

Common Fisheries Policy Reform and the Environment

*IEEP Conference
Brussels
20-21 September 2001*

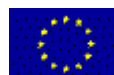
CONFERENCE CONCLUSIONS
by Chris Grieve



DEFRA
Department for
Environment,
Food & Rural Affairs



Bundesministerium
für Umwelt, Naturschutz
und Reaktorsicherheit



Nordic
COUNCIL OF MINISTERS



Acknowledgements

This conference involved a wide range of participants from many stakeholder groups, including NGOs, the fisheries sector, research institutions, Member State and European Commission officials and those from outside the European Union. Such a conference cannot be organised without the input of a great many people. I would like to thank the following people for their contribution to making the conference what it was: a dynamic forum in which to explore the concepts of CFP reform and the environment.

My colleagues at IEEP: Ruth Rutstein, Clare Coffey, David Baldock and Claire Monkhouse for their input at various stages of the process, but most notably at the conference itself.

Representatives of sponsoring organisations who participated in the steering group, played a role in securing funding and/or attended the conference: Thomas Borchers, Federal Ministry of the Environment, Nature Conservation and Nuclear Safety, Germany; Julie Cator, WWF European Policy Office; Bob Dekker and Ben van de Wetering, Ministry of Transport, Public Works & Water Management, The Netherlands; Euan Dunn, Royal Society for the Protection of Birds; Barry Haynes, Joint Nature Conservation Committee (JNCC); Emmanuel Papaioannou, DG Fisheries, European Commission; Bo Storrang, Ministry of Environment, Finland (Nordic Council of Ministers); Mikael Hildén, Finnish Environment Institute; Chris Tompkins and Simon Waterfield, Department of Environment, Food & Rural Affairs, UK.

The speakers, rapporteurs and chairpeople who played official roles at the conference, some of whom did so above and beyond the call of duty: Steffen Smidt, Director-General Fisheries, European Commission; Ingela Byfors, Ministry of Agriculture, Sweden; Mark Tasker, JNCC; Amando Astudillo, DG Fisheries, European Commission; Sue Collins, English Nature; Poul Degnbol, Institute for Fisheries Management & Coastal Community Development, Denmark; Anthony Cox, OECD; Rebecca Metzner, FAO; Kees Lankester, Scomber Consultancy; Darren Kindleysides, RSPB; Riku Varjopuro, Finnish Environment Institute; Drin Lutchman, Scales Consultancy; Anders Carlberg, Vasterhavet, Sweden; and David Symes, University of Hull.

Finally, to all participants for taking time out of busy schedules, for contributing thoughts and ideas to the conference and for entering into the spirit of extending the dialogue between stakeholders on fisheries and the environment.

Thank you.

Chris Grieve

IEEP

November 2001

TABLE OF CONTENTS

Acknowledgements

Conference Conclusions

ANNEXES

Annex 1	List of Conference Sponsors
Annex 2	Conference Programme
Annex 3	Presentations
Annex 4	Transcripts of rapporteurs overheads
Annex 5	Background papers
Annex 6	List of participants



IEEP CONFERENCE:

COMMON FISHERIES POLICY REFORM AND THE ENVIRONMENT

20 & 21 September 2001, Brussels

Conference Conclusions

Introduction

IEEP convened the conference on Common Fisheries Policy Reform and the Environment with sponsorship from a range of government and non-governmental organisations (see below and Annex 1).

The integration of environmental considerations into fisheries policy is no longer an option but an obligation. This presents policy makers with a unique and major opportunity – both to review the environmental dimension of the Common Fisheries Policy (CFP) and to contribute to the debate before the end of the European Commission’s consultation period on its Green Paper on the future of the CFP.

The Commission has been applauded by a range of environmental interests for the prominence environmental concerns have been given in the Green Paper discussion, as well as for some of the options put forward to integrate environmental considerations into the CFP. However, since the Green Paper’s release, the Fisheries Ministers from some Member States, as well as some industry organisations have criticised the document as being “too green” giving too much emphasis to environmental considerations. The document has also been criticised for being too general with regard to the means and targets for environmental integration, perhaps adding to the unease expressed by certain stakeholders.

The overall aims of the conference were to explore areas of consensus between different stakeholder groups and, if possible, take thinking forward about a future legislative framework for the CFP, with particular emphasis on integrating environmental concerns. These aims were pursued through the discussion of four key themes chosen for their relevance to the broad objective of sustainable development:

- ecosystems approaches to fisheries management;
- partnerships in fisheries management;
- bringing strategic planning into the CFP; and
- incentives for sustainable fisheries.

Reaching more understanding of, and commitment to, these principles was seen as more important than focusing on specific CFP instruments.

The conference was held in Brussels and brought together approximately 70 participants from Member States, the European Commission, the European Parliament, accession States, regional and international bodies. Stakeholder groups in the fisheries policy debate were represented, including fishing sector bodies, environmental NGOs, research organisations, environmental agencies/ministries, fisheries ministries, local government representatives and academics.

The conference was opened by Steffen Smidt, Director General, DG Fisheries of the European Commission. While acknowledging that there is resistance to overcome and that the process will not be easy, nor quick, Mr Smidt outlined five key challenges facing the European Community in turning the Common Fisheries Policy around towards a new, sustainable and eco-friendly approach:

- (i) the need to put into place a long-term management strategy for fisheries management and to address the key problem of reducing fishing effort;
- (ii) the need to deal with the economic and social costs of a more responsible and sustainable fisheries policy;
- (iii) the need for better knowledge about the environmental dimension of fisheries policy, in terms of both problems and solutions;
- (iv) the need to associate the fishing industry itself in the search for solutions to environmental problems; and
- (v) the need for a ‘two-way-street’, in which not only the fishing industry adjusts to help the environment and society but the environment and society also adjust to improve fishing.

See Annex 3 for an outline of Mr Smidt’s speech.

After a question and answer session with Mr Smidt, introductory presentations were made to set the scene for the conference and to provide a background to the challenges for the CFP and the environment (see Annex 3). These included:

- David Baldock, IEEP on the challenge of environmental integration and the CFP;
- Mark Tasker, UK’s Joint Nature Conservation Committee on the state of the marine environment; and
- Armando Astudillo, European Commission on the relevant aspects in the Green Paper.

The remainder of the conference was structured so as to give participants the opportunity to work together on some key issues relating to CFP reform and the environment.

Themes and conference conclusions

Overall conclusions

Conference participants were in agreement about the failure of the CFP. However, the reasons participants gave for its failure varied significantly. There was also agreement about the extent of deterioration of the marine environment not only with regard to fish stocks, but also non-target species and habitats. There was some agreement that fisheries had contributed to the deterioration of the environment and fish stocks, but less consensus as to the relative weight to be given to this and other causes, such as climate change, pollution and the effects of predators. A sense emerged that there needs to be a narrowing of the gap on questions relating to the cause of impacts on the marine environment.

It was made clear by fishing industry representatives that there were varying degrees of scepticism and/or suspicion about the concept of integrating environmental considerations into the CFP. Discussions pointed to shortcomings at an institutional level as well in understanding of technical knowledge. During the conference a number of ideas emerged which could reduce some of the uncertainty and increase the confidence of stakeholders:

- the community of environmental institutions needs to articulate its overall objectives and goals more clearly and transparently, to facilitate understanding by the fishing sector and to reduce resistance to change;
- the definition and implementation of a more integrated policy and ecosystem approach should be taken forward through dialogue and adaptive learning;
- the European Commission needs to play a role in facilitating and developing these ideas;
- fisheries and related research institutions need to be brought more overtly into the broader policy agenda, particularly by:
 - (1) providing input to and advice on the means of operationalising the ecosystems approach; and
 - (2) expanding fisheries research and, more particularly, advice to incorporate broader ecosystem concerns of direct policy relevance;
- more data are required, for example, from Member States related to marine biodiversity and existing reporting obligations could be reviewed.

A point that was raised by a number of participants was that the action required to ensure the sustainability of single fish stocks and the economic well being of the industry will also contribute to meeting environmental concerns, eg the need for capacity reduction in Community fishing fleets. What was not clear is the level of capacity reduction which might be required to meet environmental goals.

A central concept that emerged on several occasions was the desire that many stakeholders have for a reformed CFP to provide an overarching framework for long-term management which is based upon a clearly articulated vision for the future of European fisheries and fishing communities.

Ecosystem approaches to fisheries management

An introductory presentation was made by Chris Grieve, IEEP (see Annex 2). The key points from her presentation include:

- there is a lack of shared understanding about the meaning of ecosystem approaches to fisheries management. However, it involves an extension of sustainable fisheries development principles to marine ecosystems as a whole (according to the FAO), and implies conservation of ecosystem structures, processes and interactions. This seems an acceptable definition;
- there is a range of issues such as incomplete understanding of the complexity and unpredictability of ecosystems, the existence of other human impacts; resistance to change; and the fact that institutions are not set up to manage at ecosystem level;
- there are a number of important recurring themes in the literature on ecosystem approaches to fisheries management:
 - the need to adopt an integrated approach to fisheries management, conservation and research; and
 - the need to adopt a long-term perspective with a clear set of objectives.

It emerged from the subsequent debate that adopting an ecosystem approach to fisheries management is a longer-term consideration, and that the reduction of fishing capacity and stock recovery are core shorter-term issues. Some participants also thought that until some agreement about the meaning of taking an 'ecosystem based approach', a mutual understanding of the need for such an approach may not be generated.

While the notion that flourishing fisheries are compatible with healthy ecosystems was generally supported, there was debate about whether an ecosystem approach could be implemented while the ongoing shorter-term 'crises' in overcapacity and stock depletions were being managed. Certainly a clear message to emerge was that great care will be needed in managing the human dimension when implementing any significant shorter-term reforms, particularly as they relate to the loss of individual livelihoods and impacts upon fishing communities. It was also clear that while ecosystem based fisheries management is a long-term goal, many participants believed that work to operationalise the ecosystem based approach should begin immediately.

Partnerships in fisheries management

Greater stakeholder involvement in the fisheries management process was acknowledged by the Commission in the Green Paper as a way of improving outcomes. It is regarded by many as a fundamental requirement for adopting an ecosystem approach to fisheries

management. Poul Degnbol from the Danish Institute for Fisheries Management and Coastal Community Development set out to clarify some of the concepts underlying the new focus on partnerships and to underline the challenges in adopting a partnership approach to fisheries management in the EU.

- partners (or stakeholders) could be said to include all those affected by fisheries management or the pursuit of fisheries management objectives;
- issues to be considered and evaluated when choosing appropriate partners to involve in the policy and/or decision making process include urgency (versus long-term interest), power and legitimacy;
- a shared value base is of major importance, ie mutual respect is developed for the 'partners' and intensive communication between the partners is facilitated by the process;
- the question of representation is critical, ie it can be difficult to select the appropriate scale at which 'partnerships' are implemented (such as local, national or regional), and the levels at which stakeholders are represented; and
- the structures must facilitate a process of shared learning, adaptation and exchange.

A clear conclusion by conference participants was that some form of partnership is essential within a future CFP, including both dialogue and active involvement by and between stakeholders in making fisheries policy. The need to set out clear responsibilities, objectives and accountability measures was highlighted as an issue of common concern.

There was considerable support for a model in which the Community would retain the role of setting the policy framework, while partnership based fora (eg regional committees) should focus upon operationalising overall objectives.

The conference acknowledged that, in order to implement the most effective 'partnership approach', questions of scale and structure remained. For example, are there multiple levels of devolution? Can there be different structures for different purposes with different stakeholders involved – depending on the purpose of the forum? Or does this become too complicated?

Finally, it was also acknowledged that relatively costly support mechanisms could be required in order to make a partnership approach work; therefore, there needs to be a debate at EU level about who should fund the implementation and maintenance of greater stakeholder participation or 'partnerships', both in terms of supporting costs for non-government stakeholders (industry, environmental and consumer organisations) and co-ordination.

Bringing strategic planning into fisheries management

An introductory presentation was made by Clare Coffey, IEEP who proposed that:

- the CFP is made up of a variety of policies and policy strands which are based on different timeframes, scales and levels; there are policy gaps and the dominant approach to fisheries management is short-term;
- strategic management planning (SMP) offers a tool to set a long-term co-ordinated framework for management;
- SMP could offer the fisheries sector more stability in which to plan activities;
- SMPs could co-ordinate objectives and policies under one instrument and simplify the regulatory framework;
- SMPs could provide a basis for strategic environmental assessment which will be required in the future; and
- SMPs could provide a focus for stakeholder debate and consultation.

Participants acknowledged that the ability to develop strategic management plans already exists under the current CFP and that these plans could be useful tools. However, improvements to the current model are needed. If strategic management plans are to be developed, they should be based upon a clearer vision for the CFP, as well as explicit objectives within plans. Transparent tradeoffs between multiple objectives (ecological, economic and social) will have to be made, which will require the integration of a range of policies and instruments within appropriate timeframes.

The need for the development of plans within an adaptive process was one consistent idea to emerge from workshop groups. It was seen as important to allow for flexibility within a stable and secure, longer-term framework. For example, plans based upon general objectives could exist over the medium-term but incorporate intermediate targets for shorter timeframes – such as 5 year targets. Monitoring of progress in achieving targets and objectives set out in plans should be conducted by the partners in the fisheries management process.

The conference concluded that strategic management planning offered an opportunity for using new management tools, such as incentives, and to provide for coherence between different policy instruments and scales of management (ie balancing between small and large scale fishing sectors). It was suggested that strategic management planning could be taken forward in pilot projects at regional, national or local levels.

Incentives for sustainable fisheries

An introductory presentation was made by Anthony Cox, Organisation for Economic Co-operation and Development. The key points from his presentation included:

- incentives require a holistic approach and can involve institutional incentives, management incentives and economic incentives to provide improved mechanisms for encouraging and managing change;
- institutional incentives include stewardship responsibilities, governance, transparency and accountability;
- management incentives include rights-based management, co-management, stakeholder participation, delivery of fisheries services and ecolabelling;

- economic incentives include subsidies, structural adjustment assistance, user charges, cost recovery and performance bonds;
- we need to think carefully about the effects of incentives, ensuring there is a net benefit to society and ensuring transparency and accountability in their provision;
- we should attempt to internalise both the costs of production and externalities in market prices without recourse to subsidies; and
- there is value in encouraging market based mechanisms.

Conference participants found less common ground when discussing the use of incentives under the CFP, except for recognising a need for better targeting of incentives in line with policy objectives. It was acknowledged that incentives could be implemented already under the existing legislation but the reform process offers the opportunity to improve or increase their use. Learning from other incentive regimes in fisheries or other sectors was thought to be useful.

Participants were not agreed upon the phasing out or retention of certain types of subsidies. Market based incentives could be used where appropriate but a process will be needed to determine ‘appropriateness’.

The question of who pays for environmental benefits or environmental damage was a major focus of debate. For example, questions were raised relating to the following:

- if there is a reduction in fishing rights to the sector should society (taxpayers) pay some form of “compensation”?
- should the “polluter pays principle” be implemented to account for environmental damage?
- should terminology be changed to embrace the “user pays” concept, ie payment for the use of fisheries and marine resources?
- should the fisheries sector pay for the cost of fisheries management, ie cost recovery?
- are there other sectors which should pay for damage to the marine environment too?

Ecolabelling was thought by some participants to be a positive supplement to other fisheries management measures but there are considerable limitations on its application.

General summary

The following general conclusions emerged during the conference.

- The fundamental principles of the CFP need to be firmly established for the long-term.
- Each of the four topics/themes of the conference are clearly inter-related, but some are policy options which should apply generally to fisheries management, eg partnerships, strategic planning and incentives.
- In order to adopt a comprehensive ecosystem approach the three themes above (ie partnerships, strategic planning and incentives) would need to be incorporated to be most effective.

- While there is clearly a need to elaborate and properly define the ecosystem approach in an EU context, elements of a broader, long-term approach to fisheries policy making can be taken forward and fleshed out through partnerships with stakeholders, increasingly under a framework of strategic management plans, and supported by appropriate incentives. This sort of approach can begin in the short-term.

What's next?

The process of reform will continue over the next 15 months with the European Parliament delivering its opinion on the Green Paper on the future of the CFP to the Commission in December this year. This will be followed by the release of legislative proposals by the Commission for debate by the Council of Ministers, with the first of these probably published in January 2002. It is possible that a comprehensive package of proposals will be developed throughout 2002 and into 2003.

Following the release of initial proposals Member States will then engage in discussion and debate at the political level, prior to Council deciding upon the ultimate legislative reforms. This will be a critical time for stakeholders and governments alike. It is the debate at the political level which will ultimately determine how far reaching reforms to the CFP will be.

CONCLUSION

Overall the conference was a success in that it brought together groups of people from a variety of Member States, other nations and international bodies, from a range of interests to continue a dialogue which has been conducted throughout the European Community at regional, Member State and local levels. The conference did not aim to generate a comprehensive list of practical suggestions for incorporation into a new basic regulation, but was one of the first occasions when there was serious debate between fishing and environmental interests on the direction of the CFP. It underlined the fact that dialogue is imperative and a key to the success of any future CFP. The value of learning by doing (eg through facilitated dialogue) was a strong message to emerge as the conference progressed. It also emerged that the various interest groups need to more clearly articulate their objectives and definitions in order to facilitate understanding, reduce conflict and to build trust.

The conference provided a productive and positive atmosphere in which to explore some very challenging issues facing the European Community in the next decade if fisheries are to be set on the path towards sustainable development. Participants listened and contributed with respect and hopefully learned a good deal about the range of opinions held, as well as the positions that stakeholders are taking in what will clearly be an ongoing debate.

A poignant reminder to conference delegates came from the final presentation by Rebecca Metzner, FAO – that fisheries management is not so much about managing fish, but about people and managing their behaviour. In order to effectively deliver on the

broad objective of sustainable development, fisheries policy needs to clearly embrace this concept.

Chris Grieve
IEEP
October 2001

Annexes to conclusions:

1. Conference sponsors
2. Programme
3. Overheads or transcripts of presentations (where available)
4. Transcripts of rapporteurs overheads
5. Background papers to theme topics
6. Participants list

CONFERENCE SPONSORS

WWF European Policy Office

Department for the Environment, Food and Rural Affairs, UK

Joint Nature Conservation Committee, UK

Federal Environment Ministry, Germany

European Commission

Ministry of Transport, Public Works and Water Management, Netherlands

Nordic Council of Ministers

Royal Society for the Protection of Birds

Institute for European Environmental Policy



IEEP CONFERENCE:

COMMON FISHERIES POLICY REFORM AND THE ENVIRONMENT

20 & 21 September 2001

Hotel Mercure Royal Crown, Rue Royale 250, Brussels

PROGRAMME

DAY ONE

9:30 Registration and coffee

10:30 Welcome

Regence A

Opening Address

Steffen Smidt, Director General Fisheries, European Commission

Questions

11:00 Plenary Session 1 'Challenges for the CFP and the Environment'

The purpose of the morning session is to provide a context for the conference and to give an overview of the main environmental issues and proposals in the Green Paper on the future of the Common Fisheries Policy.

The challenge of environmental integration and the CFP -

David Baldock, Institute for European Environmental Policy

The state of the marine environment -

Mark Tasker, Joint Nature Conservation Agency

Relevant aspects in the Green Paper -

Armando Astudillo, Head of Unit, Environment & Fisheries, DG Fisheries

Questions

12:30 LUNCH

Orangerie

13:45 Plenary Session 2

Regence A

'Introduction of first two workshop themes'

The purpose of the afternoon session is to introduce the first two theme topics for discussion in smaller groups. Each group will be chaired and a rapporteur will summarise discussions and any

conclusions for presentation back to the wider plenary for further discussion within the larger group.

Theme 1: *Ecosystem approaches to fisheries management: issues, concepts and mechanisms*

Chris Grieve, Institute for European Environmental Policy

Theme 2: *Partnerships in fisheries management*

Poul Degnbol, Danish Institute for Fisheries Management & Coastal Community Development.

14:30 Workshop Session 1

See lists for room

17:00 Plenary Session 3

Regence A

'Workshop report back and discussion'

18:00 Close –

followed by Cocktail Reception

Patio

DAY TWO

8:30 Registration (for those only attending Day Two)

9:00 Plenary Session 4 *Regence A*
'Conclusions from Day One'

9:15 Plenary Session 5
'Introduction of two workshop themes'

The purpose of the morning session is to introduce the third and fourth theme topics for discussion in smaller groups. Each group will be chaired and a rapporteur will summarise discussions and any conclusions for presentation back to the wider plenary for further discussion within the larger group.

Theme 3: *Bringing strategic management planning into the CFP*
Clare Coffey, Institute for European Environmental Policy

Theme 4: *Incentives for sustainable fisheries*
Anthony Cox, Organisation for Economic Co-operation & Development

10:00 Workshop Session 2 *see lists for room*

12:30 Lunch *Orangerie*

13:45 Plenary Session 6 *Regence A*
'Workshop report back and discussion'

14:45 Plenary Session 7
'Conference conclusions and discussion'
Chair: David Baldock, IEEP
Speaker: Rebecca Metzner, Fishery Policy and Planning Division, FAO

The purpose of the final session is to try to draw together conclusions from the conference, highlighting areas of consensus and issues of concern to participants. The outcomes from this session and the preceding sessions will be summarised into a short document for submission to the European Commission prior to the end of the official consultation period on the Green Paper on the future of the Common Fisheries Policy.

16:00 Conference close

This conference has been co-sponsored by:

- Institute for European Environmental Policy
- WWF European Policy Office
- Department of Environment, Food & Rural Affairs, UK
- Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, Germany
- Ministry of Transport, Public Works and Water Management, the Netherlands
- Joint Nature Conservation Committee, UK
- Royal Society for the Protection of Birds
- European Commission
- Nordic Council of Ministers

PRESENTATIONS

- 3.1 Opening speech – Mr Steffen Smidt, Director-General, Fisheries, European Commission (speech outline)**
- 3.2 The challenge of environmental integration and the CFP – Mr David Baldock, Director Institute for European Environmental Policy (IEEP)**
- 3.3 The state of the marine environment – Dr Mark Tasker, Senior Marine Policy Advisor, Joint Nature Conservation Committee, United Kingdom**
- 3.4 Ecosystem approaches to fisheries management – Ms Chris Grieve, Research Fellow, IEEP**
- 3.5 Partnerships in fisheries management – Mr Poul Degnbol, Institute for Fisheries Management and Coastal Community Development, Denmark**
- 3.6 Bringing strategic planning into the CFP – Ms Clare Coffey, Research Fellow IEEP**
- 3.7 Incentives for sustainable fisheries – Mr Anthony Cox, Senior Economist, Fisheries Division, OECD, Paris**
- 3.8 FAO fisheries: from local to global, from sandals to suits – Dr Rebecca Metzner, Fishery Policy and Planning Division, FAO, Rome**

Outline of Speech to IEEP Conference

“CFP Reform and the Environment” 20-21 September 2001

“Taking the environment seriously in European fisheries management”

Steffen Smidt, Director-General for Fisheries, European Commission

Introduction: A new agenda for fisheries policy

Thank you for your invitation to open this conference. The environmental dimension of CFP reform is one of its most important aspects and I am happy to see how much interest has been generated in this event. I hope that it will contribute to the growing political pressure for a real change of approach in Community fisheries management.

We are now embarked on the biggest-ever overhaul of the CFP, which has so far failed to deliver sustainable exploitation of fish stocks. The Commission's Green Paper points out some of the policy's serious shortcomings:

- many major fish stocks outside safe biological limits because of over-exploitation;
- poor enforcement of previous management decisions;
- fishing capacity far in excess of that required to harvest fish in a sustainable manner;
- an economic sector that is fragile, unprofitable and in decline.

But the debate about CFP reform in the 21st century is not limited to the issue of how to ensure that fisheries can be made more productive and sustainable. This debate is taking place in a new political climate, one in which the challenge of sustainable development and the integration of environmental policy requirements is being addressed in all areas of economic activity. Fisheries is only one example, if a particularly striking one, of this fundamental review of priorities.

The Green Paper acknowledges this, and gives a new emphasis to the contribution of fisheries to healthy marine eco-systems, over and above the traditional economic objectives of fisheries policy. In fact, the number one objective for the reformed CFP in the Commission's Green Paper list is an environmental one:...”establishing ...fisheries...that ensure healthy marine eco-systems maintaining the quality, diversity and availability of marine resources and habitats.”

Alongside the Green Paper debate, the Community has recently given other signals that it attaches importance to closer integration of environmental and fisheries policy objectives: they include the Fisheries Council report in June to the Gothenburg Summit on integration, the positive response by the Council to the Commission proposal for a Biodiversity Action Plan and the Commission's recent Sustainable Development Strategy Paper, which highlighted the fisheries sector in its chapter on better management of natural resources.

I am confident that reform of the CFP will end the isolation of fisheries management from other EU policies, including environmental policy. It will be more difficult in future to close our eyes to the effects of fisheries activity on the sustainability of target and non-target fish species or sensitive habitats, to the irrational, non-optimal use of other scarce resources, such as fossil fuels, in fisheries, or to the perverse effects of investment subsidies in the fisheries sector. But we should not underestimate the resistance to be overcome in turning fisheries policy around towards a new, sustainable and eco-friendly approach. It will not be easy and will not be quick. In my short introduction this morning I would like to mention five particular challenges we face.

They are:

- the need to put into place at last a long-term management strategy for fisheries management and to address the key problem of reducing fishing effort;
- the need to deal with the economic and social costs of a more responsible and sustainable fisheries policy;
- the need for better knowledge about the environmental dimension of fisheries policy, in terms of both problems and solutions;
- the need to associate the fishing industry itself in the search for solutions to environmental problems;
- the need for a “two-way-street”, in which not only the fishing industry adjusts to help the environment and society but the environment and society also adjust to improve fishing.

Let me take each of these challenges in turn.

Challenge Number One: Putting into place a long-term fisheries management strategy

The greatest single contribution the Community can make to integration of environmental concerns into the fisheries policy is to have a proper fisheries policy. If we could decide to manage commercial fishing in a more responsible manner this would, in itself, significantly reduce the pressure from fisheries activity on the rest of the environment. More concretely, this would involve putting an end to the short-termism that has characterised the first twenty years of the CFP.

That means setting clear, long-term targets for the management of commercial fisheries, which would reduce the margin of manoeuvre of fisheries ministers in response to short-term pressures.

That means addressing the long-standing problem of reducing overall fishing effort by Community fleets to level compatible with the availability of fisheries resources (we estimate that a reduction in fishing effort of nearly half is needed to bring resources more into balance with the catching power of our fishing fleets).

That also means reviewing our system of subsidies to the fisheries sector, to make sure that we send the right signals to economic operators, better reflecting the scarcity of resources and the real cost to society of fisheries activity.

This first step of getting “traditional” fisheries management right is, of course, the most difficult one for the Community to take. It amounts to a revolution, or at least a significant change of direction, for Fisheries Ministers.

Challenge Number Two: Dealing with the costs of a more responsible fisheries policy

There is no doubt that the recommendations of the Commission’s Green Paper are not cost-free. Meeting the challenge of recovery of key fish stocks by bringing above a permanent reduction of fishing effort will mean, in the short term, a reduction of employment in the fisheries sector, even there will be long-term gains in the shape of a more profitable and stable fisheries sector. For some regions particularly dependent on fishing, this adjustment process will be a major and possibly destabilising challenge.

The question is whether the Community and Member States can respond to this challenge with new forms of support, which will encourage economic restructuring and the provision of alternative employment outside the fisheries sector.

Unfortunately the Community’s regional and social funds are characterised by a certain rigidity which means that it is far from certain that Community and national financial resources can be diverted from their current objectives towards the new challenge of support to the fisheries sector. And in the present political climate it will be very difficult, if not impossible, to find “new money” for the crisis in the fisheries sector.

However great the difficulties, we should not forget that the chances of success of fisheries policy reform will be greatly reduced if we cannot address the problem of social sustainability. This is as much in the interest of environmental interests as of the fisheries sector and I hope that those who are concerned about changing our policy to protect the environment will also pressurise governments to find adequate solutions for the short-term social costs of change.

Challenge Number Three: Better knowledge about environmental problems and environmental objectives

Even assuming that there is an emerging political consensus in favour of a more environmentally-aware approach to fisheries management, in which the Community will wish to assume its responsibility for protection of non-target marine species and sensitive habitats, for example, there is still a long way to go before we can fully implement an eco-system approach to fisheries management.

We need better information about the problems we are trying to address. Although the precautionary approach means that lack of knowledge should lead us to err on the side of caution, in the practical world of politics it will be difficult to put an end to some existing

fishing practices without a minimum amount of evidence of the damage they cause. This in turn will demand more resources for marine research, at a time when national and Community budgets for this activity are under pressure, and better co-ordination of existing knowledge and available research capacity.

We will also have to work on the definition of operational methods to apply an eco-system approach and on indicators of progress in their utilisation. The objectives might take the form of targets or at least benchmarks that clearly signal what we need to avoid. Some of this debate needs to take place at international level and we welcome the initiative of the Icelandic Government to organise a major international conference on the eco-system approach to fisheries management in October. The more concrete we can be about what we are trying to achieve, the better the fishing industry will understand the process and the less it will fear it.

This brings me to my next point –

Challenge Number Four: Associating the fishing industry in the search for solutions

We need to bring the fishing industry on board, so to speak, in the development of a more environmentally-responsible fisheries policy.

Fishermen's representatives often tell me that fishermen are more concerned about the environment than many of the people who attack them for disregarding it. It is certainly true that many fishermen know that they will be the first to suffer from serious dysfunction in the marine environment and they are ready to take on more responsibility for preventing that, provided their own interests are recognised and taken into account.

In many areas of fisheries policy, I believe that the Community has relied too heavily on regulatory instruments and underestimated the contributions that can be made either by voluntary instruments or market forces. We will have to explore both of these avenues in our search for an eco-system approach to fisheries management.

For example, we are already looking at the possible role of voluntary codes of conduct for fishermen in the reduction of discards of unwanted catches at sea, which is one of the most difficult practices to eradicate. That voluntarist approach could be extended to try to address the problem of unwanted catches of cetaceans, turtles or sharks. We should be asking the fishermen for their ideas for improving the situation.

Economic incentives could also be used to send the right signals to fishermen in the area of environmental protection. The Commission intends to issue shortly a Commission Communication on the role of eco-labelling in the fisheries sector. We believe that the market will be ready to reward fishermen for sacrifices they make in order to conduct sustainable fisheries. We could go further, in future, by providing publicly-financed incentives to use more selective fishing gears or to abandon gears which in one way or another damage the environment. (This would certainly be a better use of public money than simply building up or modernising fishing capacity as we have done up to now!)

The regional fisheries committees that we would like to set up could provide a forum for more discussion of industry-led initiatives in the environmental area. And environmentalist organisations would, of course, also be participants in those bodies.

Challenge Number Five: The need for a “two-way street”

The fishing industry can only be persuaded to be an active partner in the efforts to safeguard the marine environment if it is assured that better environmental protection will also bring it benefits.

Part of this will involve demonstrating how improvement in the condition of target fish populations will bring direct economic rewards to fishermen, through higher productivity and lower costs.

But that is not the whole story. It will also be necessary to show that some of the problems that fishermen face from other use made of the sea by our society are also being addressed. Such other uses include waste disposal, oil exploration and other industrial activity, such as dredging, which affect fisheries resources, as well as involuntary pollution such as that which arises from the presence of air-borne dioxins in the sea. We will have to establish priorities for action in this area and demonstrate that something can be done to improve the situation for fisheries.

Chairman, Ladies and Gentlemen,

That completes my short list of challenges we face if we are to take the environment seriously in fisheries policy. You may think that the list is a daunting one: I agree! But the scale of the challenge should not put us off. I believe, as I said at the beginning, that society and political leaders have already shown that this is the direction they want to go in. You will need to keep up the political pressure on Fisheries Ministers if we are to achieve all of our objectives. But I hope that you agree that the Commission has set the right agenda for addressing these important issues.

The Challenge of Environmental Integration and the CFP

David Baldock

Institute for European Environmental Policy



State of the EC Fisheries Sector

- Declining natural resource base
- Declining employment, local economies and communities
- Significant overcapacity in EU fleet
- Subsidisation and over-investment in the sector
- Competition in market, globalisation of economy
- Shift to fewer, more intensive vessels

Institute for European Environmental Policy



State of the environment

- Important fish stocks outside safe biological limits or at 'high risk of collapse'
- Bycatch of non-target species
- Fisheries impacts on marine habitats and ecologically related species
- Impacts in EU waters, high seas and third country waters

Institute for European Environmental Policy



A broader context required

- International obligations
 - RIO + 10
 - UN Fish Stocks Agreement
 - FAO Code of Conduct for Responsible Fisheries
- EU obligations
 - habitats & birds Directives
 - EC Biodiversity Strategy
 - integration & sustainable development strategies

Institute for European Environmental Policy



Why does fisheries management fail?

- Ill defined rights, roles and responsibilities
- Imperfect information
- Negative externalities
- Short-term instead of long-term view
- Uneven 'playing field'
- Lack of support/involvement

Institute for European Environmental Policy



...CFP shortcomings

- No clear hierarchy of objectives
- Focus on single species management with TACs and technical conservation measures
- Little emphasis on implementation - MAGPs
- Enforcement & control problems
- Monitoring policy effectiveness?
- Failure to integrate CFP policies - structural, conservation, external & markets

Institute for European Environmental Policy



Designing policy solutions

- Integrated policy framework
- Clear rights, roles & responsibilities
- Institutions & incentives - individual interests align with ecological sustainability, social stability and economic vitality
- Enhance sense of ownership
- Increase stakeholder participation in process

Institute for European Environmental Policy



Four themes for the conference

- Ecosystem approaches to fisheries management
- Partnerships in fisheries management
- Bringing strategic planning into the CFP
- Incentives for sustainable fisheries

Institute for European Environmental Policy



Ecosystem approaches to fisheries management

- Issues, concepts and mechanisms
- For example:
 - how to define ecosystem-oriented management
 - core objectives of the CFP
 - redefining fisheries boundaries?
 - practical ways of broadening scope of decision making

Institute for European Environmental Policy



Partnerships in fisheries management

- Who are the stakeholders?
- Which level or part of the process is appropriate?
- Is there scope to devolve certain aspects?
- Is there an optimal structure for 'partnership' in a European Community context?

Institute for European Environmental Policy



Strategic planning

- An important tool for integrating policy strands
 - connecting fleet and conservation policy
 - multi-annual and multi-species approaches
 - broader, long term perspective
 - objective based
 - monitored and reviewed

Institute for European Environmental Policy



Incentives for sustainable fisheries

- Need a mix of policy instruments - not just regulation
- Policy design should incorporate incentive based measures
- Economic incentives powerful tools to influence behaviour
 - financial incentives
 - market based approaches

Institute for European Environmental Policy



An integrated, strategic framework

- Objective based with a broader focus
- Open and transparent
- Incorporates different policy instruments
- Embraces a participatory approach
- Evaluation and review
- Increases the knowledge base
- Adaptive and responsive to new information

Institute for European Environmental Policy



Next phase for EC institutions

- Consultation on Green Paper ends 30 September 2001
- Package of proposals due early 2002
- Council negotiations due to end late 2002
- New regulation(s) 2003?
- Other reforms heading into 2003, eg debate on market based approaches

Institute for European Environmental Policy



Challenge of political dimensions

- Transforming consultations into proposals
- Danger of softening of approach
- Danger of blocking real change
- Trade off at Council level

Institute for European Environmental Policy



Outcomes of conference

- A set of conclusions for the Commission
 - areas of agreement/consensus
 - areas of disagreement
 - proposed solutions/ways forward
 - missing issues or gaps
 - other work needed/further research

Institute for European Environmental Policy



The state of the marine environment

Mark Tasker

UK Joint Nature Conservation Committee

State of the marine environment

Mostly harmed?

Good in parts?

Which marine environment?

European Seas (but should not forget EU fleet effects globally)

North Sea, Celtic Seas,
Baltic Sea, Mediterranean

Environmental descriptors

State of:

- Commercial fish species
- Threatened and declining species
- Marine mammals
- Birds
- Fish communities
- Benthic communities
- Plankton communities
- Habitats
- Nutrient budgets & production
- Oxygen consumption

Human activities/ effects

- Fisheries
- Waste disposal
- Shipping
- Mariculture
- Mineral extraction
- Oil and gas extraction
- Dredging
- Recreation/tourism
- Coastal development
- Agriculture - runoff

Sources of information

- North Sea and NE Atlantic
- OSPAR QSR
- Mediterranean - GFCM
- Baltic - HELCOM and IBSFC

State of fish stocks_(North Sea/Celtic Seas)

Cod stocks in critical state

Whiting in critical state

Hake, haddock,
saithe slightly better

Flatfish cannot be
exploited more heavily

State of fish stocks_(Mediterranean)

Anchovy - poor state

Hake - only 16% of
SSB left in Ligurian/
North Tyrrhenian

Red mullet overfished
nearshore

Information very poor

State of fish stocks_(Baltic)

Cod stocks in critical state

Salmon in a poor state

Summary all seas:
many stocks in poor
shape using traditional
fisheries indicators

Threatened and declining species

Lophelia

Common skate Angel Shark

Salmon?

Turtles

Orange roughy

Bluefin tuna Cod

Marine mammals

Effects: bycatch

Change in food supply

Direct change (decrease and increase)

Indirect change through food chain

Marine mammals

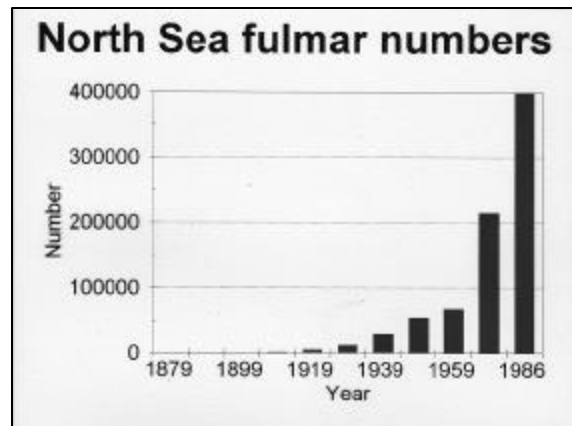
North Sea/Celtic shelf harbour porpoises

Baltic, Channel, eastern Mediterranean harbour
porpoises

Atlantic, Mediterranean common and striped
dolphins

Some
mammals
doing better

Birds	Bycatch
Effects	Food supply increase decrease
Guillemots - sandeels	Gannets - discards + sandeels



Possible reasons for increase

- Reduction in persecution
- Extra food from humans
- Oceanographic change
- Change in genotype
- Enhanced winter survival
- Increase natural food due to reduction in competitors

Birds

Gulls - all seas. Increase, but some now decreasing

Most in 'good' condition, but some may be starting to decline

Fish communities

Change in fish communities from larger to smaller average size

Loss of some diversity

Serious recent damage in deep water groups

Serious declines in large pelagics

Small pelagics but better than demersals

Increase in scavengers compensated by higher mortality

Benthic communities

Trawl impacts

Benthic traps have little effect

Shift from long-lived slow-growing, to short lived fast-growing

Communities in turbulent habitats little affected

Hard and very soft habitats more affected

Plankton communities

Documented changes in
northern (simpler) waters

These caused by over-fishing
of plankton eaters, followed by
changes in plankton
community structures

Predators (cod) feeding on
the plankton eaters switched
directly to plankton \Rightarrow poor
growth
Likely to occur elsewhere

Habitats

Lophelia reef / carbonate mounds

Posidonia reef in Mediterranean

Deep sea sponge aggregations

Hard / stable mud habitats appear to be most
affected

Nutrient budgets, production, oxygen consumption

Baltic concerned at
discarding of fishery waste -
- but only 0.5% of overall
consumption

Summary

Seas are still producing

Fisheries are the
only measurable
basin-wide effect

Primary cause is
overfishing

Summary

Other permanent
effects on habitats and
species?

Further effects likely
from secondary
changes in
ecosystem

Some changes
may appear
negative if
fisheries become
sustainable

Ecosystem approaches to fisheries management: issues, concepts & mechanisms

Chris Grieve

Institute for European Environmental Policy



Why?

- Public calling for a broader approach
 - move beyond single species management
 - protection of endangered species
 - reverse the burden of proof
- International community responded
 - Convention on Biological Diversity
 - Agenda 21
 - UN Fish Stocks Agreement

Institute for European Environmental Policy



Defined by FAO

- an extension of conventional principles for sustainable fisheries development to cover ecosystem as a whole
- main implication is the need to cater for human as well as ecosystem well-being
- implies conservation of ecosystem structures, processes and interactions through sustainable use

Institute for European Environmental Policy



US Ecosystem Principles Advisory Panel Report - 1999

- convened to advise Congress and NMFS on ecosystem principles in fisheries management, conservation and research
- developed ecosystem principles, goals and policies
 - develop understanding of ecosystem characteristics and principles
 - develop ability to manage impact

Institute for European Environmental Policy



Issues

- acknowledge complexity and unpredictability - we don't have complete understanding
- there are other human impacts
- policies, research and institutions not set up to manage at ecosystem level
- resistance to change

Institute for European Environmental Policy



How should we?

- adopt an integrated approach to fisheries management, conservation & research
- design policy framework which incorporates principles and concepts
- adopt a long term perspective

Institute for European Environmental Policy



Key considerations to emerge

- establish clear set of objectives
 - sustainable development
- prioritise objectives
- determine different management units
- precautionary approach
- measures have regard for non-target species and habitats

Institute for European Environmental Policy



Key considerations continued

- use adaptive management
- developing reference points and indicators
- increasing, improving or integrating knowledge base
- developing appropriate ecosystem monitoring programmes

Institute for European Environmental Policy



Additional considerations

- institutional structures
- participative decision making processes
- policy framework which provides incentives for stewardship of marine environment and resources

Institute for European Environmental Policy



Future Common Fisheries Policy

- Green Paper acknowledges need to integrate environmental dimension
- proposes objectives, multi-annual & ecosystem-oriented management
- stronger technical measures
- development of system to track progress towards sustainable development
- full implementation of environmental instruments, action plans & strategies

Institute for European Environmental Policy



Additional Green Paper options

- framework using management plans
- integrate precautionary principle
- establish medium term objectives & strategies for key species and habitats
- setting a 'true effort management regime' for multi-species
- tailor to specific situations
- indicators and reference points

Institute for European Environmental Policy



External dimension of CFP

- Green Paper suggests certain priorities in the context of international action by Community
 - contributing to the application of the precautionary principle
 - promoting rational exploitation
 - promoting regional fisheries agreements which better address regional aspects of resources

Institute for European Environmental Policy



An example

- Convention on the Conservation of Antarctic Living Marine Resources (CCAMLR)
 - entered into force in 1982
 - 23 members including the EC
 - applies to all marine living resources apart from seals and whales in specified areas
 - not just fisheries regulation, but strives to implement an ecosystem approach

Institute for European Environmental Policy



CCAMLR continued

- harvesting conducted in accordance with principles:
 - preventing decrease in size of populations below those which ensure stable recruitment
 - maintaining ecological relationships between harvested, dependent and related populations
 - preventing change/risk to marine ecosystem which are not potentially reversible in 2-3 decades

Institute for European Environmental Policy



CCAMLR continued

- management uses a precautionary approach
- collects data on target and dependent species
- uses multi-species models and decision rules
- in practice have made broad decisions

Institute for European Environmental Policy

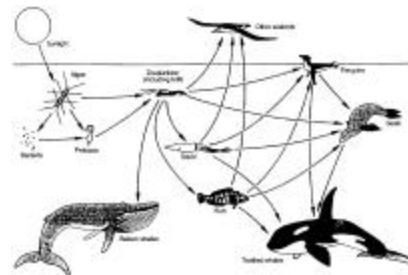


Figure 1: Simplified ecological relationships in the Southern Ocean

Institute for European Environmental Policy



Questions & issues for workshop groups

- How can ecosystem-oriented management be defined under the CFP?
- What are the essential elements to include in a new basic regulation?
- Should the objectives of the CFP be changed?
- To say what?
- Should objectives be prioritised?

Institute for European Environmental Policy



Continued...

- Define new fisheries? Based upon regional seas, ecosystems, multi-species?
- What practical ways are there, eg, develop European Bycatch Policy, or fishery related BAPs?
- Other questions on decision making for the long term, indicators, external relations, phasing in and related regulations

Institute for European Environmental Policy



The challenges

- To acknowledge that these concepts are increasingly a part of fisheries management
- To develop practical and realistic options for policy change
- To strive for common ground

Institute for European Environmental Policy



Partnerships in fisheries management

Poul Degnbol
Institute for Fisheries Management and Coastal Community Development
Denmark



Why partnerships?

- The utilitarian approach
 - It does not work without (who cares ?)
 - It is too expensive without (if nobody cares control must be intensive)
- The democratic approach
 - This is a simple requirement in a democratic society



The basis for partnerships

- Partners – *who* should be involved?
- *What* is it about ?
 - Objectives – *what* do we want to achieve?
 - Knowledge – *which knowledge* do we accept as appropriate to guide us?
 - Tools – *how* do we want to achieve this?
- *How do we organise* the partnership ?
- What is the *appropriate scale* of the partnership



Who are the partners ?

- Stakeholders are 'any group or individual who can affect or is affected by the achievement' of the firms/organisations/management institutions objectives
- Stakeholders are stakeholders in very different respects
- Stakeholders have one or more of
 - Urgency
 - Power
 - Legitimacy



Stakeholder groups

Stakeholders	Urgency	Power	Legitimacy
Fishers	High	High	High
Processors	High	High	High
Bureaucrats	High	High	High
Scientists	High	Medium	High
Fish workers	High	Medium	High
Indigenous people	High	Increasing	High
Environmental NGO's	Increasing	Increasing	Increasing
Local communities	Medium	Low	High
Citizens	Increasing	Low	Increasing
Future generations	Low	Low	High
Consumers	Low	Low	Increasing
Tourist industry	Low	Medium	Low
Sport fishers	Low	Low	Increasing



Norway situation, Mikaelson and Jentoft in press

Stakeholder accomodation and reconciliation

- Comparing pears and apples :
 - Balancing legitimacy, urgency and power
 - Different stakes, expectations, objectives
- Risks and balances – loosing either way:
 - Wide inclusion may make reconciliation and communication difficult/impossible
 - Exclusion may lead to non-compliance/legal clotting/subversive action




Mutual respect
Intensive communication
Communal learning




What is the partnership about?

- Setting objectives
- Identifying knowledge base
- Implementation




Objectives

- Who defines and articulates ?
- Are objectives shared ?
- Are contradictory objectives resolved ?




Knowledge

- Technical validity : Does knowledge exist which reflect the pressures ?
 - Pressures on stock ? Ecosystem ?
 - Research based - users / formal - tacit
- Operationality : Does it indicate direction for action ?
 - What is 'good' ?
 - Reference points ?
 - Related to management measures ?
- Social validity : Is it accepted as valid by all stakeholders ?
 - Are all sources of knowledge respected ?
 - Reconciliation of research based and user knowledge




Implementation

- Is there an agreed technical rational?
- Agreement on equity considerations?
- A process for adaptability/learning?
- Agreed and legitimate mechanisms for monitoring, control and sanctions?



How do we organise the partnership ?

- Must deal with objectives, knowledge and implementation
- Scales and devolvement
 - Representation
 - Subsidiarity



The scale of partnerships

- Stock, ecosystem and social issues are pertinent on a wide range of scales
- Biological and social scales are not a priori compatible
- Experiences about institutional settings of partnerships cannot be extrapolated across scales



Process, not structure

- Partnerships for fisheries management must be based on a communal learning process and adaptation
- Formal structures must be designed to facilitate this process



Nordic examples

- The Lofoten 'skrei' fishery – sharing space through co-management
- Mussel fisheries in Limfjorden, Denmark – integrating bottom/eutrophication/fisheries considerations
- Coastal zone management in Bohuslen, Sweden (KUSTO)
- Fisheries – eutrophication interaction management in Finnish archipelago – Pro Archipelago Sea
- Larger scale examples ????



The Green paper +

- Identifies a problem regarding participation
 - 'stakeholders do not feel sufficiently involved'
 - 'fishermen...believe that their views and knowledge are not sufficiently taken into account'
 - 'this lack of involvement undermines support for the conservation measures'
- Future CFP objective 'to promote better governance by putting in place more transparent, accountable and flexible management and decision-making processes'
- Proposes a mechanism for devolvement and wider participation
 - Regionalisation
 - Wider stakeholder concept



The Green Paper -

- Partnership for implementation only ?
 - Who defines objectives ?
 - What is valid knowledge ? 'better links between scientists and fishermen' ??? Other stakeholders ?
- Identify stakeholders?
 - Identify and deal with different stakeholder access criteria ?
- Mediation process ?
- Scale issue not resolved – how are local and regional interests and issues mediated ?



Is the basic suggestion of the Green paper

- to produce advice regarding implementation
 - to explain the research basis (not to include other knowledge sources)
- within the existing top-down framework where
- objectives are defined and
 - valid knowledge is identified
- within the centralised political and management domain

????



Or is it the starting point offering
opportunities for the development
of more profound partnerships in
the longer term

???????



Strategic Management and the CFP

Clare Coffey
Research Fellow
Institute for European Environmental Policy



The CFP - a panoply of instruments

- variety of policies - quotas, technical measures, structural aid, fleet policy, etc
- linkage and coordination improved, but still largely distinct policy strands
- co-existence of policies - based on different scales, levels, timeframes
- no spatial coordination
- gaps in coverage - bycatch and non-quota stocks
- short term approach to stock management



Pressure for change

- Poor state of resources and marine environment
- International fisheries commitments (explicit)
 - Fish Stocks Agreement/FAO Code of Conduct
- Internal commitments (implicit?)
 - environmental integration and sustainable development
 - principles of precaution and prevention
 - drive to improve policy effectiveness - good governance

Institute for European Environmental Policy



What is meant by strategic planning?

- Setting a long term, coordinated framework for management, including
 - broad objectives - where do we want to go?
 - targets and timeframes
 - range of measures, including fleet policies, structural measures, etc
 - arrangements for implementation - rights and responsibilities
 - stakeholder participation
 - control and enforcement
 - indicators, monitoring, review and adaptation

Institute for European Environmental Policy



A range of strategic plans

- Area or ecosystem based
- Individual fisheries
- Specific problems
 - by-catch - eg seabird and marine mammals
 - recovery plans - eg cod and hake
 - sensitive areas - eg Natura 2000

Institute for European Environmental Policy



The potential of strategic planning

- move away from short termism - including precaution and prevention
- more stability for operators to plan long term
- coordinate objectives - environmental, social and economic
- coordinate policies - stock management, fleet, aid, markets
- simplify regulatory framework
- provide basis for strategic impact assessment
- stakeholder involvement - focus for debate/consultation

Institute for European Environmental Policy



EU experience with planning

- basic legal provisions (Regulation 3760/92) not applied to date
- some plans developed to manage shared stocks
- only very basic stock based plans, eg
 - to maintain Spawning Stock Biomass
 - set TACs consistent with ICES advice
 - adjustment of mortality if SSB falls below given level
 - review and revise measures, based on new advice
- few include targets, measures or review provisions

Institute for European Environmental Policy



Potential recovery plans - cod and hake

- objectives - restore spawning stocks, based on ecosystem approach
- TACs
- effort limitations
- technical measures- selectivity/closed areas
- control and enforcement
- emergency measures
- research
- market and structural measures
- consultations

Institute for European Environmental Policy



FAO seabird bycatch reduction action plan

- Where a problem exists, States are to adopt national plans of action, potentially including:
 - mitigation measures - efficient and cost-effective
 - research and technological development plans
 - education, training and publicity
 - data collection

Institute for European Environmental Policy



The Green Paper and strategic planning

- acceptance of need for multi-annual plans(3-5 years)
- fleet policy to be consistent with long term management objectives
- ICZM to reduce conflict/improving coherence

Institute for European Environmental Policy




Agreeing a way forward

- Should there be a new and more explicit legal basis for strategic plans in the CFP?
- Dividing fisheries into realistic management units - stock or area based?
- How long a timeframe should be considered?
- Linkage with EU structural aid and markets policies?
- Responsibility for their development - Commission/RACs?
- Responsibility for their monitoring and implementation?

Institute for European Environmental Policy



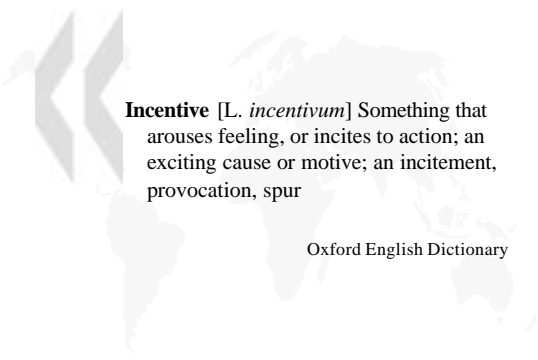
ORGANISATION DE COOPÉRATION ET DE DÉVELOPPEMENT ÉCONOMIQUES
OECD  OCDE
ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

INCENTIVES FOR SUSTAINABLE FISHING

Anthony Cox
Fisheries Division, OECD

Directorate for Food, Agriculture, and Fisheries


1



Incentive [L. *incentivum*] Something that arouses feeling, or incites to action; an exciting cause or motive; an incitement, provocation, spur

Oxford English Dictionary

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE



Back to basics

Who?
What?
When?
Where?
Why?

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE



Who?

- Policy makers
- Decision makers
- Fishers
- Consumers
- Society

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE



What?

- Holistic approach
- Institutional incentives
- Management incentives
- Economic incentives

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE



Institutional incentives

- Stewardship responsibilities
- Governance
- Transparency
- Accountability


Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

Management incentives

- Rights based management
- Co-management
- Stakeholder participation
- Delivery of fisheries services?
- Eco-labelling

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

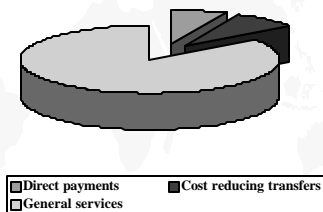
Economic incentives

- Subsidies
- Structural adjustment assistance
- User charges
- Cost recovery
- Performance bonds

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

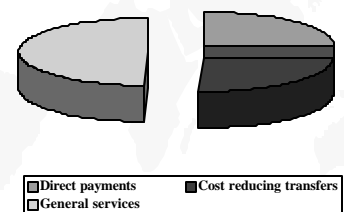
Government financial transfers (Non-EU OECD)



Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

Government financial transfers (EU)




Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

Economic incentives

- Subsidies
- Structural adjustment assistance
- User charges
- Cost recovery
- Performance bonds


Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

When?

- Challenge as opportunity
- Dynamic not static process
 - ⇒ improved mechanisms for encouraging and managing change
- Evaluation of expected outcomes
- Evaluation of actual outcomes

Directorate for Food, Agriculture, and Fisheries

OECD  OCDE

Where?

- Look outside the EU
 - OECD studies on *Towards Sustainable Fisheries and Transition to Responsible Fisheries*
- Look outside the industry
 - Other resource extraction industries
 - Agriculture

Directorate for Food, Agriculture, and Fisheries



Why?

- Improve economic and social well-being
 - double dividend
- Improve use of EU resources
 - transparency, accountability and governance
- Moral obligation under sustainable development
- Increased consumer satisfaction

Directorate for Food, Agriculture, and Fisheries



Summary

- Think carefully about incentives
 - they can bite
- Ensure there is transparency and accountability in their design and implementation
- Go for the holistic approach
- Ensure that there will be a net benefit to society
- Attempt to internalise the externalities without recourse to subsidies
- Encourage market based mechanisms

Directorate for Food, Agriculture, and Fisheries



FAO Fisheries: from local to global from sandals to suits

It's people, not fish

Rebecca Metzner
FAO Fishery Policy & Planning Division
Rome, Italy

FAO is changing

- structurally
- personally
 - different generation of staff
 - different skills base

How do these personnel changes affect the direction of FAO fisheries?

- theoretically
 - respond to member nation requests
- practically
 - sociology
 - economics
 - public policy and law

Evidence of Change

- Fisheries management = people management
- ESD (ecologically sustainable development)
 - more than ecosystem management

Evidence of Change

- stylistically
 - participatory
 - multidisciplinary
- substantively
 - recognizing limitations of command and control management
 - creating incentives
 - enhancing incentives
 - clarifying rights *and* responsibilities

Evidence of Change

ESD is more than ecosystems management

- governance
- social
 - recognize we are managing humans
- economic
 - recognize absence of fully defined property rights
 - explicit choices
 - administrative management approaches
 - market- and/or rights-based management
- biological context provides parameters

Evidence of Change

- "KISSING" is okay
 - streamlined
 - straightforward

from local to global
from sandals to suits

It's people, not fish

Transcripts of Rapporteurs Overheads

~ Summaries of Workshop Discussions ~

Group 1 – Chair: David Symes Rapporteur: Kees Lankester

Ecosystem approaches to fisheries management and partnerships in fisheries management

- Objectives
 - flourishing fisheries and healthy ecosystems are compatible
- Capacity
 - ecosystem approach reinforces the capacity of decision making at regional/global levels
- Regulation of human activity needs to be effective – the ecosystem approach does not necessarily complicate policy further
- Practical suggestions:
 - no fishing zones (perhaps a network)
 - ecological impact targets (eg the OSPAR approach)
 - Environmental Impact Assessments (Strategic perhaps)
- Research/data
 - not beyond discussion of need for more data and of better quality
- Management structures
 - new structures will still suffer from cultural differences
 - regional/local structures will not always have a complete picture (ICCAT)
 - other stakeholders? Who?
 - not practical to handle large numbers of stakeholders
 - hard to get consensus
- Regional Advisory Committees (RACs)
 - secretariat support from the European Commission?
 - what is the point of entry for advice? responsibility levels?
 - RACs as strategic long term vision or short term implementation of policy?

Bringing strategic planning into the CFP

- We need a clear vision for the CFP
 - clear objectives in advance giving a rough direction in which to head
- Market mechanisms
 - these need to be controlled
 - these need to assist in achieving objectives

- Uncertainty
 - industry needs more certainty, ie, stable catch levels and stable framework for management plans
 - harmonise time-scales, eg, fisheries investments over 20-30 years, management plans the same
- Balances for healthy fisheries society
 - small and large scale fisheries distinction
 - economic/social/ecological values
 - cost of control may be less expensive than no control

Incentives for sustainable fisheries

- Subsidies
 - some industries not structurally opposed to subsidies
 - harmonise time-scales to longer term
 - long term (finite) investment and resource rent
- ITQs
 - study needed: Integrating ITQs and Ecosystem Objectives
 - reality: the creeping use of ITQs – the Netherlands, United Kingdom and France
 - Iceland/New Zealand
 - need to look at different circumstances
- Ecolabels
 - fishery by fishery
 - all suspicion should be avoided
 - regulate versus private

Group 2 – Chair: Chris Grieve Rapporteur: Riku Varjopuro

After the first workshop session on ecosystem approaches and partnerships in fisheries management, Group 2 was amalgamated into the remaining three groups.

- The principles of ecosystem approach and partnership were accepted.
- A European framework with clear objectives and tools is needed.
- Partnerships - the problem of scale remains
 - multiple level approach required
 - multi-disciplinary approach required
- Regional Advisory Committees should facilitate the learning process

Group 3 – Chair: Anders Carlberg Rapporteur: Darren Kindleysides

Ecosystem approaches to fisheries management

- Reducing capacity is key
 - crisis management
- Need to define ecosystem management
 - not whole ecosystem management
- Implementation
 - incremental
 - based on defined management units
 - following objectives
- Need to address suspicion of fishermen
 - long term versus short term

Partnerships in fisheries management

- Advisory versus decision making
 - soft decisions versus hard decisions
 - collective responsibility
- Integrate partnership on every level
 - support for IEEP model
- Principles for partnership
 - clear responsibilities
 - clear accountabilities for partners
 - clear objectives
- Delegation of responsibility can work
 - small scale
 - few partners
- Scientists and fishermen working in partnership key

Bringing strategic planning into the CFP

- Crisis management within a strategic framework – ie, thinking strategically and responding to crisis within a strategic framework
- Lessons to be learned from North Sea Cod Recovery Programme:
 - openness – true dialogue versus hidden agendas
 - clear and shared objectives
 - need for flexibility and adaptive management
 - bottom up/fish up management
 - appropriate language

- Way forward:
 - pilot projects – Cyprus trawl fishery or Irish Sea trial ecosystem approach
 - building trust through facilitated dialogue

Incentives for sustainable fisheries

- Who should pay for environmental (dis)benefits?
- Do not rule out market based measures
 - market ‘clarity’ not market driven
 - major industry and community concern
 - need research into environmental benefits of market measures
- Ecolabelling needs more work to fit within CFP framework
 - criteria
 - traceability

Group 4 – Chair: Rebecca Metzner Rapporteur: Drin Lutchman

Partnerships in fisheries management

- The Community should retain the role of setting the broad objectives and policy framework
- Regional Advisory Committees will not completely satisfy the need for devolution
 - there is a need for devolution on different levels according to issues addressed
 - there is a need for clear definition of concomitant responsibilities
 - the various issues cannot be addressed through the same structure
- The CFP budget should include funding to facilitate participatory processes
- There should be some means of measuring the effectiveness of the processes to achieve the established objectives

Bringing strategic planning into the CFP

- Strategic management plans are needed – 5/10/15 basis
 - in the short term need to have intermediate plans
- Strategic management plans should have:
 - clear objectives, eg, broader conservation of environment including ecological quality
 - may need to prioritise objectives
 - routine monitoring (stakeholder involved) leading to feedback and improving the system
 - Environmental Impact Assessment
 - where appropriate, plans should be integrated into Integrated Coastal Zone Management (ICZM)

- should be at all levels, eg local etc and all sectors
- but also on regional seas basis
- The group recognised that Strategic Management Plans need to be aware of the power of markets

Incentives for sustainable fisheries

- Should we think about them? Yes, because they exist already.
- Agreed the following:
 - should phase out cost-reducing transfers (subsidies)
 - in the CFP context, link objectives to funding to reinforce positive outcomes
- Should create incentives that:
 - encourage responsibility and commitment
 - create security of opportunity
 - reinforce explicit goals set by Strategic Management Plan(s)

BACKGROUND PAPERS

THEME 1 ECOSYSTEM APPROACHES TO FISHERIES MANAGEMENT

Introduction to the theme

The concept of taking an ecosystem approach to fisheries management is not new. Many sections of the public have been calling for a broader approach to managing fisheries than single stock management, as well as calling for the active protection and recovery of endangered species. The international community has manifested these concerns through such instruments as the Convention on Biological Diversity and Agenda 21 adopted at the UN Conference on the Environment and Development. More recently and more specific to fisheries is the UN Fish Stocks Agreement relating to straddling fish stocks and highly migratory stocks which makes explicit reference to the use of the precautionary approach, adopting measures at ecosystem level and the protection of biodiversity. In some parts of the world implementing these policy reforms in domestic and international fisheries is increasingly an active pursuit of fisheries administrations and recognised as necessary by interest groups.

While it is important to acknowledge that we do not fully understand the complexity of marine ecosystems, nor fully how the activities of human beings impact upon them and interact with them, it is acknowledged that impacts have occurred and that a broader approach to managing human activity, including fishing, is required. With the embracing of the precautionary principle/approach comes the requirement to shift the burden of proof, that is, not having enough scientific evidence or a lack of certainty is no longer an excuse not to act.

So it becomes not a question of 'should we', but 'how should we' adopt an ecosystem approach to fisheries management? Within the context of the Common Fisheries Policy the question becomes how should we design a framework for policy or regulation at the European level that incorporates these concepts, while also acknowledging that people are part of ecosystems and the pursuit of livelihoods and well being in commercial fisheries are legitimate activities?

What is becoming increasingly apparent, is that there is confusion about what taking an 'ecosystem approach' to fisheries management really means in practical terms. However, an increasing amount of literature on the subject tends to point to a number of basic ideas when considering implementing an ecosystems approach to fisheries management. These include:

- adopting an integrated approach to policy development, incorporating ecological, economic and social dimensions and integrating requirements from other instruments such as the EC Biodiversity Strategy and the habitats and birds Directives;
- establishing a clear set of objectives, particularly articulating sustainable development;
- prioritising objectives, with the highest priority being the ecological dimension, eg, sustaining species assemblages and habitats;
- adopting a long term perspective and putting in place mechanisms to ensure short term considerations do not override long term goals;
- determining different management units, based on regions or discrete ecosystems instead of single stocks;
- using adaptive management based upon well directed and prioritised research and monitoring;
- bringing broader concerns into strategic management considerations, ie, establishing measures which have regard for non-target species and habitats;

- adopting a precautionary approach to decision-making, including an explicit recognition of the uncertainties in assessments, as well as analysis and discussion of the levels of risk related to policy options;
- developing pre-agreed decision-making rules based upon reference points and indicators;
- increasing, improving or integrating the scientific, economic and social knowledge base; and
- developing appropriate ecosystem monitoring programmes.

Other considerations which need to be addressed in the context of developing an ecosystem approach to fisheries management relate to institutional structures, inclusive decision-making processes and a policy framework which provides the incentive or motivation for stakeholders to act as stewards of the marine environment and resources. These concepts are discussed in more detail in the background papers for themes two, three and four of the conference.

What the Green Paper says....

The problem/issues

Section 3.3 The Environmental Dimension

- The CFP should do much more to integrate the environmental dimension into policy-making in a proactive manner.
- There is a lack or insufficiency of knowledge about the functioning of marine ecosystems and the side effects of fishing, which exacerbates the environmental shortcomings of the CFP.

Possible solutions

Section 4. A set of clearer objectives for the future

- (i) Establish responsible and sustainable fisheries that ensure healthy marine ecosystems maintaining the quality, diversity and availability of marine resources and habitats. To that end there is an urgent need to strengthen and improve conservation policy in order to reverse the current negative trends of many stocks.
- (ii) Contribute, through appropriate fisheries-management action, to achieve the environmental objectives set out in Article 174 of the Treaty.
- (iv) Bring fleet capacity into line as soon as possible with the availability and sustainability of resources.
- (ix) Promote the responsible and rational exploitation of fishery resources in international waters and develop partnerships with third countries in a manner consistent with Community development policy.
- (x) Improve the quality and amount of relevant data to support decision-making and to promote multidisciplinary scientific research which will allow for obtaining timely and qualitative scientific information and advice on fisheries, associated ecosystems and relevant environmental factors.

Section 5. The future CFP: options and preferences

- Implementation of multi-annual and ecosystem-oriented management.
- Adoption of stronger technical measures to protect juveniles and to reduce discards, including pilot projects for measures not applied until now, such as discard bans.
- Development of a system to track progress of the CFP towards sustainable development and the performance of the management schemes and policies against stated objectives.

Multi-annual, multi-species and ecosystem-oriented management could be affected through a framework which uses management plans to integrate the precautionary principle and establish medium term environmental and ecosystem objectives and strategies for key species and habitats. Management of groups of stocks for well-defined fisheries is considered, as is the setting of a true effort management regime as a means to approach multi-species management. The need for measures to be tailored to specific situations in the EU's outer-most regions is also acknowledged.

Social, environmental and economic indicators, and related reference points need to be developed to determine how well objectives are being pursued and whether the broader goal of sustainable development is achieved.

- Full implementation of the relevant environmental instruments, action plans and strategies for the protection of biodiversity and integration of environmental protection requirements into the CFP.

In the context of international action by the European Community, certain priorities need to be established. For example:

- Promoting, where possible, regional fisheries agreements which have the advantage of better addressing the regional aspect of the resource...
- Promoting the rational exploitation of the resources of the high seas, including the establishment of rights and obligations of new entrants...
- Contributing to the application of the precautionary principle, taking into account environmental protection requirements.

Questions/issues for discussion in workshop and plenary sessions

How can ecosystem-oriented management be defined for the purposes of the Common Fisheries Policy?

How can ecosystem-oriented management be incorporated into a new basic regulation for the Common Fisheries Policy? What are the essential elements which should be required by a new framework regulation?

Should the objective(s) of the basic regulation be changed to incorporate the concept of sustainable development and ecosystem-oriented management?

If so, what wording could be suggested?

Should the concepts/objectives be prioritised? If so, in what order and what wording could be suggested?

Should "new" fisheries be defined under a new framework regulation? How should they be defined, eg, based upon regional seas, multi-species groupings or fishing methods? Or should the regulation contain a requirement to determine "new" fisheries by a certain date?

Are there practical ways of incorporating elements of an ecosystem-oriented approach, eg the development of a European bycatch policy which requires action plans for each major fishery, or the development of biodiversity action plans at regional seas level as part of the existing EC Biodiversity Action Plan for Fisheries?

How should the decision-making process be adapted to take better account of long term considerations rather than short term interests?

Should the requirement to use indicators and targets be written into a new basic regulation?

How can an ecosystem-oriented approach influence the Community's external fishing activities and other external relations, notably in the area of trade?

Should ecosystem-oriented management be phased into the CFP, if so, over what timescale and in which order should elements be incorporated into regulation or policy?

Should other Council regulations be altered to incorporate required elements of an ecosystem-oriented approach, eg, the data collection framework (Council Regulation (EC) No 1543/2000)?

THEME 2 PARTNERSHIPS IN FISHERIES MANAGEMENT

Introduction to the theme

The term 'governance' is used, among other things, in connection with the institutional structures and processes by which public policy is made. Across many fields of policy making, decision makers are being forced to rethink traditional methods of governance. Fisheries management is no exception to this trend. The fisheries policy making process in the EU has been criticised as being a top-down, command and control system developed remotely by centralised European institutions. Many groups with an interest in fisheries management have been calling for greater stakeholder involvement in the policy and decision-making process. Indeed, many critics of fisheries policy and decision-making in the EU point to the inadequate involvement of stakeholders as one of the key reasons for the failure of the CFP to reduce overfishing and overcapitalisation in European fisheries.

A partnership approach to fisheries management has been put forward as a way of encouraging a sense of stewardship in the marine environment and ownership of policy decisions and outcomes. The underlying rationale is that sustainable fisheries can be pursued by developing trust between stakeholders, based on productive and positive working relationships, alongside sound legislation. Supporters of a partnership approach to fisheries management suggest that more practical, cost-effective and realistic fisheries management outcomes are the result of this particular governance process.

Alternatives to the current level of stakeholder involvement in EU fisheries policy making have been proposed (see below for Green Paper proposals). However, the roles and responsibilities of participants in the process have not been articulated. The pursuit of sustainable development in fisheries could potentially be enhanced if partnership or stakeholder based committees were tasked with pursuing a clear set of objectives, striving for practical and cost-effective management solutions based upon consensus and the best interests of the particular fishery as a whole (rather than any particular interest group within the process). In this kind of approach, greater emphasis is placed on stakeholder partners working together than on conflict resolution.

An important aspect of adopting a partnership approach is that it ought to occur at all levels of the policy and management process. This means that as well as opening up the overall policy making framework on management and technical measures to involvement of stakeholders, the supporting processes such as fishery and stock assessment, data collection and control and enforcement are also inclusive of stakeholder partners. According to the United Nations Food and Agriculture Organisation, a partnership approach to fisheries management could lead to more accurate and reliable data, improved stock assessments, lower enforcement costs and fewer conflicts between stakeholders.

Along with issues at the EU level relating to the appropriateness and legality of devolving decision-making authority, there also exist a range of questions relating to who should legitimately be involved and how they are represented, which issues should be addressed (eg, data collection, assessments, formulation of objectives, implementation measures), which level of devolution is appropriate for each issue, what kind of structure is appropriate, who pays to implement any new approach that is devised and to what extent does a new 'governance' structure become enshrined in a new basic regulation.

What the Green Paper says....

The problems/issues

- The current framework is not well suited for responding quickly to local and emergency circumstances.

- Stakeholders do not feel sufficiently involved in some important aspects of the policy.

Many fishermen believe their views and knowledge are not sufficiently taken into account by managers and scientists. Lack of involvement undermines support for conservation measures. Interested parties do not consider satisfactory the existing consultation arrangements, such as the Advisory Committee on Fisheries and Aquaculture. Regional workshops organised by the Commission to address specific management problems have been considered a move in the right direction, but stakeholders request more than that.

More political determination is needed to face the problems and take corresponding decisions. But some procedural changes are also needed. Continuation of the existing procedures would without doubt lead to further mistrust and scepticism.

Proposed solutions

Section 4 A set of clearer objectives for the future

(v) promote better governance by putting in place more transparent, accountable and flexible management and decision-making processes which involve stakeholders also at the regional and local levels and ensure that emergencies and conservation problems of a local nature are adequately addressed.

Section 5.5 Improving governance within the CFP

The CFP needs to have a fisheries management framework which is transparent, cost-effective, flexible, able to respond rapidly and efficiently to emergencies and allows greater stakeholder involvement.

- Establishment of regional advisory committees to involve more effectively the stakeholders in policy-making.
- Decentralisation of certain management responsibilities to address local and emergency situations.
- Promoting the transparency of scientific advice. Better integration of scientific advice into the decision-making process.
- Improving the compatibility of the CFP with other policies that effect the coastal zone through integrated coastal zone management (ICZM).
- Development of a partnership approach with developing countries.

Questions/issues for discussion in workshop and plenary sessions

Which issues should be subject to devolution and stakeholder involvement? Should this include data gathering, assessments, formulation of objectives, decisions on regulations, implementation?

How can a partnership approach be incorporated into a new basic regulation? What sort of structure should be incorporated into the CFP?

Is there an optimal structure for partnerships in fisheries management? Or should they be dependent on area/region/size of fishery/type of fishery?

Who are the stakeholders? Are there 'direct' and 'indirect' stakeholders and interest groups and should they be allocated different roles and responsibilities in the fisheries policy making process?

Should the concept of RACs put forward in the Green Paper be supported?

Will RACs satisfy the need for devolution or is there a need to implement devolution on different levels according to the issues addressed? Can the various issues be addressed through the same structure?

What decision-making powers, if any, should RACs have? Which parts of the policy making, decision-making, fisheries management process should RACs engage in? To what extent should the policy and decision-making process be decentralised?

Should the Community retain the role of setting the broad policy framework, objectives and conducting monitoring of the implementation of the policy, with the proposals and recommendations for fisheries management action and management plans being generated by RACs (through the Commission)?

Should the Advisory Committee on Fisheries and Aquaculture (ACFA) and the Scientific, Technical and Economic Committee for Fisheries (STECF) continue to play a role in the policy process? If so, what should their respective roles be?

How can RACs be made accountable for the proposals and recommendations (or decisions) that are put forward?

Who should chair – independent? Commission? rotating stakeholder?

What about secretariat support? Should this be a Commission function or provided by independent secretariats contracted to the Commission?

How are stakeholders represented? How are local community interests balanced against specialised user interests such as various industry interests, environmental and consumer interests?

How should members be selected? Should the selection process be incorporated into the CFP?

What should be the brief/objectives/function of RACs or other stakeholder based advisory/consultative/decision making fora?

What should be the roles and responsibilities of participants in RACs? Should these be incorporated into a new basic regulation or as a code of conduct outlining participants' obligations and accountabilities?

Should the idea of centralised committee structures be supported?

In order to meet local management needs, should Member States be empowered to adopt conservation measures applicable to all vessels operating in territorial waters (6-12 mile zone)?

How can the Community ensure adequate participation or partnership at Member State level for inshore fisheries management? Should consultation and/or partnership be a requirement as part of devolved management?

How will enlargement of the EU and involvement of accession State stakeholders and administrators be incorporated into new governance structures for fisheries?

How should stakeholder concerns be incorporated into External Relations and the negotiation of access to third country and high seas waters?

How would stakeholder involvement be incorporated into the fishery/stock assessment process?

Who should pay to implement new structures? How should partnership and participation be resourced?

Is the Commission structure (organisational structure and administrative operation) within DG Fisheries appropriate if changes are made to incorporate partnerships/greater stakeholder involvement in EU fisheries management?

Is there a way within a reformed governance structure to ensure greater 'political determination' to face the problems and to make corresponding decisions? I.e., is there a way to ensure that recommendations which are based upon consensus of the stakeholders, including the Commission are upheld at the political decision-making level?

THEME 3 BRINGING STRATEGIC PLANNING INTO THE CFP

Introduction to the theme

The FAO Code of Conduct for Responsible Fishing and the UN Fish Stocks Agreement call for the development of strategic fisheries management plans. Strategic management planning within an overarching policy framework can ensure coherence of policy measures across a range of fisheries and jurisdictions, as well as a structured approach to developing effective fisheries management measures within fisheries.

Strategic management planning under a common framework can offer significant advantages to the pursuit of sustainable fisheries such as providing a mechanism to combat the disjunction between conservation and fleet policy in EU fisheries management. Strategic planning brings with it a longer term perspective, but can allow for flexibility through adaptive management based upon the results of clearly directed research and monitoring. Fisheries management plans will provide for the development of practical and realistic technical conservation measures at the appropriate regional or local level, as well as a mechanism to bring together the requirements enshrined in other EU policies and strategies relevant to the marine environment and fisheries, such as the Habitats and Birds Directives, Integrated Coastal Zone Management and the EC Biodiversity Action Plan for Fisheries. Work on an EU marine thematic strategy by the Commission could also provide a broader, strategic framework for fisheries management plans. The Commission would be in a position to ensure the consistency of each strategic management plan with the overarching aims and objectives of the CFP, other instruments and other strategic plans for 'neighbouring' fisheries.

Strategic management plans could also be subject to Strategic Environmental Assessment which could assess the appropriateness of the plans for the pursuit of sustainable development and the potential effectiveness in achieving the stated objectives, particularly with regard to other environmental instruments.

The existing basic CFP regulation (3760/92) already facilitates the development of strategic management plans under Article 8(3), although a Commission proposal to implement this Article was rejected by the Council. However, a new basic regulation could *require* the development of strategic fisheries management plans for major fisheries, regions or ecosystems within a specified timeframe. A new basic regulation could also set out the elements required under strategic management plans, for example:

- management plan objectives, linked to and consistent with overarching CFP objectives;
- targets over agreed timeframes;
- indicators;
- how fleet policy may be implemented in a plan and how structural adjustment mechanisms may or may not be employed;
- technical measures for target species, as well as measures aimed at the protection or conservation of non-target species and the marine environment;
- fishing operators rights and responsibilities;
- stakeholder involvement in plan development, implementation and assessment;
- public consultation arrangements;
- data collection, research and fishery assessment processes; and
- monitoring, control and enforcement mechanisms.

The Commission in the Green Paper acknowledges the usefulness of the process of planning and management known as Integrated Coastal Zone Management (ICZM) as a way of reducing conflict between stakeholders and of producing a better coherence between differing sectoral policies, eg, between the CFP and land use policies. This logic could equally be applied to the process of policy development within the CFP, such as ensuring the coherence between

conservation (fish stocks and nature) and fleet policies through the development of five year management plans at regional level.

Strategic management planning could succeed within the CFP if there is an emphasis placed upon drawing together and simplifying the large body of regulation and legal instruments now in force. Integrating and drawing together the various rules and arrangements for each 'fishery' could potentially reduce the sense of overburden and complexity experienced by fishing operators, particularly if stakeholders are included in the process of plan development and implementation.

A precondition for the development of strategic management plans is obviously the appropriate division of fisheries management units, be they by area, region, discrete ecosystem, fishing method or multi-species assemblages. A process for determining the management unit would need to be incorporated into the timeframe for the implementation of a reformed CFP and therefore any timeframe for the establishment of strategic fisheries management plans.

What the Green Paper says....

The Green Paper does not explicitly use the term 'strategic management planning', however, the concepts put forward as proposed solutions in a number of sections are consistent with the notion of establishing strategic, long term management plans under an integrated policy framework.

Section 5.1 Strengthening and improving conservation policy

The need to lay down multi-annual management plans that take the precautionary principle into account is now widely accepted. In order to implement a multi-annual approach there is a need to define for a series of stocks multi-annual strategies which are compatible with the precautionary principle. Such management strategies will be based on a planned development of fishing mortalities in the mid-term (three to five years).

Section 5.4 Fleet policy

- Establishment of a more effective fleet policy in line with multi-annual objectives, taking into account technological progress and ensuring public aid does not contribute to an increase in fishing effort.
- The new system should ensure transparency and simplicity, with tighter control and enforcement by Member States and stronger sanctions for non-compliance.

Fleet policy should establish a balance between fleet capacity and exploitation rates that are consistent with long-term management objectives. The reduction rates should take into account the exploitation rates associated with multi-annual TACs. This would have the advantage of ensuring coherence between the two areas of policy. However, although this idea is attractive on theoretical grounds it could prove to be complex to put into practice, especially for segments operating mixed fisheries.In some cases a regional segmentation [a subdivision of fleets based on clearly defined criteria] could also be envisaged.

Section 5.2 Promoting the environmental dimension of the CFP

- Full implementation of the relevant environmental instruments, action plans and strategies for the protection of biodiversity and the integration of environmental protection requirements into the CFP.

Section 5.5.2 Integrated coastal zone management (ICZM)

ICZM is a process for planning and management of coastal zones and for reducing the level of conflict between fishing communities and other users of the coastal zone (including both the land and sea) through the application of a series of principles embodying good governance. ICZM works towards the co-ordination of various sectoral policies which impact on the coastal zone.

The ICZM process should also be used to ensure coherence between the application of the CFP and the many national and local policies related to the uses of the coastal zone.

5.9 Mediterranean fisheries

The Mediterranean should be fully integrated into the CFP, with the adjustments necessary to take account of the specific conditions of fisheries in the area. In order to ensure sustainable fisheries, the following aspects must be integrated into a future Mediterranean fisheries policy:

(iii)....there is an increased need to focus on integrated coastal zone management as a basic tool not only for the protection and enhancement of fishing and aquaculture activities but also for their harmonious integration with environmental concerns and other human uses.

Questions/issues for discussion in workshop and plenary sessions

Should strategic planning, or the use of formal management plans be a requirement under a new basic regulation?

Should a new basic regulation specify the elements which must be included in strategic management plans?

Which elements or guidelines for developing strategic management plans should be written into a new basic regulation? Should this also specify the way in which such plans should be developed, ie, based on consultation or through participatory structures such as Regional Advisory Committees?

What should strategic management plans contain? Eg, objectives, measures, targets, timetables,? Should they incorporate all aspects of the fishery, eg, conservation objectives, technical measures, fleet management and other structural issues?

Is there a more practical way to integrate conservation and fleet policies which will ensure coherence between long term stock and ecological objectives and fleet reduction strategies?

Should strategic management plans be subject to Strategic Environmental Assessment? Should fisheries policy specific guidelines/criteria for SEA be incorporated into a new basic regulation?

Is there a way to incorporate concepts and strategies from Integrated Coastal Zone Management (ICZM) into a new basic regulation?

What should be the timeframe (lifespan) of strategic management plans? Should a review process for strategic management plans be incorporated into a new basic regulation?

How long should a new basic regulation allow for the development of strategic management plans for each major fishery? Eg, 3 years, 5 years?

Who would be responsible for implementing, monitoring and enforcing strategic management plans?

Should the use of Structural Funds be linked to the development and implementation of strategic management plans?

Should strategic plans also be developed to specifically manage bycatch issues, research planning and/or funding, or data collection and monitoring requirements for each major fishery?

THEME 4: INCENTIVES FOR SUSTAINABLE FISHERIES

Introduction to the theme

Studies show that fisheries management regimes which inadequately limit fishing capacity, place heavy reliance upon catch limits and technical measures, or restrict the efficiency of the harvest sector, generally result in unsustainable fisheries and poor economic performance. These kind of fisheries management regimes tend to rely upon regulatory instruments in isolation from other complementary measures. In order to achieve sustainable fisheries, an economically viable sector and a healthy marine environment, a fisheries policy framework needs to engender a sense of stewardship by individual fishing operators in the marine environment and fisheries resources. That is, a regime which provides policy instruments which will align individual self-interest with long term public good and societal goals.

The pursuit of sustainable development in fisheries suggests a policy framework which offers a mix of incentive instruments and mechanisms that can be used in a complementary way, rather than adopting a single approach. These can include taking a long term, strategic approach to fisheries management based upon clearly articulated objectives (Themes 1 and 3), involving stakeholders directly in the fisheries policy making process (Theme 2) and designing incentives within the management framework which will complement practical and effective regulation and create a more 'level playing field' for fishing operators.

The basic Regulation which establishes the framework for managing fisheries in EU waters (3760/92) provides the opportunity to "*establish incentives, including those of an economic nature, to promote more selective fishing*" (Article 4(2)(h)). However, this provision has not been used to date. Reforming the CFP offers the opportunity to make a shift towards using a wider range of policy instruments and placing a greater emphasis on the role of the market and the use of economic instruments and incentives in fisheries management.

Instruments which are non-coercive are more likely to produce compliance and attitude change. In addition to this, the more financially attractive the incentive mix to individuals the greater the likelihood resource users will be influenced to actively contribute to the pursuit of sustainable development. Financial inducements can close the gap between social and private values and can be important elements in the transition to new fisheries management regimes.

A new Common Fisheries Policy could incorporate the following incentive mechanisms and instruments:

- removal of subsidies/public aid that contribute to overcapacity and overexploitation of fish stocks;
- direct financial transfers or positive financial incentives that:
 - create a dedicated fisheries/environment funding measure;
 - support the use of less damaging or more selective gear;
 - fund research into new environmental technology, such as recruitment enhancement technologies;
 - foster sustainable/non-damaging use of critical coastal ecosystems that are relevant to fisheries;
 - support local authorities, capacity building and training for the fishing industry; and
 - support the fishing industry in developing management plans.
- market-based approaches such as rights-based management and eco-labelling; and
- user pays (cost recovery), taxes, charges or levies, resource rent as mechanisms to internalise otherwise external costs associated with the use of natural resources (preferential access to public owned resources) and to implement the 'polluter pays principle' (PPP) which was enshrined in the EC Treaty in 1987.

In order to ensure the effects of future policies, including those on the use of incentives, are readily apparent, key elements of any integrated policy framework are the development and use of indicators. This will ensure that policy mechanisms are transparent and policy-makers are accountable to the public for the use of public resources (financial and natural resources).

What the Green Paper says....

The problems/issues

Section 3.3 Fleet policy

- The current fleet is too large. Technical progress is increasing the efficiency of fishing vessels and it undermines the efforts of capacity reduction programmes.
- The multi-annual guidance programmes (MAGPs) were set by the Council at levels that were not ambitious enough to address the problem of excess capacity and have not been enforced. They were also complex to administer.
- Subsidies for construction/modernisation and running costs may have aggravated the current situation.

Section 3.5 Monitoring and control

- The current arrangements are insufficient and cannot ensure a level playing field across the Union. Monitoring and control activities to enforce the CFP are widely seen as discriminatory. In almost all Member States, fishermen are calling for a more centralised and harmonised control system which would provide more efficient action and equal treatment throughout the Community.

Section 3.6 The economic and social dimension

- The CFP has a significant economic dimension. EUR 1.1 billion of public money is injected into the fisheries sector each year.
- Overcapacity has negative economic effects on the profitability of the fleet. Improvement of the economic and financial performance of the fleet requires a reduction of the overall level of capital employed.
- There is a steady decline of fisheries employment.
- If current policies and approaches are not changed the European fishing sector will become less and less sustainable and economically viable.

Today's subsidies to investment in the fishing industry and certain taxation measures, such as tax-free fuel, do not contribute to the objective of reducing the overall level of capital employed in Community fisheries. By artificially reducing the costs and risks of investment in an already overcapitalised industry, they promote an oversupply of capital. Each newly-subsidised vessel reduces the productivity and profitability of every other vessel in the fishery concerned.

An overcapitalised and oversized fleet will jeopardise the sustainability of fishery resources without solving the problem of employment in regions in which fishing is economically important. It is imperative therefore that the Community explores a new approach to economic management of the fisheries sector. Sustainable management of fisheries which restores fish stocks' productivity will offer improved economic and social returns to both the industry and society as a whole.

Possible solutions

Section 5.2 Promoting the environmental dimension of the CFP

- Launch of a debate on the eco-labelling of fisheries products.

Eco-labelling schemes offer a market- and information-based method of promoting sustainability in fisheries by presenting clearer choices to the consumer, based on information about a

product's impact on the environment or on the sustainability of the fisheries resource from which it is derived.

Public authorities may need to establish a legal framework for voluntary eco-labelling to ensure appropriate assessment criteria, independent control of compliance and accurate information for the consumer. The precise level and type of public authority involvement will form the core of the future debate on eco-labelling of fisheries products within the Community.

5.6 Monitoring, control and enforcement

- Further progress is needed on the co-ordination of national policies, the harmonisation of sanctions, the follow-up of infringements and on the definition of the respective responsibilities of Member States and the Commission in the implementation of control schemes adopted within regional fisheries organisations.
- The possibility of setting up a Community joint inspection structure to co-ordinate national and Community inspection policies and activities should be considered as an option.

5.7 Strengthening the social and economic dimension of the CFP

- A new approach to economic management to secure a sustainable and economically viable sector through the reconsideration of the role of public aid, ie the Financial Instrument for Fisheries Guidance (FIFG).
 - Short term changes to provisions in FIFG to account for new or unforeseen events such as stock recovery plans and reduction of fishing opportunities in third-country waters.
 - Member States will probably need to reduce the share of aid for modernisation or construction of fishing vessels and increase aid for decommissioning or laying-up of fishing vessels.
 - Community may need to consider whether investment aid for the fishing fleet might be phased out, in order to eliminate its counter-productive effects on fishing capacity. Redirect Community aid to focus exclusively on further reduction of the fleet.
- Measures to help former fishermen to find alternative employment.
- Exploration of the implications of new management tools such as rights-based management, co-management systems and access levies for the right to fish for some parts of the Community fleet. The Commission is proposing to co-ordinate an exchange of views on these subjects with Member States and prepare a report by 2003 at the latest.

Questions/issues for discussion in workshop and plenary sessions

What are the most useful incentive mechanisms which will foster a sense of stewardship in the marine environment and fisheries resources?

How can the use of a range of incentive mechanisms be incorporated into a new basic regulation? And which ones could be incorporated?

How can the basic regulation be revised to incorporate the use of, as yet unspecified, incentive mechanisms at a future date? Is this desirable?

Are there incentive mechanisms which could be used to promote sustainable and economically viable fisheries which will not require a change to the basic regulation?

Should the Commission's suggestion of removing public aid for modernisation and construction of new fishing vessels be supported?

Should the foreshadowed Commission debate on eco-labelling be expanded to include a debate about public versus private eco-labelling initiatives, as well as the use of positive financial incentives for environmental purposes?

Should the ability to adopt market-based approaches such as rights based management and ecolabelling be incorporated into a new basic regulation?

How could the use of cost recovery, access fees, charges or other measures for “user pays” be incorporated into the CFP?

Should a specific fish/environment incentive measure be introduced under the CFP in order to assist the transition to sustainability and to promote environmentally sensitive fishing methods?

If such a scheme were introduced, should a new basic regulation require that Member States establish national schemes to support environmentally sensitive fisheries practices and production systems?

If such a scheme were introduced, would payment for the following measures be supported:

- reduction in the use of environmentally damaging fishing gear;
- use of more selective fishing gear, particularly the use of bycatch reduction devices;
- research and development of environmental technology such as bycatch reduction devices;
- reduction in fishing effort;
- management planning and associated capacity building activities; and
- long term set aside of marine areas for environmental reasons and for the protection and recovery of fish stocks.

How best can a level playing field be incorporated into a new basic regulation in terms of monitoring, control and enforcement?

Chris Grieve
IEEP London



ANNEX 6

Common Fisheries Policy Reform and the Environment Brussels, 20 & 21 September 2001

List of Participants

<u>Name</u>		<u>Organisation</u>	<u>Country</u>	<u>E-mail</u>
Christine	Absil	Northsea Foundation	Netherlands	c.absil@noordzee.nl
Chris	Amos	Eastern Sea Fisheries Joint Committee	UK	esfjc@btclick.com
Knud	Andersen	Fishermen's Ecological Network	Denmark	knud@ecofishery.com
Michael	Andersen	Europêche (Danish Fishermen's Organisation)	Denmark	ma@fiskeriforening.dk
Robert	Aps	Estonian Marine Institute	Estonia	robert.aps@ness.sea.ee
Fredrik	Arrhenius	Institute of Marine Research	Sweden	fredrik.arrhenius@fiskeriverket.se
Armando	Astudillo	DG Environment	EU	armando.astudillo@cec.eu.int
David	Baldock	IEEP		
Ulrik Chr.	Berggreen	Danish Forest and Nature Agency	Denmark	ucb@sns.dk
Mauro	Bertelletti	Ministerio Politiche Agricole, Directorate General Fisheries	Italy	pesce2@politicheagricole.it
Dominique	Blanchard	Comite Local des Peches Maritimes de Port Vendres	France	clpmem-pv.comite-peches@wanadoo.fr
Thomas	Borchers	German Ministry for the Environment, Nature Conservation & Nuclear Safety	Germany	Borchers.Thomas@bmu.de
Niels	Busk	MEP	Belgium	nbusk@europarl.eu.int
Hermien	Busschbach	Ministry of Transport, public works & water management	Netherlands	H.C.Busschbach@hkw.rws.minemw.nl
Ingela	Byfors	Ministry of Agriculture	Sweden	ingela.byfors@agriculture.ministry.se



ANNEX 6

Anders	Carlberg	Vasterhavet	Sweden	anders.carlberg@o.lst.se
Julie	Cator	WWF European Policy Office	EU	Jcator@wwfepo.org
Clare	Coffey	IEEP		
Sue	Collins	English Nature	UK	sue.collins@english-nature.org.uk
Anthony	Cox	OECD	International	anthony.cox@oecd.org, emily.andrews-chouicha@oecd.org
Sophie	Davies	South West UK Brussels Office		
Poul	Degnbol	Danish Institute for Fisheries Management & Coastal Development	Denmark	pd@ifm.dk
Alistair	Dillon	Assistant to Elspeth Attwooll MEP		eattwooll@europarl.eu.int
Michel	Dion	Union des armateurs à la peche de France	France	uapf75@wanadoo.fr
Ralf	Döring	German Council of Environmental Advisors	Germany	doering@uni-greifswald.de
Frank	Doyle	Irish Fishermen's Organisation Ltd	Ireland	irishfish@eircom.net
Bohdan	Draganik	Sea Fisheries Institute	Poland	drag@miryb@mir.gdynia.pl
Ian	Duncan	Scottish Fishermen's Federation	UK	ian@sff.co.uk
Emilios	Economou	Fisheries Department, Ministry of Agriculture and Natural Resources	Cyprus	emilios_e@hotmail.com
Clare	Eno	CCW	UK	c.eno@ccw.gov.uk
Lisette	Enserink	National Institute for Coastal and Marin Management	The Netherlands	e.l.enserink@rikz.rws.minenw.nl
Ramon	Franquesa	Gabinete de Economia del Mar, University of Barcelona	Spain	Ramon@gemub.com
Pasquale	Giannella	Ministerio Politiche Agricole, Directorate General Fisheries	Italy	
Chris	Grieve	IEEP		
Kjell	Grip	Swedish EPA	Sweden	kjell.grip@environ.se
Cyrille	Guernalec	Comité National des Peches Maritimes et des Elevages Marins	France	cguernalec@comite-peches.fr
Barry	Haynes	JNCC	UK	barry.haynes@jncc.gov.uk
Maria	Hellsten	National Board of Fisheries	Sweden	maria.hellsten@fiskeriverket.se
Sigrun	Holst	Mission of Norway to the European Union	Norway	sigrun.holst@mfa.no
Gerd	Hubold	Bundesforschungsanstalt fur Fischerei	Germany	hubold.ish@bfa-fisch.de



ANNEX 6

Andres	Jagor	Ministry of Agriculture	Estonia	andres.jagor@agri.ee
Odma	Johannesen	Ministry of Food, Agriculture and Fisheries	Denmark	ojo@fvm.dk
Zoltan	Karasconyi	Association for Local and Regional Development	Hungary	karacsonyiz@tigris.klte.hu
Darren	Kindleysides	RSPB/BirdLife	UK	darren.kindleysides@rspb.org.uk
Paul	Knapman	English Nature	UK	paul.knapman@english-nature.org.uk
Brigitte	Langenhagen	MEP	Germany	blangenhagen@europarl.eu.int
D J	Langstraat	Stichting van de Nederlandse Vesseri	Netherlands	jbogert@pvis.nl
Kees	Lankester	Scomber Consultancy	Netherlands	K.Lankester@scomber.nl
Sian	Ledger	Scottish Executive Environment and Rural Affairs Department	UK	sian.ledger@scotland.gsi.gov.uk
Indrani	Lutchman	Scales Consultancy	Barbados	ilutchman@sunbeach.net
Graziela	Machado	Brazilian Mission to the European Communities	Brazil	gmachado@braseuropa.be
Natalia	Martini	Italian Ministry for the Environment	Italy	n_martini@hotmail.com
Aaron	McLoughlin	IFAW - International Fund for Animal Welfare		amcloughlin@ifaw.org
Rebecca	Metzner	Food and Agriculture Organisation (FAO)		Rebecca.Metzner@fao.org
Claire	Monkhouse	IEEP		
Stefano	Moretti	Independent Consultant	Italy	stmoretti@tin.it
Julio	Moron Ayala	Spanish Federation of Fisheries Organisations	Spain	feope@feope.com
Snorri Runar	Palmasson	Icelandic Mission to the EU	Iceland	Snorri.runar.palmason@utn.stjr.is
Javier Garat	Perez	Spanish Federation of Fisheries Organisations		feope@feope.com
Jurgen	Ritterhoff	Federal Agency for Nature Conservation Germany / HELCOM	Germany	bfn.ina.vilm@t-online.de
Ruth	Rutstein	IEEP		
Steffen	Smidt	DG Fisheries, European Commission		
Jake	Stafford	South West UK Brussels Office	UK	jstafford@easynet.be
Wolfgang	Storck	Federal Ministry of Consumer Protection, Food and Agriculture	Germany	wolfgang.storck@bmvel.bund.be
David	Symes	University of Hull	UK	
Despina	Symons	European Bureau for Conservation and	EU	ebcd.info@ebcd.org



ANNEX 6

Mark	Tasker	Development		
Chris	Tompkins	JNCC	UK	mark.tasker@jncc.gov.uk
		Department for the Environment, Food	UK	
		and Rural Affairs		
Riku	Varjopuro	Finnish Environment Institute	Finland	riku.varjopuro@vyh.fi
Ewa	Wlodarczyk	Polish Secretariat for the Helsinki	Poland	wlodarczyk@rzgw.gda.pl
		Convention		
David	Wood	Politics Department, University of	UK	d.f.j.wood@ncl.ac.uk
		Newcastle upon Tyne		