

**Calendar No. 394**

116TH CONGRESS }  
*1st Session* }

SENATE

{ REPORT  
116-183

YOUNG FISHERMEN'S DEVELOPMENT ACT

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R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND  
TRANSPORTATION

ON

S. 496



December 19, 2019.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED SIXTEENTH CONGRESS

FIRST SESSION

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### YOUNG FISHERMEN'S DEVELOPMENT ACT

DECEMBER 19, 2019.—Ordered to be printed

Mr. WICKER, from the Committee on Commerce, Science, and  
Transportation, submitted the following

### R E P O R T

[To accompany S. 496]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 496) to preserve United States fishing heritage through a national program dedicated to training and assisting the next generation of commercial fishermen, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

#### PURPOSE OF THE BILL

The purpose of S. 496 is to establish a program through the National Sea Grant Office to create competitive grants to support local and regional training and education initiatives for young fishermen.

#### BACKGROUND AND NEEDS

The United States is among the leading fishing nations in the world, generating over \$200 billion in sales and supporting 1.7 million jobs per year.<sup>1</sup> The positive impact of U.S. commercial fisheries on the economy largely reflects the effective laws put in place under the Magnuson-Stevens Fishery Conservation and Management Act,<sup>2</sup> and the collective progress of the National Marine Fish-

<sup>1</sup>Fisheries Economics of the United States, 2016 Fact Sheet. (2018) (<https://www.fisheries.noaa.gov/resource/document/fisheries-economics-united-states-2016-fact-sheet>) (accessed 7/15/2019).

<sup>2</sup>Pub. L. 94-265 and Pub. L. 109-479.

eries Service (NOAA Fisheries), regional fisheries management counsels, and stakeholder efforts to rebuild U.S. fisheries.

Many of the statutes that have been put in place to ensure the long-term stability of U.S. fisheries and fishing communities have presented new challenges for incoming generations of commercial fishermen entering the industry, contributing to several shifts in demographics of commercial permit holders. In several regions, commercial fisheries have seen an average increase of 10 years of age or more over the past generation of fishermen, and rural communities have lost 30 percent of local permit holders.<sup>3</sup> Consolidation in some sectors and graying of fleet have led to an increase in financial capital and risk needed to enter into the commercial fishing industry. Several other financial challenges have been identified, including mixing fishing with other local jobs, lack of stable markets increasing risk, and lack of experience managing debt and small businesses.<sup>4</sup>

Currently, there is no Federal program dedicated to training, educating, and assisting the next generation of commercial fishermen. First introduced in 2017, the Young Fishermen’s Development Act (YFDA) is modeled after the Department of Agriculture’s successful Beginning Farmer and Rancher Development Program, which is credited with preparing hundreds of young farmers and ranchers for their careers.<sup>5</sup> This grant program would be run through the National Sea Grant office.

#### SUMMARY OF PROVISIONS

If enacted, S. 496 would establish a program through the National Sea Grant Office to create competitive grants to provide training, education, outreach, and technical assistance initiatives for young fishermen.

#### LEGISLATIVE HISTORY

S. 496 was introduced on February 14, 2019, by Senator Sullivan (for himself and Senators Murkowski, Cantwell, and Collins) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. Senators King, Warren, Jones, Markey, and Blumenthal are additional cosponsors. On July 24, 2019, the Committee met in open Executive Session and, by voice vote, ordered S. 496 reported favorably without amendment.

A similar bill, H.R. 1240, was introduced on February 14, 2019, by Representative Young (for himself and Representatives Golden, Moulton, Pingree, and Radewagen) and was referred to the Com-

<sup>3</sup>Cramer, Lori A., et al. “Graying of the fleet: Perceived impacts on coastal resilience and local policy.” *Marine Policy* 96 (2018): 27–35; Johnson, Teresa R., and Mackenzie D. Mazur. “A mixed method approach to understanding the graying of Maine’s lobster fleet.” *Bulletin of Marine Science* 94.3 (2018): 1185–1199; Donkersloot, Rachel, and Courtney Carothers. “The graying of the Alaskan fishing fleet.” *Environment: Science and policy for sustainable development* 58.3 (2016): 30–42.

<sup>4</sup>Cullenberg, Paula, et al. “Turning the tide: How can Alaska address the ‘graying of the fleet’ and loss of rural fisheries access.” A review of programs and policies to address access challenges in Alaska fisheries. Report funded by the North Pacific Research Board and Alaska Sea Grant (2017).

<sup>5</sup>National Sustainable Agriculture Coalition. “Beginning Farmer and Rancher Program: Training new farmers and helping them start successful farm businesses” (<http://sustainableagriculture.net/publications/grassrootsguide/farming-opportunities/beginning-farmer-development-program/>) (accessed 7/17/19).

mittee on Natural Resources of the House of Representatives. There are seven additional cosponsors.

In the 115th Congress, a similar bill, S. 1323, was introduced on June 8, 2017, by Senator Sullivan (for himself and Senators Murkowski, Markey, and Cantwell) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. Senators King, Warren, and Collins were additional cosponsors.

An additional similar bill in the 115th Congress, H.R. 2079, was introduced on April 6, 2017, by Representative Young (for himself and Representative Moulton) and nine additional cosponsors. That bill was referred to the Subcommittee on Water, Power, and Oceans of the Committee on Natural Resources of the House of Representatives.

#### ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

<b>S. 496, Young Fishermen's Development Act</b>			
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on July 24, 2019			
By Fiscal Year, Millions of Dollars	2020	2020-2024	2020-2029
Direct Spending (Outlays)	2	10	10
Revenues	0	0	0
Increase in the Deficit	2	10	10
Spending Subject to Appropriation (Outlays)	0	0	0
Statutory pay-as-you-go procedures apply?	Yes	<b>Mandate Effects</b>	
Increases on-budget deficits in any of the four consecutive 10-year periods beginning in 2030?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No

S. 496 would require the Secretary of Commerce to establish a program to provide grants for training, education, outreach, and technical assistance to young fishermen. The bill would authorize the expenditure of \$2 million a year over the 2020–2024 period from the Fisheries Enforcement Asset Forfeiture Fund for those purposes. (Grants would be capped at \$200,000 for each recipient and could be renewed for up to three fiscal years.)

Amounts in the fisheries fund are available to be spent on authorized purposes without further appropriation. That fund has a balance of about \$17 million and collects about \$4 million a year in penalties. CBO estimates that authorizing the grant program would increase direct spending by \$10 million from the fund over the 2020–2024 period.

The Statutory Pay-As-You-Go Act of 2010 establishes budget-reporting and enforcement procedures for legislation affecting direct spending or revenues. The net changes in outlays that are subject to those pay-as-you-go procedures are shown in Table 1.

TABLE 1.—CBO'S ESTIMATE OF THE STATUTORY PAY-AS-YOU-GO EFFECTS OF S. 496

	By fiscal year, millions of dollars—												
	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2020– 2024	2020– 2029	
	Net Increase in the Deficit												
Pay-As-You-Go Effect .....	2	2	2	2	2	0	0	0	0	0	10	10	

The CBO staff contact for this estimate is Madeleine Fox. The estimate was reviewed by H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

#### REGULATORY IMPACT STATEMENT

Because S. 496 does not create any new programs, the legislation will have no additional regulatory impact, and will result in no additional reporting requirements. The legislation will have no further effect on the number or types of individuals and businesses regulated, the economic impact of such regulation, the personal privacy of affected individuals, or the paperwork required from such individuals and businesses.

#### CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

#### SECTION-BY-SECTION ANALYSIS

##### *Section 1. Short title*

This section would provide that the bill may be cited as the “Young Fishermen’s Development Act”.

##### *Section 2. Definitions*

This section would define terms used throughout the legislation. These terms include Sea Grant Institution, Tribal organization, and young fisherman.

##### *Section 3. Establishment of program*

This section would direct the Secretary of Commerce to establish the Young Fishermen’s Development Grant Program through the National Sea Grant Office. The program would provide training, education, outreach, and technical assistance to young fishermen.

##### *Section 4. Grants*

This section would define the types of programs, workshops, and services that grants funded through the Young Fishermen’s Development Grant Program would support. This section also would define eligible applicants as collaborative networks or partnerships of public or private entities. Eligible participants would include all young fishermen seeking to participate in U.S. commercial fisheries that have worked on a commercial fishing vessel for less than 10 years.

This section also would define funding terms as up to 3 years and amounts as up to \$200,000 per year. This section also would

define a matching requirement of 25 percent or greater than the funds provided by the grant. This section also would direct the Secretary to ensure geographic diversity when awarding grants. Grants would not be used to purchase a fishing license, permit, quota, or other harvesting right.

*Section 5. Funding*

This section would direct the Secretary to use \$2,000,000 per year for fiscal years 2019 through 2024 to carry out this program from the funds available under section 311(e) of the Magnuson-Stevens Fishery Conservation and Management Act.<sup>6</sup>

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee states that the bill as reported would make no change to existing law.

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<sup>6</sup> 16 U.S.C. 1861(e).