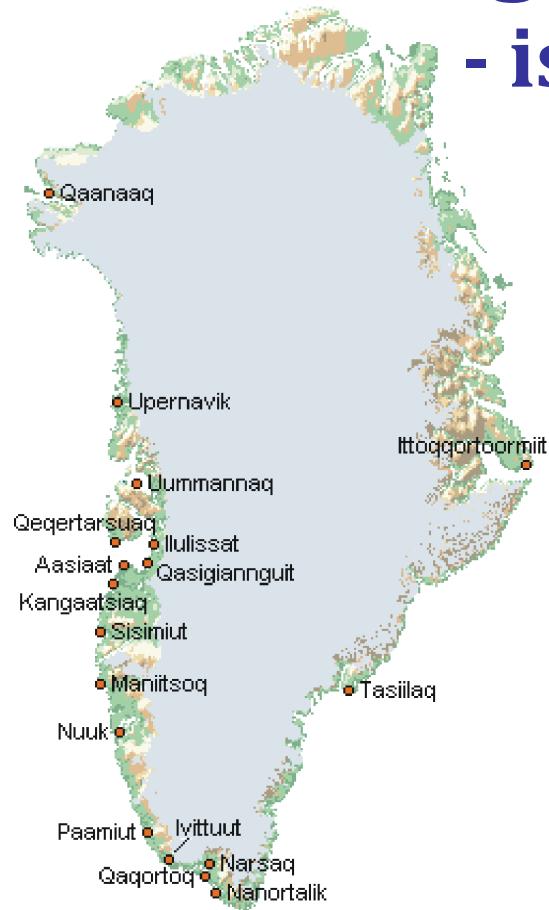


Marine governance in Greenland

Balancing opportunities and challenges

- issues for considerations



CIRCLA Seminar
21 August 2012
Aalborg

Jesper Raakjær
Professor and head of centre
IFM



INNOVATIVE FISHERIES MANAGEMENT
- an Aalborg University Research Centre



Focus on three issues related to marine governance

- Fisheries management (traditional focus)
- New sectors are entering the scene e.g. oil exploitation and shipping (cargo and cruise ships) – Challenges for integrated policies
- Strong geo-political agendas. How will it impact marine governance in the Arctic region (including Greenland) – **for the following discussion on not the presentation**



Some fishery facts

- Fisheries has historically counted for 80-90 % of the export from Greenland.
- The two most important species are cold water prawns (55-65% of total value) and Greenland halibut (15-25% of total value).
- The fishery is divided into an off-shore fishery dominated by two major companies and an inshore fishery scattered around coast being very important for many local coastal communities.
- Strong international pressure for sustainable fishing (eg. MSC). The cold water prawn fishery is very close to be MSC certified, which is a precondition for maintaining market access.



Fisheries management

- Is about balancing environmental, economic and social sustainability in a political world
- Three examples:
 - The fisheries reform in Greenland (based on work in progress with Jacobsen)
 - Setting the TAC (based on Jacobsen and Raakjær, 2012)
 - The Greenland Halibut management plan and its social impact (based on work by Hendriksen, Delaney and Jacobsen, 2011)



Reforming Greenland fisheries

- Reform ideas have been floating for decades, but never materialised.
- The latest based on the report from the Fisheries Commission (2009) advocating for individual transferrable quotas to concentrate the fishery based on a neo-liberal economic rationality and an instrument reveal labour for other activities in the Greenlandic economy assuming a deficit of labour in future.



Reforming Greenland fisheries (2)

- The need for reforming the coastal fishery reform was defined by large-scale fishery actors (supported by the fisheries administration) and combined with conservationist concerns.
- The reform process has been repeatedly blocked by a combination of small-scale fishers informal networks and the power of parliamentary majority.



Setting TAC's – the case of Greenland halibuts

- **Two rounds of TAC decision-making:**
 - 1st round – beginning of the year Standard centralized procedure
 - Self-rule is mandated to make all relevant decision
 - First proposal is based on scientific advise elaborated in cooperation with international organisations (ICES and NAFO)
 - Consultation with the Fishery Council
 - Olympic quota is allocated to the coastal fisheries
 - 2nd round – Autumn coastal TACs are fished up
 - Coastal fishers are lobbying for an increase in their quotas (E-mails, phone-calls, Newspaper letters and demonstrations) supported by their local branches of fishers organizations

Including political confrontation in Parliament

- Historially the Siumut party has increased the TAC to accommodate the coastal fishers and local communities
- The new government and minister is standing harder on scientific recommendations and been reluctant to increase the TAC.
- The battle is already on-going this year, as coastal fishers have utilised their quotas and is demanding an increase.



The Coastal Fishery for Greenland Halibut in Upernavik

450+ fishers in 2011 of which 3-4 are professional; for 11 fishing is significantly important and for another 85 it is economically important.

The stated goals of the new regulations are to:

- Change the structure of the fishery in a way which, *in the long run*, shall secure the participants an economically viable fishery,
- Manage small and large vessels in the fishery in such a way so that they do not compete directly with each other,
- Reduce the number boats to avoid overfishing.



Local concerns

- For the local fishers even small incomes are important to provide cash for purchase hunting equipment (bullets, food for dogs, etc.)
- The lack of area restrictions (potentially) places Upernavik fishers at a disadvantage as their northern waters open up later.
- The closure of the fishery – next generation?
- Inequity between small and large scale operators. The government states explicitly in their management proposal that large boats will be “guaranteed a minimum quota and do not risk that the quota will be fished by other fishers in case of illness, technical problems or the like.” Small-scale fishers, are not given the same guarantees.



Lessons from EU on integrated marine policies

- A complex user and policy *seascape*
- Institutional ambiguity
- Unequal footing among stakeholders



A complex user and policy seascape



INNOVATIVE FISHERIES MANAGEMENT
- an Aalborg University Research Centre



Institutional ambiguity

- Different institutional settings come together
- Mismatch between institutions of the different policy making settings
- Room to negotiate new and change existing rules of the game
- The larger this misfit, the more room to manoeuvre actors have in negotiating and changing the institutional rules
 - Enabling (innovative developments, fit to context)
 - Constraining (inertia, institutions and actors working against each other)



Unequal footing of stakeholders

- Differences in the organisational capacity across the sectors and pinpoints the unequal footing in terms of their ability to influence decision-making.
- Three central themes emerge in relation to implementing the EU directives and the ecosystem-based approach to management in EU marine waters:
 1. Boundaries
 2. Policy and management coordination
 3. Values, user conflicts, and balance





THANK YOU FOR THE ATTENTION!

**Time for questions and hopefully a
discussion on: How geo-political
concerns might impact:**

Marine governance in Greenland/Arctic