



# MOVING FORWARD

*Building Economically, Socially and Ecologically  
Resilient Fisheries and Coastal Communities*



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Resilient Fisheries and Coastal Communities**

*A Policy Booklet*

April, 2014

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posted on the CURRA website at [www.curra.ca](http://www.curra.ca). They also draw on research from elsewhere.

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## OUR VISION

Building resilient fisheries and coastal communities for Newfoundland and Labrador's future is one of the most important opportunities and challenges of our time. It is an opportunity because — if we achieve it — we will be able to use our fisheries and coastal communities as an engine for economic diversification and future sustainability. It is also a challenge because our coastal fisheries and communities are too often seen as a liability, and dismissed as 'broken'. We have to change our mindset from downsizing to revitalizing our fisheries; from disinvestment to investment in their future. That means we have to make a similar change of direction in our policies.

In recent decades, our fisheries and coastal communities have weathered some severe storms, including the 1990s collapse of our groundfish stocks. Despite these storms, in many of our coastal communities, our fisheries continue to be the major source of employment and wealth generation, a crucial contributor to overall rural economies, our identity and our cultural heritage. Their capacity to respond to these stresses without fundamentally changing their basic owner-operator, community-based structure and their regional and sectoral diversity is evidence of their resilience.

That resilience is now in serious jeopardy. First, it is vulnerable to unfounded claims that our fisheries are broken and the best way to fix them is by turning fisheries quotas and licenses into commodities that can be bought and then sold to the highest bidder. Second, it is vulnerable to lobbies that are calling for vertical integration, since that would mean the abandonment of our long-standing commitment to maintaining our fisheries as a foundation for regional economic development in many communities and regions.

Our fisheries are not broken and commodification and vertical-integration will not fix them. Accepting these unfounded claims would mean jettisoning policies that have kept access to many (though not all) of our fish resources widely dispersed around our coasts and allocated to owner-operators. It would undermine the access to the resources and incomes of those who actually do the fishing. Moreover, it would produce a wave of further plant closures, erect new barriers for the entry of young people into fisheries, and may well not deliver the conservation benefits that are claimed for it.



The resilience of our fisheries and coastal communities is also vulnerable to policy failure, because they are seriously under-valued by all levels of government. That vulnerability will deepen unless we *shift our emphasis from downsizing to revitalizing our fisheries and coastal communities*, which are — and will continue to be if valued — the backbone of the nature and essence of Newfoundland and Labrador.

Newfoundland and Labrador is a wonderful place, rich in history and a way of life that was built by and in its coastal communities and their relationship to the fishery. The people who settled here left us a unique legacy of culture, history and resilience that is admired across Canada and abroad. We need to *develop a policy framework* that builds on this legacy and aims to build economically, socially and ecologically diverse and resilient fisheries and thriving coastal communities for the future. The intent of this Policy Booklet and the associated Policy Paper is to lay the foundations for that framework. We do this by identifying the strengths and the vulnerabilities of our fisheries and coastal communities and then offer a series of policy recommendations that will help us build on their strengths.



## THE REAL STRENGTHS OF OUR COASTAL COMMUNITIES AND FISHERIES

Over the last several decades, and despite huge challenges, we have sustained diverse fisheries that balance vertically-integrated corporate enterprises in some areas with strong inshore and near-shore owner-operator enterprises and onshore community-based processing in other places. *The co-existence of different kinds of harvesting and processing enterprises has been a key strength of our fisheries, balancing efficiency with equity, responding to diverse regional ecologies and histories, and dealing with ecological and market volatility.* Although not perfect, it has helped us develop fisheries that are, by and large, competitive and that generate substantial wealth while also anchoring a good share of it in fishing households and fisheries-dependent communities and regions.

Those communities and fisheries have many strengths that should be supported and enhanced. Properly handled, our various fisheries can last forever; they have already played a key role in producing the unique, rich and fascinating culture of Newfoundland and Labrador. Indeed, they are the basis of our enduring relationship with the sea and with the rich fishing grounds along the thousands of miles of coastline that surround us. We have strength in species and industry diversity (including aquaculture), which provide strategic, flexible industrial structures that enhance our global competitiveness under conditions

of changing climate and other uncertainties; they also provide opportunities to develop new approaches and innovations in the face of the globalization of the seafood industry.

*Our owner-operated fleet is the economic engine of our coastal communities, and is Atlantic Canada's largest sectoral employer.* We have the best trained fish harvesters in the country. Significant infrastructural investment has taken place in our fisheries. We possess strong local and professional knowledge of fisheries, including the results and insights of a major national and provincial investment in scientific (natural, social, humanities and engineering) knowledge. The Federal government has the vital role of stewarding Canada's oceans and its resources, and has in the past created strong policies that supported our fisheries. We have strengths too in some provincial-level governance, the Department of Fisheries and Aquaculture, the Fish Food and Allied Workers Union, and fish processors; we also have some regional and municipal involvement in our fisheries and coastal communities.

We must not turn our backs on what we have built up through generations of public, community and private investment and suffering. To a substantial degree our fisheries are still, as they should be, a "common good" — they belong to the state and the people of

Newfoundland and Labrador. They are, to varying degrees, governed with input from the people whose livelihoods they create, in the regions that depend upon them, for the benefit of those in the industry, these regions and society at large.



# How to Read the Wheelhouse of the *Lady Kearney*

Every fisher holds a range of knowledge and reads the world through different means.

Sometimes it is the changing weather, sometimes the changing regulations at the Department of Fisheries and Oceans, and sometimes it is the sound of an engine, the colour of a sky, the lats and longs or the contour lines on a chart.

Everyday a fisher is reading everything he can see by all the means available.

## SONAR and SOUNDER

Sonar and sounder technology detects depth, movement and mass. If you know how to read them, they will tell you about water depth, bottom configuration, and moving objects, including schools of fish. The sounder is sometimes called a "fish-finder."

## RADAR

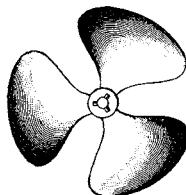
Radar indicates surface objects. If you know how to read it, it will tell you about land, icebergs, other vessels and their movement or distance from your current location.

## VHF RADIO

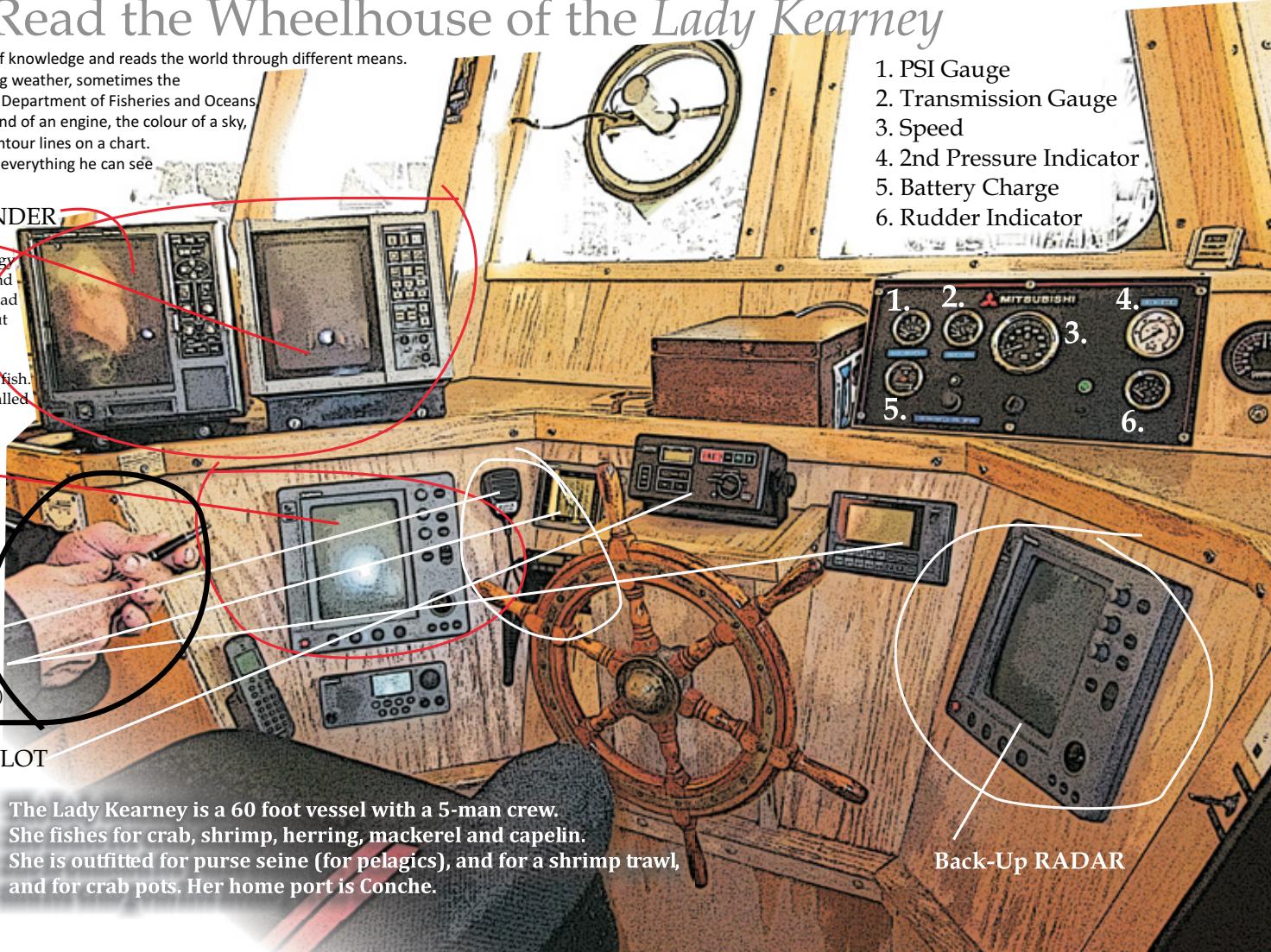
GPS and Back-Up  
(Global Positioning System)

## REAL PILOT

## AUTOMATIC PILOT



The *Lady Kearney* is a 60 foot vessel with a 5-man crew. She fishes for crab, shrimp, herring, mackerel and capelin. She is outfitted for purse seine (for pelagics), and for a shrimp trawl, and for crab pots. Her home port is Conche.



1. PSI Gauge
2. Transmission Gauge
3. Speed
4. 2nd Pressure Indicator
5. Battery Charge
6. Rudder Indicator

## THE REAL VULNERABILITIES OF OUR FISHERIES AND COASTAL COMMUNITIES

The biggest community and fishery vulnerability is that we *undervalue them: both the living marine and coastal natural resources of our fisheries and the capacity for effective governance, stewardship, innovation and wealth generation in our fisheries and coastal communities.* We also undervalue the nature, culture and legacy of the coastal communities and their relationship to the fisheries and the ocean.

There are vulnerabilities in our marine and coastal *knowledge and governance.* We do not understand enough about many marine species and the

ecosystems that support them to adequately assess how they are now and how they will be in the future under climate change. We have lost, and seem destined to continue to lose, a great deal of expertise (including fisheries science) from our fisheries over the next several years. Effective governance of fisheries and marine and coastal development is very challenging. Fish (and other living marine resources) are public goods. They must be governed in a way that maximizes mutual gain (understood as ecosystem resilience and the benefits to current and future generations of harvesters and processing workers,

coastal communities, and the province) through the enhancement of long-term public value.

*The industry* also has vulnerabilities. Despite its strengths, it continues to be focused on the mass production of a relatively narrow range of commodities that are derived from a few species and are destined for export to a relatively small number of countries and buyers. We could be, but are not, significant players in the new niche markets that are opening up. We have not taken full advantage of possible geographical and special fishery product branding and marketing, featuring unique products from the area. We are not therefore yet in a good position to take advantage of new opportunities to produce pharmaceutical, nutraceutical, cosmetic and other kinds of products that offer the potential for economic diversification in our rural areas. There are issues with the long-term viability and intergenerational transfer of our owner-operator fisheries and many of our onshore plants, although these are the most significant means we possess to anchor fisheries employment and wealth in the province.



There are regulatory and other barriers to enhancing synergies and thus the potential for employment, research and development, and wealth generation within fisheries and between fisheries and other sectors, particularly tourism. Yet another constraint, this one on the knowledge and insights our fisheries could employ, is seen in the absence of sustained opportunities to bring together representatives of a range of different interest groups such as chefs, artists and innovators of various kinds with people in the industry. Global markets are changing, as is where and how work is done ... but we could do a lot more to develop powerful branding and product differentiation initiatives to assist in marketing specialty products from the waters of Newfoundland and Labrador. One way to do this is to shift our attention from export markets to neglected local and regional markets. This could promote the place of fisheries in our food security, help us move away from reliance on commodity markets where we are price-takers rather than price-setters, provide market niches where we can get premium prices for some of our products and help build new industry segments that operate at regional, national and international scales.

*Communities* are faced with population decline, the loss of fisheries from their economic base, cuts to funding for municipalities and the public sector in

rural areas, including those in educational, health, rural development and employment services. These, along with the absence of strong regional governments, are sources of vulnerability in many fisheries-dependent communities and regions. Regionally and municipally, there are no formal bridging mechanisms between the various sector-specific, industrial and development organizations and municipal governments. This is a serious gap, for municipal governments are an under-utilized resource for the development of diverse, dynamic and resilient regional fisheries.

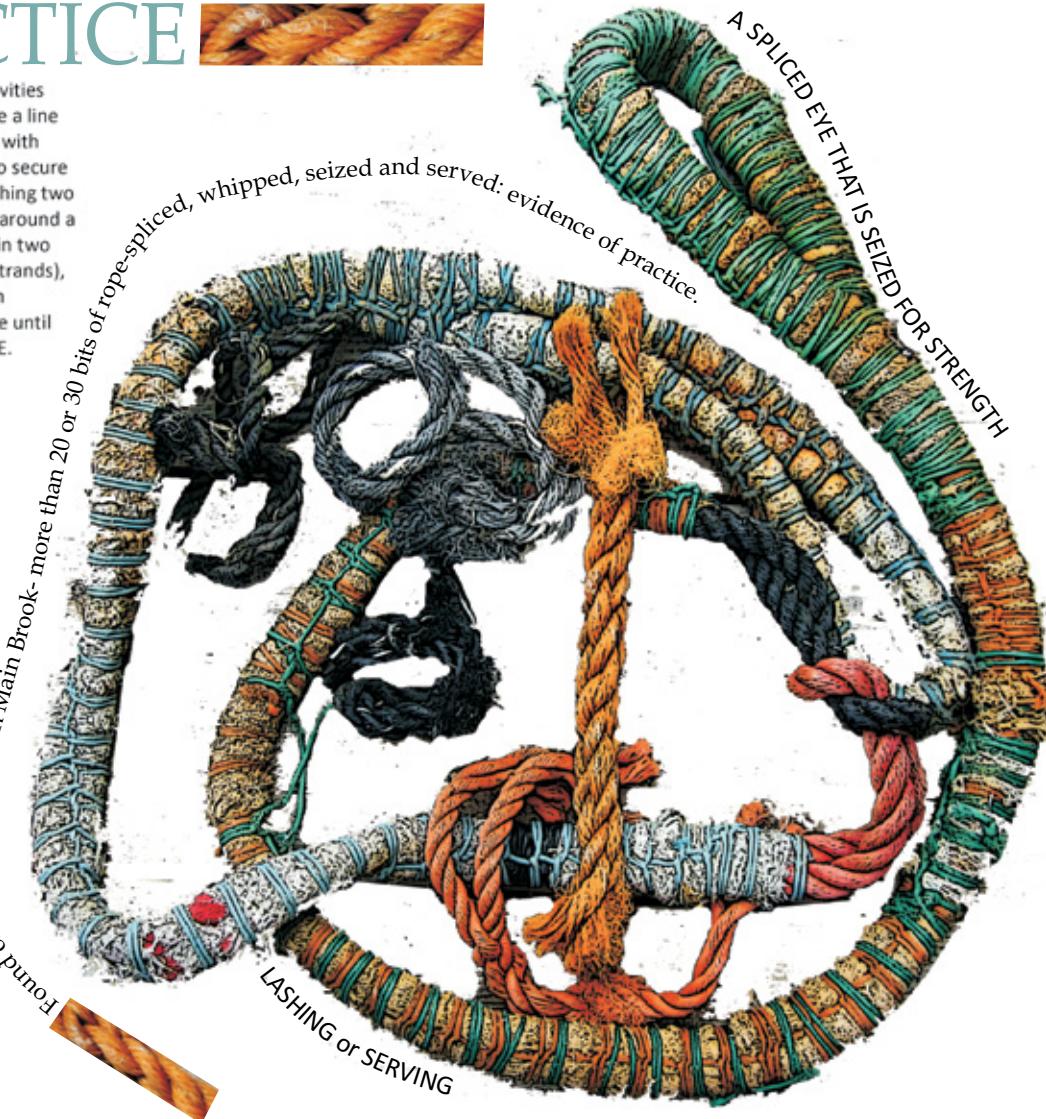


# On the Utility of Rope and Twine: SPLICING PRACTICE



Guy Bussey in St. Lunaire-Griquet splicing three-strand rope.

Various kinds of rope and twine are used for a vast array of activities and most fishers are adept at **HITCHING** (a knot used to secure a line to a spar, ring, or post), **WHIPPING** (binding the end of a rope with lighter twine to prevent fraying), **MOORING** (knots specifically used to secure a vessel to a wharf, stage head, or haul-up/mooring) and **SEIZING** (lapping two spars, ropes or parts of the same rope tightly together). (When done around a single rope this binding or lashing is called **SERVING**). **SPlicing** (to join two ropes or make a secure eye in the end of a rope, by interweaving its strands), like other forms of knot work, takes practice. Most guys learn through watching, then trying, then sometimes being shown, then trying more until they are expert. They learn through observation, doing, and **PRACTICE**.



## OUR RECOMMENDATIONS

Any policy framework that ignores the very real strengths in our diverse, community and regionally-embedded fisheries, will exacerbate their real vulnerabilities. We need to keep the policies that work now, and develop new ones to address our current vulnerabilities. We urgently need a policy framework that will *enhance* the resilience of our marine resources (see Sections I and II of the recommendations), *protect and enhance* the owner-operator and community bases of our fisheries (Section III), *ensure* that fisheries contribute to the future resilience of our communities by broadening their economic base and retaining and attracting new industry and investors, thus *maximizing* our opportunities for equitable and sustainable wealth generation (Section IV). The following recommendations are, we recognise, all inter-related, but we have discussed them separately for clarity. We offer them as a road map to help us build socially, economically *and* ecologically diverse and resilient fisheries, and thriving coastal communities and regions for the future.

*The recommendations marked \*\* need to be acted upon immediately in order to protect the base from which we can build a resilient future.*

### SECTION 1: OVERARCHING RECOMMENDATIONS

**\*\*Recommendation 1.** *The federal and provincial governments, the FFAW and industry should continue to shift their emphasis from downsizing to revitalizing our fisheries and coastal communities, by developing and implementing a policy framework with revitalization (achieved through integrated rural development) as its core objective.*

We are approaching a tipping point where we are in danger of eroding rather than enhancing, as we must, the diversity and many of the other strengths of our fisheries. Fixing their fundamental vulnerabilities will help to turn this tide. Some of these vulnerabilities include our reliance on commodity markets, limited recruitment of young people into the industry, and the removal of fisheries from the economic base of some communities and regions. Another vulnerability is the marine ecosystem shift that some believe is happening from shellfish species to groundfish species; this is a vulnerability because key parts of the industry have become overly specialized on the former. Ongoing downsizing will not, by itself, fix these problems.

**Recommendation 2.** *This new federal-provincial policy framework for revitalized fisheries should include clear recognition of the interdependence that exists between*

*fisheries resilience, integrated rural development and the resilience of coastal communities.*

We need to build on the legacy of the hard work and investments we have made in our fisheries over many decades. The way to start is to draw on, and enhance, the relationship between fisheries and communities, locally and at the regional level and use this to revitalize our fisheries. Communities are sometimes recognized in federal and provincial fisheries-related government documents, but they are referenced only relatively rarely and sporadically, almost as though those referencing them could not quite appreciate why they are there. We were told recently that federal fisheries managers have been instructed to remove the mention of communities from their discourse. If this is the case, we have to ask why and to what end, given that communities are the places where we make our homes, produce our food, educate our children, care for the elderly and disabled, pass on and create our cultures, and build our futures. Why, then, would any democratically-elected government think it was wise to manage its fisheries without taking communities into account?

**Recommendation 3.** *The federal and provincial governments, the FFAW and industry should bring*

*representatives of coastal municipalities and of other sectors more fully into fisheries discussions, so that they are better aware of what is happening in the industry and can provide input on issues that are vital to the future resilience of both our fisheries and these communities.*

**Recommendation 4.** *The new policy framework should include a carefully developed strategy for supporting the viability of small and medium-scale owner-operator enterprises. This should include attention to the intergenerational transfer of harvesting and processing enterprises and their assets in a way that ensures these are retained, wherever possible, by people living and working in the regions adjacent to the resources on which they rely. Developing this will require a labour market study of employment and recruitment, since both of these are essential to revitalization.*

Much of the capital invested in our fish plants, vessels, harbours and gear will be lost if no one takes over the existing enterprises and if their licenses and quotas are transferred out of coastal regions. If that happens, many of our coastal communities will lose a substantial portion of their economic and social base. In the process, options for economic diversification within the industry and in these communities will likely be lost. We currently have what Norwegian researchers have called a 'recruitment paradox' in our fisheries.

That is, we have areas where there may still be too many enterprises involved, at the same time as we have claims from some quarters about labour shortages, and clear evidence of rapid aging in our fishing and processing labour forces. Evidence presented in our larger report suggests there is no easy or quick fix for these challenges. The apparent paradox points to the need for a carefully developed strategy for supporting the viability of existing enterprises and intergenerational transfer of regional fisheries assets. It is quite likely that here, as in Norway, the two parts of the paradox are linked, but the challenges vary across fleet sectors and regions. Strategy development should therefore begin with a detailed study of the changing and varied employment and recruitment systems in different sectors of our fisheries.

## **SECTION II: CONSERVATION AND MANAGEMENT RECOMMENDATIONS**

**\*\*Recommendation 5.** *The federal government should provide the investment needed to ensure that it is able to live up to its commitments in international agreements, including implementing the ecosystem-based management approach to which it is already committed.*

Canada has shown some leadership on ocean governance in the past. We were one of the first countries in the world to pass an Oceans Act. We have signed agreements that commit us to protect biodiversity, adhere to the precautionary principle, engage in ecosystem-based fisheries management and create a growing network of Marine Protected Areas. For the most part, these commitments are not being met.



Indeed, many fear we are barely holding our own if not going backwards at the present time.

After examining the evidence, we conclude Canada has made little substantive progress in meeting its commitments to sustain marine biodiversity. Although Canada has developed and signed on to sound policies and agreements, and heralded good ideas with strong rhetoric, comparatively little has actually been done, leaving many of our national and international obligations unfulfilled.

Royal Society of Canada Expert Panel Report *Sustaining Canada's Biodiversity*. [http://rsc-src.ca/sites/default/files/pdf/RSCMarineBiodiversity2012\\_ENFINAL.pdf](http://rsc-src.ca/sites/default/files/pdf/RSCMarineBiodiversity2012_ENFINAL.pdf)

**Recommendation 6.** *The federal and provincial governments should work with industry, the universities and other interested bodies to put in place an appropriate and adequately resourced science and conservation framework for our fisheries and marine ecosystems, from the coast and bays to beyond the 200-mile Exclusive Economic Zone.*

This is not the time to be under-investing or even disinvesting in key areas of fisheries science and conservation. We urgently need a science and conservation strategy that will give us a sound basis for stewardship

so as to ensure that the ecological and economic resilience of our fisheries is maximized over the longer-term. Any science and conservation strategy that is inadequate for that task can lead to overfishing and to unnecessary quota cuts and closures — particularly in diverse fisheries and marine ecosystems that are undergoing rapid change. It can also threaten our access to markets. These are things we can ill-afford.

Effective marine conservation requires substantial public investment in the development of high quality and often long-term, publicly-available datasets at various scales from the local/regional up; also in the management, analysis, interpretation and dissemination of those data. Marine conservation also requires investment in research on species interactions, behavioural and evolutionary ecology, and conservation biology.



These data should be collected using government, university and industry-supported platforms in order to maximize the use of existing platforms and expertise, including those found in small-scale fisheries. The data should be made available to different groups possibly through existing Research Data Centres to take care of any concerns about confidentiality. The data will need to be supplemented by attention to the dynamic nature of marine ecosystems and by finer scale science initiatives that can be used to help design, monitor and assess the implementation and effectiveness of conservation mechanisms like bycatch mitigation strategies, seasonal closures, exclusive fishing zones and other kinds of closed areas.

**\*\*Recommendation 6a.** *The federal government should commit to the further development of nested governance structures, with policies developed through open consultation, and with decision-making being carried out as near as possible to, and with the involvement of, those affected. Policy-making will still need to take into account larger societal concerns and the interests of future generations.*

The ecological and social complexity and diversity of our fisheries is a crucial strength. Complex and diverse fisheries that are also dynamic and changing cannot be appropriately governed from a distance

or in a top-down fashion. We have some elements of the appropriate nested governance structure in place, but they are not sufficiently developed. They are also in tension with other decision-making processes that are not based on open consultations or attention to different scales and interests. This has to be fixed.

**Recommendation 6b.** *As part of the better-developed nested governance structure, the Province should increase its capacity to participate as a major stakeholder in fisheries science and management, particularly as these affect coastal communities.*

**Recommendation 6c.** *The provincial and federal governments should invest more fully in the science, governance and integrated development of our inshore and coastal zone. They should work with the university, industry and community groups to establish a coastal community observatories network (C-CON) in the province. C-CON should have the capacity to carry out interdisciplinary, community-engaged collaborative research that cuts across disciplinary and institutional boundaries, and links resource management and conservation concerns to those related to institutional and infrastructural requirements and regional economic development priorities.*

From a science perspective, our coastal areas have been seriously neglected in the past. They are often

fish and shellfish nursery areas and are ecologically complex, with deep and shallow waters, diverse species and vulnerable habitats. The resilience of this part of our marine ecosystems is essential to the future of owner-operator fisheries and our coastal communities. More knowledge, along with engagement with local people and resources, will help to ensure that our inshore and coastal zones, which are under growing pressure, are developed more effectively and sustainably. The network of coastal observatories could use existing infrastructure like the Bonne Bay Marine Station. This would allow researchers and students to work with government, industry and community groups to identify and ask key research questions that are relevant to that region, attract funding to support

research to answer those questions, carry out community-engaged research, and work with stakeholders to identify ways to implement the research findings, thus building more sustainable communities and regional economies.

**Recommendation 6d.** *This revitalized science and governance system should be based on collaborative science and management principles that ensure that fish harvesters and others are involved in designing the research, carrying it out, and interpreting the results. It must include the development of a conservation strategy for each of our fisheries and for different parts of our marine ecosystems. Those strategies should be monitored and evaluated on a regular basis.*

Conservation strategies should identify and protect critical habitat, as well as enhance biodiversity. They should support species resilience by preventing the serial depletion of local populations and maximizing the reproductive value of species left in the water. A range of instruments can be used to achieve these goals, including seasonal and more permanent closures of particular areas (Marine Protected Areas), protection of spawning aggregations, and slot fisheries (such as those we have in some lobster fisheries) that leave both juvenile and large, old spawners in the water.



### **SECTION III: INDUSTRY-RELATED RECOMMENDATIONS**

**\*\*Recommendation 7.** *The federal government should retain and enforce the owner-operator and fleet separation policies and the policy around controlling-agreements.*

The owner-operator fleets and our on-shore processing plants are producing most of the fisheries wealth that currently stays in the province, particularly in rural regions. If we lose those fleets and current policies that help to anchor the wealth they produce in rural regions, we will lose ground. When used effectively, strategies such as owner-operator and fleet separation policies, along with the principle of adjacency, keep control of our fisheries in the hands of local people who have a historical dependence on the resource. Last year the Canadian Federation of Municipalities supported fleet separation. Four of the eastern provinces did as well. The one left out, unfortunately, was Newfoundland and Labrador. This province needs to put its support behind all of these policies.

**\*\*Recommendation 8.** *The federal government, with support from the FFAW, the provincial government, and other groups, should develop strategies to enhance the longer-term resilience of our small and medium-scale owner-operator fleets.*

The FFAW is already experimenting with a variety of creative strategies to address some of the vulnerabilities in our fisheries, including fleet viability and intergenerational recruitment, but they have very limited resources with which to do this. Their work would benefit from more active engagement by other parties, including both levels of government, processors, retailers, researchers and others.

**\*\*Recommendation 9.** *The federal government should ensure that a core objective of its strategies to address vulnerability is to protect the viability of these fleets into the future, through balanced and coherent policies arrived at through transparent processes.*

**\*\*Recommendation 9a.** *An unbalanced policy that the federal government should review and reject is the 'last-in-first-out' policy (LIFO) in the shrimp fisheries. It appears to have been arrived at through non-transparent processes. More importantly, it will undermine the diversity and resilience of our owner-operator shrimp enterprises by allocating the vast majority of the quota cuts to those owner-operators thereby threatening these enterprises' future viability.*

There are several kinds of offshore license holders. Some operate under frameworks that require them to use their profits to enhance the viability of small

and medium-scale fisheries and coastal communities on the Labrador coast and Northern Peninsula, rather than for individual gain. Others — who have no such obligations and appear to contribute very little to wealth and employment in the province, or to regional economic development — nevertheless are privileged over the owner-operator fleets by the LIFO policy. The federal government should create a more appropriate and balanced approach to dealing with quota cuts in the shrimp fisheries.

**Recommendation 10.** *The federal and provincial governments should work with the FFAW and other groups to ensure that the resources on which the owner-operator small and medium scale fleets depend are sustainably managed and not intercepted by boats from other sectors.*

There are three reasons for this recommendation. (i) Marine species that are not sustainably managed often contract in terms of their migratory range. This appears to have happened with 4R cod stocks when they were dramatically overfished in the 1980s, resulting in the virtual disappearance of cod from fixed gear coastal fisheries, which jeopardized the existence of those fleets. This must not be allowed to happen again as and when trawlers are allowed to return to fishing for cod. (ii) Habitat protection is crucial to future sustainable management. Different types of

gear have different impacts on critical habitat, and trawlers are more likely to damage that habitat. (iii) One of the risks of permitting the fishing of migratory stocks by several fleet sectors is that mobile offshore fleets (trawler and purse seine vessels) will intercept migrating fish first, thereby preventing them from migrating into coastal waters where they would have been available to inshore fixed gear harvesters. The risk of interception needs to be addressed to avoid it becoming a practice that could force out small-scale enterprises. Limiting harvesting intensity on migratory fish aggregations will help to reduce the risk of overfishing local migratory populations, thus helping to sustain marine biodiversity.

**\*\*Recommendation 11.** *It is time for the provincial government to launch a systematic investigation into the history and effects (past and present) of the Minimum Processing Requirements. This should include an assessment of the full range of other types of strategies that might be used to achieve, or ideally exceed, the capacity of these Requirements to support diverse fisheries and to anchor fisheries wealth in coastal areas, where it can contribute to economic development.*

One of the reasons why our fisheries, particularly the owner-operator fleets, have survived and been able to make such a substantial contribution to regional

economies, is that almost all of what they produce has been landed and processed in the province. The province's Minimum Processing Requirements have helped to ensure that this happens. Along with attention to regional concerns in the allocation of processing licenses, these Requirements have created business opportunities for processors, and employment for local plant workers. In the process, they have helped to sustain coastal communities. If we are going to waive or further weaken the use of Minimum Processing Requirements, it should not happen in the absence of systematic research on these and other alternative tools that might achieve the same outcomes. Among such alternatives are arrangements like those that produced the Labrador Fishermen's Union Shrimp Company, SABRI, and the Fogo Island Co-op – enterprises based on social investment principles that hold a clear mandate to use wealth generated from fisheries to support the development of regional fisheries and economic development.

**Recommendation 12.** *The provincial government should then work with the federal government, the FFAW and industry to develop new mechanisms for processing and marketing that will anchor fisheries employment and wealth in coastal areas, where they can contribute to economic development.*

**Recommendation 12a.** *All levels of government and industry, with input from municipalities, should identify optimal ways of organizing harvesting and processing licensing and management that maximize the wealth (including employment) generated from these resources, and then anchor that wealth in the relevant regions and the province as a whole.*

**Recommendation 12b.** *Instead of concentrating our attention on only a few species — crab, shrimp, lobster and cod — all levels of government, with input from the FFAW and processors (and with help from the university and other organizations as appropriate), should be considering the full basket of more than 50 different species that are currently landed in different regions. They should also take stock of other species, not currently landed, that could be commercialized in the future.*

**Recommendation 13.** *All levels of government should help to carry out market analyses for all of these species, including markets for fish and shellfish of different qualities and sizes, and develop a comprehensive marketing program for these species.*

Careful attention to the species available in different regions, and to different sectors within those regions, will help us develop short and long-term strategies for minimizing the costs, and maximizing the wealth

generated by the available mix of species, fishing and processing capacity. These sets of information will allow us to identify and fill gaps in capacity in the fisheries sector at the regional level.

**Recommendation 13a.** *The marketing program should seek to develop new and existing national, as well as international, specialized market niches for seafood products.*

By branding our seafood as “wild,” “organically grown,” “ethical,” and “community-supported,” we can benefit from the development of strong niche markets for our wild fish, while also enhancing the quality and diversity of employment created through the industry and its links to other parts of the economy. Indeed, more fully-developed and effective local markets for our seafood could help us to develop these specialized market niches at national and international levels.

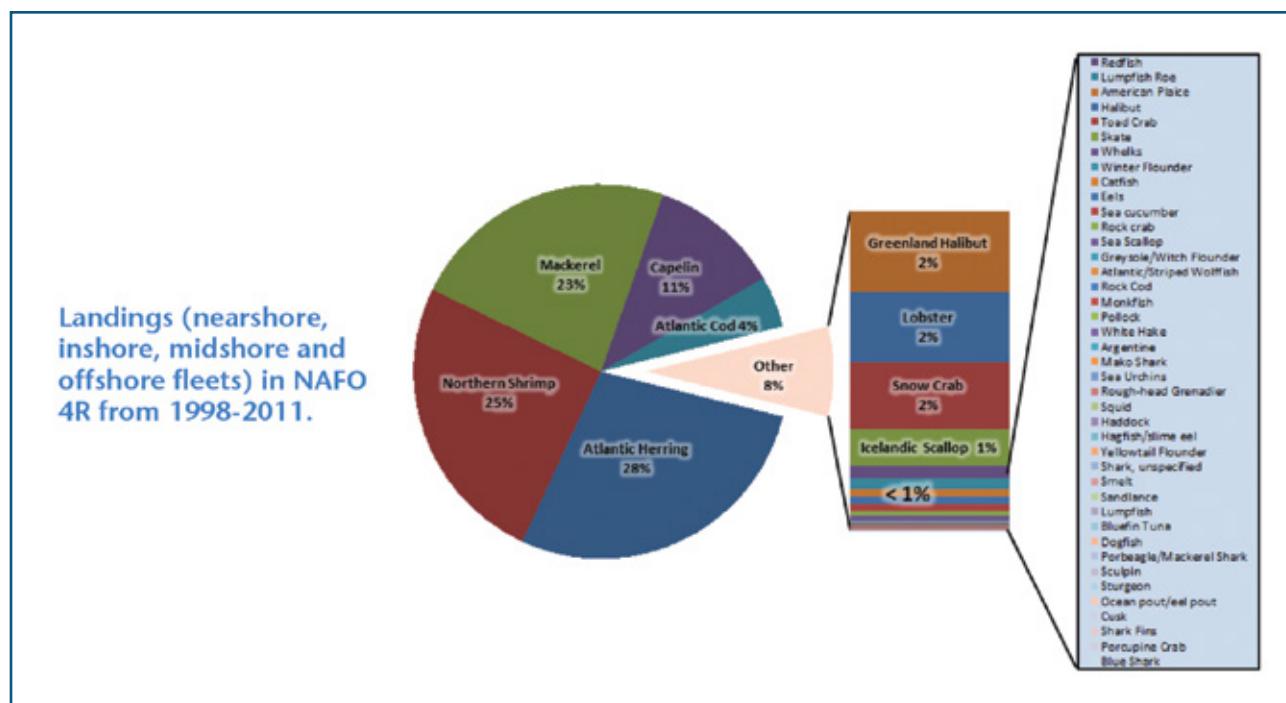
**Recommendation 13b.** *It should also include the development of fair-trade marketing options that — unlike Marine Stewardship Council Certification (our current focus) — emphasize fair wealth distribution as well as sustainable fisheries. This will help to ensure that those harvesters and processors who are investing in both stewardship and their communities, receive a price/wage premium for their products.*

**Recommendation 14.** *While the fishing industry will always be export-based, the federal and provincial governments, the FFAW and the industry should develop strategies to enhance the contribution of the industry to provincial food security, because this will both boost our access to excellent market opportunities and contribute to the health of our population.*

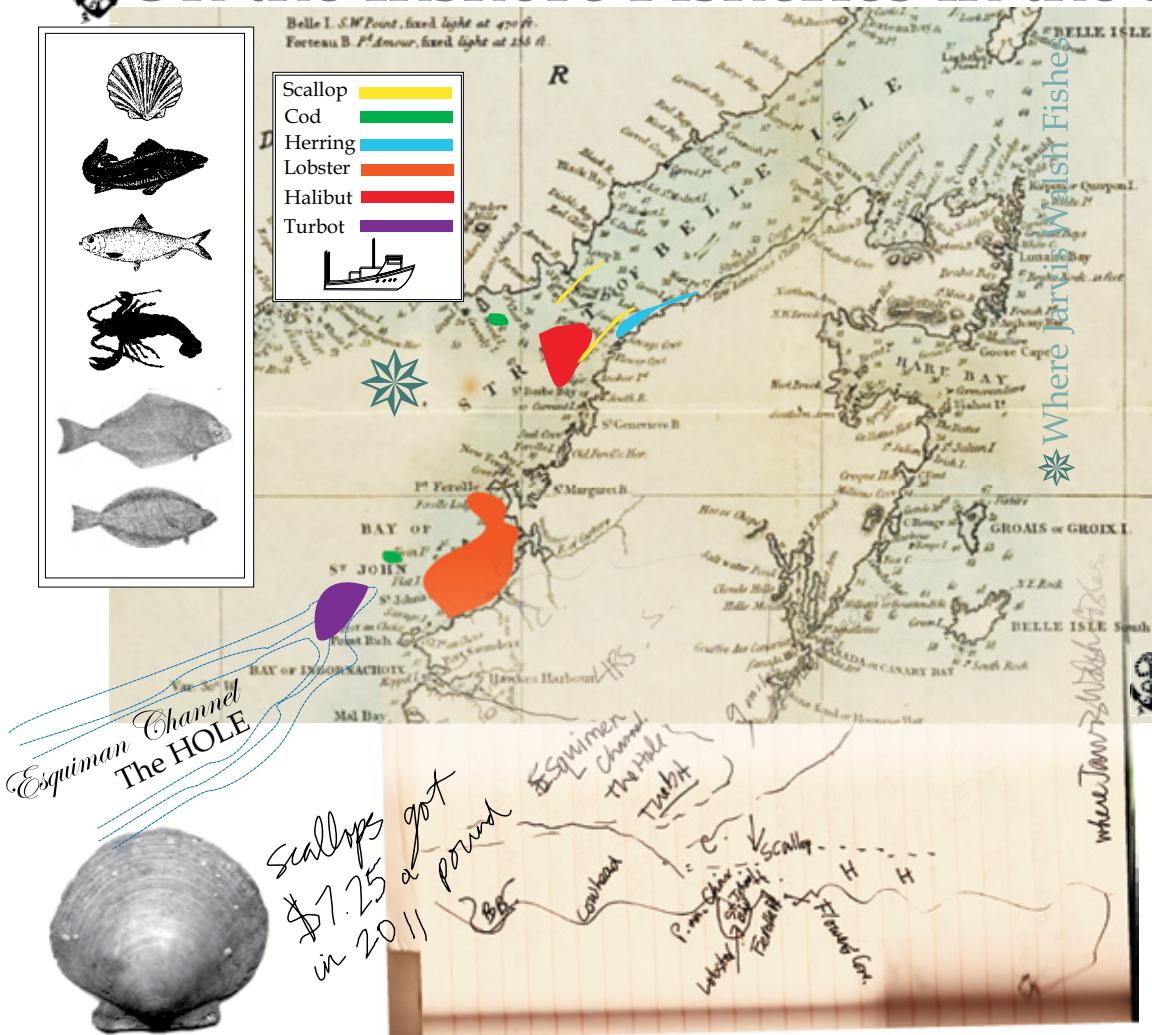
**\*\*Recommendation 14a.** *The provincial government should document per capita local seafood consumption in*

*the province down to regional levels and then quickly develop a strategy to triple that consumption or more by 2020.*

**\*\*Recommendation 14b.** *The provincial government should ensure locally-sourced, high-quality seafood is a regular menu item in school cafeterias, public buildings and onboard ferries servicing this province. Ferries should also have refrigeration and freezer capacity available for use by passengers, as needed, to store locally-purchased seafood while they are in transit.*



# On the Inshore Fisheries in the Strait of Belle Isle



Jarvis Walsh is a full-time inshore fisherman in Flowers Cove. For 30 years he has been fishing multiple species from more than one vessel, and currently has six licenses for the Straits area 4R. He fishes from May until late November as long as the weather holds and there is quota to catch. In 2011, he harvested the following species:

**S**CALLOP (Iceland): from May 9th until December 31st. In 2011 there was a quota of 1000 metric tons but it was not all caught. Harvested by dragging rectangular cages from his 39-foot vessel the *Frida M.*

**C**OD: from July 4-21 and from September 6-15. Competitive weekly quota (free-for-all) of 3,000 lbs per license until quota is caught in 4R. About 50% of his catch comes from over on the Labrador side of the Straits near the 4S line. Cod is harvested with small gill-nets from the dragger or speedboat.

**H**ERRING : May- June and October-November. Harvested with fixed gear in mid-water from St. Margaret Bay to St. Genevieve Bay. Quota in 4R for fixed gear was 4,600 metric tons.

**L**OBSTER: During the spring, Jarvis fishes 300 pots in St. John Bay from a small speedboat.

**H**ALIBUT: Competitive quota. In 2011, it was a 24 hour fishery on June 28-29. Harvested with baited trawl (long-lines) from the speedboat.

**T**URBOT (Greenland Halibut) : Harvested June 14th- 18th. From the *Frida M.* with gill-nets in deeper water where the Esquiman Channel ends south of St. John's Island. This deep water channel is called "The Hole" by local fishers and drops to depths of 250 meters. The fixed gear quota for turbot in Western Newfoundland 4R was 580 metric tons.

These items should be a standard part of contracts between government and these institutions for such services. Institutions such as Marine Atlantic should also be encouraged to create space for the marketing of high quality, locally-sourced seafood on their boats and at ferry terminals.

**Recommendation 14c.** *The provincial government should work with the FFAW and industry to encourage the establishment of more retail seafood outlets and the establishment of community-supported fisheries where consumers have the opportunity to purchase fresh seafood directly from harvesters and learn from them about the different species, how to catch them and how to prepare them for consumption.*

At present, there is not a single seafood shop (one gas station sells cod fillets, and fish is sometimes sold from trucks) along the 200 km stretch of highway from Clarenville to St. John's. There is a great deal of traffic on this highway and it has more than enough fast food outlets selling food that is neither good for us nor locally sourced. The fish assemblages in Trinity and Placentia Bay are rich and diverse. They could easily support a seafood shop similar to the one that exists in Rocky Harbour on the west coast. These kinds of missed opportunities should not be happening. More of these kinds of outlets would be good for

the consumer, would improve our health and would contribute to employment and other opportunities in small and medium-scale fisheries. The government, the FFAW and industry need to create an environment that encourages investment in these kinds of enterprises and in community-supported fisheries.

## SECTION IV: COASTAL COMMUNITIES RECOMMENDATIONS

**Recommendation 15.** *The provincial government should create a mechanism (ideally some form of regional government) to bring municipalities together, both with each other and with different groups in the region, to support regional initiatives. Ideally, that mechanism should have a mandate that encompasses land, shore and water-based activities inside harbours, including new developments. There will be legislative challenges to this kind of mandate, but in its absence we are unlikely to achieve the level of coordinated local knowledge, monitoring and enforcement required for effective integrated coastal zone management.*

The kinds of initiatives those regional bodies might support are, for example, protection of our tangible and intangible cultural heritage related to fisheries and other activities, and joint work with other organizations to support marine stewardship, marketing initiatives and the generation of spin-off benefits from those

working in areas like tourism. Those bodies could help connect university, industry, philanthropic and government resources to fisheries and other groups on the ground. They could attract well-connected and skilled people to coastal regions and build up a store of knowledge and networks crucial for more effective fisheries diversification and cross-sectoral innovation.

**Recommendation 15a.** *The provincial government should ensure that this regional mechanism is adequately resourced and not subject to the changing political agendas of federal and provincial governments for its survival.*

Once that regional governance mechanism is established, it will become what has been the missing point of articulation between local, provincial and federal concerns. It will do the essential work of supporting the local development and maintenance of infrastructure that is crucial to vibrant fisheries and other marine activities. It will also be able to support the development of multi-stakeholder initiatives that have the capacity to promote synergies within and between sectors and groups. These could include, for example, protection of those parts of our tangible and intangible cultural heritage that are related to fisheries, joint work with other organizations to support marine stewardship, marketing initiatives, and the generation

of spin-off benefits from areas like tourism. The new governance mechanism could also help to connect university, industry, philanthropic and government resources to fisheries and to other groups on the ground.

**Recommendation 15b.** *Those involved in this new regional governance mechanism should be elected by, and accountable to, local people. They should be supported in their activities by both the federal and provincial government.*

**\*\*Recommendation 16.** *The provincial government should document the benefits that fisheries bring to communities and regions in an ongoing and systematic fashion, including both the direct and indirect contributions they make.*

Including direct and indirect benefits will make them visible, allow us to see variations in contributions across fisheries, sectors and regions, and thus be able to identify and address gaps and opportunities for strengthening those contributions.

**\*\*Recommendation 16a.** *The provincial government should also document the services coastal communities provide to fisheries, and identify things communities cannot provide, which could/should be provided at the regional, provincial or federal level.*

The obvious services communities provide include water, sewer, streetlights, garbage disposal, municipal planning, but others are important as well. Individual communities and regional clusters of communities, for example, are the anchor that attracts schools and

Having never been independent or autonomous, municipalities survive through stubborn perseverance and an increased tolerance of accepting and doing less. Many municipalities within the past 20 years have lost a quarter of their already small populations and have seen their overall level of provincial support decrease by approximately sixty percent. Municipalities continue to operate, but have been noticeably weakened. Towns have greater difficulty in retaining or improving their staff. They operate with aging infrastructure that they cannot maintain and have a difficult time replacing. The demands of economic diversification and environmental standards cannot be addressed by most municipalities, and are instead handled by other governance structures that are organized by the provincial and federal government. Municipalities are provided with enough support to get by, but not nearly enough to be sustainable and thrive. Keenan and Whalen, Municipalities Newfoundland and Labrador, *The Umbrella of Protection* [http://www.municipalnl.ca/?Content=CCRC/The\\_Regional\\_Government\\_Initiative](http://www.municipalnl.ca/?Content=CCRC/The_Regional_Government_Initiative) ).

health care facilities to the regions where people involved in fisheries live. Families in those communities are a potential source of crewmembers, plant workers and of people interested in buying existing harvesting and processing enterprises, developing new enterprises, and running them in the future. They include people with skilled trades training who can help harvesters and processing workers build their homes and businesses. They include other family members who can help people directly employed in fisheries care for their elderly parents and children.

**Recommendation 17.** *The provincial government and other organizations (as appropriate) should end the regulatory and organizational silos that have shaped fisheries development to the detriment of the industry and our coastal communities.*

**Recommendation 17a.** *They should develop partnerships between people in the industry and other interested parties (local people and others, including chefs, artists, filmmakers, and people in ecotourism, marine ecology, engineering, business and other sectors) to foster collaboration on future initiatives, events and opportunities (including study and work opportunities) so that these people can work alongside those who are already in the industry, thus making the sector and our communities more vibrant and creative.*

Fisheries-tourism and fisheries-agriculture initiatives are two possible areas where *hybrid enterprises* could be developed. A good existing example of this is “This Fish,” the traceability pilot project for lobster and other seafood funded by Ecotrust in collaboration with the Canadian Professional Fish Harvesters Association. Hybrid enterprises can potentially help key parts of our industry become more visible and profitable, with further benefits for other parts of the industry also possible. Organizations that link tourism and fisheries (such as ecotourism) may attract a new and slightly different type of young person to fisheries-related work. For example, they might take on the creation of an “economusée” enterprise, combining the manufacturing of high value products with public education and tourism in a way that draws on local knowledge as well as fisheries culture and heritage.

**Recommendation 18.** *The provincial government should eliminate any regulatory barriers (such as the freeze on processing and retail licenses) to these kinds of partnerships. It should also identify strategies for enhancing the use of social finance mechanisms, both to support fisheries enterprises and also to integrate them better with other sectors of regional economies, such as tourism.*

**Recommendation 19.** *The provincial government should expand its provincial nominee program, and use it to (i) encourage and support the immigration of knowledgeable people from other places who have a history of involvement in fisheries and (ii) to build up the population of our coastal communities.*

The investments, insights and skills of these immigrants would enrich the ideas, options, and strategies available to us as we revitalize our fisheries. Such an approach will be a more productive strategy for addressing developing labour and investment capital shortages than would be the currently-proposed reliance on vulnerable temporary foreign workers.

**\*\*Recommendation 20.** *The provincial government should work with the FFAW, processors and the Workplace Health, Safety and Compensation Commission to establish a Seafood Processing Safety Sector Council as soon as possible. Opposition from processors must not be allowed to prevent action in this area.*

There is an unfortunate history of neglect of occupational health and safety in fisheries in this province. This should never have happened and must not be allowed to continue. A revitalized fishery cannot afford to undermine the health of its labour force. The burden of occupational injury and disease among

The most important thing we have to work with is our fishery. I mean there are a lot of pretty places in the world. You don't need to come to Fogo Island to watch a sunset. So, the fishery is a driving force, it is the only driving force really for a little bit of tourism activity now on the Island. We want to take that and add to it, because I really believe that this community-based fishery or, when I say community-based fishery, I really mean where licenses are owned locally and you can look at the guy in the boat and know they go together and you know where the money goes. That is necessary for us to survive and do well out there, but it is not enough. We're trying to add something to it.

Zita Cobb Presentation to the International Symposium on Rebuilding Collapsed Fisheries and Threatened Communities, October 1-4, 2012.

existing plant workers has produced substantial suffering and hardship for affected workers. It is likely contributing to apparent labour shortages in the industry both directly, by reducing the pool of workers acceptable to processors and indirectly, by discouraging young people from entering the industry. We have a fish harvesting safety association in the province, jointly financed by the provincial government and the Workplace Health, Safety and Compensation

Commission, that is taking a pro-active approach to identifying and addressing occupational health risks in fishing. We need the same kind of mechanism for processing workers.

**Recommendation 21.** *Governments, schools and other institutions should encourage young people's interest in, and entry into fisheries, encouraging them to get the on- and off-water training they will need to thrive in this complex and challenging industry.*

Our school curriculum is strangely devoid of information about marine ecology and about fisheries as a way of life and as a business. There is also next to nothing in it on fisheries culture and heritage. Many young people are now better formally educated than in the past, but they lack knowledge about the fisheries of their own communities. Indeed, youth often



believe these fisheries to be a thing of the past and thus think they must move elsewhere to work, despite the fact that the industry is now starting to experience labour shortages.

The current reality is that young people everywhere are at high risk of unemployment and low incomes. In these circumstances, life away from their home communities can be much more costly than life in a region where they have the support of family and friends. Youth need to know this, and so the people who educate them also need to understand fisheries and create classroom opportunities for people who make their lives in the industry to speak to students. Some will come to love this complex, rewarding, and challenging way of life and, where appropriate, find ways to combine this work with other kinds of employment, as generations of people in this industry have done before them.

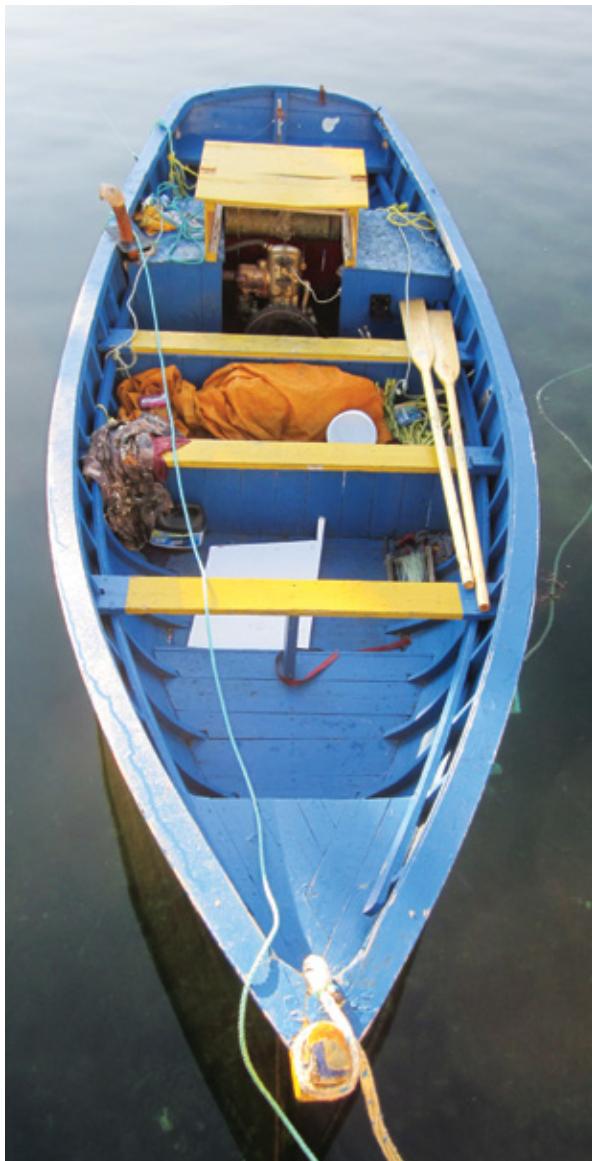
**Recommendation 22.** *The governments, the FFAW and the industry should recognize that young people have key skills and assets that could play a crucial role in revitalizing our fisheries and develop strategies to incorporate those assets and skills into the revitalization process.*

Young people are, for example, masters of social media and social media skills. Many are very interested

in, and concerned about, the future of the environment and they are also often fascinated by marine ecology. A policy framework that appropriately values our fisheries and coastal communities (such as that we advocate in **Recommendation 1**) would create more places where young people would have opportunities to use their skills and interests to improve and capitalize on our stewardship initiatives, to identify and develop new markets, and to promote and adapt new technologies and business approaches for our fisheries.

**Recommendation 22a.** *That policy framework (**Recommendation 1**) might include the creation of special licenses or quotas for young people, as has been done in Norway, to give them a chance to get on the water and experience fisheries while receiving some financial compensation for their apprenticeship work.*

**Recommendation 22b.** *The policy framework should give high schools in fishery-dependent regions the resources to encourage their students to undertake projects related to the promotion of stewardship, economic diversification, entrepreneurship, and other aspects of our fisheries. Such encouragement is already happening to some degree through the work of the FFAW but should be much more widespread.*



## CONCLUSIONS

*There are no shortcuts to resilient fisheries and thriving coastal communities.* Our fisheries are rich and diverse, but they are vulnerable in key areas. They, along with our marine fisheries and coastal communities and ecosystems, are a significant “common good,” a benefit to the province, Canada, and other parts of the world. All these can become stronger, or more vulnerable still, depending on how we invest in and govern our fisheries. The *governance structure* we need for strong, resilient fisheries and coastal communities will *have to be polycentric* — appropriately designed for the complex patchwork quilt of fish assemblages, and gendered, multi-generational and culturally complex communities that comprise our fisheries. Worm et al.’s review of rebuilding outcomes for many collapsed fisheries concluded that:

*the best management tools may depend on local context. Most often, it appears that a combination of traditional approaches (catch quotas, community management) coupled with strategically placed fishing closures, more selective fishing gear, ocean zoning, and economic incentives holds much promise for restoring marine fisheries and ecosystems.*

Others argue that fisheries governance for the common good needs to go beyond a focus on stock recovery and better management of harvesting, to take into account the effects of changing markets, trade agreements and other developments from ocean to plate on a broad range of public goods including food security, equity, social capital, and community economic development.

We have elements of a regime of mutual gain in some parts of our fisheries, but there is a great temptation to resort to quick fixes. That *quick fix* model is reinforced by pressure from powerful groups with vested interests, and also by measures that reduce decision-making transparency, seriously constraining the capacity of nongovernmental organizations, communities and other groups to participate in decision-making. Together, they constitute a serious threat to our capacity to sustain and enhance our fisheries into the future.

*Life in fishery-dependent coastal areas depends on synergies — fisheries and agriculture and tourism and forestry and local and distant learning, with experienced and new participants with diverse backgrounds. It requires extensive local and expert knowledge, much of it acquired on the sea and in the industry, shared*

across groups, with its validity tested in particular places and at particular times. That knowledge needs to begin with the premise that fisheries will always be characterized by high levels of uncertainty and fluidity, rather than trying to do the impossible and eliminate these from the equation.

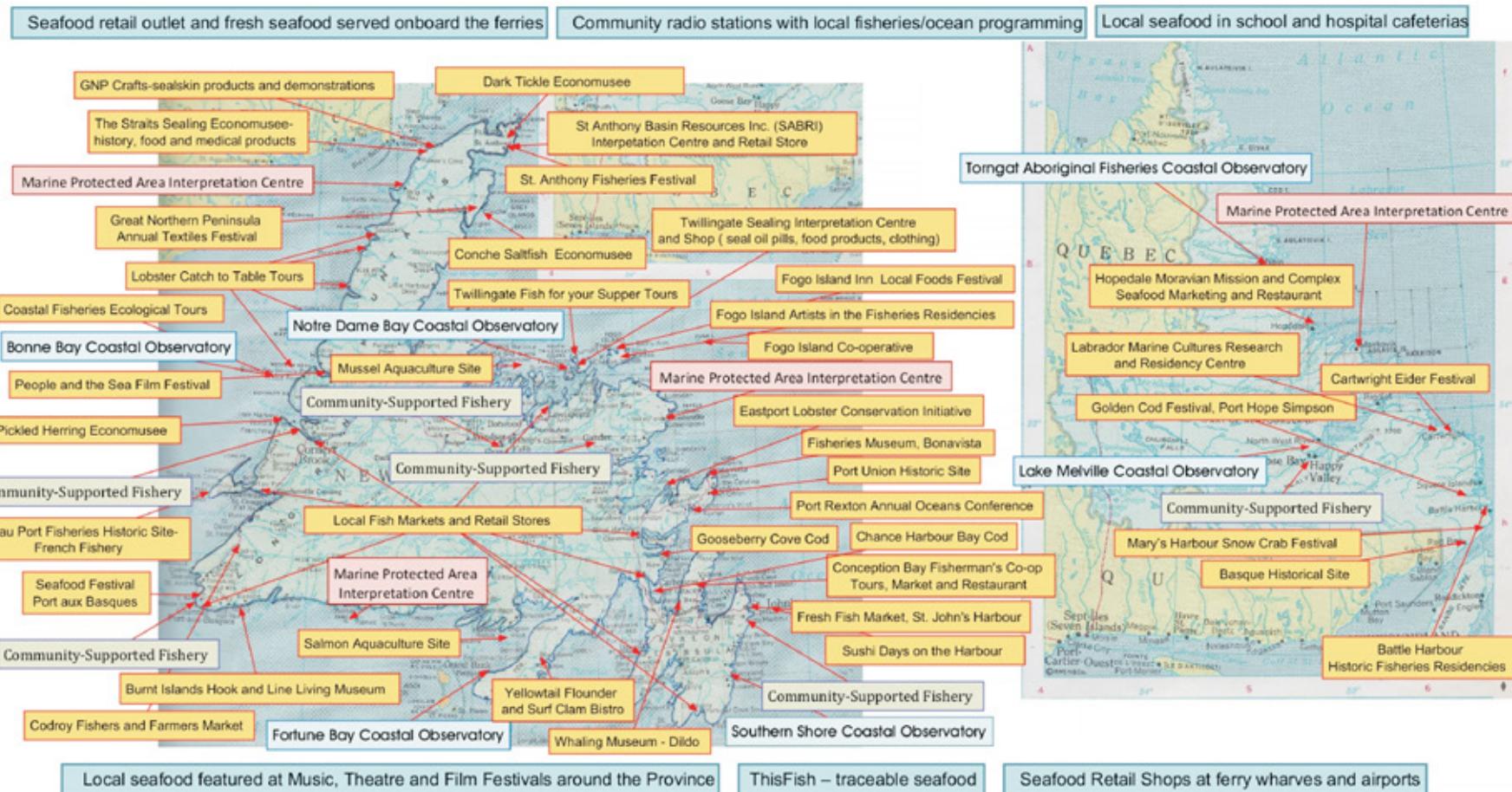
In this era of *climate change*, the biophysical foundation of our fisheries — the ocean itself — is shifting. Water warms and acidifies, oxygen levels change, and weather becomes less predictable and more inclined to extreme events. Managing fisheries involves dealing with this and with knowing how to catch the right types and amount of fish, leaving the rest in the water for the future, to support food chains and the wider ecosystem. It needs knowledge of how to preserve and sell fish, understanding that they have to be handled with care at sea and on land. It requires knowing how to process them into food that will be attractive to diverse and changing markets that are sometimes — but not always — far away and beyond our control. And it requires the resources and policy and governance mechanisms to ensure the great potential in our fisheries becomes a reality.

*We need to celebrate our fisheries, past and present, and the people who work in them. We need more opportunities for Newfoundlanders and Labradorians*

to learn about our fisheries, to enjoy the fruits of our work and generations of investment. Over centuries we have built some, but not all, of the knowledge, experience, and institutions we need to govern our fisheries. With the kind of focused work and investment that we advocate in this document, our future and that of our children will be much more resilient, endowed with opportunity, beauty, and diversity.



# Diversifying Our Fisheries, 2020



Created by Pam Hall, with Dr. Barb Neis and Dr. Rosemary Ommer, 2014

# FRESH SEAFOODS

## LOBSTER

Crab - \$

## Salmon

Salmon Fillets - \$1.95 lb.

Salmon Steaks - \$6.75 lb.

Salmon - whole

4-6 lb - \$5.75 lb.

8-10 lb - \$5.75 lb.

Salmon Heads & Pieces - \$1.25 lb.

## Cod

Cod Fillets - \$4.99 lb.

Cod Tongues - \$

Cod Checks - \$

Salt Cod Heads - \$1.75 lb.

Sole - Flounder - \$3.99 lb.

Ocean Perch -

Cod Heads - \$1.75

Halibut  
4.299 lb.  
4.299

THANK YOU AGAIN  
CALL AGAIN

## COOKED FISH

Cooked Fish  
(C Pk)

Salmon Burgers - 3.75 pk

Smoked Kippers - \$3.75 pk

Salt Fish Cakes - 2.75 pk

Breaded Fish Cakes - 2.75 pk

Steel Head Trout:

Fillets - 6.95 lb.  
whole - 4.50 lb.

Battered Shrimp - 5.00 bag

Battered Scallops - 5.00 bag

Breaded Scallops - 5.00 bag

Crab Au Gratin - 3.00

Cod Au Gratin - 3.00

Salt Fish N Brewis - 3.00

Clam Strips - 1.75 pk

Smoked Dried Caplin - 2.99 pk

MUSSELS \$1.39 lb.

SCALLOPS \$9.99 lb. Halibut (whole).

## SALT FISH

Salt Cod Fillets - \$4.99 lb

Salt Cod Pieces - 1.99 lb

Salt Dried Caplin - 2.99 pk

Salt Turbot Fillets -

Salt Salmon - 4.99 lb

Salt Cod Heads - 2.00 lb

Salt back Split Turbot -

Fresh Turbot - \$4.99 lb.

HALIBUT PIECES (FROZEN)  
\$5.75 lb

HALIBUT STEAKS  
Lrg Steaks - \$9.50