



MAREMED PROJECT

2010-2013

DEVELOPING INTEGRATED
MARITIME POLICIES
FOR SUSTAINABLE FISHERIES
IN THE MEDITERRANEAN AREA



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The efforts carried out at the Community level in order to set ambitious goals and develop sustainable tools for the economic growth of the fisheries sector are commendable, especially now that the new Common

Fisheries Policy (CFP) and European Maritime and Fisheries Fund (EMFF) are coming into shape.

In this framework, the contributions given by the MAREMED Project, and by Marche Region as the Coordinator of the Fisheries theme, are of high value. This international Project has allowed to outline and develop strategies and operational tools for sustainable fisheries which are finely-tuned on the Mediterranean Regions, thus ensuring that the European policy orientations and objectives are properly integrated and aligned with the specific Regional requirements.

The MAREMED Project investigations on new management tools for fisheries have highlighted that Regional Management Plans can be an effective way to develop all-round sustainable fisheries policies. Managing fisheries at the local level is of the utmost importance in the Mediterranean area, where traditions and cultural peculiarities play a fundamental role in shaping the fisheries sector. Other management models, such as those based on Transferable Fishing Concessions (TFC), do not seem in general appropriate for the Mediterranean sea and its high complexity. Hence, there is satisfaction for the orientations expressed at the Community level for a non-mandatory introduction of TFC

systems. Another relevant priority addressed by the European regulations is related to the sustainable development of fisheries areas through various initiatives, such as the creation of fisheries local action groups and the promotion of fishing tourism activities. The MAREMED Project has provided preliminary insights and advice in order to make these initiatives more effective at the Mediterranean level.

Other relevant issues highlighted by Marche Region in the framework of this project are the importance to maintain the temporary protection period, to develop specific measures for sustainable fleet renewal and modernisation, to provide support for new fishing vessel construction, to develop a strategic vision for employment and generation renewal. In addition, it is important to base local development on simpler and more flexible tools which are better calibrated on local requirements. Finally, in the framework of the EU strategy for the Adriatic Ionian Macroregion, it is of the utmost relevance to add value to the Mediterranean specificities, with special attention to fisheries and aquaculture, in order to set the ground for the "blue growth" and for an effective integrated maritime policy.

SARA GIANNINI
Regional Commissioner for Fisheries



The main aim of MAREMED Project (MARitime REgions cooperation for MEDiterranean), financed through the Transnational Cooperation European Programme MED (<http://www.programmemed.eu/>) is to **strengthen the coordination and integration of Regional maritime policies in the Mediterranean area, and to align them with those in force at National, European and Mediterranean levels**. The project focuses on those constituents of maritime policies with a strong transnational dimension, namely Integrated Coastal Zone Management, pollution (including small and medium scale accidental coastal pollution), adaptation to climate change in coastal areas, fisheries and coastal and maritime data management.

The project has drawn together fourteen Regional partners from France, Italy, Spain, Greece and Cyprus, coordinated by Provence-Alpes-Côte d'Azur Region together with the Conference of Peripheral Maritime Regions (CPMR).



The MAREMED agenda has allowed on the one hand, to develop best practices and operational tools to support decision-making and governance at the Regional level, and on the other, to provide European policy makers with political and technical contents for better shaping the next EU policy and financial programming period (2014-2020), taking into account the main outcomes delivered by the project. **Within this overarching framework, Marche Region's Fishing Department has been the Coordinator of the Fisheries theme and Working Group.**

More information on Maremed project and its implementation phases can be found on the official website of the project: www.maremed.eu



MAREMED DIAGNOSTIC PHASE

Fisheries and related activities play a strategic socio-economic role in Mediterranean coastal Regions by supporting “blue growth” and ensuring sources of employment. However, over the last ten years the fisheries sector has faced relevant challenges, such as high competition for the access to maritime space and to healthy marine ecosystems, fleet overcapacity and inefficiency, decline of catches and a general overfishing of stocks, and others.

To try and solve these issues, the upcoming Reform of the Common Fisheries Policy (CFP) will strive to preserve and develop fishing activities, by creating conditions to ensure their competitiveness as well as their environmental, economic and social sustainability. The objectives of the reformed CFP will be achieved through the European Maritime and Fisheries Fund (EMFF), that will enter into force on 1 January 2014 until 31 December 2020. The EMFF is structured around four pillars:

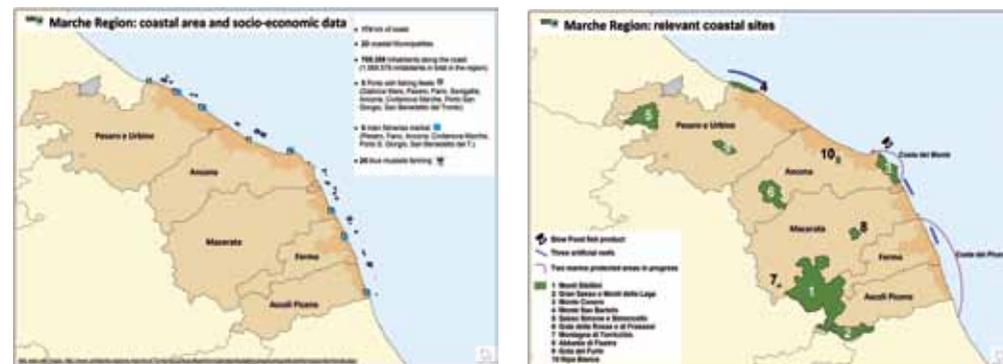
- Smart and Green Fisheries
- Smart and Green Aquaculture
- Sustainable Development of Fisheries Areas
- Integrated Maritime Policy (IMP)¹, which includes measures such as maritime surveillance, data sharing, Marine Spatial Planning (MSP), Integrated Coastal Zone Management (ICZM)

In the framework of MAREMED project, the fisheries theme has been mainly focused on two of these four pillars: (i) smart and green fisheries and (ii) sustainable development of fisheries areas. During the first work phase, Marche Region, as the Coordinator of the Fisheries theme, carried out an overall DIAGNOSTIC ASSESSMENT to evaluate the state of application of the principal maritime and fisheries policies at the Mediterranean level, especially focusing on Regions partners of MAREMED project. Data and information were collected from all Project Partners through a questionnaire articulated in six sections.

SECTION A - MAPS OF COASTAL COMMUNITIES DEPENDENT ON FISHERIES ACTIVITIES

SECTION B - MAPS OF MAIN FISHERIES-RESTRICTED AREAS

These sections provided an exhaustive overview of geographical, environmental, social and economic features related to coastal fisheries activities in Regions partners of the project, including information on fleets and on protected areas that could act as repopulation zones with spillover effects beneficial for fisheries. For some of the project partners, a series of comprehensive maps were drawn in order to geographically locate the data and information that were collected. The maps created for Marche Region are shown below.



¹ The inclusion of the IMP is the major difference between the current EFF and the new EMFF.



SECTION C - GATHERING DATA ON REGIONAL PLANS

This section provided a preliminary overview of the state of development and implementation of Regional management plans for the sustainable exploitation of fishery resources in Regions partners of the project. The results of this section, although preliminary, highlighted the crucial importance of this issue at the Mediterranean level. For this reason, a specific pilot action was carried out on management plans during the second work phase, as discussed below.

SECTION D - TOWARDS A NEW CONCEPTION OF FISHING ACTIVITIES AT THE REGIONAL LEVEL

SECTION E - TERRITORIAL STRAND OF THE CFP: A NEW SCENARIO FOR FISHING

These sections investigated the degree of integration and coordination among fishing activities, Integrated Coastal Zone Management and the local economy, including the implementation of EFF/Axis 4 aimed at supporting fishing communities. Overall, the results indicated that there is not a very effective integration between ICZM, fisheries and all other activities that play a role in the coastal economy (e.g. tourism, energy production, environmental protection, maritime transport) in Regions partners of the project. This is a critical issue, since the **planning of interventions should be put in perspective through the adoption of an integrated maritime policy, and through a strong interrelation between fisheries activities and a territory's features, potential and vocation.** In order to further investigate such a relevant issue, during the second work phase two intertwined pilot actions were carried out on Fishing Tourism and on EFF/Axis 4 on sustainable development of coastal zones and Fisheries Local Action Groups, as discussed below.



SECTION F - FINANCIAL ASPECTS

This section provided an overview of financial aspects related to fisheries activities, including main investment orientations and funding tools. The investigation suggested that in Regions partners of the project funds are mainly allocated at the national level, with some support from Regions, and that the main funding source is related to European Fisheries Fund (EFF) measures (Axis 4 «Sustainable Development of Fisheries Areas and Fisheries Local Action Groups, and to a lesser extent, Axis 2 «Measures for investments in aquaculture and processing, and for marketing of fishery and aquaculture products» and Axis 3 «Measures of common interest»).

The main **GENERAL CONCLUSIONS** of the diagnostic phase helped to highlight the need for a **Regionalisation of the upcoming Common Fisheries Policy (CFP), which should allow to implement a new multilevel governance** through which fishermen, producers' organisations (POs), inter-branch organisations, scientists and public stakeholders contribute in concrete terms to the CFP decision making process.

Just a few general and well-defined rules should be set through EU operational programmes, leaving local development strategies in the hands of more flexible implementation tools, which are finely-tuned on local specificities and requirements and characterised by a simplification of administrative procedures.

Also, despite the huge efforts made by several Mediterranean Regions to adjust their fleet capacity, the overall project outcomes helped to underline **the need for a different approach to all issues related to Mediterranean fishing fleets.** The European fleet size has drastically decreased in the last 10 years, but this has not led to the expected benefits in terms of overcapacity decrease and reduction of catches. In particular, Mediterranean countries are characterised by old fleets; it is therefore of the utmost importance to develop appropriate measures for fleet renewal and modernisation, aimed at reducing environmental impacts, increasing fishing selectivity and facilitating differentiation of activities, to provide financial support for new fishing vessel construction, and to create a strategic vision for young generations in order to enhance generational renewal.



The second work phase of MAREMED project was devoted to the development of a series of pilot actions, aimed at better understanding a number of issues which were identified as highly relevant for the Mediterranean context during the diagnostic phase.

As the Coordinator of the Fisheries theme, Marche Region designed and developed the following pilot actions:

1 - Regional Management Plans for Fisheries

2 - Fishing Tourism

3 - Priority Axis 4 of the European Fisheries Fund (EFF) on Sustainable Development of Fisheries Areas and Fisheries Local Action Groups

4 - Transferable Fishing Concessions (TFC): transferability, modes of applicability and management model analysis for the Mediterranean area

The main objectives and outcomes of each pilot action are outlined below. Since the TFC topic is rather complex and intertwined with all other issues related to fisheries management, and Management Plans are a particularly relevant issue for the Mediterranean, the outcomes of these two pilot actions are discussed in further detail in a dedicated brochure «The Maremed Project



- **Opportunities for developing new fisheries management tools in the Mediterranean area**». The brochure can be downloaded from the official website of the project www.maremed.eu and from the website of Marche Region's Fishing Department www.pesca.marche.it Printed copies are also available on demand (see «Contacts» at the end of this brochure).



The outcomes of this pilot action have highlighted that **Management Plans could be an effective tool for the development of environmentally, socially and economically sustainable fisheries policies**, also by means of multiannual planning tools. The management of fisheries at the local level is of the utmost importance in the Mediterranean sea, where traditions and cultural peculiarities play a fundamental role in shaping the fisheries sector.

In addition, Management Plans allow fishermen to become more responsible and to be more directly involved in the planning process with a **bottom-up approach**. Management consortia have proved to be a particularly appropriate tool, as they help fishermen to move beyond individualism towards sharing a common goal.

For a management plan to be effective, it must draw together and put in mutual relation all actors and stakeholders which are relevant for the safeguard, sustainable exploitation and management of a specific marine area. For this reason, the ideal Managing Body in the Mediterranean is based on a **transversal governance concept and composed of all coastal community stakeholders** (local fleet authorities, fishermen consortia, local organisations and bodies, scientists, etc).

A possible definition of "Regional fisheries management" may be "Regional management at a scale as local as possible, directly involving local fisheries communities". More generally, it would be good to **develop specific management tools with a multi-level approach**, moving from the Regional to the national and transnational level, also enhancing cooperation with non-European countries for an effective multiannual management of shared stocks. As already mentioned, this pilot action is described in further detail in the brochure «The Maremed Project - **Opportunities for developing new fisheries management tools in the Mediterranean area**»².

² The brochure on fisheries management tools can be downloaded from the official website of the project www.maremed.eu and from the website of Marche Region's Fishing Department www.pesca.marche.it. Printed copies are also available on demand (see «Contacts» at the end of this brochure).



Fishing Tourism can be defined as a **set of tourism-related activities carried out by professional fishermen** in order to differentiate their incomes, promote and valorize their profession and socio-cultural heritage, and enhance a sustainable use of marine ecosystems, by means of boarding non-crew individuals on fishing vessels. Although the “tourism and recreational purpose” of fishing tourism activities is apparent, this is not always formally stated by the relevant legislation.

The results of this pilot action suggested that the fishing tourism sector is still in its infancy phase in the Mediterranean basin. In order to harness such an underexploited industry, significant changes should be introduced into the **EU legislative framework**, thus achieving a better regulation, coordination and integration of the sector, and creating a standard judicial basis on which each Member State can base its independent legislation on fishing tourism.

In addition, to successfully develop this sector some efforts should be made to ensure the development of **better synergies with the tourism sector**, the creation of stronger and long-lasting **networks**, the enhancement of **promotion and publicity** actions, **education and training** of fishermen, allocation of funds for **renewal and adaptation of vessels** to be devoted to fishing tourism.

WHAT ARE THE MAIN GOALS OF FISHING TOURISM?

- To diversify economic sources of income in the fisheries sector.
- To complement direct fishing activities, also preventing a further increase of the overall fishing effort.
- To promote the environmental, socio-cultural and economic values of coastal areas through the fishermen which represent them.
- To develop innovative and attractive tourism offers.
- To improve fishermen’s image, raise awareness on the fisherman profession and bring it closer to the people.

TEN POSITIVE IMPACTS OF FISHING TOURISM

- 1 / Sustainable development of the coastal territory.
- 2 / Valorization of the historical and socio-cultural vocation and heritage of coastal areas.
- 3 / Development of an innovative and ecologically sustainable concept of tourism at sea.
- 4 / Recognition of the leading role of fishermen in shaping coastal areas.
- 5 / Added value to local fisheries products and traditional artisanal fisheries.
- 6 / Reduction of fishing effort and better conservation of fisheries and marine resources.
- 7 / Higher economic income and better quality of life for fishermen.
- 8 / Higher employment rates for women and young people.
- 9 / Development of environmental and cultural education activities.
- 10 / Raise awareness on consuming local fresh fish for a healthy diet and a sustainable lifestyle.



REGULATORY FRAMEWORK

The legislation is still scarcely developed and not well focused on the specific characteristics and requirements of fishing tourism. A more **exhaustive and appropriate legislative framework** for the development of fishing tourism activities in the Mediterranean is required at the Regional, State and European Community level.

Specific amendments to the existing rules should be made in France and in Italy, and dedicated rules should be developed in Spain, Greece and Cyprus, taking into account the recommendations provided by fishermen, operators and experts.

In addition, **bureaucratic, administrative and taxation** issues should be simplified and made more coherent and crystalline both at national and Regional levels.

NETWORKING AND COORDINATION

Strong and long-lasting networks of operators should be created for a better management, coordination and harmonization of fishing tourism activities in the long run.

Fishermen could create fishing tourism organisations or consortia and **networks of fishing tourism enterprises**, in order to rationalise their activities, increase visibility and strengthen their impacts. In addition, joint actions involving **public administrations, local communities, professional fisheries associations and tourism operators** should be developed.

A particularly critical point is the difficulty in connecting the worlds of fisheries and tourism, whereas stronger and more articulated **partnerships and synergies should be created between fishermen and the tourism sector**, so that fishing tourism initiatives could benefit from the professional expertise, networks and promotional platforms of tourism operators. Fishing tourism could become more attractive even for fishermen themselves: synergies with tourism services would make management and logistics easier and offers more effective, thus giving a higher economic return to fishermen.





PROMOTION AND PUBLICITY

Networking and collaborating with tourism services and relevant stakeholders could also make promotional and publicity activities more effective. Fishing tourism initiatives could be included in **Regional Promotional Plans** and in **eco-tourism holiday packages** (making fishing tourism part of farm holidays, creating “fishing tourism trails”, giving tourists the possibility to catch the fish during a fishing tourism cruise and then prepare it in structures provided by fishermen either onboard or inland, joining fishing tourism and ititourism initiatives, etc).

Fishing tourism initiatives could be advertised through the creation of **dissemination, information and awareness raising material** (leaflets, brochures, posters, etc) and of dedicated and comprehensive **web-based platforms**, and through the participation to **international and national fairs** and the organisation of **dedicated events** (local fairs and festivals, demonstration days, meetings, workshops and seminars, etc) involving tourism operators and all relevant stakeholders.

Such initiatives should have a **wide distribution** and a **good media coverage** to increase visibility and awareness, but they should also aim at building long-lasting, articulate and effective networks of operators.

EDUCATION AND TRAINING

Specific education and training activities should be developed to **increase fishermen competencies in the fishing tourism sector**. Indeed, most professional fishermen are not adequately trained for carrying out a long-term fishing tourism activity. Formal authorization should be given to fishermen who wish to enter the fishing tourism sector only after completion of the required training.

Relevant **topics** covered by the courses could span from rules and regulations, to first aid measures, to administrative and marketing notions, to biological and conservation issues, as well as issues related to local maritime history and socio-cultural heritage.

HEALTH AND SAFETY ON FISHING VESSELS

Another issue of great concern is related to the **health and safety** of tourists on board, which is strictly connected to the need to **renovate and adapt fishing vessels** to make them suitable for fishing tourism activities. A number of fishing vessels could be specifically adapted and devoted only to fishing tourism activities, possibly owned by fishermen cooperatives or consortia in order to reduce the costs of purchasing or renewing vessels. The creation of tourist-friendly infrastructures, such as specific harbour areas with structures and facilities dedicated to fishing tourism activities, could also be considered.



ITTITOURISM

Ittitourism (or Fish Tourism) is even less developed than fishing tourism, and its **conceptual, regulatory and operational frameworks** are still inadequate.

As a first step, a clearer and more exhaustive definition should be given to ittitourism, also making the **term more meaningful and attractive**. In fact, "ittitourism" is too remote in meaning, whereas "fish tourism" is too similar to "fishing tourism". It would be good to choose a term that better characterises this activity and differentiates it from fishing tourism, for example "fishermen's hospitality" or "fishermen holiday", to avoid confusion and increase impact.

To improve services and visibility, ittitourisms could be rated according to their quality and/or facilities using a standardized and widely recognized classification system similar to the "star" system used for restaurants and hotels, where stars could be substituted by an item strictly related to the marine world, such as a fish or a shell.

It is important to extend the concept and definition of ittitourism to the valorization of the "maritime culture" in its widest sense, including not only recreational but also educational, dissemination and awareness raising aspects. A variety of innovative initiatives could be developed, ranging from kilometre-zero «fish café» to fishermen and fisheries heritage ecomuseums.



The outcomes of this pilot action highlight the need to further enhance **multi-level governance** in the design and implementation of local policies and actions, ensuring that a priority role is given to Regions and local Public Administrations (PAs) in the coordination, management and monitoring of programmes and activities.

Indeed, Regions and local PAs should be the key actors for linking fisheries to the overall sustainable development of coastal areas through an integrated approach. The local development strategies of **Fisheries Local Action Groups (FLAG)** should therefore be further integrated and coordinated with all other territorial development strategies planned and implemented at the Regional level.

At present, in Europe there are **303 FLAGs in 21 Member States**, and thousands of projects are implemented by them ¹. A good number of FLAGs have been created also in Regions partner of the MAREMED project, as summarized in Fig. 1-a,b, where Fig. 1-a provides an overview of FLAG numbers at national level, and Fig. 1-b at Regional level.

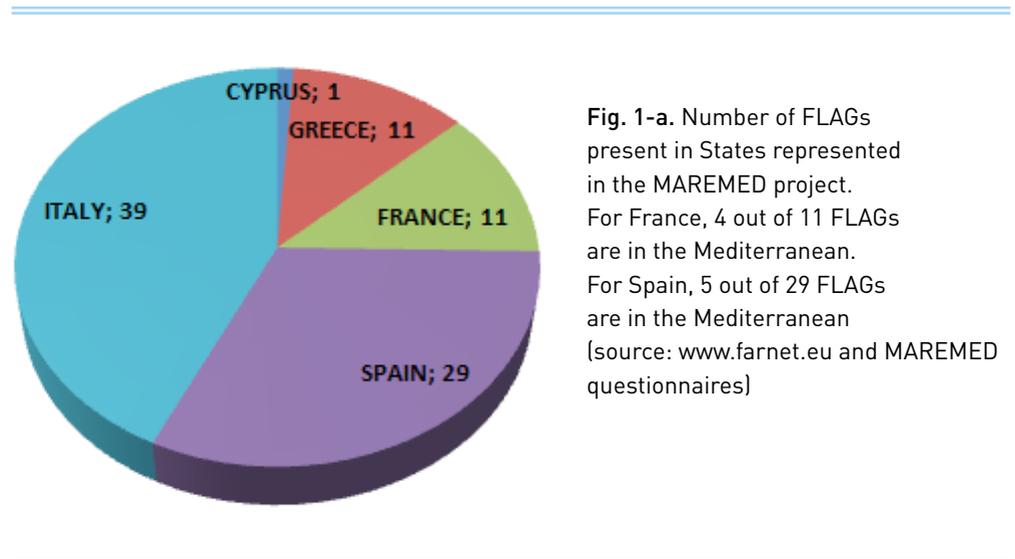


Fig. 1-a. Number of FLAGs present in States represented in the MAREMED project. For France, 4 out of 11 FLAGs are in the Mediterranean. For Spain, 5 out of 29 FLAGs are in the Mediterranean (source: www.farnet.eu and MAREMED questionnaires)

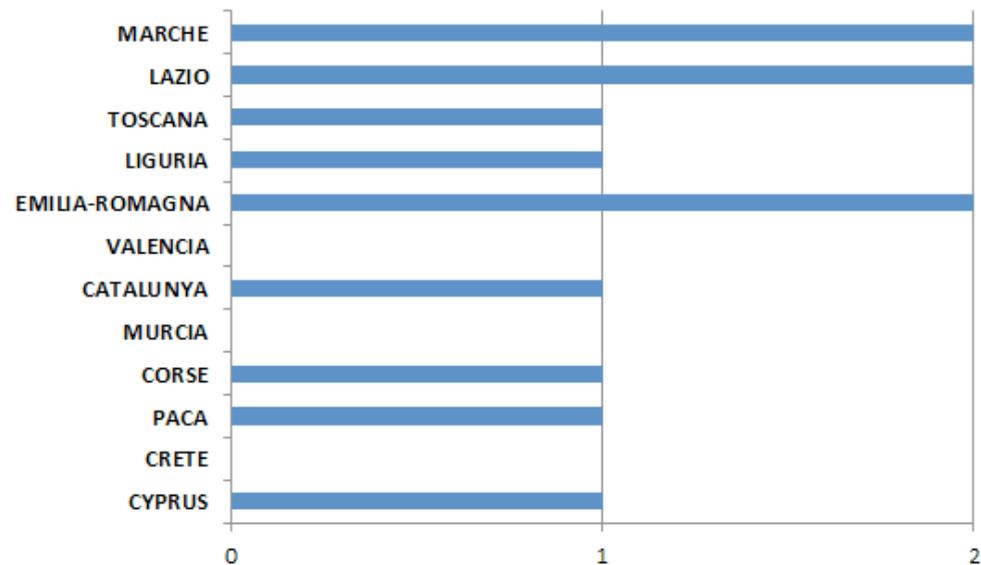


Fig. 1-b. Number of FLAGs present in Regions Partner of the MAREMED project. Overall, 12 FLAGs are present in Regions partner of the project (source: www.farnet.eu and MAREMED questionnaires)

The overview of **FLAG characteristics and activities** in Regions partners of MAREMED project, carried out in collaboration with EC's FARNET Support Unit, outlined that FLAG partnerships are composed of variable proportions of representatives from the fisheries and aquaculture sector, public sector, private sector and NGO, and environmental sector.

Projects developed and carried out by FLAGs are varied and well differentiated according to the local needs. Special attention is given to adding value to local fisheries products (including direct sales, small-scale processing and transformation, marketing and awareness raising), promoting the economic diversification of activities (including fishing tourism initiatives), focusing on environmental, social and cultural issues (including marine conservation, maritime culture and artisanal fisheries heritage, territorial identity and quality labeling).

The **governance of Fisheries Local Action Groups** should be based with the local authorities, in order to guarantee transparency of management and to benefit from their experience in managing public finance. Coordination with local and Regional development strategies and plans would thus also be facilitated.

³ As of 28 February 2013, source: <https://webgate.ec.europa.eu/tpfis/cms/farnet/welcome-farnet-european-fisheries-areas-network>

The outcomes of the pilot action on Transferable Fishing Concessions (TFC) clearly indicated that a fisheries management model based on a **TFC system is in general not appropriate and recommended for the Mediterranean context**, where Regional fleets are mainly artisanal, with small-scale fishing vessels commonly catching a wide variety of species using different types of fishing gear.

However, TFC-based management systems might be developed for specific fishing typologies and gears, and in restricted geographic areas, such as **clam fisheries or small-scale pelagic fisheries in the Adriatic sea**, although the applicability and modes of transferability of such systems should be further tested for the Mediterranean context. As already mentioned, this pilot action is described in further detail in the brochure «**The Maremed Project - Opportunities for developing new fisheries management tools in the Mediterranean area**»⁴.



⁴ The brochure on fisheries management tools can be downloaded from the official website of the project www.maremed.eu and from the website of Marche Region's Fishing Department www.pesca.marche.it. Printed copies are also available on demand [see «Contacts» at the end of this brochure].

All materials produced by Marche Region in the framework of MAREMED project, including **Reports, Recommendation Papers, Brochures and Audiovisual Tools**, can be downloaded from the official website of the project

www.maremed.eu and from the website of Marche Region's Fishing Department www.pesca.marche.it

Printed copies are also available on demand, and can be requested at the following contacts.

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