

# Report Global Trends in Fisheries Governance

Improving sustainability  
Conference organized by the Swedish Agency  
for Marine and Water Management  
Rosenbad Conference Centre, Stockholm  
29–30 January 2014

Report 9 | 2014



## Acronyms

AC	Advisory Council
CAOPA	African Confederation of Artisanal Fishing Communities
CBD	Convention on Biological Diversity
CCAMLR	Convention on the Conservation of Antarctic Marine Living Resources
CECAF	Fishery Committee on Easter Central Atlantic
CFP	Common Fisheries Policy
COLTO	Coalition of Legal Toothfish Operators
COM	The European Commission
CRSP	Aquaculture & Fisheries Collaborative Research Support Program
CSIRO	Australian Commonwealth Scientific Industrial Research Organization
EEZ	Exclusive Economic Zone
EP	European Parliament
EU	European Union
FAD	Fish Aggregating Device
FAO	Food and Agriculture Organization
FIP	Fishery Improvement Project
FPA	Fisheries Partnership Agreement
ICCAT	International Commission for the Conservation of Atlantic Tuna
IMCS	International Monitoring Control and Surveillance network for Fisheries-related Activities
ISOFISH	International Southern Ocean Longline Fisheries Information House
ITQ	Individual Transferable Quota
IUCN	International Union for the Conservation of Nature
IUU	Illegal, Unregulated and Unreported
LDRAC	Long Distance Regional Advisory Council
MCS	Monitoring, Control and Surveillance
MEY	Maximum Economic Yield
MERAB	Management and Exploitation Areas for Benthic Resources
MSY	Maximum sustainable Yield
NEAFC	North Eastern Atlantic Fisheries Commission
NGO	Non-governmental Organization
RAC	Regional Advisory Council
RFMO	Regional Fisheries Management Organization
SFP	Sustainable Fisheries Partnership
STECF	Scientific, Technical and Economic Committee on Fisheries
TAC	Total Allowable Catch
TURF	Territorial User Rights Fisheries
UN	United Nations
UNCLOS	United Nations Convention on the Law of the Sea
UNFSA	United Nations Fish Stock Agreement
UNGA	United Nations General Assembly
WTO	World Trade Organization

# Report

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Improving sustainability

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# Summary

The new Common Fisheries Policy (CFP) of the European Union was adopted on 11 December 2013. Not only does it reform the fisheries policy governing the European waters, but for the first time in its thirty-year history, international aspects of fisheries management are included in the Basic Regulation. Until now these aspects have been covered by non-legally binding Council Conclusions.

The conference *Global Trends in Fisheries Governance – Improving Sustainability* was organized by the Swedish Agency for Marine and Water Management, in Rosenbad Conference Centre, Stockholm, 29–30 January 2014, with the aim of analysing the external dimension of the new CFP, and increasing the understanding and interpretation of the policy and its implementation at all different management levels for improved sustainability.

The Conference explored possible tools, options, responsibilities and challenges for the implementation of the external dimension of the new CFP. It was funded by the Swedish Ministry of Rural Affairs. It focused on the European Union's bilateral relations with third countries, and the EU as a member of regional fisheries management bodies and other relevant international organizations in light of the reformed CFP.

The CFP exists in a context of other policies, both within the EU and at a global level. The conference examined various connections with the fisheries policy and recent developments in the UN Convention of the Law of the Sea, UNCLOS, the UN Convention of Biodiversity, CBD, and the Food and Agriculture Organization (FAO) of the United Nations.

The conference highlighted the challenges of protecting biodiversity, both within Exclusive Economic Zones and in international waters. Necessary measures that must be taken to safeguard the potential of fish stocks to contribute to long-term food security were also discussed.

Three sessions followed a keynote address by Mr. Eskil Erlandsson, the Swedish Minister of Rural Affairs. Each session ended with a panel discussion. The sessions addressed the following issues:

- What political and management changes can the new External Dimension lead to and what can EU decision makers and managers do to steer developments to meet the objectives?
- Which global opportunities and challenges do fisheries and aquaculture face? These include the future role of the fisheries sector for food security and economic development in a growing blue economy.
- Global developments within regional fisheries management organizations, UNCLOS developments, how biodiversity in the protection of national and international waters relates to fisheries management and how fisheries can contribute to global food security.

There were 20 presentations and 110 participants from all continents. The conference was facilitated by Anna Jöborn, Director, the Swedish Agency for Marine and Water Management, and Axel Wenblad, former Director-General of the Swedish Board of Fisheries.

Mr. Björn Risinger, Director General, the Swedish Agency for Marine and Water Management, gave the concluding remarks and closed the conference.

A set of major issues and themes emerged from the presentations and discussions. The European Union is a major producer of fish and fish products, and it is also the largest importer of fish in the world. This gives reinforced impetus to the notion that all EU Member States, and not only the producing Member States, must pay more attention to the long-term sustainability of fish stocks in and beyond EU waters. The demand for fish will continue to rise in the Union, although the supply may not increase simultaneously. This will raise questions about the European Union's fair share of the world market of fish and fish products. The question about the substitution of feed fish for consumption was also raised.

The need for globally responsible governance and cooperation becomes imperative in light of the increasing competition between major producers and major markets in the world.

The conference stressed the need for transparency in the allocation of resources and in the governance of the sector. The need for transparency was also raised in connection with sharing information about subsidies. In order to improve commitment and adherence to global, regional or local government measures, meaningful consultations with all relevant stakeholders is important. The potential of Advisory Councils (AC) to foster stakeholder participation was discussed.

The legal and biological definitions of the concept of surplus, which is the basic issue for agreements pertaining to fishing rights according to UNCLOS and now embedded in the CFP, are essential for good governance. The definition of surplus and, in relation to that, how to calculate and assess Maximum Sustainable Yield, will become increasingly important. The conference discussed the different roles of politicians, managers and scientists in this process.

Consumers are becoming more vocal about their demands, which can alter the behaviour of producers of goods and services. Consumers, who demand supplies of fish and fish products from sustainable fish stocks, may have a positive influence on fisheries management and may improve sustainability in the long run.

The conference highlighted the importance of continuing the battle against illegal, unreported and unregulated (IUU) fisheries. That battle has not been won as yet, and all potential means to attain this goal are required to reduce and prevent IUU fisheries. The European Commission plays a vital role in attaining this goal on a global level.

The conference discussed the issue of sectoral integration, for example for the implementation of UNCLOS and the Biodiversity Convention, but no consensus was reached. While some participants emphasized the need for increased sectoral integration, others questioned if there are any successful examples of such integration.

Regional fisheries management organizations play a key role for the management of resources in the high seas. The performance of these organizations has, however, varied, and some have been largely ineffective in promoting sustainable fisheries. The conference explored the performance of RFMOs and ways to improve their efficiency.



# Introduction

The newly reformed European Common Fisheries Policy (CFP) was adopted on 11 December 2013. For the first time in its thirty year history, the CFP also covers global aspects of fisheries management, which until now have only been covered by non-legally binding Council Conclusions.

## **The External Dimension of the new CFP and a link to the document**

<http://bit.ly/1dcv0FM>

**The objective of the CFP is to ensure environmentally sustainable fisheries, managed in a manner which is consistent with objectives to achieve economic, social and employment benefits, and to contribute to the availability of food supplies. The policy covers fishing both in EU waters and Union fishing vessels outside Union waters.**

**Part VI, articles 28–32, covers the External Dimension of the policy. It states that the policy aims at the same objectives for fishing in waters outside as inside Union waters, and that fishing outside Union waters shall be conducted in accordance with international obligations and policy objectives. The particular objectives for the External Dimension refer to the development of scientific knowledge and advice, the improvement of policy coherence of all Union initiatives, contribution to sustainable fisheries, which are economically and socially viable and the promotion of employment in EU. Further, fishing outside Union waters shall be based on the same principles and standards as those applicable under Union law. Part IV stresses that the policy should bring forward measures to combat IUU fishing and strengthen the role of RFMOs in the management of waters beyond national jurisdiction. This part redefines agreements with third parties as sustainable fisheries partnership agreements, which shall establish the governance framework for fishing by Union vessels in third country waters. The frameworks can include support for scientific and research institutions in a third country, enhancement of fisheries monitoring, control and surveillance capabilities, and other capacity building activities. The CFP states, as a matter of principle, that sustainable fisheries partnership agreements shall be mutually beneficial. A central issue is that agreements shall only cover the surplus of the allowable catch (as defined by UNCLOS). As a novelty, the policy also states that agreements shall include a clause on respect for democratic principles and human rights, and a clause preventing the third country from granting more favourable conditions to other fleets fishing in its waters. The EU can, through the agreements, provide financial assistance for access to the fisheries resources and for the third country to establish and improve its governance framework. An important principle is that the financial assistance for sectoral support shall be decoupled from payments for access to the resources.**

The Swedish Agency for Marine and Water Management organized the conference *Global Trends in Fisheries Governance – Improving Sustainability* in the Rosenbad Conference Centre, Stockholm, 29–30 January 2014, with the aim of analysing the external dimension of the new CFP and increasing the understanding and interpretation of the policy and its implementation at all different management levels for improved sustainability.

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CFP. It was funded by the Ministry of Rural Affairs in Sweden. It focused on the European Union's bilateral relations with third countries, and the EU as a member of regional fisheries management bodies and other relevant international organizations in light of the reformed CFP.

The CFP exists in a context of other policies, both within the EU and at a global level. The conference examined various connections with the fisheries policy and recent developments in the UN Convention of the Law of the Sea UNCLOS, the UN Convention of Biodiversity, CBD, and Food and Agriculture Organization of the United Nations (FAO).

The conference highlighted the challenges of protecting biodiversity, both within Exclusive Economic Zones (EEZ) and in international waters. Necessary measures that must be taken to safeguard the potential of fish stocks to contribute to long-term food security were also discussed.

Three sessions followed a keynote address by Eskil Erlandsson, the Minister of Rural Affairs, Sweden, who opened the conference. Each session ended with a panel discussion. The sessions addressed the following issues:

- What political and management changes can the new External Dimension lead to and what can EU decision makers and managers do to steer developments to meet the objectives?
- Which global opportunities and challenges do fisheries and aquaculture face? These include the future role of the fisheries sector for food security and economic development in a growing blue economy.
- Global developments within regional fisheries management organizations, UNCLOS developments, how biodiversity in the protection of national and international waters relates to fisheries management and how fisheries can contribute to global food security.

There were 20 presentations (see Programme Annex 1 and website <https://www.havochvatten.se/globalfishconf>) and 110 participants from all continents (list of participants, Annex 2). Anna Jöborn, Director, the Swedish Agency for Marine and Water Management, and Axel Wenblad, former Director-General of the Swedish Board of Fisheries) facilitated the conference.

Björn Risinger, Director General, the Swedish Agency for Marine and Water Management, gave the concluding remarks and closed the conference.



## Opening – Keynote Address

Eskil Erlandsson opens  
the conference

Eskil Erlandsson, Minister of Rural Affairs, opened the conference and gave the keynote address (for the full text, see Annex 1). He drew attention to the vital role fish and fish protein play in nutrition in the world, and the challenge of managing fish resources in a sustainable manner. The EU has adopted the new CFP, which is an important step towards ensuring sustainable management. There were new elements in the reformed CFP, such as specific rules set for agreements with third countries (the external dimension), and Erlandsson welcomed the provisions for sustainable fisheries partnership agreements. The new CFP clearly states that the EU is under obligation to use surplus criteria for entering into agreements with third countries. To do this adequately, sufficient scientific knowledge is needed. He also welcomed the provisions that enshrine democracy and human rights in the new policy and figure in the sustainable fisheries partnership agreements.

He stated that Sweden will continue to support, within the EU, all efforts to ensure fair access to fisheries resources, fair fisheries agreements and improved management of fish resources. An important element in this will be support, not least, to the weakest nations, to combat IUU fishing. The new CFP also implies that the EU should continue to advocate sustainability and the conservation of fish stocks in international and regional organizations and to improve decision-making processes.

Erlandsson concluded by declaring that Sweden will continue to push for fair access to fisheries resources and fair possibilities to influence management and the use of fisheries resources for developing states.

# Session 1

## Opportunities and challenges within the future management of global fisheries and aquaculture

The session addressed the following question: *What political and management changes can the new External Dimension lead to, and what can EU decision makers and managers do to steer developments to meet these objectives?*

The five presentations covered the external dimension of the CFP (2 presentations), the global footprint of distant water nations, benefits of rebuilding global fisheries, and sustainability and transparency in the EU's sustainable fisheries partnership agreements.

### Presentations

#### EU CFP External Dimension

Veronika Veits, European Commission DG Mare

Veronika Veits presented the background for the session's discussions, introducing the external dimension of the new CFP. Before starting, she informed the audience that political agreement had been reached on the European Maritime and Fisheries Fund, which she referred to as the last piece of the reform of the CFP.

For the first time, the basic text of the CFP contains objectives and principles for the external dimension (see box above). The same standards as for internal fisheries shall govern fishing outside Union waters. This follows the directions put forward in the Communication from the European Commission on the External Dimension of the CFP in 2011 ([http://ec.europa.eu/fisheries/reform/com\\_2011\\_424\\_en.pdf](http://ec.europa.eu/fisheries/reform/com_2011_424_en.pdf)). The EU is a major player as a producer and as the world's largest importer of fish and fish products. The EU has vessels in all oceans and consumes about 25 % of the world's fish resources in value, and imports 70 % of its consumption. However, 85 % of the world's fish resources are either fully exploited or overexploited, according to assessments. The FAO and the EU have a responsibility to act on all levels to reverse this trend. To achieve sustainable fisheries, there is need for action at the global level in the United Nations, at the regional level through Regional Fisheries Management Organizations (RFMO) or bilaterally with key partners around the world. This also calls for better integration of fisheries, development, environment, trade and foreign policies.

The new directions stipulated in the Communication had influenced the new CFP, thus ensuring that the EU would continue to be on the frontline for efforts to promote sustainable fisheries, and to transform its dialogues with third countries into working partnerships to combat IUU fishing and reduce overcapacity in fishing fleets. The CFP also gives the EU a leading role



in strengthening the performance of RFMOs by providing better scientific data, improving compliance and control, and reducing fishing capacity. The latter is to be achieved by basing resource exploitation on the maximum sustainable yield (MSY), according to an ecosystem-based approach and precautionary principles for fisheries management. The EU aims to put in place management and conservation measures based on scientific advice, to protect vulnerable ecosystems and eradicate IUU fishing. These principles for fisheries management were also put forward in the Rio+20 conference, thus demonstrating that the EU is not acting alone. The EU has worked to strengthen relations and cooperation with other major players in the fisheries sector, such as Norway, Canada, the USA, Japan and China. Veronika Veits stated that the fight against IUU fishing has begun to yield success. The EU has a dialogue with 30 countries, has identified 11 as non-compliant and has supported these countries in an effort to bring their monitoring, control and surveillance (MCS) to acceptable standards.

Veronika Veits

Fishing overcapacity is another important issue that leads to overfishing and IUU fishing. The Commission will host a high-level conference in March 2014 to address this issue. The EU is a member of 13 RFMOs and supports improvement of their performance, which requires better science and better compliance. To foster this, sanctions and development support are necessary. Efforts at the UN and FAO levels are also important in order to implement

higher standards on a global scale. For example, the FAO will start work on catch documentation schemes as proposed by the EU. A key priority at the UN level is to ensure that the UNGA (the United Nations General Assembly) agrees to launch negotiations for an implementation protocol to UNCLOS in order to enable the protection of marine biodiversity in areas beyond national jurisdiction.

Bilateral fisheries agreements have been transformed into sustainable fisheries partnership agreements to promote long-term resource conservation, good governance and sustainable development of the fisheries sector of the partners. The agreements will, in the future, include a human rights clause. The trade instrument allows trade measures against countries with shared stocks to promote sustainable fisheries.

The Commission is committed to the implementation of the new CFP, but will need and welcomes the support of all actors in the sector. Veits also identified two key issues which will be of importance in reaching new sustainable fisheries partnerships agreements: how to determine surplus and transparency in the process.

## **EU CFP External Dimension**

Isabella Lövin, Member of the European Parliament

Isabella Lövin presented the external dimension of the new CFP from the perspective of the discussions held in the EP, the European Parliament (see European Parliament report on the External Dimension of the Common Fisheries Policy <http://bit.ly/1hksMQZ>). She referred to the Lisbon Treaty 2009, which gave the European Parliament a new and major role and co-decision power with regard to fisheries policies. Earlier the Parliament had had only an advisory role, but in general, its role was limited to endorsing the European Commission's initiatives, for example on fisheries agreements. The first instance when the Parliament used its new powers was when the fisheries committee voted against a new fisheries agreement with Guinea-Conakry in 2009 after a tragic human rights violation in the country. The vote led the Commission to withdraw its proposal.

While debating the new CFP, the EP discussed a number of issues: decoupling access fees from sectoral support, respect for human rights, ensuring that there is a real surplus not needed by the local fishing fleet (UNCLOS, the United Nations Law of the Sea), strengthening the local fishing sector, transparency in fisheries agreements, what to do with private agreements (which may be the majority of agreements), global Illegal, Unreported and Unregulated (IUU) fisheries, and strengthening RFMOs. The Parliament fisheries committee concluded that maintaining fisheries agreements will create the potential for debate and will influence EU distant water fishing, and it will also allow for the EU to continue as a member of RFMOs.

Co-decision powers are limited and the European Parliament can only say yes or no to a bilateral sustainable partnership fisheries agreement once it has been negotiated, and, thus, has no influence on, for example, the mandate for negotiations. However, the EP was heavily involved in negotiations with



Mauretania. The Fisheries Committee agreed on a resolution on issues it thought should be addressed in the agreement. Most important was that the EU only negotiates for a scientifically determined surplus. This became a sensitive issue with regard to octopus fisheries (no surplus), and the agreement was concluded denying access to this resource by EU fishers.

Isabella Lövin

Lövin pointed to two reports that she felt had important impacts on the CFP. One report was on Combatting IUU Globally, pushing the COM to be more active on this front, and the other report was on the external dimension of the reform process. She concluded that the EP's opinions were largely reflected in the CFP.

Lövin welcomed the focus on IUU fishing, and referred to the efforts of the Commission to initiate dialogue with the major players in the fisheries sector, the upcoming RFMO conference, Interpol efforts against IUU and EU efforts to combat IUU on a global level. Finally, Lövin stated as a vision that there should be effective global cooperation in the battle against IUU fishing that uses trade instruments and new traceability, and, she added that the EU should continue to take the lead in protecting resources in areas beyond national jurisdiction. 50 % of the earth should be made into global ocean reserves. She said that high seas governance should be ruled with a new principle that all activities should be forbidden until explicitly allowed and regulated. This would reverse the current concept of allowing everything which is not explicitly forbidden.



Daniel Pauly

## **The global footprint of distant water nations**

Daniel Pauly, Professor, University of British Columbia

Daniel Pauly's presentation was based on an article, co-authored by him<sup>1</sup> and published in 2010.

The trends in world fisheries from the 1950's to the 2000's can be summarized as

- After a steady expansion catches have stagnated or declined
- The fishing effort has increased steadily over the period
- The catch per unit effort shows a decline, indicating a worldwide resource decline

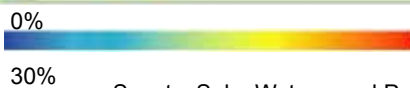
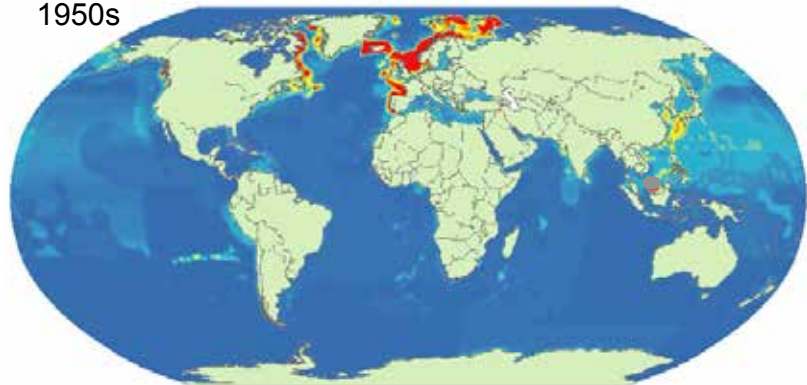
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<sup>1</sup> Swartz W, Sala E, Tracey S, Watson R, Pauly D (2010). The Spatial Expansion and Ecological Footprint of Fisheries (1950 to present). PLoS One 5(12):e15143.doi:10.1371/journal.pone.0015143



We can thus identify the areas where the primary Production Required (PPR) by fisheries reached, e.g., 30% in the 1950s...

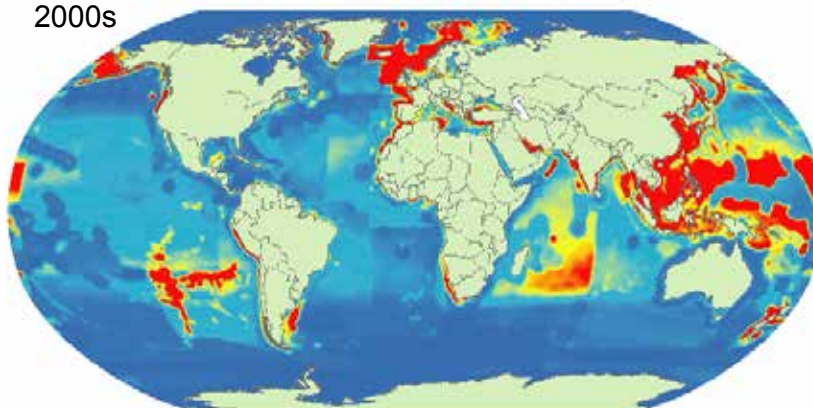
1950s



Swartz, Sala, Watson and Pauly (*PLoS ONE*, 2010)

and compare that with the distribution of PPR in the 2000s...

2000s



Swartz, Sala, Watson and Pauly (*PLoS ONE*, 2010)

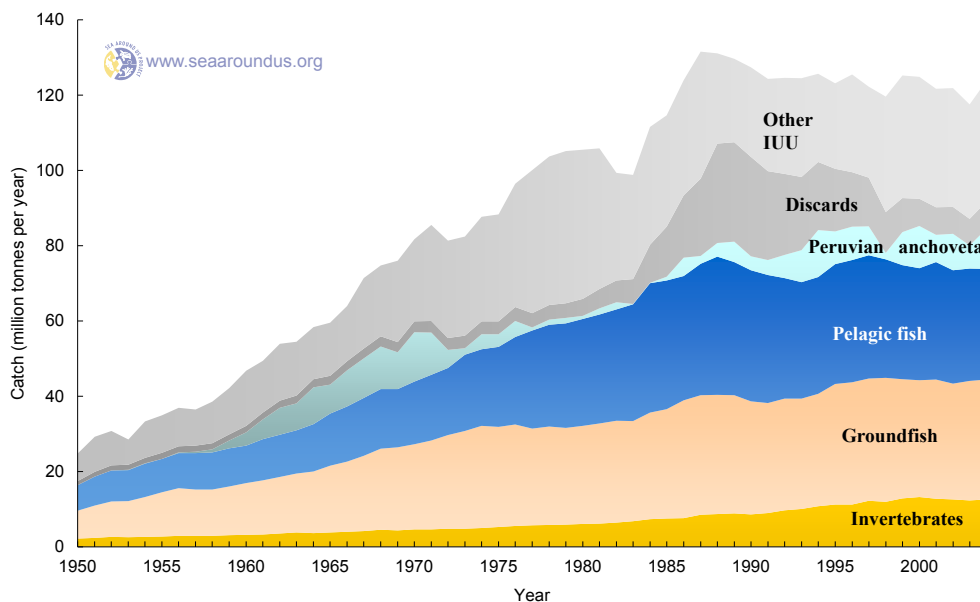
The decline worldwide in catch per unit effort is moderate, while in individual fisheries the decline has been far greater. This is explained by expansion. Pauly gave Spain as an example. In the 1950's Spain was fishing mainly in the North Atlantic and to some extent off the African coast and off the east coasts of Canada and the USA. Now Spanish fleets are fishing in all oceans.

The concept of ecological footprint, which is based on the estimation of the percentage of the total primary production required to support fish catches at a given level, was used to analyse the geographical expansion of fisheries. The maps show a drastic expansion of the fisheries. The expansion proceeded with about one million km<sup>2</sup> per year. The expansion was impacted by the

declaration of the EEZs forcing fleets into the high seas where the primary production is lower than in coastal areas, which explains a faster geographical expansion. The horizontal expansion of catches has also occurred in depth, and fishing is going deeper and deeper. Both trends have been towards the south about one latitude degree per year. The ultimate frontier is the krill fisheries developing around Antarctica.

Pauly also examined the catches, the origin of imports of fisheries products, and these combined as supply to the markets in the EU, the USA and Japan, thus demonstrating areas of “influence”. The EU’s fishing is mainly in the Atlantic and around Africa in the Indian Ocean, and to some extent in the Pacific Ocean.

Two countries in Africa, Ghana and Cote d’Ivoire, tried to establish long distance fishing fleets. Ghana, for example, introduced fishing in surrounding waters with vessels imported from the Soviet Union. These attempts were seriously hampered by the establishment of the EEZs. The Ghanaian fishing vessel owners could not pay for access, and the State could not subsidize access the way the EU did for its fisheries to expand. In the 1960’s, the European Union, the Soviet Union and Asia replaced Ghanaian fisheries in the waters surrounding Ghana. The specific case of China was discussed. China reports a small fraction (some 300 000 t/y) of its total catches of about 13 million t/y from distant waters. This does not tally with the documented presence of Chinese fishing vessels in all oceans. It is estimated that about 1000 Chinese vessels catch approximately 4.6 million t/y in distant waters. Chinese fishing in distant waters, which is not recorded, is a threat to sustainability.



## Benefits of rebuilding global fisheries.

Beth Fulton, Science Fellow, Australian Commonwealth Scientific Industrial Research Organization, CSIRO

Beth Fulton gave her presentation via a video link from Australia. The presentation referred to a paper in *Science* (Vol. 325 *Science* 31 July 2009) which she co-authored<sup>2</sup>. The current status is that approximately 63–64 % of the world's fish stocks are fished beyond MSY, 15–18 % of them have collapsed. With regard to assessed stocks, there have been improvements since the 1990's, with many stocks now exploited just below MSY. For unassessed stocks, which are by far the majority in the world oceans, the situation is poorer.

The estimates of “lost catches” because of poor management vary considerably but could be around 50 % of the current catches. The estimates of the potential world catch, and thus losses, have changed over the years. Gulland in the 1970's estimated a potential world catch of 240 million t/y while others, like Daniel Pauly in 1996, estimated 100 million t/y. Recent estimates have come up with 180 million t/y including mesopelagics, squid, krill and other species, which are not widely caught at present. The exploitation of these species will eventually depend on the marketability of the products. The “lost fish” issue also depends on market conditions. While the European market consumes a wide variety of species on different trophic levels, the Australia consumption focuses on a few selected species on higher trophic levels and the fisheries are highly targeted. Australia, thus, tends to aim at maximum economic yield (MEY) instead of MSY.

The choice of management approaches should be based on what is realistic in different situations. Limited entry and individual transferable quotas (ITQs) may be effective in situations with good governance, compliance and close monitoring. In other areas, spatial management with TURFs (Territorial User Rights Fisheries), fishing cooperatives and co-management may be the most effective means. In Australia, the trend is integrated management which brings into play a variety of measures with eco-systems-based approaches and co-management as important ingredients. All costs for management are borne by the industry through licenses. The aim has also been to set up rules which are objective and transparent and not open to political interpretations. A basis for this has been a “Risk-Catch-Cost Frontier” with the aim of striking a balance between risk for overexploitation, cost for management and catch in a fishery. This allows a reduction of the total allowable catch, which would reduce the risk of overexploitation and illegal fisheries. This would also reduce the cost for management to a level related to the economy of the fishery. Such decisions on low TACs have been taken in the Australia south-east sardine fisheries. Australia has taken decisions that aim at economically as well as ecologically sustainable fisheries with social objectives. The result is a reduction in the number of overfished stocks by 50 %, and the fisheries today are relatively healthy.

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<sup>2</sup> Sumaila UR, Cheung W, Dyck A, Gueye K, Huang L, et al. (2012) Benefits of Rebuilding Global Marine Fisheries Outweigh Costs. *PLoS ONE* 7(7): e40542. doi:10.1371/journal.pone.0040542

To achieve a global maximum sustainable yield there is a need to expand the species list, and harvest species that are presently underutilized, thus creating a smaller footprint across the range of species. Measures should also be taken to recover overfished stocks. These actions could potentially allow for an increase in the world catch by 50 % which would be sustainable. The solution to achieving a global maximum sustainable yield would be effective management with transparent decision-making procedures.

### **Sustainability and transparency in EU sustainable partnership agreements**

Beatrice Gorez, Coordinator, Coalition for Fair Fisheries Arrangements

The presentation focused on challenges to implementing the external dimension of the CFP.

There are 700 European vessels fishing outside EU waters, of which about half are active under the umbrella of fisheries partnership agreements. The majority of these vessels fish under private agreements and some under RFMOs. Information about private agreements is limited or non-existent. There are also about 400 vessels operating under joint ventures established with third countries. These vessels are reflagged, although the captain remains European and the market remains Europe. This is an issue which needs to be addressed in the next few years. What should fall under the responsibility of the state of “beneficial ownership”? This needs to be reviewed within the EU, and a debate should be promoted in international fora.

There are 19 Fisheries Partnership Agreements (FPA), but for some, for example Senegal, there is no protocol in force. Most of the FPAs that have a protocol are tuna fisheries.

The FPAs are important for European catches. Most of the tuna comes from fleets fishing in tropical waters. A Greenpeace report, recently published, stated that in early 2000, the Swedish pelagic fleet had an overcapacity of 50 %. This was followed by the introduction of the ITQ system, leading to fishing rights being concentrated in a few hands, and the cancellation of 20 vessels. Five of these vessels were fishing in the waters west of Western Sahara from 2012 to 2013. The operation started as charter agreements, and then ownership was gradually transferred.

Beatrice Gorez commented, in particular, on novelties in the CFP, which she welcomed:

- The funds for sectoral support are decoupled from the fees for access to fishery resources in sustainable fisheries partnership agreements, with reference to Guinea-Bissau.
- Costs for agreements will increasingly be borne by the industry, and agreements should not rely solely on subsidies. There are serious issues around the fixing of the costs to be borne by the industry.
- It is a sign of progress that evaluations of fisheries agreements are being made public, but the minutes from annual meetings where the implementation of agreements are discussed are not yet public.



Beatrice Gorez

- It is important to start gathering information to discuss the impact of EU vessels fishing in third country waters on arrangements other than sustainable fisheries partnership agreements.
- Non-discrimination of the EU fleet, compared to other fleets, is important, not only for EU vessels, but also for local fisheries.

The next reform of the CFP will be in ten years, and until then, there will be increasing competition with, for example China and Russia for fish, and there will be important developments in local fishing, which will be better documented. There will be less space for EU fleets.



Daniel Pauly  
and Magnus Kindbom

### Panel discussion

Magnus Kindbom, State Secretary, Ministry of Rural Affairs; Sweden, and the speakers Veronica Veits, Isabella Lövin, Daniel Pauly, Beth Fulton and Beatrice Gorez were members of the panel.

Magnus Kindbom started the discussion by stating that the new CFP was welcomed by Sweden. Sweden is actively pushing for binding provisions for surplus, human rights, and respect for democracy, transparency, the exclusivity clause, and coherence between the fisheries and other policies, including those for development and environmental issues. Sweden also advocates that the cost of access to fisheries resources in third countries shall be borne by the industry and phased out of the EU budget.

*Question: What is the most important challenge to making global fisheries sustainable?*

The responses related to

- Transparency: access to information will be decisive to monitoring the implementation of the external dimension of the policy and its impact on sustainable fisheries
- All EU vessels operating in third country waters should be brought under control and regulated, and should not compete with a coastal state's own fisheries
- Active and improved involvement of all stakeholders, including the fisheries industry and scientists, in the implementation of the CFP



- The challenge of managing the demand for fish and fish products and allocating resources equitably in the world
- Management of overcapacity

Beatrice Gorez  
and Veronika Veits

*Question: How do we get all parties involved and how do we integrate development with the fisheries agenda, and how do we promote the involvement of communities in third countries?*

- Transparency is important: create information and make it freely available for all parties. Transparency is also important in sustainable fisheries partnership agreements and their evaluations
- Co-management is a tool for transparency and for control and compliance
- Improved cooperation between scientists and fishermen. Stakeholder consultations need to be reinforced on a global scale
- Coherence should have development as the objective, not serving EU fisheries

*Question: What is transparency?*

- Private contracts should be in the public domain. There should be no business secrets, which the industry demands, because fish is a renewable natural resource and fisheries are not a normal business.
- The Cotonou agreement states that human rights should be promoted. This implies not only that the third country should respect human rights, but also that the EU should promote human rights through its agreements (for example, food security is a human right and should be considered).

*Question: Where will we be in ten years at the end of the CFP reform?*

- It is important to focus more on MEY than MSY, and to probe further into ecosystem-based fisheries management.
- The new CFP should lead to more sustainable fisheries in European waters and in external waters where EU vessels are fishing.
- Fish stocks have been rebuilt in Europe, but ten years is a short period. Major trends, like the increased consumption of fish, need to be reversed.
- Steps towards healthier ecosystems should be taken, which require the eradication of IUU, and improved performance of RFMOs
- Increased respect for fish as a food and respect for skills and knowledge, to sustainably harvest this resource.
- In ten years, fisheries access agreements, except for tuna, should have ended.
- Beneficial ownership will be a major issue in ten years, with a large portion of EU vessels, now fishing on agreements, either scrapped or reflagged.
- The developing countries' own fisheries policies will be higher on the agenda, and there will be greater efforts to support these countries in developing and implementing their policies.
- Good progress in the fight against IUU, and more global ocean reserves.

Henrik Österblom





## Session 2

# Future challenges and opportunities for international and regional management organizations to improve global sustainability

The following issues were discussed in the session: *What are the opportunities and challenges globally for fisheries and aquaculture? These include the future role of the fisheries sector for food security and economic developments in a growing blue economy.*

The eight presentations addressed governance and IUU fishing, surplus from a biological and a legal point of view, small-scale versus large-scale fisheries, the EU–Africa relations, biodiversity, and fisheries and aquaculture linkages.

### Presentations

#### **Avoiding fishing down the governance index.**

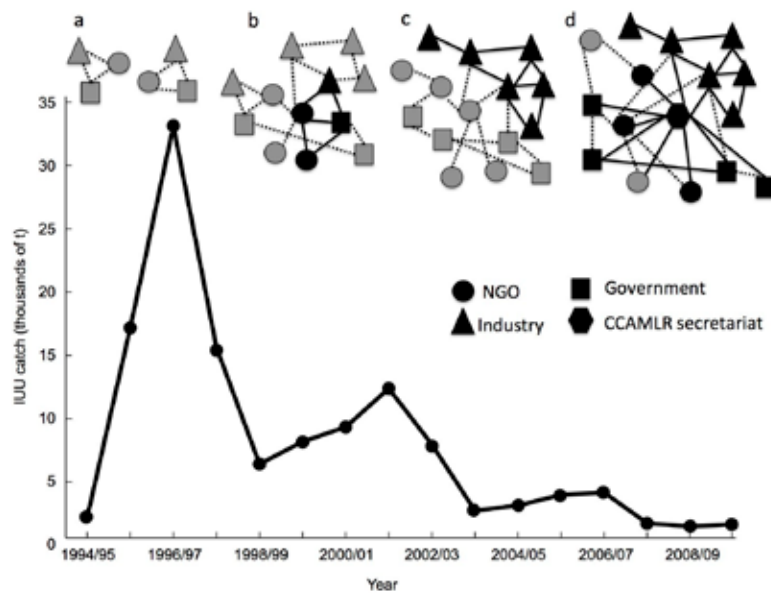
Henrik Österblom, Deputy Science Director,  
Stockholm Resilience Center

The presentation was based on an article by Österblom et. al<sup>3</sup>. This article and work initiated by others have shown a direct link between the level of IUU fishing and the governance index (a World Bank measure of quality of governance). The research focused on the Southern Ocean. Over 15 years, the flag state of the vessels has moved down the governance index from Argentina and Chile to Togo, Equatorial Guinea and North Korea.

In 1997, the CCAMLR concluded that the Antarctic toothfish was under threat because of IUU fishing. This impacted also on seabirds, causing concern among both the industry, that wanted to fish legally, and the NGO sector. A Norwegian NGO investigated the toothfish fishery and published information on Norwegian vessels that were engaged. It was obvious that the CCAMLR alone would not be able to address IUU fishing because of lengthy decision-making procedures that are built on reaching a consensus. The NGO ISOFISH (International Southern Oceans Longline Fisheries Information Clearing House) initiated reporting on IUU fishing in the Antarctic, based on unconventional information gathering. This showed that vessels flagged in CCAMLR member states were engaged in the fishery. The initiatives and the CCAMLR action led to drastically reduced IUU fishing. However, IUU fishing resurged a few years later, using more sophisticated means, including purpose-built vessels, bribery and corruption. The legal

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3 Österblom H, Sumaila HR, Bodin Ö, Henrati Sundberg J, Press AJ (2010) Adapting to Regional Enforcement: Fishing down the governance index. PLoS ONE 5(9): w12832 doi:10.1371/journal.pone.0012832



fishing industry became more involved in fighting IUU fishing to protect their interests. They organized COLTO (the Coalition of Legal Toothfish Operators), which operated through informer schemes and produced reports tabled in CCAMLR. The result was that IUU fishing was reduced once again, and has remained at a low level since 2002. The CCAMLR has deployed heavy surveillance schemes using advanced technologies combined with new policies. Where did the vessels go? They went to Madagascar and to southeast Africa to catch deep-sea shark.

The success in the fight against IUU fishing for the Antarctic toothfish was a result of efficient collaboration between the CCAMLR, member states, the legal fishing industry and NGOs. Those who were engaged in 2002 started the IMCS network (International Monitoring, Control and Surveillance Network for Fisheries-related Activities) for a global campaign against IUU fishing.

Österblom ended his presentation with recommendations that

- Although Sweden has been active in CCAMLR, there is scope for stronger commitment, and Sweden could play a key role in supporting the CCAMLR in its fight against IUU fishing,
- Sweden should also engage in IMCS,
- Development aid could be used in a creative manner to assist the fight against IUU fishing,
- Alternative information generation has proven effective and should be supported, and
- Surveillance vessels should be deployed in West Africa (possibly using vessels designated for scrapping).



Ernesto Jardim

## Surplus and sustainability

Ernesto Jardim, Senior Fisheries Scientist, European Commission Joint research Centre,

**UNCLOS** [http://www.un.org/depts/los/convention\\_agreements/texts/unclos/unclos\\_e.pdf](http://www.un.org/depts/los/convention_agreements/texts/unclos/unclos_e.pdf)

**Article 62.2:**

**The coastal State shall determine its capacity to harvest the living resources of the exclusive economic zone. Where the coastal State does not have the capacity to harvest the entire allowable catch, it shall through agreements or other arrangements and pursuant to the terms, conditions, laws and regulations referred to in paragraph 4, give other States access to the surplus of the allowable catch, having particular regard to the provisions of articles 69 and 70, especially in relation to the developing States mentioned therein.**

In 2012, DG Mare asked the Scientific, Technical and Economic Committee for Fisheries (STECF) about the concept of and methods for calculating surplus. Surplus is a central element in Article 62.2 in UNCLOS, for fisheries agreements (see box). Article 62.2 and the concept of the total allowable catch based on maximum sustainable yield (MSY) were the starting point

of the review. The surplus would be the difference between the MSY and the coastal state's potential catch. The basic problem for the scientists attempting to respond to DG Mare's question was that there are large uncertainties in estimations of both MSY and potential catches. STECF carried out a management strategies evaluation, based on a simulation with the *Sardinella aurita* stock in West Africa as a basis, and attempted to forecast the outcome of different scenarios and to compute the MSY, the coastal state's potential catch and the surplus.

The result of the modelling showed that the MSY estimates could vary between 350 and 500 000 tonnes. There would also be considerable uncertainties based on how to calculate the potential catch by the coastal state. The latter could be done as a portion of the total fishing effort, a portion of the total allowable catch or be set as a fixed catch. All scenarios would have different implications and would provide different figures. All scenarios would also imply considerable uncertainties in the final calculation of the available surplus for a fisheries agreement.

Jardim concluded that estimating surplus is a complex process which frequently produces results with a large uncertainty. To calculate surplus requires good data and information, which are usually not available. Calculating surplus also requires good stock assessment and good statistics on the catches of the coastal state. These data are usually not available. He, therefore, argued for embedding surplus in management plans, which would include management objectives, harvest control rules, TAC or effort allocation schemes, scientific advice and monitoring.

Niels Krabbe



## Surplus in UNCLOS and the new CFP

Niels Krabbe, Legal Adviser, Swedish Agency for Marine and Water Management

Niels Krabbe discussed the legal framework for surplus as expressed in UNCLOS and CFP as an expansion of the previous presentation. MSY aims at harvesting the greatest quantity from a self-generating stock, and seeks to maintain productivity in the long term. UNCLOS (see box above), as stipulated in Article 61, places an obligation on coastal states to ensure that living resources are not overexploited, and to base measures on the best available scientific advice. This obligation also binds the EU to its accession to UNCLOS in 1998. The track record of the EU in fulfilling its obligation is, however, poor, although it has improved lately. In the period 2004–2009 about half of all total allowable catches were set higher than advised. The figure was 29 % in 2013. Nevertheless, 57 % of available stocks are overexploited.

According to Krabbe, there could be a basis for bringing the EU to an international tribunal for violation of its MSY obligations. This is, however, unlikely for several reasons, one being that there is a lack of clarity on what the obligation really entails, and there is no legal practice on MSY. Moreover, the MSY obligation is not part of the compulsory dispute settlement procedure in UNCLOS. Any coastal state accused of breaching this obligation could, thus, simply refuse to be brought to court.

Since UNCLOS, there have been other legal developments, which have implications for the concept of surplus and MSY. The 1995 UN Fish Stock Agreement (<http://bit.ly/1i5vKoM>) specifies key terms. The 2002 Johannesburg declaration on Sustainable Development sets a deadline for achieving MSY levels by 2015.

As one of the most important novelties in the new CFP, the EU has incorporated the MSY concept into EU law with three criteria in order to reach the objective of restoring and maintaining fish stocks: harvesting should be set below the biomass levels that can produce MSY, the MSY exploitation rate shall be achieved, and this should happen by 2015 where possible (the ultimate deadline is 2020).

Krabbe concluded that the EU is now bound not merely by international, but also by EU law to respect the MSY criteria. This entails fixing fishing opportunities to the surplus, allowing the stocks to recover, and conducting external fishing activities in accordance with these principles. The most important consequence is that the European Council can now be brought to the European Court of Justice if it sets fishing opportunity decisions above MSY levels. However, such litigation by other EU institutions or individual member states is unlikely. The European Court of Justice has also, so far, been reluctant to grant access to litigation to private actors. The practical ways of enforcing the MSY obligation are, consequently, limited not merely under international law but also under EU law. Yet incorporating the MSY into EU law is important in that it sends a strong political message.

## **The sustainability of extraterritorial unilateral EU measures**

Dr Bjørn Kunoy, Legal Adviser, Foreign Affairs Department, Faroe Islands

Dr Bjørn Kunoy discussed the rules in international ocean law for the management of transboundary stocks, in particular allocation criteria and the relation between historic fisheries and the sovereign rights of the coastal state in that regard. Moreover, he presented practical examples of how disputes arise as the result of different interpretations of the relevant legal rules, as well as practical examples of the employment of coercive measures in the event of lack of agreement on the management of a stock in which several parties claim interest.

## **Treatment of small-scale fisheries in relation to industrial fisheries**

Rebecca Metzner, Senior Fishery Analyst, the Food and Agriculture Organization of the United Nations

There is worldwide recognition that small-scale fisheries need support, but there are tremendous challenges to how to provide meaningful support to the sector. International and regional fisheries organizations also face both opportunities and challenges to improve global sustainability. A key issue is to find a balance between small-scale and industrial fisheries. Rebecca Metzner identified three ways:

- Recognize the contribution and validity of both small- and large-scale sectors in poverty alleviation and food security
- Work through the challenges of governance and market imperfections
- Strengthen each sector's rights and tenure (fair and responsible tenure systems and integrated approaches)

Small-scale fisheries employ 90 % of all fishers and fish workers, most of who live and work in developing countries. Half of these are women, and fishing has important socio-economic functions in their societies (food and nutrition security, income, employment, trade). One contrast with the large-scale sector, besides employment, is production. A large trawler can produce, in one trip, as much as 7000 small-scale boats per year in Africa.

Both sectors work in an imperfect environment. There are issues in governance about participation, accountability, non-discrimination, transparency, human dignity, empowerment and rule of law. There are also imperfections in the market, often linked to governance issues. The imperfect world, both in governance and markets, needs to be considered when designing management measures and predicting their impact on both sectors.

Work towards a balance between the sectors relies on fair and responsible tenure systems. The FAO has reviewed tenure systems in relation to governance, the size of the small- and large-scale sectors and other factors. There is a spectrum of possible systems, from fully open to strong rights, for example ITQs. In between these, there are defined but unrestricted access, defined and



restricted access, customary access, TURFs (Territorial user Rights Fisheries) and MERABs (Management and Exploitation Areas for Benthic Resources).

Rebecca Metzner

FAO has, over the years, worked on instruments for addressing the balance between the sectors: the Code of Conduct for Responsible Fisheries, Voluntary Guidelines on the Right to Food, Voluntary Guidelines on Responsible Governance and Tenure, and the ongoing (February 2014) work with Voluntary Guidelines on Small-scale Fisheries, all of which promote a human rights approach.

Metzner ended the presentation by stating that through the establishment of good governance arrangements on all levels, providing secure tenure to fisheries resources for the small-scale sector and through meaningful investments in fisheries management, the foundation can be laid for the improvement of livelihoods and the enhancement of the economic contribution of capture fisheries to food security.

### **Future of EU–Africa fisheries relations: African artisanal fisheries communities' expectations**

Gaoussou Gueye, Secretary General, African Confederation of Artisanal Fishing Communities

Gaoussou Gueye represents CAOPA (Confederation Africaine des Organisations de Peche Artisanale, African Confederation of Artisanal Fishing Communities), which was established in 2010 with participation from 14 countries. It works with advocacy for small-scale fisheries towards the FAO, the African Union, the EU, CRSP and others.

CAOPA has engaged in the preparation of the green book for the formulation of CFP. The EU's fisheries policy is important for artisanal fishing communities in Africa, because of fishing partnership agreements. The financial aspects of the access agreements are a vital issue.

CAOPA welcomes the progress in the agreement with Mauretania, which protects small-scale fisheries, saving octopus for the local fisheries and keeping



Gaoussou Gueye

foreign trawlers offshore. An important aspect of the new agreement is that also other countries' fishing vessels have to comply with exempting octopus fishery. Small-scale fishers participated in the negotiations for the agreement, which was an important sign of stakeholder involvement and consultation.

There is an agreement between Senegal and the EU, but no protocol that makes it operational. However, negotiations for a protocol have recently started. During the period without a protocol dating from 2006, EU vessels have continued fishing through joint ventures. Catches have been transshipped at sea and have not landed in Senegal.

According to UNCLOS, Articles 61–63, agreements should only be for a determined surplus, which cannot be harvested by the local fleet. There is an underreporting of catches in coastal waters in Senegal, and no surplus available for fishing by other nations. Data collected by CECAF (the Fishery Committee for the Eastern Central Atlantic) demonstrates that there is overfishing of sardinella. In accordance with UNCLOS, no access should, thus, be granted for small pelagic species. Gueye argued that the tuna resource should be managed by ICCAT (The International Commission for the Conservation of Atlantic Tuna) of which Senegal is a member. Tuna access for foreign vessels should be granted provided that the vessels follow ICCAT rules. There is a need to review the by-catch of, for example, shark in the tuna fisheries to determine the potential impact on local small-scale fisheries.

Transparency is a key element in the CFP, and is essential for the coastal states. There is a need to strengthen the fight against IUU fishing, and to this end, information on lists of vessels with licenses, information about infringements and terms of access agreements, and evaluations of all agreements should be made public. For the sake of transparency, there is a need to better engage small-scale fishing communities in discussions about and negotiations of access agreements.

The last issue brought up by Gueye was development projects. The track record of many projects is poor, and they have not had their intended impact. Reasons for this, including the allocation of funds, which to a large extent go to international consultants, need to be reviewed.





## **Global biodiversity and fisheries policies interactions and solutions**

Jake Rice

Jake Rice, Chief Scientist, Department of Fisheries and Oceans, Canada

Biodiversity and fisheries policies interact. But what is the nature of this interaction, and how can closer interaction be promoted? There could be interactions on all levels, strategic and tactical, subject matter wise, and with regards to tools. The ultimate objective is largely the same: healthy and productive ecosystems. And there are tangible moves in both biodiversity and a fisheries policy towards acknowledging each other's interests. The importance of managing the ecosystem footprint of fisheries, and that damaged ecosystems cannot support healthy fisheries are understood by fisheries. Biodiversity policies increasingly acknowledge that there is a legitimate use of resources, provided they are sustainable. Society's support cannot be expected if users are extensively excluded from the resource. Rice stated that this is a promising situation, but that there are several obstacles. He shared his experiences from a workshop with both fisheries and biodiversity experts. They found that there was consensus on overall objectives, but different opinions emerged when objectives were broken down into more detailed parts.

Rice reviewed the historical developments in fisheries and conservation policies. Fisheries policies developed from who gets a share of yields (800's), how to maintain yields (1800's), how to maintain stocks (1900's) to how to maintain ecosystems to produce yields (2000's). Conservation policies have, on the other hand, developed from the protection of places and species for nobility (800's) and protection of spaces and species for landowners (1800's) to protection of places and species for all (1900's), management of threats (second half of 1900's) to today's management of threats to ecosystems. The difficulties in reconciling differences depend on the starting points of the policies, the use of the natural resource by fisheries and the protection of the

natural resource in biodiversity. The move towards precautionary ecosystem-based approaches offers opportunities for closer integration of policies.

The fisheries and biodiversity sectors have developed different tools to achieve their objectives. Fisheries management tools refer to input and output controls, the design and use of gear, and restricted areas, and are used to achieve, but not exceed, a maximum sustainable yield. Biodiversity management tools refer more to protected areas and protected species, and they are protected by excluding use. There is an increasingly shared understanding that there is no perfect management, and there may be management errors related to not taking action when needed (“misses”) or imposing unnecessary measures and costs (“false alarms”). Risk tolerance for the two error types in the two groups (fisheries and biodiversity) differs regarding who bears the cost and who gets the benefit.

Single detection theory has been used to provide a framework for reviewing “misses” versus “false alarms”, and valuation of ecosystems goods and services may provide the foundation for a dialogue. There is a need to integrate policies from the two communities, and integration can occur on many levels, from high level coordination and dialogue, and instruments developed under UNGA for global policy development, over integrated assessment methods, down to common monitoring, control and surveillance systems.

### **Is aquaculture the solution to recovering wild fish stocks and providing food security**

Max Troell, associate Professor, Beijer Institute of Ecological Economics and Stockholm Resilience Centre

Aquaculture provides 40-50 % of all the fish that is eaten, but statistics underestimate the total fish production, not least from small-scale fisheries, IUU fishing and by-catches, adding some 20–30 million tonnes to the annual catch reported by the FAO. About 30 % of the world capture fisheries are used for fish meal and oil. World statistics on aquaculture production are also uncertain, not least the production reported from China.

Aquaculture is the fastest growing food producing sector in the world, but production growth has started to decline. The reasons for the slowing growth are uncertain, and the conclusion depends largely on the reporting of production from Asia, primarily China. The production in Europe is 2 % of the world total.

There are interactions between capture fisheries and aquaculture in several fields. One is in markets of fish and fish products. Ecologically, these compete for the same habitat for feed resources and for seed. Aquaculture releases waste which impacts on capture fisheries, and there are biological linkages, such as the transfer of diseases, genetic impacts of escaped farmed fish and parasite transfer.

Production from aquaculture is not enough to reduce fishing pressure, and some farmed sea food may substitute for food commodities other than fish. Locally, there may be a negative impact on capture fisheries’ production of the collection of wild seed for aquaculture. There is a strong demand for

small pelagic species for feed (fish meal and fish oil) for aquaculture, and this may trigger unsustainable fisheries practices. The competition between local markets and aquaculture for small fish species as direct food and feed may also deprive people of nutrients, which traditionally have been supplied by capture fisheries. Crab farming in Myanmar was taken as an example where large-scale aquaculture relies on fish for feed and wild seed for production.

Recent studies have examined aquaculture for food security, among others studies by the Committee on World Food Security. Aquaculture increases the availability of fish protein, and can provide cheaper products on the market, but farmed fish has lower micronutrient content than wild fish. However, aquaculture has an overall positive impact on employment in production and in the value chain, although a negative environmental impact can have an effect on other livelihoods.

There are recent studies indicating a higher price for aquaculture products than for capture fisheries products, which raises the question of production for whom: Will there actually be an impact on food security?

There is also a link between aquaculture and agriculture production, using the same basic ingredients (agriculture crops). Which is the best use of crops? To be eaten directly or as inputs to terrestrial animal production or aquaculture?

Troell drew the conclusion that aquaculture provides a more efficient transformation of agriculture and fisheries resources than does much of the terrestrial livestock sector. The ability to add resilience to world food supplies will depend on species composition: feed inputs and system design in future aquaculture. He stressed that there is a need for a deeper analysis of the role of aquaculture for poor people before causal links can be formed and food security benefits of aquaculture can be claimed.



### Panel discussion

The panel consisted of Niki Sporrang, Director, Fisheries Institute, Stockholm, and the speakers Henrik Österblom, Ernesto Jardim, Niels Krabbe, Bjørn Kunoy, Rebecca Metzner, Gaoussou Gueye, Jake Rice and Max Troell.

Niki Sporrang started the panel discussion with a statement on the fisheries sector as a complex governance challenge. During the last two reforms of the CFP there have been improvements in language in the external dimension, but limited changes in the real world. One important aspect has been the strengthened role of the EP, and the increasing role of states which have no direct interest in the partnership agreements. RACs are purely advisory. The establishment of real co-management entails costs, and this issue has affected the performance of the RACs. Being only advisory, makes them less interesting for the allocation of resources for participation in meetings and workshops. There is also a need to support and develop local and regional management structures. This is an area where development support (aid) could be instrumental.

*What governance measures may help improve global sustainability in fisheries?*

The high level of commitment of member states of the EU, the new role of the EP and its politicians are important steps towards measures for sustainability. The point was made that there is no need for more policies. Existing policies should first be implemented. Other opinions acknowledged the need to implement existing policies, but called for closing loopholes in existing law, among these, areas beyond national jurisdiction.



Another statement stressed the need for measures which would have an effect on the regulation of fishing capacity and fishing effort, which effectively would contribute substantially to global sustainability.

Marcin Rucinski  
and Niki Sporrang

The role of the NGO sector and industry organizations, which was demonstrated in the operations and effectiveness of CCAMLR, was taken as an important step towards sustainability and could be a role model for other areas.

*Small-scale fisheries: What can be done to support the sector?*

The voluntary guidelines for securing sustainable small-scale fisheries, which are under negotiation, emphasize tenure systems. These are extremely important in order to secure access to the resources for this sector.

The small-scale sector needs recognition on the political level to break its marginalization. An important aspect is to protect coasts and prevent IUU fishing from encroaching on areas and stocks traditionally harvested by the small-scale sector. Such action would require investments in MCS.

Small-scale fisheries are reliant on governance and political choice., There is a need to reflect on livelihoods, employment and food security issues in relation to these fisheries, and a need to review and discuss subsidies, which have primarily benefitted large-scale subsectors.

The point was raised that globalization of economics leads to cultural changes, and links between small scale and large scale are not unique to fisheries, and, thus, are not only a fisheries problem.

*Main challenges and opportunities for the future*

The implementation of agreed policies and instruments is a major challenge for sustainable fisheries. They are easy to point out but difficult to effect.

We have the elements of the CFP, and there is a capacity for dealing with the issues, but there is a need to find more efficient ways and means for gathering and using information and data.

Overexploitation and environmental degradation, food security and livelihoods are tremendous problems, but there is also great potential for the recovery of threatened stocks, and progress has been made in this field, not least in European waters. There is a need for the empowerment of fishing communities.

There is a need to galvanize political will to address fisheries. Overcapacity is a major issue, and there is an interest in addressing this, and creating the political will to take measures to reduce capacity to sustainable levels.

There is a demand to use more resources from the oceans for human food consumption, and also for the expanding aquaculture sector. The potential to do this will require the use of new resources, like mesopelagic species, and the last and vastest resource, the krill around the Antarctic.

A major challenge is change, change in the way fish is consumed, and improved governance in the sector, including the traceability of fish in the market.

Human populations are growing the fastest in areas with the least food security, and where dependency on food from the sea is the highest. We need to increase the rate of utilisation of the oceans. Climate change scenarios forecast that crop production may go down the most in the parts of the world that are already stressed for food and most dependent on fish. This leads to even more pressure on natural resources. Addressing these global issues will require behavioural changes on a scale unknown before in history.

Douglas Beveridge



## Session 3

# Regional fisheries management organizations (RFMOs) and relevant current legal and sectoral development in international waters

The following issues were discussed in the session: *Global developments within regional fisheries management organizations, UNCLOS developments, how biodiversity protection of national and international waters relates to fisheries management and how fisheries can contribute to global food security.*

The presentations addressed sustainability and partnerships, RFMO performance (two presentations), fisheries and biodiversity in areas beyond national jurisdiction, subsidies and RACs.

### **Presentations**

#### **Improving sustainability by partnerships**

Douglas Beveridge, Sustainable Fisheries Partnership

The Sustainable Fisheries Partnership (SFP) is a business-focused NGO that is working on corporate responsibility through the creation of information tools and a methodology that allows companies to engage with suppliers of natural resources. It works to assist the industry in creating a more sustainable world. The SFP operates through two main principles: information (a data base called FishSource which is open to all), and projects for improvement towards sustainability (Fishery Improvement Projects, FIP).

An FIP is an alliance of stakeholders, which works to improve the sustainability of specific fisheries, and builds on supply chain relations. The SFP gives advice on the state of a resource, and the alliance of stakeholders undertakes to work on improvements of the fishery in question. The idea behind the approach is that the value chain has real power to influence a fishery, by raising demands on how the fishery is carried out and its sustainability.

An FIP goes through a process, which encourages improvements in policies and practices and delivers real change. An optional final step is MSC certification. At each step, indicators and milestones help monitor the process. These can be related to changes in fisheries policies or practices. They can also be changes in fishery management systems and adherence to scientific advice. The final indicators can be increased fisheries biomass, decreased fishing mortality or improved compliance.

The private sector can and needs to act fast to stay in business, and can act faster than regulatory institutions on national, regional or global levels. And the pressures exerted through the supply chain can be effective in changing behaviour and demanding change among suppliers.

## An evaluation of RFMO performance

Daniel Pauly, Professor, University of British Columbia

Close to 60 % of the oceans are outside national jurisdiction (EEZ), and according to UNCLOS, belong to the high seas. These areas are now managed by RFMOs, which are the only mandated fisheries management bodies in the high seas, and countries' commercial fishing fleets should comply with RFMO regulations. Almost all high seas are covered. An evaluation of RFMO performance was made in a paper in *Marine Policy* in 2009<sup>4</sup>. Daniel Pauly presented the study and updated the information in the paper.

There are 19 RFMOs covering all oceans, of which 18 were evaluated. Two sets of criteria were used. The effectiveness was evaluated in terms of design and procedures (theory) and on the ground (performance in practice). For the performance in theory, the authors used a list of criteria related to general information and organization, compliance and enforcement, conservation and management, allocation and cooperation and resolution. The websites of the RFMOs were used to source answers to 10 questions per criteria.

On the ground, performance criteria used the fishing mortality needed for MSY, and biomass for each stock the RFMO is in charge of.

The first result was that RFMOs are similar to each other. The average score of the theory part of the evaluation was 57 %, meaning that 57 % of the answers were on the positive side. The RFMOs connected to developed countries generally scored better than RFMOs primarily with developing countries. The highest scores were achieved in "general information and organization" with a mean of 70 %, and the lowest for "allocation", mean 43 %. The latter was a surprise, because RFMOs have been set up as a mechanism for the allocation of resources.

On the ground, performance was poor, with a mean score in the study of 48 % (increased to 52 % in the updated study).

The overall results showed that there was no correlation between scores referring to theory and practice, and RFMOs have generally performed poorly both in theory and in practice. For example 52 % of the stocks managed by RFMOs have been overfished or depleted, and 20 % are both overfished and depleted.

Pauly finally asked why RFMOs are not performing well, and proposed that they are not doing so because countries can opt out from measures with which they do not agree. Another reason for poor performance is that RFMOs are set up for allocation, not conservation. Decision-making is based on consensus, and there is hardly any move before the most reluctant partner is on board.

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<sup>4</sup> Cullis-Suzuki S, Pauly D. Failing the high seas: A global evaluation of regional fisheries management organizations. *Marine Policy* (2010). Doi:10.1016/j.marpol.2010.03.002



## **Experiences from the North East Atlantic Fisheries Commission, NEAFC, and the global Regional Fisheries Body Secretariat Network, RSN**

Kjartan Hoydal, former NEAFC Secretary

The North East Atlantic Fisheries Commission (NEAFC) attempts to put in place measures which are compatible with what the member nations do in their EEZs, based on science, and to establish MCS. The convention came about in 1982 after the establishment of the 200 nautical miles of EEZ, but was rather dormant until 1995, when the FAO Code of Conduct for Responsible Fisheries was adopted, as well as the United Nations Fish Stock Agreement.

The NEAFC convention was amended in 2004 and 2006 to recognize the provisions under UNCLOS, UNFSA, the FAO Compliance Agreement and the FAO Code of Conduct for responsible fisheries. The latest version states that the NEAFC shall promote long-term conservation of the North-East Atlantic area, to safeguard the marine ecosystem and to encourage cooperation and consultation with regard to living resources. The objective of the convention is to ensure the long-term conservation and optimum utilization of the fishery resources in the convention area, providing sustainable economic, environmental and social benefits.

The convention stipulates that best scientific evidence shall be used, that the precautionary principle is to be applied and that due account is to be taken of the impact of fisheries on other species in the marine ecosystem, and that biodiversity is to be conserved. The NEAFC has the mandate to make recommendations on stocks straddling into areas beyond national jurisdiction, and also recommendations that apply to waters under national jurisdiction, provided contracting parties accept.

The NEAFC undertook an evaluation in 2006, which was rather positive, pointing out improvements in the use of new technologies for MCS, in addressing IUU fishing and in improving fisheries controls in ports.

The major, most economically important stocks the NEAFC regulates are blue whiting, mackerel and Norwegian spring spawning herring. The Coastal States agree on allocations and TACs.

The regional fisheries bodies (RFOs) have differing mandates and functions. The mandates may range from taking binding decisions on fisheries management or just providing advice to contracting parties. RFOs, may be established by a convention or as an FAO regional fisheries body. The Fisheries Body Secretariat Network is intended to be a forum for these bodies to exchange information and experiences in order to improve performance.

## Fisheries and biodiversity beyond national jurisdiction

Jake Rice, Chief Scientist, Department of Fisheries and Oceans, Canada

Fisheries outcomes have often been less than satisfactory. The trends with regard to targeted stocks are negative. Adding a biodiversity component to this complicates an already complex situation. Can this be addressed with more policies and/or improved implementation of existing policies?

UNCLOS is the constitution of the oceans. Beyond the areas of national jurisdiction, UNCLOS is the law and UNGA is the sole authority to act on UNCLOS. There are two different legal regimes: the water column governed by freedom of the seas principles and used for fisheries, and the seabed, governed as common heritage of mankind (and used for mineral extraction). Based on this UNCLOS is a sectoral law. RFMOs have been given the authority to manage fisheries in areas beyond national jurisdiction. The International Seabed Authority (ISA) was established under UNCLOS. The Authority is the organization through which states that are parties to the Convention shall, in accordance with the regime for the seabed and ocean floor beyond the limits of national jurisdiction, organize and control seabed activities.

The Convention on Biodiversity (CBD) can make scientific and technical recommendations to UNGA on biodiversity in areas beyond national jurisdiction, but cannot make policy or regulations, nor can it enforce such. It is a consensus body and has limited powers, especially in areas beyond national jurisdiction. There is a governance gap with regard to biodiversity on high seas. There is, for example, no framework to form marine protected areas, and there are no standards for environmental impact assessments on the high seas. There is also a big divide between different groups of countries on regimes for marine genetic resources. Shall they be governed as freedom of the seas or the common heritage of mankind? Any implementation agreement for CBD must tackle these three issues and reach global consensus.

Rice argued that one should aim at using existing instruments. Fisheries have an annual UNGA resolution for the high seas. The fish stocks agreement has biodiversity elements. If the FAO Deep-Sea Fishery Guidelines are implemented, then the CBD environmental impact assessment standards would be implemented.

Rice concluded that

- Sectoral management means that biodiversity conservation in areas beyond national jurisdiction must be piecemeal by the tools used, but not by the agreed goals
- The sectoral bodies already existing will be the structures through which biodiversity goals can be achieved



## **Fisheries subsidies – negotiations at the WTO and subsidies of developed and developing countries**

Clarisse Morgan

Clarisse Morgan, Counsellor, World Trade Organization

There is a lack of transparency about fisheries subsidies, although there is an obligation of member states to notify the WTO about subsidies to the sector. Compliance with the notification clause is poor. The types of subsidies to the sector can be

- Subsidies for construction of new fishing vessels, for modification of vessels, modernization, upgrading safety
- Operating costs (fuel, bait, ice, gear, insurance and others)
- Infrastructure development if specifically for the fisheries sector
- Income and price support
- Support for small-scale fisheries
- Aid to implement management requirements, including capacity reduction
- Subsidized access to distant water fisheries (fisheries agreements)

Negotiations started in the WTO on this issue in 2002. The Doha negotiating mandates included “clarify and improve existing disciplines” and were extended to prohibit subsidies which contribute to overcapacity and overfishing. The Chair was requested to produce a text which contained a broad list of proposed prohibitions with general exceptions for eco-friendly subsidies that did not contribute to capacity increase and crew safety, and to have a sound fisheries management system in place. The text also provided for exceptions for developing countries with regard to their most

impoverished fisheries. The Chair's text was not accepted, and there have been no substantial discussions on fisheries subsidies for the last three years. The issues that are obstacles to the text being accepted were:

- Small-scale fisheries and developing versus developed countries: Developing countries wanted exceptions for their, not others', support to the sector, while developed countries, including the EU, Canada and Japan, claimed to have disadvantaged coastal communities in need of support. Different definitions of small-scale, artisanal and disadvantaged communities made the discussions complicated.
- Fuel subsidies are an issue because of different tax policies. For example, one country with high fuel taxes, and that gives tax exemptions to fisheries, would be regarded as subsidizing fuel. A country with no or low taxes on fuel would not be regarded as subsidizing the sector.
- Subsidies for high seas fishing, for which developing countries wanted an exception to allow them to establish high seas fishing, and other countries demanded that no subsidies at all should go to high seas fishing.

China has caused problems in the discussions. While being the largest fishing nation and aquaculture producer in the world, it is also a developing nation. Others maintained that the developing status itself should not be the sole criterion, there should also be fisheries-related criteria.

In December 2013, there was a decision to use the year 2014 to develop a road map for further work and the Friends of Fish group continues to press for the prohibition of harmful subsidies which contribute to overfishing and overcapacity.

The work at the WTO has helped to raise the profile of fisheries subsidies, which is important, and there is a need for subsidy reform, which would save public money and help in creating a sustainable use of fisheries resources. There are indications of reform in some countries in their own waters, and the EU CFP is one step towards this. This may have an effect on high seas fishing, for which there will be strong pressures for subsidies and the role of RFMOs in managing high seas resources.



## **Experiences from the Long Distance Fleet Advisory Council, LD RAC**

Carlos Aldereguia

Carlos Aldereguia, Executive Secretary of LD RAC, and Beatrice Gorez, Coordinator, Coalition for Fair Fisheries Arrangements

The CFP reform in 2002 established the Regional Advisory Councils (RAC) to ensure and enhance the involvement of stakeholders in the implementation and elaboration of fisheries policies. With minor changes, the role of RACs has been maintained in the new CFP. The main functions of RACs are:

- to prepare and submit opinions and recommendations on management and conservation
- to advise European institutions on fisheries agreements with third countries, relations with RFOs of which the EU is a member, and international fish trade
- to contribute to the implementation of the CFP outside Community waters
- to improve the external relations of the EU in fisheries matters

The Long Distance Fleet Advisory Council (LDRAC) is not a regional but global council working with this fleet. There are 718 European long distance vessels (of which 424 are Spanish). These are, however, large vessels, with 24 % of EU total gross tonnes. The catches are about 1.2 million tonnes a year, 21 % of the EU total catches. They operate in all oceans.

The LDRAC is the only forum at the EU level, where industry and NGOs meet and discuss. The LDRAC has a role in assisting the EU to achieve the objectives for the external dimension in the CFP. Relations with and the interest of Member States has, however, been varied. Carlos Aldereguia pointed out that Sweden, which is not a long distance water fishing country, is the first country to organize a conference on the external dimension of the CFP, and he invited Sweden to become an active member of the LDRAC.



Beatrice Gorez    Beatrice Gorez gave a few examples of how LDRAC works. During the green paper preparation, LDRAC engaged itself actively. An ad hoc working group was established which held a series of meetings, and there were also meetings with other EU institutions, such as the EP. The working group formulated recommendations, which were approved by the Executive Committee and submitted to the Commission.

LDRAC identified fisheries aggregating devices (FADs) as an emerging issue, and organized a workshop with stakeholders which resulted in a management plan which was sent to the EU, the IUCN, the UN and other organisations.

One priority for the future is to enhance the dialogue with third countries that participate in RFMOs, COFI and UNGA. By working through networks, the LDRAC can promote and stimulate efforts with IUU fishing and strengthening MCS capacities. The emphasis of the work is on tuna and tuna-like RFMOs.

## Panel discussion

Isabella Lövin, Douglas Beveridge, Kjartan Hoydal, Jake Rice, Clarisse Morgan, Carlos Aldereguia and Beatrice Gorez were on the panel.

*What would be the most efficient way for the EU to really improve RFMO performance?*

Compliance is a big issue. The legal framework is there, but without compliance, the laws are useless. Market sanctions are a way forward. Non-compliance can, however, have many reasons, one of which could be lack of capacity. Thus, a dialogue should be initiated before sanctions are introduced.

Too much goes on in UNGA where people are not fisheries experts. Issues can be brought up in UNGA, but should then be referred to the FAO for action. Most RFMOs are trying to improve performance and are undergoing evaluations as an instrument for change.

The impact of fisheries on biodiversity has been highlighted, but there is a need for resolutions also on other extracting industries and shipping, for example, and their impact on biodiversity.

Scientific and technical inputs to find a solution come early in the process, and they provide recommendations. However, there is a need for scientists also when a policy has been adopted, to interpret the outcomes. This will help implementation. The compromise with regard to a discharge ban is an example of scientists coming in when policy has been formulated, to assist in interpreting impact and implementation issues.

The EU must become more credible at the international fisheries stage, and the reformed CFP can be a stepping stone towards this goal. Until recently, a fishing vessel engaged in IUU fishing was able to receive subsidies. The EU can still be accused of double standards, and as long as this happens, strengthening the RFMOs may be a slow process. The new CFP, if implemented and used properly in external relations, can help to overcome the credibility issue, for example, by showing that the new sustainable fisheries partnership agreements really are different and make a difference.

WTO discussions on subsidies will go forward, and there could be links to improved performance of RFMOs. If RFMOs were to use scientific advice fully and improve the management of tuna stocks, this may ease up the pressure on scrapping subsidies totally.

It was pointed out that all required instruments are there to establish sustainable fisheries, but there were also arguments that there is a need for enhanced political will for change and improvements. To attain these goals, there is need for public debate, and a good way to create debate would be an implementing agreement on biodiversity in areas beyond national jurisdiction. There was disagreement on this point, with arguments that areas beyond national jurisdiction are a minor problem in the world fisheries, with a very limited number of fishing vessels. A debate on an implementing agreement on biodiversity would not be a debate on issues which would drive the world towards sustainable fisheries, and could be taken as an excuse not to take necessary action now, while waiting for a new instrument.



Douglas Beveridge,  
Eny Buchary and  
Beatrice Crona

There is a lack of holistic approaches to the issues which were discussed in the presentations, and we should avoid addressing issues in silos without horizontal and vertical links. One argument put forward is that the sectoral approach is not optimal, but that there are few, if any, examples of a matrix of sectoral management, coupled with overarching biodiversity management. The issue stirred a great deal of interest. One argument was that there is an interest in abandoning the sectoral approaches for more holistic ones. However, for such discussions to be effective, an overarching cross-sectoral instrument, such as an implementing agreement, would be needed.

There was a last comment which, while commending the organizers for a very interesting and important conference, drew attention to the composition of the audience. The audience was rather homogenous and comprised of insiders, so that the conference was like 'preaching to the choir'. We need a wider group for these discussions including development agencies and foreign ministries.





## Conclusions

Björn Risinger

Björn Risinger, Director-General, the Swedish Agency for Marine and Water Management, presented the conclusions, thanked the organizers, the facilitators, the speakers, and the audience, and closed the workshop. His concluding remarks are reproduced here:

### **Europe as part of the world**

The EU is one of several actors, a key market, with future higher demands but not necessarily with more resources. What can Europe do? Do we need to eat less fish in the future, or are there other ways to ensure the sustainability and fair sharing of marine resources? There may not be one single answer but several. Perhaps we should be trying to increase the use of feed fish in aquaculture for human consumption directly, instead. Could herring, instead of salmon, be part of the future? Only one thing is certain: change is necessary.

### **The need for global governance**

We see rising competition for resources with actors like China and Russia now, and in the not-too-distant future, developing states. Without global responsible governance and cooperation, Europe as well as China, Russia and other countries, will all be chasing the last fish. Somebody might catch it, but we will all stand as losers. How we reverse this trend, and, instead deal with the challenges and opportunities that face us will determine our future.

*Transparency* has been mentioned by nearly all speakers and been identified as one of the keys for improved sustainability. This is important also in reforming fisheries subsidies: without improved notifications and higher transparency in this field, we will have difficulties in getting rid of harmful subsidies.

Another highly important issue is *the involvement of stakeholders*. We can see that the Long Distance RAC has contributed substantially globally. We have also heard important perspectives from the African Confederation of Artisanal Fishing Organisation. Timely and appreciated advice, as the new sustainable fisheries partnership protocol with Senegal, is being discussed as we speak.

## **Surplus**

With the surplus concept now included in the CFP Basic Regulation, the interpretation of what surplus may be, and how to calculate MSY, will be central to discussion for years to come. Does this mean that politicians and managers have abandoned some central responsibilities and left key decisions for our scientists to take? We must make sure that we take an active role in this process, and closely monitor and document how these obligations are implemented.

## **Cooperation between coastal states**

We have seen how difficult it can be to live up to the cooperation obligations in the UN Law of the Sea for coastal states, illustrated here by the EU–Faroe conflict. It is worth keeping in mind that the parties are developed states with a long history of cooperation. What could then reasonably be expected from lesser developed states in coastal state cooperation?

## **Consumer demand for sustainable fish**

The effects of the increasing demand of key markets for sustainable fish can drive improvements in fisheries management far from those markets. This is an interesting trend, and could help speed up necessary reforms.

## **Illegal fisheries**

The fight against IUU fisheries will continue to be very important. The Commission has developed some positive discussions with other global actors that we note with interest.

## **Sectoral integration**

The integration of sectoral interests: avoiding sectoral silos, and achieving true integration, is inherently difficult. As Jake Rice very neatly illustrated, sector integration issues arise everywhere in the world where there is a sincere aspiration to achieve integration. Have we perhaps underestimated practical difficulties, or do we just need continued practical work? Could there be room for an initiative starting with some sort of experience sharing of different sectoral integration initiatives globally?



### **Protecting high seas biodiversity**

Is an implementing agreement to UNCLOS the way forward? Should the US be required to become a signatory to UNCLOS? If this agreement fails, what is then the way forward? Should there be new attempts to reach a consensus on the agreement or other approaches? Many questions remain for the near future, and there are potentially many different answers. There is one thing we do know: this very important development will be our focus for the coming 5–10 years.

Anna Jöborn  
and Minna Epps

### **Regional Fisheries Management Organisations RFMOs**

RFMOs play a key role in managing resources on the high sea. It is clear from the discussions here that we face challenges and that continuous reform is necessary.

Do we already have all the tools? We heard yesterday that the main problem is an implementation deficit. If we implement the decisions already taken, will the biodiversity and food security challenges of today be solved? We will not know the answer until we try. It seems we still have a long way to go.

I would like to thank the Ministry for Rural Affairs, in particular, but also the Ministry of the Environment, for smooth cooperation in arranging this conference.

A huge thank you to all the excellent speakers, interpreters, moderators and participants! I am overwhelmed by the fantastic engagement by both the speakers and the audience. You will be able to find documentation of the conference at the Agency for Marine and Water Managements website in the near future. We are hoping for a follow-up, but how, when and where remain to be seen.

# Annex 1

## **Eskil Erlandsson keynote address Global Trends in Fisheries Governance – improving sustainability**

### **Introduction**

Fish is a globally important food source and an essential component of aquatic ecosystems. In addition, fish is a primary source of animal protein for over one billion people worldwide, and for 20 per cent of the world's population, more than 20 per cent of their intake of animal protein consists of fish. Poorer coastal regions depend even more on fish for food security and livelihoods.

Without well-functioning aquatic ecosystems there will be neither fish nor fisheries. If we fail to manage our fisheries in a sustainable manner, it will eventually lead to degradation of ecosystems and loss of fisheries. I believe that our main common challenge is to ensure that fisheries can provide food security and sustain their ecosystems in the long run.

### **The reform**

With the new Common Fisheries Policy, the European Union has taken an important step to improve conditions for sustainability and food security. We now need to implement the new policy to contribute to improved sustainability in global fisheries.

Not all EU Member States are fishing nations; some are landlocked or marginal fishing nations. But all Member States are markets for imported fish, and the Union is the world's largest importer of fish. Our policies for fisheries, agriculture and trade will have great influence in other regions and countries all over the world, for instance in the Mekong region.

So let us now explore and analyse our new opportunities and challenges!

### **What's new in the reform?**

For the first time in the thirty year history of the Common Fisheries Policy there are now specific rules set out in the Basic Regulation for the external aspects, such as the third country agreements and the international management of fisheries on the high seas.

I am glad to note that Sustainable Fisheries Partnership Agreement will now replace the existing agreements. As a result of the new Common Fisheries Policy, it is clearly stated that we have obligations that we need to fulfil; such as the surplus criteria.

This means that when we enter into a partnership agreement with a third country, we can only access what is left after the local needs have been met. This priority access for the local populations' needs is important. We must make sure we have sufficient scientific knowledge to determine what the surplus really is, and help developing states in stock assessments and improving fisheries management.

Also, according to our new, commonly decided basic regulation, we must ensure that our partners have the capacity to ensure democracy and human rights and we must evaluate the agreements. Transparency is essential in many aspects, including when it comes to evaluations. We must help build capacity in developing regions so that they can decide how to use their resources sustainably.

In my opinion, the new Common Fisheries Policy implies that the EU must continue to advocate the principles of sustainability and conservation of fish stocks and marine biodiversity in international and regional organisations. But good can be better, and improvements of the

efficiency and transparency of our decision-making processes are continually needed. Against this background, reforms and evaluations are necessary.

The fight against illegal fisheries will remain a priority. We have shown that political will and determination can change a bad and difficult situation to something much better. The level of illegal fishing in Baltic cod fisheries was high – but after decisive measures and engaged and supportive stakeholders, the trend could be reversed.

To turn the tide globally on illegal fisheries, we must also support the weakest nations to fight illegal fisheries. But we cannot let down our guard at home – we will need European nations to keep alert at home and in international fisheries organisations. One way to do this could be to create a Global Record of fishing vessels, and to determine the beneficial owners of the vessels. There is a need for a compulsory system and implementation for “Unique Vessel Identifier” system. We all need to work together within FAO and elsewhere in order to achieve global improvements in this area.

Sweden will continue to push for fair access to fisheries resources and fair possibilities to influence management and use of fisheries resources for developing states.

Thank you for your attention!

# Annex 2

## Programme

### Global Trends in Fisheries Governance – improving sustainability

#### Day 1, January 29

- 09.00–10.00      **Registration** and coffee
- 10.00–10.10      **Introduction** to the seminar by the facilitators Anna Jöborn (Director, Swedish Agency for Marine and Water Management) and Axel Wenblad (former Director General of the Swedish Board of Fisheries)

#### **Opportunities and challenges within future management of global fisheries and aquaculture**

- 10.10–10.30      **Keynote**, Eskil Erlandsson, Minister for Rural Affairs
- 10.30–10.50      **EU CFP External Dimension**, Lowri Evans, Director General, European Commission, Directorate-General for Maritime Affairs and Fisheries
- 10.50–11.10      **EU CFP External Dimension**, Isabella Lövin, Member of European Parliament
- 11.10–11.30      **The global footprint of distant water nations**, Daniel Pauly, Professor, University of British Columbia
- 11.30–11.50      **Benefits of rebuilding global fisheries**, Beth Fulton, Science Fellow, Australian Commonwealth Scientific Industrial Research Organisation CSIRO (video link)
- 11.50–12.10      **Sustainability and transparency inside and outside EU sustainable partnership agreements**, Beatrice Gorez, Coordinator, Coalition for Fair Fisheries Arrangements
- 12.10–13.00      **Panel discussion** with speakers and Magnus Kindbom, State Secretary, Swedish Ministry for Rural Affairs
- 13.00–14.00      Lunch at Rosenbad restaurant

#### **Future challenges and opportunities for international and regional management organizations to improve global sustainability**

- 14.00–14.20      **Avoiding fishing down the governance index**, Henrik Österblom, Deputy Science Director, Stockholm Resilience Centre
- 14.20–14.40      **Surplus and sustainability**, Ernesto Jardim, Senior Fisheries Scientist, European Commission Joint Research Centre
- 14.40–15.00      **Surplus in UNCLOS and the new CFP**, Niels Krabbe, legal adviser, Swedish Agency for Marine and Water Management
- 15.00–15.20      **The sustainability of extraterritorial unilateral EU measures**, Dr. Bjørn Kunoy, Legal Adviser, Foreign Affairs Department, Faroe Islands
- 15.20–15.40      **Treatment of small-scale fisheries in relation to industrial fisheries**, Rebecca Metzner, Senior Fishery Analyst, the UN Food and Agriculture Organisation
- 15.40–16:10      **Future EU-Africa fisheries relations: African artisanal fishing communities' expectations**, Gaoussou Gueye, General Secretary, African Confederation of Artisanal Fishing Organisations
- 16.10–16.30      Coffee break

16.30–16.50	<b>Global biodiversity and fisheries policies interactions and solutions,</b> Jake Rice, Chief Scientist, Department of Fisheries and Oceans, Canada
16.50–17.10	<b>Can aquaculture help recover wild fish stocks and provide food security?</b> Max Troell, Associate Professor, Beijer Institute of Ecological Economics and Stockholm Resilience Centre
17.10–17.30	Break or extra time for moderators to use at will
17.30–18.30	<b>Panel discussion</b> with speakers and Niki Sporrang, Director, the Fisheries Secretariat
18.30–20.30	Light dinner reception

## Day 2, January 30

### Regional fisheries management organisations (RFMOs) and relevant current legal and sectoral developments in international waters

08.30–09.00	Coffee and introduction to the second day
09.00–09.20	<b>Improving sustainability by partnerships,</b> Douglas Beveridge, Sustain able Fisheries Partnership
09.20–09.40	<b>An evaluation of RFMO performance,</b> Daniel Pauly, Professor, University of British Columbia
09.40–10.00	<b>Experiences from the North East Atlantic Fisheries Commission NEAFC and the global Regional Fishery Body Secretariats Network RSN,</b> Kjartan Hoydal, former NEAFC secretary
10.00–10.20	<b>Fisheries and biodiversity beyond national jurisdiction,</b> Jake Rice, Chief Scientist, Department of Fisheries and Oceans, Canada
10.20–10.40	Coffee break
10.40–11.00	<b>Fisheries subsidies in developed and developing parts of the world,</b> Clarisse Morgan, Counsellor, World Trade Organisation
11.00–11.40	<b>Experiences from the Long Distance Fleet Regional Advisory Council LD RAC,</b> Carlos Aldereguía, Executive Secretary of the LD RAC and Beatrice Gorez, Coordinator, Coalition for Fair Fisheries Arrangements
11.40–12.50	<b>Panel discussion</b>
12.50–13.00	<b>Conclusion</b> of the conference by Björn Risinger, Director General, Swedish Agency for Marine and Water Management
13.00	Lunch (time to visit Stockholm before departure)

# Annex 3

## Participants

<b>Participant</b>	<b>Organisation</b>
<b>Agnė Razmislavičiūtė- Palionienė</b>	<b>Permanent Representation of Lithuania to the EU</b>
<b>Agus Budhiman</b>	<b>Ministry for Marine Affairs and Fisheries Indonesia</b>
<b>Aleksandra Kordecka</b>	<b>European Commission DG MARE</b>
<b>Anders Alm</b>	<b>Ministry of the Environment Sweden</b>
<b>Anders Hellberg</b>	<b>Freelance journalist</b>
<b>Andreas Sundelöf</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Anna Fällman</b>	<b>Ministry for Rural Affairs</b>
<b>Anna Jöborn</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Anna Larson</b>	<b>Ministry for Rural Affairs</b>
<b>Anna Torvestig</b>	<b>Ministry of the Environment Sweden</b>
<b>Annelie Brand</b>	<b>The Fisheries Secretariat</b>
<b>Annika Hallman</b>	<b>Klimatmagasinet Effekt</b>
<b>AnnLouise Martin</b>	<b>Freelance journalist</b>
<b>Arne Andreasson</b>	<b>Consultant</b>
<b>Axel Wenblad</b>	<b>Consultant</b>
<b>Beatrice Crona</b>	<b>Stockholm Resilience Center</b>
<b>Beatrice Gorez</b>	<b>Coalition for Fair Fisheries Arrangements</b>
<b>Björn Dahlin</b>	<b>Freelance photographer</b>
<b>Bjørn Kunoy</b>	<b>Foreign Affairs Department, Faroe Islands</b>
<b>Björn Risinger</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Camilla Burman</b>	<b>Swedish Board of Agriculture</b>
<b>Carlos Aldereguía</b>	<b>Long Distance RAC</b>
<b>Catarina Hedar</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Cecilia Lindblad</b>	<b>Swedish Environmental Protection Agency</b>
<b>Charlotta Järnmark</b>	<b>WWF Sweden</b>
<b>Charlotta Sörqvist</b>	<b>Ministry of the Environment Sweden</b>
<b>Christina Lindström Krossling</b>	<b>Ministry for Rural Affairs</b>
<b>Clarisse Morgan</b>	<b>World Trade Organisation WTO</b>
<b>Daniel Pauly</b>	<b>University of British Columbia</b>
<b>Douglas Beveridge</b>	<b>Sustainable Fisheries Partnership</b>
<b>Ellen Bruno</b>	<b>Swedish Society for Nature Conservation</b>
<b>Eny Buchary</b>	<b>Stockholm Resilience Center</b>
<b>Erik Bjørn Olsen</b>	<b>Danish Society for a Living Sea</b>
<b>Ernesto Jardim</b>	<b>EC Joint Research Centre</b>
<b>Filippa Säwe</b>	<b>Lund university</b>
<b>Fredrik Arrhenius</b>	<b>Ministry for Rural Affairs</b>
<b>Fredrik Nordwall</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Gabriel Michanek</b>	<b>University of Uppsala, Faculty of Law</b>
<b>Gaoussou Gueye</b>	<b>African Confederation of Artisanal Fishing Organisations</b>
<b>Geir Oddsson</b>	<b>Nordic Council of Ministers</b>
<b>Gonçalo Carneiro</b>	<b>NIRAS International Consulting</b>
<b>Gun Rudquist</b>	<b>Swedish Society for Nature Conservation</b>
<b>Gunilla Vannmer</b>	<b>Ministry for Rural Affairs</b>



<b>Henrik C Andersson</b>	<b>County Administrative Board of Stockholm</b>
<b>Henrik Österblom</b>	<b>Stockholm Resilience Center</b>
<b>Ingela Isaksson</b>	<b>County Administrative Board of Västra Götaland</b>
<b>Ingemar Berglund</b>	<b>Swedish Agency for Marine and Water Management</b>
<b>Inger Näslund</b>	<b>WWF Sweden</b>
<b>Isabella Lövin</b>	<b>Member of European Parliament</b>
<b>Jacob Hagberg</b>	<b>BalticSea2020</b>
<b>Jake Rice</b>	<b>Department for Fisheries and Oceans Canada</b>
<b>James Gray</b>	<b>The Pew Charitable Trusts</b>
<b>Jan Isakson</b>	<b>Greenpeace Nordic</b>
<b>Joakim Hjelm</b>	<b>SLU / Institute for Marine Research</b>
<b>Johan Augustin</b>	<b>Freelance journalist</b>
<b>Johan Sundberg</b>	<b>Sida</b>
<b>Johanna Jansson</b>	<b>Ministry for Rural Affairs</b>
<b>Jorid Hammersland</b>	<b>Ministry of the Environment Sweden</b>
<b>Julio Morón</b>	<b>OPAGAC</b>
<b>Justine Maillot</b>	<b>Greenpeace EU unit</b>
<b>Kajsa Garpe</b>	<b>Swedish Society for Nature Conservation</b>
<b>Kari Stange</b>	<b>Wageningen University</b>
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