

## GOVERNANCE IN AQUACULTURE IN CENTRAL AND EASTERN EUROPE AND THE ROLE OF PRODUCERS ASSOCIATIONS

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### UPRAVLJANJE U AKVAKULTURI U CENTRALNOJ I ISTOČNOJ EVROPI I ULOGA UDRUŽENJA PROIZVOĐAČA

#### *Apstrakt*

Prepoznato je da je upravljanje važan element održivog razvoja akvakulture. Primena četiri principa upravljanja – odgovornost, učinkovitost i efikasnost vlada, pravičnost i predvidljivost vladavine prava – ima ključni značaj za održivi razvoj sektora akvakulture. Pored vlada, postoje i drugi učesnici koji upravljaju akvakulturom kao što su ljudske zajednice, nevladine organizacije i proizvođači (Hishamunda et al., 2014). Evropska Komisija je lansirala široku reformu upravljanja za unapređenje demokratskih procesa u EU, predložena su 4 osnovna pravca promena: veće učešće građana, efikasnije definisanje pravila i zakona, angažovanje u debati o globalnom upravljanju i na kraju, ponovno usredsređivanje zakona i institucija na jasne ciljeve. 2001. godine objavljen je document “Evropsko upravljanje – bela knjiga” (EC, 2001) koji identifikuje 5 principa koji su osnov dobrog upravljanja: (1) otvorenost (transparentnost i komunikacija prilikom donošenja odluka); (2) učešće/participacija; (3) odgovornost; (4) efikasnost; (5) koherentnost (uzimajući u obzir krajnje različite politike koje postoje u EU). U EU je Zajednička Politika Ribarstva, “Common Fisheries Policy (CFP)” osnovni okvir rukovođenja u ribarstvu i akvakulturi i osnovni finansijski instrument za podršku implementaciji Evropskog Maritimnog i Fonda Ribarstva, “European Maritime and Fisheries Fund (EMFF)”. Akvakultura je važan stub CFP od kako morska i slatkovodna akvakultura značajno doprinose radnim mestima i lokalnom razvoju, kao i tržištu namirnica - plodova mora i uključuje veliki broj pod-sektora, deo je Evropskog kulturnog nasleđa i dinamičan je i inovativan sector.

Komisija je 2013 objavila “Strateško uputstvo za održivi razvoj akvakulture u EU” (EC, 2013). Poglavlje 4 Uputstva objedinjuje osnovne činioce novog načina upravljanja koji podržava EU akvakulturu, na osnovu sledećeg: (1) priprema nacionalnog strateškog plana za nekoliko godina za promociju održive akvakulture od strane država članica; (2) komplementarnost sa Evropskim Maritimnim i Fondom za Ribarstvo (EMFF); (3) razmena dobrih praksi; (4) uspostavljanje Saveta za akvakulturu “Aquaculture Advisory Council

(AAC)“. U okviru evropskog FP7 projekta “Aquainnova – Podrška upravljanju i učešću više zainteresovanih strana istraživanju i inovaciji u akvakulturi, Supporting governance and multi-stakeholder participation in aquaculture research and innovation” razvijen je dokument Budućnost Evropske akvakulture “The Future of European Aquaculture” (EATiP, 2012) koji uključuje dokumente Vizija akvakulture i Strateško istraživanje i inovacije. Evropska federacija proizvođača u akvakulturi (FEAP) je dobar primer aktivnog učešća proizvođača u upravljanju u akvakulturi kroz konsultacije interesnih grupa, stručne sastanke, projekte i publikacije. Iako su udruženja proizvođača iz samo 5 zemalja Centralne i Istočne Evrope (CEE) predstavljene u FEAP (Hrvatska, Češka Republika, Mađarska, Litvanija, Poljska), aktivnosti FEAP takođe doprinose upravljanju u slatkovodnoj akvakulturi koja dominira u CEE regionu. Vlade igraju odlučujuću ulogu u upravljanju u akvakulturi u nekim CEE zemljama i dalji napori su neophodni za ojačavanje organizacije proizvođača i njihove sposobnosti da im se glas čuje. Međunarodna saradnja može da pomogne ovim naporima naročito ona među organizacijama proizvođača u EU i ne-EU zemljama.

*Ključne reči: slatkovodna akvakultura, upravljanje, udruženja proizvođača*  
*Key words: freshwater aquaculture, governance, producers associations*

#### *Abstract*

It has been well recognised that governance is an important element of sustainable aquaculture development. The application of the four governance principles – accountability, effectiveness and efficiency of governments, equity and predictability of the rule of law – has a vital importance for sustainable development of the aquaculture sector. In addition to governments, there are other participants in aquaculture governance such as communities, non-governmental organizations and producers (Hishamunda et al., 2014). In the European Union the Commission has launched a vast reform of governance in order to drive forward a wide-ranging democratic process in the EU, and proposes four major changes: more involvement of citizens, more effective definition of policies and legislation, engagement in the debate on global governance, and finally the refocusing of policies and institutions on clear objectives. In 2001 the document “European governance - A white paper” was published (EC, 2001) that identifies five principles that are the basis of good governance according to the followings: (1) openness (transparency and communication in decision making); (2) participation; (3) accountability; (4) effectiveness; and (5) coherence (taking into account the extremely diverse policies in the EU). In the European Union the Common Fisheries Policy (CFP) is main governing framework of fisheries and aquaculture and the financial instrument to support its implementation is the European Maritime and Fisheries Fund (EMFF). Aquaculture is an important pillar of the CPF since the marine and freshwater aquaculture is a significant contributor to job and local development, substantial contributor to market for aquatic food, it includes wide range of sub-sectors, part of European cultural heritage and a dynamic and innovative sector. A “Strategic Guidelines for the sustainable development of EU aquaculture” was published by the Commission in 2013 (EC, 2013). The 4th Chapter of the guideline summarizes the main issues of a new governance to support EU aquaculture according to the followings: (1) preparation of multiannual national strategic plan for the promotion of sustainable aquaculture by the Members States; (2) complementarity with the European Maritime and Fisheries Fund (EMFF); (3) exchange of best practices; (4) establishment of an “Aquaculture Advisory Council (AAC). In the frame

of an EU funded FP7 project “Aquainnova - Supporting governance and multi-stakeholder participation in aquaculture research and innovation” the document “The Future of European Aquaculture” was elaborated (EATiP, 2012) that includes the “Vision document” and the “Strategic Research and Innovation Agenda”. The Federation of European Aquaculture Producers (FEAP) is a good example of the active participation of producers in aquaculture governance through stakeholder consultations, professional meetings, projects and publications. Although producers associations of only five countries are represented in FEAP from Central and Eastern Europe (Croatia, Czech R., Hungary, Lithuania, Poland), FEAP activities also contribute to the support of governance related to freshwater aquaculture that is dominant in the CEE region. Governments play decisive role in aquaculture governance in some CEE countries and further efforts are needed to strengthen the organisation level of producers and their capacity to make their voice heard. International collaboration may assist these effort especially between producers organisation in EU and non-EU countries.

## 1. GOVERNANCE IN AQUACULTURE

Since governance has been well recognised as an important element of sustainable aquaculture development the FAO Committee on Fisheries (COFI) Sub-Committee on Aquaculture requested FAO to prepare Guidelines for Improving Governance in Aquaculture. The report “Policy and Governance in Aquaculture – Lessons learned and way forward” (Hishamunda et al., 2014) summarizes the main issues facing general aquaculture governance, current best practices and potential challenges for the future. The application of the four governance principles – accountability, effectiveness and efficiency of governments, equity and predictability of the rule of law – are suggested as necessary for sustainable development of the aquaculture industry. Accountability and predictability provide assurances to entrepreneurs that property rights and contracts will be honoured, while intergenerational equity suggests ecological conservation. The principle of effectiveness and efficiency implies that regulation of aquaculture will be sufficient without being too troublesome, and also perhaps decentralization and public participation. Based on the four principles, administrative and legislative frameworks can assist aquaculture development to develop sustainably. In addition to governments, there are other participants in aquaculture governance such as communities, non-governmental organizations and producers.

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## 2. FISHERIES AND AQUACULTURE MANAGEMENT IN THE EU

The main governing framework of fisheries and aquaculture in the EU is the Common Fisheries Policy (CFP) that was first introduced in the 1970s and went through successive updates, the most recent of which took effect on 1 January 2014. The CFP has four main policy areas: (1) fisheries management; (2) international policy; (3) market and trade

policy; and (4) funding of the policy (CPF, 2013). Funding is provided through the European Maritime and Fisheries Fund (EMFF). The amount allocated for the planning period of 2014-2020 is 6400 million €, however direct support for aquaculture development is less than 10 % of the total fund. Although fisheries management is a priority area of the Common Fisheries Policy, aquaculture is an important pillar of the CPF since the marine and freshwater aquaculture is a significant contributor to job and local development, substantial contributor to market for aquatic food, it includes wide range of sub-sectors, part of European cultural heritage and a dynamic and innovative sector. The European Commission elaborated the “Communication to give new impetus to the sustainable development of European aquaculture” in 2009 (EC, 2009), and in 2013 a “Strategic Guidelines for the sustainable development of EU aquaculture” was published by the Commission (EC, 2013). The 4<sup>th</sup> Chapter of the guideline summarizes the main issues of a new governance to support EU aquaculture according to the followings: (1) preparation of multiannual national strategic plan for the promotion of sustainable aquaculture by the Members States; (2) complementarity with the European Maritime and Fisheries Fund (EMFF); (3) exchange of best practices; (4) establishment of an “Aquaculture Advisory Council (AAC). The sector has been actively involved in the preparation of the “Strategic guidelines” through stakeholder consultations and a document “The Future of European Aquaculture” was also published in 2012 as a result of the EU funded FP7 project “Aquainnova” (EATiP, 2012). The title of the ‘Aquainnova’ project was “Supporting governance and multi-stakeholder participation in aquaculture research and innovation”. In the frame of the project a “Vision document” and “Strategic Research and Innovation Agenda” has been elaborated. The coordinator of the project was the European Aquaculture Technology and Innovation Platform (EATiP) that has about 60 members from European commercial companies, research institutions national and international organisations. It should be mentioned however, that Eastern European stakeholders are extremely underrepresented in this important European aquaculture platform. Freshwater issues however are properly addressed in the “Vision” and “SRIA” of the document “Future of European Aquaculture” mainly through the active work of experts from Czech Republic, Hungary and Poland. The Freshwater Session of the Aquainnova project for example was organised in Warsaw, Poland.

### 3. PRODUCERS ASSOCIATIONS IN EUROPEAN AQUACULTURE GOVERNANCE

The Federation of European Aquaculture Producers (FEAP) is a good example of the active participation of producers in aquaculture governance through stakeholder consultations, professional meetings, projects and publications. The FEAP Code of Conduct is also good example of self-regulation. The code of conduct has nine themes that cover environment issues, consumer issues, husbandry, socio-economic issues, and the public image of the industry. Although producers associations of only five countries are represented in FEAP from Central and Eastern Europe (Croatia, Czech R., Hungary, Lithuania, Poland), FEAP activities also contribute to the support of governance related to freshwater aquaculture that is dominant in the CEE region. The Freshwater Commission of FEAP that has a Chair from Hungary regularly addresses freshwater issues (e.g. predation of wild animals, ecological services of fish ponds) and FEAP assisted the organisation of the Workshop of European Fishpond Producers that was held in Hungary in 2013. The draft resolution paper of the workshop was accepted later during the 2<sup>nd</sup>, International Carp Conference in Wroclaw. There are great differences in organisational level and activity of producers associations

even in EU countries and their involvement in governance also show great diversity, however producers' organisations and their activity in non-EU Central and Eastern Europe (CEE) countries are hardly visible. In a survey in 2004 only few active producers' organisations have been identified in the CEE region (Bekefi et al., 2004) and limited information was available about their structure and function. The situation has not been changed much in the past ten years and level of the organisation of producers is still very low in some countries. Governments play decisive role in aquaculture governance in some CEE countries and further efforts are needed to strengthen the organisation level of producers and their capacity to make their voice heard. International collaboration may assist these efforts especially between producers organisation in EU and non-EU countries. The Network of Aquaculture Centers in Central and Eastern Europe (NACEE) having members from the academic sector and the industry in both EU and non-EU countries can also contribute to strengthening producers associations in member countries since the involvement of strong producers' association is a basic precondition of good governance.

## CONCLUSIONS

Governance has been well recognised as an important element of sustainable aquaculture development. There have been efforts to improve governance both by international organisations (e.g. FAO, EU) and national governments. Although governments play primary role in governance, producers through their producers' organisation should play important role in aquaculture governance besides other participants such as communities and non-governmental organizations. The Federation of European Aquaculture Producers (FEAP) is a good example of the active participation of producers in aquaculture governance through stakeholder consultations, professional meetings, projects and publications. There are great differences in organisational level and activity of producers associations even in EU countries and their involvement in governance also show great diversity, however producers' organisations and their activity in non-EU Central and Eastern Europe (CEE) countries are hardly visible. Further efforts are needed to strengthen the organisation level of producers and their capacity to make their voice heard in some CEE countries. International collaboration may assist these efforts especially between producers organisation in EU and non-EU countries, since the involvement of strong producers' association is a basic precondition of good governance.

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