

An Ocean Legacy

The US Pacific Island Way

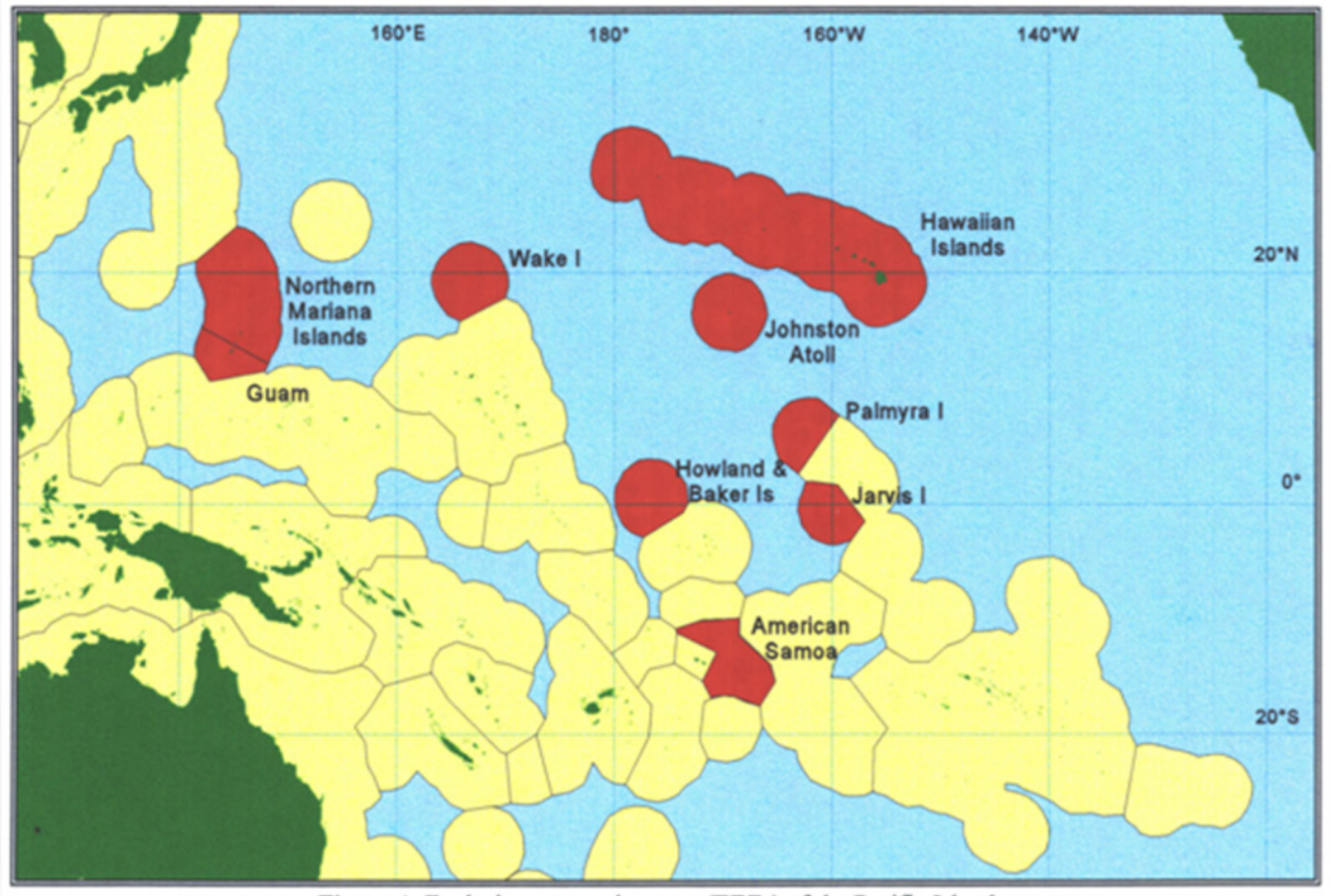


**Prepared by the Western Pacific Regional Fishery Management Council
for the White House Council on Environmental Quality**

**September 9, 2014
(revised September 16, 2014)**



Why the US Pacific Islands Oppose Monument Expansion



1. Negatively impacts US Pacific Islands and US fisheries
2. US and international ocean policy and laws already exist
3. Lacks conservation benefits
4. Well managed, sustainable fisheries is a better ocean legacy
– the US Pacific Island Way

“Fishing Is the Ocean and Fishing Is Life ...”

Lt. Gov. Lemanu Peleti Mauga
American Samoa

Broad Opposition to Expansion of Pacific Remote Islands Marine National Monument



Governor Lolo Moliga, American Samoa

Governor Eddie Balza Calvos, Guam

Governor Eloy Inos, Commonwealth of the Northern Mariana Islands (CNMI)

American Samoa Legislature

CNMI Legislature

CNMI Mayors of Saipan, Northern Islands, Rota, and Tinian and Aguiguan

Democratic Party of American Samoa

American Samoa Chamber of Commerce

Guam Fishermen's Cooperative Association

Tuatai o Samoa Longline & Fishing Association

United Fishing Agency

Hawaii Longline Association

Pacific Islands Fisheries Group

Hawaii Fishermen's Alliance for Conservation and Tradition

America Tuna Boat Association

Tri Marine Group

StarKist

Bumble Bee Seafoods

Garden and Valley Isle Seafood

Marine Conservation Alliance

National Fisherman

Waialua Boat Club

Alii Holo Kai

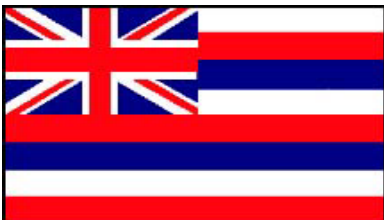
Na Koa Ikaika o Ka Lahui Hawaii (Affiliate of Indigenous World Association)

Professor Ray Hilborn, University of Washington

Western Pacific Regional Fishery Management Council

Pet Industry Joint Advisory Council

General public



Concerns also raised by US Senator Brian Schatz and US Representative Colleen Hanabusa

“I also request that the National Ocean and Atmospheric Administration (NOAA) extend Town Hall meetings to American Samoa and other U.S. Territories that will be affected by any expansion of the PRIMNM.”

---US Congressman Eni F. H. Faleomavaega, American Samoa (July 18, 2014)

“Policy on oceans should come through Congress. This is really an example of the administration simply not giving information on what it is doing.”

---Doc Hastings, Chairman, US House Committee on Natural Resources

“Mr. President, the available data affirms the fact that the loss of fishing grounds due to the proposed expansion will translate to fisheries related economic loss caused by the decline in the supply of fish to the canneries which will no doubt trigger an economic recession for the Territory of American Samoa’s economy. The cannery employs 1/3 of the American Samoa workforce. It means that a total of 2,177 jobs will be lost within the tuna cannery industry if this expansion goes through.”

---Governor Lolo Moliga, Territory of American Samoa (August 14, 2014)

“Alaskans know what happens when the President unilaterally closes millions of acres of public lands---it means a loss of jobs and a hit to the economy.”

---US Senator Lisa Murkowski, Alaska,

“It is also demoralizing and quite disturbing that the proponents for the expansion of the Pacific Remote Islands Marine National Monument are individuals who have no basic understanding of what such actions will do to the lives of the people who will be shattered by these ‘feel good’ national initiatives.”

--Governor Lolo Moliga, Territory of American Samoa (July 21, 2014)

“As Governor, I hope you will appreciate my perspective on how implementing an advocacy-based conservation agenda under the Antiquities Act can negatively affect the island communities in the Western Pacific. The Marianas archipelago is home of the Marianas Trench Mariana National Monument, a paper park that has been mostly neglected since it was designated in 2009. ... I find it ironic that the primary purpose of Congress for passing the Antiquities Act was specifically to protect the culture and heritage of Native American Indians. Now, one hundred and eight years later, this very same law is being used to threaten the culture and heritage of native Pacific Islanders.”

---Governor Eloy S. Inos, Commonwealth of the Northern Mariana Islands (August 15, 2014)

“Conservationists describe the water as pristine, which implies that any human activity that has taken place over the years has had no deleterious effect. And you’ve banning fishing ... why?”

---*National Fisherman* (August 28, 2014)

“Given the good condition and low use of the marine resources in the PRIMNM area, the Nation should manage the PRIA [Pacific Remote Island Area] using the best contemporary marine resource management practices, as described in the *Final Recommendations of the Interagency Ocean Policy Taskforce*. Therefore, I humbly request that the expansion of the current Monument boundaries be tabled,”

---Governor Eddie Baza Calvo, Territory of Guam

“Our government should seek to preserve the livelihoods of our fishermen and provide waters that exclusively serve to provide an advantage for the regulated US and local fishing industry in the global market.”

---Senate Concurrent Resolution 33-20, American Samoa 33rd Legislature (August 14, 2014)

“The director general of the Forum Fisheries Agency, James Movick, says the U.S. move could drive longliners into the southern seas, further depleting the very stock the small island states are trying to conserve. ... It’s hard to see what precise management benefit would be obtained by that.”

---islandbusiness.com

“The Obama Administration’s proposed monument expansion joins a lengthy list of historical restrictions on US Pacific Island fishermen.”

---Na Koa Ikaika o Ka Lahui Hawaii (Affiliate of Indigenous World Association)

“The key question with respect to the expanded protections proposed by President Obama is what will they do to aid solutions to the problems facing oceans. I am afraid the answer to this is they will do nothing! Closing additional areas to fishing will have no impact on ocean acidification or ocean pollution, and the impact of these closures on overfishing will almost certainly be negligible.”

---Professor Ray Hilborn, School of Aquatic and Fishery Sciences, University of Washington
(August 4, 2014)

Pelagic Fisheries Are Important to the US Pacific Islands and the Nation

Hawaii Longline Fishery

A major domestic fish producer

- 80% of US bigeye tuna
- 50% of US swordfish
- 50% of US yellowfin tuna

A major supplier to total US market including imports

- 60% of US bigeye tuna market
- 14% of US swordfish market
- 4% of US yellowfin tuna market



Only 2% of Hawaii longline landings are exported.

Hawaii seafood consumption three times national average per capita.

Hawaii fishery is fresh (iced, not frozen) resulting in highest quality.

Honolulu harbor ranks 5th in the nation in landed seafood value (\$100 M).

US Purse Seine Fishery

All US Purse Seine vessels offload in American Samoa for canning at StarKist Samoa and Tri Marine

The fleet delivers approximately \$60 million in tuna annually to American Samoa canneries

American Samoa is considered a Small Island Developing State (SIDS)

- Per capita income: \$8,000
- US poverty level: ~\$13,000 (HI)



The local economy and approximately 5,000 jobs are dependent on tuna processing

Approximately 65% of American Samoa government revenue comes from federal grants, which will increase if fish landings decrease.

Guam and CNMI Tuna Fisheries

Guam and CNMI are located three to four hours flying time from every East and Southeast Asian country and have a history of US tuna fisheries, including pole-and-line fishing, purse seining, longlining and transshipment. Guam and CNMI are Small Island Developing States. While other Pacific Islands are actively developing their tuna fisheries with strong support from their governments, the US has undertaken policies such as closing off fishing waters that undermine rather than support fisheries in Guam and the CNMI.

Existing US and International Management Protects the Pacific Remote Islands and Tuna Resources

Magnuson-Stevens Fishery Conservation and Management Act (MSA, 1976)

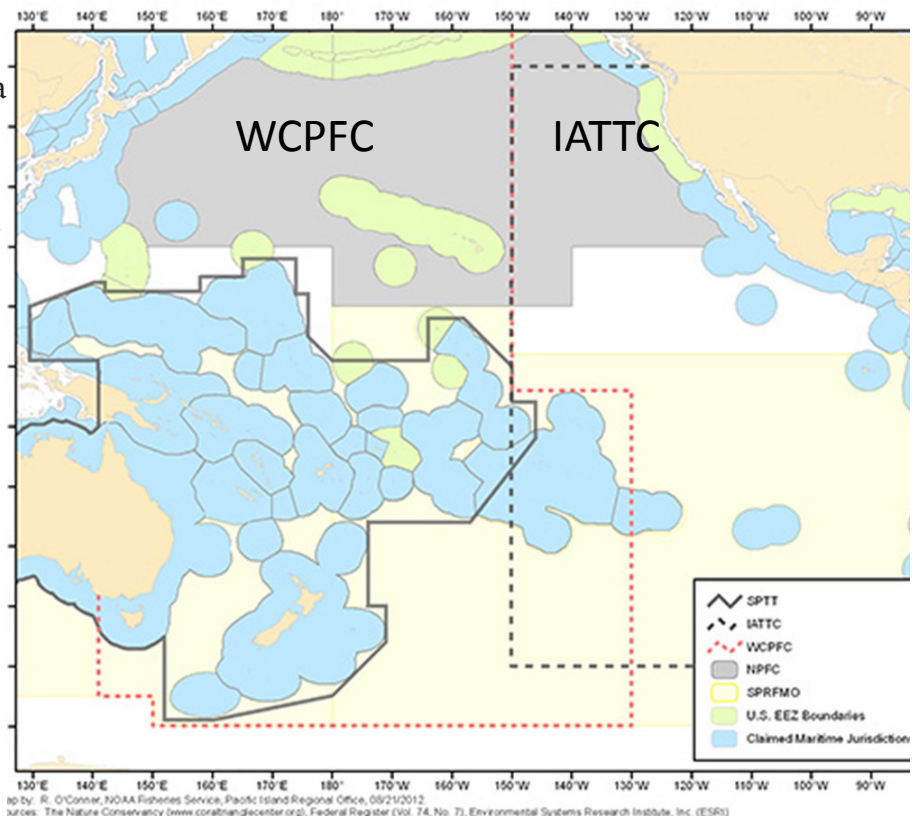
- Nation's primary fisheries management law
- Created 8 fishery management councils
- US fisheries managed under MSA are sustainable and responsible
- National Standards prevent overfishing and require use of best available scientific information
- Requires consistency with other applicable law (e.g., Endangered Species Act, Marine Mammal Protection Act, Highly Migratory Species Act, Migratory Bird Treaty Act, National Environmental Policy Act)

Western Pacific Fishery Management Council

- 1986- Prohibited drift gill netting and bottom trawling throughout US Pacific Ocean (1.5 million square miles)
- 1987- Pioneered Vessel Monitoring System for fisheries globally
- 1990- Fostered inclusion of tuna under MSA
- 1992- Established spatial management areas for Hawaii longline fishery
- 1994- Established Hawaii longline limited entry program
- 1998- Hosted & supported international meetings leading to formation of the Western & Central Pacific Fisheries Commission
- 2001- Created the first fishery ecosystem plan in nation (coral reefs)
- 2004- First in nation to implement sea turtle hard cap
- 2009- Established place-based Fishery Ecosystem Plans for US Pacific Islands Region
- 2014- Initiated 100% daily electronic reporting in Hawaii longline fleet--- first in Pacific

International Management

- Management measures for tuna and tuna-like species are developed by Western and Central Pacific Fisheries Commission (WCPFC) and the Inter-American Tropical Tuna Commission. The United States is a party to both of these regional fishery management organizations.



Highly Migratory Tuna Fisheries Are Dynamic

Location of Fish and Fishing Effort Fluctuates

Where fish are caught is determined by where the fish are located, which fluctuates with climate and oceanographic factors. Location of fishing effort is also determined by economic factors, such as fuel costs, and management and political measures, such as fishing restrictions that impact certain geographical areas.

HAWAII LONGLINE IN US PACIFIC REMOTE ISLANDS

YEAR	% of Effort (hooks)
2000	16 percent
2001	13 percent
2002	14 percent



US PURSE SEINE IN US PACIFIC REMOTE ISLANDS

YEAR	VOLUME (mt)	% of CATCH
1997	29,929 / 144,484	21 percent
1998	17,126 / 174,156	10 percent
1999	10,440 / 174,692	6 percent

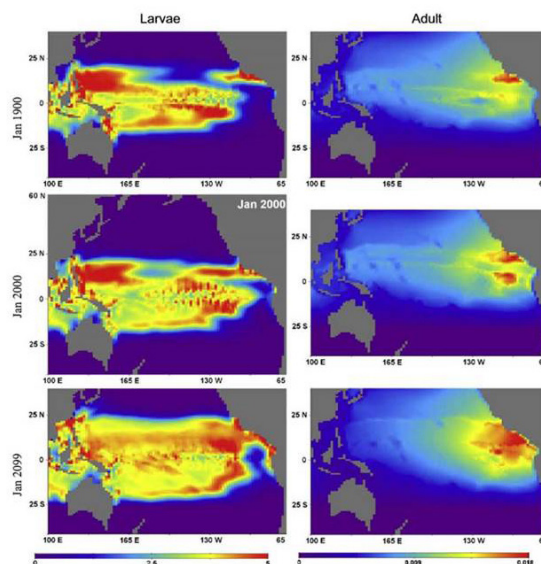


Climate Change May Increase US Pacific Remote Island Tuna Biomass

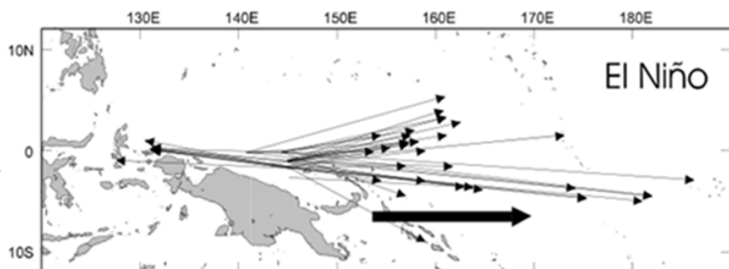
Climate change will shift bigeye tuna populations eastward, increasing Hawaii longline reliance on the Pacific Remote Island waters.

Climate change will double the frequency of El Nino periods. During El Nino periods, skipjack move east, increasing US purse seine reliance on US Pacific Remote Islands waters.

Predicted Shift in Bigeye Population from Climate Change



Lehody P et al. Preliminary forecasts of Pacific bigeye tuna population trends under the A2 IPCC Scenario. Prog Oceanogr 86(1-2) 302-315.



Skipjack tuna move eastward during El Niño. [Source: Lehody P et al. 1997. El Nino

Southern Oscillation in the Western Pacific. Nature. 389. 715-718.

Monument Expansion Will Squeeze US Fisheries, Increase Trade Deficit, Decrease Food Security

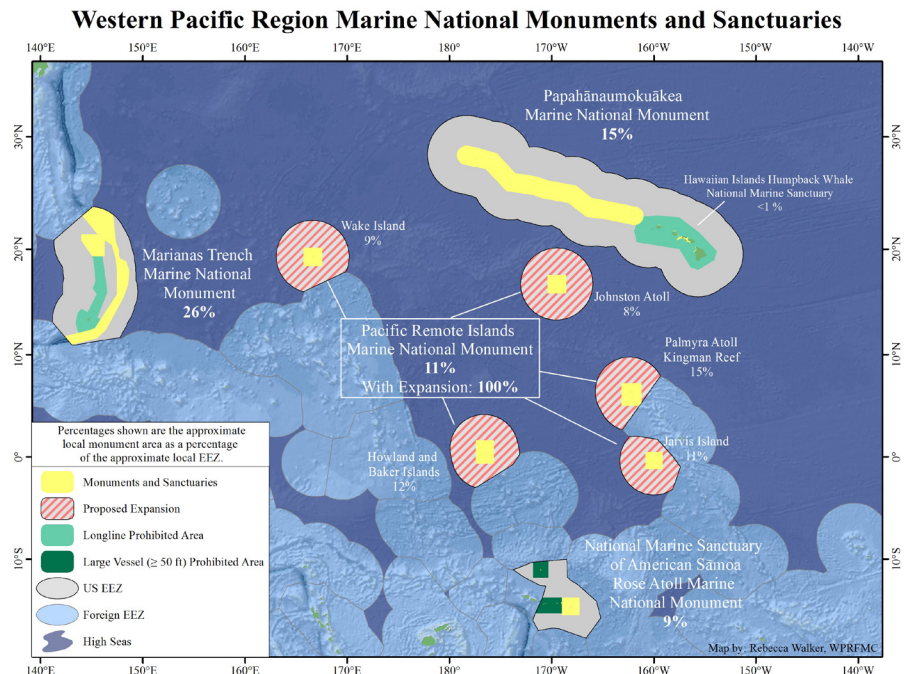
US Fisheries Are Being Squeezed Out

- Currently 17% of the US EEZ in the Pacific Islands is closed to longline and purse-seine fishing. With the proposed monument expansion, 44% of the US EEZ in the Pacific Islands will be closed to these US fisheries.

- US purse-seine fishing effort on the high seas is restricted by the Western and Central Pacific Fisheries Commission.

- Fees for US purse-seine vessels to fish in the EEZs of Pacific Island countries have tripled and the number of fishing days in the EEZs are limited.

- A vessel day scheme for longline fisheries is also being contemplated.



US Seafood Trade Deficit and Food Security

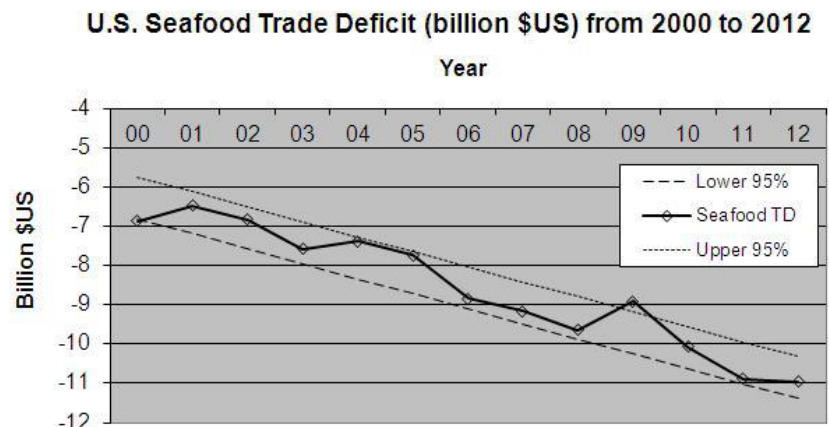
- The US seafood trade deficit is estimated at \$11 billion.

- 91% of seafood consumed in US is already from foreign sources.

- Monument expansion will reduce domestic tuna production and exacerbate the US seafood trade deficit.

- US Pacific Island seafood consumption is several times the national per capita average.

- Monument expansion will weaken US national and local food security.



The US seafood trade deficit in 2012 was valued at \$10.96 billion

(US Census Bureau trade data).

[Source: Michigan Aquaculture Association]

Monument Expansion Will Increase IUU Fishing and Weaken US Influence in the Pacific

Monument Expansion Will Increase IUU Fishing

- US Coast Guard patrols the Pacific Remote Islands infrequently (about once per quarter)
- US vessels are the “eyes and ears” of USCG and report potential illegal foreign fishing
- Negative impacts to American Samoa canning industry will make US Port States Measures ineffective as foreign fleets move to other ports to offload tuna
- Largest illegal foreign vessel violation in US history caught in American Samoa port (violation occurred in the US EEZ around the Pacific Remote Islands)
- 20-30% of foreign imported fish consumed in US is estimated to be from illegal, unregulated, unreported (IUU) sources
- Percentage likely to increase from weakening US fisheries in Pacific
- China reprocessing is a major problem

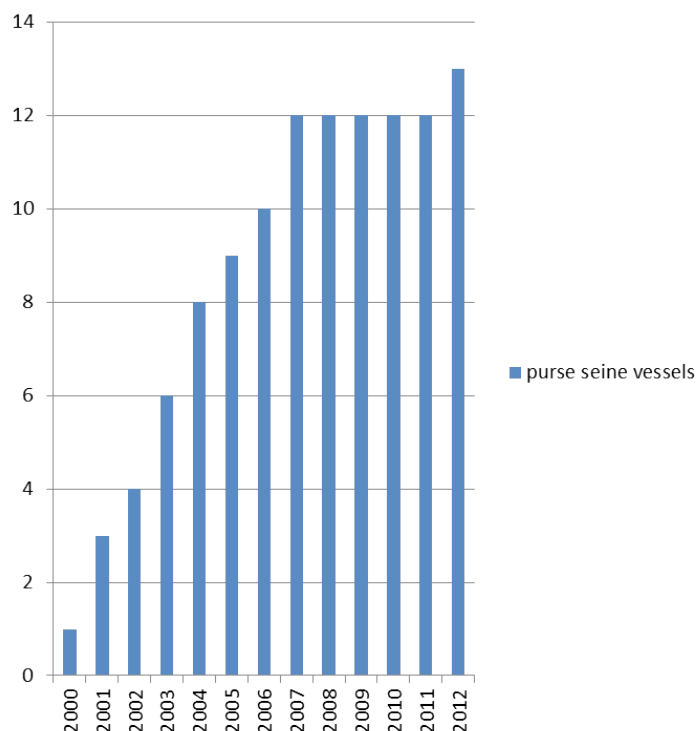
Monument Expansion Enhances China’s Control Over Oceania

- Monument expansion weakens US fisheries which weakens US influence in region
- China is aggressive player in Oceania in search of natural gas, minerals, fish, and other raw materials and subsidizes its fishing fleets
- China funds major capital improvement projects in Pacific Islands and provides other financial benefits
- Little US foreign aid to region reduces ability of US to counterbalance China

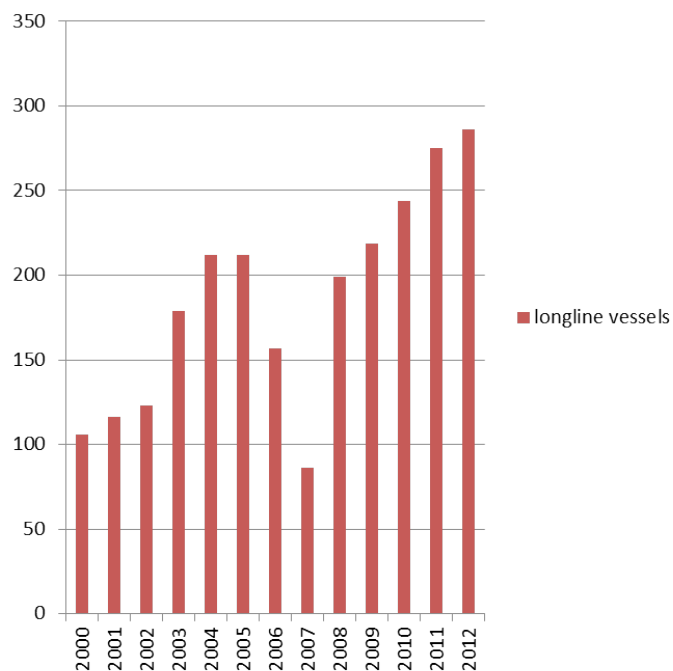
Monument Expansion Benefits the PNA Tuna Cartel

- 8 member countries are in the Parties to the Nauru Agreement (PNA) tuna cartel
- 80% of Western & Central Pacific Ocean tuna catch is from their exclusive economic zones
- 40% of global tuna supply is in their exclusive economic zones
- Supports domestic fisheries development with 100 PNA flagged purse seine vessels, operated mostly under joint venture with China, Taiwan, Korea, Philippines
- Undertaking efforts to limit access to high seas and increase fishing access fees to their EEZs (\$10K/day)

Number of Chinese purse seine vessels in WCPFC area



Number of Chinese longline vessels in WCPFC area



Source: SPC. 2013. West. Central. Pac. Tuna Fishing Yearbook. Noumea, New Caledonia.



The Parties to the Nauru Agreement (PNA) Concerning Cooperation in the Management of Fisheries of Common Interest include the Federated States of Micronesia, Kiribati, the Marshall Islands, Nauru, Palau, Papua New Guinea, Solomon Islands and Tuvalu.

Proposed Monument Expansion Lacks Additional Conservation Benefits

Seabirds Already Protected

The Council's Pelagic Fishery Ecosystem Plan protects seabirds with gear changes reducing seabird interactions by 90%

No albatrosses are caught by longline vessels fishing in the Pacific Remote Islands

No scientific evidence that longline or purse seines are impacting 14 million nesting seabirds in Pacific Remote Islands



Sea Turtles Already Protected

The Council's Pelagic Fishery Ecosystem Plan and Endangered Species Act protect turtles

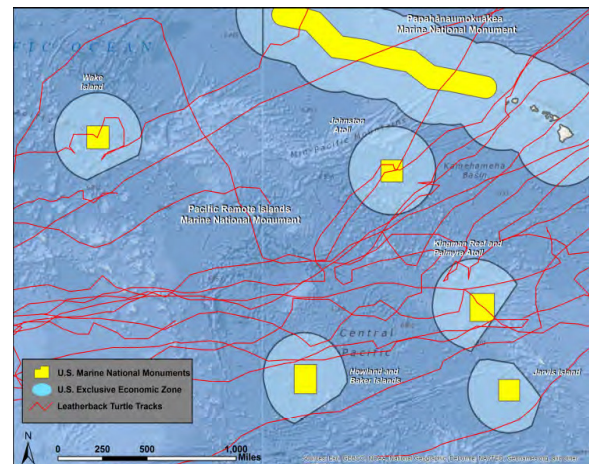
Gear changes reduced sea turtle interactions in the Hawaii longline fishery by 90%

Leatherback sea turtle nests in Papua New Guinea and Indonesian Papua are protected

Leatherbacks cross Pacific to Monterey Bay to feed on jellyfish

They pass within and outside of the Pacific Remote Islands

Longline interaction hotspots are far from the Pacific Remote Islands

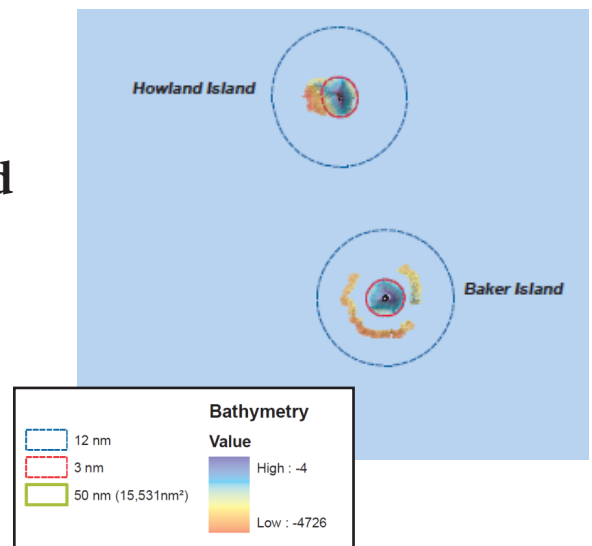


Terrestrial and Coral Reef Ecosystems

Habitat and Biodiversity Already Protected

The current Pacific Remote Islands monument encompasses 0 to 50 nautical miles from shore.

There are no corals in the proposed expansion.



Sharks Already Protected

The Council's Pelagic Fishery Ecosystem Plan protects pelagic sharks, with blue sharks as the main species.

The United States has no directed shark fisheries in Western Pacific.

Gear changes reduced shark mortality by 50%.

No finning allowed by the United States.

No retention of oceanic white-tip, silky or whale sharks allowed in the Western and Central Pacific Ocean by purse seine or longline fisheries.

Pelagic sharks migrate great distances.



Marine Mammals Already Protected

Council's Pelagic Fishery Ecosystem Plan and Marine Mammal Protection Act protect all marine mammals including monk seals.

Monk seals in the Northwestern Hawaiian Islands are doing very badly in a no-fishing Marine National Monument and in the Main Hawaiian Islands are doing well with a 10,000 metric tons per year coastal fishery.

Monk seals will never be relocated to Palmyra and Johnston as all previously relocated monk seals disappeared.

Virtually no interactions (1.2 % of total) with longline vessels and marine mammals in Pacific Remote Islands.

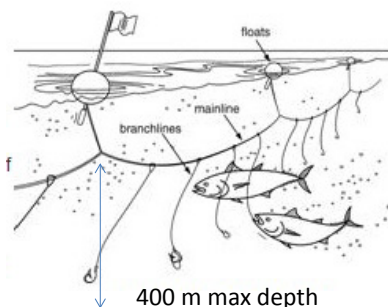
Most marine mammals observed in Pacific Remote Islands are visitors or migrants and not dependent on those islands.

Pacific Remote Island Seamounts Already Protected

Council's Pacific Remote Island Areas Fishery Ecosystem Plan provides protection for seamounts.

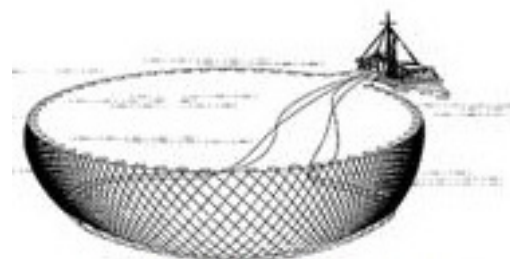
Pelagic fisheries don't impact seamounts. 242 of the 247 seamounts in the Pacific Remote Islands are deeper than the range of pelagic gear at 500 meters or deeper.

Longline



Purse Seine

200 m max depth



Monument Expansion Will Not Benefit Tuna Stocks

Large High Seas Closures Do Not Conserve Tunas

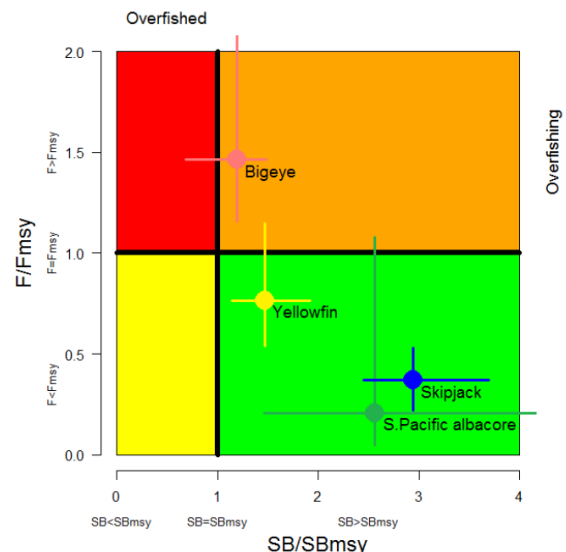
The 2010 and 2011 Western and Central Pacific Fisheries Commission's high seas pocket closures 1 & 2 did not work. Fishing effort moved from the high seas into adjacent EEZs. In fact total purse seine effort increased by 10% in the surrounding EEZs.



Effective Tuna Management Requires Broad-scale International Cooperation

All tuna stocks are healthy except bigeye, which is overexploited from excessive catch of juveniles by 300 purse seiners operating with 15,000-30,000 Fish Aggregation Devices in Western and Central Pacific.

Tunas move huge distances in their lifetimes and don't stay in any exclusive economic zone. Even skipjack with a 3-year life span move over 1,000 miles and spawn profusely over a wide area.

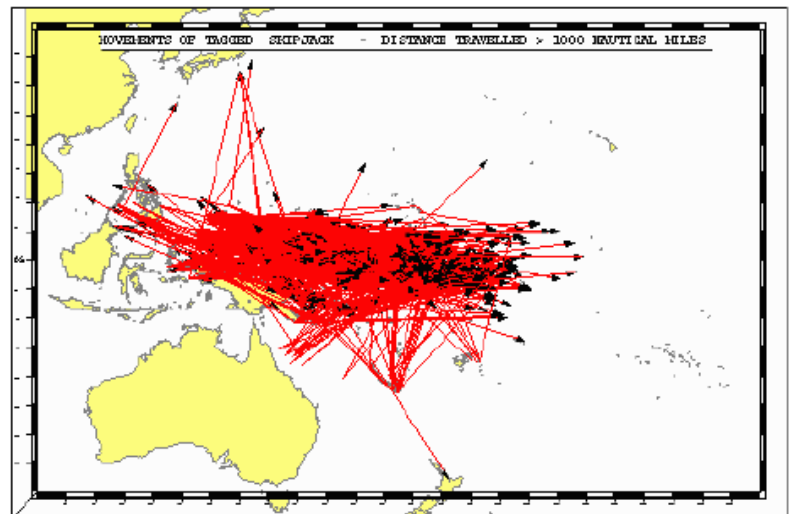


“The areas proposed are too small to impact the stock status of large tuna populations that span the Pacific Ocean. These are token closures and will have no real impact on the fishes of the ocean.”

---Professor Ray Hilborn,
University of Washington

“You’d need to close the entire Pacific Ocean.”

--Professor Carl Walters,
University of British Columbia



Source: Secretariat of the Pacific Community.

Monument Expansion Will Not Promote Large No-Fishing Marine Preserves in the Pacific

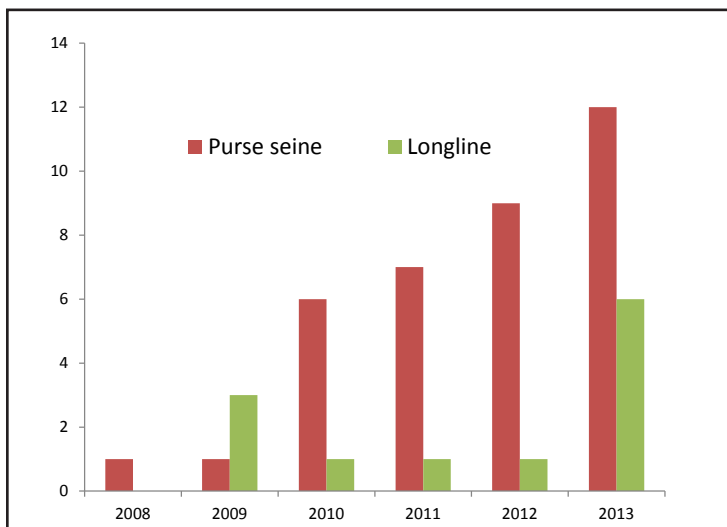
We believe that Kiribati has no intention of closing all fishing in its EEZ around the Phoenix Islands.

Value of fisheries in 2010 to Kiribati was about \$130 million or 80% of Gross Domestic Product.

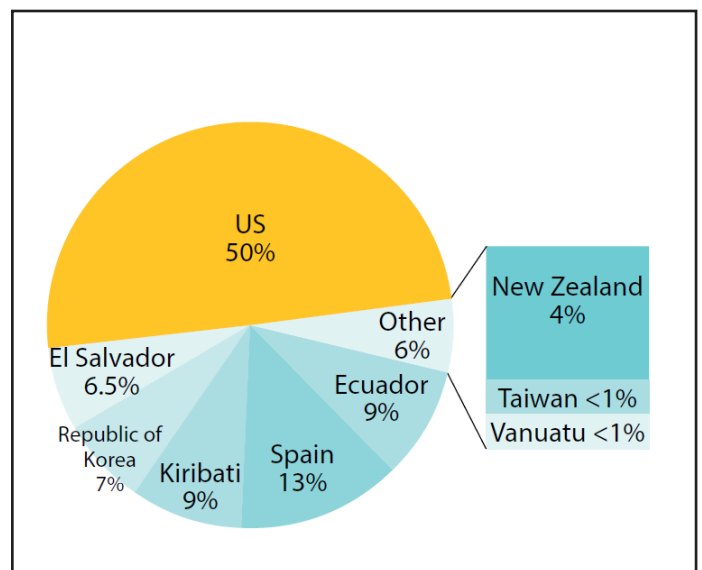
Value of foreign vessel access fees ranges from \$30-\$40 million or 18-30% of Gross Domestic Product.

Kiribati continues to license foreign purse seiners (195) and longliners (256) to fish in its EEZ including the Phoenix Islands.

No country this dependent on fishing will close off entirely a major part of its EEZ to fishing. Not even Palau, where fishing is second biggest earner after tourism.

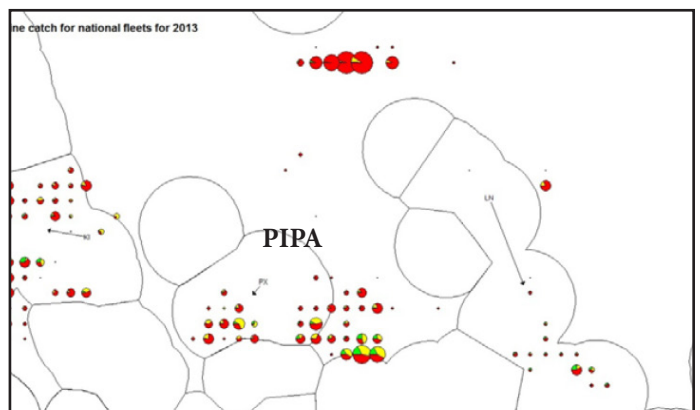
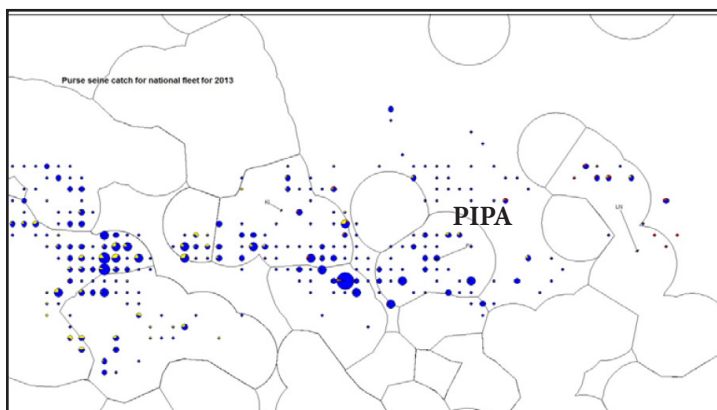


Kiribati Expanding Domestic Fishing Fleet



Purse seine fleets fishing in Phoenix Islands in 2013 = 76,000 t or 25% of Kiribati total.

[Source: Campbell B and Q Hanich. 2014. Fish for the Future: Fisheries Development and Food Security for Kiribati in an Era of Global Climate Change. WorldFish, Penang, Malaysia. Project Report 2014-47. p11.]



Kiribati Vessels Fish in the Phoenix Islands Protected Area.

(Left) Purse seine fishing in Pacific Islands Protected Area (PIPA). (Right) Longline fishing in PIPA.

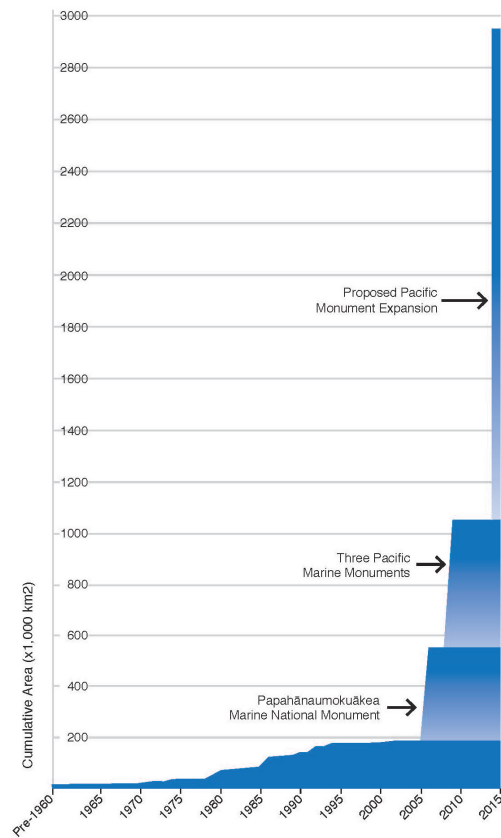
[Source: Kiribati: Part 1 Annual Report to WCPFC 2014.]

A Better, Fairer Ocean Legacy for the US Pacific Islands Allows Sustainable Fishing of a Renewable Resource

“Since 2006, unilateral presidential actions have taken the Northwest Hawaiian Islands (Papahānaumokuākea MNM), the northernmost submerged lands surrounding Uracas, Maug and Asuncion Islands in the Marianas archipelago (Marianas Trench MNM), and the only atoll in the Samoan archipelago (Rose Atoll MNM) from the very island communities that have been sustainably managing these resources for the past thousand years or so. Today, we must obtain permission from the federal monument management authorities if we wish to visit our ancestral waters. ... We believe the Western Pacific has given enough of our ocean resources for environmental legacies. We implore you to allow us to continue managing our fishery resources under the Magnuson-Stevens Act.”

---CNMI Mayors of Saipan, Northern Islands, Rota, and Tinian & Aguiguan

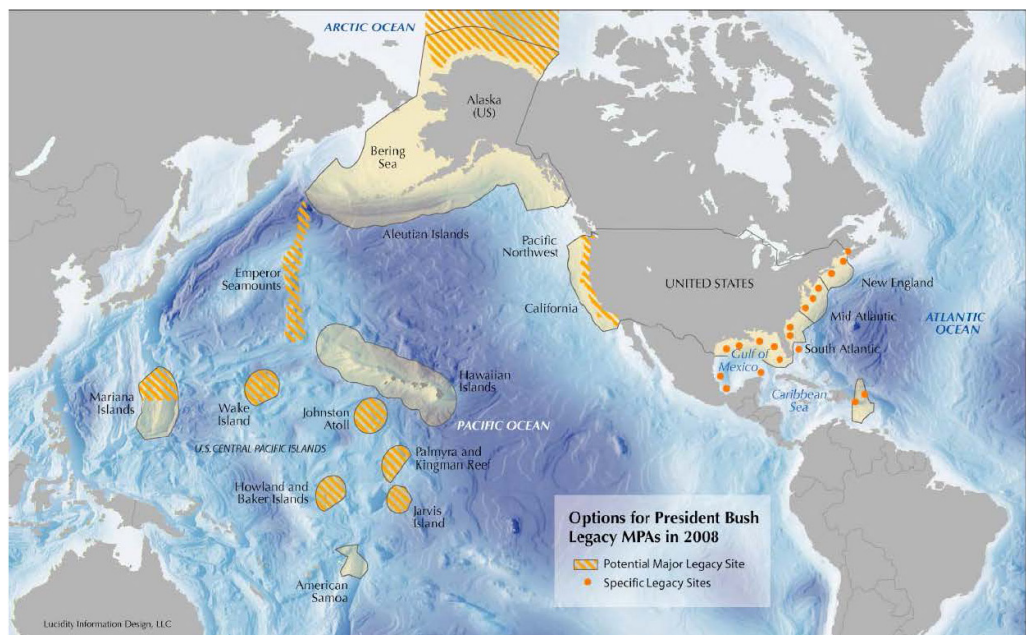
Growth in area of MPAs (in the United States), 1960-2015



[Source: “Conserving our Oceans One Place at a Time.”

marineprotectedareas.noaa.gov]

Map presented by Pew Environment Group during its campaign to establish a Blue Legacy for President Bush. Only the proposed monuments in the US Pacific Islands have been proclaimed.



Commonly Used Acronyms

CNMI	Commonwealth of the Northern Mariana Islands	NS	National Standard (Magnuson-Stevens Act)
EEZ	Exclusive Economic Zone	NWHI	Northwestern Hawaiian Islands
EPO	Eastern Pacific Ocean	PIC	Pacific Island Country
ESA	Endangered Species Act	PIPA	Phoenix Islands Protected Area
ETP	Eastern Tropical Pacific	PNA	Parties to the Nauru Agreement
ETPO	Eastern Tropical Pacific Ocean	PNG	Papua New Guinea
FAD	Fish Aggregating Device	PRIA	Pacific Remote Island Area
FEP	Fishery Ecosystem Plan	PS	Purse Seine
FKW	False Killer Whale	RFMO	Regional Fisheries Management Organization
FMP	Fishery Management Plan	SPTT	South Pacific Tuna Treaty
HMS	Highly Migratory Species	SST	Sea Surface Temperature
IATTC	Inter-American Tropical Tuna Commission	TRT	Take Reduction Team
IUCN	International Union for Conservation of Nature	UBC	University of British Columbia
IUU	Illegal, Unreported, and Unregulated (Fishing)	USCG	United States Coast Guard
KI	Kiribati	UW	University of Washington
LL	Longline	VMS	Vessel Monitoring System
MHI	Main Hawaiian Islands	WCPFC	Western and Central Pacific Fisheries Commission
MMPA	Marine Mammal Protection Act	WCPO	Western and Central Pacific Ocean
MNM	Marine National Monument	WPRFMC	Western Pacific Regional Fishery Management Council
MSA	Magnuson-Stevens Fishery Conservation and Management Act	WTP	West Tropical Pacific
NMFS	National Marine Fisheries Service		





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