



The Use of Limited Access Privilege Programs in Mixed-Use Fisheries

GULF OF MEXICO FISHERY MANAGEMENT COUNCIL - SCIENTIFIC AND STATISTICAL COMMITTEE BRIEFING

JANUARY 11, 2021

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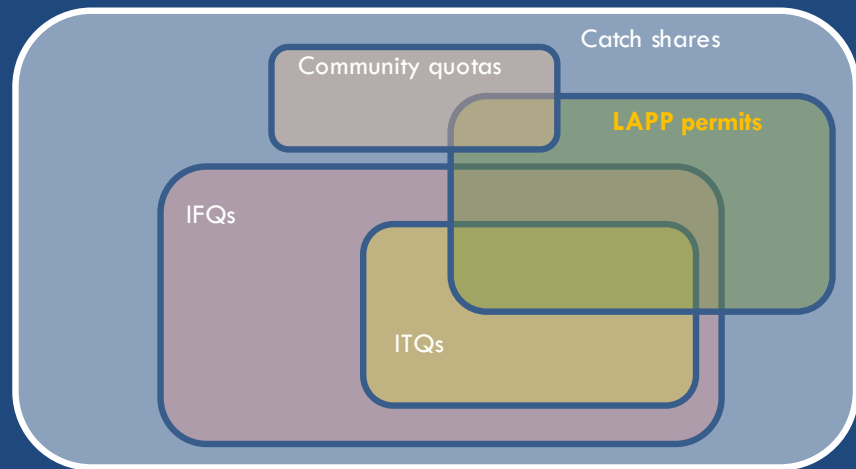
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What is a **LAPP**?

Limited Access Privilege Program

Permits are issued to harvest a quantity of fish as represented by a portion of TAC held for exclusive use by a person in each fishing season or year



Context

- LAPPs can alter the incentive structure of a fishery in pursuit of better conservation and greater efficiency if appropriately designed and accompanied by effective monitoring and accountability measures.
- However, the question of how this restructuring impacts the overall fishery, including fishing sectors that are not part of a LAPP but target the same species, remains.

What are the *impacts* of LAPPs in “mixed-use fisheries,” where the same species or stocks are *targeted* by the recreational, for-hire, and commercial sectors?



Committee Charge



Assess the progress in meeting the goals of each relevant LAPP and the goals of the MSA



Assess the social, economic, and ecological effects of each relevant LAPP, considering each sector of the relevant fishery and related businesses, coastal fishing communities, and the environment



Assess any impacts to stakeholders in the relevant mixed-use fishery caused by the LAPP



Identify and recommend factors and information that NMFS and Councils should consider when designing, establishing, or maintaining a LAPP in a mixed-use fishery to mitigate stakeholder impacts
Review best practices and challenges faced in LAPP design and implementation in all Council regions

Recommend policies to address any negative impacts to stakeholders, considering cost and/or feasibility.

Study Fisheries and Management Councils

Red Snapper



Gulf of Mexico

Grouper-Tilefish



Gulf of Mexico

Wreckfish



South Atlantic

Golden Tilefish



Mid-Atlantic

Bluefin Tuna



Secretary of
Commerce

Approach

Examined available data and analyses on the fisheries

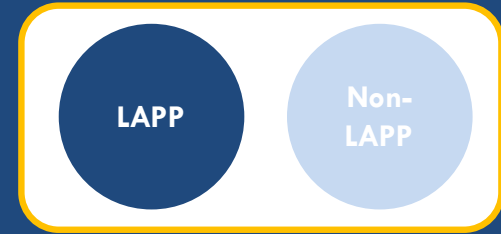
Collected testimony from fishery participants, relevant Councils, and NMFS regional experts through a series of public meetings

Conducted literature reviews of peer-reviewed studies that have examined or predicted LAPP impacts in mixed-use fisheries

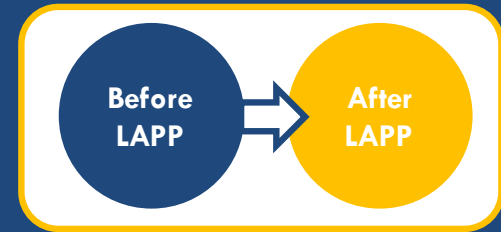
Methodological Objectives: *Causation*

Demonstrating causation is optimal but not always straightforward

Rare to have two comparable fisheries,
one managed with a LAPP and one
without

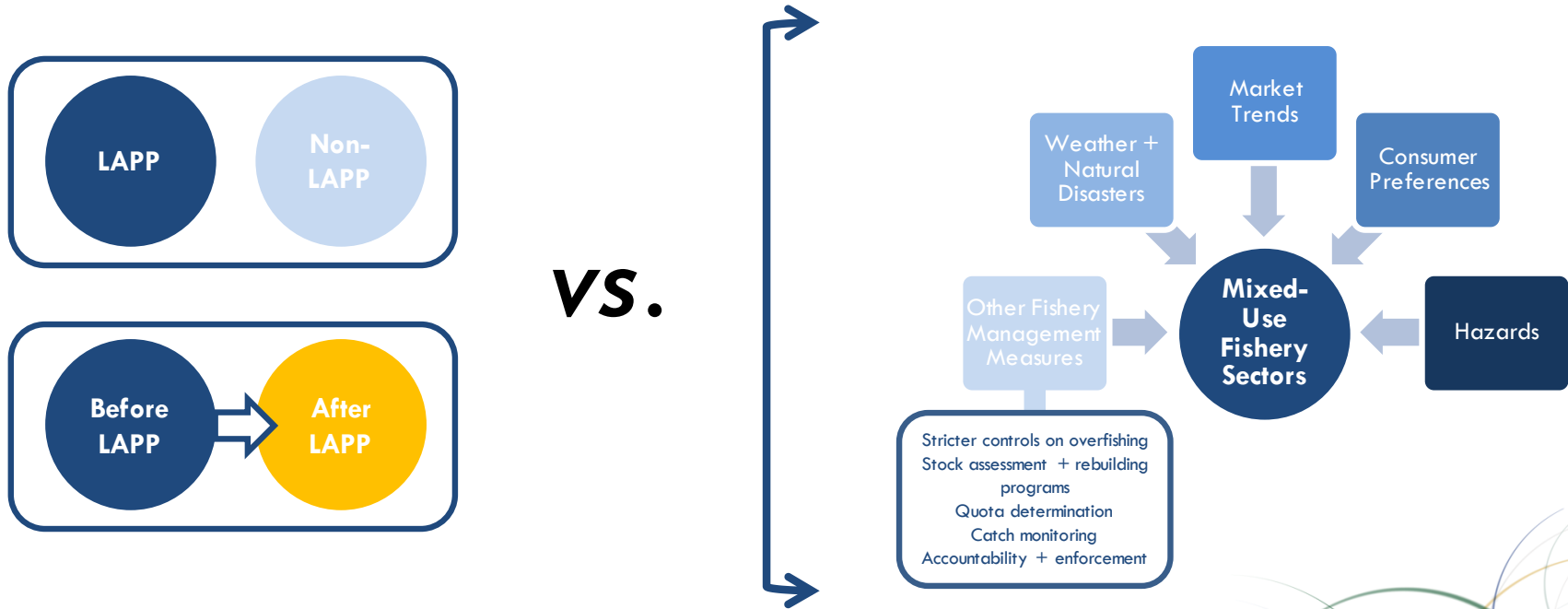


More common to have a before LAPP
and after LAPP comparison



Methodological Objectives: *Causation*

These comparative frameworks have limitations



Methodological Objectives: *Interdisciplinarity*



Requires shared knowledge of and respect for divergent epistemologies + consideration of different standards of evidence

Benefits from cooperation in data analysis and interpretation where possible + transparency in reporting results

An interdisciplinary approach will help to better understand and manage for the economic efficiency, social justice, and ecological resilience essential to the continued success of our nation's mixed-use fisheries



Overall Findings

Use of LAPPs in the mixed-use fisheries reviewed by the committee show **little discernable impact** on recreational and for-hire stakeholders

Outcomes of LAPPs in these mixed-use fisheries are similar to experiences in LAPPs that lack mixed-use components



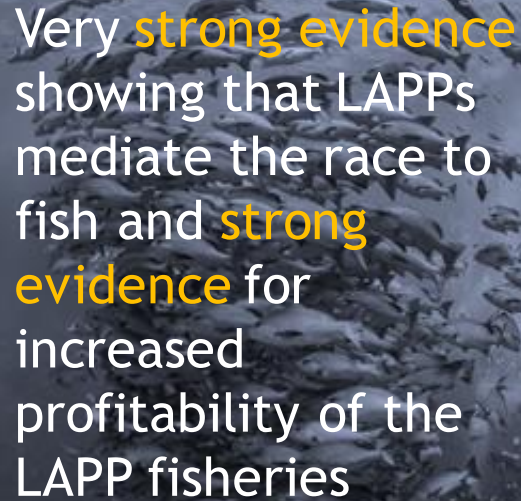
Economic Impacts

Ecological Impacts

Social Impacts

Mixed-Use Impacts

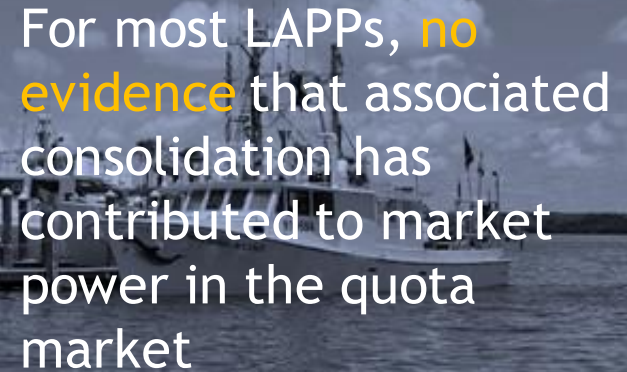
Economic Impacts



Very **strong evidence** showing that LAPPs mediate the race to fish and **strong evidence** for increased profitability of the LAPP fisheries



Some evidence that the LAPPs have modestly reduced economically wasteful overcapacity



For most LAPPs, **no evidence** that associated consolidation has contributed to market power in the quota market

Ecological Impacts

Strong evidence of ecological benefits of the tuna IBQ LAPP (e.g., reducing regulatory discards; incentivizing avoidance)

Weak evidence of modest ecological benefits of other LAPPs (e.g., improving stock status for select species), but no evidence of ecological harms



Social Impacts



Strong evidence that LAPPs have led to improvements in safety at sea

Mixed and largely **inconclusive effects** of LAPPs on labor with indications that some participants are better off and others are worse off

No direct evidence of -/+ effects of the LAPPs in study fisheries on communities; but significant lack of data to assess social and community impacts

Mixed-Use Impacts



No evidence for direct effects of LAPPs on private recreational anglers or recreational for-hire providers



Greater accountability of the commercial sector, due to LAPPs, may be leading to pressures to attain greater accountability on the part of the recreational sector

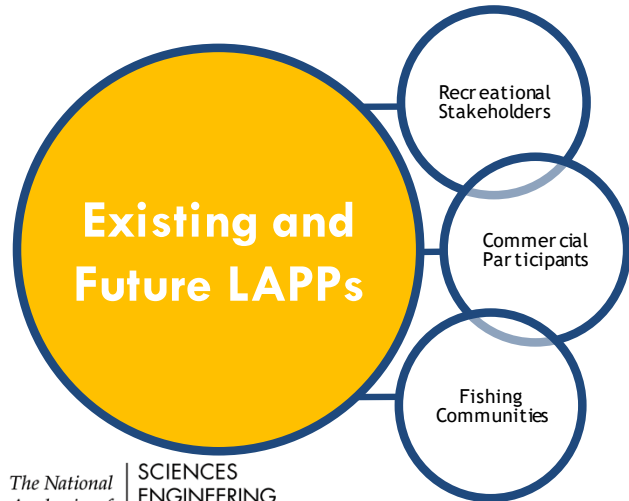


Conclusions and Recommendations

Designed to address the **economic, social, and ecological** impacts for the LAPPs reviewed in this report + any **future use** of LAPPs in mixed-use fisheries

Many are **applicable to LAPPs in single-sector fisheries**

Recommendations pertaining to **best practices** + recommendations for how **additional data, research, or syntheses of existing research** could enhance decision-making capacity when **designing, establishing, or maintaining** a LAPP in a mixed-use fishery

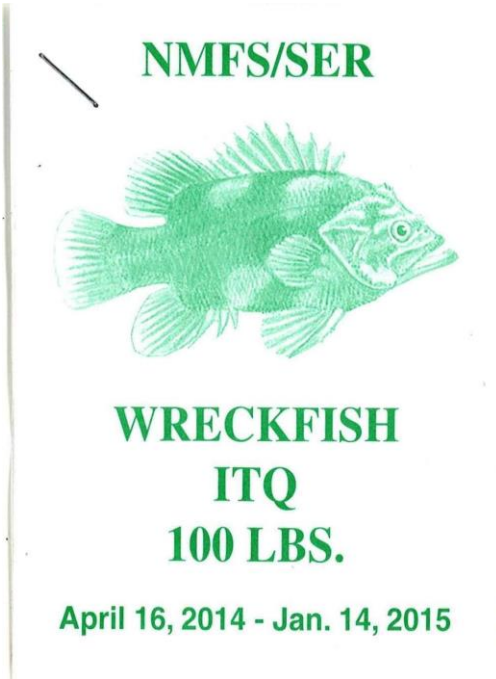


Existing and Future LAPPs: *Impacts on Recreational Stakeholders*

- Creation of a LAPP can lead to more fishing effort in other sectors
- LAPPs may be viewed as barriers to expanding recreational access to the fishery because they can shift decision-making structure by creating a new class of quota shareholder
- Increases in the accountability of the commercial sector due to incentives for higher compliance associated with LAPPs may highlight accountability problems in the recreational sector and increase pressure for management improvements
- **Additional tools are needed to improve accountability across sectors**



Existing and Future LAPPs: *Impacts on Commercial Participants*



- LAPP design features have enduring effects
- Advise Councils to put more effort - via data collection, research, and deliberation - into development and design of new LAPPs and reform of existing ones, building upon known issues such programs have in achieving both efficiency and equity
- Particular attention to initial allocation, opportunities for hired captains and crew to more fully participate, the cost of new entry and effects on later generations, and the transparency and accessibility of markets for shares and allocations

Existing and Future LAPPs: *Impacts on Fishing Communities*

- LAPPs can effect communities through changes such as increased social conflict, diminished employment, or loss of product for processing plants
- Lack of community dimension data in the fisheries studied presents a major challenge to evaluating the effects of LAPPs on the broader mixed-use fishery community
- Recommendations underscore the importance of human dimensions research and **build on NOAA's data on social indicators in coastal and fishing communities**



Data Collection and Future Research

- **Major information gaps**
- Importance of economic and social data for design and assessment of programs like LAPPs, with explicit economic and social goals
- Need for data on human dimensions of mixed-use fisheries



Interdisciplinary Impact Assessment



- Fisheries policy has major economic, social, and ecological dimensions requiring interdisciplinary conceptualizations and methods for research
- Finding ways to **integrate divergent disciplinary perspectives and qualitative and quantitative data more effectively** could lead to new insights, fruitful hypotheses, and more informed and improved decision making

Overall Conclusions

The use of LAPPs in the mixed-use cases reviewed has **little discernible impact** on **recreational and for-hire stakeholders**.

However, LAPP participants are held to higher monitoring, data collection, and enforcement standards relative to non-LAPP fishery counterparts and to business as usual scenarios.

To the extent that this eliminates overfishing and stocks are no longer overfished, it is possible that there will be more resiliency in the overall ecological system that benefits all fishery sectors. Moreover, the improved monitoring of the commercial sector with LAPPs may lead to pressure on other sectors to be more responsible, with the goal of staying within fishing mortality rate targets and reducing bycatch and discards.

Thus, LAPPs may improve accountability, and hence conservation, in a mixed-use fishery in ways that deserve further scrutiny.

Overall Conclusions

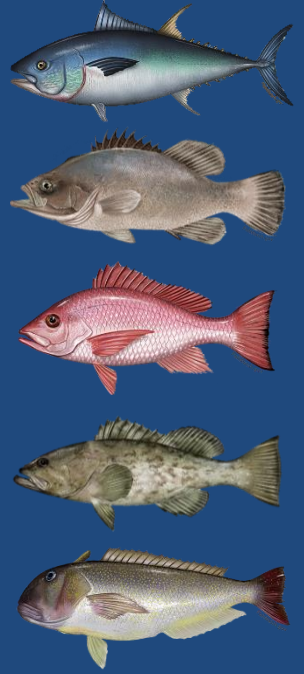


The Committee's appraisal of the influence of LAPPs in mixed-use fisheries is constrained by the scarcity of data and studies that would enable a clearer picture of how the commercial, for-hire, and recreational fisheries for particular species or species complexes interact.

Our conclusions and recommendations are aimed at improving a management system that in many respects appears to be working well, recognizing how potentially transformative LAPPs can be and the challenges of managing mixed-use fisheries.



Thank you



The report is available for download at nap.edu

