs. They offer help on everything from counseling on taxes to vouchers for clothing and furniture.

GDOP is funded by the Workforce Investment Act (formerly the Jobs Training Partnership Administration) and the Oregon Economic and Community Development Department. With initial funding available only through March 2001, program coordinators are negotiating with the NMFS and Governor Kitzhaber to leverage dollars from groundfish disaster appropriations funds and the State's Rapid Response Program.

Sea Grant's program provides an excellent model of how to work with fishing communities from within. Their strength lies in their proven ability to facilitate and communicate issues.

RECOMMENDATIONS TO THE PFMC

Develop a draft communications protocol to link fishers, managers, and scientists.

Elements of this strategy should include:

- Establishment of Local Management Advisors (LMA) that would mimic or expand Sea Grant's aforementioned Groundfish Disaster Relief Program (GDOP). GDOP coordinators feel that the success of their project to date illustrates that working from within the industry is the best way to reach affected individuals. These should be paid positions, with LMAs arranging regular meetings in their ports or within their gear groups to address marine reserves (and undoubtedly other issues). A comprehensive undertaking would include eight to ten LMAs.
- Hiring of at least one half-time coordinator to ensure that LMAs have the resources they need to effectively communicate information, facilitate meetings when necessary, document project progress, and serve as a liaison between state, federal and local partners.
- Convening small, perhaps quarterly, public meetings within ports (for near shore fisheries) or within gear groups (for offshore fisheries). Eliciting information from fishers is best done in small groups that are of like mind. Information should be recorded and ensured consideration by OPAC, PFMC and other management authorities. Disseminating information can be word of mouth, as well as utilizing project partner's web sites and newsletters.
- Establishing appropriate incentives to encourage and bolster cooperation. Some believe that sustained cooperation is unlikely if based on altruism alone. However, incentives need not be exclusively monetary; in some instances formal recognition and appreciation or symbolic gestures may be more effective than a comparable cash payment. Contracts can also encourage successful cooperation by establishing a framework for attaining desired results and for managing any disagreements that might arise. Hiring preference in subsequent cooperative research ventures may also prove to be a key incentive.

Convene a meeting to discuss proposed communications strategy.

Organizations such as PFMC, OCZMA, OPAC, Sea Grant, Midwater Trawlers Cooperative, PCFFA, Ecotrust, PSMFC, Pacific Ocean Conservation Network, Pacific Marine Conservation Council, and others have a vested interest in a coordinated communications strategy that would bridge fishers, managers, and scientists in developing criteria for marine reserve establishment.

A meeting should be convened to:

- Review proposed communications strategies from project partners.
- Define roles and responsibilities that emphasize the organizational strengths, and recognize the weaknesses of project partners (e.g. financial, administrative, communication, credibility).
- Specify potential goals and objectives of a communications strategy, for example:
    1. Educate fishermen on what has been done historically with marine reserves.
    2. Confront the unknowns of the future. Identify fears and dispel myths about marine reserves.
    3. Encourage information sharing about the resource, especially as it relates to siting criteria.
    4. Establish trust between stakeholders.
- Determine potential funding sources for a communications strategy.

PACIFIC OCEAN CONSERVATION NETWORK

CENTER FOR MARINE CONSERVATION

ENVIRONMENTAL DEFENSE
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National Audubon Society

NRDC

Pacific Fishery Management Council
Strategic Plan Oversight Committee
c/o: Daniel Waldeck
Pacific Fishery Management Council
2130 SW Fifth Avenue, Suite 224
Portland, OR 97201

JAN 4 2001

January 4, 2001

Dear Committee Members:

We are writing to urge you to put a high priority on the establishment of marine reserves to supplement groundfish management. We believe that marine reserves offer the best hope of accelerating the rebuilding of depleted stocks, especially when implemented in concert with general harvest reductions and capacity reduction consistent with the Strategic Plan as a whole.

We also write to suggest a process for vetting, siting, and implementing marine reserves consistent with the Strategic Plan and the Council's recent decision to move forward with reserves. We draw on our experiences in establishing marine reserves in the Florida Keys National Marine Sanctuary, the Channel Islands National Marine Sanctuary (a work in progress), the Northwestern Hawaiian Islands, and other areas. We hope that the process we suggest will aid you in your deliberations, and will facilitate other discussions of this issue that you and the Council as a whole deem appropriate.

ADOPT FINAL GOALS AND OBJECTIVES FOR MARINE RESERVES

The first step that we recommend is the formal adoption of goals and objectives for marine reserves by the Council. The Council could simply adopt the goals and objectives developed by its ad hoc marine reserve committee, or it could modify them based on input from the SSC (which recommended that the Council adopt a more habitat or ecosystem oriented primary objective) and other parties. Alternatively, the Council may decide that it is best for whatever body will negotiate the final sites and designs of marine reserves to adopt goals and objectives (e.g., a new stakeholder group).

We recommend that the Council adopt the goals and objectives developed by its ad hoc marine reserve committee, modified with a broad-based goal of habitat protection suggested by the SSC.

CONVENE AN INDEPENDENT SCIENCE PANEL

We believe that an independent science panel, consisting of experts in groundfish biology, marine ecology, fisheries management, and reserve design, will be essential to develop objective criteria which

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a marine reserve or system of reserves must meet to achieve the goals and objectives adopted by the Council.

Compromise will no doubt be necessary for the implementation of marine reserves. However, there is a "biological bottom line" that cannot be compromised without jeopardizing the success of marine reserves and of the entire groundfish fishery. Therefore, marine reserves (and all fishery management tools) should be held to strict scientific standards and to the precautionary principle, while the problems of minimizing short-term economic disruption and ensuring equity should be addressed through flexibility in siting and reserve configuration.

To accomplish this, we suggest that the Council convene an independent science panel and direct it to develop design criteria (not actual sites) that a marine reserve or set of marine reserves would need to meet in order to accomplish the Council's goals and objectives. Agreement by the Council and by the stakeholder group that develops siting options to abide by these criteria will be essential for success. Agreement by all concerned on the basic facts and assumptions driving the creation of criteria and the recommendations of the science panel would be ideal.

Criteria for marine reserve design could include: minimum reserve area, habitat types to be included, minimum areas of these habitat types, distributional criteria (i.e., where reserves should be located to optimize rebuilding and larval export), etc. The Panel would consult with knowledgeable fishermen and other knowledgeable individuals in a formal way (meetings with both individuals and with groups) with respect to the location of spawning aggregations, rearing areas, and other special habitat types, as well as with respect to life histories, trophic interactions, and other ecological attributes of relevant species. This consultation process is designed to maximize input of information by fishermen and others that may not be available in the scientific literature, and to increase the credibility of fact-finding and analysis by the Panel.

We further recommend that the Panel be staffed by a capable post-doctoral researcher, who would be responsible for gathering data and developing or implementing a decision-support tool. The decision-support tool, modeled or adapted from the work of the National Center for Ecological Analysis and Synthesis, would allow Panelists and stakeholders to develop and view different marine reserve configuration scenarios and compare them with scientific criteria for size, habitat representativeness, potential contribution to rebuilding, economic impact, etc. The Channel Islands Marine Reserve Working Group and its science panel are using such a tool to design marine reserves for the Channel Islands. A GIS consultant may be necessary to ensure that data sets are compatible with the decision-support tool and to develop the interactive maps that form the heart of the tool. NOAA has considerable expertise in the development of GIS decision support tools, and may be able to supply GIS experts to develop such a tool for the PFMC.

STAKEHOLDER INVOLVEMENT

We suggest that an advisory committee of stakeholders be convened that would include 4 fishermen (trawl groundfish, fixed gear groundfish, salmon/pelagic fisheries, recreational), 2 environmentalists (one national group, one regional group), 1 processor, 1 scientist, 1 NMFS representative, 1

representative from each PFMC state, and 1 PSMFC representative (13 total) selected for their leadership and commitment to consult with their constituents

This Marine Reserve Advisory Committee could be asked to develop goals and objectives for marine reserves, but this would be re-inventing the wheel, since much time and energy was spent by the ad hoc Marine Reserve Committee to do just that. We recommend that the PFMC adopt the goals and objectives developed by the ad hoc Marine Reserve Committee, modified with a broad habitat protection goal as recommended by the SSC. The new Advisory Committee should be charged with developing scenarios for marine reserves that meet the Science Panel's design criteria. The Committee would also be charged with developing consensus on a preferred option, presumably which minimizes short-term economic impacts while meeting the design criteria. All options would be forwarded to the Council. A professional facilitator could greatly improve prospects for success.

We also strongly recommend a series of meetings in key communities, potentially by invitation only, to provide additional opportunity for stakeholder input. These meetings would be focused on specific issues, and would not be an opportunity for venting about the concept of marine reserves (thus the need for invitation only, and potentially a facilitator). The science panel could also become involved with these meetings, in order to increase the credibility of their findings and recommendations. Given the general reluctance of people in the fishing industry to recommend management measures impacting areas other than their own, we think that the advisory committee of stakeholders would benefit from this additional input. Meeting facilities may be available for free from ports and chambers of commerce in these communities.

SOCIOECONOMIC ANALYSIS

A team of analysts should be assembled to design and conduct a socioeconomic analysis of marine reserve options that arise from the Advisory Committee, ideally providing feedback to the Committee as they develop these options, with a more formal analysis near the end of the Committee's deliberations to facilitate the choice of a preferred option. This socioeconomic team should include a lead NOAA economist, an academic natural resource economist, and a staffer to gather information from economic stakeholders.

OUTREACH

We recommend that a series of public meetings be held throughout the PFMC area to inform citizens of the marine reserves options before the Council, of the deliberations of the stakeholder group and the science panel, and of key points raised during the consultation meetings described above. The public meetings may be more successful if conducted in a rather informal way (e.g., facilitated discussions rather than testimony delivered via microphone).

BUDGET (very rough estimates):

Honoraria for 6 Science panel members (@$1,000 each) = $6000
(Honoraria could be eliminated if sufficient funds are not available)

Travel (5 meetings @ $10,000 each) $50,000
(Costs could be reduced through the use of NMFS videoconferencing facilities)

Post-doctoral researcher salary and benefits $80,000

GIS consultant $50,000
(Costs could be reduced or eliminated through the use of NOAA staff)

Stakeholder process facilitation rough budget: $36,300
6 mtgs plus 1 prep and follow-up (total 144 hours @ $150/hr = $21,600)
plus other direct costs ($250 per mtg = $1,500)
plus project planning ($7,200)
plus travel to meetings ($6,000)

Outreach
10 meetings (coastal towns and inland cities) - solicit comment at the final stakeholder meeting; use State groundfish outreach meetings and other venues to solicit further public comment in both coastal towns and inland cities (e.g., Sacramento, Eugene, Portland, Seattle).

We greatly appreciate the effort you put into developing the intelligent and forward-looking strategic plan for groundfish fisheries. We hope that these comments help with the difficult task of ranking and implementing the many worthy initiatives set forth in the plan. We stand ready to assist in any way that we can.

Sincerely,

Rodney M. Fujita, Ph.D – Environmental Defense

Jennifer Bloeser – Pacific Marine Conservation Council

Karen Garrison – Natural Resources Defense Council

Warner Chabot – Center for Marine Conservation

Paul Engelmeyer – National Audubon Society

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Michele Longo Eder
Of Counsel

January 9, 2001

Pacific Fishery Management Council
Strategic Plan Implementation Committee

PUBLIC COMMENT

Dear Committee Members and Staff:

I am sorry that I am unable to be present for the meeting, as it appears from the agenda there is a great deal of work ahead of us all. In that spirit, I'd like to make a pitch for moving forward as quickly as possible to implement the stacking program for fixed gear black cod.

We have an extraordinary opportunity ahead of us to deliver a program to serve industry and the resource that will also meet the Council's long range goals. When I testify before Senator Wyden at the Commerce Committee's subcommittee hearing in Newport on Tuesday January 16th, not only do I want to thank him for his extraordinary efforts in getting an exception for fixed gear sablefish, I also want to tell him that the Council and NMFS are committed to implementing the program of stacking and a longer season **this year**– that his efforts are going to deliver some actual economic relief to West Coast fishermen, **as he intended.**

To this end, I have previously suggested in a letter of December 22 to Dr. Don McIssaac and to Mr Bill Robinson that if staff had questions or needed further industry input, that fixed gear fishermen would be happy to meet with staff in late January or early February. I spoke with Frank Warrens and he would serve as chair of such a committee. What I would not want to see happen is issues not be addressed until the March Council meeting, which I think is simply too late to wait in the process. **I suggest a committee only if it will speed issues along or if staff feels it would be of assistance in drafting the necessary regulatory/amendment package to implement stacking.**

Thank you for the opportunity for input.

Very truly yours,

Michele Longo Eder

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Washington Trollers Association

January 5, 2001

JAN 9 2001

Executive Director, Donald McIsaac
Pacific Fisheries Management Council
2130 SW Fifth Avenue, Suite 224
Portland, Or. 97201

Dear Director McIsaac,

The salmon trollers have been slow to realize that the PFMC "Groundfish Strategic Plan" is going to affect our handling of the small amount of by-catch of ground fish that our fleet encounters. There are some vessels in our fleet that do participate in the "open access" fishery and the following comments pertain only to the majority of the fleet that is fishing during salmon openings, targeting on salmon, and hold a limited entry salmon permit.

Background

The salmon troll fleet is comprised of three basic groups of boats, and we need to create regulations for which all groups are treated equitably as the PFMC "Groundfish Strategic Plan" is developed. The first group consists of a "day boat" fleet that returns to port each day after trolling for salmon and sometimes does not find salmon but may catch a small quantity of groundfish for delivery at the end of the day. The second group of salmon trollers is the "ice-trip" boat fleet that may fish two to six days before returning to port with a mixed catch of salmon and groundfish. The third group of salmon trollers is the "freezer" boat fleet that trolls for salmon for up to 45 days before returning to port at which time they may sell their mixed catch of salmon and groundfish or return to the fishing grounds and not sell the catch until the end of the season.

In recent years, the bulk of the groundfish by-catch by all categories of the troll fleet has been halibut (not covered under "Groundfish Strategic Plan"), yellowtail rock, lingcod, and black rock. When salmon are in the areas that the above groundfish species occur, a troller may encounter some or none of the non-targeted species that day. Seldom do the salmon stay in the same area as the groundfish for over three days. Other species of groundfish such as Widow rockfish, Chilipepper, Boccaccio, Canary, and Yelloweye are seldom encountered. The balance of the groundfish species that are noted in the SAFE document are seldom hooked in the salmon troll fishery.

At the start of the 1998 fishing season, the "open access" fisheries (which by default included the salmon troll fishery) were regulated for a maximum of 10,000 pounds per month of combined rockfish. This limit was far in excess of the salmon troller's bycatch. It is obvious

from the documents describing the PFMC analysis of groundfish management that the needs of the salmon troll groundfish by-catch have never been addressed. The salmon troll fishery needs carefully constructed allocation guidelines for groundfish by-catch in order that the salmon allocations can be totally harvested.

Groundfish Strategic Plan Implementation

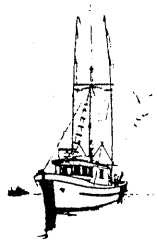
- The Oversight Committee needs to get a representative from the salmon troll fleet so the salmon troll fleet can get a fair design and allocation as the Strategic Plan goes forward. Please get the SAS involved now before the train gets too far down the track.
- As the Strategic Plan goes forward, the troll fleet needs management measures and allocations that are unique to the salmon troll fleet. The management measures from the "open access" concept do not fit our fleet. We would urge that a measure be instituted in the "Strategic Plan Implementation" that prevent discards, avoid the targeting of depressed stocks, and a ensure a fair allocation of the allowed harvest.
- In implementing the Strategic Plan, there is a proposed new "C" license required for the salmon troll fleet as there will be some groundfish by-catch whether the groundfish are landed or returned to the sea. We request that rather than a "C" license, there be an endorsement added to the limited entry salmon troll licenses.

We hope to have a representative at the Groundfish Strategic Plan Implementation Oversight Committee meeting on January 11th. We would appreciate distribution of this letter to the Oversight Committee and the other interested parties on the normal distribution list prior to January 10th. Thank you in advance for your considerations.

Sincerely,

Douglas H. Fricke

Douglas Fricke, President



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ODFW
CDFG
PFMC- SAS- Jim Olson, Don Stevens, Duncan Maclean
PCFFA
Oregon Salmon Commission
PMCC