Precautionary Heuristic Management and Learning for Data-Poor Fisheries

Jason H. Murray and Richard T. Carson

1 Introduction

When making decisions, fisheries managers almost always assume that the parameters of the growth function are statistically identified and temporally stable. While 6 many data-rich fisheries have performed well in recent years, fisheries with little 7 to no data still account for more than 80% of global harvest (Costello et al., 2012). 8 When currently unassessed fisheries begin to accumulate data, there will no doubt be 9 attempts to manage these fisheries using standard statistical methods. If the growth 10 function's parameters are not well identified in the available data, then there may 11 be fundamental problems that are unlikely to be solved by changes in institutions 12 and management objectives such as those suggested by the recent Pew Oceans 13 Commission and the US Commission on Oceans Policy. This paper looks at the 14 intrinsic difficulties involved in estimating fishery growth parameters, where the 15 parameters of a time-invariant function are poorly estimated from a short sample of 16 fishery and fishery-independent data.

3

The standard natural resource economics textbook treatments of how to optimally manage a fishery implicitly assume that biologists have delivered to them the "true" underlying parameters of a stable biological growth function (Gordon, 1954; Smith, 20 1969; Fisher, 1981; Berck & Perloff, 1984; Clark, 1990; Hartwick & Olewiler, 21 1998; Perman et al., 2003; Tietenberg & Lewis, 2016,). Indeed, most economic 22

J. H. Murray

Office of Response and Restoration, National Oceanic and Atmospheric Administration, Silver Spring, MD, USA

e-mail: jason.murray@noaa.gov

R. T. Carson (⊠)

Department of Economics, University of California, San Diego, La Jolla, CA, USA e-mail: rcarson@mail.ucsd.edu

© The Author(s), under exclusive license to Springer Nature Switzerland AG 2023 D. Zilberman et al. (eds.), *Sustainable Resource Development in the 21st Century*, Natural Resource Management and Policy 57, https://doi.org/10.1007/978-3-031-24823-8_9

AQ1

analysis is done as if there is not even a random element to changes in fish stocks. 23 While this has allowed economists to concentrate on the "economic" part of the 24 management problem, serious issues arise if the underlying biological parameters 25 upon, which decisions are being made, are substantially wrong. Indeed, the basic 26 theme of this paper is that the estimates of the biological parameters will usually 27 be sufficiently far from their true values in such a manner that economists cannot 28 ignore the implications of this issue in providing policy advice.

To be sure, economists have not completely ignored the issue of uncertainty, 30 although "relative" neglect is probably a fair assessment. Much of this neglect stems 31 from a perceived division of labor between biologists and economists and a line of 32 work begun by Reed (1979). Reed's work suggested that if one simply tacked on 33 a random term to the current period of growth, then the optimal policy was still 34 the deterministic constant escapement rule of Gordon (1954). The reason is that if 35 the error term was i.i.d. with an expected value of zero and observable, then it was 36 optimal to adjust to each shock by setting harvests to keep the stock size constant. 37 Clark and Kirkwood (1986) examine Reed's framework under the more realistic 38 assumption that contemporaneously there is measurement error in the stock size. 39 Using a Bayesian framework, they find that a constant escapement rule is no longer 40 optimal and that optimal stock size can be smaller or larger than in Reed's case. 41 Clark and Kirkwood maintain the assumption that the parameters of the growth 42 function are known.1

There has a been renewed interest in looking at uncertainty, some of which 44 is stimulated by a provocative biologically oriented paper by Roughgarden and 45 Smith (1996), which argued that the large amount of uncertainty in biological 46 modeling calls for the use of some variant of the precautionary principle in fisheries 47 management. This has led some economists, most notably Sethi et al. (2005), to 48 reexamine the uncertainty issue.² Sethi et al. use three independent sources of 49 uncertainty, growth, stock size measurement, and harvest implementation, each 50 modeled as a contemporaneous error term. In this sense, Sethi et al. encompasses the 51 Reed, Clark, and Kirkwood results and the more formal parts of Roughgarden and 52 Smith. They find that uncertainty with respect to stock size measurement matters 53 the most. In particular, they find constant escapement rules that attempt to hold the stock size at the level that maximizes sustainable yield and which often characterize 55 fisheries management, leading to substantially lower profit and a higher probability 56

¹ Of course, there has been some work in the fisheries science literature on issues related to parameter uncertainty with respect to the growth function parameters (e.g., Ludwig & Walters, 1981). What is surprising is that papers in this vein continue to point out large potential problems but with surprisingly little impact on management practices.

² Other recent papers looking at the role of uncertainty in fisheries management and the behavior of fisherman include Singh et al. (2006) and Smith et al. (2008). More generally there is a growing recognition that economists need to become more actively involved in modeling the complete bioeconomic system. Smith (2008) points out that small changes in parameter values in nonlinear fisheries can have a large influence on the underlying dynamics and that econometric understanding of these implications is woefully inadequate.

that the fish stock being managed will go extinct, compared to management under 57 the adaptive policy they find to be optimal.

58

Sethi et al. (2005) suggest that uncertainty is more important than economists 59 previously thought but at its heart is still a stable deterministic growth function 60 with contemporaneous uncorrelated i.i.d. error terms added to the growth, stock 61 measurement, and harvest equations. There are two other interesting possibilities to 62 explore. The first is that the system is not stable over time in the sense of having clear 63 time series dynamics either in the deterministic (Carson et al., 2009) or stochastic 64 (Costello, 2000) part of the model. The second feature explored in this paper is the 65 possibility that the system is stable but the parameters being used for policy purposes 66 are fundamentally different from the true ones.³

The precautionary principle has many flavors but provides few specific decision 68 rules. One common practice is to reduce quotas to some fraction of MSY such that 69 good estimates of the growth function parameters still play a critical role. The other 70 common practice is to suggest setting aside marine protected areas to prevent a fish 71 stock from being wiped out (Lauck et al., 1998). But even when marine protected 72 areas are in place, the remaining fishing grounds are likely to require some form of 73 management tied to the biological state of the fishery to reduce the probability of 74 collapse.

Operational application of the precautionary principle faces many difficulties 76 (Sunstein, 2005; Randall, 2011). It should not simply always ban activities that 77 have associated risks that are poorly quantified and have the potential for high 78 levels of harm, as its proponents often believe. Meaningful trade-offs will need to 79 be made. Further, the decision-making framework should move toward the ordinary 80 risk management framework as better information about the originally difficult to 81 quantify risks becomes available. Grant and Quiggin (2013) provide a perspective 82 on the precautionary principle that emphasizes inductive reasoning about possible 83 risks which they term "bound awareness." The procedure put forward in this paper 84 is in the spirit of their work in that it advances a heuristic decision rule that reduces 85 the possibility of "unfavorable surprises" while engaging in active experimentation 86 that progressively helps to improve the parameter estimates of the fisheries growth 87 model.

Section 2 of this paper will introduce the basic model and in-sample simulation 89 framework. Section 2 includes a discussion of some of the fisheries biology litera- 90 ture on estimating growth equations. This literature shows that even simple Gordon- 91

³ FAO (1995) in its discussion of the precautionary principle recognizes the data-poor situation we seek to explore by noting that the resource manager should take "a very cautious approach to the management of newly developing fisheries until sufficient data are available to assess the impact of the fishery on the long-term sustainability of the resource."

⁴ MSY as the management objective for a commercial fishery has been widely vilified but, as Smith and Punt (2001) show, it keeps coming back in one form or another as the management objective for a fishery. However, there is now a tendency to see MSY as an upper bound. Squires and Vestergaard (2016) provide a comprehensive look at factors that can result in the maximum economic yield (MEY) resource stock exceeding, equalling, or falling short of MSY.

Shaefer logistic growth models typically produce poor estimates and that there has 92 been a tendency to move toward ever more complicated models that improve in-93 sample – but typically not out-of-sample – forecasting ability. Economists have 94 paid surprisingly little attention to the technical estimation problems that biologists 95 have long faced. Various shades of macroeconomic modeling and forecasting issues 96 come to mind here (Hamilton, 1994). The fundamental problem is that errors are 97 propagated through a nonlinear dynamic system, with the issue being exacerbated 98 by a high degree of correlation between many variables, imperfect observability of 99 some key variables, and a relatively short time series available on which to estimate 100 model parameters.

While the parameters of the growth equation are technically identified, they are 102 often only weakly identified because of the typical lack of substantial variation 103 in the stock size and because of the tightly coupled relationship between the 104 growth rate and the carrying capacity. In samples of the size often used for the 105 purpose, parameter estimates may be almost arbitrarily far from their true values 106 and the property of asymptotic consistency of little practical import. This under 107 identification becomes even more troublesome if one allows various economic 108 factors associated with catch per unit of effort measurements to be correlated with 109 the unobserved random shocks, as seems likely.

Section 3 will describe estimation results for the parameter values used for 111 growth rate, carrying capacity and stock size in the fisheries example in Perman 112 et al. (2003), a popular graduate textbook. However, the results are not unique to 113 this specification. Our example shows a frightening degree of parameter dispersion; 114 even with almost 30 periods of data, some of the parameter estimates still display 115 considerable bias.

Section 3 continues by simulating the traditional management practice of using estimated parameter values to determine catch. This is adaptive in the sense that it uses estimates of maximum sustainable yield (MSY)⁵ updated with accumulated harvest and stock data. This is done repeatedly with different draws on the vector of random error. This allows us to trace out various outcome distributions. Specifically, we focus on average catch and frequency of collapse.

Section 4 introduces a simple rule-of-thumb scheme that forsakes an effort at 123 formal estimation of the growth function parameters. This is similar to the direction 124 that some of the macroeconomic literature has taken when the true model parameters 125 are unknown (Brock et al., 2007). There is also an earlier strand in the agricultural 126 economics literature (Rausser & Hochman, 1979), which suggests that optimizing 127 decision rules coupled with highly nonlinear stochastic natural systems can be too 128 complicated to be practically implemented and that they may be dominated by 129

⁵ This is not the economic optimum but, rather, maximum sustainable yield. This is quite realistic as a target for the manager, as many current US fishery management plans mandate that the stock be maintained at or near maximum sustainable yield or a fraction thereof. Examples include the Mid-Atlantic Flounder (Mid-Atlantic Fisheries Management Council, 1999), the Bering Sea and Aleutian Islands Groundfish (Witherell, 1997), and the California White Seabass (Larson et al., 2002).

simple transparent rules that condition on a few observables. This rationale is also 130 reflected in the popular Taylor rule approach to monetary policy for central banks 131 (Orphanides, 2008).

Optimal stochastic control feedback rules may also be dominated by simple 133 conditioning rules simply because of an inability to properly specify and estimate the system. Here, rather than assuming that the parameters of the growth function 135 are known or even knowable, we make the much weaker assumption than is typical 136 and assume only that the growth function is stable and is single-peaked. Our rule of 137 thumb looks at the changes in stock and catch over two periods to determine which side of the peak one is on and takes a step toward it. Because there is a true stochastic 139 component to growth, it is always possible to take a step in the wrong direction. Essentially, this is an adaptive gradient pursuit method, which is always on average 141 moving in the correct direction. We show that this precautionary rule of thumb can 142 lower the likelihood of collapse. When traditional management is combined with an 143 initial period of precautionary management, future estimates converge to the truth 144 more quickly and the likelihood of collapse is again lower.

The paper concludes in Sect. 5 with remarks on using precaution and statistics in 146 fisheries that are only beginning to receive funding for assessment.

Model and Simulation Framework

The standard textbook fisheries example is the Gordon-Schaefer model with a 149 logistic growth equation (Clark, 1990; Perman et al., 2003). The growth equation 150 is usually represented as: 151

$$G(X_t) = rX_t \left(1 - X_t / K\right), \tag{1}$$

145

147

148

where $G(X_t)$ is the net natural growth in the fish stock at time t, X_t , r is the growth 152 rate, and K is the carrying capacity. $X_{t+1} = X_t + G(X_t) - F_t$, where F_t is the 153 quantity of fish harvested. A sustainable yield occurs where $F_t = G(X_t)$. Maximizing 154 sustainable yield (MSY), which is the explicit or implicit objective written into 155 much fisheries legislation, occurs when the population is set at $\frac{1}{2}$ K and is equal 156 to rK/4. Adding an economic actor such as a rent maximizing sole owner shifts 157 the MSY formulation of stock size a bit higher or lower to take account of how 158 costs depend on stock size (stock size larger than MSY and increasing as degree 159 of dependence increases) and the magnitude of the positive discount rate (stock 160 size smaller than MSY and decreasing as discount rate increases). The optimal 161 harvest size, though, is still typically driven to a large degree by the underlying MSY biology, as these two factors often roughly offset each other. What is crucial 163 for the argument we advance is the dependence of current policies on knowing K 164 to set the optimal stock size and rK to set the optimal harvest. Similar dependence 165 exists for most of the other growth functions commonly used in making fisheries 166 management decisions, so the conceptual issues can all be well illustrated using the 167

logistic function. Further, we note that, while the Gordon-Shaefer logistic growth 168 model can be criticized for not being realistic enough to fit empirical data, it is an 169 entirely different matter if we generate data as if that model were true and then try to 170 fit it. Now, the Gordon-Shaefer logistic model with stock assumed to be observable 171 represents the best case of having to fit *only* two parameters relative to the available 172 time dimension of the dataset. While our simple model has but a single species and 173 ignores spatial/temporal heterogeneity, the complications that arise from accounting 174 for these factors make estimation all the more difficult and consequently reinforce 175 the case for precaution when estimates are used to inform management.

The main problem is that K in the logistic growth equation is fundamentally 177 under-identified, unless r is known (and to a lesser degree vice versa for r unless K 178 is known). The main reason is that, unless there is substantial variation in X_t , then 179 observing X_t and $G(X_t)$ only identifies the ratio r/K. Since fisheries managers often 180 try to hold X_t constant, which is optimal for MSY with i.i.d. environmental shocks to 181 the growth equation (Reed, 1979), little variation in X_t is generally observed. Underidentification of K and r is not a new argument. Hilborn and Walters (1992) develop 183 it at some length, but the argument does not seem to have permeated thinking in 184 the economics literature on fisheries management. Instead, one sees explorations of 185 other sources of uncertainty.

This fundamental under-identification of the parameters of the growth equation 187 has a counterpart in the environmental valuation literature. There, it is well-known 188 that - because observed conditions do not vary sufficiently - one must induce 189 experimental variation (often in a stated preference context) in attributes such 190 as cost in order to statistically identify the parameters of interest with enough 191 precision to be useful for policy purposes. In the fisheries context, this would require 192 intentionally encouraging very large swings in $G(X_t)$ by setting different harvest 193 levels in order to learn about r and K. This is unlikely to happen, as it would be 194 fought in either direction by different interest groups.

Hilborn and Walters (1992) note that, in many empirical fishing models, because 196 of the statistical imprecision in parameter estimates, K is set to the largest observed 197 stock size (usually estimated via sampling or some other method). This, of 198 course, technically resolves the statistical identification problem. However, the other 199 parameter estimates can now be grossly wrong as a consequence and, hence, may 200 result in policy prescriptions that are grossly wrong. In particular, assuming a value 201 of K, which is too small, will result in an estimate of r that is too large and a 202 recommendation to set X_t too low, which can be potentially disastrous.

Here, fishery data are simulated according to Eq. (1), including a uniformly 204 distributed catch variable, F_t , and a normally distributed additive disturbance term, 205 ε_t . This yields a linear estimating equation: $X_{t+1} - F_t = rX_t - (r/K)X_t^2 + \varepsilon_t$. The 206 policy parameter of MSY = rK/4 is easily recovered from the linear regression 207

⁶ In practice, stock is at best observed with considerable measurement error. Zhang and Smith (2011) examine statistical issues related to this problem in the context of the Gordon-Shaefer model.

results from the estimating equation. For notational compactness, define β_1 and β_2 208 as the respective coefficients from the linear regression. A consistent estimate of 209 the maximum of the growth curve is then given by:

$$MSY_{OLS} = \frac{(\beta_1 - 1)^2}{-4\beta_2}$$
 (2)

215

This completes the model and in-sample simulation framework. The next section 211 describes the performance of a fishery managed using OLS estimates obtained 212 from simulated data. We then proceed to compare these statistical decisions under 213 identical draws from the error terms to the performance of heuristic management. 214

3 Statistical Management

Parameter estimates are calculated by simulating sample data according to the 216 model outlined in the previous section. The harvest data for the in-sample period 217 are a uniformly distributed fraction of the fish stock that can be thought of as 218 exogenously varying fishing effort. While many fishery datasets might exhibit a 219 "one-way trip" of depletion (Hilborn & Walters, 1992), this tends to "rig the 220 game" in the sense that parameter estimates are less precise, and probability of 221 collapse is higher. For this reason, the in-sample data simulations use uniform 222 fishing variability to give estimation the best chance of success. Figure 1 displays 223 average parameter estimates for each regression coefficient and MSY over 10,000 224 simulations for 200 periods each. The regression coefficients are consistent for 225 their true values and converge smoothly. The small-sample bias in the regression 226 coefficients leads to some problematic behavior in the estimates of the policy 227 variable; estimates of MSY are consistent but exhibit a much less regular approach 228 to the true value, with many spikes, some quite large, along the path to convergence. 229 This fits with empirical under-identification as described above (Kenny, 1979).

The simulations above confirm that estimates implied by Eq. (2) are consistent. 231 Using these estimates for policy is a different matter. Figure 2 demonstrates the 232 performance of a statistical management regime that allows harvesting of the 233 estimated value for MSY beginning at period 30.8 When statistical management 234 begins, catches immediately increase and the rate of collapse (stock reaching zero) 235 increases, rising to nearly 90% by the 100th period. While there may exist discount 236 rates for which this catch profile is supported as optimal, the fact remains that 237

⁷ This follows from Slutsky's theorem (Wooldridge, 2010) and is confirmed by simulation results below.

⁸ 30 years is an unusually large sample to have both catch and stock data. For example, Erisman et al. (2011) made use of some of the largest such datasets in Southern California, and the largest sample in this paper contained 30 years.

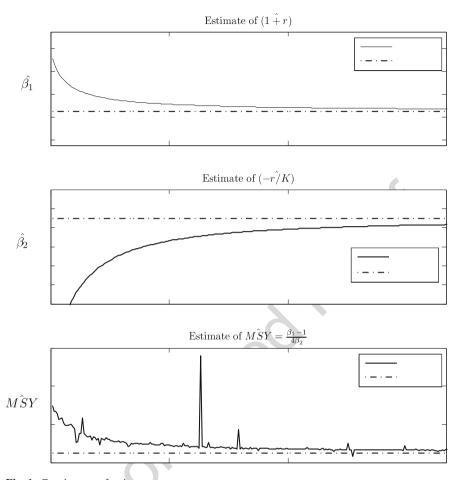


Fig. 1 Consistency of estimates

most fishery management legislation contains a mandate to prevent collapse of the resource. Statistical management, even for a correctly specified model with unrealistically high-quality data, performs poorly.

4 Heuristic Precaution

What is the manager to do in the face of unreliable estimates of MSY in the given 242 sample? A first thought might be to introduce a reduction to MSY, but it is not 243 obvious how to make such a reduction that is not an arbitrary "fudge factor." This 244 section presents a modest suggestion: discard all but recent data. A "rule-of-thumb" 245 management program using only the most recent three periods' stock and catch data 246

241

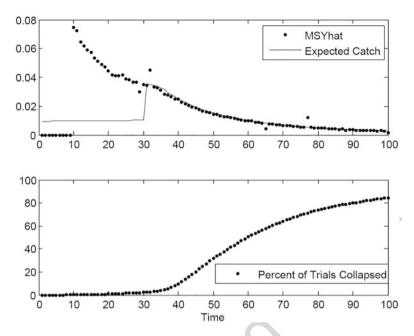


Fig. 2 Statistical management

can perform a rudimentary gradient search for the stock which yields MSY. The 247 motivation for the gradient search is that much can be learned from three periods 248 about the current position of the stock. Presume only that $G(X_t)$ has a unique global maximum value greater than zero and $G(X_t) = 0$ for $X_t = 0$ and $X_t = 0$ for some 250 unknown K > 0. The goal is to set catch levels to send the stock level to that which maximizes the growth function. If the noise term is reasonably small and stock and catch values are known, then $G(X_t) = (X_{t-1} - X_t) - Y_{t-1}$, approximately. Therefore, at time period s and given data: $\{Y_s, Y_{s-1}, Y_{s-2}, X_s, X_{s-1}, X_{s-2}\}$, we can rewrite to 254 obtain our estimates of the realized growth in the previous two periods: 255

 $G(X_{s-1}) = (X_s - X_{s-1}) - Y_{s-1}$ and $G(X_{s-2}) = (X_{s-1} - X_{s-2}) - Y_{s-2}$. We now 256 have four cases, two of which are informative: 257

- 1. $X_{s-1} > X_s$ and $G(X_{s-1}) > G(X_s)$: This implies that the single peak occurs at 258 some X greater than X_s .
- 2. $X_{s-1} < X_s$ and $G(X_{s-1}) < G(X_s)$: This is not enough information to determine 260 the location of the peak.
- 3. $X_{s-1} < X_s$ and $G(X_{s-1}) > G(X_s)$: This implies that the single peak occurs at 262 some X greater than X_s . 263

261

4. $X_{s-1} > X_s$ and $G(X_{s-1}) < G(X_s)$: This is not enough information to determine 264 the location of the peak. 265

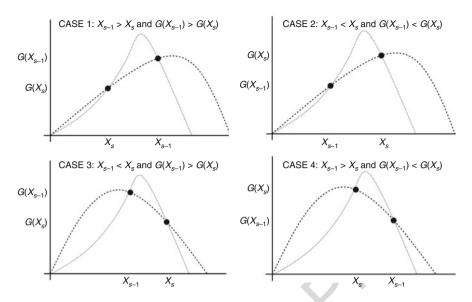


Fig. 3 The four possibilities for 2 points for any single-peaked growth curve

Three realizations of the stock and growth values are sufficient to describe two 266 values lying on the underlying growth function. Figure 3 summarizes these four 267 cases outlined above.

The rule-of-thumb decision rule makes use of the implications of each case 269 above. In the informative cases 1 and 2, the rule increases or decreases the harvest 270 by a factor, γ , assigned arbitrarily to be.5 in simulations below. To summarize, the 271 rule of thumb sets period s catch as follows for each of the four cases: 272

1. Set
$$Y_s = (1 - \gamma)Y_{s-1}$$
 273
2. Set $Y_s = Y_{s-1}$ 274
3. Set $Y_s = (1 + \gamma)Y_{s-1}$ 275
4. Set $Y_s = Y_{s-1}$ 276

Any precautionary preference would be concerned with the probability of stock 277 collapse. Many management plans contain statements mandating a maintenance of 278 stocks at or near that which yields MSY, coupled with a mandate to prevent the stock 279 from crashing and to prevent the stock from dropping below some threshold as in 280 Lee (2003). The rule of thumb decreases the probability of stock collapse. 281

Figures 4, 5, 6, and 7 present averages of 100,000 trials for 100 periods for 282 managing a fishery under different regimes. Figure 4 shows the baseline of OLS 283 statistical management beginning at period 15. Figures 5 and 6 show the results 284 of preceding OLS statistical management by 15 and 30 years (respectively) of 285 rule-of-thumb (gradient) management. Figure 7 shows the results of using our rule-286 of-thumb heuristic approach for the entire 85-year period of active management 287 displayed. In every case, statistical management is dominated by our simple 288

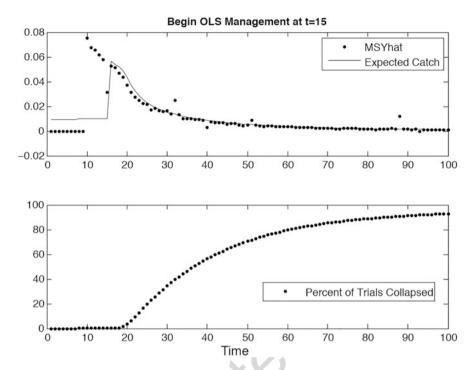


Fig. 4 Pure statistical management with delay

heuristic rule. Most strikingly, our rule-of-thumb gradient approach maintains high 289 average catch levels; at the same time, the longer it is used relative to the standard 290 OLS statistical management regime, the lower the probability of a fishery collapse.

The results suggest that it is unlikely that small samples of fishery independent 292 data contain much payoff-relevant information. The rule of thumb outperforms 293 decisions based on the entire sample. It is important to remember that OLS is 294 correctly specified for this model, and the disturbance terms are normally distributed 295 and i.i.d., a rosy situation indeed. The model is simple, but any change to the model 296 to increase realism will only make the bio-econometrician's task more difficult, as 297 there is no more realistic growth model with fewer than two parameters.

5 **Concluding Remarks**

Fisheries in the developing world are plagued by myriad difficulties. Property rights 300 are insecure. Ecosystems are degraded. Data are missing and, of necessity, the 301 parameter estimates upon which fisheries management decisions are made must be 302 wrong. Statistical estimates are never the true parameter values. Economists have 303 largely ignored this issue. Indeed, most theoretical and applied work has taken the 304

299

298

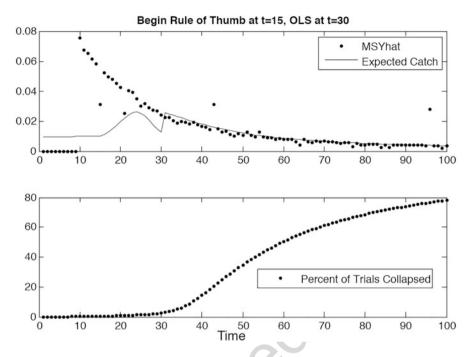


Fig. 5 Mixed management, short horizon

parameter estimates from biologists and treated them as truth. When economists 305 have considered uncertainty, it is typically in the form of random environmental 306 shocks to recruitment from the growth equation. In the simplest cases, i.i.d. error 307 terms allow the appropriate adjustment in each time period. Sethi et al. (2005) have 308 shown that other forms of error, such those resulting from having to measure stock 309 size, can create much more substantial problems for managing fisheries. Our work 310 extends the list of problems by emphasizing statistical uncertainty in the parameter 311 estimates when only relatively short time series data are available – a situation that 312 characterizes many fisheries.

In the simple Gordon-Shaefer model, measurement error in the main biological 314 parameters – growth rate, carrying capacity, and maximum sustainable yield – 315 tends to be fairly large. In part that is because the regression model has two 316 covariates, stock size and stock size squared, which tend to be highly correlated. 317 This high correlation is made much worse by the usual management practice of 318 trying to maintain stock size at a specific level. The typical error in the parameter 319 estimates increases rapidly in the underlying unexplained variance. More complex 320 (and realistic) models, either in terms of more parameters or more complex error 321 structures, are likely to create even worse statistical properties for the estimates used. 322 This paper gives the game away to the bio-econometrician; estimation is made as 323 simple as possible. The functional form is the one used to generate the data; the error 324 component is generated independently and has low variance. Further, both catch and 325

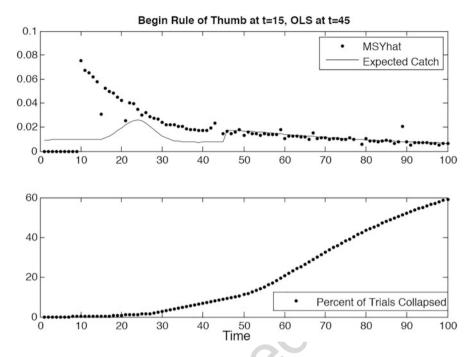


Fig. 6 Mixed management, long horizon

stock are assumed observable. This paper shows that there is little gain (if any) to 326 using the full, but still quite small, sample typically available for most fisheries. 327 Throwing out 90% of the sample and using a heuristic are better.

328

337

Increasing the number of parameters will almost surely make the problem worse. Some readers may argue that real stock assessments rely on fishery-independent 330 data and that our results only reinforce the importance of that source of information. Fisheries are multidimensional dynamic systems and data on variables beyond 332 catch and stock levels (such as length-frequency and length-at-age) may improve 333 estimates, but only if the out-of-sample predictive information they provide grows at 334 a rate substantially larger than the number of extra parameters that must be fit. That is because the fundamental nature of the problem is the propagation of measurement 336 error in the parameters in a nonlinear optimization model.

One of the immediate results of our framework is that under- or overestimating the allowable catch by the same amount does not result in symmetric errors. 339 Overestimation leads to higher catches now and, of necessity, fewer fish later, 340 including substantially increasing the risk that the fishery collapses. For any given 341 over- and underestimate of the allowable catch, there is typically a discount rate 342 that would make one indifferent. Environmentalists and fishers, however, are likely 343 to disagree on the discount rate. The social discount rate is also likely to be lower 344 than the private discount rate. This discount rate story as a source of conflict is not 345 new, but what is new is the interaction between the level of parameter uncertainty 346

350

361

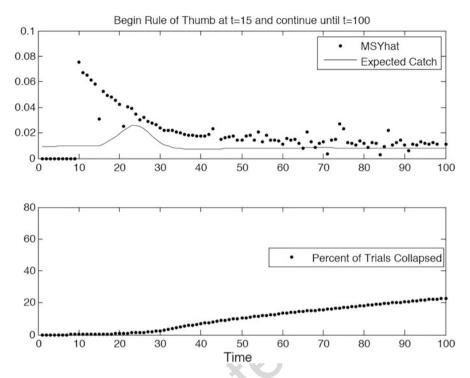


Fig. 7 Pure heuristic management with delay

and the discount rate. Uncertainty amplifies the policy variance implied by differing 347 discount rates. Reducing the level of uncertainty can be Pareto-improving for all groups and can reduce (but not eliminate) the degree of conflict. This insight may be useful in implementing more practical variants of the precautionary principle.

Given the poor performance of the standard statistical estimates of the relevant 351 biological parameters and the fact that either over- or underestimation of allowable catch can reduce welfare, it is useful to ask if there is any way to improve the situation. Because the problem is essentially one of high collinearity and small sample size, one possibility is to limit the range of either the carrying capacity or growth rate parameters. Interesting opportunities for doing this appear to be available, particularly with the recent biological work on estimating historical population stocks before large-scale commercial fishing (Jackson et al., 2001). A 358 Bayesian framework (Gelman et al., 2003; Walters & Ludwig, 1994) is natural. Pinning down a reasonable narrow range for one of these parameters could add a 360 great deal of stability to the estimate of allowable catch.

Our framework suggests a different way of dealing with the issue. It may be 362 generally applicable to situations where there is considerable uncertainty about the 363 underlying biological growth function, other than the assumption that it is single 364 peaked. Our rule-of-thumb decision simply tests which side of the peak one is likely 365 to be on, using very limited information, and then pursues it using a conservative 366 step size. Since there are stochastic shocks, it is always possible to move in the 367 wrong direction on any particular step. On average, though, one moves in the 368 correct direction. This simple approach works reasonably well in the sense of being 369 fairly close to using the growth function parameters estimated in the standard way 370 when the parametric modeling being fit was the correct one. Further, there are 371 clearly more sophisticated adaptive gradient pursuit methods that could be explored 372 than the simple rule-of-thumb approach in this paper; such methods may be more 373 statistically efficient while maintaining a large degree of robustness. Another logical 374 step would be to look at the performance of different adaptive gradient pursuit 375 methods when the underlying parametric model being fit was the incorrect one, 376 so that there was both specification and parameter estimation error, as is likely 377 to be the case in realistic empirical applications. Our current framework shows 378 promise for cautious adaptive management as a path to implementing management 379 guided by a precautionary principle. Finally, we have assumed the usual biological 380 management strategy of setting an overall catch limit. It would be useful to see how our proposed method interacts with the use of landing fees (Weitzman, 2002) or 382 individual transferable quotas (Squires et al., 1995).

References 384

383

395

396

397

398

399

405

406

407

408

Berck, P., & Perloff, J. M. (1984). An open-access fishery with rational expectations. Econometrica, 52, 489-506. Brock, W. A., Durlauf, S. D., Nason, J. M., & Rondina, G. (2007). Simple versus optimal rules as 387

guides to policy. Journal of Monetary Economics, 54, 1372–1396. Carson, R. T., Granger, C. W. J., Jackson, J., & Schlenker, W. (2009). Fisheries management under 389

Clark, C. (1990). Mathematical bioeconomics: The optimal management of renewable resources 391 (2nd ed.). Wiley.

cyclical population dynamics. Environmental and Resource Economics, 42, 379–410.

Clark, C., & Kirkwood, G. (1986). On uncertain renewable resource stocks: Optimal harvest 393 policies and the value of stock surveys. Journal of Environmental Economics and Management, 13, 235–244.

Costello, C. (2000). Resource management with information on a random environment [Dissertation]. University of California, Berkeley.

Costello, C., Polasky, S., & Solow, A. (2001). Renewable resource management with environmental prediction. Canadian Journal of Economics, 34, 196-211.

Costello, C., Ovando, D., Hilborn, R., Gaines, S., Deschenes, O., & Lester, C. (2012). Status and 400 solutions for the world's unassessed fisheries. *Science*, 338, 517–520.

Erisman, B., Allen, L., Claisse, J., Pondella, D., II, Miller, E., & Murray, J. (2011). The illusion 402 of plenty: Hyperstability masks collapses in two recreational fisheries that target fish spawning 403 aggregations. Canadian Journal of Fisheries and Aquatic Sciences, 68, 1705–1716. 404

Fisher, A. C. (1981). Resource and environmental economics. Cambridge University Press.

Food and Agriculture Organization (FAO). (1995). Precautionary approach to fisheries. Part I: Guidelines on the precautionary approach to capture fisheries and species introductions. FAO Technical Paper no. 350.

Gelman, A., Carlin, B. P., Stern, H. S., & Rubin, D. B. (2003). Bayesian data analysis (2nd ed.). 409 Chapman and Hall. 410

Geweke, J. F. (1986). Exact inference in the inequality constrained normal linear regression model. <i>Journal of Applied Econometrics</i> , 1, 127–142.	411 412
Gordon, H. S. (1954). The economic theory of a common property resource: The fishery. <i>Journal</i>	413
of Political Economy, 62, 124–142.	414
Grant, S., & Quiggin, J. (2013). Bounded awareness, heuristics and the precautionary principle.	415
Journal of Economic Behavior & Organization, 93, 17–31.	416
Hamilton, J. D. (1994). <i>Time series analysis</i> . Princeton University Press.	417
Hartwick, J., & Olewiler, N. (1998). The economics of natural resource use (2nd ed.). Prentice	418
Hall.	419
Hilborn, R., & Walters, C. J. (1992). <i>Quantitative fisheries stock assessment: Choice, dynamics, and uncertainty</i> . Chapman and Hall.	420 421
Jackson, J. J., Kirby, M. X., Berger, W. H., Bjorndal, K. A., Botsford, L. W., Bourque, B. J.,	422
Bradbury, R. H., Cooke, R., Erlandson, J., Estes, J. A., Hughes, T. P., Kidwell, S., Lange, C.	423
B., Lenihan, H. S., Pandolfi, J. M., Peterson, C. H., Steneck, R. S., Tegner, M. J., & Warner, R.	424
R. (2001). Historical overfishing and the recent collapse of coastal ecosystems. Science, 293,	425
629–637.	426
Kenny, D. A. (1979). Correlation and causality. Wiley.	427
Larson, M, Horeczko, M., Hanan, D., Valle, C., & O'Reilly, K. (2002). White seabass fishery management plan. California Department of Fish and Game. http://www.dfg.ca.gov/marine/	428 429
wsfmp/index.asp	430
Lauck, T., Clark, C. W., Mangel, M., & Monro, G. (1998). Implementing the precautionary	431
principle in fisheries through marine reserves. <i>Ecological Applications</i> , 8, S72–S78.	432
Lee, L. M. (2003). Population assessment and short-term stock projections of the blue fish. Atlantic	433
States Marine Fisheries Commission and the Mid-Atlantic Fishery Management Council	434
Monitoring Committee.	435
Ludwig, D. A., & Walters, C. J. (1981). Optimal harvesting with imprecise parameter estimates.	436
Ecological Modelling, 14, 273–292.	437
Mid-Atlantic Fishery Management Council. (1999). Summer flounder, scup, and black sea bass	438
fishery management plan: Executive summary-amendment 12.http://www.mafmc.org/mid-	439
atlantic/fmp/summer-a12.htm	440
Orphanides, A. (2008). Taylor rules. In The new Palgrave dictionary of economics (Vol. 8, 2nd ed.,	441
pp. 2000–2004).	442
Perman, R., Yu, M., McGilvray, J., & Common, M. (2003). Natural resource and environmental	443
economics (3rd ed.). Pearson.	444
	445
panel report. Western Pacific Fishery Management Council.	446
Randall, A. (2011). Risk and precaution. Cambridge University Press.	447
Rausser, G. C., & Hochman, E. (1979). Dynamic agricultural systems: Economic prediction and	448
control. Elsevier North-Holland.	449
Reed, W. J. (1979). Optimal escapement levels in stochastic and deterministic harvesting models.	450
Journal of Environmental Economics and Management, 6, 350–363.	451
Roughgarden, J., & Smith, F. (1996). Why fisheries collapse and what to do about it. <i>Proceedings</i>	452
of the National Academy of Sciences, 93, 5078–5083. Sethi, G., Costello, C., Fisher, A. C., Hanemann, W. M., & Karp, L. (2005). Fishery management	453 454
	454
under multiple uncertainty. <i>Journal of Environmental Economics and Management</i> , 50, 300–318.	
Singh, R., Weninger, Q., & Doyle, M. (2006). Fisheries management with stock growth uncertainty	456 457
and costly capital adjustment. Journal of Environmental Economics and Management, 52, 582–	457 458
599.	456
Smith, V. L. (1969). On models of commercial fishing. <i>Journal of Political Economy</i> , 77, 181–198.	460
Smith, M. D. (2008). Bioeconometrics: Empirical modeling of bioeconomic systems. <i>Marine</i>	461

Resource Economics, 23, 1–23.

Smith, T., & Punt, A. E. (2001). The gospel of maximum sustainable yield in fisheries management:	463
Birth, crucifixion and reincarnation. In J. D. Reynolds, G. M. Mace, & K. H. Redford (Eds.),	464
Conservation of exploited species. Cambridge University Press.	465
Smith, M. D., Zhang, J., & Coleman, F. C. (2008). Econometric modeling of fisheries with complex	466
life histories: Avoiding biological management failures. Journal of Environmental Economics	467
and Management, 55, 265–280.	468
Southeast Data, Assessment, and Review. (2003). SEDAR 2 data workshop: Southeast black sea-	-469
bass and vermillion snapper commercial landings working group report. Southwest Fisheries	470
Science Center. http://www.sefse.noaa.gov/sedar/Sedar_Workshops.jsp?WorkshopNum=02	471
Southeast Data, Assessment, and Review. (2004). SEDAR 7 Gulf of Mexico red snapper	472
data workshop report. Southwest Fisheries Science Center. http://www.sefsc.noaa.gov/sedar/	473
Sedar_Workshops.jsp?WorkshopNum=07	474
Squires, D., & Vestergaard, N. (2016). Putting economics into maximum economic yield. Marine	475
Resource Economics, 31, 101–116.	476
Squires, D., Kirkley, J., & Tisdell, C. A. (1995). Individual transferable quotas as a fisheries	477
management tool. Reviews in Fisheries Science, 3, 141–169.	478
Sunstein, C. R. (2005). Laws of fear: Beyond the precautionary principle. Cambridge University	479
Press.	480
Tietenberg, T. H., & Lewis, L. (2016). Environmental and natural resource economics (11th ed.).	481
Routledge.	482
Walters, C. J., & Ludwig, D. (1994). Calculation of Bayes posterior distributions for key	483
parameters. Canadian Journal of Aquatic Science, 51, 713–722.	484
Weitzman, M. L. (2002). Landing fees vs harvest quotas with uncertain fish stocks. Journal of	485
Environmental Economics and Management, 43, 325–338.	486
Witherell, D. (1997). Summary of the Bering Sea and Aleutian Islands fishery management	487
plans. North Pacific Fishery Management Council. http://www.fakr.noaa.gov/npfmc/fmp/bsai/	488
BSAIFMP/bsfmp97.htm	489
Wooldridge, J. M. (2010). Econometric analysis of cross section and panel data (2nd ed.). MIT	490
Press.	491
Zhang, J., & Smith, M. D. (2011). Estimation of a generalized fishery model: A two-stage	492
approach. Review of Economics and Statistics, 93, 690-699.	493

AUTHOR QUERIES

- AQ1. Reference citation "Tietenberg & Lewis (2018)" has been changed to "Tietenberg & Lewis (2016)" as per reference list. Please confirm if this is fine.
- AQ2. Please check if edit to sentence starting "In particular, they find . . . " is okay.
- AQ3. References "Costello et al. (2001), Geweke (1986), Ralston et al. (2004) and Southeast Data, Assessment, and Review (2003, 2004)" were not cited anywhere in the text. Please provide in text citation or delete the reference from the reference list.



