



Turning the Tide: Addressing the Graying of the Fleet and Loss of Rural Fisheries Access

Dr. Courtney Carothers
Associate Professor of Fisheries
College of Fisheries & Ocean Sciences
University of Alaska Fairbanks

Dr. Rachel Donkersloot
Program Director
Working Waterfronts
Alaska Marine Conservation Council

North Pacific Fishery Management Council, Kodiak, Alaska, June 6, 2018

Project Team



- Dr. Courtney Carothers, UAF
- Dr. Rachel Donkersloot, AMCC
- Paula Cullenberg, Sea Grant
- Jesse Coleman, UAF
- Danielle Ringer, UAF

Project website: fishermen.alaska.edu/

Loss of Local Bristol Bay Fleet

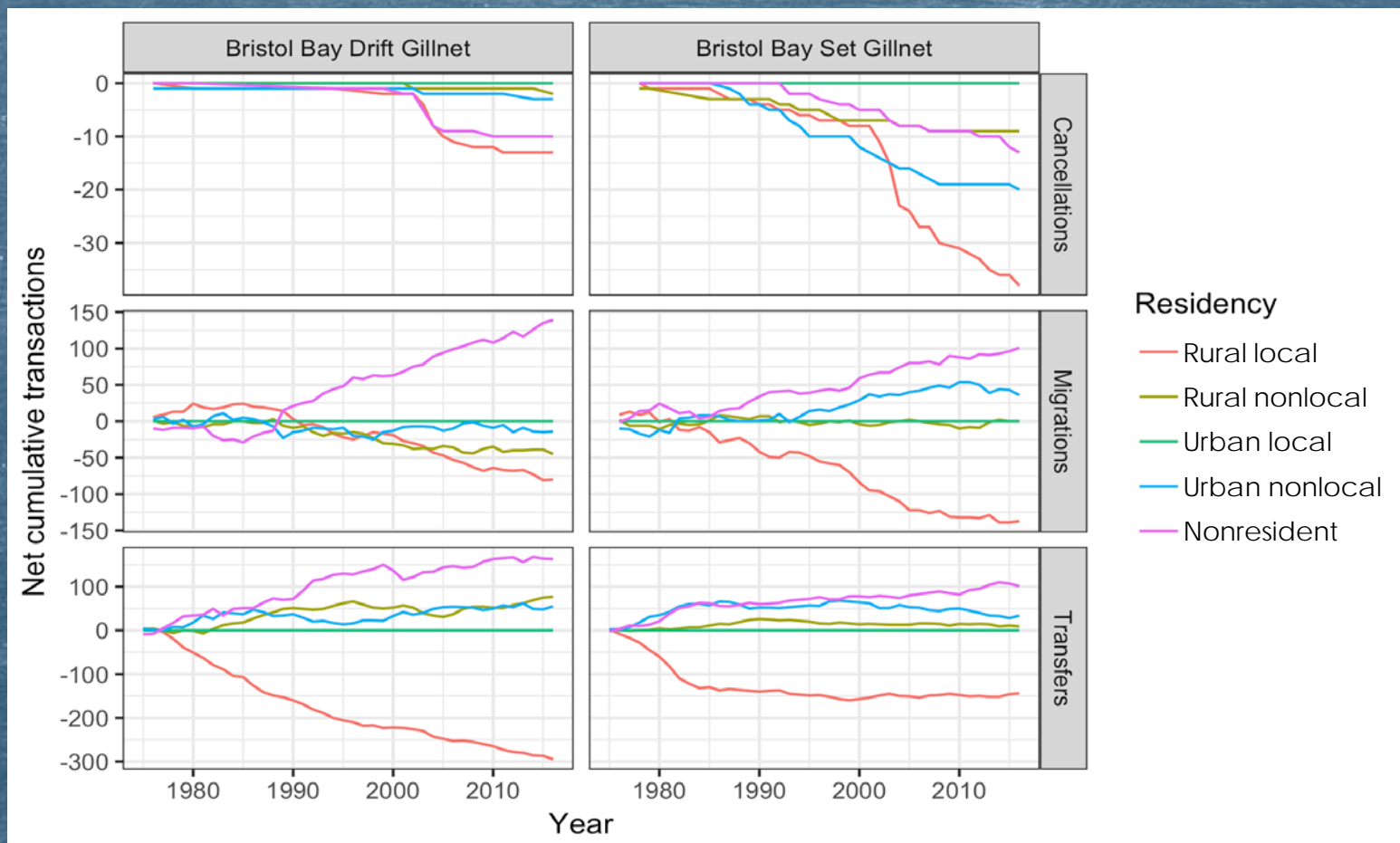


Figure 1: Alaska limited entry permit holdings by residency category.
Data: Commercial Fisheries Entry Commission (CFEC).

Crisis of Access in Kodiak Villages

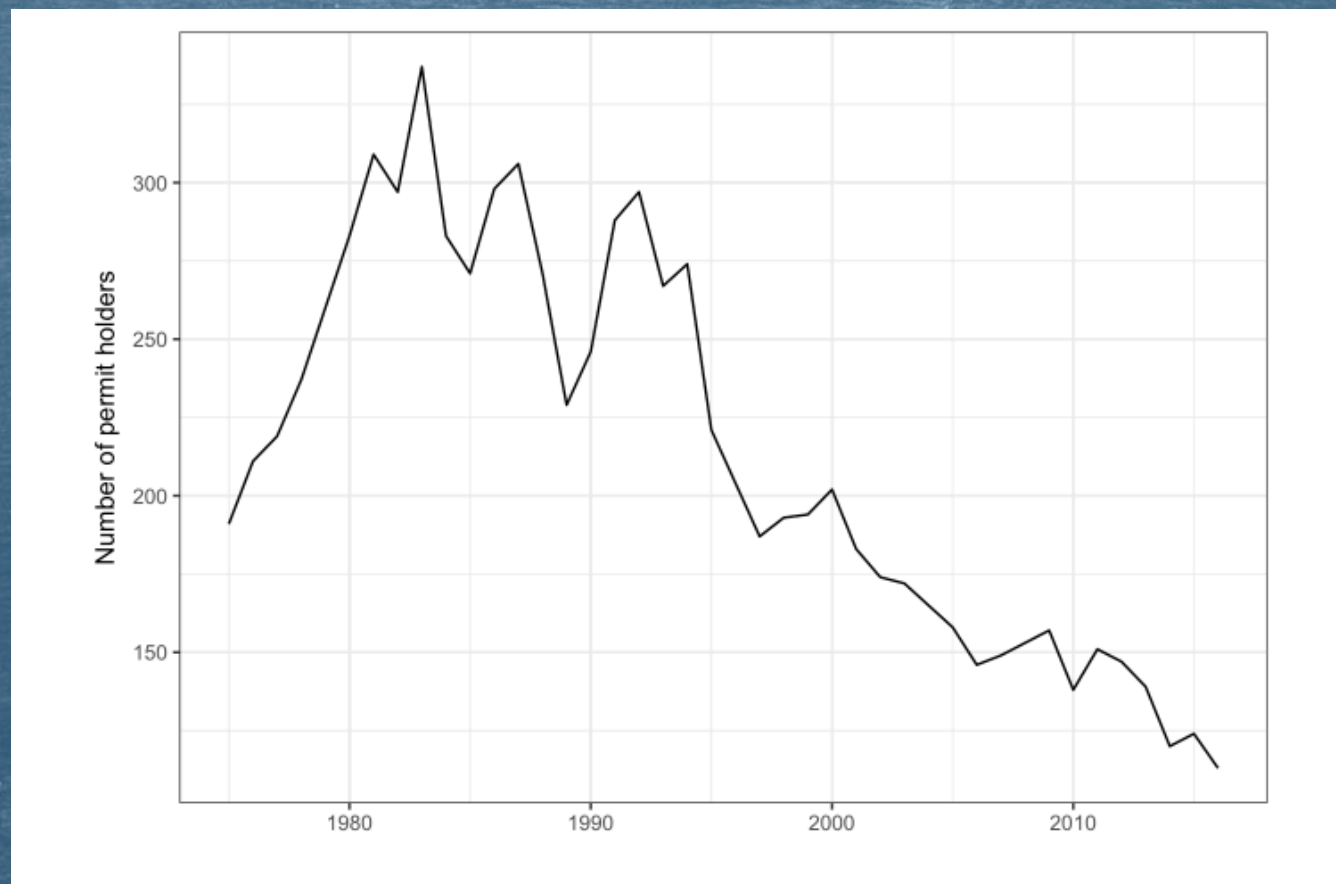
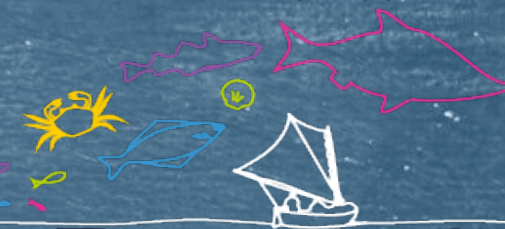


Figure 2: Alaska limited entry permit holders in Kodiak Archipelago communities, 1975-2016. Communities include Akhiok, Karluk, Larsen Bay, Old Harbor, Ouzinkie, and Port Lions. Data: CFEC.

Crisis of Access in Kodiak Villages

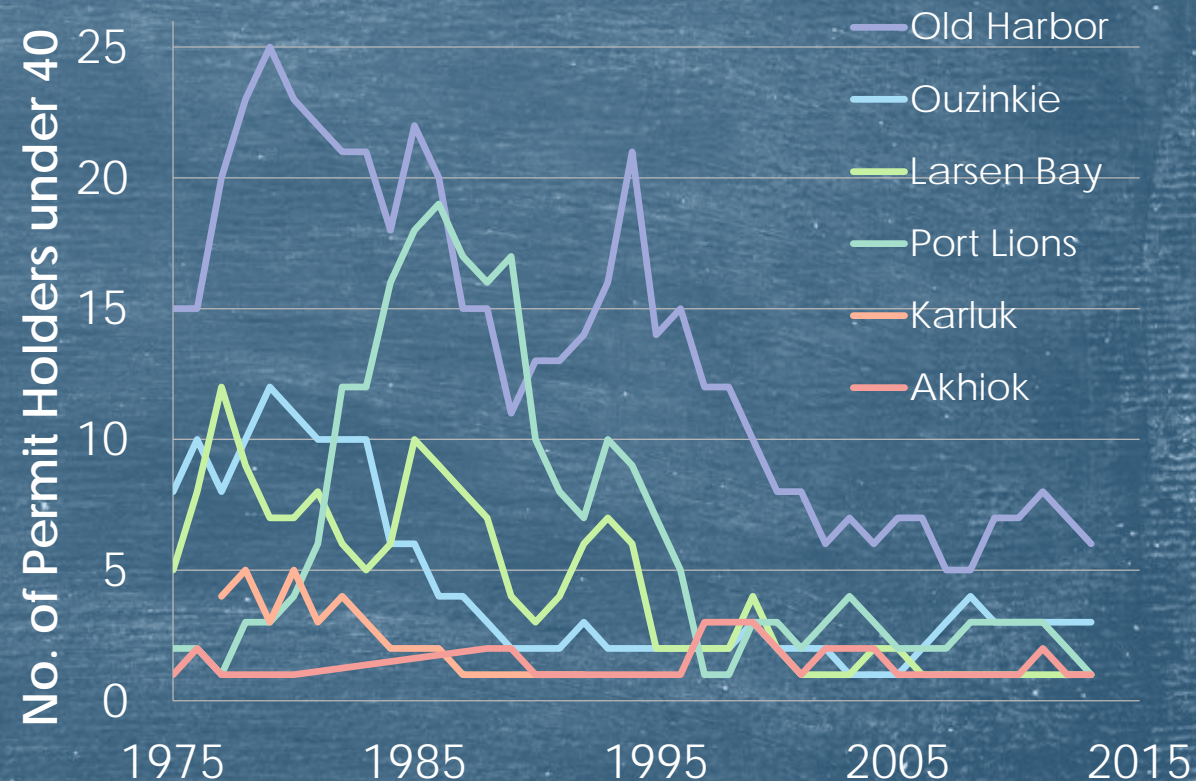
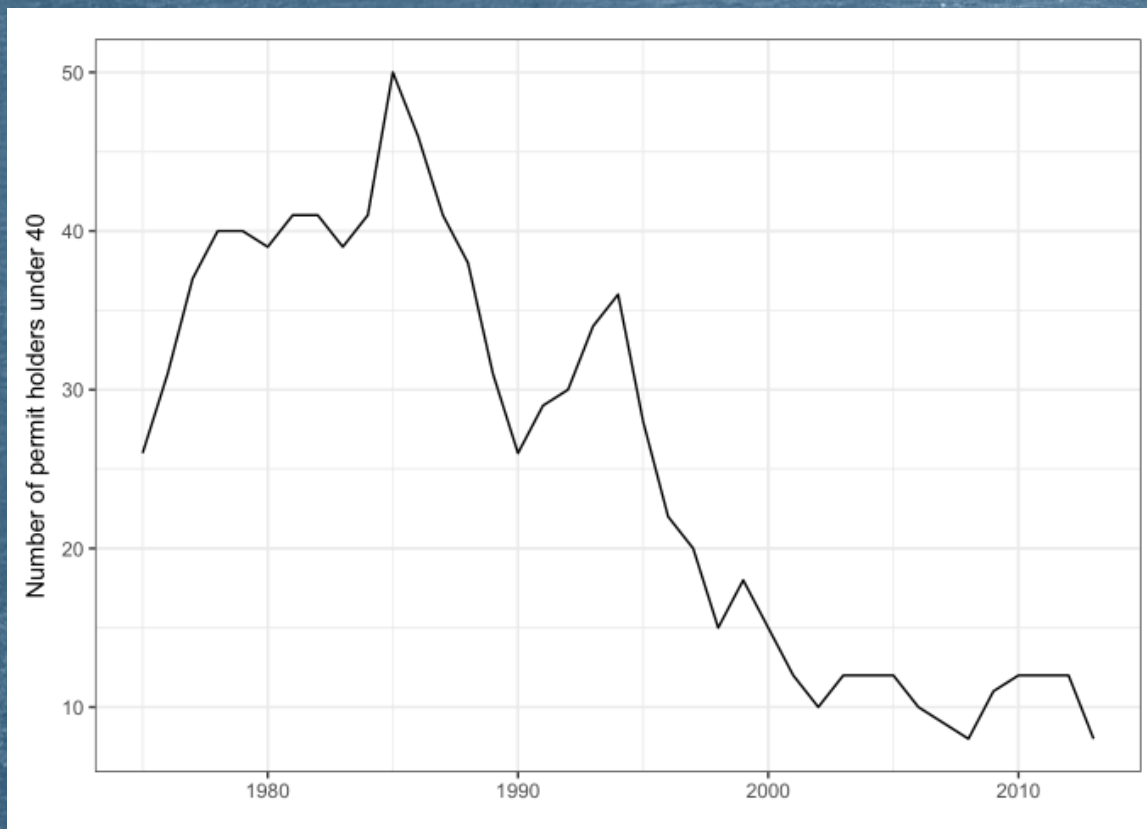
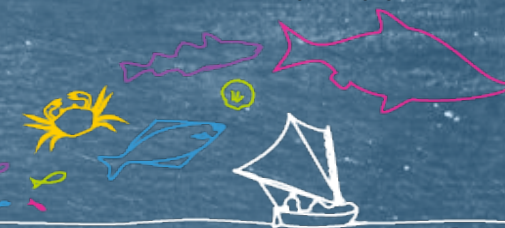


Figure 3 & 4: Alaska limited entry permit holders under age 40 in Kodiak Archipelago communities, 1975-2013. Data: CFEC.

Crisis of Access in Kodiak Villages

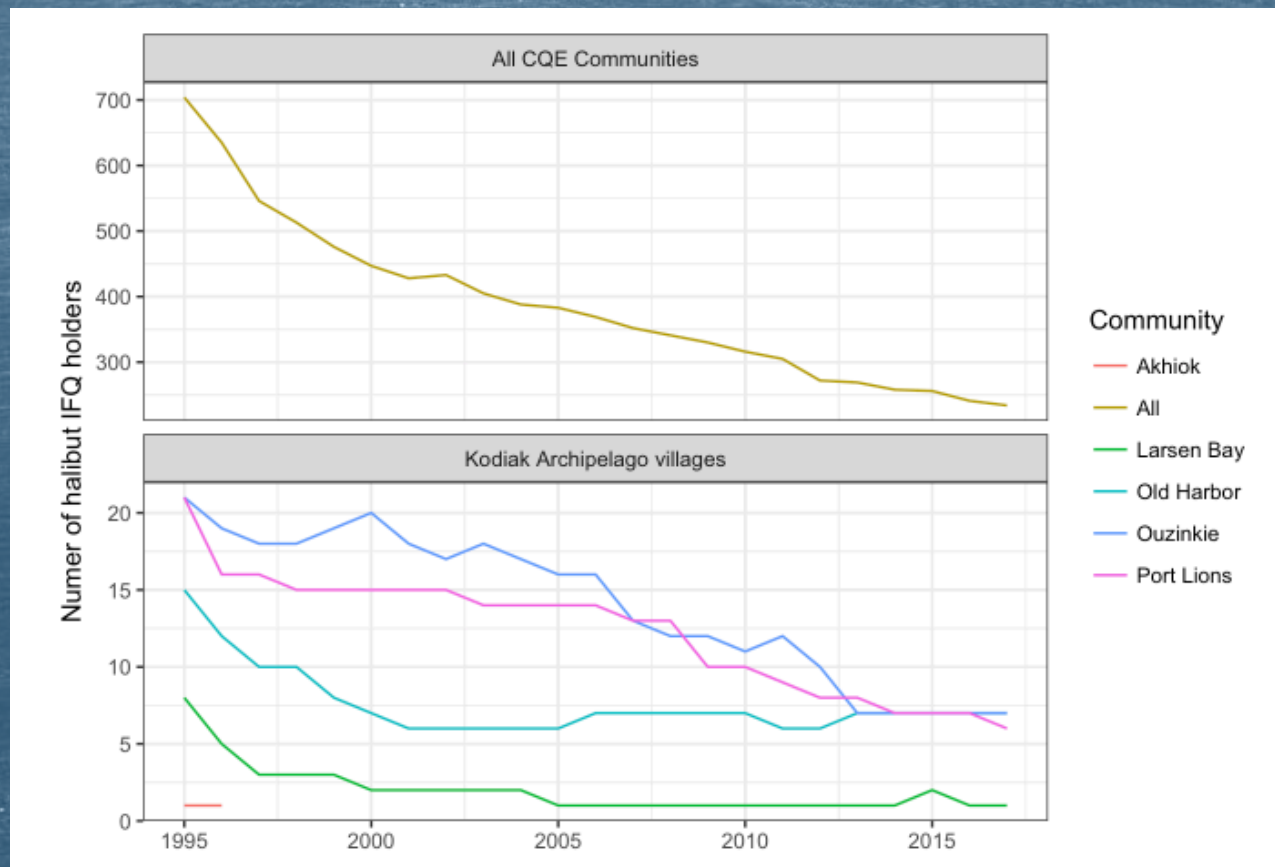
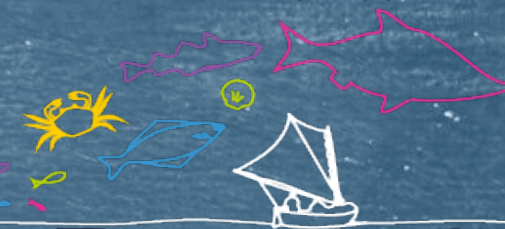


Figure 5: Number of halibut quota share holder by community, 1995-2017.
Data: NOAA Fisheries Service. 2016.

Graying of the Fleet

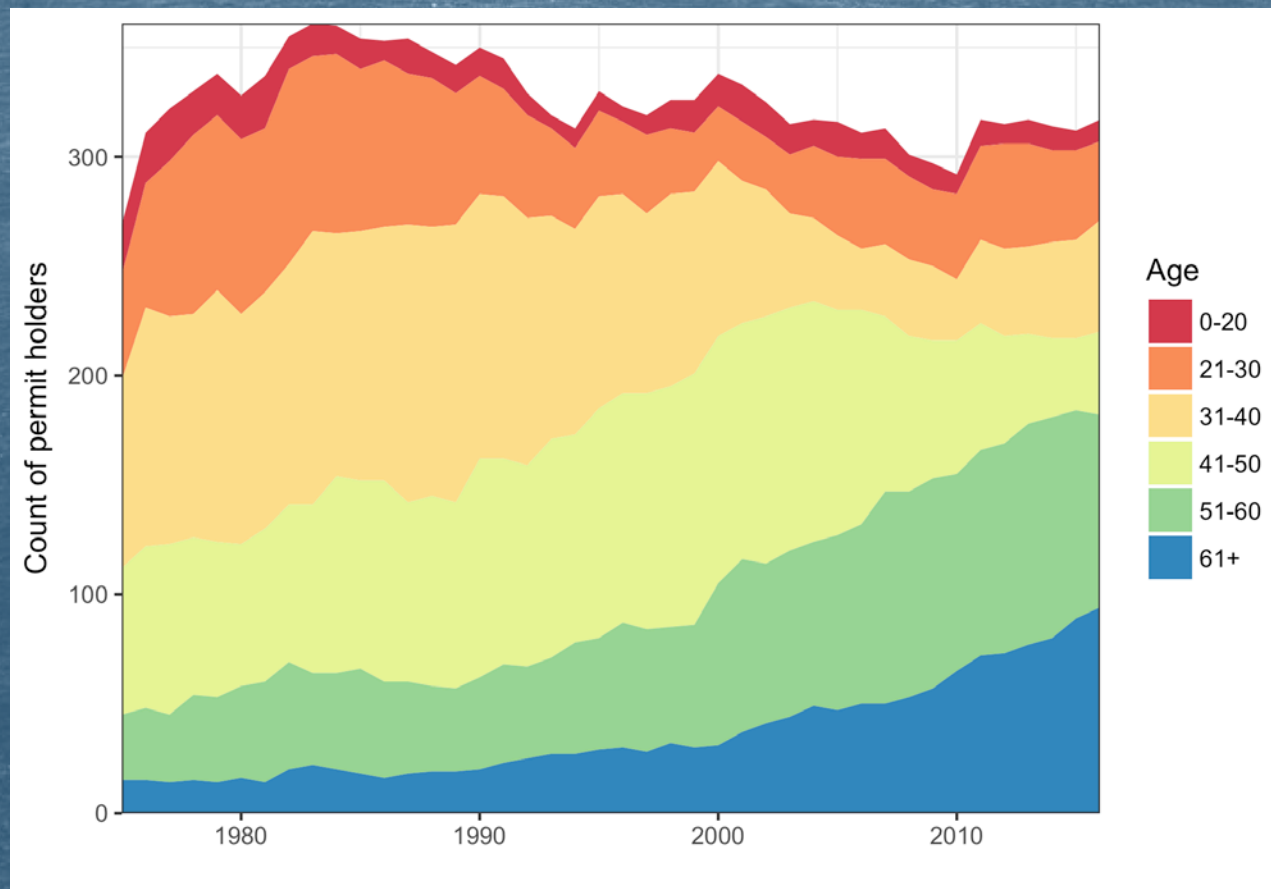


Figure 6: Age of Alaska limited entry salmon seine permit holders in Kodiak City, 1975-2016. Data: CFEC.

Global Social Science Consensus



Understanding and contextualizing social impacts from the privatization of fisheries: An overview

Julia Olson*

**Fisheries Privatization and
the Remaking of Fishery Systems**

Courtney Carothers and Catherine Chambers

**Making Space for Community Use Rights: Insights
From "Community Economies" in Newfoundland
and Labrador**

Paul Foley & Charles Mather

**Privatization: Property and the
Remaking of Nature–Society Relations**

Introduction to the Special Issue

Becky Mansfield

**Accounting for neoliberalism: "Social drivers"
in environmental management**

Sara Jo Breslow¹

***The Neoliberal Reorganization of the Greenlandic
Coastal Greenland Halibut Fishery in an Era of
Climate and Governance Change***

Alyne E. Delaney

**Neoliberalism and the politics of enclosure in North American
small-scale fisheries**

Evelyn Pinkerton^{a,*}, Reade Davis^{b,1}

**The role of moral economy in two British Columbia fisheries:
Confronting neoliberal policies**

Evelyn Pinkerton*

**Thirty years after privatization: A survey of Icelandic small-boat
fishermen**

Catherine Chambers^{a,b,*}, Courtney Carothers^c

Research, part of a Special Feature on [Rebuilding Fisheries and Threatened Communities: the Social-Ecology of a Particularly Wicked Problem](#)

**Resilient communities? Collapse and recovery of a social-ecological system
in Arctic Norway**

[Else Grete Broderstad](#)¹ and [Einar Eythórsson](#)²

**Governing enclosure for coastal communities: Social embeddedness
in a Canadian shrimp fishery**

⁸ Paul Foley^{a,*}, Charles Mather^{b,d,1}, Barbara Neis^{c,2}

Including Alaska & North Pacific



Transfer Patterns in Alaskan
Limited Entry Fisheries

Dr. Steve Langdon
University of Alaska, Anchorage

The Graying of the Alaskan Fishing Fleet

by Rachel Donkersloot and Courtney Carothers

TRAGEDY OF COMMODIFICATION:
Displacements in Alutiiq Fishing Communities in the Gulf of Alaska

Courtney Carothers

“Rationalized Out”: Discourses and Realities of Fisheries
Privatization in Kodiak, Alaska

COURTNEY CAROTHERS*

**Towards individual-owned and owner-
operated fleets in the Alaska Halibut and
Sablefish IFQ program**

Marysia Szymkowiak² and Amber H. Himes-Cornell¹*

**Foregone harvests and neoliberal policies: Creating opportunities
for rural, small-scale, community-based fisheries in southern
Alaskan coastal villages**

**Neoliberal and neo-communal herring fisheries in Southeast Alaska:
Reframing sustainability in marine ecosystems**

Thomas F. Thornton^{a,*}, Jamie Hebert^b

Limited Entry Policy and the Bristol Bay, Alaska Salmon Fishermen

J. ANTHONY KOSLOW¹

**Traditional foods, corporate controls: networks of household
access to key marine species in southern Bering Sea villages**
Katherine Reedy and Herbert Maschner

Environmental Justice



- Halibut IFQ fishery: low-income and Alaska Native fishermen more likely to sell, less likely to buy
- Small communities in Gulf of Alaska show least support for IFQ program
- Negative impacts to core fishing values and individual and community well-being; long-lasting conflict and divisiveness.

Executive Order 12898

Each federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations

Addressing Challenges in Alaska: Current Programs

- Community Development Quota (CDQ) Program
- Community Quota Entity (CQE) Program
- Jig sector set-aside
- Super-exclusive fisheries
- Alaska Commercial Fishing Loan Program
- Commercial Fishing and Agriculture Bank
- CQE Revolving Loan Fund
- BBEDC's Permit Loan Program
- Bering Sea Right of First Offer
- Alaska Young Fishermen's Summit



Family setnetting operation, Naknek.
Photo: Flynn Photography



What policy responses may address the graying of the fleet and loss of rural access in Alaska fisheries?



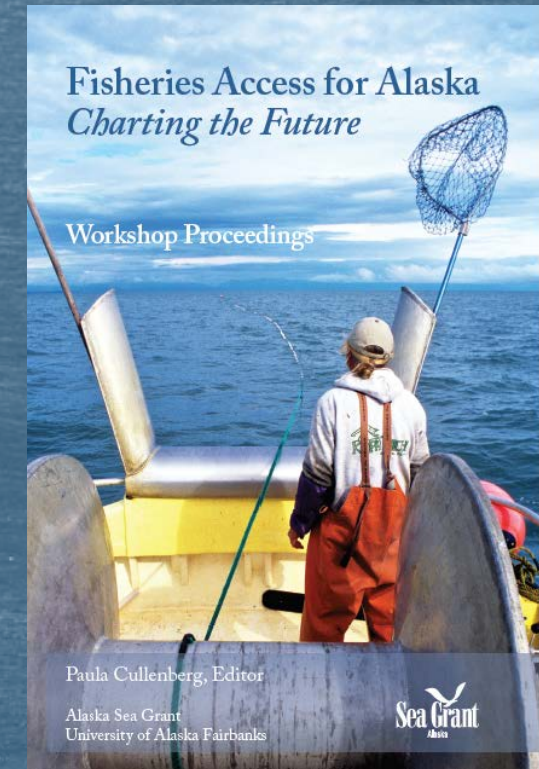
A REVIEW OF PROGRAMS AND POLICIES TO ADDRESS ACCESS CHALLENGES IN ALASKA FISHERIES
NOVEMBER 2017

Paula Cullenberg, Alaska Sea Grant, University of Alaska Fairbanks
Rachel Donkersloot, Alaska Marine Conservation Council
Courtney Carothers, University of Alaska Fairbanks
Jesse Coleman, University of Alaska Fairbanks
Danielle Ringer, University of Alaska Fairbanks



Addressing Access Challenges: Global Examples

- Small-Scale Access Provisions
- Rural & Community-Based Access
- Indigenous Access Provisions
- Youth & Future Generations



Small-Scale Access Provisions

- Open Group Fishery (Norway)
 - Targets small-scale fishermen who did not qualify for IVQs
 - Only for vessels under 11m & with annual non-fishing income of less than roughly \$40,000 USD
- Coastal Fishing/Quota-Free Fishing (Iceland)
 - Created in 2009
 - Allows up to four jig machines to harvest up to 650 kg of cod, saithe, and rockfish for 14 hours/day, four days/week, May through August, without purchasing ITQs



Rural and Community-Based Access

- Community Quota (Iceland)
 - Created in 2003
 - Less than 2% of cod TAC allocated directly to fishermen; must be landed in specific communities
- Island Limited Entry (Maine)
 - Designed to maintain local lobster licenses
 - Island residency required to hold license
 - Islands have authority to manage entry
 - Islands have their own fishing territories
 - Island licenses have lower trap limits



The Norðurfjörður harbor, Iceland.
Photo: Catherine Chambers.



Indigenous Access Provisions

- Intended to improve access for Norway's Sámi population
- Includes annual set-aside of cod and crab quota that is available only to open group fishermen living in Sámi districts
- Provisions favor small-scale fishermen and have catalyzed the revival of some fjord fisheries since 2010



Youth and Next Generation Access

- Recruitment Quota (Norway)
 - Created in 2010
 - Available at no cost to fishermen under age 30.
 - Recruitment quota cannot be sold.
 - Issued for multiple species north of 62 degrees north latitude
 - Eighty-four young fishermen in Norway received RQ between 2010-2016; only 2 of these 84 fishermen have left the fisheries



Young fishermen, Kodiak. Photo: Danielle Ringer.



Alaska's Fishing Future: Recommendations

1. Develop supplemental forms of access to commercial fishing that are not market-based to facilitate new entry and provide diversification opportunities.
2. Establish youth permits or student licenses and mentorship or apprenticeship programs to provide young people with exposure to and experience in fishing and a pathway to ownership.
3. Develop mechanisms to protect and diversify community-based fishing access, including provisions to protect local access and wider use of super-exclusive registration in state fisheries.



Young fisherman, Kodiak.
Photo: Danielle Ringer

Acknowledgements



Thank you to all of the individuals and organizations who endorsed our project and supported our work, including: Kodiak Island Borough, Alutiiq Tribe of Old Harbor, Native Village of Ouzinkie, Kodiak Island Borough School District, Old Harbor School, Ouzinkie School, Kodiak Seafood and Marine Science Center, Naknek Native Village Council, Kokhanok Village Council, Togiak Traditional Council, Bristol Bay Borough, Lake and Peninsula Borough, Lake and Peninsula School District, SAVEC, BBEDC, SWAMC, Dillingham City School District, Togiak School, Bristol Bay Borough School District, Representative Bryce Edgmon, and student survey and interview participants.

Graying of the Fleet research team

Funders: Alaska Sea Grant & North Pacific Research Board

Local research assistants: Alexandra Bateman, Garman Squartsoff, Tamara Swenson, and Meghan Rearden.