

2.1.1. GOVERNANCE FRAMEWORK

CONFISH

- Connectivity among Mediterranean fishery stakeholders and scientists resolves connectivity of fishery populations –

WP 2 – COMMUNICATION

ACTIVITY 2.1 - GATHER KEY INFORMATION ON EMPIRICAL KNOWLEDGE ABOUT MARINE ECOSYSTEM

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INTRODUCTION

The present document includes the results of the involvement of key stakeholders in the activity “Gather key information on empirical knowledge about fishery systems” in the ConFish project, in pursuing the following objectives:

1. Understand the fishery support: Institutional (decision) responsibility, its overlaps and gaps;
2. Understand the institutional cooperation (including governance instruments);
3. Systematize policies and strategic framework influencing the community.

This participatory approach has the potential to create capacities in all involved, is central to build trust and interest, and to transform the way stakeholders look at, and use, the resources, and work collectively towards a sustainable fisheries management. The following chapters of the report include the methodology, the participants’ characteristics and the results obtained in each of the three case studies.

METHODOLOGY

Table 1 presents the suite of exercises conducted with key stakeholders in each of the three case studies included in the project (Komiža, Croatia; Patti, Italy and Palamós, Spain). It includes the objectives and key steps developed in the exercises during the work sessions.

Table 1 Exercises of the works sessions and objectives and methodology of the exercises

EXERCISE	OBJECTIVE	METHODOLOGY - KEY STEPS
Fishery value chain	Identification of all relevant actors in the fishery value chain in each community, understand the respective dynamics and business models and capture the interchanged value between actors	<ol style="list-style-type: none"> 1. Identify the relevant actors involved in the fishery value chain and select the primary actors; 2. Identify primary actors order of intervention in the value chain; 3. Identify dependencies in the value chain: values that each actor delivers and receives from other actors in the value chain; 4. Rate the order and 'power' each actor has in the value chain.
Governance systems	Aims to identify the systems that supports fishery (based on actors identified in the previous exercise) and its dynamics (including drivers), the systems of interaction and the rules of the system (legal framework as well as implicit/cultural rules)	<ol style="list-style-type: none"> 1. Identify drivers that can interfere or already interferes in the value chain. 2. Categorize the systems of interaction according to groups of drivers 3. Establish interactions between categories and actors 4. Identify formal or informal rules that influence the systems to be governed;

All sessions began with a presentation of the ConFish project by the local team followed by a presentation of the purpose, the dynamics and the agenda of the workshop by the team in charge of communication in the ConFish project (IST). In the Croatian case study the leader of ConFish consortium did also a brief presentation of the project via skype.

For clarification, the following concepts of driver and rules have been used:

Driver is defined as anything related to an observable fact that somehow determines the behaviour of a primary actor – examples: biodiversity conservation, responsible fishery, new tech, areas for harvesting, trade laws, fuels, eco-labelling, and legislation.

Rules are a guide for conduct or action, procedure, custom, or habit: community wise, regional, country and European area.

PARTICIPANTS

The stakeholder meetings were intended to involve stakeholders directly engaged in the fishing activity, as well as other stakeholders that relate less directly to the specified activities. Therefore, the meetings intended to strongly involve the fishermen community, but also the social and cultural (institutions), main economic sectors (businesses), environmental actors (e.g. NGO) as well as local governments and other key and relevant stakeholders as defined in each community. Thus, the intention was to invite those that were considered important and with a higher influence upon the aspects treated by the ConFish project. The meetings were planned to have between 5-10 participants which were selected from the list of stakeholders categories (Annex II) which was then filled in with relevant stakeholders by local partners. This enabled us to cover the most relevant stakeholders and engage them in the participative process. After the selection, an invitation was sent to all stakeholders followed by a phone call a few days later as a reminder. Annex I presents the team members, that were in each meeting. The team arrived one day before the sessions in order to meet for fine-tuning of the agenda and organize the facilitation.

RESULTS

KOMIŽA, CROATIAN CASE STUDY

INTRODUCTION

The stakeholders' meeting took place on March 28th 2017 at Cultural Center Ivan Vitić in Komiža from 9:00 am to 12:00 am. The session started with four participants but one left during the exercises (Annex III).

FISHERY VALUE CHAIN – ACTORS, RELATIONS AND DYNAMICS

The actors identified by the participants included a range of categories such as academia and scientific community, government and regulators, NGO's and pressure groups, investors and politicians (Figure 1). A selection of primary actors was then done.

LIST OF ACTORS

Owners of infrastructure;
Consumers, EU, RH-Croatia republic;
Ministry;
Aquaculture;
Investor in fishery process; Scientific institutions; Consultants; Fish market; Oceanographic institute (Split); Flag-OV; Fishing association; Coast guard and policy; Fisher inspection; Fisherman family; Fisherman; Tourists; Local and regional government; NGO (nature protect); Local and regional government; Craft chamber; Veterinary inspection; Politics; Italian fisherman.

PRIMARY ACTORS

- Institute (scientific);
- Ministry;
- Fisherman association;
- Department for fishery;
- Inspection; Experts;
- Operators (selling);

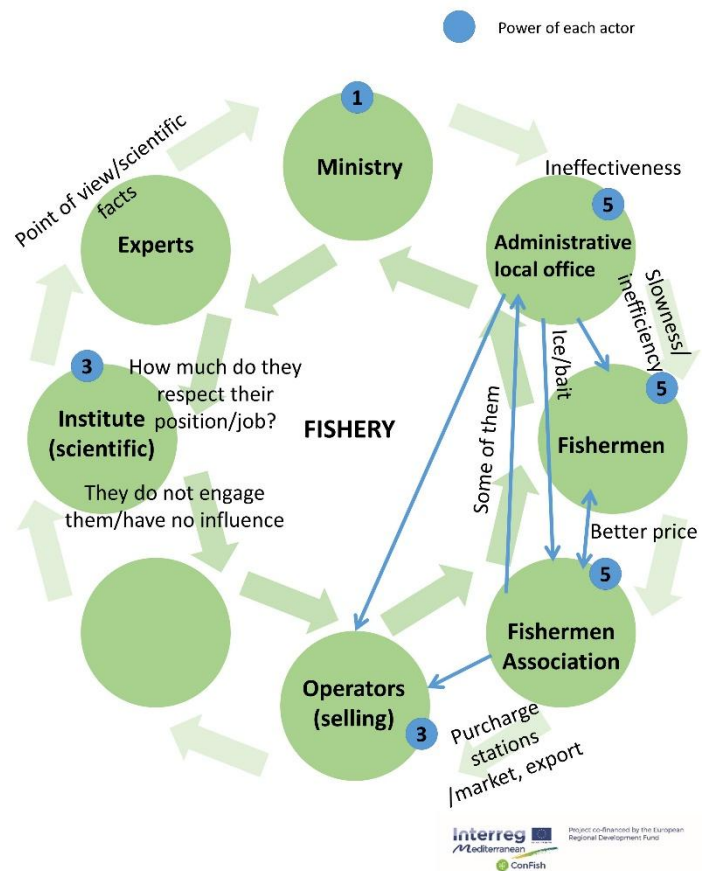


Figure 1 Komiža fishery value chain

Primary actors are those considered more relevant for Komiža's fishery value chain, including those with the decision-making power, which was then ranked from the one with more power to the one with the less power: ministry (1), operators (selling) (3), scientific institute (3), fisherman association (5), and administrative local office (6). Both the fisherman and the experts were included in the value chain, but had no power assign. Consumers and industrial business were not included in the value chain. The first were identified in the list of actors and omitted from the primary actors because, according to the participants, they don't influence the dynamics of the value chain ("there is always consumers and someone to sell the fish to" they said). Industrial business was also recognized as a valuable actor, but as currently there is no industry in Komiža, they were not represented in the value chain. In Komiža all fish is exported, there is no transformation industry, which represents a weakness in the value chain. The value chain in Komiža reveals a rational hierarchical structure with a top-down flow of power and influence from the governmental level to the level of fisherman. The fact

that the participants omitted the consumers from the value chain is also indicative of this way of function, also showing that consumption is not a driver in fishery in Komiža. Regarding the actors relationship, as shown in Figure 1, the relations among actors are few. While identified in the value chain some actors seem not to be connected, such as that case of the scientific institute with other actors in the value chain. The same is valid for the ministry and remaining actors. Participants mentioned a disconnection between administration and fisherman, which represents a constraint in the fishery system of Komiža. According to them, this may happen due to the lack of trust and suspicious of fisherman in relation to high level decision-makers and politicians.

Another important aspect to observe in the value chain is the flow of knowledge. Participants considered important to include the experts and scientific institutes in the chain. This reveals a strong need for knowledge. The fact that fisherman are mainly old people with lack of education and knowledge seem to act as a barrier to upgrade and innovate in the sector. At the same time, new knowledge and the creation of capacities is seen as necessary by the stakeholders. Fishermen still practice fishery in a traditional way, without innovation in practices or tools. For example it was said that fisherman sometimes just leave the nets during a month in the sea, and have not shown interest in learning new technologies that enable both increasing the efficiency of their activity as well as improve the preservation of species. The lack of technology and wrong practices can represent a threat to the improvement of fishery and of the relationships between actors in the value chain.

GOVERNANCE SYSTEMS

Two systems of interaction were identified in Komiža: the EU legislation and the protection of the ecosystems (Figure 2). Participants argued that the bad outcomes in the fishery sector are related to entering in the EU. It appears that the new rules and regulations were not context-shaped, that the fishermen were not engaged in this process and that there was no effort placed on learning and adaptation.

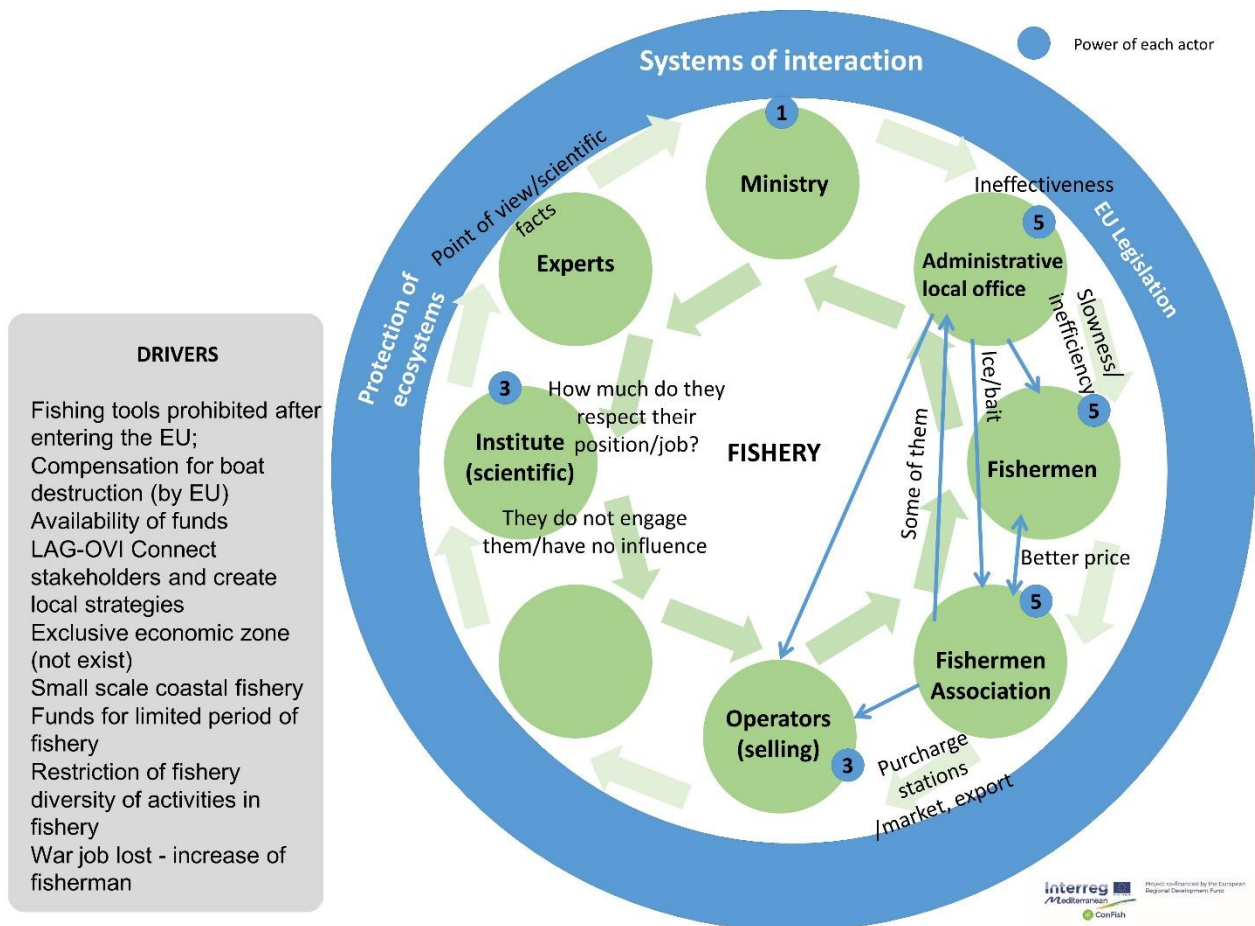


Figure 2 Komiža governance system

The existing rules identified were top down rules such as European policies. Participants consider that the Croatian government should be the one regulating the fishery through management plans and not the EU. Nevertheless, participants consider that Croatia can take advantage from being in the EU, but according to them the national administration, especially decision makers in Zagreb, do not have the capacity to use the opportunities offered by the EU due to their lack of knowledge on the fishery sector.

A value chain that lacks in innovation and knowledge follows a typical defensive strategy. This is associated to a reactive behaviour where problems are addressed after they have occurred, attributed to external factors.

The rules of governance were not objectively identified in this case, even though some like the operating program, initiative for revitalization of small coastal fishing and the economic belt have been mentioned during discussions.

SUMMARY RESULTS

- Recognition of tradition and the importance of fisheries in Komiža;
- Lack of industry in Komiža value chain;
- The new context of the EU as obstacle for development due to lack of knowledge and capacity on the application of new rules;
- Existing scientific institutes but with no influence in the value chain, however recognizing the need to invest on knowledge;
- Lack of trust and disconnection between the administration and fishermen;
- Defensive value chain strategy.

PATTI, ITALIAN CASE STUDY

INTRODUCTION

The key stakeholders meeting took place on 12 May 2017 at ISPRA's office in Milazzo between 9:30 am and 1.00 pm, it lasted for 3:30 hours. Ten (10) key stakeholders attended the session from different sectors related to fishery activities (Annex III). The participants showed keen interest and actively contributed to the discussions.

FISHERY VALUE CHAIN – ACTORS, RELATIONS AND DYNAMICS

The list of actors identified was quite comprehensive, with all type of actors represented from the fisherman to the consumer, including control authorities, politicians and retailers (Figure 3). The primary actors in the Gulf of Patti value chain ranked with the highest power are the fisherman (1), followed by the set of consumers + retailers + restaurant owners (2), the coast guard and other control authorities (3), *exequo* with decision makers (EU, National and Local administration) (3), researchers (4), fishing cooperatives and COGEPA (5) and trade unions (6).

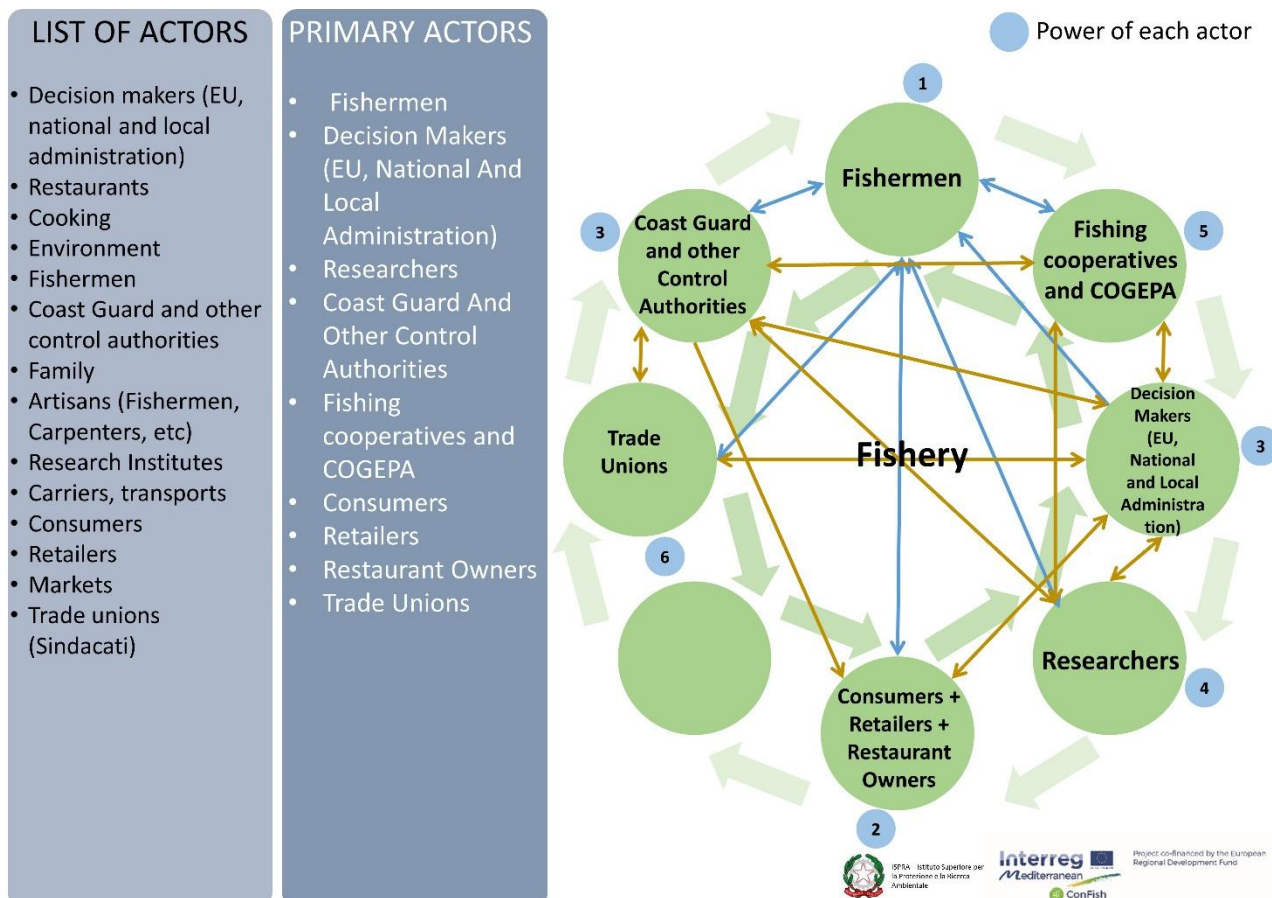


Figure 3 Gulf of Patti Fishery Value Chain structure

To understand the added value of each primary actor in the fishery value chain participants identified in a very systematic way how actors relate to each other (Table 2). The relationships between actors in the Gulf of Patti value chain are characterized, among others, by an exchange of information, technical assistance and food and work safety procedures.

Table 2 Relationships between actors in Gulf of Patti

Relationships between actors (what an actor gives to another)	
Fishermen -	Decision makers (EU, national and local administration) Rules on activities, management, food safety, work safety
Fishermen Fishing products, quality, knowledge on fishing traditions	Consumers Revenues, trust
Fishermen Fishing products, quality	Retailers, Restaurant owners Revenues, assurance for selling products

Fishermen Collaboration in studies and researches Experience, knowledge, information	Researchers Hope Technological innovation Scientific knowledge
Fishermen work	Coast Guard and other control authorities Controls Guarantee of legality Advantages to legal fishermen Protection of legal fishermen
Fishermen Representation power	Fishing cooperatives and COGEPA Representation Information on Regulations Technical assistance Possibility to discuss management actions
Fishermen Duty Representation power	Trade unions Representation Information on Regulations Technical assistance
Coast Guard and other control authorities Technical assistance	Researchers Technical assistance
Coast Guard and other control authorities Guarantee of legality Application of rules	Decision makers (EU, national and local administration) Rules
	Consumers, Retailers, Restaurant owners -
Coast Guard and other control authorities Guarantee of legality Information on Regulations	Trade unions Link between fishermen and control authorities
Decision makers (EU, national and local administration) Rules on activities, management, food safety, work safety	Fishing cooperatives and COGEPA Link between fishermen and administration
	Consumers, Retailers, Restaurant owners -
Decision makers (EU, national and local administration) Rules on activities, food safety, work safety Information on Regulations	Trade unions Link between fishermen and administration

GOVERNANCE SYSTEMS

In the Gulf of Patti the participants identified 11 systems of interaction (Figure 4).

Concentrate efforts on raising awareness about food habits, climate change and natural resources are the main priorities for the participants. These should be translated into action by getting people to change their behaviour. Also related to education, participants mentioned the importance of culture/ heritage and the transmission into the younger and future generations.

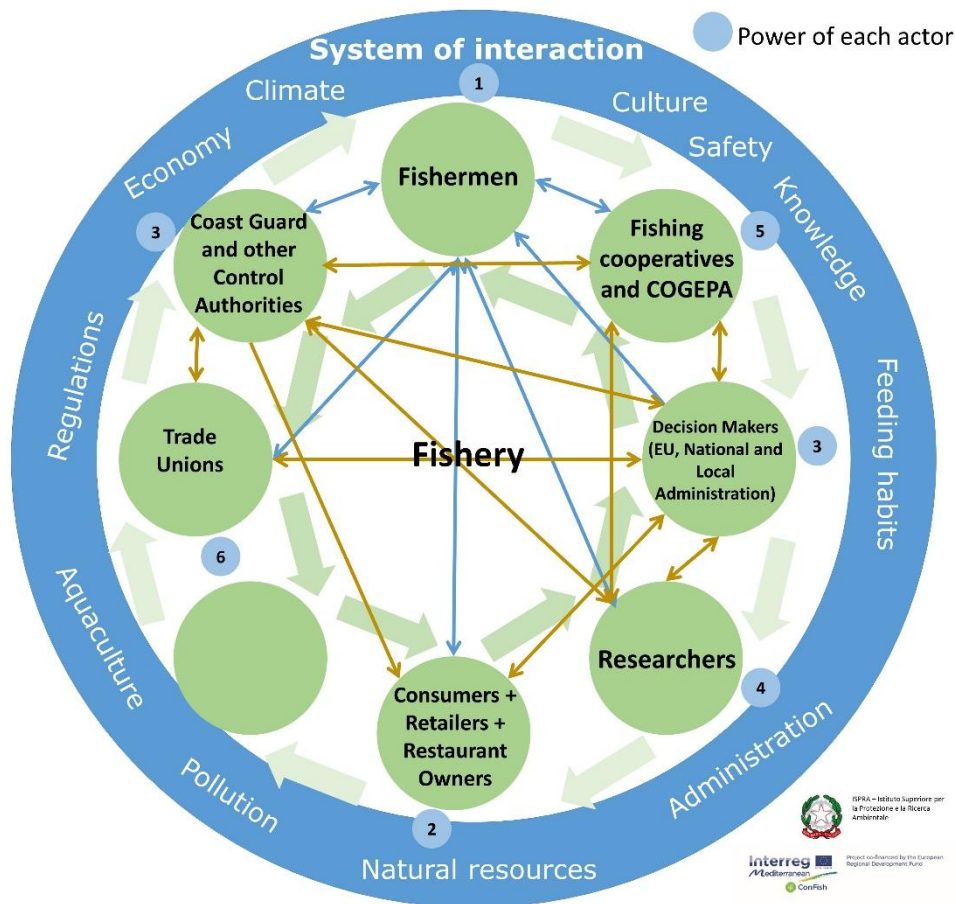


Figure 4 Gulf of Patti systems of interactions

In the identification of the rules of the system (formal and informal) that characterize the system of interaction the main subjects mentioned were: change of some rules of European legislation, information campaigns and knowledge transfer (Figure 4).

Participants consider that European legislation on some species (Bluefin tuna and swordfish) should be adapted to the local context and this may support the local fishery sector. In fact, illegal fishing is also a consequence of the strict regulations that apply to certain species, such as tuna and swordfish, leading fishermen to fish anyway, sometimes disguised as recreational fishing, despite the rules. The fishermen have not

decision power in the establishment of European regulations on large pelagic fish and the rules are not designed to take into account the reality – there are too many rules, and rules are sometimes impossible to fulfill. However, fishermen have been recently involved in a co-management experience by a Local Management Plane (LMP) of the artisanal fishery. In this context they are together associated into a management body (COGEPA).

Another key problem is the conflict between artisanal and industrial fishery since only industrial fisheries have quotas for tuna, but not the artisanal.

Other conflicts exist between artisanal fishery and Illegal, Unreported and Unregulated Fishing (IUUF) and there is also recognition of unbalanced treatment by the competent Authorities that tend to more control the professional vessels because they are easier identifiable than the illegal fishermen.

There is lack of knowledge and capacity among fishermen. Flow of communication and information is too far from the local level. Three problems were identified:

1. There is a cascade of actions that do not resolve the problem but create new problems;
2. The market does not pay – an increased threat is created by the black market that brings lower prices and flood the market;
3. Industrial transformation – there are problems of financial capacity, the solution may be the association of fishermen.

RULES OF THE SYSTEM

Industrial and artisanal fishery

- Mitigate conflicts between artisanal and illegal fishery, Unreported and unregulated Fishing (IUUF), fishery policy
- To regulate industrial and artisanal fishing separately

General

- Improvement of controls on IUUF
- Improvement of information
- Awareness for safety (food, work)
- Information in schools
- Change rules on some fishery resources (bluefin tuna, swordfish)
- European Maritime and Fisheries Fund (Regulation EU N. 508/2014 of 15 May 2014) (FEAMP in Italian)

Figure 5 Rules of the system – Gulf of Patti

In the case of Patti the strategy is an adaption to conflicts and competition among professional and non-professional fishery based on a suite of different approaches affecting the value chain.

SUMMARY RESULTS

- Enhance the role of the Local Management Plan (LMP);
- Established rules and management for industrial and artisanal fishing (European level) create conflicts;
- Improve more collective actions, under COGEPA by LMP, as well as new rules to increase the value chain;
- Reconsider the important role of the artisanal fishing and mitigate contrasts between industrial and artisanal fishery;
- Mitigate conflicts between professional and non-professional fishermen behind illegal fishing
- Promote local products (the recent economic crisis has pushed consumers to buy imported low quality products), also by the quality brand;
- Enhance tourism attraction linked to improvement of fishery value chain.

PALAMÓS, SPANISH CASE STUDY

INTRODUCTION

The work session took place on 27 May 2017 at Casa del Mar in Palamós between 9:30 am and 1 pm, and lasted for 3:00 hours. Seven (7) key stakeholders attended the session of which five were fisherman (Annex III).

In Palamós stakeholders have been involved in research projects and engaged in dialogues for quite some time, therefore participants show a relatively good level of knowledge and are aware of the challenges they have ahead regarding fishery activity. The session began with a presentation on the ConFish project by the local team (CSIC) followed by a presentation of the objectives, dynamics and agenda of the workshop by the team responsible for communication in ConFish project (IST).

FISHERY VALUE CHAIN – ACTORS, RELATIONS AND DYNAMICS

When listing the actors in Palamós participants included a full suite of representatives from catch to consumption, including fishermen, transportation and retailing sector, fishmongers and restaurants, as well as politicians and scientists.

The list reduced significantly with the selection of primary actors, the order being, from the higher to the lower: fishermen (1), consumers (2), structure of the fishermen (“Confraria de Palamós”) (3), politicians (4), and fishmongers (5). In the case of Palamós the structure of the fishermen (“Confraria de Palamós”) manages more actively the fishery sector than the public administration (represented in the value chain by the politicians), reason why it was attributed more power to it.

NGOs have a limited role in Palamós and therefore were not considered within primary actors in the value chain. Nevertheless, they are starting to develop more actions as referred by a participant representative of a NGO. Fishermen however consider that they still do not have enough actions to protect the environment.

The fishmongers were classified as the less powerful because of their weak role in the chain.

The knowledge of the fishermen regarding the ecosystems was evident, with some of them mentioning “we fishermen learned that we can fish everything” and “the most

important of all is to continue having fish". Nevertheless, we must acknowledge that the fact that most of the participants were fishermen influenced the group's perception regarding the composition of the value chain.

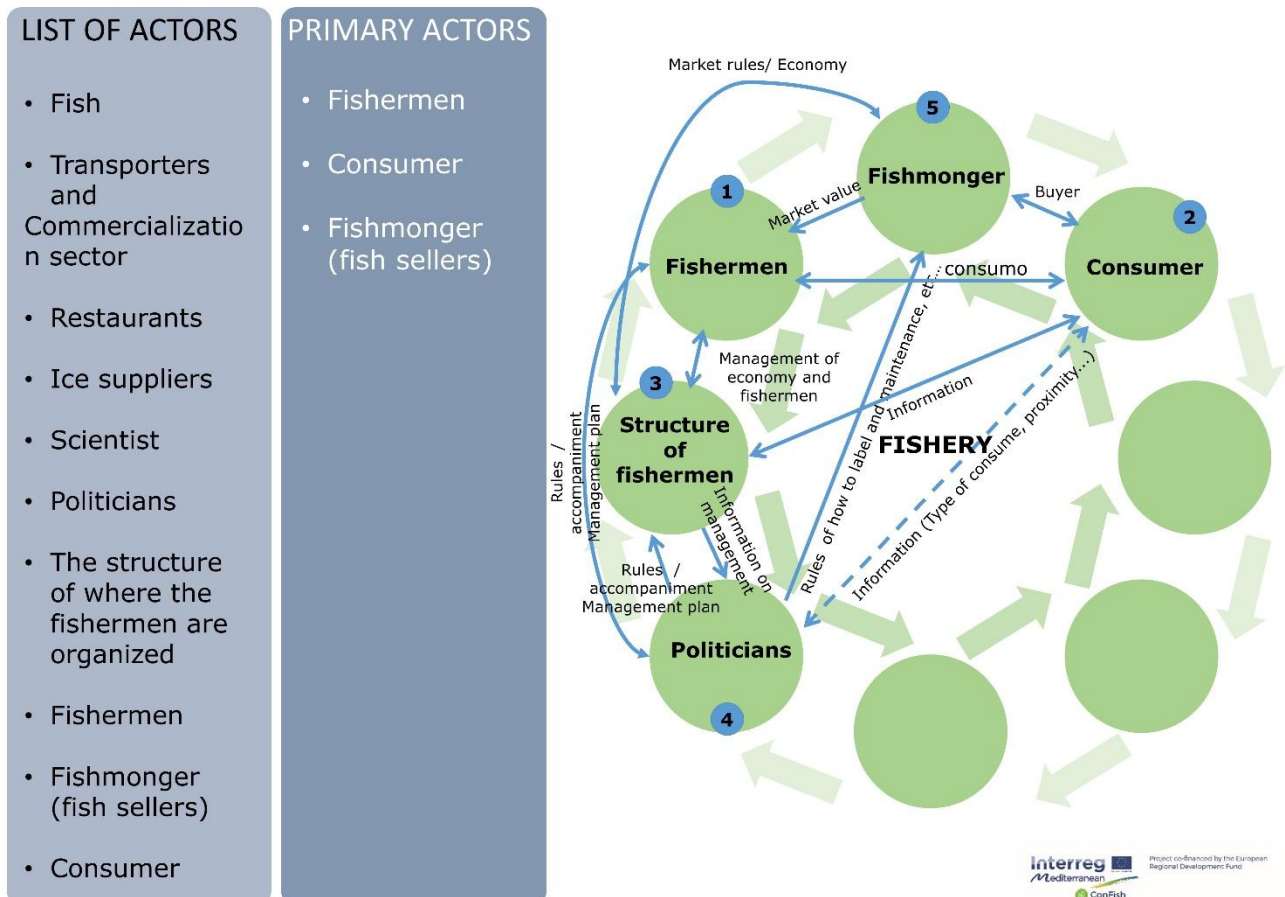


Figure 6 Palamós Fishery Value Chain

Regarding the interdependencies among actors it is worth to see that the actors seem to be well connected since they all establish different types of relations with other actors of the chain. Fishermen have a strong relation with the fishing association ("Confraria de Palamós") with multiple dependencies (e.g. economic, management). Fishmongers have to follow the rules established by the association and are related through economic activities, with the fishmonger paying to the fishery association and not to the fisherman.

"There are actors that bring nothing to the fishermen, like the fishmonger. The fishermen could sell directly to the consumer" mentioned a fisherman. Indeed, according to the participants the relationship between fishermen and fishmonger is

weak, with no communication between them and with the fish product being their only link. Furthermore, fishermen consider that fishmongers could orient catches in order to add value to the product.

The politicians are using the fishery activities as a label to attract tourism (e.g. gastronomic events) as a participant said "Palamós would get less tourism if the fishing fleet was not here".

GOVERNANCE SYSTEMS

In Palamós eight systems of interactions were identified: Markets; Habits and consumption behaviour; Gastronomy; Communication and marketing; Political system; Ecosystems; Management; and Knowledge (Figure 7).

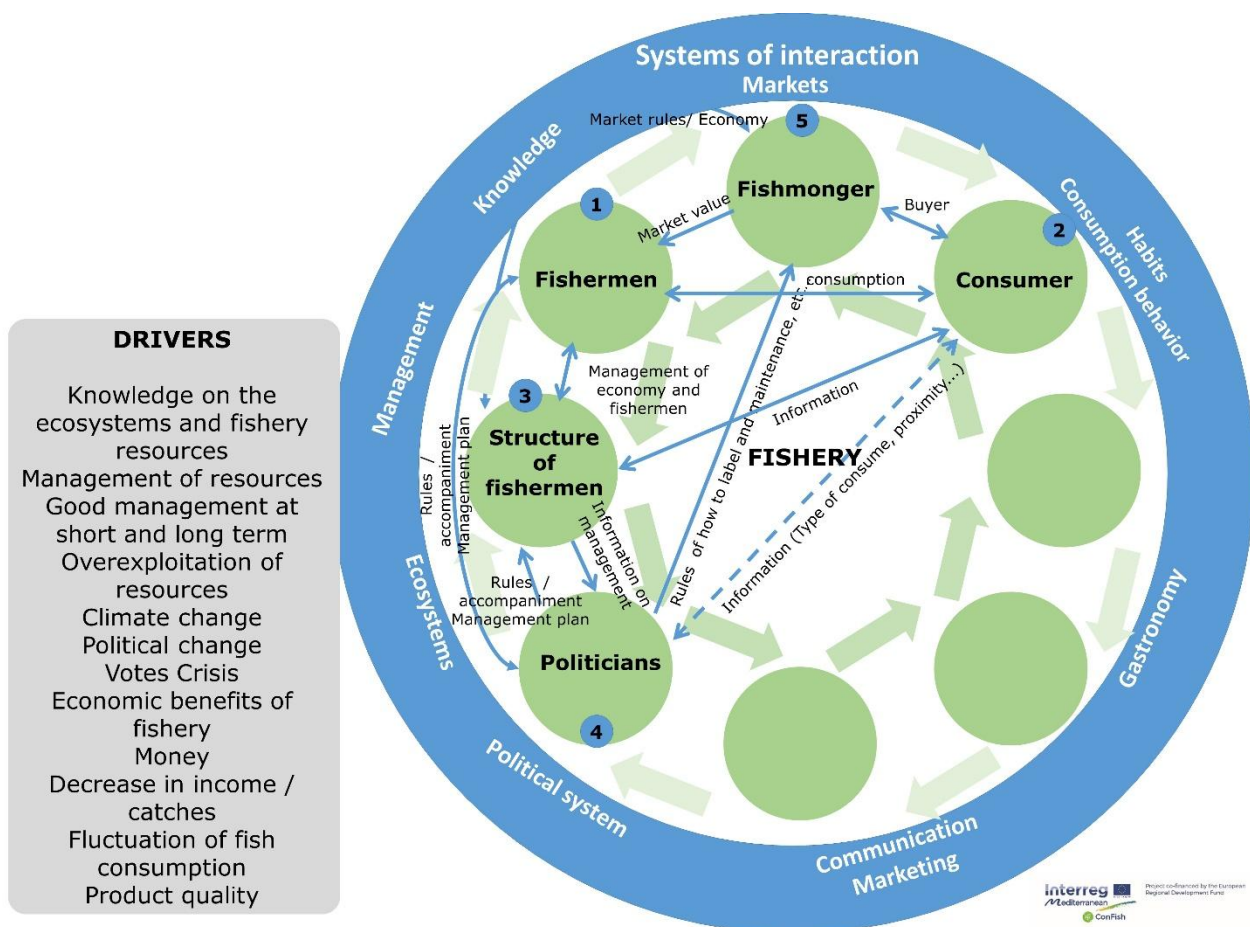


Figure 7 Palamós systems of interactions

In Palamós we assist to a set of initiatives taking pre-emptory action against potential problems and threats namely in what is related to the red shrimp fishery management (Figure 8). A quite extended set of rules identified in Palamós is represented in Figure 8.

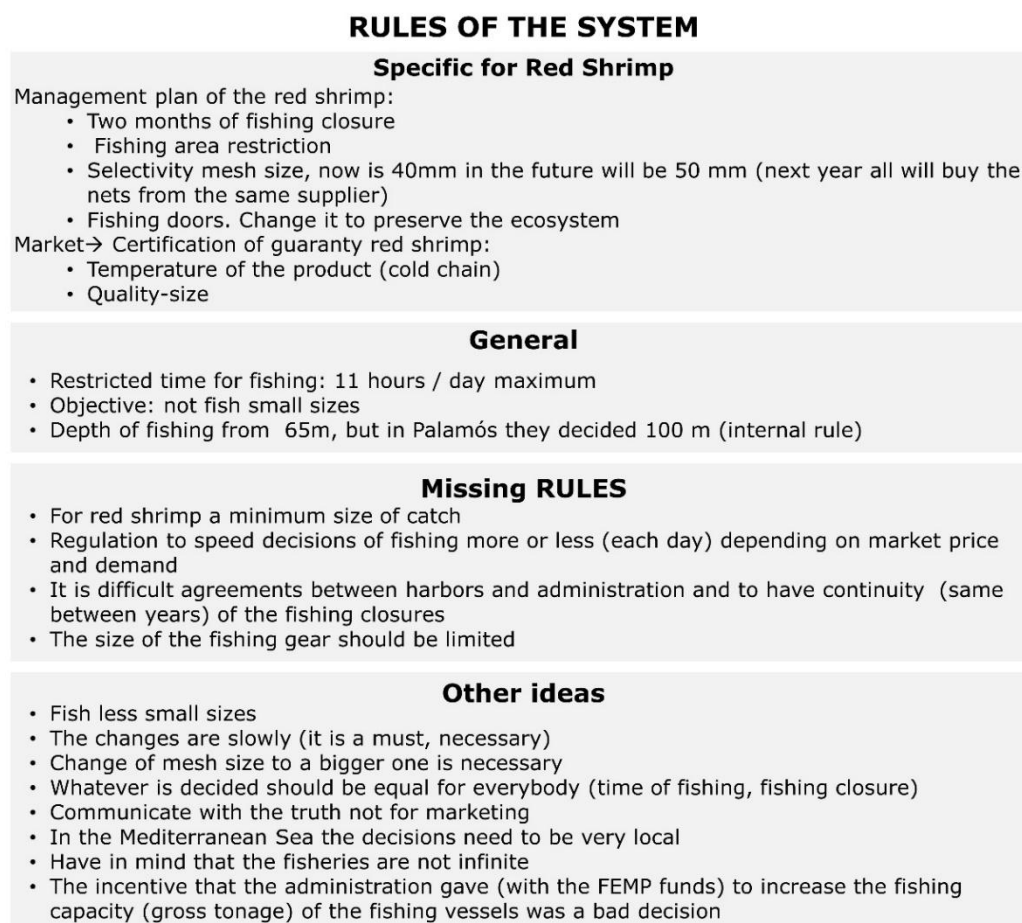


Figure 8 Rules of the system – Palamós

Acting in advance of a future situation rather than simply responding to a situation that has already happened, is a typical conduct of a proactive offensive strategy. The value chain of Palamós reflects a capacity of organization, actors with skills and knowledge that enable such a strategy. This strategy is also accompanied by an innovation capacity such as the creation of new rules, products and services.

SUMMARY RESULTS

- “Confraria of Palamós” represents an active and most important member the fishery sector of Palamós;
- Fishing business is very wealthy in Palamós, with high incomes – represents 50% of Palamós family income;
- Only members of association are allowed to fish;
- Fish stocks are reducing – over exploitation leads to reduction in fishery resources;
- Fish market prices are very high;
- High knowledge of the fishermen regarding the ecosystems and its limitations although the connectivity to the ecological systems is not known;
- Diverse value chain including gastronomy school and fishery museum;
- Politicians use the fishery activities as a label to attract tourism;
- Innovation through the creation of new rules, products and services in the fishery sector;
- Proactive offensive value chain strategy.

CONCLUSIONS

Concerning governance, the three cases are quite different as evident in the structure of the value chain, which makes them interesting to compare. The most outstanding learning aspects are:

The three cases have quite diverse identification of primary actors. For example while consumers are absent in Komiža primary actors, in Palamós consumers are an important driver to the fishery business, particularly the tourists. Likewise the relationship to the research agencies / scientists and to the governance bodies is also quite different. In Komiža for example there is a much stronger dependency from the administration with concerns on the European rules, an aspect also shared in Patti. However in Palamós the concern is dominated by the shortage of fishery resources and how that is affecting the business.

All three cases have associations of fishermen, but the case of Palamós is the most organized with the most active product branding and infrastructure, however also with higher levels of competition, creating lock-ins that impede the free dynamics of the system. In Patti, the "family" plays a key role despite the association, and in Komiža, fishermen seem to not trust their association. Therefore, the situation is quite diverse. Another interesting difference is the role of the industry and technology in the fishery sector in the three cases. Komiža, recognized as one of the most important fishing places in the Croatia in old days, has lost much of the economic importance with the closing of the main factory Neptuno, losing jobs and income. Patti shows an intermediate situation with still some existing family businesses, but less than in previous years, and with an ongoing strong presence of artisanal fishing like in Komiža. However, Palamós is radically different, with a strong industrial fishing activity dominating over the artisanal fisheries, which however is already showing sign of decline due to the imbalance created with the sustainability of fishing stocks. While the fishing activity is still quite economically important in Palamós, it shows as a declined economic activity in Patti and especially in Komiža, with limited to no investment in the sector, and evident signs of abandonment.

How information and learning takes place is crucial to create and sustain competitiveness. It is a precondition for upgrading. Although none of the three case studies have formal learning systems in place, the fishery sector and its main actors,

fisherman association, fisherman and scientists in Palamós have been through an informal learning on a continuous basis process. This fact might explain the advances in the sector in Palamós as described above. Interestingly both in Komiža and in Patti there was recognition of the need to invest on learning and adaptation to new rules and technologies, while in Patti researchers were clearly identified as primary actors related to their recognition of the role of knowledge and capacity building.

ANNEX I

LIST OF CATEGORIES OF STAKEHOLDERS TO ENGAGE THROUGH INVITATION:

- Fishermen's (individual and representatives of Fishermen's Co-op and private companies)
- Investors (institutional investors, private investors)
- Business Owners and Suppliers (suppliers of materials and ingredients, service providers and infrastructure products, transportation companies, processing industries, markets, restaurants)
- Government and Regulators (County, Government, regional governmental administrations with decision power over the marine system)
- Academia and Scientific Community (University centres, other entities with scientific projects with relevant territorial scope for the ConFish project)
- Media (TV and Radio, local newspapers)
- NGO's and Pressure Groups (environmental organisations, etc.)

ANNEX II

TEAM MEMBERS

ConFish members	Case study		
	Komiža, Croatia	Milazzo/Patti, Italy	Palamós, Spain
IST	Maria Partidário		
	Rute Cegonho		
	Margarida Monteiro		
SUNCE	Jakša Božanić		
	Matea Špika		
CSIC	Guiomar Rotllant		Guiomar Rotllant
			Joan Baptista
			Marta Albo
ISPRA		Sasa Raicevich	
		Pietro Battaglia	
		Teresa Romeo	

ANNEX III

PARTICIPANTS IN THE KEY STAKEHOLDER'S WORKSHOP

Komiža, Croatia	
Name	Institution
Manuela Antičević	Flag Škoji (NGO)
Tihana Šundov	Ministry of agriculture directorate of fisheries (Representative from Split)
Kalambera	Fishermen association
Gulf of Patti, Italy	
Name	Institution
Settimo ACCETTA	FEDERCOOPESCA
Francesco LONGO	COGECOPESCA PORTOROSA
Lucrezia GENOVESE	CNR, Consiglio Nazionale delle Ricerche
Giulia MARICCHIOLO	CNR, Consiglio Nazionale delle Ricerche
Com. Fabio ROTTINO	COAST GUARD, Milazzo
PLUTINO	COAST GUARD, Milazzo
Giovanni ANDALORO	RESTAURANT Totò passami l'olio
Salvo BONFIGLIO	RESTAURANT Totò passami l'olio
Giacomo Tommaso FASCETTO	Dip. della Pesca Mediterranea – REGIONE SICILIANA
Damiano MAISANO	Assessore all'Ambiente – Comune di Milazzo
Palamós, Spain	
Name	Institution
Toni Abad Mallol	President Federació Territorial Confraries de Pescadors de Girona
Gemma Font Cervera	Amics de les Illes Formigues
Miquel Mir Martorell	Barca Solraig (fisherman)
Xavi Miró Massagué	Patró i armador Palamós (fisherman)
Conrad Massaguer	Barca Nova Gasela (fisherman)
Josep A. Cruz Fornos	Fishermen palamós

Joan Baptista Company Claret	Researcher CSIC
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