



Nye tendenser i amerikansk fiskeriforvaltning og mulige konsekvenser for europæisk fiskeriforvaltning

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Danske havne

Temamøde om fiskeriforvaltning og udvikling af trafikhavneaktiviteter
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PRELIMINARY REPORT
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GOVERNORS' DRAFT
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1976 Magnuson-Stevens Fishery Conservation and Management Act

Forbød udenlandsk fiskeri i US-farvande

Indførte 200 sømil EEZ

Senere fulgte the Capital Construction Fund and Fishing Vessel Obligation Guarantee Program

Og opbygningen af fiskeriet i NV Stillehav (Alaska Pollack)



Figure 19.2. Fisheries are Managed at the Regional Level



The Magnuson-Stevens Fishery Conservation and Management Act of 1976 created eight regional fishery councils to manage the harvest of living marine resources within each region. The councils are responsible for sustainable development of domestic fisheries and link the fishing community more directly to the management process. Several states belong to more than one council. For example, Oregon and Washington are members of both the Pacific Council and North Pacific Council.

RFMCerne har ofte fulgt fiskernes krav mod videnskabens råd

33 af 147 arter er overfiskede, 50 viser tegn på tidligere overfiskning

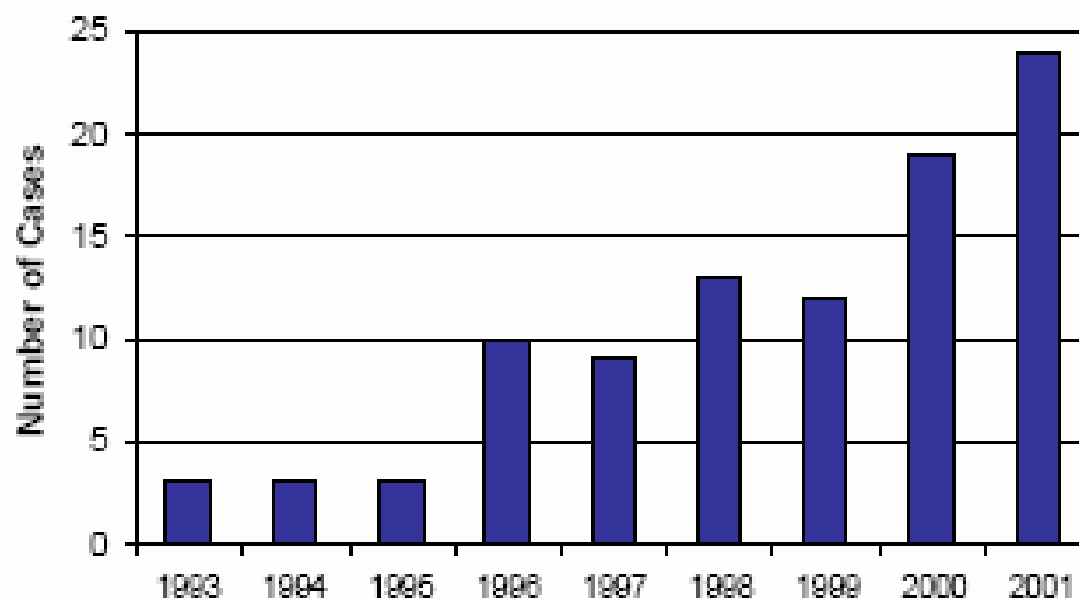


En undtagelse

“... the North Pacific council has a history of setting harvest levels at or below the level recommended by its SSC. Many policy makers believe this practice is largely responsible for the successful management of the fisheries in that region.”



Figure 19.1. Fishery Litigation Grows as Interests Clash



From 1993 to 2001, the number of cases brought against the National Marine Fisheries Service increased eight fold. A major cause of new cases during this time was disputes about the validity of stock assessments and resulting catch limits.

Source: National Academy of Public Administration. *Courts, Congress, and Constituencies: Managing Fisheries by Default*. Washington, DC, July 2002.



Viden er ikke problemet

“The Mid-Atlantic and New England RFMCs, which managed fourteen of the thirty-three stocks that experienced overfishing in 2001, have some of the best scientific support in the world. A 2002 National Research Council report concluded that the problem in most cases of overfishing was that the RFMCs disregarded or downplayed valid scientific information when setting harvest guidelines.”

“Social, economic, and political considerations have often led the councils to downplay the best available scientific information.”



Anbefaling: adskil videnskab og politik

SSC members should meet more stringent scientific and conflict of interest requirements, and receive compensation.

For at styrke de videnskabelige råd:

- “Each Regional Fishery Management Council should be *required to set harvest limits at or below the allowable biological catch* determined by its Scientific and Statistical Committee.”





Behov for uafhængig kontrol af videnskaben

The National Marine Fisheries Service should develop a process for independent review of the scientific information generated by the Scientific and Statistical Committees in all regions.

The process should include three distinct procedures:

- a standard review, undertaken annually by regional scientists, to ensure that the correct data and models are being used.*
- an enhanced review to evaluate the models and assessment procedures. To ensure that these reviews are independent, a significant proportion of the reviewers should come from outside the region and be selected by a group such as the Center for Independent Experts. These types of reviews would be conducted on a three- to five-year cycle, or as needed, to help ensure that the latest methods and approaches are being used.*
- an expedited review to be used when results are extremely controversial or when the normal review process would be too slow. In these cases, all reviewers should be selected by a group such as the Center for Independent Experts.*

A certification procedure for stock assessment scientists will help ensure implementation of these standards.



Inkludere fiskerne i biologien

Underutilized fishing vessels can provide cost-effective research platforms to expand the scope of data gathering and create an additional source of income for fishing communities waiting for stocks to recover. Fishing vessels are usually significantly less expensive to operate than traditional research vessels, while still suitable for many types of research.

- **Scientists can also benefit from the knowledge and experience gained by fishermen during years at sea**
- **Greater involvement of fishermen in research programs appears to have been successful in reversing this perception and promoting better understanding between fishermen and scientists.**



Slut på kapløbet om fisken

Både input- og output-reguleringer stimulerer omgåelse og teknologi som skærper kapløbet og forværrer balanceproblemer

“...the increasingly adversarial relationship between fishermen and managers... created intense pressures. Fishermen fished harder for smaller returns and managers hesitated to further reduce catch limits, fearing political and economic consequences. These pressures have been identified by many as a contributing factor in the decline of several fish stocks”



Privilegier i stedet for rettigheder

Regulering af adgang er en god vej frem, men rettigheder kan kapitaliseres med balanceproblemer til følge.

Staten bør ikke give ret til fisk, men privilegeret adgang til at fiske i en bestemt periode





Tildelte adgangstrettigheder

The term dedicated access privileges is preferable for several reasons.

- **First, it highlights the fact that fishing is a privilege, not a right.**
- **Second, it is an umbrella term that includes access privileges assigned to individuals (ITQs; IFQs; individual gear quotas), as well as to groups or communities (community development quotas; cooperatives; area-based quotas, community-based quotas).**
- **Finally, it reflects the fact that the dedicated privilege being granted is *access to the fish*, rather than the fish themselves.**



TAR bør tage sociale hensyn

I 1996 vedtog kongressen et stop for IFQ indtil National Academy of Sciences havde vurderet systemet.

Rapporten var positiv. Men det skal tilpasses brugerne.

- *Alaska customized the program to account for vessel size and type, placed a one percent cap on the share of quota any one person or entity could control, and prohibited absentee ownership to ensure quotas would remain in the hands of working fishermen. Halibut and sablefish fishermen, previously skeptical, are now among the program's biggest supporters. This illustrates the value of taking potential socioeconomic ramifications and other stakeholder concerns into account during the design phase of any dedicated access program."*



TAR skal

specify the biological, social, and economic goals of the plan; recipient groups designated for the initial quota shares; and data collection protocols.

- ***assign quota shares for a limited period of time to reduce confusion concerning public ownership of living marine resources, allow managers flexibility to manage fisheries adaptively, and provide stability to fishermen for investment decisions***
- ***mandate fees for exclusive access based on a percentage of quota shares held. These user fees should be used to support ecosystem-based management***
- ***include measures, such as community-based quota shares or quota share ownership caps, to lessen the potential harm to fishing communities during the transition to dedicated access privileges.***



Fortsat kapacitetsreduktion

Congress should repeal the Fisheries Finance Program, the Capital Construction Fund, and other programs that encourage overcapitalization in fisheries. The National Oceanic and Atmospheric Administration (NOAA) should implement programs to permanently reduce fishing capacity to sustainable levels.

- ***to the maximum extent practicable, capacity reduction programs should be funded by those who profit from them—the fishermen remaining in the fishery.***

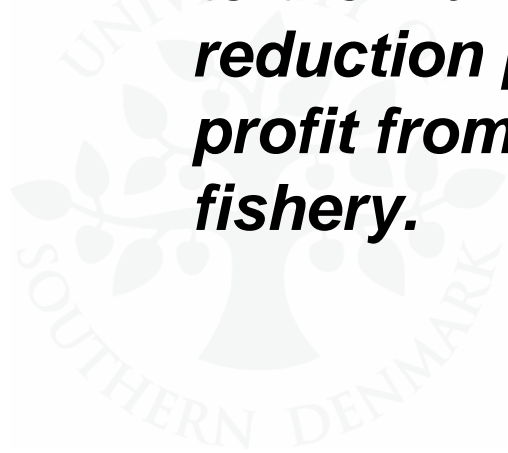




Figure 19.4. Monitoring Fisheries from Space



The Vessel Monitoring System (VMS) transmits Global Positioning System data from vessels to enforcement monitoring stations via satellite. VMS can also be configured for two-way transmission, allowing VMS personnel to send useful information to fishermen at sea.



Økosystem-baseret management

US fiskeriregioner er defineret i overensstemmelse med store marine økosystemer

De er derfor født til økosystembaseret forvaltning og har flerarts-bevaringsplaner – men planerne giver ingen eller ringe opmærksomhed til arter som er kommercielt ubetydelige, men ikke desto mindre er vigtige for økosystemets funktion





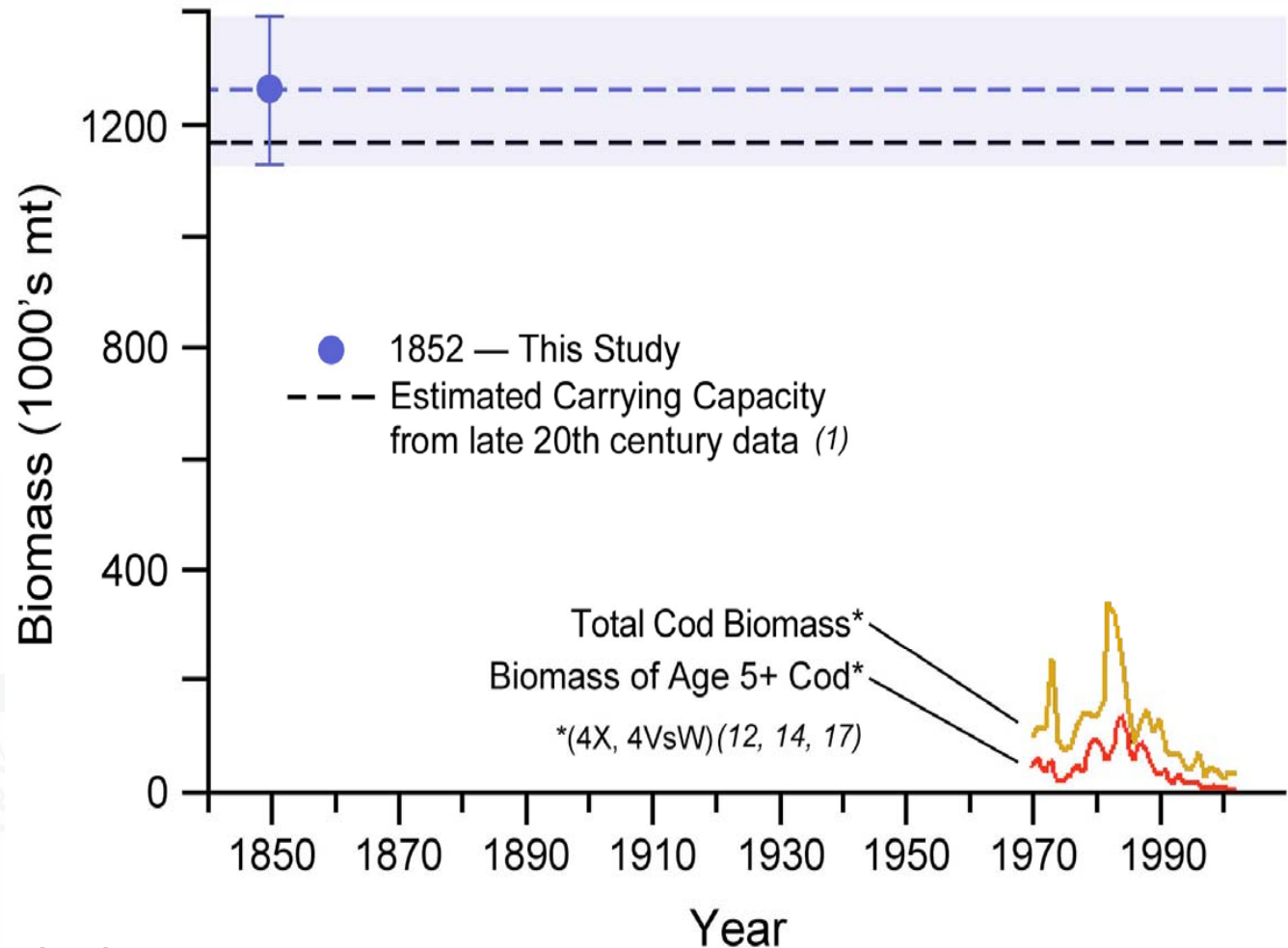
Behov for nye længere tidsserier

... the lack of baseline data on marine mammal biology coupled with limited stock assessment data make it difficult to evaluate population abundance and trends or distinguish management successes and failures.



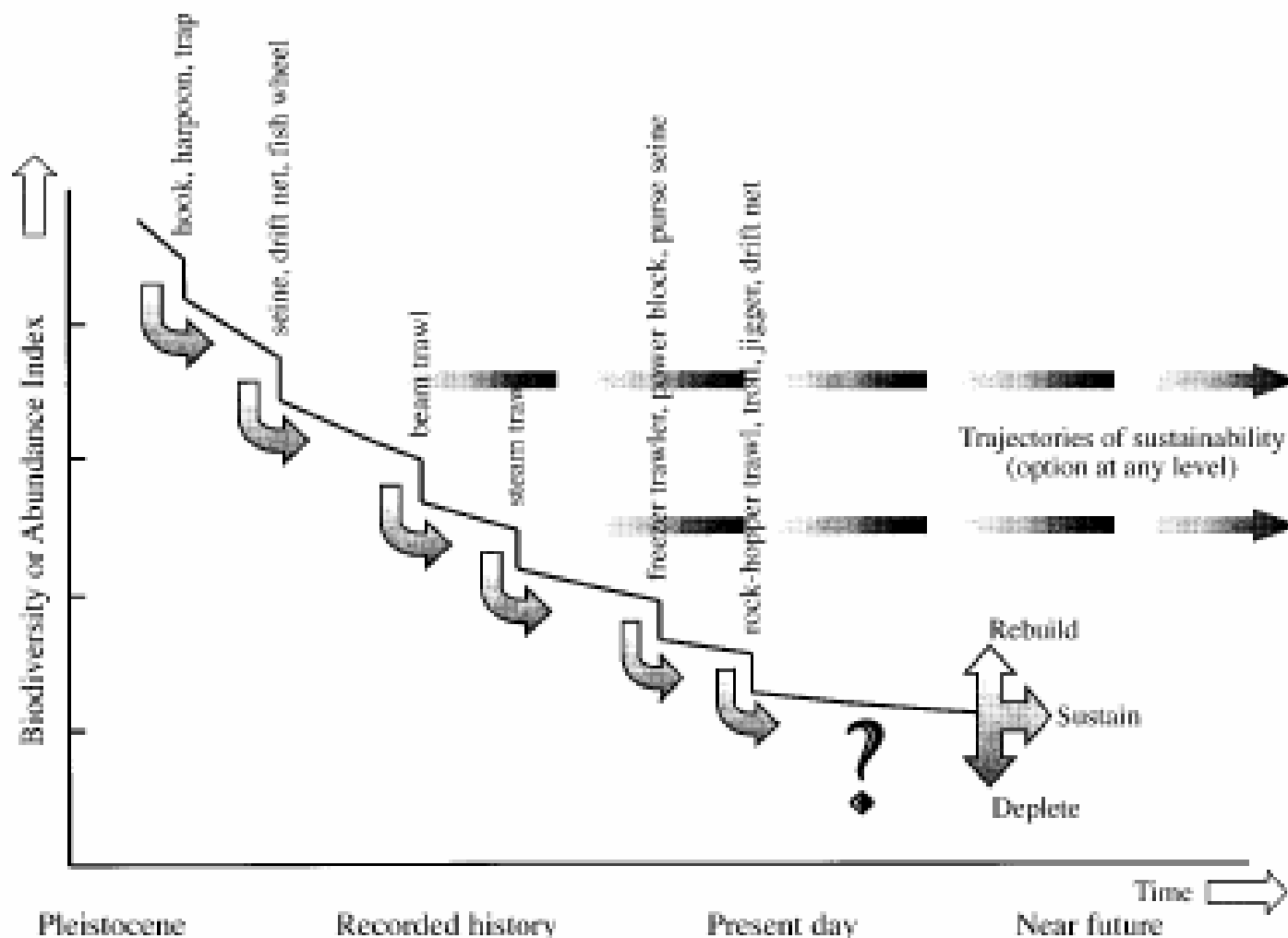
Voldsom reduktion af torsk

Scotian Shelf – beregnet og historisk biomasse





Bæredygtighed eller genopbygning?



Pitcher 2001



Økosystem og mennesker er gensidigt afhængige

An ecosystem-based management approach will also allow managers to better consider the impacts of their plans on fishermen and the communities in which they live. ...

The more managers know about the social and economic factors influencing fishing behavior, the more success they will have in designing regulations that have the intended effect.





Marine Protected Areas

In the case of Atlantic halibut, the New England RFMC designated the entire Gulf of Maine and almost all of Georges Bank as essential. The North Pacific council designated almost the entire EEZ below the Arctic Circle as essential for one species or another. But when everything is special, nothing is.

EFH should result in the protection of major fish species during vulnerable stages of their life history, while minimizing disruption to fisheries or other offshore uses. Like other resource management programs, any approach to protecting EFH must also be enforceable and reasonably simple to implement.



Internationalt migrerende arter

Øget amerikansk pres på EU for at indføre beskyttelse af arter som krydser Atlanten (tun, sværdfisk)

Forbud mod fiskere (fiskeimport) fra lande som ikke overholder de internationale konventioner





Sammenfatning

■ De er glade for

- USAs eksisterende høje grad af lokal deltagelse i forvaltningen
- *Foreningen af videnskab og forvaltning*
- *Og regional fleksibilitet*

■ Problemet er

- Overfiskeri
- Ødelæggelse af habitater
- Og negative konsekvenser for både økosystemer og fiskerisamfund

■ Målet er

- ecosystem-based approach

■ Midlerne er

- *Adskillelse af videnskab og politik*
- *Bedre integration af data, videnskab, forvaltning og kontrol*
- *Udnyttelse af tildelte adgangsrettigheder*



Hvad kan vi vente?

Internationalt pres for forvaltning af migrerende arter og sårbare internationale habitater (Midt-Atlantiske Højderyg)

Økosystembaseret regional forvaltning (Nordsøen-Skagerrak, Kattegat, Bælterne, Østersøen) – med sociale hensyn?

Inddragelse af fiskere i videnskaben

Øget regionalisering – inklusiv lokalsamfundshensyn

Marine Protected Areas



Rettigheder eller privilegier?

Vi er på den lige vej mod et rettighedssamfund – med juristerne som vindere

Et sådant samfund *kan* ikke tage hensyn til økosystemer og lokalsamfund

Derfor må vi udvikle en tænkning som tager udgangspunkt i at vi har naturen til låns – at fiske er et tildelt privilegium som man mister hvis man er hensynsløs





**Det kræver nye institutioner
– regionale ansvarlige repræsentationer**

Vil havnene spille en rolle?

Tak for jeres opmærksomhed!

