

Legal and policy frameworks related to Baltic salmon and herring management in the EU and regional levels

Prospects for ecosystem-based governance

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Ecosystem-based management

- Many definitions emerged since the 90s with varying focus and scope
- Narrow definition: effects of fishing on non-target species
- Broad definition: sustainability of fish resources, their dependence on a functioning ecosystem, and interdependencies with society
- Stakeholder involvement, decentralization and adaptive management
- EU is trying to move towards ecosystem-based fisheries governance: “ecosystem-based approach” present in the CFP and the MSFD

Reviewed literature

- About 50 scientific articles and policy documents (2005-2015)
- Most scientific articles discuss the current interpretations of ecosystem-based fisheries management in general level in relation to the CFP, the MSFD and the MSP
- Review concentrated on how current policies and decision-making processes could support ecosystem-based management, and particular attention was given to regionalization

The CFP as main management framework

- TACs and technical measures have been traditional management measures
 - > *more flexible management (selective fishing + area-specific regulations) needed*
- New Basic Regulation (1380/2013): environmental, economic and social objectives; maximum sustainable yield; landing obligation for bycatch, regionalization; transferable fishing concessions
 - > *could benefit EBM but success depends on specific implementation of measures and accompanying incentives*
- Multiannual plans for the Baltic salmon (COM 2011/470) and for cod, herring and sprat in the Baltic Sea (COM 2014/614) have been prepared
 - > *multi-annual management will be prioritized over annual management*
 - > *stakeholders support long-term planning but their engagement has not been successful*

Decision making on the Baltic Sea fisheries

- Each MS can manage the inshore fisheries within 12nm, the rest is decided on the EU level
- ‘Co-decision’: the Parliament approves legislation together with the Council based on a proposal from the Commission -> *lengthy process*
- TACs and quotas remain the sole responsibility of the Council
-> *multiannual plans should provide a framework for setting the TACs*
- The Commission prepares proposals based on the scientific advice (ICES) after consulting experts (STEF) and stakeholders (BSAC)
-> *no obligation to follow the given advice, the new CFP slightly strengthens the position of BSAC*

Regionalization of the CFP in the Baltic Sea

- The new Basic Regulation encourages MS to cooperate regional level involving relevant ACs
 - > *voluntary setup and limited transfer of authority to regional level*
- The Baltic Sea Fisheries Forum (BALTFISH) initiated in 2009 involves all eight MS bordering the Baltic: high-level group and the forum seminar
 - > *the diluted role of the BSAC, lack of transparency, and lack of resources*

Some points for further reflection

- What would be the pros and cons for integrated ecosystem-based management of Baltic salmon and herring?
 - > Current policies do not consider their interaction and interdependence
- What kind of management structure would be optimal for EBM of Baltic salmon and herring fisheries?
 - > Current policy framework encourages regional cooperation between MS in multiannual plans and technical conservation measures, but how to ensure cooperation and what will be the role of BALTFISH and BSAC?