

INTERREG MED PROGRAMME

FISHMPABLUE2 PROJECT

WP5 “Capitalisation”

Deliverable 5.2.1

**Report including a compendium of key recommendations for
international policy makers**

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1.0 Introduction

This report presents the key lessons learned from the recently finalized FishMPABlue2 project.

In particular it proposes **new concepts and procedures** for associating conservation (Marine Protected Areas - MPAs) and sustainable Small Scale Fisheries (SSF) tools in the International Institutions recommendations or Decisions, and includes a **compendium of key recommendations** for international policy makers.

Recommendations are directed at specific actors, recognizing the importance of working within existing institutional structures in order to make headway in this complex policy area, which spans fisheries and environmental policies and touches upon many aspects of social and economic sectors.

2.0 Recommendations

To support the application of the FishMPABlue2 policy principles and Governance Toolkit (see sections 3.2 & 4.0) the project partnership proposes the following specific recommendations to the indicated International bodies:

Generally:

R1 Member States and the European Union, GFCM, Barcelona Convention should:

- Recognise and promote a shared understanding that MPA restrictions have a cost to fishers (more regulation and reduction in productive fishing effort), but also benefits, when effectively managed, in terms of greater resilience to environmental and economic shocks,
- take practical steps to raise awareness regarding SSF in MPAs and distinguish between this and SSF in general, and to mitigate costs and maximise benefits.
- apply the FishMPABlue2 Policy Principles in the development of policies and protocols for management of SSF in MPAs.
- recognize, promote and support the crucial role of networks of MPA managers and networks of SSF to ensure a bottom-up approach with dynamic linkages between actions on the ground and policy-making processes.

Specifically:

R2 Barcelona Convention should: Promote and support a stronger cooperation between existing regional and national bodies working on MPAs and fisheries, including the General Fisheries Commission for the Mediterranean (GFCM). This is necessary to progress towards a coherent (ecologically representative, well-connected and effectively managed) network of MPAs for the Mediterranean large marine ecosystem, which requires close cooperation between fisheries management institutions, environmental management institutions, and stakeholders. ***The post-2020 strategy of the Barcelona Convention, especially related to MPAs, is an important mechanism through which these goals can be achieved, and through which FishMPABlue2 results should be promoted.***

R3 GFCM contracting parties: Use should be made of GFCM / UNEP [Memorandum of Understanding](#) and of GFCM MPA working group to engage Environment Ministries more strongly with management of SSF in MPAs, as called for in article 33 of the GFCM Regional Plan of Action for SSF (RPoA-SSF).

R4 Member States and the European Union should take practical steps to promote and support the development and testing of Territorial Use Rights for Fisheries (TURFs), or quasi-TURFs (i.e. measures achieving a similar outcome) implemented through a combination of technical measures (such as license conditions, zones, gear restrictions, etc.), to better incentivise localised co-management of fisheries in MPAs.

R5 Member States and the European Union: European Maritime and Fisheries Fund (EMFF) can be a valuable instrument to promote innovation and good management of SSF in MPAs. However, its administrative procedures need to be streamlined and maximum use made of Fisheries Local Action Groups (FLAGs) and similar to coordinate and to scale up investment. **The national Operating Programmes currently being developed should specifically address this need.** An Experts workshop organized by the FishMPABlue2 project (01-02 October 2019 in Rome), while reviewing these recommendations, called for the prioritisation of SSF (and in particular SSF in MPAs) in national EMFF action plans.

R6 Member States and the European Union should introduce monitoring and controls on recreational fishing, and develop measures to limit recreational fishing if needed especially within MPAs, at the earliest opportunity.

R7 GFCM Scientific Advisory Committee should consider including in the GFCM data collection framework, the FishMPABlue2 monitoring methodology as one of the standard approaches to be used in the Mediterranean for data collection and analysis.

R8 GFCM should recommend the FishMPABlue2 Governance Model and Toolkit for SSF management in MPAs, FRAs or other ecosystem-based management measures (e.g. N2000 sites) thereby improving the status of monitoring, control, involvement and surveillance of SSF in MPAs to the benefit of small-scale fishers and to MPAs objectives .

R9 GFCM should recommend the FishMPABlue2 Governance Model and Toolkit as the default option for management of SSF in MPAs, and GFCM contracting parties should make available resources for its implementation in other pilot sites, and specifically **to replicate toolkit testing in the Southern Mediterranean.**

R10 National administrations: The National Technical Workshops organized by FishMPABlue2 project in the 6 participating countries brought together policy-makers, MPA managers and fishers, **often for the first time**. These forums should be formalised, meet regularly and work to an agreed work programme towards the national implementation of the RPoA-SSF (addressing conflicts with environmental legislation where they arise).

R11 National administrations and fishers: Options for nationally relevant implementation mechanisms should be identified, proposed and negotiated within these forums. Implementation of the FishMPABlue2 **Governance Model and Toolkit** should be exploited as a useful starting point for discussion.

R12 National administrations: National authorities should establish mechanisms for coordination with neighbouring countries to ensure that any new policies or laws do not have unintended consequences in neighbouring territories.

R13 National administrations should set out a framework for implementing the RPoA-SSF, i.e. a Roadmap, as follows:

Phase I (up to 1.5 years):

- legally design a national system of MPAs ; with clearly defined authority in charge of MPA management,
- set-up mechanisms to ensure MPA enforcement, with possibility of fishers participation in surveillance and monitoring;
- ensure effective operational coordination takes place between the different enforcement authorities ; and engage prosecutors to coordinate interventions ;
- institutionalise inter-sectoral communications (horizontal and vertical);
- set up national co-management/participatory framework to ensure stakeholders participation from MPA planification to designation and management, using FishMPABlue2 Governance toolkit as a reference point.

Phase II (up to 3 years):

- Nature protection and fisheries laws are reviewed and made fit for purpose;
- Alternative resource allocation systems, such as TURFs and quasi-TURFs (application of technical measures to achieve a similar outcome to TURFs) should be developed and piloted;
- SSF National Plan of Action is adopted.

Phase III (up to 2028)

- SSF National Plan of Action is fully implemented.

(N.B. These actions are consistent with the RPoA-SSF and will assist in meeting national commitments for its implementation)

3.0 Background

The FishMPABlue2 project is the follow-up of FishMPABlue project which was implemented in 2015-2016. The first phase of FishMPABlue involved the analysis of Small Scale Fishery (SSF) management – focusing on the “professional” small-scale fishers, also called “artisanal fishers” – within and around a Marine Protected Area (MPA), identifying successful practices for management of small scale fisheries. These practices were incorporated into a ‘governance toolkit’ – a menu of good practices that could be adopted in any MPA.

FishMPABlue2 took the information gathered a step further and tested the proposed governance toolkit in 11 pilot MPAs from 6 Mediterranean countries to assess the effectiveness of various measures in achieving sustainable management. Thus, FishMPABlue2

- started from a scientifically sound study (i.e. FishMPABlue results)
- developed a testing approach to assess the outcomes resulting from the toolkit, covering most of the northern Mediterranean region
- developed a wide strategy of results transfer (exploiting already existing networks and channels), and
- provided the conditions for a potential mainstreaming of the toolkit into the whole Mediterranean region.

Each pilot MPA established a “Local Governance Group”, i.e. a stable cooperation platform composed primarily of MPA managing body representatives and local professional fishers, which selected the SSF management measures – included in the toolkit issued by FishMPABlue – to be tested during FishMPABlue2 project.

In September 2018 the GFCM contracting parties committed to the [Regional Plan of Action](#) on Small Scale Fisheries of the Mediterranean and Black Sea (RpoA-SSF). Its implementation will be coordinated through the GFCM working group on SSF, and other GFCM working groups (such as on MPAs) where relevant. A [Friends of SSF](#) platform has also been created, and launched in parallel with the RpoA-SSF, to enable the many stakeholders an opportunity to participate in its implementation.

The FishMPABlue2 project partners, drawing on their expertise and their experience of testing the toolkit through local governance clusters, prepared a detailed response to the RpoA-SSF to demonstrate how the toolkit and wider project experiences could support RpoA-SSF implementation. This is included in this report as Annex 2.

In addition to these specific recommendations FishMPABlue2 demonstrated the value and potential benefits of fishers and MPA managers working together. However, in doing so a range of barriers were encountered that are of direct relevance to RpoA-SSF implementation, many in relation to communications with and between national government ministries and agencies. Hence we have made additional recommendations to the GFCM contracting parties regarding these matters.

3.1 Common challenges

During the toolkit testing process a range of practical problems were encountered, which fell into the following categories:

- **Informing and involving stakeholders.** The legal frameworks and administrative systems for informing fishers and others regarding fishery laws and management measures and involving them in the making or implementation of them are often lacking or inadequate.
- **Surveillance and enforcement powers.** These powers are often centralised and under-resourced, leaving little capacity at the local level. There are insufficient powers and resources to delegate surveillance and enforcement to the local level.

- **Territorial use rights for fisheries (TURFs)** lack a legal basis. This hampers the ability to develop co-management approaches with local fishers, because of access rights by others with no stake in the local resource.
- **Resources for enforcement and monitoring.** The resources for monitoring and enforcement of regulations in force are insufficient. Consequently, Regulations and technical measures may be ineffective.
- **Recreational fishing controls.** Recreational fishing has grown considerably in volume and its impact undermines fishery management measures.
- **Vertical and horizontal coordination.** Coordination between government departments and with regional and local bodies is often poor, leading to policy inconsistencies and unintended consequences.

Experts (national civil servants, international representatives of multilateral institutions, NGOs) participating in a project workshop (01-02 October, 2019, Rome) to review these findings, agreed to this summary of problems experienced as a common perspective from which the detailed recommendations in section 2 have been developed.

3.2 Policy Principles

From these difficulties and the responses developed to them, the FishMPABlue2 project defined the following policy principles¹:

To accompany the **development of the blue economy** there needs to be also **an adaptation and increased capacity** in the institutions of governance especially, but not only, at the **local level**. The following principles should be followed to design and reform governance of SSF in MPAs:

1. Whilst designation of MPAs is a national responsibility, MPA management must be localised so as to respond to unique local factors (uses, users, pressures, opportunities) and the necessary local scale of management
2. Nature protection and fisheries laws should fit for purpose. In particular, they should be sufficient to **enable** the deployment of appropriate **technical measures** to control **unsustainable fishing**. This should be **supported** by adequate **enforcement powers** (to prevent **illegal, unreported and unregulated** fishing - IUU), also making provision for **shared responsibilities** between institutions such that enforcement can be **delegated** to an appropriate **local level** (where additional resources may be secured through methods of **fisher participatory surveillance** etc).
3. Fisher involvement in decision making for MPAs helps to build knowledge and understanding of MPA conservation needs and management actions, and for MPA managers to understand fishing issues and perspectives. Because of the importance of sustainably managing SSF

¹ These principles for good policy making regarding SSF management in MPAs are derived from the practical experience of testing the FishMPABlue2 Governance Toolkit in 11 locations spanning 6 countries. As such they are widely applicable across diverse legal systems and cultural and geographical contexts

(potential direct impacts on biodiversity; potential impacts on coastal communities) **fisher participation in marine management (MPAs and other marine ecosystem-based management areas such as FRAs, coastal zones), specifically regarding fishery management measures, should be prioritised.**

4. **Alternative resource allocation systems**, such as TURFs (territorial use rights for fisheries) and quasi-TURFs provide incentives for local participatory management.
5. The EU Principle of open access to fish stocks is strongly defended by the fishing industry but hampers co-management efforts. TURFs are difficult to implement as a result. However, **technical measures** such as licence conditions, zoning, marking gears, etc can be used to incentivise local fishers towards sustainable fisheries and to manage fishing effort whilst more formal TURFs are developed and tested.
6. Communications must be improved and **institutionalised, vertically and horizontally**: between fishers and fishery-environment regulators, and between fishery and environment regulators at all levels, adapting existing mechanisms where they exist.
7. Time should be allowed to build trust and capacities and to test and deploy new measures, which in turn needs stability (commitment to providing resources; personnel and legal stability etc)
8. Surveillance should be backed up with enforcement (powers and resources) at the **local level**
9. The lack of regulation of **recreational fishing** undermines efforts to manage fish stocks and erodes trust between fishers and all levels of government. **Monitoring and regulation** of recreational fishing should be introduced to ensure effective management of SSF.
10. Local monitoring systems should be established and maintained **to demonstrate the benefits** of management measures, which enables recognition of their value, provides an evidence base for adaptive management, and forms a basis for innovative management approaches.
11. **Livelihood transformations are necessary to move to a sustainable Blue Economy**. These transformations should embody a sustainable livelihoods approach for small scale fishers, supported by **awareness, training, and access to finance**.

4.0 FishMPABlue2 governance toolkit

The FishMPABlue2 project tested the FishMPABlue governance toolkit in 11 pilot MPAs from 6 EU Mediterranean countries: Spain, France, Italy, Slovenia, Croatia and Greece.

In each pilot MPA a 'Local Governance Cluster' (LGC) was established comprising MPA managers, fisher representatives and other key stakeholders. In the LGC stakeholders worked together to select the SSF management measures to be tested, and to refine MPA rules regarding management of local fisheries.

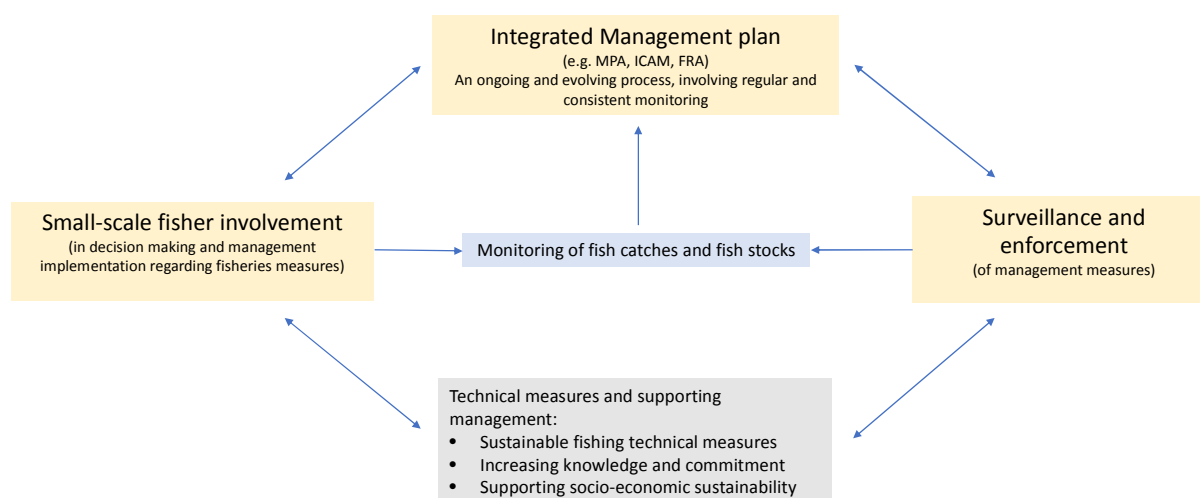
Lessons learned were gathered by the project, and fed into the Policy Principles and related Recommendations. A significant conclusion of the pilots was that certain of the tools in the toolkit **if implemented together** provided a better set of conditions for the successful implementation of other activities. We refer to this as a 'governance model'.

In testing the toolkit, all pilot MPAs decided to prioritise the **involvement of small scale fishers** in MPA management and improve **surveillance and enforcement** of fishery management measures.

The project also recognised from the start the importance of regular and consistent **data collection** for monitoring purposes, within the context of an **integrated management plan**.

These four elements suggest a new co-management governance model for small scale fisheries management in any area with an integrated management plan, such as MPAs, integrated coastal management areas, fishery restricted areas etc. The model is illustrated below (Fig. 1).

Fig. 1. Proposed FishMPABlue2 Co-management model for SSF In MPAs



5.0 A common framework for National implementation of SSF RPoA

National Technical workshops were organized in each of the 6 project countries to identify legal and policy barriers and hindrances to implementation of the FishMPABlue2 toolkit for SSF in MPAs. Each workshop brought together fishers, MPA managers, and fisheries and environment civil servants often for the first time. Their discussions provide a set of talking points for future deliberation. These recommendations are detailed in FishMPABlue2 Deliverable 5.1.2.

The FishMPABlue2 project recommends that the actions that arise out of these national discussions be organized, **in each contracting party** to the GFCM, into a 3-phase roadmap, the purpose of which is to improve the institutional infrastructure for MPA management and to involve fishers and other stakeholders on a more formal and regular basis. It targets key barriers and hindrances that have been identified through the practical experiences of the project's pilot activities, and the expertise of its participants. The Roadmap, and its supporting Forum, will make a strong contribution to the delivery of national commitments under the RPoA-SSF. The GFCM, in recommending this approach to contracting parties, will foster a common Mediterranean wide framework for implementation of the RPoA-SSF.

Annex 1: Background information on wildlife protection and fisheries management law (prepared to support National Technical Workshops)

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FishMPABlue2 – Briefing paper on Fisheries Regulation and Nature protection regulation in the Mediterranean waters of the European Union.

This paper is intended to signpost useful background information for organisers and participants of the FishMPABlue2 project National Technical Workshops.

Mediterranean Fisheries Regulations

In the European Union, fisheries are governed at the Community level by the Common Fisheries Policy. There is a specific Regulation relating to the Mediterranean, as well as general EU-wide provisions. Member States are also able to make national measures, such as technical measures and fish stock recovery plans. A full (but short) up-to-date summary can be found [here](#) and is reproduced below for convenience (up to date at time of publication only).

The rules in force

Mediterranean fisheries are governed using an ecosystem approach to fisheries management that fully integrates the environmental dimension. [Council Regulation \(EC\) No 1967/2006](#), also known as the ‘**Mediterranean Regulation**’, has been in force since January 2007 (or since June 2010 for some provisions that enjoyed a grace period). The Regulation aims at:

- protecting juvenile fish, which are mostly concentrated in coastal zones
- improving species and size selectivity, in particular for trawlers
- establishing maximum dimensions for certain fishing gears, to curb the fishing effort
- preventing conflicts between fishermen, with special attention given to small-scale coastal fishermen. This is to be achieved by banning more active gears, such as trawlers and purse seines, from coastal areas
- establishing a minimum landing size for several important species
- enlarging the network of marine protected areas
- having decentralised management of multiannual management plans that are established first at national level through the adoption of compulsory national management plans.

In a nutshell, the Mediterranean Regulation contains two sets of rules:

1. **management measures and obligations** intended to protect sensitive habitats from the impact of fishing activities, to enlarge the network of marine protected areas and to prohibit destructive fishing practices;
2. **technical measures** on the dimension, number and selectivity of the fishing gears allowed in the various fisheries, such as minimum mesh size, twine thickness and other technical requirements (read more #4)

Under the Regulation, EU countries must develop more detailed rules through long-term management plans for fisheries in their territorial waters. If the need arises for international rules or if an EU country fails to amend a national plan considered inadequate, the Commission can propose **long-term EU management plans**.

To adapt to the local specificities of certain fisheries, it is possible to obtain local **derogations** to certain rules, as long as they do not jeopardise environmental compatibility and sustainable exploitation. The adoption of a long-term management plan is one of the basic preconditions for granting possible derogations and is an obligation in itself. EU countries are also required to map sensitive fish habitats and designate an improved network of protected areas.

A formal evaluation of the effectiveness of the Mediterranean Regulation and its alignment to the new Common Fisheries Policy is currently under way.

1.2 The main fisheries management instruments currently used in the Mediterranean Sea

a) **Fishing limits:** Mediterranean fisheries in EU waters are managed through:

- Input measures (i.e. effort management). This is the traditional way of managing fisheries in the Mediterranean Sea.
- In a few cases, output measures (i.e. TAC for bluefin tuna and swordfish, and recently catch limits for the small pelagic fisheries in the Adriatic Sea).
- minimum conservation reference sizes
- closed areas (to protect sensitive habitats)
- closed seasons (to protect juveniles or spawning stocks)
- restrictions on gear construction (mesh size, gear dimensions etc.).

b) **International rules:** Mediterranean fisheries are also regulated by the GFCM and by ICCAT for highly migratory species. At the [40th annual session of the GFCM](#) in Malta from 30 May to 3 June 2016, a set of recommendations were adopted for fisheries conservation and management. The recommendations covered the following issues:

- a mid-term strategy (2017-2020) toward the sustainability of Mediterranean and Black Sea fisheries;
- a regional scheme on port State measures to combat IUU fishing activities;
- the Data Collection Reference Framework;
- on red coral;
- a minimum conservation reference size for hake in the Mediterranean Sea;

- a multiannual plan for hake and deep-water rose shrimp in the Strait of Sicily; including setting up a working group to develop an inspection scheme in this area;
- on scientific monitoring, management and control of turbot fisheries in the Black Sea;
- further emergency measures for small pelagics stocks (anchovy and sardines) in the Adriatic Sea;
- on sustainable small-scale fisheries.

Coastal fisheries are mainly regulated by each EU country through its own national legislation and national management plans.

c) **National rules:** So far EU countries have adopted 35 national management plans (under Article 19 of the Mediterranean Regulation) for fisheries conducted within their territorial waters. Five more are in preparation.

d) **EU rules:** Article 18 of the Mediterranean Regulation provides for the adoption of EU management plans (in co-decision) for specific fisheries, in areas totally or partially beyond the territorial waters of EU countries. There are currently no EU plans in force in the Mediterranean, but two are in preparation:

- one on small pelagic species in the Adriatic Sea;
- one on demersal species in the western Mediterranean.

e) **Landing obligation:** a [landing obligation for small pelagic stocks](#) in the Mediterranean has been in force since 1 January 2015. Its implementation is currently regulated by a temporary three-year discard plan. Discard plans for [turbot fisheries in the Black Sea](#), for [certain demersal fisheries](#) in the Mediterranean Sea and for [clams in Italian waters](#) entered into force on 1 January 2017.

Mediterranean wildlife protection regulations

The European Commission's main wildlife protection mechanism is the Natura 2000 network of protected areas. Member States have their own laws for wildlife protection, on land and in marine waters. The EU's competence is restricted to maintain an ecologically coherent network of sites for the conservation of threatened habitats and species. The aim of the network is to ensure the long-term survival of Europe's most valuable and threatened species and habitats, listed under both the [Birds Directive](#) and the [Habitats Directive](#). See [here](#) for more information.

Fisheries management in Natura 2000 sites is regulated and guided by numerous international, regional, EU and national provisions, plans and agreements not all of which have a specific fisheries management remit.

Most important are:

- The EU Habitats and Birds Directives which set out the basic legal requirements for management of marine Natura 2000 sites
- The EU Marine Strategy Framework Directive which requires Member States to include in their programmes of measures, spatial protection measures contributing to coherent and representative networks of MPAs, and to achieving good environmental status (GES)
- The EU Common Fisheries Policy which aims to ensure that fishing and aquaculture are environmentally, economically and socially sustainable. Dedicated rules apply for the adoption fishery laws/Regulation for wildlife conservation purposes by Member States where necessary for compliance with Union environmental legislation (i.e. to protect Natura 2000 habitats and species).

A 2017 [workshop](#) focussed on the challenges and solutions to management of fisheries in Natura 2000 sites. The [background document](#) of the workshop is very comprehensive and informative. A short extract is produced in the box below. [Annex 2](#) to that report provides a useful summary of fisheries management measures in Natura 2000 sites.

What is relevant to FishMPABlue2?

In practice, success or failure in fisheries management in MPAs come down to local management: how the national environmental and fishery laws and Regulations (implemented to enact EU Directives, or for national priorities) are applied at the local level. It is this dynamic that we need National Technical Workshop participants to consider. That is, are there barriers and hindrances created by the interaction (or lack of it) between EU Fisheries and EU Nature conservation laws?

The EU provides an overview of the management of fisheries in marine Natura 2000 sites [here](#), and a review of measures that may be applied under CFP regulation in Natura 2000 sites [here](#). Other measures may be possible under national powers.

Natura 2000 and fisheries management in the Mediterranean Sea

Natura 2000 in the Mediterranean Sea Marine Natura 2000 sites currently cover approximately 7% of EU waters (for basic data see the Natura 2000 barometer in the latest Natura 2000 newsletter⁷). The marine network is not complete as there are still gaps in designation, especially in the offshore area beyond 1 NM and particularly beyond territorial waters (see Table 1). The Natura 2000 network currently covers 4.9% of the Mediterranean waters of EU Member States, with the most significant coverage within 1NM of the coast. At the same time Natura 2000 makes a significant contribution to the overall MPA coverage in the Mediterranean Sea which is currently more than 7% of its waters. Eight marine habitats from Annex I and 12 marine species (including anadromous fish) from Annex II of the Habitats Directive are present in marine areas where Member States exercise jurisdiction in the Mediterranean Sea (i.e. territorial waters, EEZ, other declared marine zones). There are also sixty-six seabirds and waterbird species listed in Annex I of the Birds Directive and regularly occurring migratory species in the Mediterranean Member States' marine waters for which SPAs should be considered. Together these are the habitats and species for which marine Natura 2000 sites have to be designated. Most Member States are currently involved in projects aiming at filling gaps in designation.

Other types of area based conservation measures contribute to and sometimes overlap with the Natura 2000 network in the Mediterranean. These include nationally designated sites as well as those declared as part of regional or international agreements and initiatives such as "specially protected areas of Mediterranean importance" (SPAMI) under the Barcelona Convention, "fisheries restricted areas" (FRA) of the General Fisheries Commission for the Mediterranean (GFCM) or World Heritage Sites. There are also scientific labels for geographically defined areas such as "ecologically and biologically significant areas" (EBSA) and "important marine mammal areas" (IMMA). The MAPAMED (MedPAN) database indicates that as of October 2016, at least 76 MPAs in the Mediterranean have at least one no-go, no-take or no-fishing zone, covering a total of 976 km². This equates to 0.04% of the Mediterranean Sea.

Several gear types could be of particular concern in relation to their interaction with Natura 2000 habitats and species. Mobile demersal gears, such as dredges and trawls, disturb the substratum, dislodge and remove species and, depending on frequency of use and gear type, can change the topography of the seabed and the turbidity of overlying waters over various time scales. The species composition and diversity of the seabed communities, for example on reefs, are also impacted and may change as a result of mobile demersal gear use. Large fragile sessile organisms such as corals and sponges are particularly at risk of impact from these gear types. The so called Mediterranean Regulation prohibits certain fishing activities in order to protect endangered habitats.

Furthermore, it is estimated that every year across Europe more than 200,000 seabirds die as bycatch in fishing gears. Hook and line fisheries, such as bottom and surface longlines are of concern because of associated incidental catch of seabirds, for example of species like the Balearic and the Yelkouan Shearwater. These types of fishing gear are also known to result in the incidental capture of turtles and marine mammals. The same groups of species are also vulnerable to entanglement in nets (set and drift) and seines as well as abandoned and lost nets (ghost fishing). A GFCM recommendation includes measures to reduce bycatch of seabirds in fisheries in the Mediterranean. The Commission proposal for new technical measures regulation mandates the use of mitigation measures to prevent bycatch of seabirds in longline fisheries and extends the use of mitigation tools to reduce incidental catches of cetaceans into the Mediterranean.

The framework for management of fisheries in Natura 2000 sites, the EU Birds and Habitats Directives, require conservation measures which correspond to the ecological requirements of the habitats and species for which Natura 2000 sites have been designated, and to avoid the deterioration and disturbance of these features (Article 6 of the Habitats Directive). The management of fisheries is often required to achieve these objectives in marine Natura 2000 sites.

These legal obligations need to be considered within the context of existing governance framework in the Mediterranean. Most of the countries surrounding the Mediterranean Sea have established territorial waters. Generally, this is a zone which extends out to 12 NM (nautical miles) from the coast but it is narrower in some cases (e.g. 6 NM zone in Greece). Some countries have claimed an exclusive fishing zone (e.g. Malta) and there are also some bilateral agreements on delimitation of continental shelf (e.g. between France and Monaco). Most of the EU Mediterranean countries, especially in the Western Mediterranean have claimed an exclusive economic zone (EEZ) or fishing zone beyond all of their territorial waters. Co-ordination of fisheries management for regionally shared fish stocks, with the exception of tuna-like species, is the responsibility of the General Fisheries Commission for the Mediterranean and the Black Sea (GFCM). Tuna and tuna-like species are under the purview of the International Commission for the Conservation of Atlantic Tunas (ICCAT). The fisheries of Member States fall under the ambit of the Regional Fisheries Management Organisations (RFMO), the EU Common Fisheries Policy, and national provisions.

Fisheries management in Natura 2000 sites is regulated and guided by numerous international, regional, EU and national provisions, plans and agreements not all of which have a specific fisheries management remit. Foremost amongst the supranational provisions are:

- The EU Habitats and Birds Directives which set out the basic legal requirements for management of marine Natura 2000 sites.
- The EU Marine Strategy Framework Directive which requires Member States to include in their programmes of measures, spatial protection measures contributing to coherent and representative networks of MPAs, and to achieving good environmental status (GES),
- The EU Common Fisheries Policy which aims to ensure that fishing and aquaculture are environmentally, economically and socially sustainable.

Annex 2: FishMPABlue2 contribution to GFCM RPoA on SSF

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The table below proposes where lessons learned (and best practices) from FishMPABlue2 project can contribute in a positive and significant way to the GFCM “SSF Regional Plan of Action”. Only activities directly arising from the project are included in the table. These have been tested across a wide range of Marine Protected Areas (eleven), countries (six), fisheries (small scale), and fisher groups and therefore have a strong basis for wide application and acceptance by stakeholders. Specific recommendations are made where relevant, directed to the relevant institutions(s).

Contribution of FishMPABlue2 project to SSF RPoA implementation

RPOA Principles and objectives + Action plan Actions	FishMPABlue2 contribution
17. Support livelihoods for coastal communities, especially in remote/rural areas, through sustainable small-scale fisheries;	In FishMPABlue2 project a wide range of measures aimed to improve the sustainability of SSF and therefore the wellbeing of local fishers were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”)
18. Ensure fishers are aware and accountable for the need to reconcile economic and social objectives with environmental objectives;	Within FishMPABlue2 project a “Code of conduct” about SSF was drafted and signed by most of the artisanal fishers of Egadi Islands MPA (Italy). More in general all the project actions carried out in the 11 MPAs were planned in concertation with small scale fishers, that since the very beginning of the project have been presented with the overall aim of FishMPABlue 2 and therefore have been made aware of the crucial need to target a win-win solution in MPA management, reconciling conservation and fisheries management outcomes.
19. When relevant, encourage the creation of bodies/associations to better structure, organize and represent the sector in a specific way in all decision-making processes. Strengthen and recognize the existing small-scale fisher organizations and platforms, including the associations of women, as stakeholders to be taken into account;	Within FishMPABlue2 project a “Local Governance Cluster” (LGC) was created in each of the 11 pilot MPAs; the LGC was a formal cooperation platform (i.e. a working group) composed by main SSF-related stakeholders (MPA managing body, local small scale fishers, local authorities, etc.) with the task of select (from the toolkit) and supervise the SSF management-related measures implementation. LGC was a first step to stabilize and formalize the cooperation between MPA managing bodies and local fishers, aiming to foster fishers engagement into decision making processes. In the FishMPABlue2 toolkit the results have defined a new governance model that encourages local level participation of fishers in SSF management-related decisions within the MPA decision making process. This is a step towards more collaborative representation amongst fishers themselves, building capacity in the sector to engage with integrated management initiatives.

	<p>Access to professionalised networks and practices is restricted through lack of capacities, knowledge and understanding of administrative processes and norms, timing and location of meetings and so on.</p> <p>Recommendations 1: <i>Member States</i> should foster actions and remove legal barriers to favour the possibility to formally involve SSF representatives in the decision making system of an MPA</p> <p>Recommendations 2: <i>Member States</i> should identify barriers to fisher engagement in national and regional policy and implementation and make positive efforts to provide workable solutions.</p>
<p>20. Improve the capacity to collect relevant data on small-scale fisheries and benefit from the traditional knowledge of small-scale fishers on the marine environment;</p> <p>Actions</p> <p>7. Using all appropriate tools, develop information and data collection systems that involve small-scale fisheries actors in the collection of regional-level data on fleets and fishing activities, including the record of all catches;</p> <p>9. Integrate the traditional ecological knowledge of small-scale fishers into fisheries management</p>	<p>FishMPABlue2 monitoring methodology is a scientific-based approach which focuses on multiple dimensions of the assessment of MPA effectiveness for small scale fisheries management. In particular it encompasses the environmental, social and economic dimensions. It involves small scale fishers both in the provision and in the collection of data; it has been tested twice (before and after the implementation of the SSF management-related measures) in each of the 11 pilot MPAs .</p> <p>This multi-dimensional approach is extremely valuable in a data-poor context like the one of Mediterranean MPAs, but this applies more in general to every high spatial resolution context in small scale fisheries data collection (i.e. data are usually aggregate at large spatial scale, like GSAs, limiting their value in providing management indications at the scale of MPAs or every other form of spatially-explicit management scheme at small-medium scale).</p> <p>The data collection process in FishMPABlue 2 has allowed, among the other things, to collect data on catches (CPUE), variable cost and small scale fishers revenues for a total of > 1250 small scale fishing operations. At the same time more than 120 small scale fishers have been interviewed and their perspective on how to improve fisheries management has been elicited.</p> <p>It will, over time, provide a strong evidence base to support management of MPAs (or other areas governed through an integrated plan) and allow comparison between areas so that differing management measures can be compared and evaluated.</p> <p>Recommendation 3: <i>GFCM Scientific Advisory Committee</i> should consider including in the GFCM data collection framework the FishMPABlue2 monitoring methodology as one of the standard approaches to be used in the Mediterranean in data collection and analysis.</p>
21. Provide equitable access to fishery resources for small-	FishMPABlue2 governance toolkit and Governance Model promote fishers' engagement and

<p>scale fishers by taking into account the socio-economic and cultural role of their activity in local communities;</p> <p>Actions</p> <p>10. Implement, where appropriate, fisheries management plans which establish specific rules designed to ensure, in particular, preferential access for sustainable and low-impact small-scale fisheries along the coastal band;</p>	<p>enforcement to protect fishery resources for their rightful beneficiaries.</p> <p>The Governance Model provides a framework within which fishery surveillance and enforcement are prioritised in MPA management (or other areas governed through an integrated plan), and efforts shared between MPA managers, regional/national enforcement bodies, and local fishers through locally defined collaborative and voluntary arrangements.</p> <p>FishMPABlue2 pilots highlighted the lack of enforcement capacity of national/regional bodies, and the legal and administrative difficulties in delegating enforcement powers to the local level.</p> <p>Recommendation 4: <i>Member States</i> should seek mechanisms to overcome these deficiencies to enable better surveillance and enforcement. In the case of MPAs there may be environmental laws (e.g. Habitats Directive) that provide an alternative mechanism. These issues should be explored by relevant working group(s), for example of GFCM (e.g. SSF, MPAs); MedPAN; RAC/SPA (Regional Activity Centre for Specially Protected Areas).</p>
<p>22. Facilitate direct access to markets and public services for small-scale fisheries communities, and take action to promote and valorize local and fresh fish;</p>	<p>In FishMPABlue2 project some measures aimed to support the socio-economic sustainability of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”)</p>
<p>23. Give adequate attention and financial support to small-scale fisheries without unduly favouring large-scale operators;</p>	<p>FishMPABlue2 focusses on management of SSF in MPAs. Through pilots involving small scale fishers in MPAs the project demonstrated a viable model for collaborative management.</p> <p>Recommendation 5: <i>Member States</i> should ensure that national and regional competent authorities both support, and remove barriers to, the implementation of the FishMPABlue2 Governance Model and Toolkit</p>
<p>24. Ensure proper establishment of monitoring, control and surveillance systems appropriate for small-scale fisheries;</p> <p>Actions</p> <p>18. Promote, where appropriate, participative surveillance of fishers, in particular in the identification of illegal, unreported and unregulated (IUU) fishing practices;</p> <p>19. Strengthen control and surveillance of all fishing</p>	<p>In FishMPABlue2 project several measures aimed to improve the governance (planning, managing, monitoring) of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”) FishMPABlue2 promotes monitoring, control and surveillance, not as independent <i>ad hoc</i> activities, but as core components in a governance model.</p> <p>Recommendation 6: <i>GFCM</i> should recommend the FishMPABlue2 governance model for SSF management in Fishery Restricted Areas (MPAs or other areas governed through a special law – e.g. N2000 sites) thereby elevating the status of monitoring, control and surveillance of SSF in MPAs to the benefit of small-scale fishers and to MPA management and biodiversity.</p>

activities, including other commercial and recreational fisheries, both at sea and on land, making efforts to avoid IUU fishing practices;	
25. Promote access to and use of new technologies within small-scale fisheries, with a view to improving safety, as well as monitoring, control and surveillance;	
26. Promote fishing practices that minimize bycatch and impacts on the marine environment; Actions 39. Reinforce capacity building of small-scale fisheries and give specific priority to financial assistance, in order to facilitate their participation in decision-making processes and ensure a level-playing field	In FishMPABlue2 project a wide range of measures aimed to improve the sustainability of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”) The MedPAN network has been strengthened through the FishMPABlue2 project and has the ability to bring together MPA managers and small scale fishers to share experience and best practices through training and exchange visits
27. Prevent any practice that would contribute to an underground economy and illegal, unreported and unregulated (IUU) fishing activities;	See 21. above. Almost all of the Pilot MPAs in FishMPABlue2 decided to opt for an increase in surveillance with the aim to reduce illegal fishing and poaching. Different strategies have been employed like the use of surveillance cameras, patrolling at night by MPA rangers, and engagement of small scale fishers in voluntary surveillance activities. These actions could have a significant deterrence power and therefore lower the impact of IUU
29. Reinforce the valorization of the sector, notably for locally caught fish, in order to maximize the economic benefits of small-scale fisheries;	In FishMPABlue2 project some measures aimed to support the socio-economic sustainability of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”)
Actions 24. Enhance the promotion of direct sales of fresh fish in accordance with the national regulations; 25. Organize information and/or awareness campaigns for consumers on the importance of responsible consumption of local products, on the role of short value chains in guaranteeing freshness and on the consumption of less-known and underutilized species, with a view to increasing	

the diversity of catches;	
30. Support the diversification of activities to ensure the sustainable development of the sector and coastal communities;	In FishMPABlue2 project some measures aimed to diversify the economic sustainability of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”)
31. Promote the diversification of catches and promote quality over quantity so as to provide an advantage to small-scale fisheries with benefits for consumers, fishers and the environment;	In FishMPABlue2 project some measures aimed to diversify the economic sustainability of SSF were tested with successful results (see “FishMPABlue2 SSF Governance Toolkit”)
33. Ensure that the establishment of MPAs is carried out in a participatory manner taking into consideration the reality of small-scale fisheries livelihoods;	See above n.19 FishMPABlue2 governance toolkit and Governance Model promotes fisher participation in decision-making in MPAs (or other similar areas like N2000 sites).
Actions 32. Promote participative management systems, such as co-management bodies, where fisheries management measures and accompanying socio-economic programmes may be established and implemented; 54. Involve small-scale fisheries in the designation and management of marine protected areas to promote the use of sustainable fishing practices, in line with their environmental conservation objectives, and to raise awareness about the benefits of healthy oceans for productive fisheries	In 11 pilots MPAs in which fishers and MPA managers have worked collaboratively, this approach has received strong support and commitment from fishers, leading to improved trust and communication between fishers and MPA managers and examples of improved fishery management measures as a direct result. Recommendation 7: <i>GFCM</i> should recommend the FishMPABlue2 Governance Model as the default option for management of SSF in MPAs, and make available resources for its implementation in other pilot sites
35. Encourage the visibility and participation of small-scale fisheries representatives in the national and local decision-making and advisory processes when addressing fishery and other relevant policies, such as environment, transport, tourism and infrastructure;	Amongst the benefits arising from fisher participation in MPA management were improved contact and relations with related organisations at local, regional and national level, which had otherwise been lacking. This resulted in sharing of information, better understanding of stakeholder perspectives, and led to higher levels of trust and improved communication. These illustrate additional benefits of implementing the FishMPABlue2 governance model.