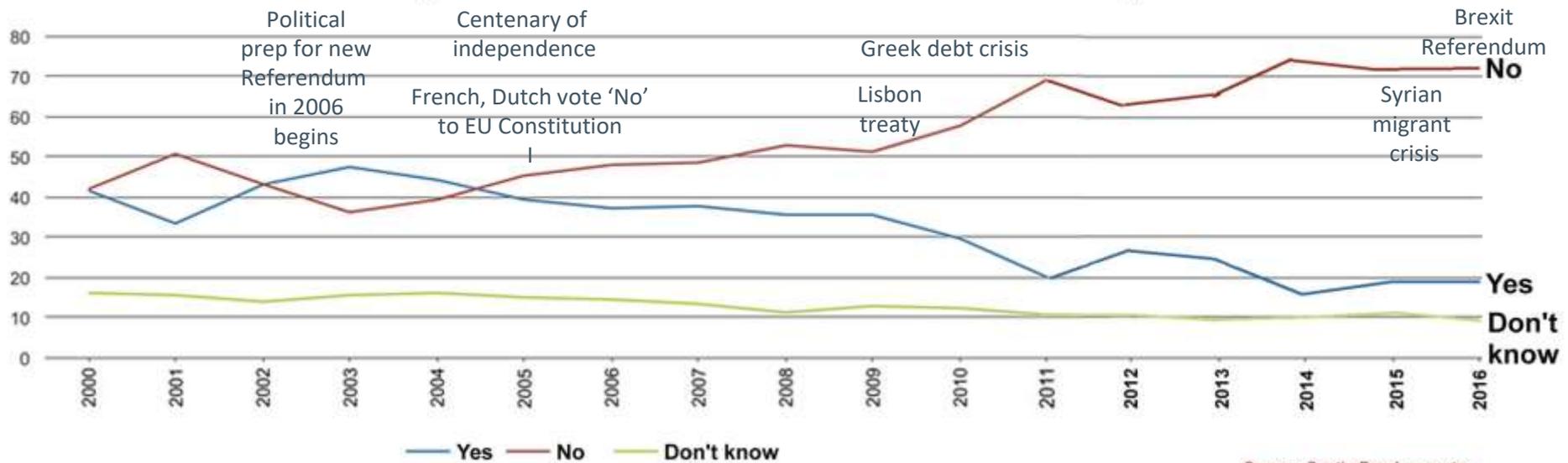


# Managing land and sea outside the EU – land use and fisheries in Norway

Duncan Halley

Norwegian Institute for Nature Research

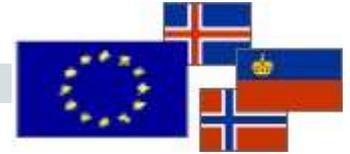
# Should Norway be a member of the European Union?



“We have probably now reached down to the bedrock of yes-supporters, so that it is almost impossible that that side will weaken more”

-Professor Øyvind Østerud, Oslo University,  
*Dagbladet*, 27th August 2016

# The European Economic Area – History and Politics



- Agreed in 1992, ahead of 1994 EU membership referendum. In force 1/1/1994
- Intended by then Norwegian govt. as transitional to full membership
- 28/11/1994: Norwegians reject EU membership 52:48% in referendum
- EU Membership remains live issue to 2005, EEA provisions a main plank for 'Yes' campaign
- Plans for 3rd referendum in 2006 dropped in 2005, following 'No' votes in the French and Dutch EU Constitution referendums. From then on polls in Norway have indicated no realistic prospect of a 'Yes' vote
- c.2010 and later – renegotiation of EEA deal live political issue in Norway
- 2016: EEA politics 'on hold' until we see the deal the UK and EU conclude

# The European Economic Area - Provisions

- The [EEA Agreement](#) provides for the inclusion of EU legislation on free movement of goods, services, persons and capital throughout the 31 EEA States
- Requires equal rights and obligations within the Internal Market for citizens and economic operators in the EEA

70% of EU directives and 17% of EU regulations in force in the EU in 2008 were in force in Norway in 2010. Norway had consultation but no voting say in these (Norway would (2016) have 1.9% of the votes in the European Council, if it were a member of the EU)

- **BUT** there is a 'right of reservation' by any country, which suspends indefinitely a Directive (etc) from applying in the EEA-only countries (Norway, Iceland, Liechtenstein). So far used only once, by Norwegian centre-left coalition in 2011 on Postal Directive; reversed by current minority right coalition in 2013.

The EEA Agreement does **not** include the following EU policies:

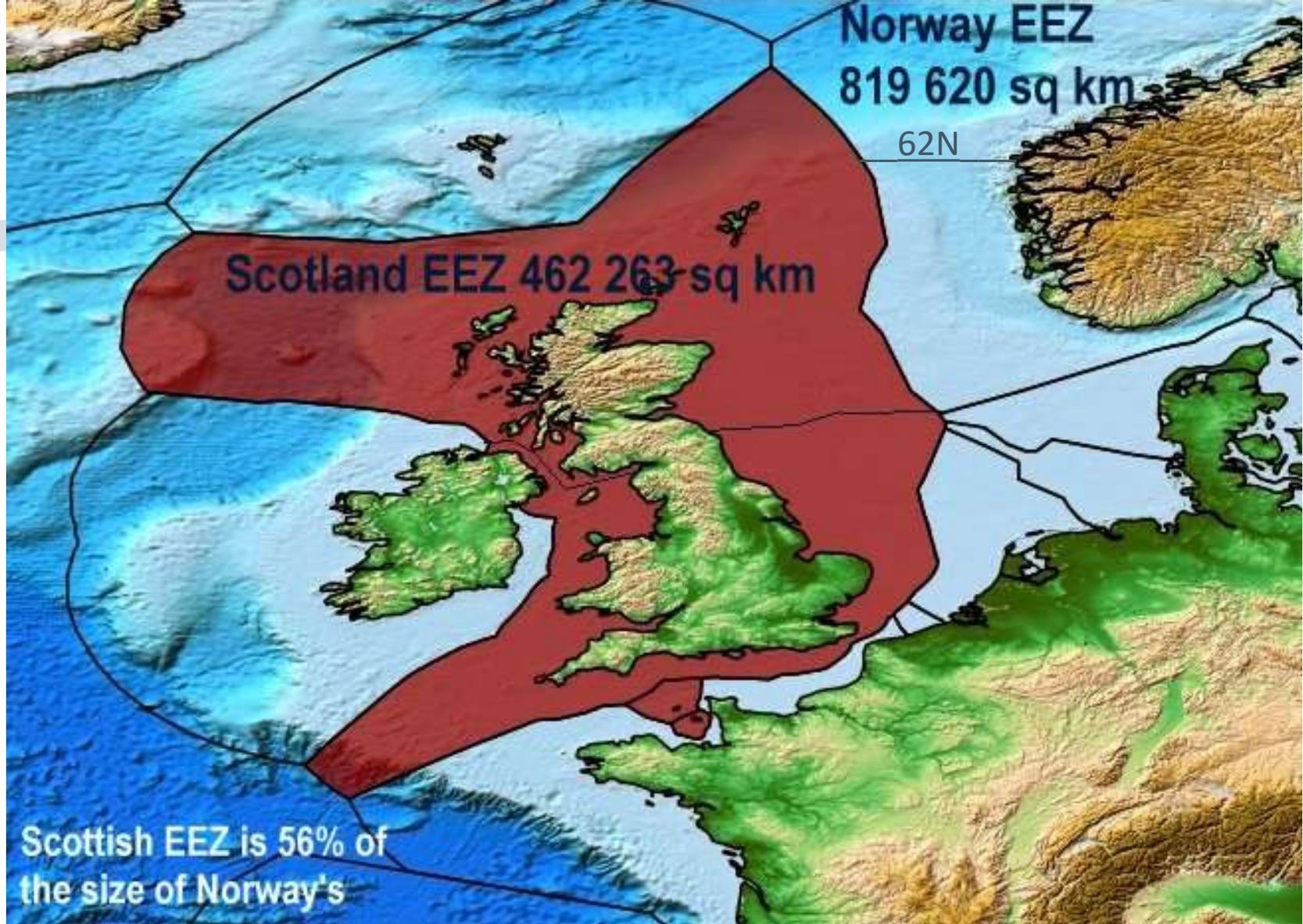
Common Fisheries Policy (CFP); Common Agricultural Policy (CAP); Habitats Directive and other conservation directives; Customs Union; Common Trade Policy; Common Foreign and Security Policy; Justice and Home Affairs; Monetary Union



An aerial photograph of a port facility, likely Peterhead Port, showing a large harbor with several fishing boats docked at piers. The port is surrounded by a dense urban area and industrial buildings. The water is a deep blue, and the sky is clear. The text "Fisheries: Life in and out of the Common Fisheries Policy" is overlaid in white on the harbor area.

# Fisheries: Life in and out of the Common Fisheries Policy

Photo: Peterhead Port Authority



Post-Brexit, Scotland will have sole control over fisheries within the Scottish EEZ (Scotland Act 1998)

- “What we know now is how to fish sustainably; it’s just a question of whether we have the **political will to do so**”- *International Council for the Exploration of the Seas, [Annual Report 2008](#)*
- “Most fish stocks have been fished down. 88 % of Community stocks are being fished beyond Maximum Sustainable Yield, 30 % of these stocks are outside safe biological limits...93% of cod in the North Sea are fished before they can breed...heavy public financial support... European citizens almost pay for their fish twice: once at the shop and once again through their taxes”  
Source: [EU CFP Reform Green Paper 2009](#)
- “If no reform takes place, only 8 (CFP) stocks out of 136 will be at sustainable levels in 2022”  
[EU Fisheries Commissioner, 2011](#)
- “In the North Sea, out of 18 (CFP) stocks, 9 are not fishable at all. Of the remaining species, all nine were heavily reduced between 1997 and 2009” [Ørebech 2015](#)
- Latest CFP reform phasing in from 2015
- “Fixing the level of fish quotas that can be caught by EU member states is a complex process and EU fisheries ministers have the final say on the quotas to be allocated for the next 12-month period. **Sometimes scientific advice on how much of a certain species should be caught is followed to the letter, but it is not unusual for ministers to agree on levels which are very different** from the European Commission's initial proposals.” -*Marine Scotland website, accessed 26/09/2016*

# EU NE Atlantic, N. Sea, Baltic Stocks within Safe Biological Limits

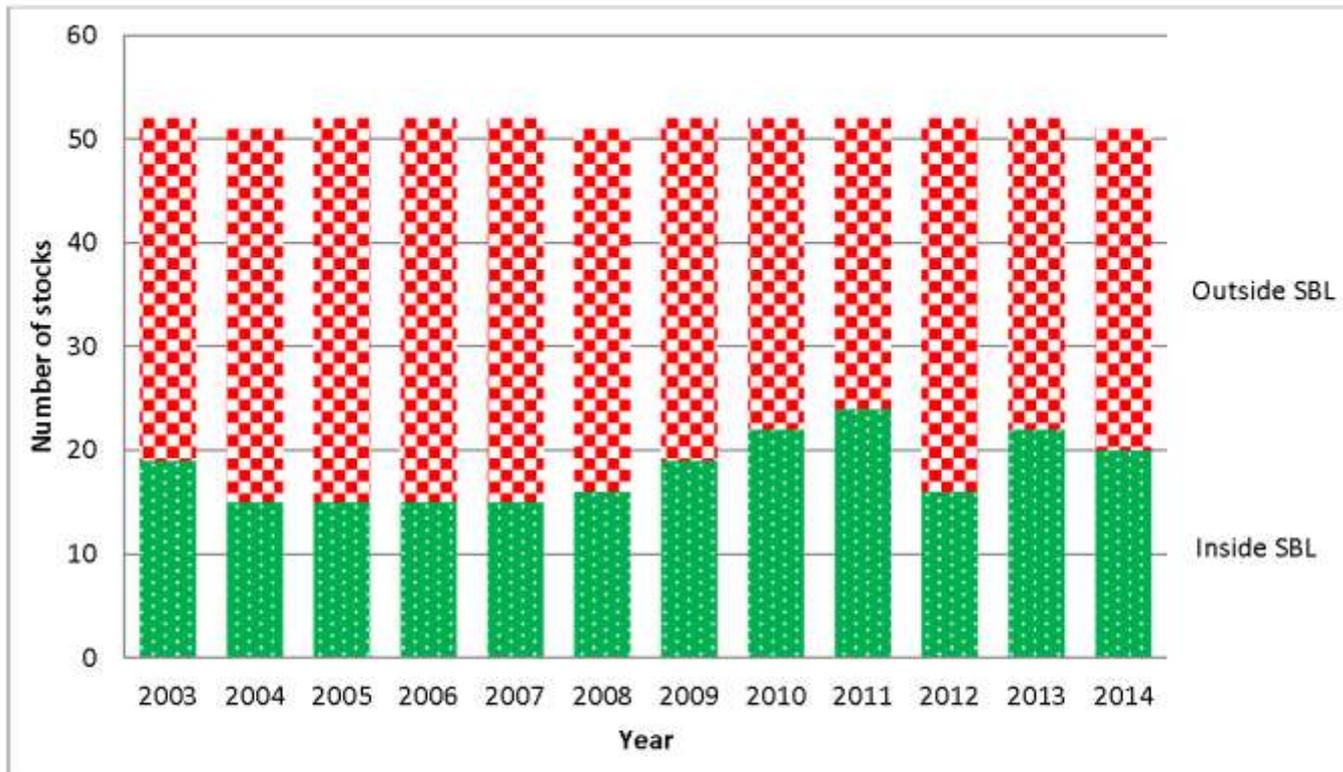
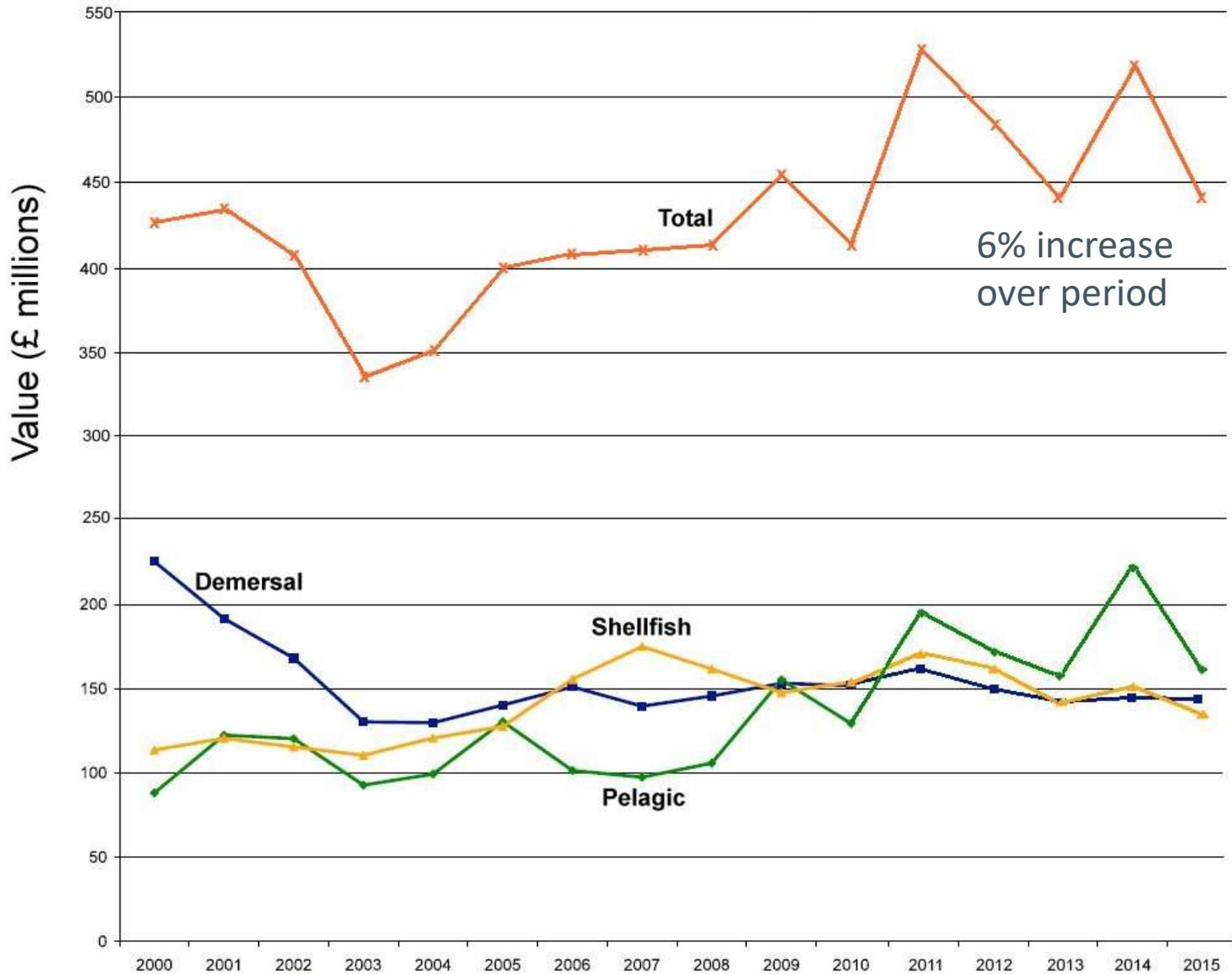


Figure 4. Numbers of assessed stocks in the Northeast Atlantic, North Sea and Baltic Sea in EU waters and contiguous shared stocks, showing numbers of stocks inside and outside safe biological limits (SBL). A stock is within SBL when the fishing mortality is lower than the precautionary fishing mortality ( $F_{pa}$ ) (where this is defined) and the stock size is higher than the biomass reference value (where this is defined). A stock is outside SBL when the fishing mortality is higher than  $F_{pa}$  (where this is defined) or the stock size is lower than the biomass reference value (where this is defined).

- 74% of total CFP catch comes from North East Atlantic & adjacent waters ([EU, CFP Facts & Figures 2016](#))
- “In 2015, the proportion (calculated as a three-year moving average) of Scotland's key commercial fish stocks where the quota (Total Allowable Catch (TAC)) was set in line with scientific guidance was 57 per cent” Source: [Scottish Govt Statistics](#)
- **Target** was 70 per cent
- “(CFP Reform) objective is to remedy the Common Fisheries Policy’s “five structural failings.” Unfortunately, the new regulations have failed to improve the situation... no radical changes have taken place.” [Ørebech 2015](#)

Source: [EU fish stocks report 2016](#)

# Value of all landings by Scottish registered vessels 2000-2015



Direct subsidies through the European Fisheries Fund (UK), 2007-14, Scotland: **£101.8 million**

(not including 'other government contributions', or indirect subsidies)

Source: [EFF UK review](#)

European Maritime and Fisheries Fund budget, whole EU, 2015- 2020: €6.4 billion, of which 27% for 'Sustainable Fisheries'.

Source: [EU Facts & Figures on CFP 2016](#)

The most important indirect subsidy is the overall exemption from fuel taxes.

Source: [Scottish Government statistics](#)

# Fisheries Management in Norway

- “The state of the most important commercial fish stocks in Norwegian fisheries is good” – [OECD Fisheries report 2015](#)
- “The Norwegian management of living marine resources is based on the best available scientific advice. Norway places great importance on sustainable and environmentally friendly fisheries...based on a thorough knowledge and understanding of fishery resources dynamics. Norway has earned a reputation for being far advanced in fisheries research (and) fisheries administration” – [UN Food & Agriculture Organisation](#)
- “Norwegian fisheries management is simply world class” *Camiel Derichs, Marine Stewardship Council, 2010*

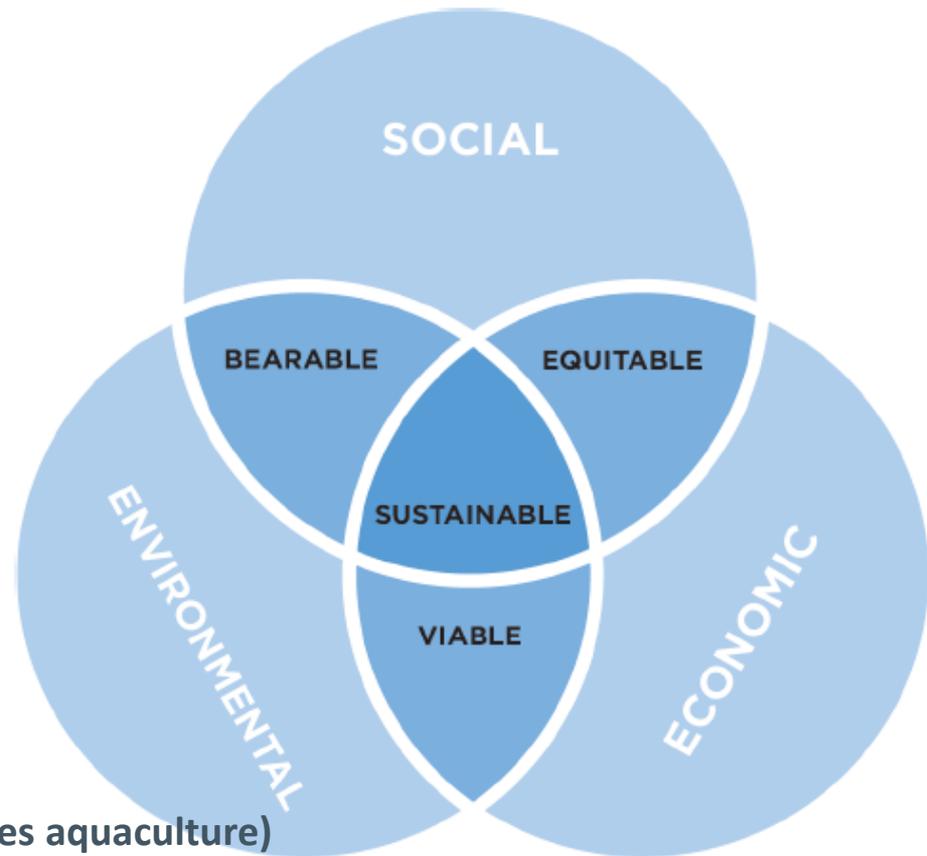


## NORWAY'S COMMITMENT

**Society:** The seafood industry is the backbone of coastal Norway and is of vital importance to settlement and employment.

**Economy:** The seafood industry generates great value to the Norwegian economy and demonstrates economic independence. There are no subsidies in the Norwegian fishing industry.

**Environment:** Norway has through many decades been one of the leading nations when it comes to developing a good fisheries and aquaculture management, and are working continuously with this to improve the resource management system



At \$8.9 billion (£5.3 billion), seafood products (includes aquaculture) were Norway's second most important export item in 2012. 90% of the catch is exported. 73.6% of fish caught (2011) are from Marine Stewardship Council (MSC) certified stocks, the highest proportion in the world.

<http://www.fisheries.no/> <http://en.seafood.no/>  
<http://www.fao.org/fishery/facp/NOR/en>

Norwegian Seafood Council  
Seafood.no





## LEGISLATION



# THE MARINE RESOURCES ACT

**The Marine Resources Act regulates the harvest of living marine resources.**

It is based on two forward-looking principles: ecosystem-based management and the precautionary principle.

The Marine Resources Act also promotes employment and settlement in coastal communities; hence it is both an environmental and an industrial law.



Passed in the Norwegian Parliament in 2008, replacing the Sea Water Fisheries Act of 1983.



Covers all living marine resources, including marine genetic material, and applies to all legal persons within the territorial extent.



Includes regulations preventing illegal and unregistered fisheries, which is reduced to next to nothing through cooperation with Russia.



States that the resources can't be privatized.



*“The purpose of this law is to ensure a sustainable and socio-economically profitable management of marine resources in the wild and the associated genetic material and to contribute to ensuring employment and settlement in coastal communities” – **Marine Resources Act, 2008***



# THE PARTICIPATION ACT

LEGISLATION



This law regulates who can fish for a living.

**Limited entry is necessary in order to ensure sustainable fisheries,** a stable resource basis for those engaged in the industry, future investments and hence employment and settlement in coastal communities.



Passed in the Norwegian Parliament in 1999.

LICENCE

States that a vessel may not be used for commercial fishing unless a commercial licence has been issued.



Allows only Norwegian citizens\* and active fishermen to be issued a commercial licence.  
\*and permanent residents



Fishing boats must be owned by registered fishermen active on the boat, or in the administration of it on land. If owned by a company, the company must be owned by active fishermen (dispensations may be granted so that fish processing firms may own up to a 49.9% interest in a boat).



CONTROL

# THE DIRECTORATE OF FISHERIES

**Monitors and controls the whole value chain** through activities like quayside and sales inspection, post landing audit and inspections at sea.

The main focus is quota control and that fishing activities are in compliance with prevailing regulations.

In addition the Directorate is responsible for aquaculture management and is in charge of aquaculture control functions.



Has a 24/7 service through the Fisheries Monitoring Centre (FMC).



The FMC controls position reports and electronic catch, and receives activity reports from vessels on a regular basis.



Cooperates with other institutions such as the Norwegian coast guard, the sales organizations, and custom and tax authorities.



Present along the Norwegian coast with 7 regional and 22 local offices.



Norway bans discards, as a waste of resources; and because discarded fish are not registered in the statistics, making it difficult for researchers to calculate the size of stocks.



CONTROL

## SALES ORGANIZATIONS

The sales organizations' main objective is to provide for clear, fair and controlled conditions in regard to fishing and trading of catches between fishermen and buyers.

They have exclusive rights to first-hand sale of fish, and thereby the **responsibility for registering all wild catch sold in Norway.**

The sales organizations are owned by the fishermen through their unions.



6

There are six different sales organizations in Norway.



Administer each vessel's quota through controls at the landing site, weighing and documentation.

CERTIFICATE



Issue catch certificates

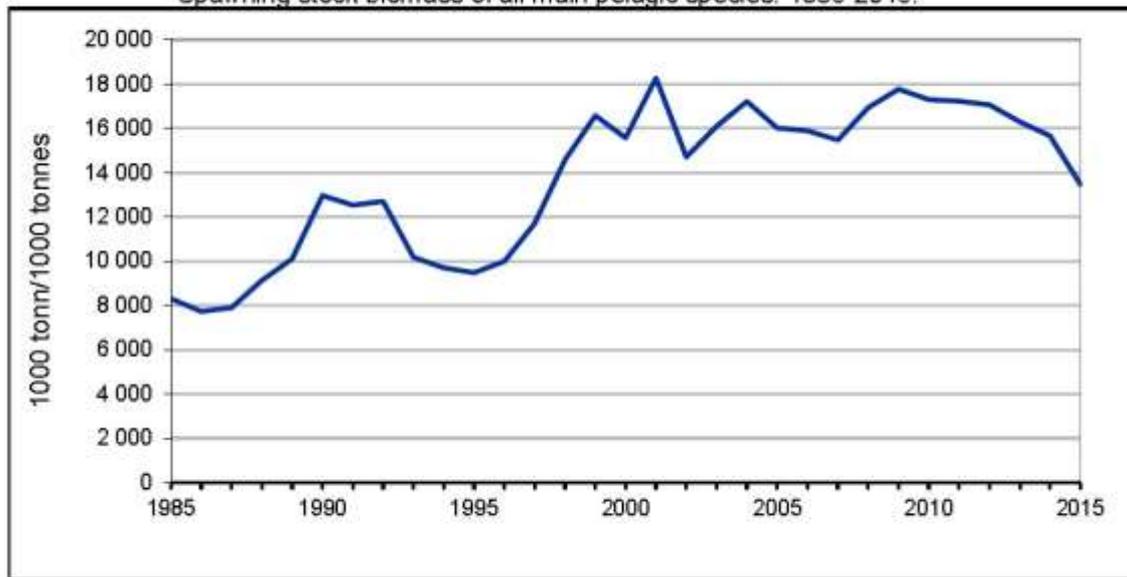
	4,364376	5,497850
	3,874834	6,483323
	3,874083	3,323054
	4,600444	6,360354

The directorate receives the data of registered fish, and this forms the basis of quota control and fisheries statistics.



Figur 1A Gytebestand. Alle sentrale pelagiske fiskeartar. 1985-2015.

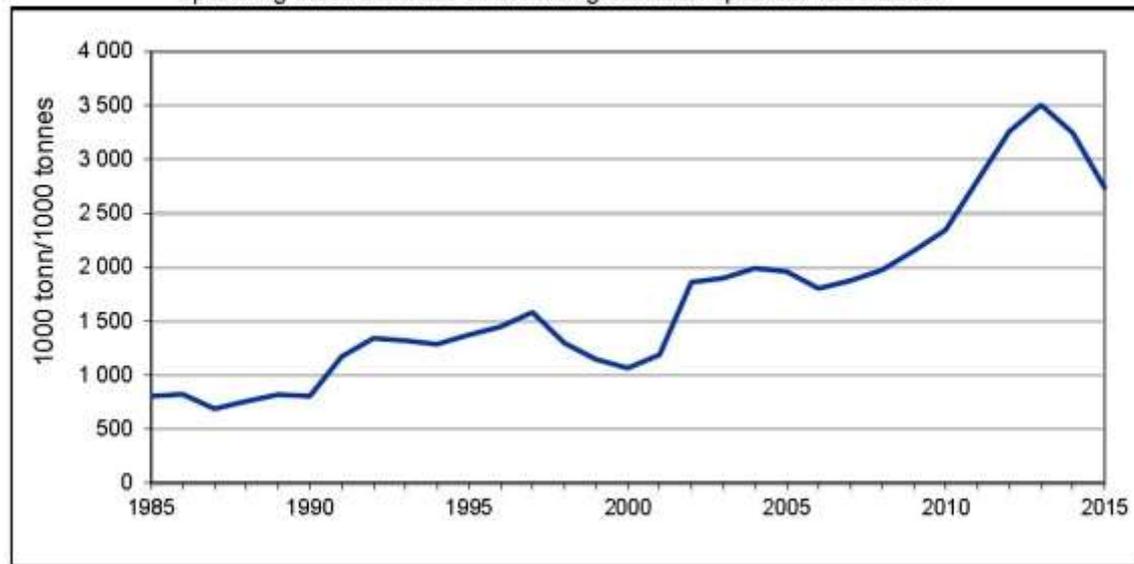
Spawning stock biomass of all main pelagic species. 1985-2015.



Spawning stock biomass main pelagic fish species, Norway, 1985-2015  
(Overall increase 51%)

Figur 2A Gytebestand. Alle sentrale botnfiskartar. 1985-2015.

Spawning stock biomass of all main groundfish species. 1985-2015.

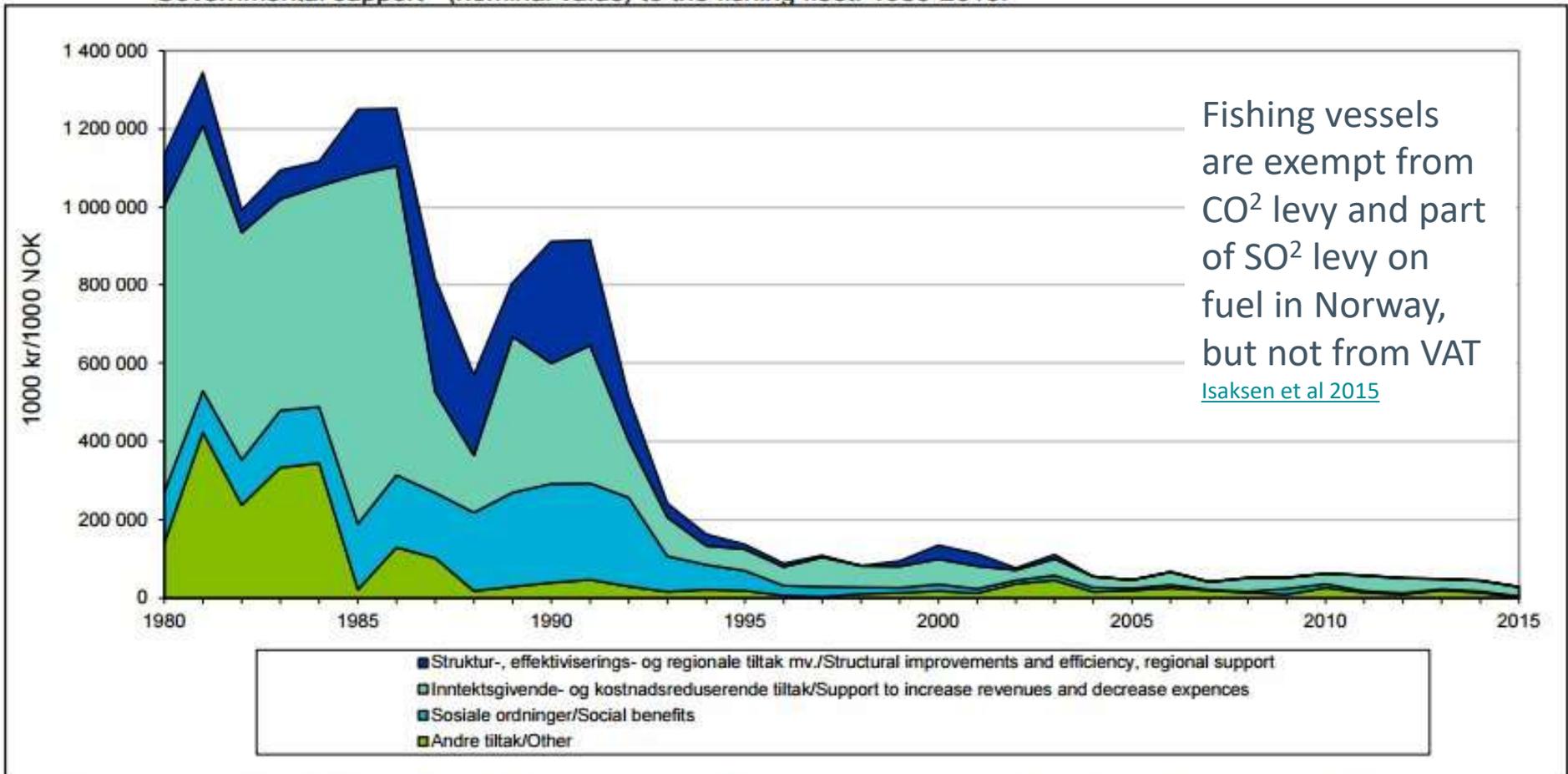


Spawning stock biomass main demersal fish species, Norway, 1985-2015  
(Overall increase 340%)

Source: [Fiskeridirektoratet 2015](#)

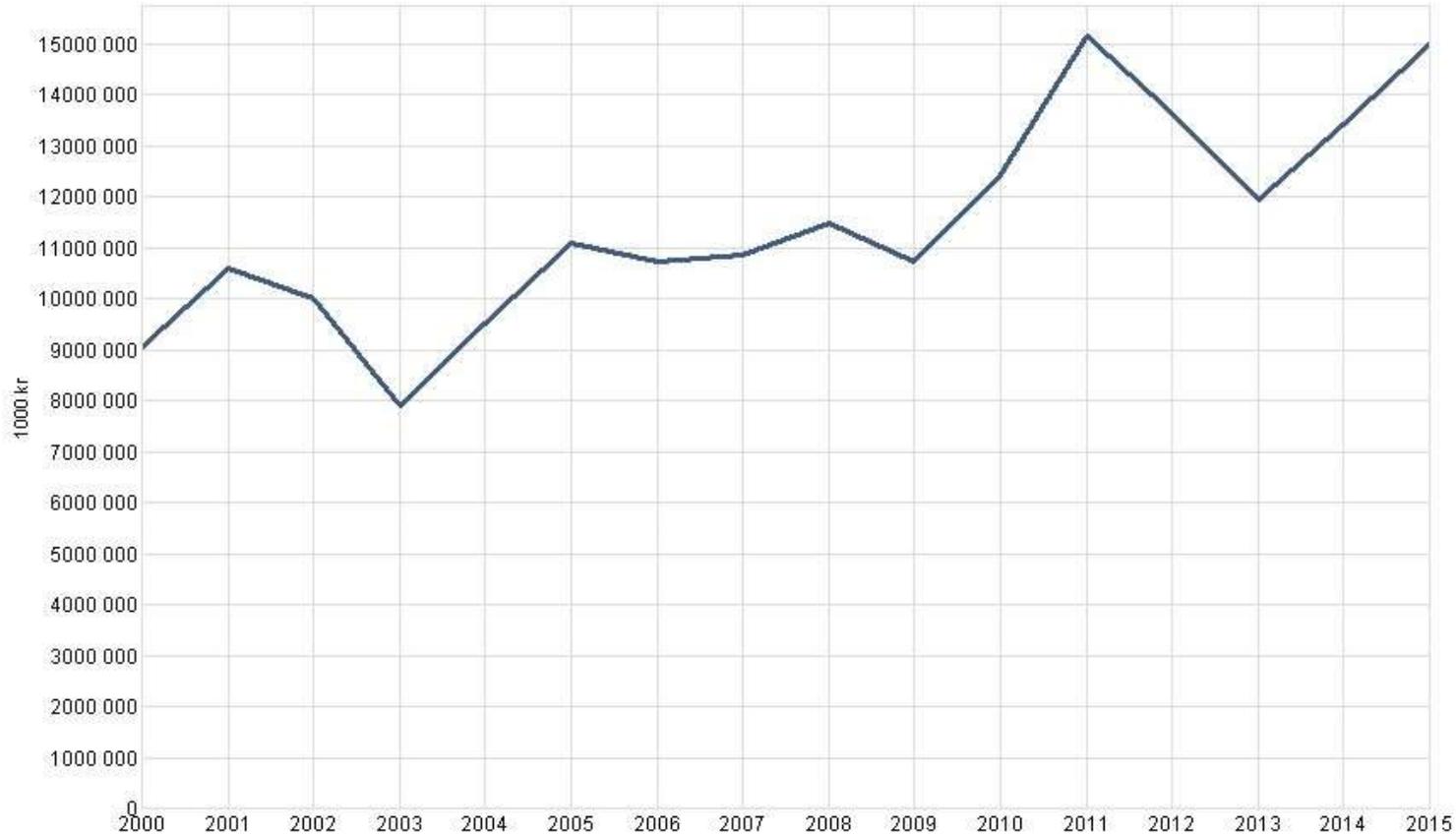
# Levels of all Govt. Financial Transfers to the Norwegian Fishing Industry

Figur 13 Statstilskott<sup>1)</sup> (nominell verdi) tildelt fiskeflåten. 1980-2015.  
Governmental support<sup>1)</sup> (nominal value) to the fishing fleet. 1980-2015.



<sup>1)</sup> I perioden 1980-2004 er statstilskott tildelt i medhold av støtteavtalen mellom Norges Fiskerilag og staten./For the period 1980-2004 governmental support is due to the agreement between Norwegian Fisherman's Association and the Ministry of Fisheries.

## Total catch value of Norwegian fisheries in kroner, 2000-2015



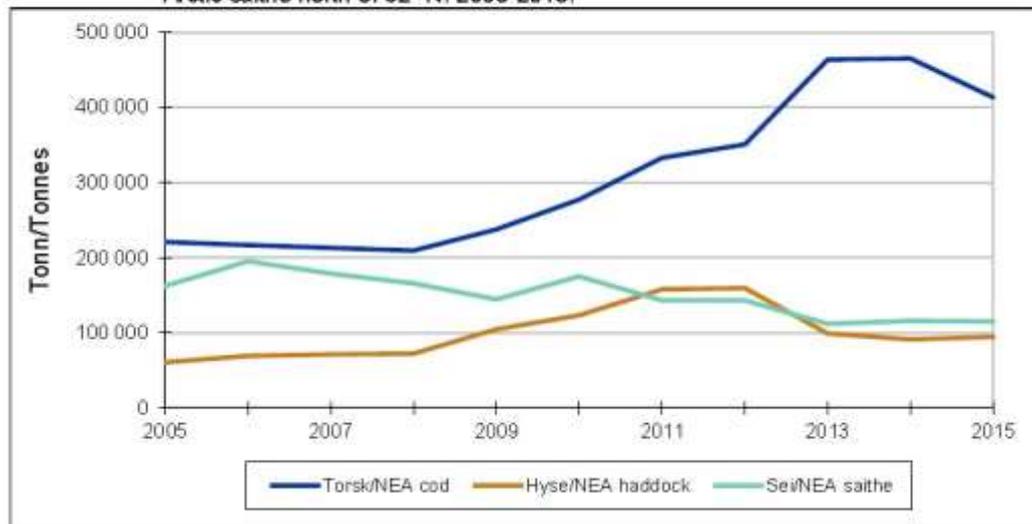
40% increase  
over period  
(Scotland: 6%)

Kilde: Statistisk sentralbyrå

“The most important fish stocks migrate between Norwegian and foreign waters and, consequently, **good governance requires close cooperation with neighbouring countries.**”- [UN Food & Agriculture Organisation](#)

Figur 5B Fangstmengde (tonn) for nordaustarktisk torsk, nordaustarktisk hyse og nordaustarktisk sei nord for 62° N. 2005-2015.

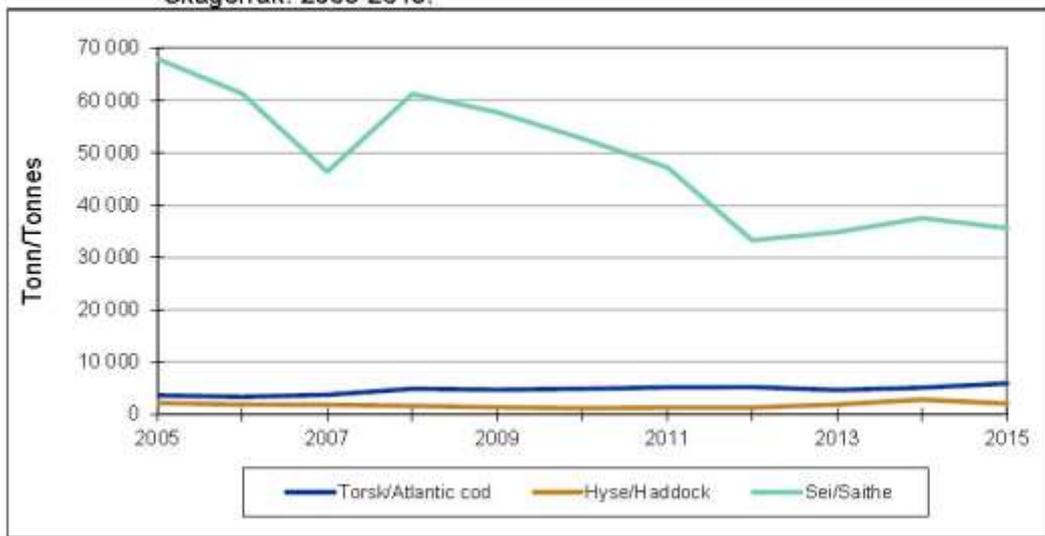
Catch (tonnes) of Northeast Arctic cod, Northeast Arctic haddock and Northeast Arctic saithe north of 62° N. 2005-2015.



Catches of cod, haddock, and saithe in Norwegian/Barents Sea, 2005-2015. Overall: 54% increase

Figur 5C Fangstmengde (tonn) for torsk, hyse og sei i Nordsjøen og Skagerrak. 2005-2015.

Catch (tonnes) of Atlantic cod, haddock and saithe in the North Sea and Skagerrak. 2005-2015.



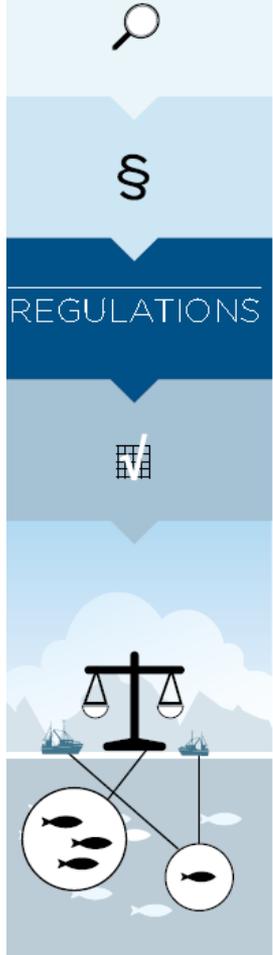
Catches of cod, haddock, and saithe in North Sea/Skagerrak, 2005-2015. Overall: 40% decline

Source: [Fiskeridirektoratet 2015](#)

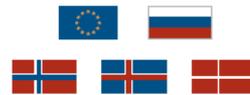
# Multilateral cooperation

NEAFC is the management organization for the North-East Atlantic.

The objective of NEAFC is to **ensure the long-term conservation and optimum utilization of the fishery resources in its area**, providing sustainable economic, environmental and social benefits.



1982



Entered into force in November 1982.

The contracting parties are Denmark (in respect of the Faroe Islands and Greenland), the EU, Iceland, Norway and the Russian Federation.

NEAFC takes scientific advice from ICES.



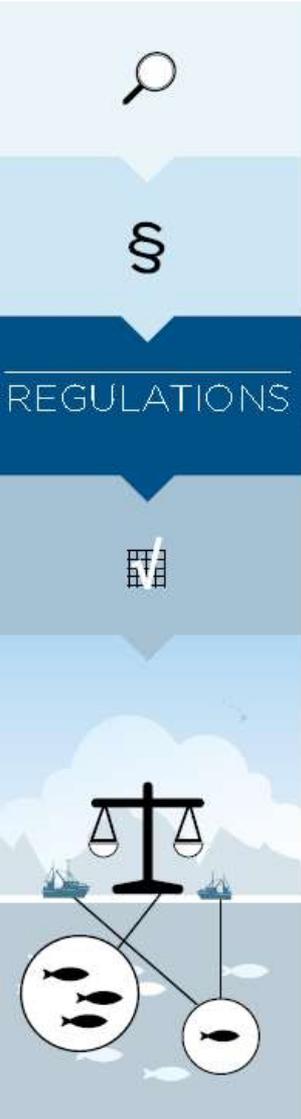
“ Out of five major NEAFC fisheries, only the Norwegian spring spawning herring stock is considered sustainable” - [Bjørndal 2009](#)

“de facto decisions about resource management are often made by member States unilaterally, outside of NEAFC. This happens partly because of the widespread use of the objection procedure” - [UN FAO, 2015](#)

“Data was still missing from both Greenland and the EU (*on deep sea fisheries*). Given the extent of their fisheries, the EU data was particularly important and it served little purpose to carry out the exercise without it”. [NEAFC Management & Science minutes 2015](#)

“ One issue in particular should be considered as the main issue raised in the (2014) Performance Review report. This is the issue relating to the failure to agree on comprehensive management measures for several of the most important fish stocks managed by NEAFC”. [NEAFC Annual Meeting Agenda Item 4, 2015](#)

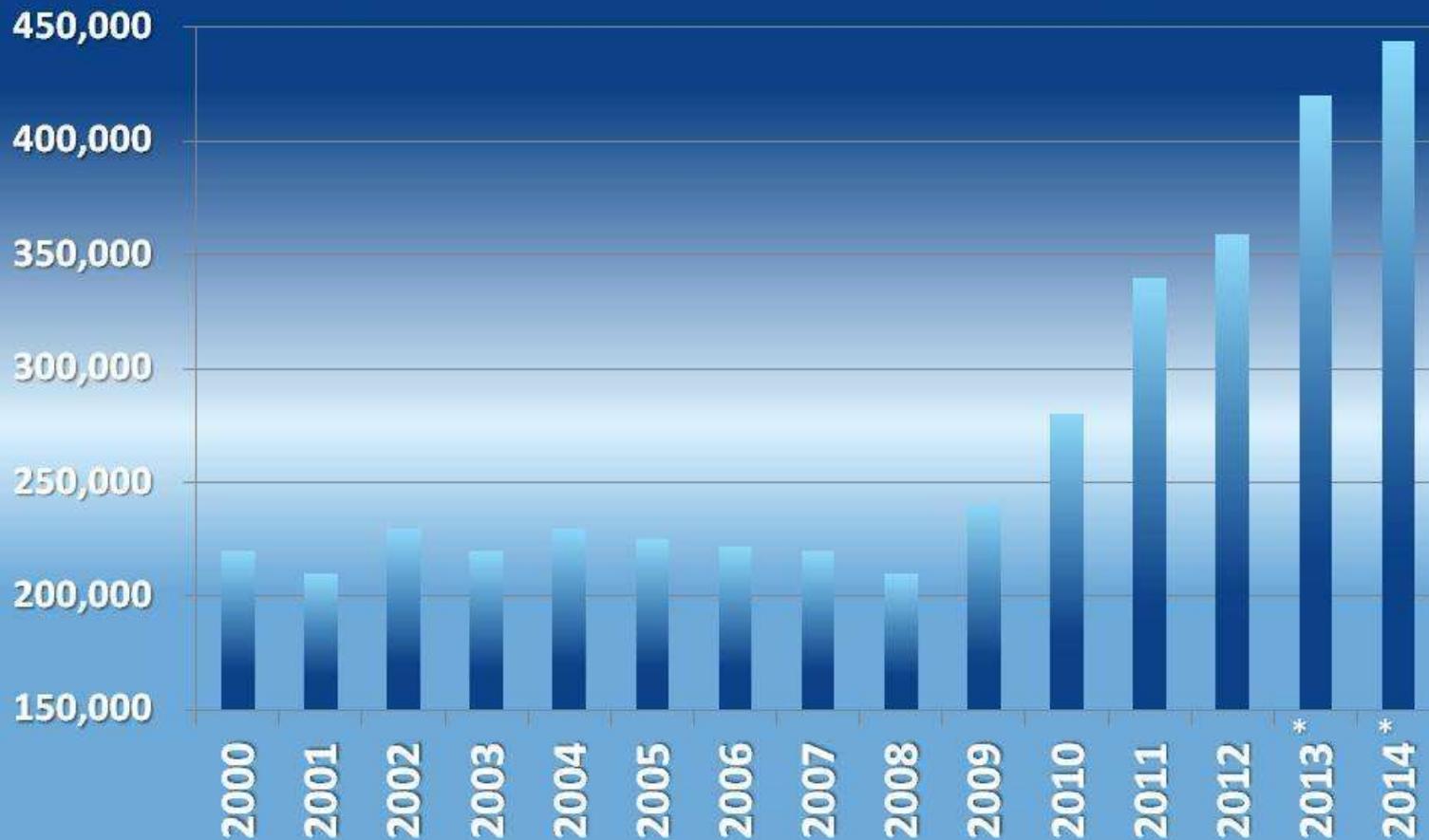
## THE JOINT NORWEGIAN-RUSSIAN FISHERIES COMMISSION



# Bilateral cooperation

In 2008 the Joint Norwegian-Russian Fisheries Commission instituted a long-term management plan for North-East Atlantic cod, in an atmosphere of improved cooperation on maritime issues (leading to a Treaty on Maritime Delimitation and Cooperation in 2010). Since 2008 more stringent quotas allow for only 25-30% of the fishable population to be caught each year. Enforcement by both countries has been effective. The results have been almost immediate.

# North-Atlantic Wild Cod Fish Norwegian Catch (in tons)



In 2013, measured biomass of fish in the Barents Sea area of the NE Atlantic exceeded that of any time in the previous 50 years

Source: [Nortrade](#)

“The North-East Arctic cod stock is the largest cod stock in the world, and is in very good condition. The North East Arctic cod is managed together with Russia.... The North Sea cod is managed together with the EU. The North Sea cod stock is in a very poor condition.”

Source: [Fisheries Norway](#) (2013)



# Summary

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- The CFP is subsidised.
- Values of Scottish catches have increased by 6%, 2000-2015.
- EU Ministerial meetings frequently overrule scientific advice on sustainable catches.
- In 2015 43% of Scottish stocks were not managed according to scientific advice.
- The Norwegian industry is not subsidised.
- Values of Norwegian catches have increased 40% 2000-2015. Seafood is Norway's 2nd largest export.
- Ministers do not overrule scientific advice on catches.
- Revenues and profits flow through Norwegian coastal communities.
- Stocks are mostly in good condition, the main exceptions being where shared with CFP countries.
- Social consensus regarding the fisheries system is very high.

# The future?

- Cooperation with Russia on fisheries is now good, and Barents Sea cod stocks have more than doubled in recent years as a result. Overall fish biomass in the region is the largest for 50 years.
- Cooperation with the EU is problematic because of overfishing under CFP management. Many of the 43% of Scottish stocks not sustainably managed are shared with Norway; several important stocks predominantly so.
- Scotland controlling its own fisheries from c.2019 is therefore a considerable opportunity, for Scotland and for Norway.
- *If* you manage stocks properly, and not 'politically'.
- Over to you....



# Rural Communities and Farming/ Forestry



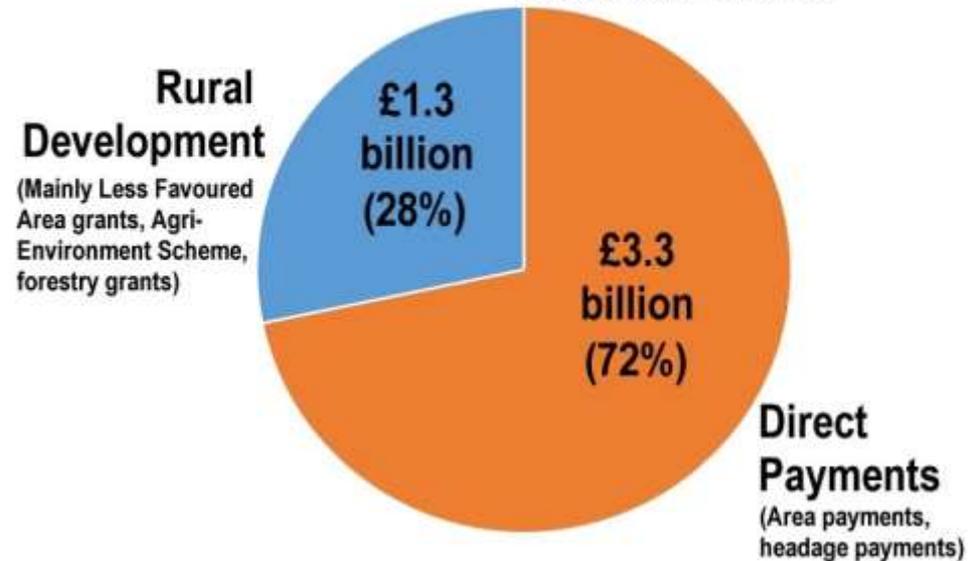
# The Common Agricultural Policy in Scotland

- When devised (1962), the CAP was intended to support rural communities in which most people were small owner-occupier farmers and families.
- Few individuals in most Scottish rural communities are owner-farmers. Farms are mostly large to huge by EU standards and many farm owners live elsewhere.
- Projected 'direct payments' for 2019 were: £176/ha for arable and improved grazing; £28/ha for better quality rough grazing; £8/ha for poorer quality rough grazing
- Plus headage payments for sheep (€100 (£77)/ewe on rough grazing) and beef cattle calves (€100 (£73) mainland, €160 (£117) islands)

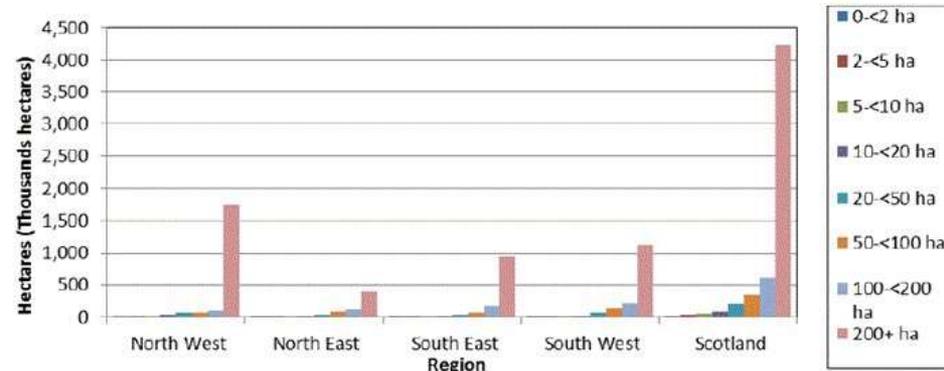
(Source: [Scottish Govt](#)).

## Projected CAP payments 2015-20

Source: Scottish Government



## Agricultural area by holding size



# Goals of Rural Community and Farming Policy: Norway

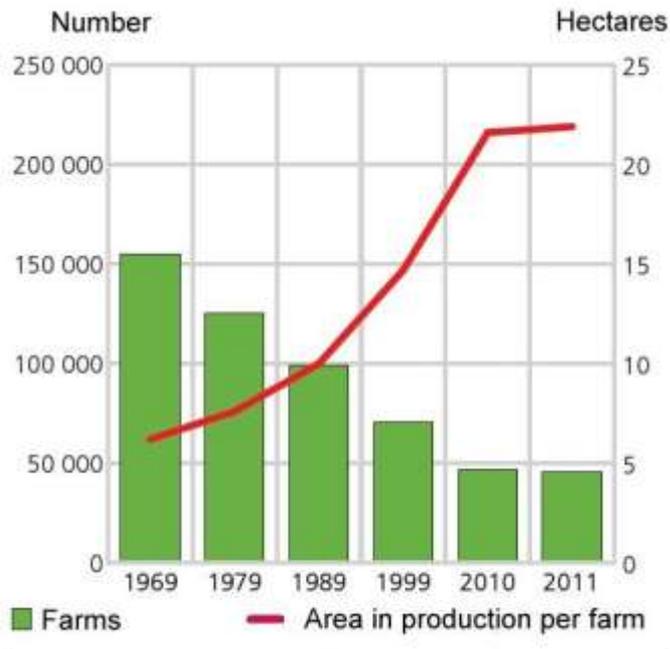
"Agriculture (*landbruk*, literally, *land use*) has historically always devoted itself to value creation from all available natural resources" Per Skorge, Secretary General Norwegian Farmer's Association, 2017.

- Safeguard the supply of sufficient, safe and varied high quality food at a reasonable price\*, including in times of war or crisis
- Preserve the distinctive features of Norway's settlement pattern (*and prevent 'push' migration to cities, with potential for the formation of a periurban underclass expensive in health, social security, and policing costs*)
- Protect and enhance the viability of rural communities
- Utilise the human and natural resources throughout the country in order to create the greatest possible national prosperity
- Guarantee farmers and food producers optimal working conditions
- Conserve land quality
- Conserve and enhance the environment and natural heritage
- Ensure equal living conditions
- Offer people the freedom to settle wherever they choose

## [Norwegian Ministry of Agriculture and Food](#); [Ministry of Local Government](#)

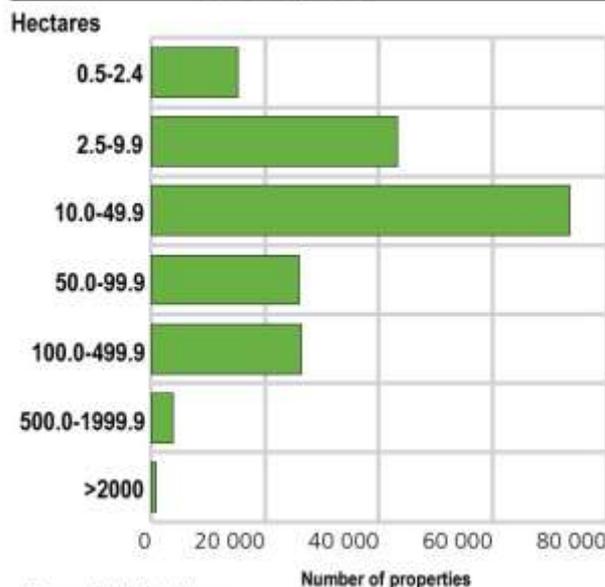
- Headline food prices in Norway are among the highest in Europe, but Norwegians spend about the same share of net income on food (13%) as e.g. France and Belgium; and there is no primary poverty. Healthiness of food products is mostly higher than the UK (net income on food 9%), in part reflecting consumer demand.

# Agricultural area per Landbruk\* ('Land use') unit, Norway



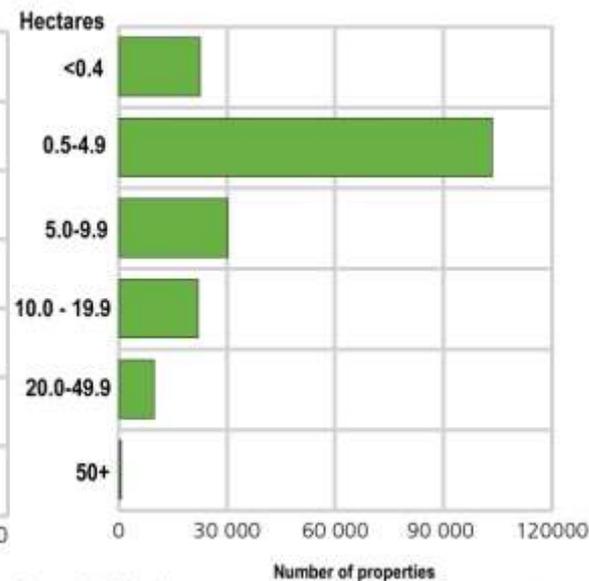
Source: Farming statistics, Statistisk sentralbyrå

Land use properties (Landbrukseiendommer) by total area, 2010



Source: Statistics Norway

Land use properties (Landbrukseiendommer) by area of farmland\*, 2010



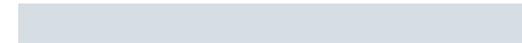
Source: Statistics Norway

\* arable and inbye grazings

\*'Landbruk' is usually translated as 'farming', but means making a living from diverse use of the land - farming in the usual British sense, forestry, exercising or selling hunting quotas, fuelwood, cabin rentals, etc.

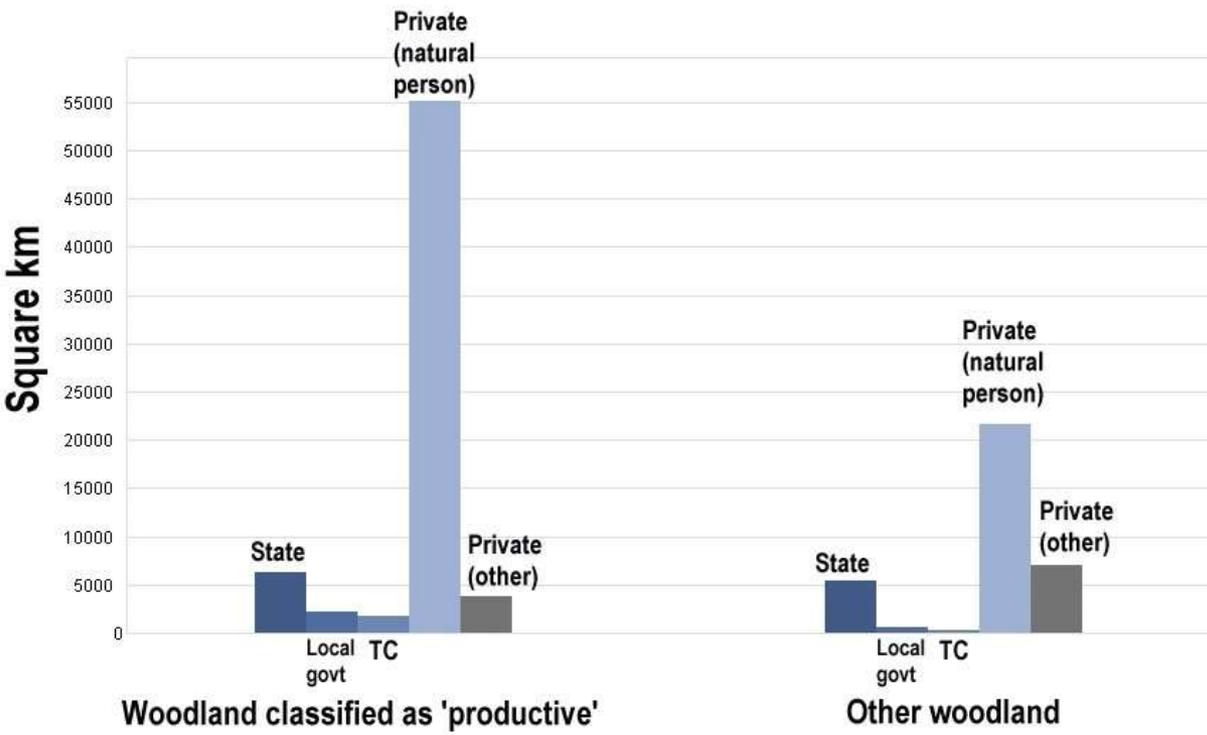
Farms are usually family farms, but must be owned by an individual and may not be subdivided.

# Ownership of forestry in Norway



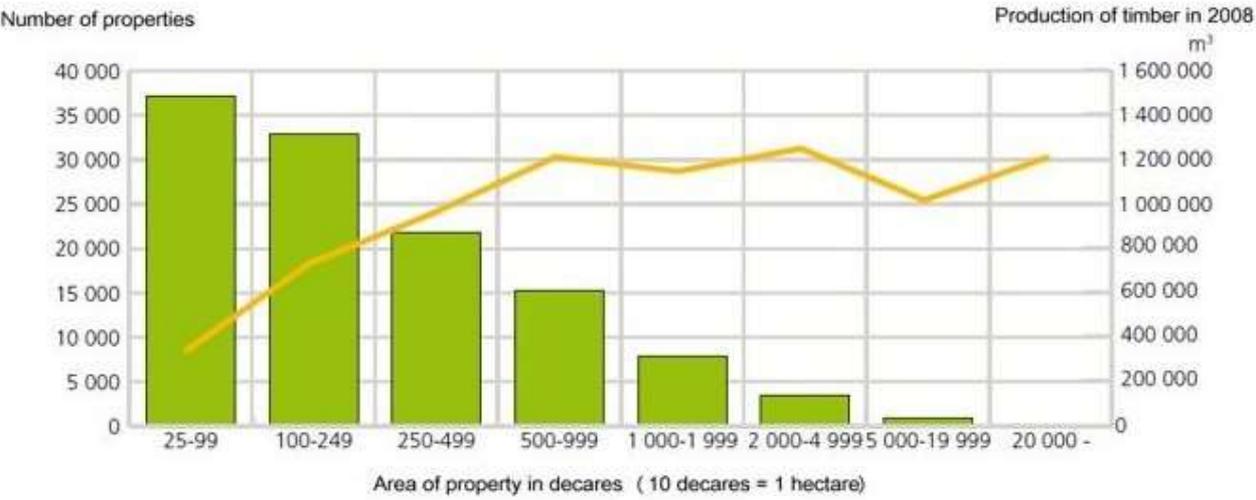
Most forestry is owned by and integrated with owner-occupied 'land use' (farming) units for fuelwood harvesting, hunting, grazing, etc.

Harvest and sales of timber are mainly organised through owner's cooperatives.



TC = Township common land (Bygdeallmenninger)

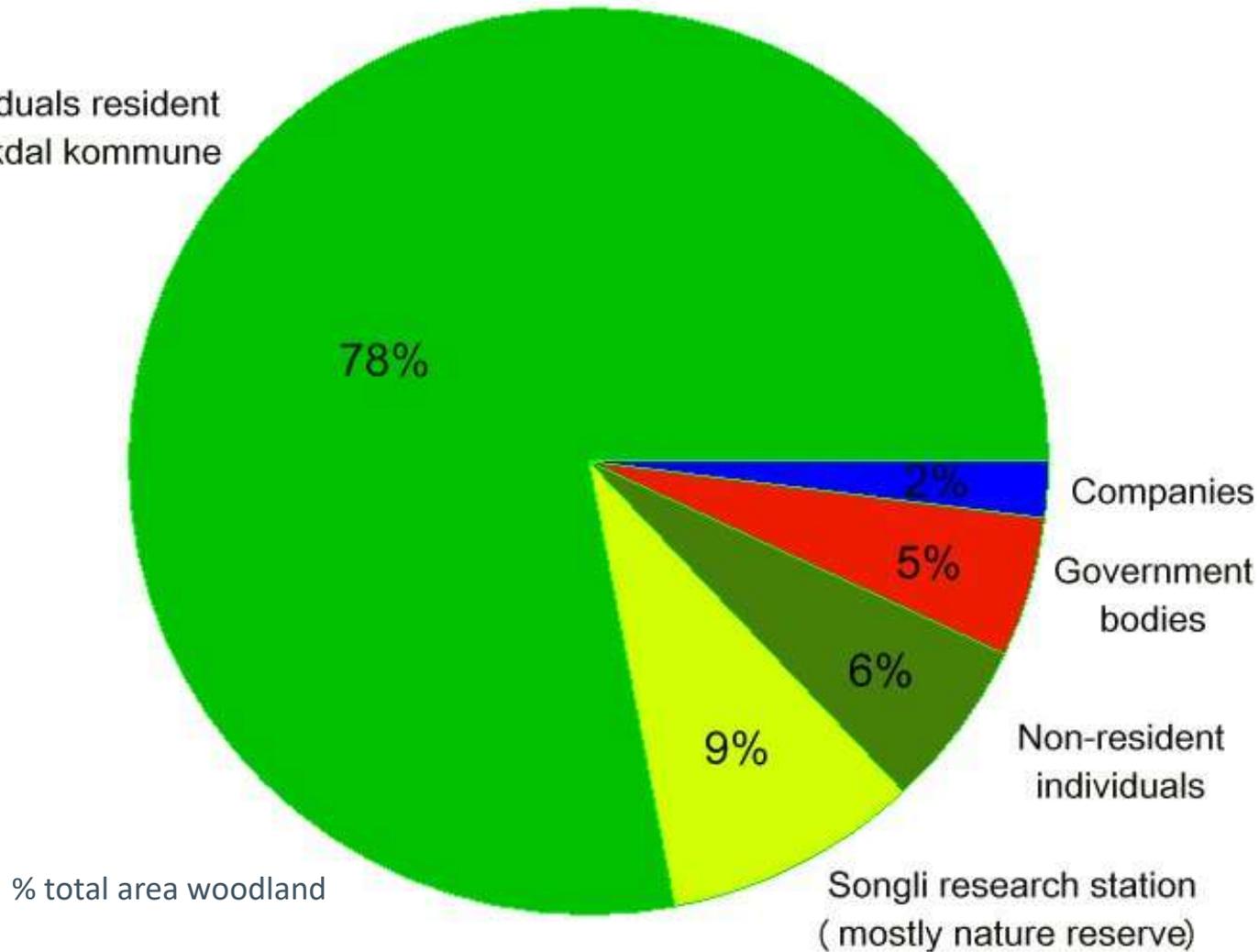
Source: Statistisk sentralbyrå



Kjelde: Strukturstatistikk for skogbruket, Statistisk sentralbyrå.

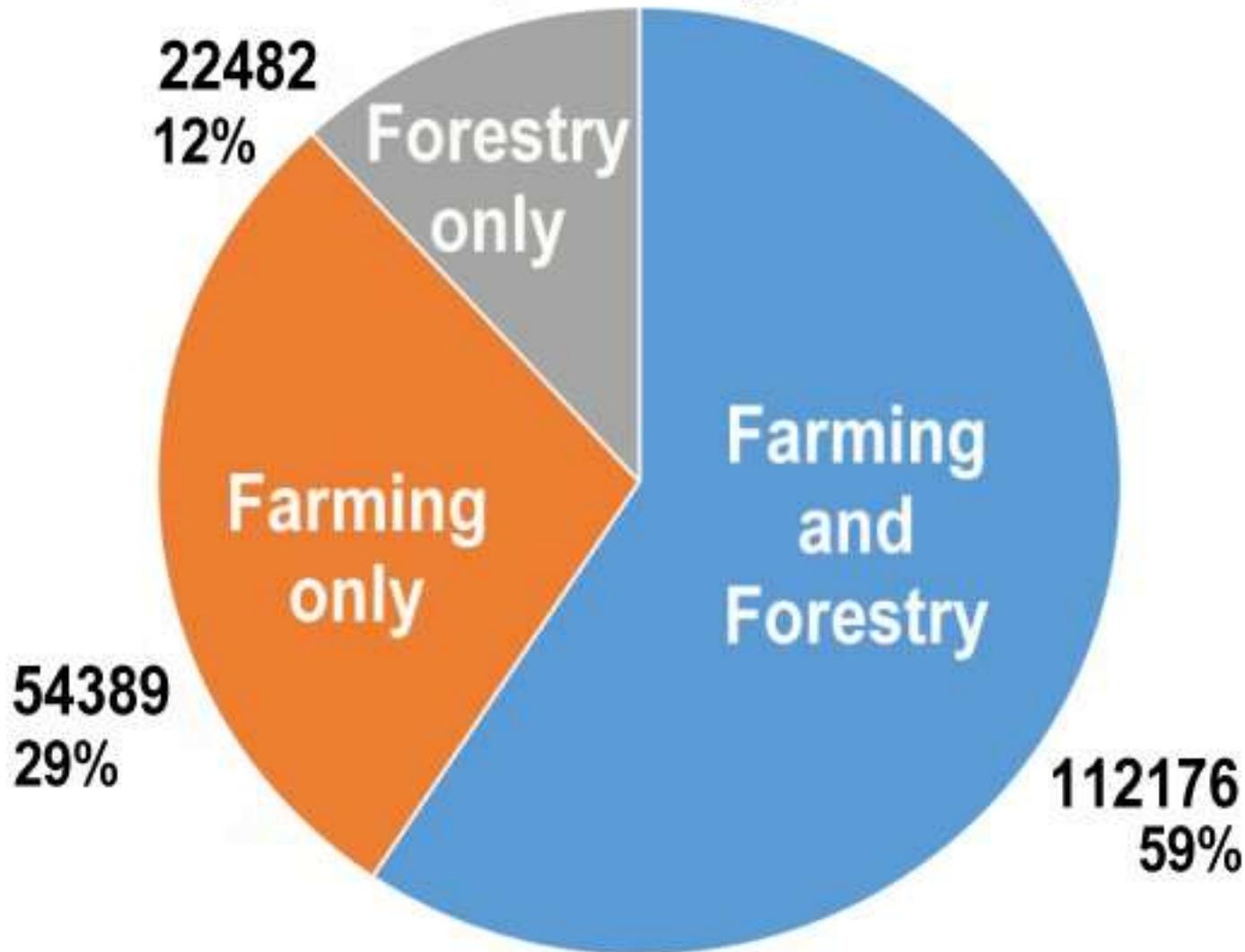
# Forest ownership in Orkdal kommune, Norway

Individuals resident  
in Orkdal kommune



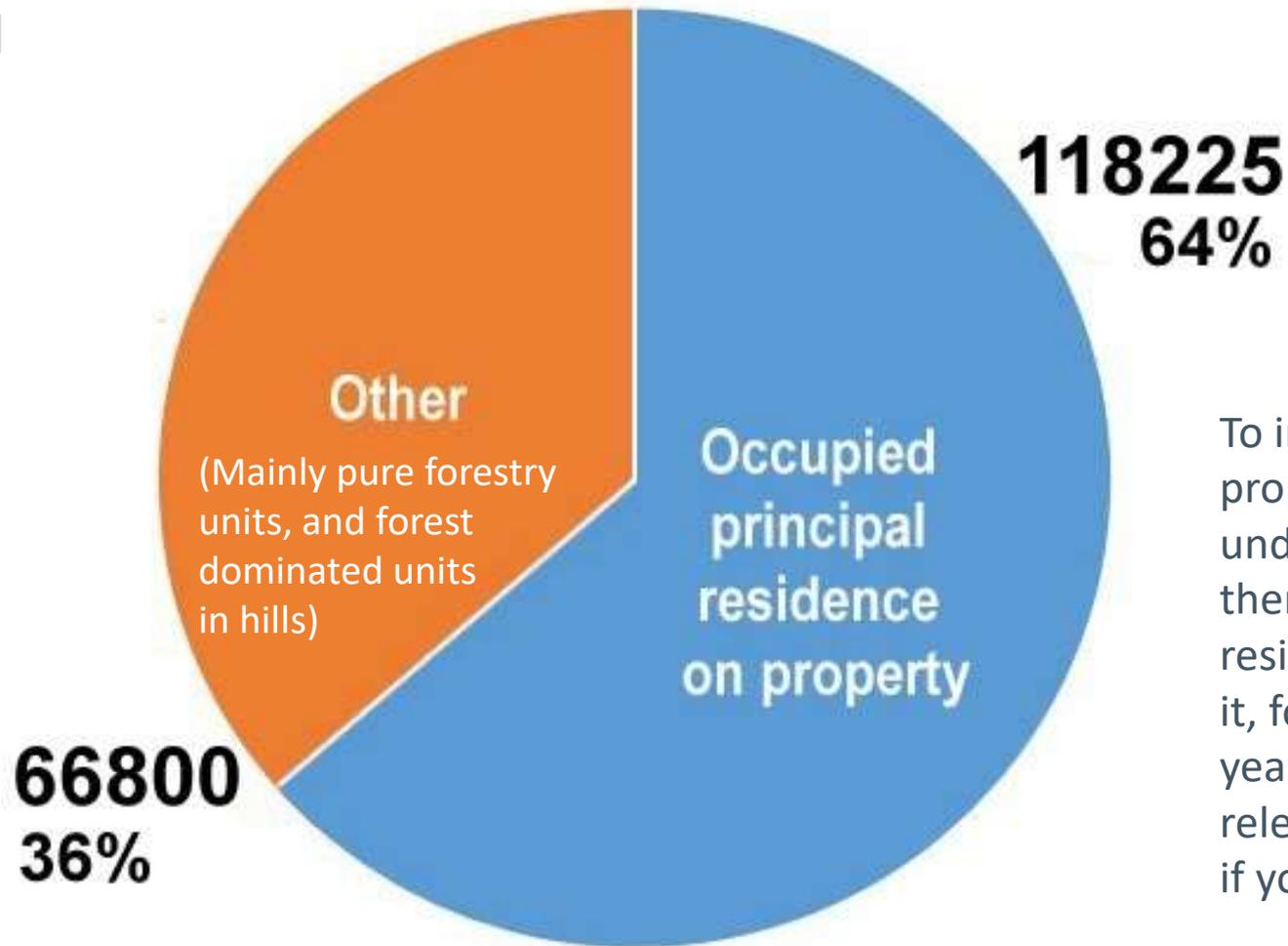
Orkdal is a typical 'glen kommune', in Trøndelag; fields mainly in the strath, woodland on the hills .

# Landuse properties by type of use, Norway, 2010



Source: Statistisk sentralbyrå

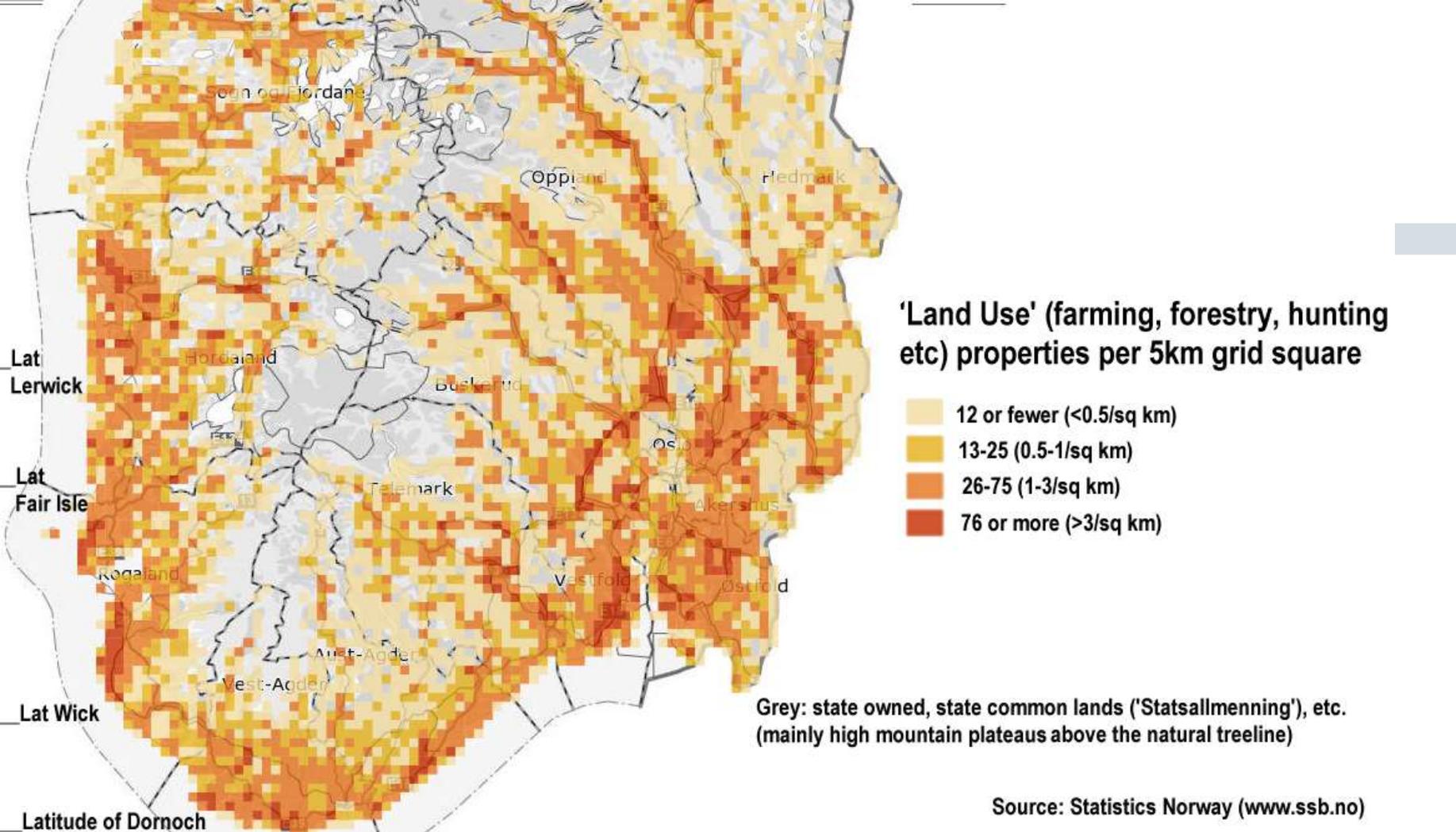
## Land Use properties by residence status, Norway, 2015



To inherit a Landuse property you must undertake to live there as main residence, and work it, for 5 years; for 10 years, and show relevant qualification, if you buy it.

Source: Statistisk sentralbyrå

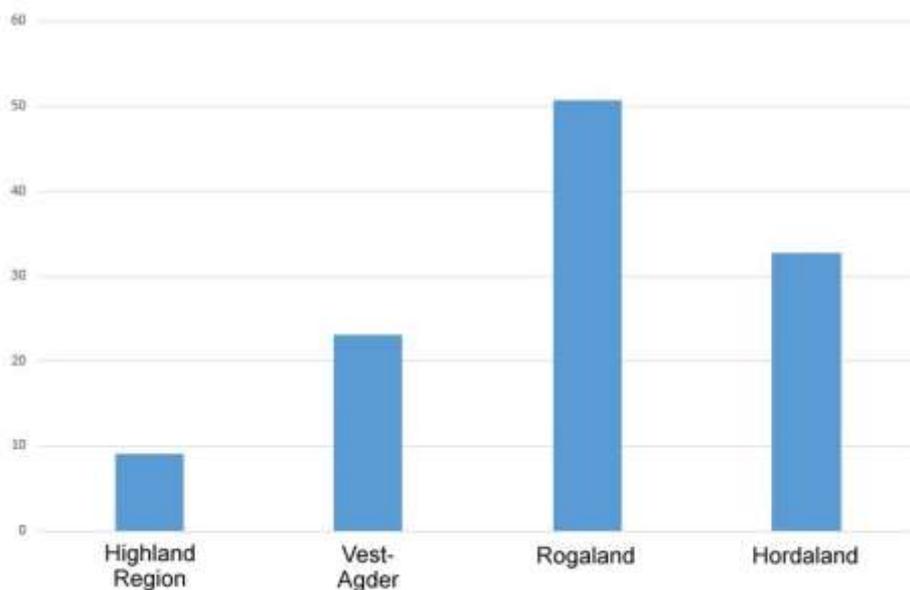




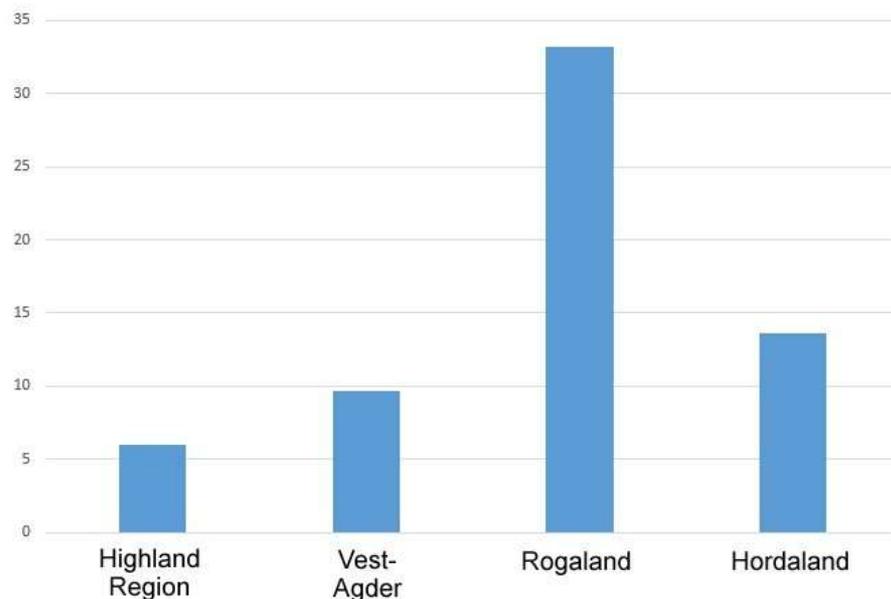
Mean gross income from 'land use', titular owner, 2013: 233167kr (£21117)  
 Mean total gross income, titular owner, 2013 : 568700kr (£51700)  
 Mean gross income, Norway, 2013: 489200kr (£44473)

(Mean gross incomes : 'Scotland: Farm workers', 2013: £16098; 'Scotland: Agricultural and related trades', 2013: £19505; 2015 'Scotland: Farmers': (no data 2013) £31461). Sources: [www.ssb.no](http://www.ssb.no); [www.ons.gov.uk](http://www.ons.gov.uk)

# Population densities, Highland Region and SW Norwegian provinces



Including main cities (Inverness, Stavanger, Bergen, Kristiansand)



Excluding main cities (Inverness, Stavanger, Bergen, Kristiansand)

The two areas have very similar climates, geologies, and landforms; see <http://tinyurl.com/zfvwbh>

# Summary - landuse

- Norway's land use system is very differently structured to Scotland's
- It has a highly dispersed ownership pattern, mainly in small-medium owner-occupied units. They exploit the land in a diverse manner – farming, forestry, hunting, cabins are all major income streams.
- Agricultural payments cost £1.14 billion in 2015, 1.2% of government spending\* (less than half of the £2.5 billion overseas aid budget).
- Scottish annualised CAP payments projections 2015-20: £1.1billion/year.
- Norwegian external tariffs on agricultural products are much higher than the EU's.
- Almost all the money flowed to and through landusers resident in rural communities. They are 3% of the total population; very much more in rural areas.
- This underpins the whole rural community – the shops, schools, social institutions
- The system enjoys relatively broad social consensus.

# The future?

- The interest for Scotland is not in reproducing this system. It is in how Norway is able to tailor its system to *its* self-defined goals for what it wants from its land. This is much less practicable inside CAP.
- The CAP will soon cease to apply in Scotland and a new system for rural support/farming will have to be legislated by SG (exception: CAP external agricultural tariffs revert to UK). This does not have to be anything like CAP in structure, content, or scope.
- **What do you want from your rural community/landuse system in the 21st century? How do you structure a system to achieve it? Where should the money flow, how much, and to whom? Starting in c.2019, Scotland will have sole control.**
- **Time for a great debate!**