



What?	Summary of the Workshop on the Ecosystem Approach to Fisheries Advice in the European Union. 4th October 2016, Copenhagen
What for	<ul style="list-style-type: none"> - To identify concrete actions for improving the current fisheries advice - To select recommendations that are doable within the present decision-making process
Participants	- BSAC , DG-MARE , ICES , MEDAC , NSAC , NWWAC , , PELAC , STECF , MareFrame team ¹

I. General framework

- The implementation of the Ecosystem Approach to Fisheries Management (EAFM) in the European Union (EU) demands changes in the current fisheries advisory process. Contrary to the overwhelming calls to “understand everything” what is needed is to identify the priorities regarding human impacts and ecosystem dynamics as well as to explore policy and implementation alternatives.
- Innovations in the provision of advice have been gradually integrated by the advice suppliers:
 - Regarding the suppliers of science based advice (‘scientific advice’) ICES presently provides fish stock, fisheries based and ecosystem based advice²; and the STECF provides fleet-based analysis to assess environmental impacts and socio-economic performances, besides the evaluation of the Multi-Annual Multispecies Management Plans³. However, the suppliers of scientific advice generally respond to questions from policy makers and implementers (for the EU mainly from the Commission) and there are no formal channels for providing ecosystem based advice beyond what is already integrated in the requests for advice.
 - Regarding the formal stakeholder advice bodies in the EU (ACs), the focus has similarly and for the same reasons been on responding to upcoming policy implementation issues.
- The advances towards an operational advice to implement the EAFM approach show the following tensions:
 - Science may, when attempting to deliver advice which is more proactive in integrating an ecosystem approach, be focusing on providing a form of advice that policy-makers are not prepared to utilize fully. First, the EAFM advice pushes policymakers to confront with very difficult policy processes by making explicit the trade-offs and the consequences of their objectives; second, there is no political mechanism to translate the advice into the decision-making process.
 - Science builds on the assumption that policy-makers/implementers build on an agreement about what is societally desirable and /or acceptable. But this implies acknowledging that policy-makers aggregate social preferences that may or may not include the wider ecosystem concerns which exist in society (e.g. protection of iconic species or protection of vulnerable habitat).
- Since the last two reforms of the CFP stakeholder participation in science based advice has developed immensely. However, two crucial areas to this process have proven difficult to develop stand out and therefore have been selected for discussion:
 - a) **Scoping process:** it is an early stage to identify the content and extend of the issues to be covered within the scientific advice. It answers to the question “how can stakeholders best participate in identifying what problems should be addressed?”

¹. This project has received funding from the European Union’s Seventh Framework Programme for research, technological development and demonstration under grant agreement no.613571

². For additional information on the ICES Advisory Process visit <http://www.ices.dk/community/advisory-process/Pages/ICES-ecosystems-and-advisory-areas.aspx>

³. For additional information on the STECF reports visit <https://stecf.jrc.ec.europa.eu/reports>





b) **Regionalization:** linked to the EAFM and the CFP goals, it answers to the question of “what is the right scale for the problems to be addressed and how can processes be set up for stakeholders participation on that scale?”

- Although there is a broad acceptance of the EAFM concepts, implementation in the EU is rather limited. The presence of different institutional EU frameworks for respectively fisheries and marine environment policy contributes to this issue: first, because the two policies are applied through different organisational bodies; second, because fisheries policy is an exclusive EU competence while marine environmental policy is a member state competence. The development of ecosystem models does not in itself address these implementation issues.
- To become useful, the EAFM advice should match the incremental approach adopted in the Common Fisheries Policy (CFP) agenda. The multispecies approach has been identified in the EU as a kind of a proxy for EAFM.

II. Seven recommendations to improve fisheries advice

Building on the outputs of the break-out groups and plenary discussions, seven concrete recommendations were identified by the participants.

3 recommendations for SCOPING processes. “The clearer the scope, the better the outcome”.										
1. A flexible, connected and coordinated approach (objectives, path and scientific methodology) ensures the inclusiveness of the scoping process	■	■	■	■	■	■	■	■	■	■
2. Current scientific advice: organize scoping processes and link them to a work plan	■	■	■	■	■	■	■	■	■	■
3. Consider EAFM advice as an element for scoping process on institutional and governance issues for the long term. These processes need to be leaded by other actors	■	■	■	■	■	■	■	■	■	■

Legend: ■ Stakeholders that agree with the recommendation; ■ Stakeholders that partially agree with the recommendation (with nuances); ■ Stakeholders that do not agree with the recommendation

1. Scoping exercises demand a more flexible and inclusive approach (e.g. integrating natural, economic and social science from the outset). They would benefit from an open attitude towards advances –accepting that a progress is a progress- instead of focusing (and getting stuck) in the fact that we have not reached the target.
2. Issues that are relevant for the stakeholders should be identified in an on-going process, not as a one-time scoping exercise. By linking scoping to a work plan which includes issues to prioritize, the work load elsewhere should be alleviated.
The process also needs to tackle model concerns avoiding the “one size fits all”; namely regarding data understanding (how far people trust the models) and data linked issues (trust issues and stakeholders buy-in).
Knowledge brokerage/translation actions may facilitate the dialogue.
3. Implementation: EAF advice is an element to structure dialogue in the policy realm (e.g. towards the new reform of the CFP) rather than a basis for immediate decisions (e.g. quota allocation). Other players beyond the scientific advisory bodies should lead this debate.

Some additional food for thought:

- To explore options and find the ‘safe’ and ‘just’ operating spaces⁴;

⁴<http://www.nature.com/articles/srep07110> or Rindorf et al., (2016) <http://icesjms.oxfordjournals.org/content/early/2016/05/11/icesjms.fsw071.abstract>



- To add an extra-layer of trade-offs that includes conflicts in terms of resource sharing at MS and fleet level.

4 recommendations for REGIONALIZATION. "Good governance at the right scale"												
4. Voluntary guidelines for the High Level Groups ensuring transparency and accountability	■	■	■	■	■	■	■	■	■	■	■	■
5. Regional scoping processes to bring together stakeholders, scientists and Member States	■	■	■	■	■	■	■	■	■	■	■	■
6. Advisory Councils to move forward in applying protocols for transparency and external representation	■	■	■	■	■	■	■	■	■	■	■	■
7. Regionalization at the appropriate scale, including regional, sub- and supra-regional levels	■	■	■	■	■	■	■	■	■	■	■	■

Legend: ■ Stakeholders that agree with the recommendation; ■ Stakeholders that partially agree with the recommendation (with nuances); ■ Stakeholders that do not agree with the recommendation

Note: One of the stakeholders did not participate in the Regionalization debate.

Generally, there is a need for better understanding on how regionalization works and how it is implemented, promoting good governance. In particular:

- The operational functioning – including opportunities for stakeholder participation and transparency - of the High Level Groups would benefit from a minimum set of standards, supported by a secretariat to ensure consistency. Present best-practices can be easily identified and transposed.
It is recommended to avoid redundancy in scientific advice and ensure independence from decision makers, using the independent advisory system that is already available.
- Regional scoping processes encourage interaction among actors and facilitate the provision of advice at the right scale, allowing for tailor-made management.
- The Advisory Councils (ACs) could advance their transparency policies by adopting standards in terms of communication and representation.
- Regionalization consistent with the EAFM involves not only regional but also sub-regional and supra-regional approaches. There are specific topics that benefit from an integrated approach rather than an artificial sub-division at regional levels.

Some additional food for thought:

- Clarity of whose advice matters, where the responsibility lies;
- Have a clearer system of where advice comes from;
- To explore further the possibilities to advance in co-management at regional level.

The outputs of the Workshop will be used to produce an operational report on how to address barriers for the implementation of EAFM with respect to advice.

Would you like to know more?

Visit our website: www.mareframe-fp7.org Follow us: [@MareFrame](#)

Contact us: Coordinator: Dr. Anna Kristín Daniélsdóttir, Mátis Iceland annak@matis.is

Scientific Manager: Prof. Gunnar Stefánsson, University of Iceland gunnar@hi.is

Some research findings:

- [Institutional challenges for policy-making and fisheries advice to move to a full EAFM approach within the current governance structures for marine policies](#) (2016)
- [Ecosystem Approach to Fisheries Management \(EAFM\) in the EU – Current science–policy–society interfaces and emerging requirements](#) (2016)













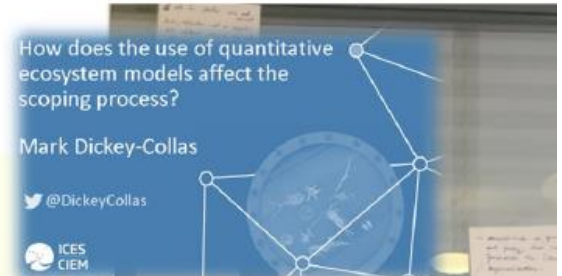


The Workshop key messages wall

@MareFrame

@Open questions and diagnosis #MareFrame

- 
MareFrame @MareFrame Oct 4
 Too much parallel #work
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MareFrame @MareFrame Oct 4
 Different #people with different hats at different fora.
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MareFrame @MareFrame Oct 4
 #Stakeholders are being "over-used". It is very much the same people investing time. Is it realistic to keep on putting these kinds of demands on stakeholders? often, the value is questionable.
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MareFrame @MareFrame Oct 4
 Trade-offs between (socio) economics and ecological objectives: different views, interests and values between and even within stakeholders. Differences between #Member States.
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MareFrame @MareFrame Oct 4
 Regionalization pass responsibility in some areas to Member States (MS) to find solutions; in the absence of a MS recommendation, the Commission has to choose between stepping in (and weakening regionalization) or urgently finding a solution to practical problems.
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MareFrame @MareFrame Oct 4
 Conceptual difference behind scientific and stakeholders' expectations?
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MareFrame @MareFrame Oct 4
 How to cope with missing, insufficient knowledge, data, information, and choose among overwhelming scenarios and perspectives?
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MareFrame @MareFrame Oct 4
 Can we get #ecosystem-based management within fisheries based institutions?
- 
MareFrame @MareFrame Oct 4
 Does #regionalization have to take place in a specific region or could in certain cases different ecoregions make up a management region, e.g. when it comes to widely distributed stocks?
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MareFrame @MareFrame Oct 4
 What will happen to NSAC and NWWAC with #Brexit?



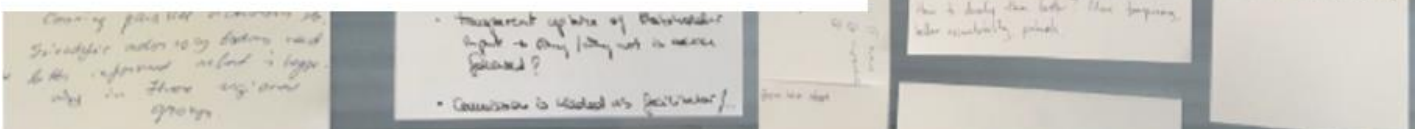
Regionalisation – Opening statement

Jesper Raakjær
 Professor
 IFM
 Department of Development and Planning
 Aalborg University
 Workshop on the Ecosystem Approach to Fisheries
 Advice in the European Union: scoping and
 regionalization processes
 ICES Copenhagen
 4 October 2016

@ What to avoid?

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MareFrame @MareFrame Oct 4
 Regionalization must avoid creating a fragmented knowledge pool
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 Multitude of groups with not fully clear role may jeopardize the intention of regionalization.
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 Avoid redundancy





■ Eastern Waters
■ Baltic Sea
■ Northern Waters
■ Celtic Seas
■ Ionian Sea
■ Mediterranean Sea
■ Black Sea
■ Chatham Sea


The Workshop key messages wall

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@ What is missing?


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MareFrame @MareFrame Oct 4
 Lack of #governance structures to develop the decentralized approach of the EAFM and the CFP.


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 Lack of a process to transfer the complexity highlighted by the #ecosystem models into an advice.



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 Lack of regional strategies for borderline areas: the role of the Regional Sea Conventions.


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 Lack of transparency of the regional groups



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 Clarity of who's advice counts


@ What could be done?


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 Better #coordination, get the right people involved from the start; communication and compromises.



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 #Institutional and governance processes designed to facilitate stakeholders' communication



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 Stakeholders to help "draft plan" for research



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 Mechanism for the stewardship of objectives



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 Scoping should identify future challenges and how to approach them (not to improve individual stock assessment)



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 Going beyond #Total Allowable Catches


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 Clearer and more powerful role for the Advisory Councils. Clear and uniform guidelines for requesting input/consulting advice.


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 Improve transparency and accountability; e.g. in communication (minutes available), but also transparent uptake of stakeholders input: why/why not is advice followed.


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 Observer status of the Advisory Councils (ACs) secretariats at the High Level Groups


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 Commission is needed as facilitator/honest broker where interaction between stakeholders and governance bodies can/ must be improved


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 Rather than having one authority design a regional plan and then submit it to others for consultation, develop the plan together

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 Better integrate environmental ministries officials in decision-making to integrate MSFD, Habitats, Birds Directive and other legislative requirements.

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