Destructive Fishing: an expert-driven definition and exploration of this quasi-concept

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98 Abstract:

99 Numerous policy and international frameworks consider that 'destructive fishing' hampers 100 efforts to reach sustainability goals. Though ubiquitous, 'destructive fishing' is undefined and 101 therefore currently immeasurable. Here we propose a definition developed through expert 102 consultation: "Destructive fishing is any fishing practice that causes irrecoverable habitat 103 degradation, or which causes significant adverse environmental impacts, results in long-term 104 declines in target or non-target species beyond biologically safe limits and has negative 105 livelihood impacts." We show strong stakeholder support for a definition, consensus on many 106 biological and ecological dimensions, and no clustering of respondents from different sectors. 107 Our consensus definition is a significant step towards defining sustainable fisheries goals and 108 will help interpret and implement global political commitments which utilise the term 109 'destructive fishing'. Our definition and results will help reinforce the FAO Code of Conduct and 110 meaningfully support member countries to prohibit destructive fishing practices.

111 Introduction

112 Fisheries are fundamental to global food security (including nutrition security): approximately 22% of global animal meat production is extracted from the ocean each year¹01/03/2024 113 08:46:00. In 2020, global capture fisheries produced 90.3 million tonnes, of which 78.8 million 114 tonnes (87%) came from marine waters². Across fisheries and aquaculture, approximately 600115 million livelihoods depend, at least partially, on fishery sectors and resources³, especially in 116 coastal regions and on islands. Further, small-scale fisheries employ 60 million people and 117 provide 40% of global catch². Addressing unsustainable aspects of fisheries would help secure 118 livelihoods and economic stability, maintain good ecosystem functioning, and preserve cultural 119 120 and spiritual values of the ocean (particularly for Indigenous Peoples, small-scale fishers and local communities)^{4–7}. Sustainable fishing is promoted under multiple Sustainable Development 121 Goals (SDG)⁴, particularly targets 14.4 ('effectively regulate harvesting') and 14.6 ('prohibit 122 certain forms of fisheries subsidies'), which refer to 'overfishing', 'illegal, unreported and 123 unregulated fishing (IUU)' and 'destructive fishing practices'⁸. 124

125

126 Whilst established indicators enable managers to monitor progress towards ending 'overfishing' and 'IUU fishing'^{9,10}, no globally-agreed definition or indicator exists for 'destructive fishing'¹¹. 127 128 The Food and Agricultural Organization's (FAO) Code of Conduct for Responsible Fisheries 129 1995 (CCRF) recommends: "States should prohibit dynamiting, poisoning and other comparable destructive fishing practices" (art. 8.4.2)¹². However, a review of academic literature, media 130 articles and policy documents (published 1976-2020) showed considerable vagueness in how and 131 132 when the term is used, including within five multilateral policy frameworks which refer to destructive fishing¹¹. 133

134

The vagueness of the term in global treaties has rendered it a quasi-concept undermining consistent implementation^{13,14}. A clear definition will enable managers to monitor change in the scale and prevalence of destructive practices; to determine if policies and management practices are effective and, ultimately, help restore and conserve biodiversity. Further, a definition will align with international legal instruments such as the United Nations Convention on Biological Diversity (CBD)¹⁵ and the High-Seas Treaty which calls for "the need to address… biodiversity loss and degradation of ecosystems… due to… unsustainable use" (paragraph 3, Preamble)¹⁶. 142

- 143 By synthesising expert knowledge from individuals in diverse fishing-related fields, we aimed to
- 144 understand the utility of a definition, uncover consensus (or dissensus) on what constitutes
- 145 'destructive fishing', and propose a starting definition.

146 Methods

147 We aimed to address the following objectives:

- 148 1) Explore whether a definition would be useful
- 149 2) Explore the meaning of the term 'destructive fishing' and co-create a new definition
- 150 3) Identify the impacts (i.e. environmental, social or economic changes) most associated
- 151 with the term 'destructive fishing'
- 4) Gather perceptions around how potentially destructive major fishing gear groups are (i.e.when not used responsibly)

154 Expert survey and consultation

In this study, the Delphi technique was used to synthesise the opinions of fisheries experts 155 156 (academics, practitioners in NGOs, fishing industry and associated fields) regarding the term 'destructive fishing'. We used the classical Delphi technique (an anonymous, iterative process of 157 158 expert consultation) for this study because it is most suitable for finding consensus in complex issues where there are several contrasting views¹⁷. Due to its anonymous nature, the Delphi 159 technique allows for the true opinion to emerge which is not impacted by psychological biases 160 such as the Halo effect, Dominance effect and Groupthink¹⁷. The Delphi process went through 161 162 three rounds (R1, R2 and R3) of consultations (SM1) delivered in English, French and Spanish. 163 The first round (R1) was mostly open-ended questions (Table S1). Based on thematic analysis of 164 R1 responses, we developed agree/disagree statements which formed subsequent survey rounds (R2 and R3, see Tables S2 and S3). We set the consensus threshold at 70% of agreement or 165 disagreement; the desired level is context-dependent¹⁷. Percentage agreement is the most 166 commonly used definition of consensus in Delphi studies¹⁸. 167

168 <u>Participant selection:</u>

- 169 A two-page flyer explaining the project was distributed to 84 representative entities from marine
- 170 or fisheries-focused organisations (including alliances, associations, and multilateral
- 171 governmental fora) with a multitude of members or signatories; these entities represented 1,054
- 172 individual organisations. Represented organisations included: 185 national governments
- 173 represented by 72 inter-government secretariats (of Regional Fisheries Management
- 174 Organisations and Regional Seas Conventions and Action Plans); 150 small-scale fishery groups;
- 175 426 civil society organisations, 83 academic institutions; 138 seafood sector corporates (various
- 176 parts of supply chains). The 84 representative entities put forward experts for the survey or
- 177 directed us to member organisations or individuals who they judged would be most suitable. The
- 178 demographic spread of the initial contacts were analysed to ensure that a wide range of
- 179 nationalities, countries of work and industries were included. We actively sought further
- 180 participants in regions that were under-represented in our initial expert pool (see SM2 and SM3
- 181 for ethics clearance, participant information sheets and consent forms).

182 Drivers of differences in quantitative responses:

Given that divergence of opinion could be driven by a range of factors, we collected the
following information from the respondents: sector, nationality, countries and organisations
where they have worked, academic and/or professional qualifications relevant to fisheries, years
of experience in marine fisheries or wider marine issues, familiarity with major ocean regions

- 187 and experience with fishing gears (Tables S1, S2). To assess whether these factors influenced the
- 188 results we conducted a Principal Components Analysis^{19,20} and tested for clusters (Hopkins

189 statistic, Silverman-PCA, Dip-PCA, Dip-dist)²¹ within the results of the quantitative questions in

- 190 R1 (classification of different fishing gears on degree of destructiveness), and the responses to
- 191 statements in R2 and R3.

192 <u>Workshop</u>

- 193 The Delphi survey was complemented by an online workshop held online on 20th October 2022.
- 194 The 25 participants included a mixture of experts who had previously taken part in one or more
- 195 rounds of the Delphi process and those new to the project who were invited to increase
- 196 geographic and sectoral representation. The project team and a professional facilitator guided

197 discussion in three sessions with prior grouping of participants into break out rooms to reduce 198 "Dominance effect" as best as possible.

199

Results 200

Demographic and sector-wide information 201

202 We received 80 responses to the first round (R1) (74 in English, six in Spanish). Respondents

came from 32 nationalities (Table 1) and had worked across 36 countries. Experts had, on 203

204 average, 21 years of experience in their field, ranging from six to 50. The dominant groups were

205 civil society/environmental NGOs (20%), academia (15%), government fisheries management

- (13%) and the commercial fishing industry (12%) (Table 2). Experts had worked in all listed 206
- ocean regions and 48% of respondents had worked in multiple regions (Figure S1). Respondents 207

208 noted experience in fishing gears or categories, most frequently trawls (54%), longlines (33%)

- 209 and gillnets (29%). Most had experience in small-scale fisheries followed by industrial or
- 210 commercial and some mentioned recreational or deep-sea fisheries. One fifth indicated a fishery
- 211 target species (tuna most frequently, followed by shellfish and crustaceans).
- 212 Of the 80 respondents in R1, 54 completed R2 (51 in English, 3 in Spanish) and 42 completed

213 R3 (40 in English, 2 in Spanish). The spread of responses from different sectors was similar in

214 R2 and R3. A Principal Component Analyses and cluster analysis found no differences between

215 sectors (Figures S2, S3, S4).

216 Table 1: Number of respondents working in and from different countries from each survey round.

- 217 Countries are grouped by region and assigned World Bank income classification
- 218

Region	Country	Income	# Respondents Working in			# Respondents from		
			R1	R2	R3	R1	R2	R3
	United Kingdom	High	27	16	10	27	18	11
	Portugal	High	3	3	3	3	2	2
Furone &	Austria	High	1	0	0	0	0	0
Central Asia	Belgium	High	1	1	0	0	0	0
	Denmark	High	1	0	0	1	0	0
	France	High	1	2	2	1	2	2

(https://blogs.worldbank.org/opendata/new-world-bank-country-classifications-income-level-2022-2023).

	Netherlands	High	1	1	1	3	3	3
	Germany	High	0	0	0	1	0	0
	Italy	High	0	0	0	1	1	1
	Luxembourg	High	0	0	0	1	1	1
	Spain	High	0	0	0	3	3	2
	New Zealand	High	5	4	3	4	4	3
	Hong Kong	High	3	2	2	0	0	0
	Thailand	Upper middle	2	1	1	2	1	1
	Australia	High	1	1	1	4	3	2
	Cambodia	Low	1	1	1	1	1	1
	Fiji	Upper middle	1	1	1	1	1	1
East Asia &	Indonesia	Lower middle	1	0	0	1	0	0
Pacific	Malaysia	Upper middle	1	1	1	0	0	0
	Marshall Islands	Lower middle	1	1	0	0	0	0
	Papua New Guinea	Lower middle	1	1	0	0	0	0
	Philippines	Lower middle	1	1	1	0	0	0
	Taiwan	High	1	0	0	1	0	0
	Timor-Leste	Lower middle	1	1	0	0	0	0
North Amorico	United States	High	6	3	3	4	2	2
North America	Canada	High	1	1	0	3	2	0
	Argentina	Upper middle	2	1	1	2	1	1
	Chile	High	1	1	1	1	1	1
	Colombia	Upper middle	1	1	1	1	1	1
Latin America	Ecuador	Upper middle	1	0	0	1	0	0
& Callobeall	Mexico	Upper middle	1	0	0	1	0	0
	Peru	Upper middle	1	0	0	1	0	0
	Uruguay	High	1	1	1	1	1	1
	Paraguay	Upper middle	0	0	0	1	1	0
	Mozambique	Low	2	1	1	1	1	1
	Cameroon	Lower middle	1	1	1	1	1	1
Sub-Saharan	Kenya	Low	1	1	1	0	0	0
Africa	Seychelles	Upper middle	1	1	0	0	0	0
	South Africa	Upper middle	1	0	0	3	1	1
	Namibia	Upper middle	0	0	0	1	0	0
South Asia	Bangladesh	Lower middle	1	0	0	1	0	0

	India	Lower middle	1	1	1	1	1	1
No answer	No answer	No answer	2	2	3	1	1	2

219

- 220 **Table 2:** Number of respondents working in various sectors associated with fishing. Note, in R1
- respondents were able to select as many sectors as they felt were relevant, hence the total number of
- responses is greater than the number of respondents. In R2 and R3 respondents selected a single sector
- that best represented their career.

Sector		# Responses		
Sector	R1	R2	R3	
Civil society (environmental NGO)	36	22	15	
Academia	24	5	5	
Government (fisheries management)	18	6	6	
Industry (commercial fishing)	17	5	5	
Civil society (other NGO)	12	2	1	
Government (environment)	12	0	0	
Industry (other)	10	5	7	
Intergovernmental body	10	6	2	
Civil society (Small-scale fisheries/Rights holder institution)	6	3	1	

224

225 Support for a new definition

226 Over half (59%) of the respondents supported a new definition of 'destructive fishing' (Table S4).

227 Most respondents (86%) identified at least one potential consequence: 12 benefits and 9 risks.

228 The most common potential benefits were "improve[d] consistency, clarity and standardisation

of use" (21%) and "contribut[ion] to more meaningful implementation of global goals" (16%).

230 The most common potential risks were that a definition could "fail to accommodate context

dependency" (14%) and "oversimplify complexity of term and related concepts" (11%).

232 'Destructive fishing' was most consistently classified as an activity that causes 'irrecoverable

habitat degradation' (combination of: habitat degradation as the most common impact category

234 [54%] and 'irrecoverability', or transformative ecological change, as the most prevalent concept

235 [23%]).

236 Meaning of 'destructive fishing' and associated impacts

- 237 Participant-provided meanings of 'destructive fishing' included a range of conceptualisations and
- examples of environmental, social, and economic impacts; 92.5% or definitions included
- environmental impacts (Figure 1a).





241 Figure 1: a) The meaning of 'destructive fishing' in R1 was illustrated by examples of impacts as well as 242 a range of concepts linked to the term, including irrecoverability and transformative scale of the ecosystem (23% of answers), long-lasting impacts (16%), context dependence (10%), illegality (6%), 243 244 avoidability/unnecessary damage (1%). b) When asked to detail potential impacts (Table S5), almost all 245 included an environmental impact (91%), followed by economic impacts (52%) and social impacts 246 (48%). c) The environmental impacts fell into a range of broad categories, based on specific impacts 247 experts highlighted, for example specific benthic or sensitive habitats such as coral reefs. VME =Vulnerable Marine Ecosystem. 248

249

250 In R1, respondents most associated ecological impacts (91% of responses) with 'destructive

- fishing', but economic (52%) and social (48%) impacts were also acknowledged (Figure 1b).
- 252 Negative impacts to benthic habitats / Vulnerable Marine Ecosystems (VMEs, 46%), non-target
- species (43%) and target species decline (41%) were commonly described (Figure 1c). Overall,

- we identified 16 impact categories (6 environment, 6 social, 4 economic), with 47 specific
- impacts (Table S5). These were categorised into statements which were scored in R2 and R3.
- 256 Participants scored 13 concept statements; 12 reached consensus by R3 (Figure 2). The statement
- ²⁵⁷ "describes changes/impacts that are reversible over any time scale" was the only concept
- statement without consensus at the end of R3.
- 259 Participants scored 16 statements relating to impacts of 'destructive fishing' (environmental: 9
- statements, social and economic impacts: 7 statements). Seven of the nine environmental
- 261 statements reached consensus by R3 (Figure 3). In contrast, none of the social and economic
- statements reached consensus by R3 (Figure 4). There was no significant difference between the
- 263 different sectors (Figures S3, S4).







Figure 2: Percentage of survey respondents that agreed or disagreed with statements related to

'destructive fishing' as an overarching concept. Line indicates the 70% consensus threshold. Middle
 options of "Neither agree nor disagree" (R2) and "Prefer not to say" (R3) are displayed on the right side

of the figure.

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270



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Figure 3: Percentage of survey respondents that agreed or disagreed with statements related to the

environmental impacts of 'destructive fishing'. Line indicates the 70% consensus threshold. Middle

options of "Neither agree nor disagree" (R2) and "Prefer not to say" (R3) are displayed on the right side of the figure.



277 Figure 4: Percentage of survey respondents that agreed or disagreed with statements related to the 278 economic and social impacts of 'destructive fishing'. Line indicates the 70% consensus threshold. 279 Responses here are from R3. Middle options of "Neither agree nor disagree" (R2) and "Prefer not to say" (R3) are displayed on the right side of the figure.

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Scope of 'destructive fishing' 282

- Of the 16 scope statements, 12 reached consensus by R3 (Figure 5). Respondents agreed that 283
- 284 behaviour and management play critical roles in the destructiveness of a practice (recognising
- that some are almost universally considered destructive), and that 'destructive fishing' could be 285
- avoided (Figure 5). While overlapping conceptually with 'IUU fishing' and 'overfishing', 286
- respondents disagreed that 'destructive fishing' is the same as these terms. Respondents agreed 287
- that 'destructive fishing' is the same as fishing that causes 'serious or irreversible harm' and 288
- 'significant adverse impact' (Figure 5). 289
- 290
- Participants who answered "Strongly Agree" or "Strongly Disagree" to any statement in R2, 291
- 292 were invited to justify their answer, which provided further detail about impacts, concepts and
- scope of 'destructive fishing' (Table S9). 293

294



Figure 5: Percentage of survey respondents that agreed or disagreed with statements related to the scope of the term 'destructive'. Line indicates the 70% consensus threshold. Middle options of "Neither agree

297 nor disagree" (R2) and "Prefer not to say" (R3) are displayed on the right side of the figure.

298 New definition

- 299 Expert-suggested definitions (R2) were categorised into themes using thematic analysis. Habitat
- degradation was the most common theme (62%) (Table S8). Other common themes were: 1)
- 301 scale of damage, with significant/extensive damage being a key factor of destructiveness (24%);

302 2) activities that are beyond acceptable thresholds of management/mitigation (12%); 3) the
303 consequences of poor management (8%), although this concept remained ambiguous.

304

The themes were presented to the workshop participants to create a consensus definition. Participants agreed that a definition should include spatio-temporal and intensity components (e.g. 'long-lasting impacts' or 'significant adverse effects'), which could be defined at a local level or using existing frameworks. Based on results from the Delphi process, the workshop, and subsequent discussions amongst experts (SR4), the proposed new definition is as follows:

310

311 "Destructive fishing is any fishing practice that causes irrecoverable habitat degradation, or
312 which causes significant adverse environmental impacts, results in long-term declines in target

and non-target species beyond biologically safe limits, and has negative livelihood impacts."

314

We acknowledge that our proposed definition requires further qualification or refinement to create a usable definition. Specifically, under all 'and'/'or' combinations, we foresaw scenarios that either should be considered 'destructive' but would not be under this definition (e.g. because a practice is bioecologically but not socioeconomically destructive), or vice versa. Perhaps final users of the definition may specify whether they use 'and' or 'or' and if a practice is bioecologically or socioeconomically destructive or both.

321 Gear types

322 Respondents scored 48 gears and practices in 11 categories (Figure 6, Table S6) on their

323 potential destructiveness. Across the 0 ("not at all potentially destructive") to 5 ("highly

potentially destructive") scale, the mean score across all gear types was 2.76. The four highest

scores were blast/dynamite fishing (4.83), chemicals/poisons (4.79), mechanised dredges (4.37),

and towed dredges (4.33); and the three lowest scores were harpoons (1.41), diving (1.46) and

handlines (1.47). Overall, the negative impact of gear types on environmental factors (mean

328 3.01) were considered worse than impacts on social (2.62) or economic (2.72) factors. Nearly

329 50% of respondents answered 'Don't know' for the impacts of gear types on social and

economic factors, in contrast to just 30% for environmental factors (Table S6). Further results on

drivers are in Supplementary Results SR2, Table S7, Figure S5.

332



334 Figure 6. The extent to which fishing gears and practices can be considered 'potentially destructive' 335 according to survey respondents, 0 is least destructive and 5 is most destructive. Each gear or practice is represented by a violin plot, grouped by the broader category (as per FAO Gear Classification²², plus blast 336 and chemical fishing, see Table S6 for full description). Black dots and colour reflect the mean and 337 338 median scores, respectively. BLA = blast/explosives/dynamite, CHP = chemicals/poisons/synthetic 339 toxins, DRB = towed dredges, DRH = hand dredges, DRM = mechanized dredges, GNC = encircling 340 gillnets, GND = drift gillnets, GNF = fixed gillnets, GNS = set gillnets, GTN = combined gillnets-341 trammel nets, GTR = trammel nets, OTB = single boat bottom otter trawls, OTM = single boat midwater 342 otter trawls, OTP = multiple bottom otter trawls, OTT = twin bottom otter trawls, PTB = bottom pair 343 trawls, PTM = midwater pair trawls, TBB = beam trawls, TSP = semipelagic trawls, SB = beach seines, 344 SV = boat seines, LA = surrounding nets without purse lines, PS = purse seines, FCN = cast nets, FCO = cast, FCO = cast nets, FCO = cast nets, FCO =345 cover pots/lantern nets, LHM = mechanized lines and pole-and-lines, LHP = handlines and hand-346 operated pole-and-lines, LLD = drifting longlines, LLS = set longlines, LTL = trolling lines, LVT = 347 vertical lines, LNB = boat-operated lift nets, LNP = portable lift nets, LNS = shore-operated stationary lift 348 nets, FAR = aerial traps, FPN = stationary uncovered pound nets, FPO = pots, FSN = stow nets, FWR = 349 barriers, fences, weirs, etc., FYK = Fyke nets, HAR = harpoons, MDR = drive-in nets, MDV = diving, 350 MEL = electric fishing, MHI = hand implements (wrenching gear, clamps, tongs, rakes, spears), MPM = 351 pumps, MPN = pushnets, MSP = scoopnets.

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353 Discussion

354 Policy implications

355 Several international treaties and policy frameworks refer to 'reducing' or 'ending' destructive 356 fishing. In this context, defining and measuring 'destructive fishing' in both biological and 357 human dimensions will be critical for future action. We show that experts in this study considered 'destructive fishing' to be distinct from 'overfishing' and 'IUU fishing'. For example, 358 359 managing a fishery at maximum sustainable yield for one target stock, could still be destructive 360 for by-catch species or have destructive social impacts. Further, our respondents felt 'destructive 361 fishing' may be avoidable through improved fisheries management. Therefore, delivering global 362 goals to 'end' or 'reduce' 'destructive fishing' requires dedicated policy targets rather than relying entirely on existing ones. 363

Our proposed definition could facilitate the development of metrics to assess implementation progress of associated goals, including SDG target 14.4 and aligns with research suggesting a unified definition would foster more meaningful and consistent management of destructive fishing in line with global ambitions, and would address the consequences of its vagueness¹¹. We suggest operationalizing our definition, first through refinement in policy fora, and secondly using an indicator framework that captures greater nuance from our results. We further suggest that such efforts capitalise on existing, readily-usable indicators and targets wherever possible.

371 Operationalising the definition

372 To be operationalised, our proposed definition requires strengthening and refinement in policy 373 fora and connection to metrics or indicators that could measure progress towards eliminating 374 'destructive fishing'. Our proposed definition may promote the development of technical 375 guidelines on measuring 'destructive fishing' under the FAO which would help to raise this issue 376 on an international scale, reinforce the FAO Code of Conduct and meaningfully support member 377 countries to prohibit these practices. The recently formed FAO Sub-committee on Fisheries Management²³ may present a forum to evaluate how the goal of ending destructive fishing is 378 379 reported, perhaps supporting the Committee on Fisheries (COFI) in its role as the FAO decisionmaking body responsible for the CCRF. In addition, in 2025, a comprehensive review²⁴ of the 380

SDG indicators is being conducted, and the current definition could be fed into this review to
 help support development of a new indicator to address the critical issue of destructive fishing.
 383

384 A range of metrics could be used to quantify progress towards ending 'destructive fishing'. While the specific metrics selected will need to be adapted to reflect local priorities and context, 385 386 some of the metrics that could be considered include existing indicators and methodologies. An 387 indicator framework could include metrics measuring: 1) impacts on habitat structure (e.g. swept area seabed impact, extent of physical damage, and fishing activities within VMEs); 2) impacts 388 389 on non-target species (e.g. stock assessments of bycatch species, bycatch as a proportion of total 390 catch); and 3) impacts on ecosystem function (e.g. trait-based measures, size-based indicators 391 and marine trophic index) 25 .

392 Consensus across sectors

We found majority support for a consensus definition for the term 'destructive fishing', irrespective of the varied background of the experts. Cross-sector consensus reflects broad understanding that fishing practices can have destructive impacts not only on habitats and ecosystems, but also on the wellbeing and economic prosperity of people (including fishers), particularly in vulnerable coastal communities and small-scale operations^{26–28}. Several initiatives from the FAO^{29,30} and the UN Human Rights Council³¹ seek to bring together the ecological and societal aspects of fishing.

400 Impact of gears or practices

401 Broadly, we found consensus that a) there is a hierarchy of 'destructiveness' in gears and practices³² and b) inherently destructive practices can include 'legitimate' gears and or practices. 402 403 According to this study, the most potentially destructive gears or practices are blast/dynamite, 404 chemicals/poisons and various forms of 'legitimate' towed demersal gear, specifically mechanised and towed dredges. We considered 'legitimate' gears/practices to be those listed 405 within the FAO defined taxonomy of fishing gears²², as opposed to explosives, and poisons, 406 which fall outside. Our results suggest the scope of 'destructive fishing' lies beyond the practices 407 408 specifically mentioned as requiring "prohibiting" in the FAO CCRF.

409 Nonetheless, the notion that all fishing practices could be equally destructive (given management 410 and ecological context) and, conversely, that only 'illegitimate' practices can be considered 411 inherently destructive were consistently rejected. Thus, while context matters, it is not 412 everything: there are 'legitimate' gears that could be considered inherently destructive. We found 413 broad agreement across respondents, but we nonetheless acknowledge the environmentally-414 focussed positionality of our expert group and the importance of nuance and context-specificity 415 in comparing fishing practices.

416 Limitations of the study

417 We note three main limitations of our expert pool, which should be addressed in any future work 418 and before the definition is operationalised. Firstly, we lacked experts from the consumer end of 419 the fish and seafood value chain. These end-value-chain actors will, as demand stimulators, indirectly drive fishing activities; and, through marketing and labelling³³, may impact everyday 420 421 consumers' perceptions of destructive fishing. Secondly, few experts were from low- and 422 middle-income nations, and none from China or Russia (among the global top 5 largest fishing nations and where fishing plays a critical social and economic role)^{34,35}. Thirdly, most 423 respondents had backgrounds in biology and ecology (rather than social sciences, policy, 424 governance etc), even after additional participants with wider professional backgrounds were 425 426 invited to the workshop to address this imbalance. Information on gender was not asked in the 427 Delphi rounds.

428 Conclusion

To ensure healthy oceans that support sustainable fisheries, destructive and harmful practices must be addressed and clearly defined. The consensus definition presented here is a considerable step towards that goal. Significant and irreversible damage caused to the wider marine ecosystem threatens not only biodiversity but also the ability of marine systems to contribute to the wellbeing, livelihoods, and food security for millions around the world. Our results provide a basis for corporate, intergovernmental, and national discussions on the topic of destructive fishing.

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521 Author contributions statement

522 DS and CO conceived the project. AHM, NM, DW, JIB contributed to the analysis. NM, AHM, DS and

523 HR drafted the paper. Authors who were also expert participants contributed critically to writing the

524 manuscript. All authors have read and edited the manuscript.

525 Competing interest declaration

526 Authors declare no competing interests.

527 Additional Information

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530 Inclusion and Ethics

- 531 The Delphi technique survey and workshop were approved by UNEP-WCMC's Ethics Panel. Participants
- 532 were sent a participant information sheet along with the link to the survey (see Supplementary
- 533 information SM2). The participant information sheet informed potential participants of the goal of the
- 534 project, its central research questions, the voluntary nature of their contribution and how their data was to
- be stored, analysed and disposed of. In addition, we included a consent form at the beginning of the first
- round of the survey asking participants to proactively indicate their consent and agreement. Participants
- 537 could leave the project at any time. The research team actively sought to include participants from the full
- 538 spectrum of countries, regions, and sectors relevant to this project. Participants were also invited to
- 539 contribute to writing the manuscript as authors.

540 Data availability statement

- 541 Data that breaches the anonymity of responses in this study cannot be made available. Some anonymised
- and summary data can be found in the Supplementary Information.

543 Code availability statement

544 Code for the figures and certain analyses used in this manuscript can be found at <u>https://github.com/arlie-</u>

545 <u>m/destructive_fishing_definition_delphi</u>.