

FACSIMILE TRANSMISSION

To: Scott
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From: Elisabeth Mann Borgese
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Date: October 17, 1996

Subject: Ocean Assessment

Dear Scott,

in quick response to Margaret's SOS, I concocted this attachment this morning.

Please feel free to make the necessary changes -- especially concerning the thanks at the end, and whatever other mistakes yu may find.

All the best,

Yours as ever,

Elisabeth

PREFACE

I am pleased to present this Canadian Ocean Assessment in my twofold capacity. As Founder and Honourary Chair of the International Ocean Institute (IOI) and as Vice Chair of the Independent World Commission on the Ocean (ICWO).

The IOI is an international nongovernmental organisation dedicated to policy research, training, conferencing and publishing on ocean affairs. For over a quarter of a century we have stressed the unique role of the oceans in the evolution of our planet, the origin of life and as the life support system of the earth's biosphere, as well as in human history, its social, political and economic development and national and global security. We all know that the world ocean today is being abused, over-exploited and polluted, to the detriment of the health and wellbeing of people, locally, regionally and globally. We all know that changes are needed in our political, economic, and ethical ways if we want to find a new harmony: among ourselves, by eradicating dehumanizing poverty, and between ourselves and the environment within which we live and of which we are part. The ocean, so different from the land, forces us to think differently. We have to learn to listen to its message. It will help us to build a better world for the next century.

The IOI has headquarters in Malta, and operational centres in 9 countries in all parts of the world (Malta, Canada, India, Fiji, Costa Rica, Senegal, Japan, China, and South Africa). Others are in the making.

On the initiative of the IOI, ICWO was established by President Mario Soares of Portugal in Tokyo in December, 1995. The Commission has 40 members -- statesmen, scientists, private sector representatives -- including 10 Vice Chairmen from all parts of the world. The Commission's purpose, in the words of President Soares, is "to make world leaders and the general public aware of the importance of the oceans."

We aim to promote the sustainable utilisation of ocean resources. To be sustainable, development has to allow for improvement in economic efficiency, for protecting and restoring ecological systems and favouring the well-being of people. We cannot, however, claim that sustainable

development is part of the normal course of events. The notion of freedom of the seas that governed the oceans for centuries is no longer enough. Whether it is a matter of fishing or dumping at sea, rational management of the oceans practised in a spirit of international co-operation must prevail.

The Commission will table its report in 1998, the year designated by the United Nations as the Year of the Ocean.. This report will be based on several elements: the deliberations of the Commissioners during their 6 Plenary Sessions; the reports of four special working groups of experts; specially commissioned working papers, and, last not least, the assessments of people in different parts of the world: people who live and work with the oceans and whose livelihood depends on the oceans.. Again, in the words of President Soares:

One way of succeeding in this mission would be to gather contributions from various regions of the world and the various players involved. We need to know more about how grass-roots communities perceive the ocean and about the real concerns of the communities directly concerned. We also need to take account of the fact that, in certain regions of the world, native communities have their own traditions relating to the ocean, their own needs, their own beliefs and their own knowledge that we would do well to tap for the benefit of the world-wide process of awareness.

It was in this spirit, that the IOI took up the challenge. With the guidance of the respective ICWO Vice Chairmen, IOI operational centres in Canada, China, India, Japan, and the South Pacific Islands have conducted extensive hearings on the interrelated problems of ocean space. The results have been synthesized, tabulated and analysed comparatively. They are to be presented to the World Commission at its Third Plenary Session, in Rotterdam, November, 1996. We hope that more hearings will be conducted in other parts of the world during the coming year.

In a global perspective, it would appear that the depletion of the ocean's living resources and pollution from land-based sources are the priority concerns. In Canada, two issues loomed large: "Co-management" and privatisation and the introduction of some form of property rights of the ocean's living resources.

KIMBERLY
1991

Co-management is an effective way of implementing the principle of "vertical integration" proposed by the Brundtland Report and Agenda 21. Co-management replaces the apparently little effective practice of regulation and enforcement "from the top" with a more democratic, more participatory system of planning, decision-making, regulating and enforcing, shared by the Federal government, the provinces and local communities, including the nongovernmental sector. Canada is a leader in this process. In different forms, it will have to be taken up by all countries in the world.

The introduction of "property rights" into a system of common property resources, whether in the form of transferable individual quotas or otherwise, raises some very serious issues. Many experts question whether it is viable. The danger that it will lead to the monopolization of the fishing industry by a few large companies, generating large-scale unemployment and marginalisation among small-scale and artisanal inshore fisherfolk, has to be given most serious consideration.

The Canadian Ocean Assessment thus serves three major purposes. In the broader context of: the global hearings -- the first ever to be held on the oceans -- it is to provide part of the needed "grass-roots input" for the World Commission. At the same time, it served as a process to heighten awareness of the importance of the oceans, as well as of the World Commission's work, among the people of Canada. Communication is a two-way process. Thirdly, we hope that our findings may assist the Government of Canada in its current effort to enhance integrated coastal and ocean management, to ratify and implement the United Nations Convention on the Law of the Sea as well as the ocean-related Conventions emanating from the Rio Conference on Environment and Development and Agenda 21 -- for Canada's own benefit, as well as that of the North Atlantic region and the world community as a whole.

We gratefully acknowledge the wide support we enjoyed during the conduct of this Assessment, from Dalhousie University and, in particular, from the expertise of Professor Dale Pole, from the Oceans Institute Canada, from the municipal, provincial and federal authorities. Special thanks are due to CIDA for its encouragement and generous financial support.

2. Tradeable quotas for salmon fisheries

Atlantic: Buy-back policy.

Solution: ITQs

ITQ = self-regulating. What about Community.

Community quotas? In South Africa, Canada has not done anything about it. Perhaps prohibiting transfer out of the Community. Community approval of transfers

3. Regulatory complexity

Move from bilateral to regional forums

Lack of government action leads to increased community initiatives, at community level or that level:

Coop with U.S. Communities

limited bottom-up.

Programs related to the DFO

Study of other experiences

More fisheries research needed than ever
we don't know how to set quotas

Ecosystem approach we must move from minute issues to large-scale. Short-term long-term.

Can we wait 20 years, and that will become we don't understand. We cannot hope to manage the ocean, a system. We manage activities; we manage human interference.

5

Funding

put ocean back on the development agenda.

Lemmi Workshop on who does what

Arctic — existing agreements — environment protection
Arctic Council:

Development tax
Ninerm Marine Council; advising all Gov. departments.

**CANADIAN OCEAN ASSESSMENT
INDEPENDENT WORLD COMMISSION ON THE OCEANS**

AGENDA

Ottawa Public Hearing: 30 April 1996

- 9.00 *Overview of the Independent World Commission on the Oceans.* Elisabeth Mann Borgese, Founder and Honorary Chair, International Ocean Institute
- 9.10 *Outline of the Canadian Ocean Assessment Project.* Scott Coffen-Smout, Project Co-ordinator, International Ocean Institute
- 1 9.20 *Building a Fishery That Works: Towards Sustainable Fisheries Structures.* Patrick McGuinness, Vice-President, Fisheries Council of Canada
- 2 9.50 *Options for Fisheries Management in Canada.* Quentin Grafton, Assistant Professor, Department of Economics, University of Ottawa
Management, property, Transferable indiv. quotas, Territorial User Rights TURF
- 3 10.20 *Towards a New Canadian Oceans Policy: Fisheries and Oceans Canada.* Michael Turner, Acting Commissioner, Canadian Coast Guard
- 4 11.00 *Oceans Ecosystem Management or Management of Fisheries?* Dan Lane, Professor and Director, Systems Science, Faculty of Administration, University of Ottawa
- 11.30 Discussion
- 12.30 Lunch
- 5 1.30 *Global Programme of Action for Protection of the Marine Environment from Land-based Activities.* John Karau, Chief, Marine Environment Division, and Maureen Copley, Marine Policy Advisor, Marine Environment Division, Environment Canada
- 6 2.00 *Policy Issues Associated with Canadian Commercial Aquaculture.* Jack Christie, Chairman, Prince Edward Round Table on the Environment and the Economy, Picton, Ontario
- 7 2.30 *Canada and the Role of Intergovernmental Organizations in Ocean Issues.* Geoff Holland, Special Advisor, Oceans, Fisheries and Oceans Canada
- 8 3.00 *The Inuit of Nunavut and the Marine Environment.* Alex Campbell, Executive Director, Nunavut Tunngavik Inc.
- 3.30 Title TBA, Speaker TBA. UNAAQ Inc.
- 4.00 Discussion and Conclusions
- 5.00 Closing