

Carrots or sticks: How to institutionalise EAFM advice within the CFP

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Definition of '*ecosystem-based approach to fisheries management*'

Challenges and **barriers** identified
(scientific knowledge and
institutional framework)

Legal commitment to
implementation

EAFM in the EU **What do we know so far?**

What else do we need to know?

The way the advice system supports
an EAFM



Challenge:
Absence of a **formalized** process for **integrating** ecosystem
approach advice into management



Legal framework **triggering** the request for EA advice

The way the advice system supports
an EAFM



What do we understand for *formalization*?

Challenge:
Absence of a **formalized** process for integrating ecosystem approach advice into management

Reg 1380/2013, art 4

(9) 'ecosystem-based approach to fisheries management' means an integrated approach to managing fisheries within ecologically meaningful boundaries which seeks to manage the use of natural resources, taking account of fishing and other human activities, while preserving both the biological wealth and the biological processes necessary to safeguard the composition, structure and functioning of the habitats of the ecosystem affected, by taking into account the knowledge and uncertainties regarding biotic, abiotic and human components of ecosystems;

Formal **plan** for including EA aspects within the provided advice?

Is the definition of EAFM **formal** enough?

Is the CFP **formalizing** the possibilities within which EAF advice can be provided?

Is the system **formalized** to receive this advice?



Challenge:
Absence of a **formalized** process for integrating ecosystem
approach **advice** into management



Who is providing the advice

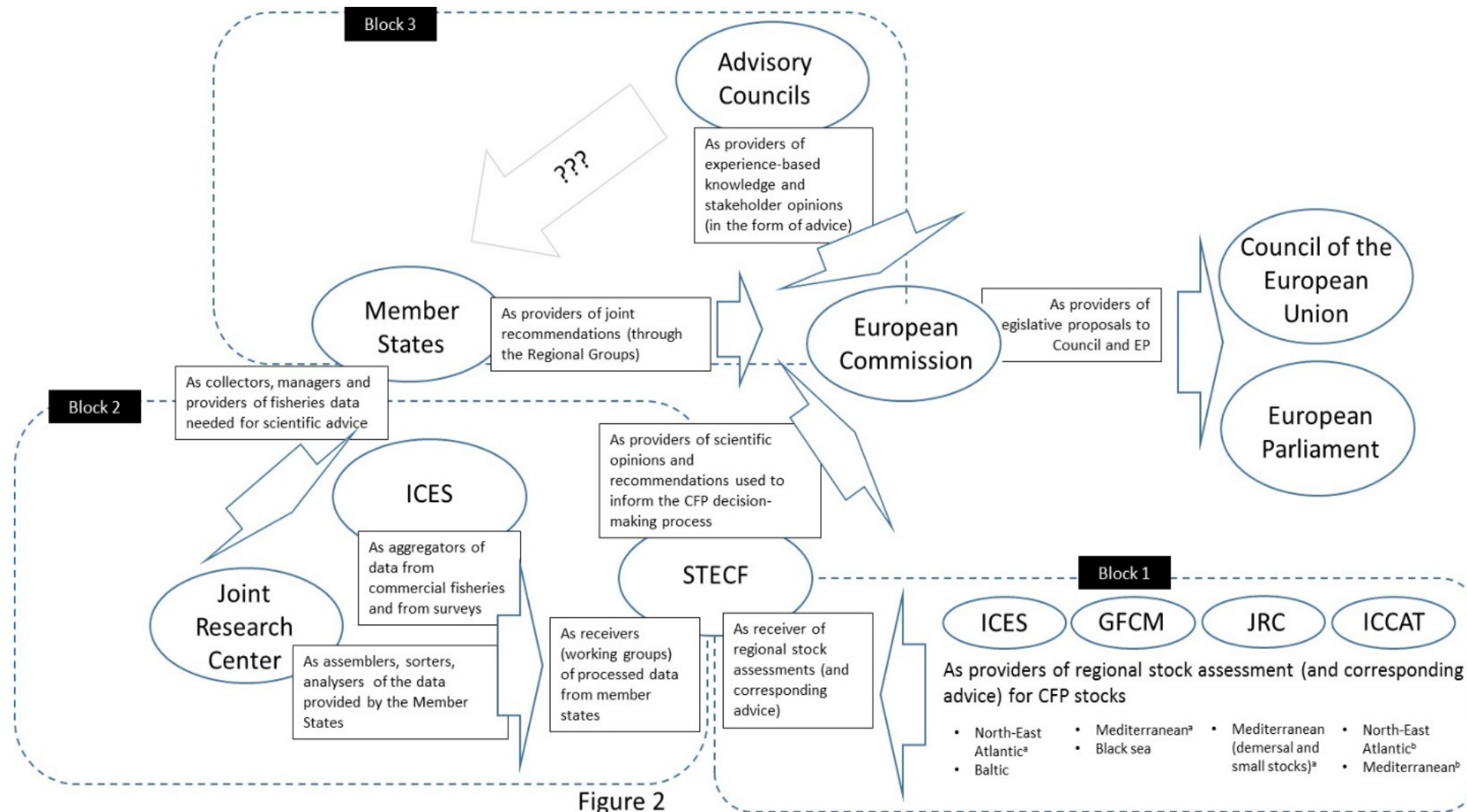
What needs to be **improved** in terms of EAFM advice within the CFP



Table: Overview of primary information sources

Approach	Topic	Target Group / Participants	Date
Focus group	AC's current advice and alternatives in the EAFM	ACs secretariats of NSAC, NWWAC, PELAC, MEDAC	June 2014
Informant interviews	AC's constraints in terms of resources, scope and processes	ACs secretariats of NSAC, NWWAC, PELAC, MEDAC, SWWAC, BSAC	July – October 2014
Key informant interviews (10)	Interaction between actors during development of multiannual multispecies plan for Baltic and (potential) Atlantic pelagic fisheries	Members of DG MARE, Baltfish, Scheveningen group, BSAC, PELAC	October 2015 – January 2016
Workshop	Ecosystem Approach to Fisheries Advice in the European Union	BSAC, NWWAC, MEDAC, NSAC, PELAC, DG MARE, ICES, STECF	October 2016
Informant interviews (5)	Perceptions on EAFM advice: content and challenges	Members from STECF, GFCM, JRC	September 2017
Informant interviews (4)	Perceptions on development of AC's capacity to provide EAFM advice	AC's secretariats of PELAC, NSAC, MEDAC, BSAC	September 2017





Building blocks of the EU advisory process (with focus on the CFP) (adopted from Ballesteros et al, 2017; Rätz et al, 2010).



What needs to be **improved** in terms of EAFM advice within the CFP

Member States Regional Groups (MSRGs)	<p>Avoid that MSRGs become black boxes (lack of transparency and communication regarding decision-making processes). A maturation process needs to be encouraged, where MSRG start to see the benefits of doing together what they cannot do on their own, that is, regarding stakeholders as part of the solution to the design and implementation, and not just receivers or how to make them compliant receivers. It also needs to be avoided that short deadlines and the novelty of the interaction between regional actors will limit their formalized competence at the regional marine ecosystem scale (Ramirez-Monsalve et al, 2016b)</p>
Advisory Councils	<p>Continue with practical experimentation, connected with ICES and STECF activities, to identify benefits of EAFM to ACs; incremental approach; continue exploring opportunities of participation in funding projects to secure resources that would allow you to provide advice beyond the legal requirements</p>
Regional Sea Conventions (OSPAR, HELCOM, UNEP-MAP, Bucharest Convention)	<p>RSCs, although not originally included within Figure 2, are relevant for ecosystem approach to fisheries advice as these organisations provide advice and pressures and human activities in their competence areas. However, due to the dichotomy between fisheries and environment—one of the institutional changes that has been identified (Ramirez-Monsalve et al, 2016a)—their advice is not fully integrated and most of the time arrives through different channels. The Commission has called for a better coherence of approaches under the MSFD. Each RSC governs one of the main European marine ecosystems, allowing the RSCs to play a role as platforms for coordination at regional and national level.</p>
JRC	<p>Continue developing the science - stakeholders – policy-makers interface as receivers of the advice that JRC can provide, so that stakeholders and policy makers would be able to: a) understand it, and b) decide upon. This includes a discussion between the different parties to agree on what exactly will be useful for the policy makers, what would be useful for the stakeholders, and what can the scientists provide.</p> <p>Clarify the stakeholders and policy makers expectations of what scientific knowledge can provide to them. A dialogue needs to take place where a common understanding is reached on a) what can be provided to them, b) what is useful for them, and c) what are the limitations of what JRC can provide</p>
STECF	<p>For a truly ecosystem approach to fisheries management, as well as fully implemented CFP, social aspects/indicators should be strengthened in the fisheries management process. There is the need to formalize the social impact, by means of a) a more formalized methodological approach for reporting them; narratives are encouraged, even if there is the risk of arriving in a different format, as it is the first step for a process of evidencing social impacts, and b) encouraging the participation of more social scientists in the STECF</p> <p>It needs to be explored whether making more explicit the social sustainability in the next CFP reform—more than what 2013 CFP has on bringing small scale fishermen into the participation forum, would formalize the request of such social impact components</p> <p>Advocate the use of qualitative data—which currently doesn't seem to have the same level of respect and value as the quantitative numerical data. Explore how other parts of the world (Australia, USA) have addressed the situation</p>
GFCM ICCAT	<p>The EU has—through the CFP—a legal mandate to support the RFMOs in their implementation of an EAFM (art 28; 29(2); 29(4)). The EU, being a member of ICCAT, could help strengthen the implementation of EA. However, at this point it is not possible to be more precise on concrete steps to follow. The case needs to be studied in more detail, with the view of finding common ways of implementing EAFM, ways which are complementary and do not become contradictory. Similarly, further studies are needed with the view of ensuring that the EU approach for implementing EAFM in the Mediterranean is not contradictory but complementary to the approach used by GFCM</p>
ICES	<p>As stated by ICES (2004), advice will not necessarily come from a single source, increasing the need for interaction between the science and management process and a solid dialogue among the necessary disciplines. Consider mechanisms that will allow integration of other sources of knowledge regarding fishing activity and the impact of fisheries in the process of exploration of trade-offs within the management of marine activities. Elaborate the dialogue with policy-makers and stakeholders through iterative scoping exercises, which should be integrative both in terms of participants' profiles and the scientific disciplines involved</p> <p>The allocation of funds for research needed for EA is a main constraint for an integrative EAFM. ICES might press for the MoU with the Commission to be better balanced between short term demands for fisheries advice and the longer term research needs for EAFM advice; as discussed, all the streams depend heavily on national funding. It is also feasible to broaden the scope of science processes, optimizing resources from research programs and agreements (e.g. H2020 or the Galway Statement on Atlantic Ocean Cooperation)</p>



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Advisory Councils
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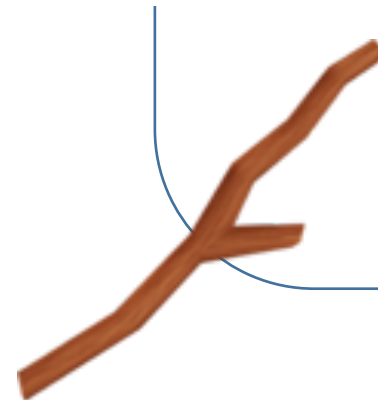
Avoid the groups to become **black boxes**

No generalisation can be made across all EU regional seas



Benefits of working together (inspired from the colleagues in other regional seas)

Best practice for cooperation (ACs and MSRGs):



Not applicable

MSRG have **no legal basis**, they are not bound by any legal requirement for transparency and consultation



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Dilemma seen on reporting social impacts:

- Should they be kept as **narratives** → risk of not being integrated into the decision-making process as the data is presented in *another* format (not the usual quantitative/table formats)
- Should the narrative be translated into **numbers** → risk that such a simplification process bring

Argued: inclusion of these sets of aspects has not been formalized due to the **lack of a legal** backbone



CFP and MSFD have created the legal framework which **triggered** the request of EA advice



Advisory bodies are able (and have the will) to **respond more** of what the clients ask of them
(rush for answering legal requirements might have restrained from identifying other opportunities)

The way the advice system supports
an EAFM





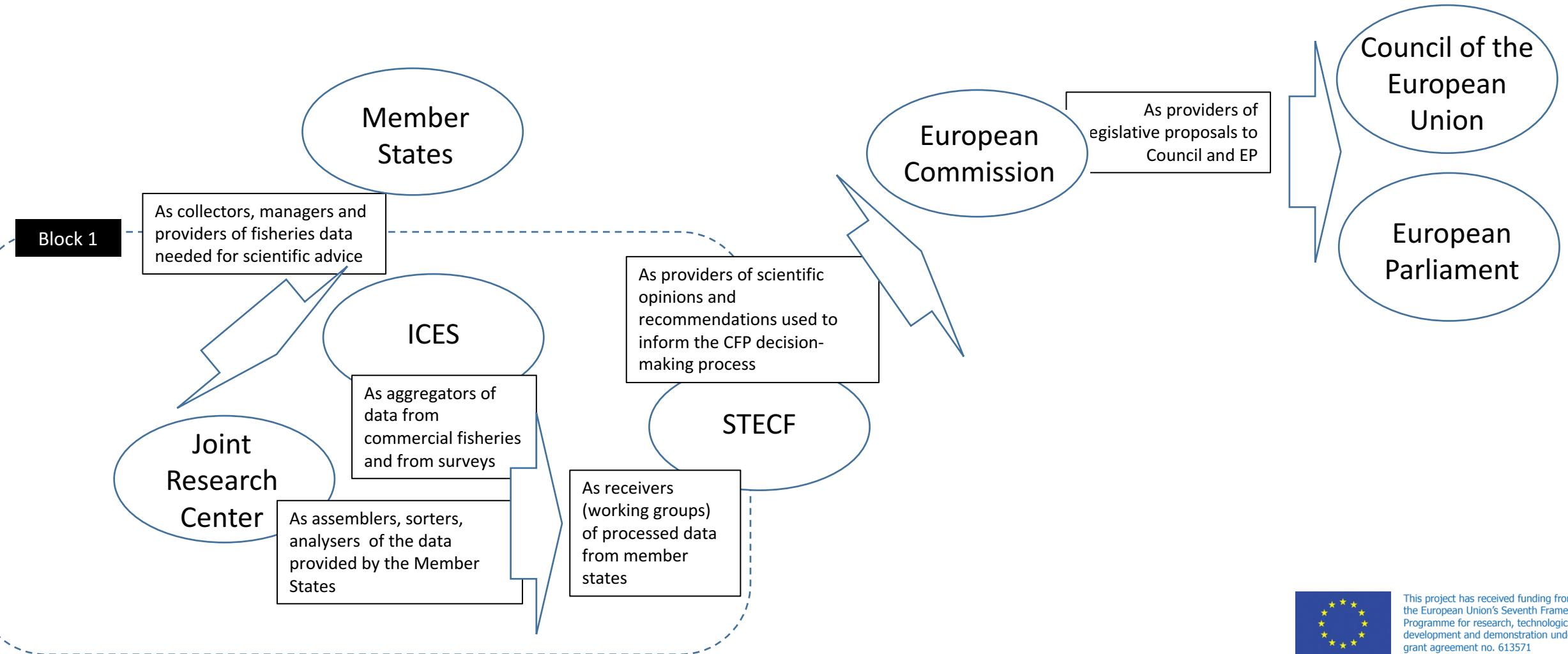


Figure: Building blocks of the EU advisory process

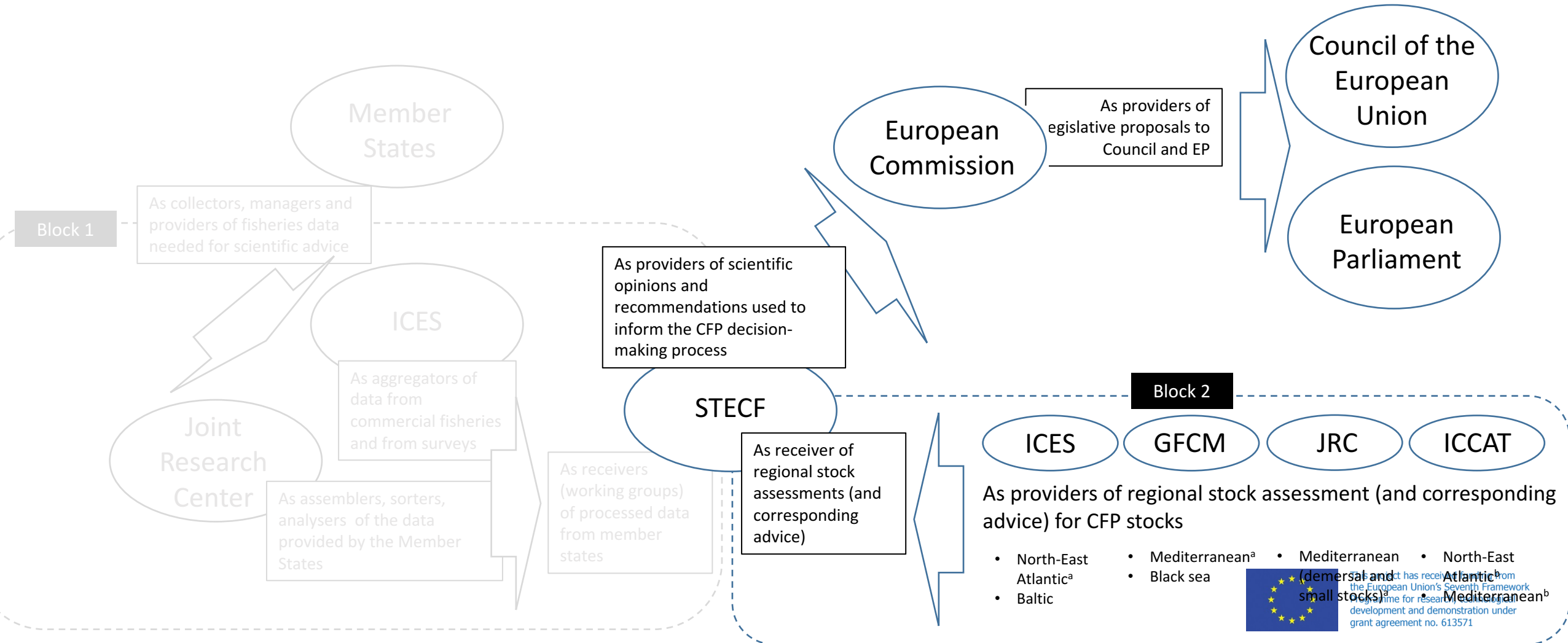
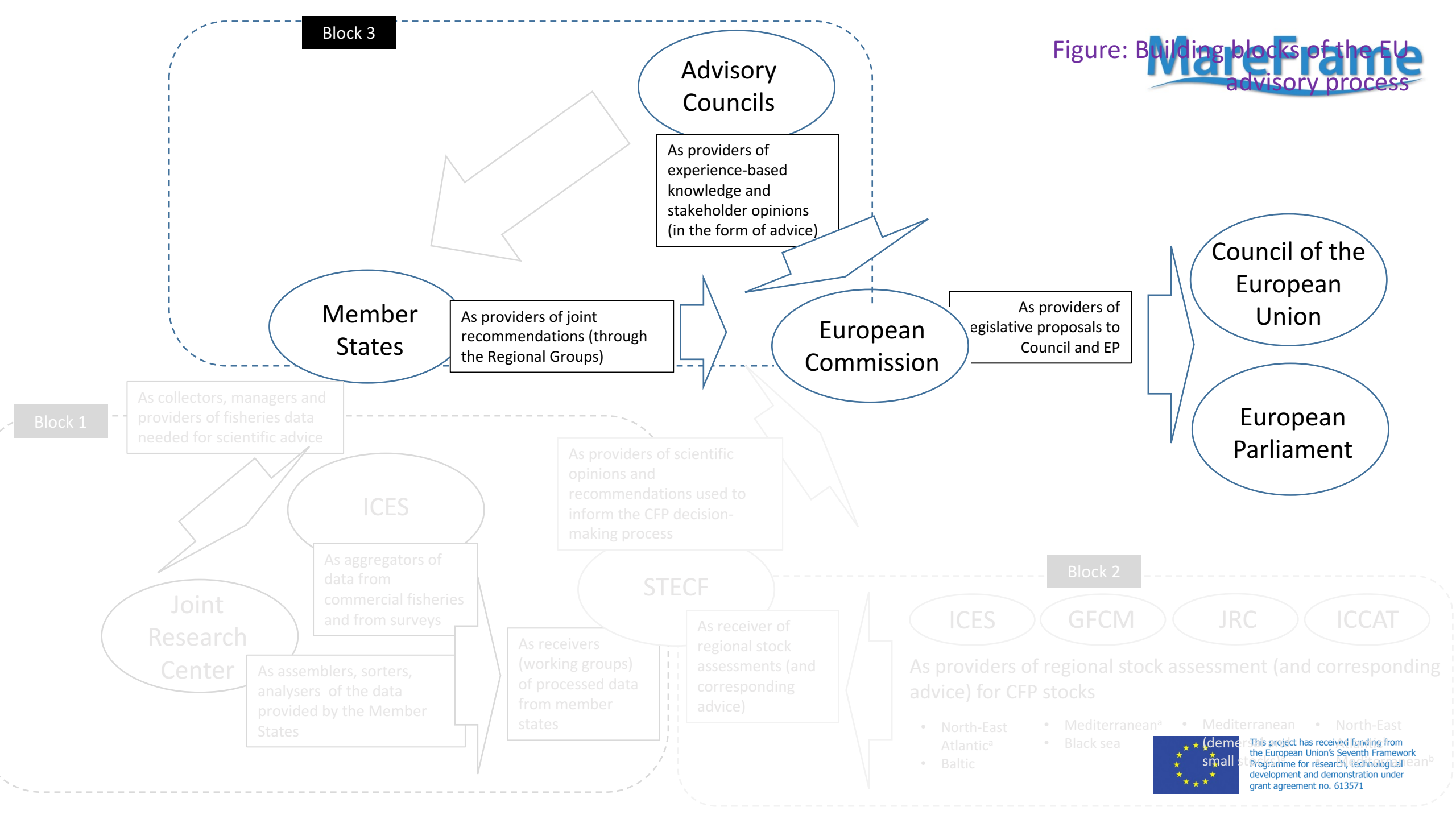
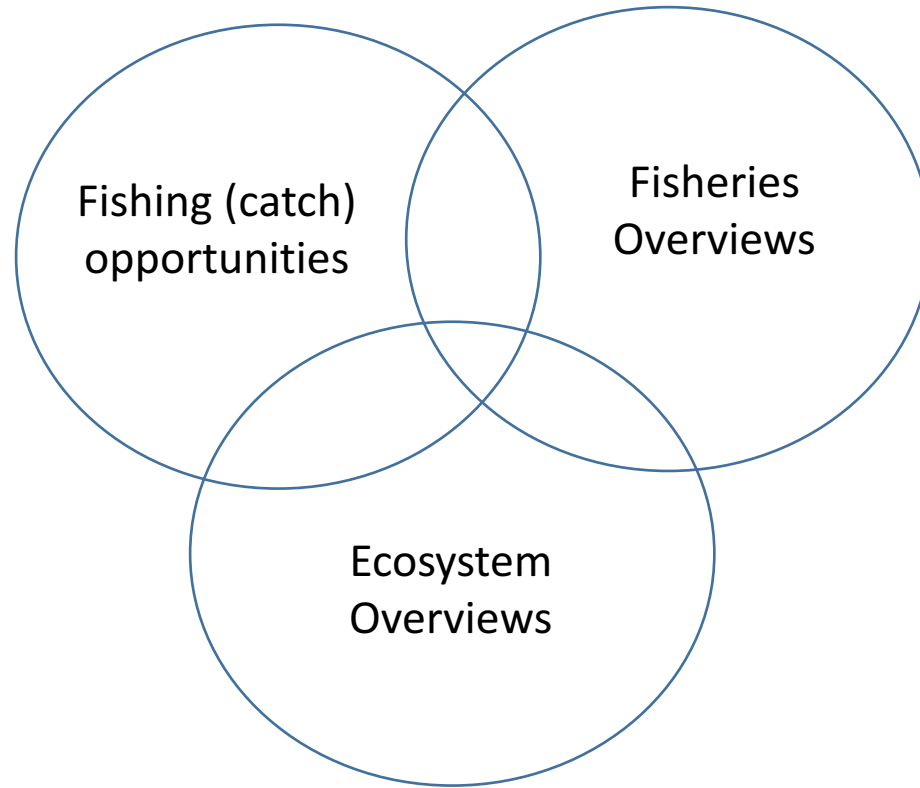


Figure: Building blocks of the EU advisory process



- Suggest sustainable exploitation rate in relation to MSY
- Predict consequences of fishing on its own stock status
- Respond to changes in the ecosystem



- Summarize activities of fishing fleets
- Provide information on impact of fishing
- Identify potential trade-offs between fleets

- Identify main human pressures
- Explain how these pressures impact on key ecosystem components

(ICES, 2017) Explaining ICES approach to ecosystem based management. <http://www.ices.dk/news-and-events/news-archive/news/Pages/Explaining-ICES-approach-to-ecosystem-based-management.aspx> . Last updated February 2017. Accessed in September 2017

(CSG et al., 2016) Council Steering Group on MSFD &EA, ACOM leadership, ICES secretariat (2016) ICES and Ecosystem Based Management (2016). <https://www.cbd.int/doc/meetings/mar/soiom-2016-01/other/soiom-2016-01-ices-01-en.pdf> . Accessed September 2017

Dickey-Collas, M (2017). Ecosystem-based approach to fisheries management. Presentation at Mare Conference, People and the Sea IX, July 2017. <http://www.marecentre.nl/wp-content/uploads/Programma-2017-final.pdf>

ICES, 2016b. Providing the knowledge for ecosystem based management. https://www.slideshare.net/ICES_ASC/knowledge-for-ecosystem-based-management. Published November 2016. Accessed September 2017



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