

# Encouraging the industry to take responsibility in implementing the CFP

*Taken from WWF Response to the Reform of the Common Fisheries Policy Green Paper 2009*

## **1. How can more responsibility be given to the industry so that it has greater flexibility while still contributing to the objectives of the CFP?**

As outlined above we believe that the adoption of LTMPs and the stakeholder groups required to establish and implement them provide stakeholders with greater responsibilities for the fisheries they are involved with, and the management process.

Using this model the central (Brussels) governmental role is to provide long-term policy and outcome-based targets with the Regional and Member State levels responsible for the development of technical means to meet them. The decision-making process becomes more flexible and responsive to local conditions, and enables active stakeholder engagement in local policy and technical implementation decision processes. This would allow different regions to utilize different tools, better suited to their circumstances.

WWF believes that the development of this kind of framework approach and building strong partnerships between industry, management and science are important to generate confidence in management, and to encourage a better culture of compliance. Once such a framework is in place the role of the Council in approving management plans should be one of routine oversight, rather than micromanagement.

## **2. How could the catching sector be best structured to take responsibility for self-management? Should the POs be turned into bodies through which the industry takes on management responsibilities? How could the representativeness of POs be ensured?**

A system of participatory governance or co-management is an institutional context that, if well designed, can allow fishermen to participate in fisheries management decision making. It can be a successful dynamic partnership using the capacity and interest of user-groups and be complemented by enabling legislation and other administrative requirements<sup>1</sup>. Fishermen can be part of the decision making process and work with Member States to ensure that long-term management objectives are met.

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<sup>1</sup> Nielsen J.R. and T. Vedsmand. 1997. Fishermen's organizations in fisheries management: perspectives for fisheries co-management based on Danish fisheries. *Marine Policy*, 21: 277-288

It can also improve fisher support, for outcomes, confer legitimacy on the regulations and foster compliance, which may also reduce monitoring and surveillance costs<sup>2,3</sup>. Co-management is a means of building trust and empowering stakeholders to participate in the shared governance of fisheries. For more information on the Co-management Committees please refer to Question 9 on Decentralization.

It has been shown that stakeholder compliance with decisions in which they played little or no role has been mixed at best<sup>4</sup> and that key to sustainable fisheries management is the effective engagement of fisheries stakeholders. We believe this needs to be on a balanced basis and that stakeholders should include government managers, environmentalists, scientists and industry (both catch sector as well as market players to try and improve some of the economic returns of fishing).

Existing Producer Organisations (POs) are not homogenous in how they operate in relation to their members. In some instances it may make sense for POs to act as management bodies whilst in others it won't and some may be able to transform themselves into becoming a suitable co-management partner.

It is clear that there is a need for the appropriate level of representation at the local and regional stakeholder level which can talk on behalf of the catching sector. Without achieving this there is a high risk that plans will flounder due to lack of support on agreed management.

WWF welcomes industry's role being extended beyond that of just quota allocation where this is done within the structure of a co-management body. In Scotland the Conservation Credits Scheme (CCS) was launched in February 2008 with it's overarching aim being to improve fisheries management in Scotland by adopting best practices in stock conservation, and supporting (and ensuring) the future economic prospects of fishing communities. It is run by the Scottish Government Marine Directorate (SGMD) and advised by a 25 member steering group with members from industry, science and environmental NGOs. The Steering Group, which meets monthly to assess the progress of the CCS, also provides a forum for government, science, industry and NGOs to discuss proposed measures, conferring a degree of ownership over the process and outcomes and thus a level of buy-in from the fishing sector and others. The CCS is based on strong conservation orientated objectives. As the name implies, it credits fishermen for adopting conservation measures with a currency of real value to them – additional days at sea, and the possibility to operate under the more flexible conditions of "hours-at-sea".

In Galicia, the EU's largest fishing region, successful participatory co-management schemes are being adopted in the design, management and monitoring of fishing reserves or long-term management plans with strong conservation and management objectives.

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<sup>2</sup> Schumann, S. 2007. Co-management and consciousness: fishers assimilation of management principles in Chile. *Marine Policy*, 31: 101-111.

<sup>3</sup> Kuperan, K., N.M.R. Abdullah, R.S. Pomeroy, E.L. Genio and A.M. Salamanca. 2008. Measuring transaction costs of fisheries co-management. *Coastal Management*, 36: 225-240.

<sup>4</sup> MRAG, 2009. Studies supporting reform of the Common Fisheries Policy, A vision for European fisheries post 2012

This new participatory model, initially adopted in the small fishing community of Lira, is being lead by dozens of fishermen organizations in Galicia and the rest of Spain and supported by NGOs like WWF.

A planning process for any participatory or co-management scheme is essential to guarantee the success of the scheme. Ensuring an appropriate suite of conditions and a robust process will increase the likelihood of success, and lessons should be learnt from other similar schemes<sup>5</sup>.

### **3. What safeguards and supervisory mechanisms are needed to ensure self-management by the catching sector does not fail, and successfully implements the principles and objectives of the CFP?**

Self-management by the catching sector is not an aspiration shared by WWF for the new governance system. WWF believes a system of co-management is more appropriate and that this should be delivered by the new stakeholder groups of the LTMPs. These will include a balance of catching and processing industry representatives as well as government managers, scientist and environmental NGOs.

With such a mix of stakeholders represented both at Regional and Member State level we believe that a balanced set of objectives and targets can be agreed, as well as a means of achieving them. All stakeholders should share the common goal to achieve a rebuilding of the fishery, minimise the environmental impact of the fishery, and ultimately witness an improvement in the economic return from the fishery, and overall health of stocks and their supporting ecosystem.

Key to the functioning of the LTMPs will be a robust set of monitoring and control criteria appropriate to the fishery. Incentives should be an option within LTMPs to assist with compliance. However there will also be the need for clear penalties for failure to comply (reverting to centralised management with lower, more precautionary TACs) to be established at Community level and standardised across Member States.

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<sup>5</sup> Chuenpagdee, R. and Jentoft, S. 2007. Step zero for fisheries co-management: What precedes implementation? *Marine Policy*, 31: 657–668.