

# MAINE STATE LEGISLATURE

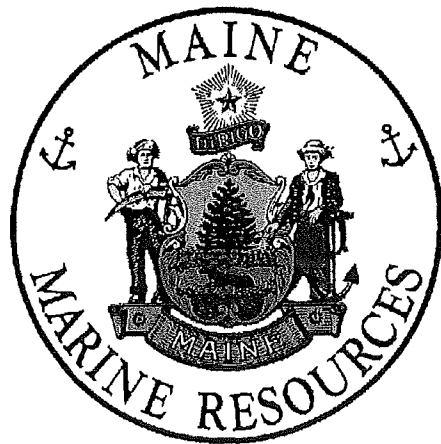
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***MAINE DEPARTMENT  
OF  
MARINE RESOURCES***

**STRATEGIC PLAN**



Submitted pursuant to 5 MRSA c. 151-C  
Revised December 1, 2004

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## **I. Introduction**

This document is the Strategic Plan for the Department of Marine Resources (DMR) developed under the direction of Public Law (P.L.) 1996, Chapter 705. The Plan identifies the strategic issues that face the Department over the next decade and how the office will respond to the challenges, opportunities, and uncertainties in marine resource management.

### **Stakeholders**

This Plan incorporates information collected over the past six years from within the Department of Marine Resources and among its stakeholders. There is broad and increasing public interest in Maine's marine resources and the habitats that support them. This interest is represented by the many public interest groups and political representatives with whom the Department works.

The vehicle for advice to the Department is through a variety of advisory councils and committees. Eight are embodied in statute.

**Department of Marine Resources Advisory Council** consists of multi-industry interests and has advice and consent authority of all management regulations except those that come from the Lobster Policy Management Councils or those that concern public health.

**Lobster Advisory Council** (a different body than the seven Lobster Policy Management Councils but comprised in part of representatives from those councils) has specific statutory responsibilities related to advice concerning the expenditure of funds derived from license fees, and activities of the Department that relate to the lobster industry.

**Lobster Policy Management Councils** are chartered to execute referenda on four specific fishing policies (e.g., trap limits) the results of which are submitted to the Commissioner for promulgating as regulations. The Commissioner is obliged to promulgate successful referenda without alteration assuming that the proposal meets a "reasonableness" test.

**Sea Urchin Advisory Council** is charged with advising the Commissioner with regard to the expenditure of funds, the nature of the research agenda and in particular with regard to the distribution of statutorily limited fishing days.

**Scallop Advisory Council.** The purpose of this advisory council is to advise the Commissioner on issues pertaining to the scallop industry. The council is specifically charged with making recommendations to the Commissioner regarding research projects and grants made by the Scallop Research Fund.

**Aquaculture Advisory Council.** This advisory council is charged with making recommendations to the Commissioner concerning expenditures from the Aquaculture Monitoring, Research and Development Fund.

**Marine Recreational Fisheries Advisory Council.** The purpose of this advisory council is to advise the Commissioner on issues pertaining to recreational marine fisheries including, but not limited to, the needs and priorities of the recreational sector, conservation measures, improvement of communications between recreational and commercial fisheries interests and programs to enhance the status of marine recreational species.

**Commercial Fishing Safety Council.** This advisory council is charged with giving the Commissioner information and advice concerning fishing safety issues.

There are other less formal advisory committees that are utilized by the Department as a means of securing input from various fisheries with regard to issues that are important to them (e.g. soft-shell clams, Landings Advisory Panel, etc.). There are also industry based organizations which represent specific industry interests on a species and geographic basis (e.g., Downeast Lobstermen's Association, Maine Lobstermen's Association, Maine Seaweed Council, Associated Fisheries of Maine, etc.). Many of these groups played a role in describing the key issues the Department will need to address in the coming years with this strategic plan.

## **Employees**

Employees of the Department of Marine Resources are essential stakeholders in the strategic planning process, providing knowledge, expertise, and insight into Department operations. As such, they have been involved in the development of this Plan at various levels. The Department's bureau directors and division heads were

the core group of people that helped shape the goals and objectives of the plan. Staff at all levels were solicited for their input at various stages, especially in defining the strategies and action steps.

### **The Legislature - Joint Standing Committee on Marine Resources**

The Joint Standing Committee plays a critical role in management of Maine's marine resources. The committee considers legislation with regard to management and allocation issues of several fisheries. The legislation adopted as law by the full legislature establishes the policy for the state. In those areas where the Legislature establishes policy, the Department is very limited in what actions it may take. It becomes important for the strategic plan, then to reflect common interests of the Legislature and the Department.



## EXECUTIVE SUMMARY

### II. Department of Marine Resources

#### Vision Statement

The Department of Marine Resources provides leadership in marine policy, the management of marine resources, the development of sustainable marine resource based business and the protection of the marine environment. Our vision is of a Department of Marine Resources that provides the highest quality of public service where all people are treated as customers.

#### Values

To achieve our vision, we in the Department of Marine Resources value:

- A work atmosphere where everyone is treated with mutual trust, respect, honesty and integrity;
- Open communication to keep people informed and promote involvement with the work force;
- Teamwork to improve the cooperative work atmosphere and quality of service that we provide;
- Continuous improvement by promoting creativity, motivation, and cooperation; and
- Professionalism by our commitment to personal responsibility and accountability.



## Statutory Basis

### **Title 12, Maine Revised Statutes**

#### **§6021. Purpose**

The Department of Marine Resources is established to conserve and develop marine and estuarine resources; to conduct and sponsor scientific research; to promote and develop the Maine coastal fishing industries; to advise and cooperate with local, state and federal officials concerning activities in coastal waters; and to implement, administer and enforce the laws and regulations necessary for these enumerated purposes, as well as the exercise of all authority conferred by this Part.

#### **§6051. General department activities**

The Department, under the direction of the Commissioner, may conduct or sponsor programs for research and development of commercial, marine recreational and anadromous fishery resources and other marine resources of the State which may include biological, chemical, technological, hydrological, processing, depuration, marketing, financial, economic and promotional research and development. The Department may carry out these programs within the Department, in cooperation with other state agencies, and federal, regional and local governmental entities, or with private institutions or persons.

The Department of Marine Resources is empowered to conserve and develop the marine resources of the State, and to enforce the laws relating to marine resources. The Department has the authority to enter into reciprocal enforcement agreements with other states, interstate regional authorities and the Federal government; to cooperate, consult and advise with other appropriate state agencies on all interrelated matters involving the coast and its marine resources; to assist the industry in the promotion and marketing of its products; to close contaminated shores, waters and flats; to make regulations to assure the conservation of renewable marine resources in any coastal waters or flats of the State; and to hold hearings and to publish notices as may be required by law.

The Department may adopt fisheries management plans and regulations for conservation purposes using any of the following factors: time, method, number, weight, length, or location. It may adopt regulations as emergency for purposes of resources protection in the face of “unusual damage or imminent depletion”.

The Department may adopt regulations to address problems concerning gear conflict for purposes of, among other concerns, “optimum economic and biological management...”. It may do so as emergency regulations if “immediate action is needed to prevent serious economic dislocation”. The Department also has regulatory authority under the “emerging fisheries” statute to limit participation in specified fisheries until a management plan may be established. This requires participation of the Legislature in establishing final entry provisions.



### **III. Forces Shaping the Department of Marine Resources**

#### **History and Organization**

The Department of Marine Resources originated in 1867 with the establishment of Commissioners of Fisheries. In 1895, the Commissioners were renamed Commissioner of Inland Fisheries and Game and a new Commissioner of Sea and Shore Fisheries was authorized, representing the first clear distinction between inland and coastal natural resources. In 1917, the Commissioner was replaced by a Commission of Sea and Shore Fisheries, and in 1931, the Commission became the Department of Sea and Shore Fisheries and the post of Commissioner was reestablished. Both the Advisory Council of the Department of Sea and Shore Fisheries and the Atlantic Sea Run Salmon Commission were created in 1947.

In state government reorganization legislation of 1973, the 106th Legislature established the Department of Marine Resources, along with an expanded Marine Resources Advisory Council. Additional duties and responsibilities were assigned to the agency and its council, along with those which were previously the Department of Sea and Shore Fisheries and its Advisory Council. A new eleven-member Lobster Advisory Council was established by the Legislature to assist the Commissioner on matters related to the lobster industry.

The Department of Marine Resources is organized into three Bureaus: Administration, Marine Patrol, and Resource Management and the division of Community Resource Development.

The Bureau of Administration was established to perform the administrative functions of the Department and to advise government agencies concerned with development or activity in coastal waters. Duties also include coordination of public hearings for regulation changes and aquaculture leases following APA procedures.

The Bureau of Marine Patrol is one of the oldest law enforcement agencies in the State and was established to protect, manage and conserve the renewable marine resources within the territorial limits of the State of Maine. Over the years the Legislature has expanded the areas of responsibility to the enforcement of other laws and regulations of the State. Personnel are authorized to enforce all laws of the State with primary emphasis on marine resources, the protection of life and property, and to arrest and prosecute all violators and serve all processes pertaining to those laws

and regulations. The Bureau enforces the State's marine fisheries laws, federal fisheries laws under a Joint Enforcement Agreement within the Exclusive Economic Zone (EEZ) adjacent to Maine's territorial waters, boating registration and safety laws, conducts search and rescue operations on coastal waters, enforces all marine-related criminal laws, and provides maritime security efforts in support of Homeland Security. It acts as a primary conduit in facilitating both gear and fisheries disputes within the commercial fishing industry, and serves as a general service agency to coastal residents and visitors.

The Bureau of Resource Management is engaged in marine education, shellfish sanitation and public health, and scientific research and monitoring to conserve, restore and manage the marine and estuarine resources of the State. Primary responsibilities are to conduct and sponsor scientific research which may include biological, chemical, hydrological, and technological research and monitoring, provide information on stock levels and environments of commercially and recreationally valuable marine organisms, and provide technical and scientific information, services and assistance to the public, industry and governments. The Bureau conducts monitoring of water quality for the classification of shellfish growing areas, biotoxin monitoring, the Shellfish Sanitation Program, monitoring of finfish aquaculture operations, oil spill response activities, restoration of anadromous fish resources to Maine rivers, and marine education programs including the operation of the public aquarium in West Boothbay Harbor.

The Division of Community Resource Development is responsible for other focused programs including watershed development, primarily municipal soft-shelled management. The area manager is concerned primarily with implementation of lobster policy management councils but are also responsible for knowing what the coming issues are in respective assignment areas. This person also is responsible for the large whale take reduction plan developed and implemented in cooperation with Maine's fixed gear fisheries. In addition, marketing and aquaculture policy also fall within the Division of Community Resource Development.

### **External Environment**

The Department of Marine Resources is affected by five primary external forces that impact its ability to carry out its mission. These external forces include:

- ✓ Explosion of management activity at the federal and interstate levels;
- ✓ Expansion of co-management of state resources;

- ✓ Initiation of cooperative fisheries management science;
- ✓ Unpredictable changes in the natural environment and global market system; and
- ✓ Three major developing constituencies.

### **Explosion of Management Activity at the Federal and Interstate Levels**

Policy making for Maine's marine resources takes place at all government levels and among many separate but interconnected arenas.

- *Atlantic States Marine Fisheries Commission (ASMFC)* -- The ASMFC was formed among the fifteen Atlantic coastal states to assist in managing and conserving their shared fishery resources. As a member of the ASMFC, Maine is obliged to be in compliance with regional fishery management plans by adoption of consistent management measures under either statute or regulation. ASMFC is responsible for development of fisheries management plans in 21 fisheries. Maine participates in and is bound by 11 of those fisheries plans.
- *New England Fisheries Management Council (NEFMC)* -- The NEFMC is responsible for the development of federal management plans that address management needs beyond the state's three mile territorial limit. The Commissioner of Marine Resources, as well as Maine industry representatives, participates on the NEFMC.
- *National Marine Fisheries Service (NMFS)* -- The NMFS is responsible for implementing the plans developed by the NEFMC and other regional councils. In addition, the NMFS develops management plans for high seas species such as tuna and protects marine mammals under the federal Marine Mammal Protection Act.
- *Interstate Shellfish Sanitation Conference (ISSC)* -- The Department has the responsibility to protect public health from contaminated shellfish based on water quality and health standards for shellfish designed by the ISSC. Monitoring of shellfish closed areas represents an intensive man-hour and resource commitment within the Patrol Bureau, in order for Maine shellfish to be marketed outside of the state, Maine must be in compliance with these standards.

Within each of these arenas, the state plays a role in assessment, technical advice, and management decision making. Department staff must participate in the management process in order to be effective marine resource managers and to ensure that Maine's interests are incorporated in critical management decisions that affect the fishing community. These management decisions are often complex and require considerable expertise in both fishery science and policy development.

Management activity has increased dramatically in recent years due to increased exploitation of traditional fisheries and the emergence of new fisheries

(e.g., sea urchins, elvers, whelks). Some fishery resources in the Gulf of Maine are over harvested (e.g., groundfish, scallops), while others are fully exploited at the current level of fishing effort. This decline in traditional fisheries threatens the structure and function of the Gulf of Maine ecosystem and the economic vitality of our coastal communities and makes management decisions even more critical to the state. In addition, the increase in competition for scarce resources will result in more conflict among resource users.

*Implications for the Department:*

- Need for fisheries management personnel.
- Need for Patrol Personnel.
- Increased need for attention on interstate and federal arena.
- Federal/interstate process minimizes focus on state fishery management planning.
- Increased capacity necessary in conflict management and mediation of disputes.

### **Expansion of Co-management of State Resources**

The Maine Department of Marine Resources, along with other fisheries managers around the world, has recognized that marine resource management has to involve the fishing community and other interested parties in the decision-making process. The State has created a new “co-management” approach in the lobster fishery that meets this need. This new form of management actively involves participants. It has been well received by the industry and other fisheries who are interested in more localized management. In recent years the Department has added more advisory councils.

The “co-management” approach is advancing toward more comprehensive state management planning. As offshore fisheries resources continue to decline, inshore fishing effort is predicted to increase. This increased pressure may threaten inshore fish stocks, other marine organisms and near shore habitats. New management approaches to resolve conflicts will be required. Local management by regions expands the Department’s responsibilities and requires solid communication between the Department and local management councils. This new approach to management requires fisheries managers with skills in developing fishery management plans in a participatory process. The process is indeed creating “new government” where those responsible, e.g. Lobster Zone Councils, need time to learn how to govern. The transition is difficult and not always smooth.

***Implications for the Department:***

- ☒ Improved management decision-making for marine resources.
- ☒ Enhanced compliance with management decisions.
- ☒ Movement toward goal of achieving stewardship in marine fisheries.
- ☒ Increased staff time needed to participate at local management level.
- ☒ Need for strong group process and conflict management skills.
- ☒ Lots of data and information required for shared decision-making.

**Initiation of Cooperative Fisheries Management Science**

As the pressure on Maine's marine resources continues to increase, it is even more essential to conduct and encourage research needed to achieve the management goal of sustainable resources. The Maine Department of Marine Resources has a history of working closely with the fishing industry in particular research areas such as gear development to reduce bycatch, but research on marine resources has largely been conducted by scientists. As co-management efforts developed in the lobster and sea urchin fisheries, the DMR recognized that there is a larger role for fishermen to play in the area of research. As a result the DMR initiated a collaborative process with the fishing industry and other scientists that resulted in a comprehensive list of research needs and priorities for several of the State's most valuable resources. These priorities are being used to guide the DMR in setting its own research agenda, as well as stimulate other researchers to focus their efforts on these needs.

Recent drastic declines in federally-managed marine resources such as Atlantic cod and the recognition of the need for the fishing industry to be more involved in scientific data collection have resulted in new funding initiatives for cooperative research. DMR scientists are working closely with members of the fishing industry to develop research proposals to address research priorities and participate in collaborative research projects. Examples of ongoing cooperative research include an inshore trawl survey to assess marine resources in Maine's coastal waters, studies to improve gear selectivity and reduce bycatch, resource surveys and sampling of the ocean quahog and scallop fisheries, experimental fishery for Jonah crabs, and a study to improve our understanding of northern shrimp population dynamics. The results of these studies will improve the scientific basis for management decisions, provide new fishing opportunities for Maine fishermen, and most importantly improve working relationships among scientists, managers, and the fishing industry.

***Implications for the Department:***



- ☒ Improved scientific information for management decisions.
- ☒ Greater understanding by stakeholders of the basis for management decisions.
- ☒ Increased stewardship of marine resources.

### **Unpredictable Changes in the Natural Environment and Global Market Systems**

Changes in both the natural environment and global market systems occur throughout the year. Disasters such as the Julie N oil spill in Portland harbor provide good examples of why preparation for natural and human impacts on the marine environment is critical. Entangled whales, toxic dinoflagellate blooms, and chemical spills are potentially devastating to the marine resources and the coastal communities that depend on them. However, these events are unpredictable and therefore are difficult to plan for adequately.

Another unpredictable event that the Department must address on an ad hoc basis is the emergence of new fisheries, such as for whelks and sea cucumbers. New fisheries will continue to emerge as new markets are discovered and underutilized species are found to have a place in the global marketplace. As new fisheries emerge, it will be necessary to understand the resource and how to manage sustainable harvesting. The Department has little capability to manage these emerging fisheries.

#### ***Implications for the Department:***

- ☒ Continued need for accident preparedness training.
- ☒ Assessment of emerging fisheries remains important.

### **Three Major Developing Constituencies**

The Department of Marine Resources is facing increasing responsibilities as three activities -- recreational fishing, aquaculture and homeland security -- continue to grow and demand more constituent services.

There are two major components in the aquaculture industry: finfish and shellfish. The finfish component is subject to very difficult domestic and international pressures that challenge the business. The shellfish component slowly is developing a base. Recent changes to the leasing framework encourage further development.

In the recreational sector, some fish populations have rebounded to the extent that Maine is being seen more and more as a premier saltwater fishing destination. During the First session of the 119th Legislature the Marine Recreation Fisheries Advisory Council was created within the Department of Marine Resources. The demands of this industry require progress in areas of public access, resource enhancement, and education.

Demands for service placed upon the Department by uniformed personnel and equipment have stretched manpower and resources to the limit. The demands for rapid security response in protection of Maine's coastline requires an infusion of manpower and equipment.

***Implications for the Department:***

- ☒ Increased staff time needed for aquaculture permitting and monitoring.
- ☒ Additional opportunities for recreational fishermen.
- ☒ Increased demand on the Department to fulfill additional management, assessment and monitoring needs.
- ☒ Heightened challenges to address conflicts among traditional and new resource users.
- ☒ More participants means additional marine enforcement requirements.
- ☒ More security demands mean additional marine enforcement requirements.

**Internal Environment**

In addition to external factors, the Department of Marine Resources is faced with internal pressures that impact the outcome of many of our activities. Four principle forces that help to shape the Department of Marine Resource's ability to carry out its mission are:

- ✓ Addressing multiple resource management needs;
- ✓ Adjusting to dramatic loss of Department functions in previous budgetary cutbacks;
- ✓ Teaming across the Department; and
- ✓ Increased use of technology.

## Addressing Multiple Resource Management Needs

Marine resources have always been a traditional part of Maine's culture. From fishing for plentiful cod back in the 1800's to exploitation of new species such as urchins and sea cucumbers, many generations of Mainers have derived their income from the sea. There are numerous responsibilities that come with managing these marine resources on behalf of the people of Maine. An estimated 73 species of fish, 26 species of whales, porpoises and seals, and 1,600 different bottom-dwelling organisms reside in the Gulf of Maine. In order to manage these species for current and future generations, the Department of Marine Resources must conduct biological, chemical, and technical research as well as assessing stock levels and habitat requirements. There are currently over 70 marine species being harvested commercially. The Department of Marine Resources is required to manage these, and emerging, fisheries.

Due to the magnitude of marine resource management needs, it is impractical to address them all. However, the management agenda for the Department is externally driven. The Department is constrained in its capacity to establish the management agenda and therefore has little control over the management priorities. The Department maintains focus in certain management areas, but is compelled to respond to the management agenda driven by the constituents and politics. This makes it extremely difficult for the Department to adhere to proactive agency planning instead of reactive management.

### ***Implications for the Department:***

- ☒ Difficult to satisfy all customers promptly.
- ☒ Increased demand for coordination with other resource agencies.
- ☒ Need to build an understanding of how these resources relate to the marine ecosystem in order to manage them for a sustainable yield.
- ☒ Need to work with neighbor states and Canada on common resource protection needs.
- ☒ Constant struggle to allocate staff appropriately.
- ☒ Flexible and broadly skilled staff essential.
- ☒ Increased reliance on dedicated funding compromises capacity to respond.



**Maine Department of Marine Resources**  
**Statement of Goals**

**GOAL A**

**MAINE WILL HAVE A HEALTHY AND PRODUCTIVE MARINE ECOSYSTEM WHERE MANAGEMENT OF THE MARINE RESOURCES IS BASED ON AN INCREASED UNDERSTANDING OF THE GULF OF MAINE.**

**GOAL B**

**COASTAL COMMUNITIES WILL HAVE A SUSTAINABLE FISHERIES AND AQUACULTURE ECONOMIC BASE.**

**GOAL C**

**MAINE WILL HAVE A MARINE RESOURCE-BASED INDUSTRY THAT IS SAFE AND ENCOURAGES PERSONAL STEWARDSHIP TO SUPPORT SOUND FISHERIES MANAGEMENT.**

**GOAL D**

**THE DEPARTMENT OF MARINE RESOURCES WILL BE RECOGNIZED AS AN AGENCY THAT MAXIMIZES EFFICIENCY, PRODUCTIVITY AND FULFILLS ITS STATUTORY RESPONSIBILITIES.**



## **IV. Issues and Goals**

### ***External and Internal Survey of Top Issues***

Goals lay out the future direction for the Department of Marine Resources. Although they will never be fully achievable, they provide a beacon toward which to strive. In determining the four goals for the Department, we asked the marine patrol to conduct a survey of fishermen along the docks to determine what DMR is doing right, what we are doing wrong, and what we should be doing to protect our fisheries. In addition, the Marine Advisory Council and DMR staff were asked to identify the top three most pressing issues regarding resource management and fisheries that DMR must address in the near future and the three most important factors facing their bureau or division. The results of these discussions and comments laid the foundation for the Department's goals.

### **UNDERSTANDING THE MARINE ECOSYSTEM**

In 2003 Maine fishermen harvested 288.6 million pounds of seafood valued at \$315.9 million. The top value species in Maine was lobster. Offshore of the State of Maine in the Exclusive Economic Zone (EEZ) commercial fishing of federally regulated species of fish occur throughout the year. Pelagic species, such as bluefin tuna, swordfish, and many shark species are prevalent within the Gulf of Maine.

However, many of the fishery resources in the Gulf of Maine that Maine fishermen depend on are considered over harvested, while others are fully exploited at current levels of fishing effort. For example, landings of groundfish and sea urchins have declined dramatically in recent years. However, current trends in groundfish biomass are signaling hope that groundfish stocks can be significantly rebuilt. Lobster landings have been increasing in recent years, partly in response to increased recruitment, but also because of increasing numbers of more efficient traps. Thus, the lobster resource is vulnerable to any future decline in recruitment. Even Atlantic herring, which is an underutilized resource throughout its entire range, may be over harvested on individual spawning grounds in the Gulf of Maine in the summer and fall. At the same time, the development of new markets has led to the emergence of a number of new fisheries in the last few years (e.g., sea urchins, sea cucumbers, whelks).

The management of Maine's marine resources requires consideration of the health and safety of consumers and participants in the fisheries. As part of an agreement Maine has with the Interstate Shellfish Sanitation Conference (ISSC) and the Food and Drug Administration, the areas from which shellfish are harvested are classified according to standards recognized internationally. Compliance with the standards is essential to assure public health concerns are met for the consumer and is required to allow interstate transportation of shellfish. Public attention has been focused on the health of coastal water quality and increasing interest by coastal residents to clean up contaminated shores and open their clam flats. The Department of Marine Resources plays a pivotal role in maintaining high water quality standards and assuring public safety when consuming seafood.

With over 3,500 miles of coastline and approximately 2,800 square miles of state waters, the commercial and recreational boaters in Maine waters are numerous. During the summer months, the coastal bays and estuaries are alive with thousands of boaters that are required to have standard safety measures aboard. The Department of Marine Resources marine patrol work with the US Coast Guard to assure safe boating practices in the congested summer season and the cold winter months. As demands increase upon the US Coast Guard to provide port security missions, Maine Marine Patrol assumes a more demanding role in both recreational boating and Search and Rescue as coast guard assets are redirected.

As the pressure on Maine's marine resources continues to increase, it is even more essential to carry out the necessary research to determine how to maintain a sustainable resource base. Well planned fishery management measures require a solid knowledge of the resource. In order to maintain a healthy fishery, the Department of Marine Resources needs to fulfill its statutory mandate to "sponsor programs for research and development of commercial, marine recreational and anadromous fishery resources and other marine resources of the state." Therefore, consistent with our statutory core duties, the Department of Marine Resources adopts the following goal:

*Goal A: Maine will have a healthy and productive marine ecosystem where management of the marine resources is based on an increased understanding of the Gulf of Maine.*

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## **SUSTAINING ECONOMIC VITALITY**



Maine's commercial fisheries are the backbone of many of our coastal communities. These coastal communities rely on fishing not only as a major component of their economy but also as an important part of their culture. In 2003, the Maine Department of Marine Resources issued 3733 commercial seafood dealer licenses and 18,010 commercial fishing licenses to either individuals (self-employed fishermen) or to boats with crews. As important as it is to understand the biological systems in the Gulf of Maine, it is equally important to understand the human systems when designing management plans.

The traditional system of top-down management of fisheries has not resulted in a sustainable industry. Therefore, it is important to begin planning for the future of Maine's fisheries with those who are invested in them. The new Lobster Zone Law has made an initial step at beginning a formal sharing of authority for management of the lobster resource. Through this cooperative management approach, we are learning how to create management tools that are sensible both biologically and socially. As a result of these kind of arrangements, fishermen are better able to maintain their historic stewardship of their resources. Programs such as the apprenticeship license are working to maintain the "stewardship ethic" in Maine's fisheries.

In addition to commercial fisheries, there are an estimated 350,000 recreational marine fishermen that contribute to the economic base of coastal communities. As this industry continues to grow, it will become an even greater component of the coastal economy.

Aquaculture is a significant component of the marine contribution to the State's economy. Most of the finfish development is concentrated in the eastern portion of the state in the Cobscook Bay area. Shellfish aquaculture operations are more widely distributed with significant concentration in the Damariscotta river area. As the industry develops new techniques, opportunities for economic growth will continue.

The economic vitality of the seafood industry is a critical factor in maintaining the fabric of Maine's coastal communities. Therefore, consistent with our statutory core duties, the Department of Marine Resources adopts the following goal:

*Goal B: Coastal Communities will have a sustainable fisheries and aquaculture economic base.*



## **PROTECTING PUBLIC SAFETY AND ENCOURAGING STEWARDSHIP**

Maine's fisheries use both mobile and fixed gear -- lobstermen use lobster pots, shrimpers use draggers, and urchin harvesters use SCUBA gear to dive. Due to the intensive use of coastal waters for fishing and recreation, gear conflicts arise which the state must mediate. In addition, as federal offshore fish stocks are limited to Maine fishermen, more and more commercial fishermen will turn to inshore stocks to maintain a living. The growing number of commercial fishermen in coastal waters will escalate the need for conflict resolution.

Fisheries law enforcement is predicated in large part on management plans that have the support of the fishing community. Marine Law enforcement is accomplished at sea and on shore. Fishing occurs on a year round basis, sometimes under difficult conditions. The rules under which fishing occurs are evolutionary in nature but in general becoming more restrictive. Marine enforcement personnel encourage compliance by working closely with the fishing community. The fishing community is encouraged to work with managers and enforcement to develop needed management plans.

Consistent with our statutory duties to protect public health and safety, the Department of Marine Resources adopts the following goal:

*Goal C: Maine will have a marine resource-based industry that is safe and encourages personal stewardship to support sound fisheries management.*

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## **IMPROVING DEPARTMENT SERVICE**

An important issue in all public agencies is the need to continually review and upgrade customer service. A key component of this administrative goal is to enhance the communication between the customer and the agency and between staff people within the agency. The Department of Marine Resources has financial and legislative responsibilities to the people of the State of Maine. Employees interact with the public in many ways -- from marine patrol officers carrying out enforcement to researchers working with the industry to better manage the fisheries. The efficient

operation of the agency using the best available technology will facilitate the delivery of services. As an example, the Department has recently begun to offer online license renewal for Maine lobster and crab fishing license holders meeting certain requirements. We expect to expand this service to other license types in the coming years. In order to continue with internal improvements and to fulfill our statutory mandate, the Department of Marine Resources adopts the following goal:

*Goal D: The Department of Marine Resources will be recognized as an agency that maximizes efficiency and productivity and fulfills its statutory responsibilities.*

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## Performance Based Budgeting Measures

### Bureau of Resource Management

#### GOAL:

Maine will have a healthy and productive marine ecosystem where management of the marine resources is based on an increased understanding of the Gulf of Maine.

#### OBJECTIVE:

Maintain the number of people in Maine that find it likely that commercial and recreational fishing will continue to be an important and viable industry.

#### PROGRAM STRATEGY:

The Department of Marine Resources will administer programs to conserve and develop marine and estuarine resources; to conduct and sponsor scientific research; and to protect public health.

#### PERFORMANCE MEASURES:

		Current Services Targets		
<u>Current Performance Measures</u>		<u>Baseline</u>	<u>2005-06</u>	<u>2006-07</u>
0001	Number of fisheries dependent samples collected	3,200	3,300	3,300
0002	Number of volunteers assisting in DMR programs	220	170	170
0003	Number of marine recreational fishermen	350,000	360,000	360,000
0004	Acres of shellfish habitat closed for harvesting	201,000	201,000	201,000
0005	Number of red tide and pathology samples processed	2,450	2,550	2,550
0006	Number of individuals attending the DMR aquarium	40,000	40,000	40,000

## Division of Community Resource Development

### GOAL:

**Coastal communities will have a sustainable fisheries economic base.**

### OBJECTIVE:

**Maintain economic opportunities in marine harvesting, processing, and fisheries support industries.**

### PROGRAM STRATEGY:

**The Department will administer a program to promote and develop the Maine coastal fishing industries and to assess ecological impact with regard to alterations of the marine environment.**

### PERFORMANCE MEASURES:

		Current Services Targets		
<u>Current Performance Measures</u>		<u>Baseline</u>	<u>2005-06</u>	<u>2006-07</u>
0013	Municipality compliance with shellfish conservation programs.	71%	58%	63%
0014	General Fund budget as a percent of the value of seafood	4.0%	4.0%	4.0%
0015	Value of seafood landed in Maine.	\$275M	\$265M	\$265M

## Bureau of Marine Patrol

### GOAL:

**Maine will have a marine resource based industry that is safe and encourages personal stewardship to support sound fishery management.**

### OBJECTIVE:

**Reduce the number of violations through compliance with conservation laws.**

### PROGRAM STRATEGY:

**The Department will administer programs to implement and enforce the laws and regulations necessary for public health and safety and sustainable fishery management.**

### PERFORMANCE MEASURES:

		Current Services Targets		
		Baseline	2005-06	2006-07
<u>Current Performance Measures</u>				
0008	Number of violations as a percent of boats checked for safety	6.12%	2.1%	2.1%
0009	Number of harvesters checked vs. number of violations (warnings & summons) not including boating or misc. violations	3.24%	6.2%	6.2%
0010	Number of closed area violations (public health) vs. marine patrol officer hours in closed areas	1.04%	1.6%	1.6%
0011	Number of boat hours (large and small boats) vs. number of boating violations	10.24%	2.7%	2.7%
0012	Number of violators prosecuted as a percent of total harvesters	8.08%	4.8%	4.8%

## Division of Administrative Services

### GOAL:

**The Department of Marine Resources will be recognized as an agency that maximizes efficiency and productivity, and fulfills its statutory commitments.**

### OBJECTIVE:

**Improve the effectiveness and efficiency of the Department's administrative services.**

### PROGRAM STRATEGY:

**The Department will administer programs to assist with personnel, budget and finance, information technology and licensing.**

### PERFORMANCE MEASURES:

		Current Services Targets		
		Baseline	2005-06	2006-07
<u>Current Performance Measures</u>				
0016	Percentage of annual employee performance reviews completed on or before the employee's anniversary date.	81.0%	80.0%	80.0%
0018	Percentage of grievances resolved at or below Step 3 of the collective bargaining grievance process.	90.0%	91.0%	91.0%
0019	Number of hours of computer down time as a percentage of total computer system uptime capacity	2.0%	1.95%	1.95%
0020	Percentage of harvester license applications processed within 5 working days.	88.1%	77.0%	77.0%