

**HOUSE COMMITTEE ON FINANCE
BUDGET REQUEST FOR SUPPLEMENTAL BUDGET 2008-2009**

January 2008

Program Structure: 08 02 02

Program ID and Title: LNR 805 - Recreational Fisheries

I. Introduction

A. Summary of Program Objectives

The program seeks to balance consumptive uses (recreational, and subsistence fishing) and non-consumptive uses (diving, snorkeling, photography, nature study) of aquatic resources, while at the same time seeking to preserve the integrity of the natural environment through active research, management, collaboration, and education and outreach.

B. Description of Program Objectives

Program objectives are to support and assist in the wise use of and the long-term sustainability of Hawaii's fishery resources and other aquatic life for the benefit of Hawaii's people and its visitors through research, outreach, collaboration, and management.

1. Administering State participation in the Federal Aid in Sport Fish Restoration program of the U. S. Fish and Wildlife Service.
2. Monitoring marine and freshwater aquatic resources to protect fish stocks and improve opportunities for recreational fishing.
3. Gathering and interpreting data on fishing effort and catches from recreational fishers.
4. Maintaining and enlarging artificial reefs on barren grounds at Waianae, Maunalua Bay, and Ewa (deep water) on Oahu and Keawakapu on Maui; investigating the potential for new artificial reef sites around the State.
5. Managing Wahiawa and Nuuanu, Kokee and Wailua, and Waiakea Public Fishing Areas on Oahu, Kauai, and Hawaii respectively.
6. Managing the Waikiki-Diamond Head Shoreline Fisheries Management Area and other Fisheries Management Areas.

7. Culturing and stocking freshwater gamefishes such as channel catfish and rainbow trout in public fishing areas.
8. Conducting biological studies of native freshwater species and of gamefish species in public fishing areas for management purposes.

C. Explain how the Program intends to meet its objectives in the upcoming supplemental year

The Department manages the State's aquatic resources through a variety of projects that include fishing regulations, fisher licensing, catch reporting, field monitoring, public education, and culture research. This enables the Department to manage the State's aquatic resources, both freshwater and marine, to ensure their wise, long-term, use by the people of Hawaii and its visitors.

New regulations are in place for improving the use of lay nets to catch fish and avoiding impacts to threatened/endangered species, establishing a new management area at Milolii, (Hawaii), changing regulations at Kahului Harbor (Maui), Kahekili (Maui), West Hawaii, and other regulations to manage conflicts, improve fishing, and better manage fishing gears currently in use. More and better recreational fishing opportunities are expected in the near future, due to recent changes to administrative rules granting the flexibility to schedule open seasons for trout fishing at Kokee, Kauai (relative to public demands), and a new public fishing area in Wailua, Kauai.

In addition to the commercial fishing information, recreational fishing data is needed to provide a more complete idea of total fishing effort. Improving the collection of recreational fishing information through the Hawaii Marine Recreational Fishing Survey will help us obtain more complete information on the total impact of commercial and recreational fishing on the state's marine resources.

Bottomfish are deep-sea fish that are an important source of seafood to many fishers and businesses. The Department established a statewide system of bottomfish restricted fishing areas in 1998 and has revised them to help rebuild their populations. Research and monitoring bottomfish habitats and catches will enable us to evaluate the areas effectiveness in improving fish populations and provide better fishing opportunities. Collection of multi-beam sonar mapping data has now been completed for the main Hawaiian Islands, allowing more accurate determination of the structure and extent of essential fish habitat for these deepwater species.

The Department works with several federal resource agencies, and non-governmental agencies to develop partnerships and management measures that are mutually beneficial, while sharing manpower and information to maximize

limited personnel and budgets. This enables us to ensure the resource's wise, long-term, use by the people of Hawaii and its visitors.

1. The U. S. Fish and Wildlife Service, US Department of Interior who administers the Federal Aid in Sport Fish Restoration program and
2. The National Marine Fisheries Service, US Department of Commerce, who administers the Endangered Species Act and other programs.

The Department is taking steps towards applying for an Incidental Take Permit issued by the National Marine Fisheries Service to address endangered species interactions under the Endangered Species Act. Recreational fishing activity has had negative impacts to monk seals and sea turtles, and by law these impacts must be formally addressed.

The Department operates and maintains the Statewide Fish Aggregation Device (FAD) System to assist fishers find and catch valuable marine fish species and provide better fishing opportunities.

The Department maintains and enlarges artificial reefs on barren grounds at Waianae, Maunalua Bay, and Ewa (deep water) on Oahu and Keawakapu on Maui; investigating the potential for new artificial reef sites around the State, to improve fish populations and provide better fishing opportunities.

The Department develops culture techniques for mullet, moi, and other important native species to supplement and improve naturally occurring fish populations.

To provide better fishing opportunities, the Department cultures and stocks freshwater gamefishes, such as channel catfish and rainbow trout, into public fishing areas.

The Department conducts biological studies of native freshwater species and stocked gamefish species in public fishing areas to assess aquatic resource populations.

II. Program Performance Results

A. Discuss the performance results achieved by the Program in FY '07 and '08

A program consolidation was proposed, as a result of an administrative directive to consolidate programs where appropriate, to simplify budgetary program reviews. Subsequent effort involved document preparation to reflect the consolidation of two fisheries programs (recreational and commercial). This consolidation was submitted as part of the administration's budget during the 2007 Legislature. However the Legislature disagreed with the consolidation and instead granted an additional management position to assist in managing the commercial fisheries program as a stand-alone program.

The Department continued to revise its administrative rules on fishing. Specifically, lay gill nets have been restricted in use and banned in some areas (total ban on the island of Maui). Further, rules revising fishing for rainbow trout in Kokee, Kauai were completed as well as rules establishing a new public fishing area at Wailua, Kauai.

The State attempted to maximize its full appropriation of Federal Aid in Sport Fish Restoration funds during the two fiscal years and continued to expand our artificial reefs using donated services and materials to serve as in-kind match for Federal funds. Stocking programs of the gamefishes channel catfish and rainbow trout raised at the Anuenue Fisheries Research Center continued at Nuuanu and Kokee, respectively, with volunteer time at both public fishing areas providing the match for federal funds. A stocking program for largemouth bass in the Wahiawa Public Fishing Area has been implemented through a partnership program with the Wahiawa Intermediate School, where a hatchery was constructed with federal funds, again matched by volunteer time and contributions. A similar partnership is being envisioned for the future Wailua Reservoir on Kauai, where new administrative rules establishes a new public fishing area at this reservoir.

A stock enhancement for mullet has continued in Hilo, and small-scale experimental releases of moi have been conducted on Oahu. A voluntary papio/ulua tagging project has continued on all the Main Hawaiian Islands with recreational fishers tagging and recovering fish with materials and protocols provided by the State. A database has been established that already is providing significant information on growth and movements of these important species. Research activities are continuing on Hawaii's unique native stream biota, again with the bulk of support coming from federal funds. The State's first e-commerce service for on-line licensing and permits involving transactions on the Access Hawaii (eHawaiiGov) web site for the freshwater game fishing license has proven successful.

The Department and the National Marine Fisheries Service (NMFS) continue to collect marine recreational fishing effort data, administered through the Hawaii Marine Recreational Fishing Survey (HMRFS). Data are being collected through the Marine Recreational Fishery Statistics Survey (MRFSS), which has been conducted in the continental U.S. since 1979. The Division of Aquatic Resources (DAR) is now collecting catch and effort data at various sites around the State. Access sites are distributed among shoreline, private boats at boat ramps. DAR is providing staff and base level funding to support HMRFS sampling in Hawaii. Its experience and knowledge of local recreational fisheries will help to maximize the efficiency of HMRFS in Hawaii. NMFS will contribute funds to increase sample size and coverage as well as provide administrative experience and statistical support to DAR. These data are critical to filling a huge gap in the fundamental knowledge needed to manage nearshore recreational fisheries.

B. Explain how these results relate to the Program's Objectives and Department's Mission

The management and wise use of Hawaii's aquatic resources, manifests itself in the above-described efforts. The program's objective is to provide sustainable recreational opportunities whether it be for fishing or viewing. Stocking of gamefishes in public fishing areas provides additional fishing success for the fishing public as well as to increase the fish populations, helping to increase the stock's numbers, overall. Tagging of gamefish, especially the papio/ulua has demonstrated a unique collaboration between the agency and the recreational angler – no longer are the fishermen eager to deposit their catch in their coolers, but release the fish (after tagging them) so that they may learn more about the fish's habits, and in doing so, practice conservation.

C. Explain how the effectiveness of the Program is measured and discuss the performance results achieved during the past two years

Performance of the statewide Recreational Fisheries Program is exhibited by the popularity, the amount of public participation at public fishing areas such as Kokee, Nuuanu, and Lake Wilson. In the reporting period, not only have the fishing rules for the Kokee trout fishery changed to accommodate public demand, a new public fishing area has been added (Wailua, Kauai) which has the potential to not only increase the public's enjoyment of fishing opportunities, but to also interface with schools for lessons in culture and game fish management. The papio/ulua tagging program now works with over 1,300 volunteer fishermen. Demand for publications, informational booklets and posters, public service announcements, news releases, media interviews, etc. remain high. Performance results during the past two years is also described in IIA .

D. Discuss actions taken by the Program to improve performance results

The following rule packages have the initial approval by the Board of Land and Natural Resources and will be taken to public hearings: 1.) a new rule governing size and bag limits for opihi statewide; and 2.) a rule seeking to mitigate user conflicts at Kahului Harbor on Maui. Additional rules are in advanced stages of development regarding catch reporting and inspection in the bottomfishery; size and bag limits; a subsistence fishing area at Milolii, Hawaii; and an herbivorous fishes management area for control of invasive marine algae on west Maui.

E. Identify all modifications to program's performance measures and discuss the rationale for these modifications

As discussed in IIA, the administration had directed a consolidation effort for two programs, commercial and recreational fisheries. This was proposed to the Legislature during the 2007 session. As such, reports previously submitted were characterized by a modification of performance measures, consolidating them

where applicable. However this proposal was opposed by the Legislature and the current measures have reverted to that of the pre-consolidation program.

III. Problems and Issues

A. Discussion of Problems and Issues Encountered

Hawaii's aquatic resources are famous worldwide. Our economy derives hundreds of millions of dollars annually from visitors attracted to, and fisheries supported by, our 750 miles of coastline (fourth longest among the states), more than 400,000 acres of coral reefs around the main Hawaiian Islands alone, nearly 3 million acres of State marine waters, more than 565 million acres in the Fishery Conservation Zone (within the 200-mile limit) around us. Our 376 perennial streams support plants and animals found nowhere else on earth. We know that the fish populations and other living biota within these regions have been severely depleted, but there still is a prevailing belief in much of the population that these living resources are virtually inexhaustible, need little regulation, and should remain free-for-the-taking.

Clearly we need to be able to define and quantify these resources, understand how they are changing, and accomplish this under the umbrella of species and habitat interrelationships to a much higher degree than has been possible to date. As a priority step we need much better information about the take of fish by recreational and commercial users. And we need greater support to correct those problems which have been recognized: declining nearshore fisheries, depleted stocks of deepwater bottomfish, damage to coral reef communities due to overfishing, sediment loading, alien species invasions, excessive "nonextractive" recreation, and support for a recreational fishing license system that will help to provide such data. Healthy reef communities and their associated fish populations are attractions vital to the State's visitor industry and are at the heart of the local lifestyle for Hawaii's residents. Increasing resident and visitor populations are placing ever greater strain on these resources, and there needs to be a concomitant acceptance of responsibility by the State to assure that the equity in these resources is protected for future generations.

Public fishing areas such as the Nuuanu Reservoir and Wahiawa Reservoir (Lake Wilson) on Oahu, Kokee on Kauai, and Waiakea Pond on Hawaii continue to be immensely popular with Hawaii's recreational fishermen. There is a demand for more opportunities that is restricted by budget and manpower limitations. This is exacerbated by a new development: dam safety. The public fishery for at least two reservoirs (where dams are concerned) may be adversely impacted should there be a decision to breach the dam walls in the interest of public safety.

Public concern for and sensitivity to the aquatic environment is evidence of the public's high overall demand for quality resources. Balancing this is the need to use these resources to accommodate an increasing human population and

robust economic growth causing an unrelenting pressure on all natural resources. Ever increasing demand on seafood, resident and activity-oriented visitor populations, development of coastal lands, increasing affluence and leisure time, technological advances, and growing competition among users of aquatic habitats, continue to increase pressures on fishery stocks placing certain resources at risk of habitat loss, over-fishing and depletion.

B. Program Change Recommendations to Remedy Problems

An increase in the expenditure ceiling for federal funds is proposed. Federal funds from the U.S. Fish and Wildlife Sport Fish Restoration Program would be used to support control/eradication of exotic freshwater alien pest species and for a survey of the diversity and abundance of marine fishes targeted by fishers in marine managed areas.

C. Identify any program issues or problems that have affected or will affect the program's implementation and any corrective measures or remedies established or planned

The State's recreational fishery resources are under intense pressure from increasing human population in the State; increased demand for seafood; increased leisure demands that affect aquatic resources; increasing user conflicts in regard to those resources; increased impacts to aquatic resources from fishing, pollution, environmental degradation, invasive species and climate change; and increasing competition for control of the resources themselves. Without a change in or clarification of priorities, addressing these stresses will be a continuing uphill battle. Education is key, and a greater proportion of effort is being expended in this respect. Other than this, the Division will continue to allocate funds and manpower as requested and focus on problems of greatest apparent urgency, such as aquatic invasive species.

Aquatic ecosystems are complex and scientists still do not know exactly how all living things interrelate. This fact, coupled with limited resources for research and outreach, means that management of these species will inevitably be less refined than desirable for the foreseeable future. Despite this, the program strives to maintain a base level of services, attempting to be creative and to develop within current constraints expanded and enhanced services, and more effective management regimes. Nonetheless, even with significant federal assistance and external funding arrangements, there is no substitute for a commitment to core funding for support of priority and long-term needs. As long as it continues to receive only one percent or so of the State's total budget, the Department will remain perennially in a catch-up mode in terms of protecting the State's greatest natural, community and economic asset – its natural resources.

IV. Projected Expenditures for Fiscal Year 2007-2008

	Appropriation Act 213/2007 FY 2007-08	Collective Bargaining	Transfer In Transfer (Out)	Governor's Restriction s	Estimated Total Expenditures
(Pos. Count)	(7.00)				(7.00)
Personal Services	464,573	35,416	0	0	499,989
Current Expenses	661,267	0	561,670	0	1,222,937
Equipment	0	0	0	0	0
Motor Vehicles	0	0	0	0	0
(Pos. Count)	(7.00)				(7.00)
Total Requirements	1,125,840	35,416	561,670	0	1,722,926
Less:					
(Pos. Count)	(0.00)				(0.00)
Special Funds	75,575	703	0	0	76,278
(Pos. Count)	(0.00)				(0.00)
Federal Funds	811,625	5,695	561,670	0	1,378,990
(Pos. Count)	(7.00)				(7.00)
General Funds	238,640	29,018	0	0	267,658

A. Explanation Of All Transfers Within the Program I.D. And Its Impact On The Program

More federal funds became available than originally estimated. The additional funds (\$561,670) are being used on projects to expand the artificial reefs (\$137,500), study ulua resource assessment (\$82,500), survey of fish and habitat areas (\$258,000), control/eradication of exotic freshwater aquatic organisms (\$33,750) and the Hawaii Marine Recreational Fishing Survey (\$49,920).

B. Explanation Of All Transfers Between Program I.D. And The Impact To The Program

None

C. Restrictions And Their Impacts On The Program

None

V. Supplemental Budget Request FY 2008-2009

	Appropriation Act 213/2007	Budget Adjustment	Supplemental Requests FY 2008- 2009
	<u>FY 2008-09</u>	<u>FY 2008-2009</u>	<u>2009</u>
(Pos. Count)	(7.00)	(0.00)	(7.00)
Personal Services	464,573		464,573
Current Expenses	661,267	206,200	867,467
Equipment	0	0	0
Motor Vehicles	0	0	0
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(Pos. Count)	(7.00)	(0.00)	(7.00)
Total Requirements	1,125,840	206,200	1,332,040
Less:			
(Pos. Count)	(0.00)	(0.00)	(0.00)
Special Funds	75,575		75,575
(Pos. Count)	(0.00)	(0.00)	(0.00)
Federal Funds	811,625	206,200	1,017,825
(Pos. Count)	(7.00)	(0.00)	(7.00)
General Funds	238,640		238,640

A. Workload Or Program Request (Description of request, reasons for the request, and desired outcomes or objectives to be accomplished by proposed program. Listing/description of positions requested, and funding requirements by cost category and source of funding)

The ceiling increase in federal funds (\$206,200) would support a new project obtaining data on the diversity and abundance of marine fish species targeted by recreational fishers in marine managed areas (\$172,500) and to continue the study on the effectiveness of introducing pike killifish (*Belonesox belizianus*) as a biological

control or eradication agent of exotic topminnows in brackish water ponds (\$33,700).

	<u>MOF</u>	<u>Personal Services</u>	<u>Other Exp.</u>
Ceiling Increase	N	0	206,200
Totals			206,200

B. For All Position Count Reductions, Please Specify Whether The Positions Were New, Filled Or Vacant

None

VI. Identify Restrictions Carried Over From FY 2007-2008 As Well As Additional Reductions Due To The Department Of Budget and Finance's Budget Ceiling For FY 2008-2009

None

VII. Capital Improvement Projects Requests For Fiscal Year 2008-2009

None

VIII. Proposed Lapses of Capital Improvement Program Projects

None