

Evening Presentation  
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# Learning from the Development of Sector Management in New England's Groundfish Fishery

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# Outline

- Introduction
- Groundfish fishery in New England
- Brief description of sectors
- Lessons
- Lingering Issues
- Discussion

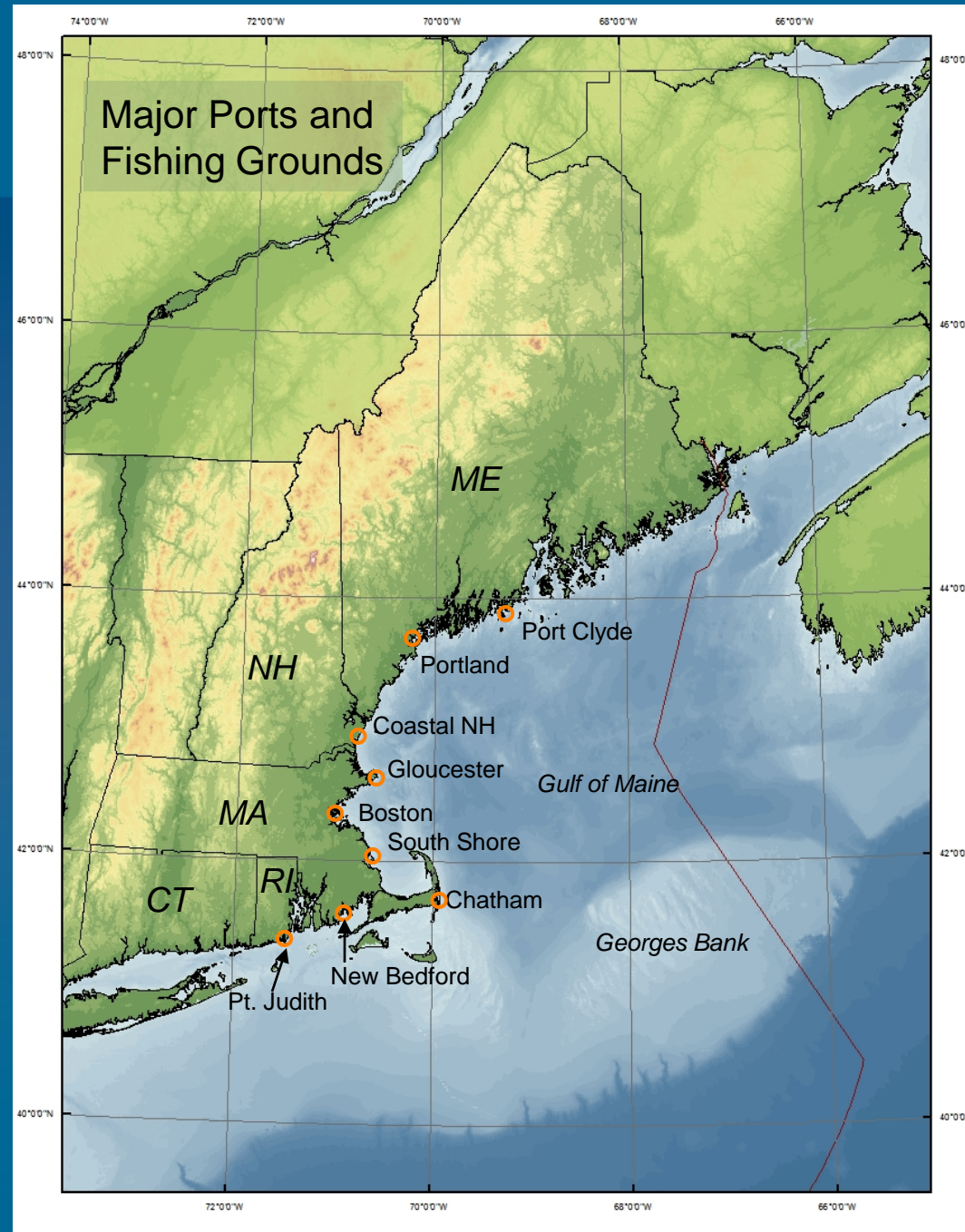
# Who is GMRI?



- Marine non-profit based in Portland, ME
- Founded in 1968, rapid growth since opening lab in 2005
- Focus on ocean stewardship and economic growth
- Science: ecosystem-based fisheries science team
- Education: innovated hands-on science education (grades 5-9)
- Community: convening, training, and technical assistance

# Federal Fisheries in New England

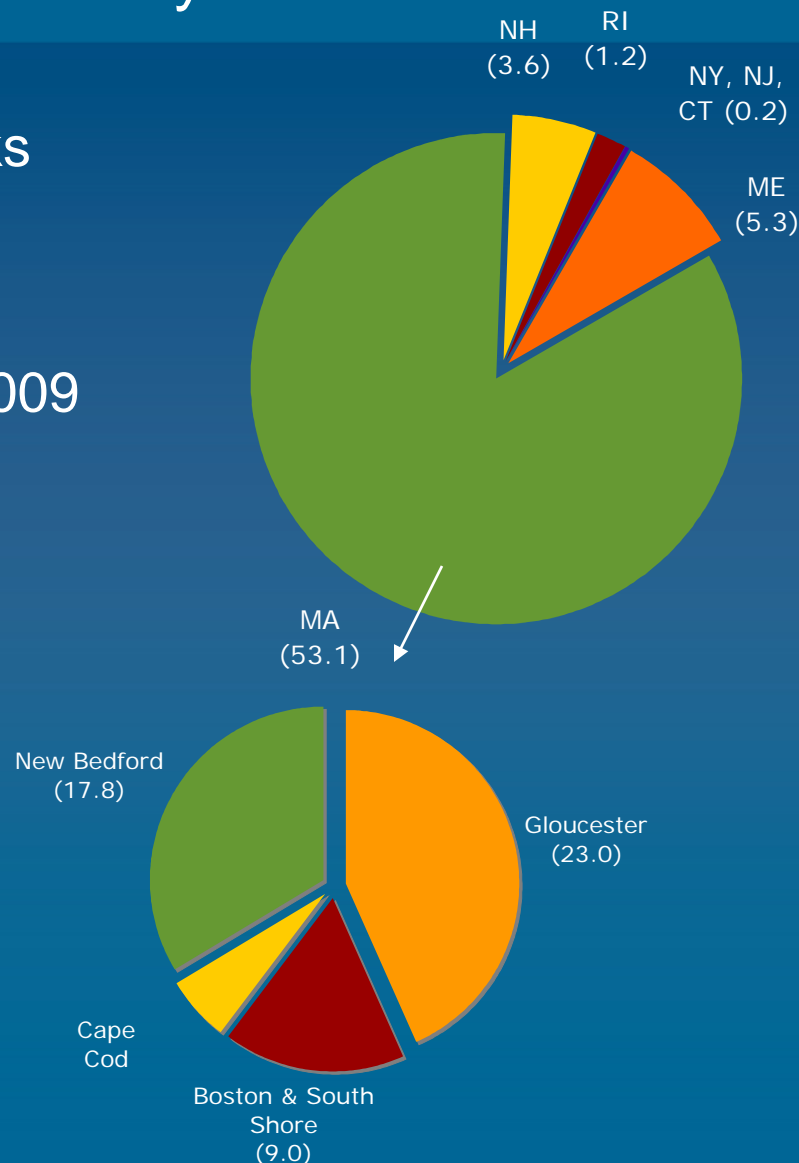
- Major Fisheries
  - Scallops
  - Groundfish
  - Monkfish
  - Herring
  - Small mesh multispecies
  - Dogfish
  - Red crab
  - Skates
  - (Atlantic salmon)



# New England's Groundfish Fishery

- 13 regulated species - 20 stocks
- 633 active permits in 2009
  - 1,314 in 2001
- \$57.5 million total revenue in 2009 (in 1999 dollars)
  - \$98.6 million in 2001
- Primary gear
  - Trawl (65% of active vessels)
  - Gillnet (27% of active vessels)
  - Hook (7% of active vessels)

2009 Groundfish Landings  
by State (millions of pounds)





# Amendment 16 to the Northeast Multispecies Fisheries Management Plan

- Timeline:
  - Initiated Nov., 2006
  - Adopted June, 2009
  - Effective May, 2010
- Primary objectives
  - meet requirements of MSA
    - rebuilding targets
    - ACLs & AMs
  - consider new management options



# Management options under consideration

- IFQs
  - requires referendum in New England
- Area-based management
  - addressed concerns of a subset of industry
- Modifications to days-at-sea
  - lingering AM difficulties
- Point system
  - innovative approach to allocating catch
- Sectors (fishing cooperatives)
  - precedent in Amendment 13
  - ultimately, the only option considered



# Sectors - key characteristics

- Self-selecting, voluntary fishing cooperatives
- Established through an amendment or framework adjustment
- Authorized annually by NMFS
- Exempt from most effort-control regulations
- Members agree to operate according to harvesting rules





# Sectors - key design components

- Annual allocation (ACE) of stocks made to the sectors (not its individual members)
  - based on members' collective catch history - 1996~2006
- ACE may be traded among sectors
- Not considered a LAPP
- 17 groundfish sectors
  - ~85% of active fleet
  - ~95% of TACs



# New England Groundfish Sectors – 2010

(with primary vessel home ports)



FGS	GB Cod Fixed Gear Sector (MA)
NEFS2	II, Northeast Fishery Sector (MA)
NEFS3	III, Northeast Fishery Sector (MA)
NEFS4	IV, Northeast Fishery Sector (MA)
NEFS5	V, Northeast Fishery Sector (CT, RI)
NEFS6	VI, Northeast Fishery Sector (MA)
NEFS7	VII, Northeast Fishery Sector (MA)
NEFS8	VIII, Northeast Fishery Sector (MA)
NEFS9	IX, Northeast Fishery Sector (MA)
NEFS10	X, Northeast Fishery Sector (MA)
NEFS11	XI, Northeast Fishery Sector (NH)
NEFS12	XII, Northeast Fishery Sector (NH)
NEFS13	XIII, Northeast Fishery Sector (MA)
NCCS	Northeast Coastal Communities Sector (MA, ME)
PCCS	Port Clyde Community Groundfish Sector (ME)
SHS	Sustainable Harvest Sector (MA, ME, NH, RI)
TSS	Tristate Sector (MA, NC, VA)

# Sectors - key operational components

- Board of directors
  - oversight and governance
  - handle infractions
- Sector manager
  - tracks catch
  - oversees ACE trading
  - files weekly reports
- Monitoring
  - dockside monitoring to verify landings
  - at-sea monitoring to determine discards
- Reporting
  - weekly sector reports to account for catch and ACE trades
  - annual sector report to demonstrate performance



# Lessons

- Overall: *good communication is essential*
- Council: *set measurable goals*
- Industry: *get organized*
- NMFS: *develop data systems*
- NGOs: *support industry leaders*
- *Bear in mind: design v. implementation*





# Communication

- ✓ Council staff toured region
- ✓ NMFS hosted data & monitoring workshops
- ✓ Sector organizers engaged sector leadership



- ✗ Few fishermen participated in process or outreach meetings
- ✗ Fishermen did not receive their potential sector contributions early enough
- ✗ Difficult to communicate scale and detail of change to entire industry

# Lessons - Council sets measurable goals

- ✓ Council set objectives for allocation
- ✓ Rebuilding objectives clearly articulated
- ✓ Adoption of market-based accountability measures
- ✗ Council lacked common vision for the fishery
- ✗ Some objectives were conflicting
- ✗ Difficult to measure impact due to lack of baseline data



# Lessons - Industry gets organized

- ✓ Strong regional and local organizations
- ✓ Collaborated well on key design issues
- ✓ Participated consistently in process

- ✗ Residual mistrust from previous disagreements
- ✗ Rank and file did not participate
- ✗ Implementation challenges took time & effort away from sound communication and training

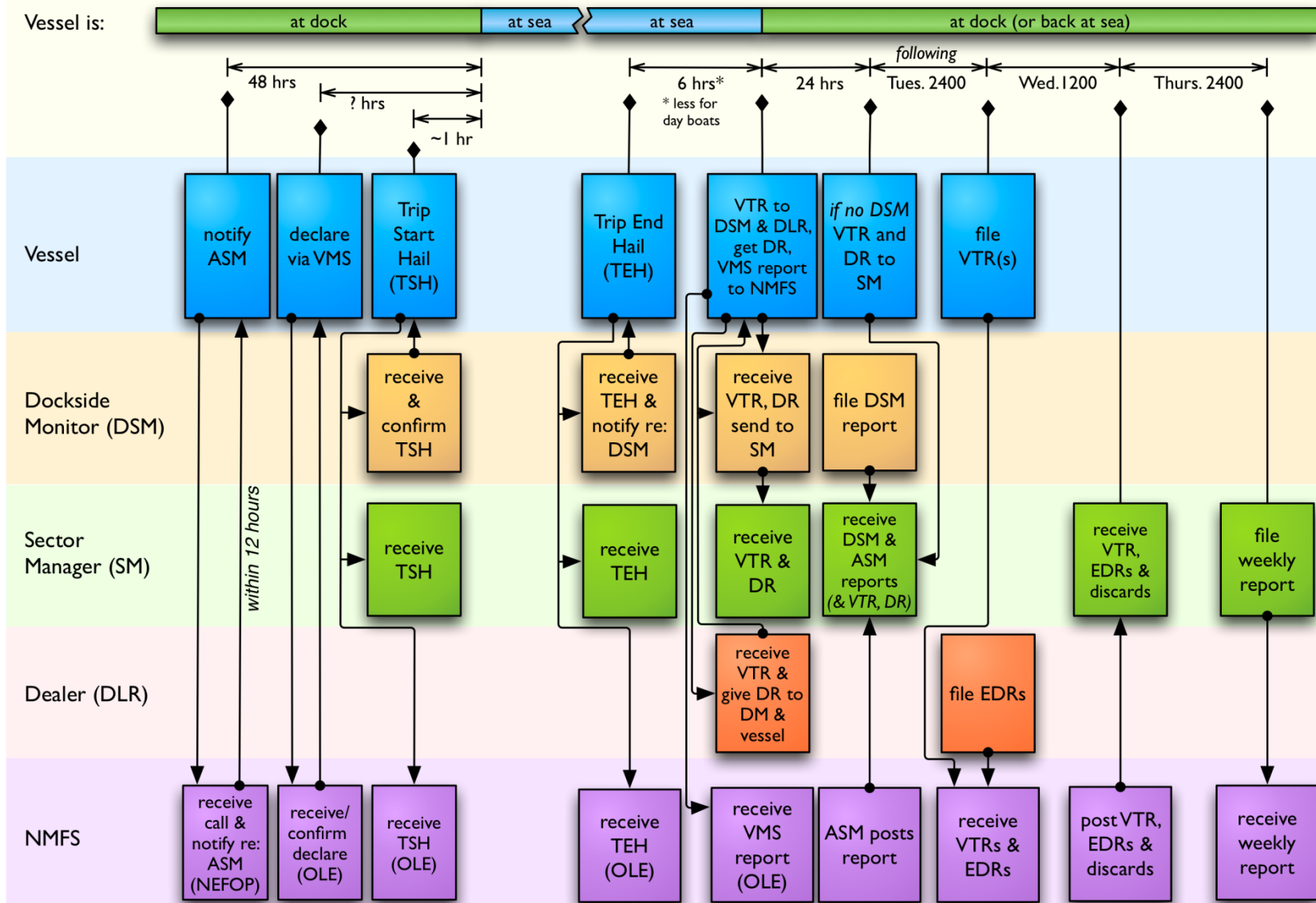


# Lessons - NMFS prepares data systems

- ✓ NMFS engaged industry in 7 workshops to develop data flow standards
- ✓ NMFS instituted new web-based systems for data support
- ✓ NMFS launched eVTR pilot project
- ✗ Catch history not always accurate
- ✗ Heavy reliance on sectors for tracking landings and for ACE reporting
- ✗ Unable to audit sector weekly reports



## Timeline of Sector Monitoring & Reporting



GMRI 11/09

# Lessons - NGOs support industry leaders

- ✓ Several national, regional, and local NGOs engaged in process
- ✓ NGOs provided financial, technical, and administrative support to industry leaders
- ✗ Policy positions of some NGOs hindered some collaborations
- ✗ NGOs not always attuned to industry needs



# Lingering Issues

- Allocation
- Lack of socio-economic impact analysis
- Rush to implement
- Stock assessments and TAC-setting relatively slow
- Legal challenges
  - different time periods for determining history
  - sector exclusion from referendum requirement
- Long-term cost to industry of sector management
  - cost of sectors themselves
  - cost of monitoring

# Discussion

