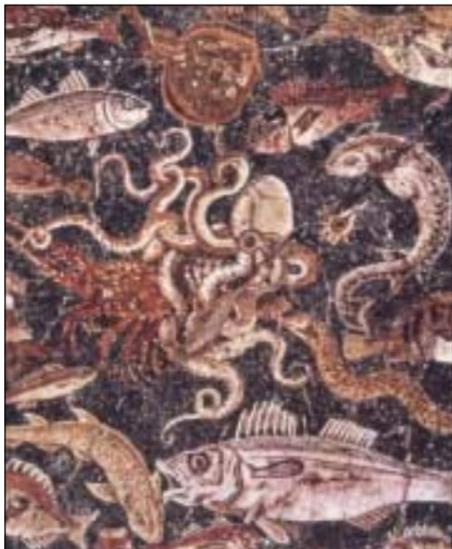


El Anzuelo

EUROPEAN NEWSLETTER ON FISHERIES AND THE ENVIRONMENT

THE PACE OF CHANGE GATHERS MOMENTUM



Pompeii reminds us of the past riches of the ocean

Chris Grieve
Editor

Much has been written about the problems facing Europe's fisheries. Fish stocks at risk of collapse; the failure of fleet and fishing effort reduction strategies to put an effective cap on capacity; inadequate inclusion of stakeholders in fisheries management processes; weak control and enforcement undermining the rules; and, uncertainties relating to data and scientific assessments have all been cited as reasons for the failure of the Common Fisheries Policy to meet its objectives.

Against this backdrop, spring 2001 has seen a number of highly significant European level policy processes moving forward which have the potential to create a different, and hopefully better, framework of management for the European Community's fisheries sector. The welcome release in March of the long-awaited Commission Green Paper on the future of the CFP coincided with the release of two other important policy documents that should have a significant impact upon CFP reform. The Biodiversity Action Plan for

Fisheries and a communication on integrating environmental considerations within fisheries policy both seek to meet obligations set out by the Amsterdam Treaty.

This seventh edition of *El Anzuelo* provides summaries of these three policy documents. We examine the policy proposals set out in each of the documents and we ask ourselves two questions. Do the documents point to real progress in the pursuit of sustainable development? Will environmental considerations be more explicitly incorporated into European fisheries management?

There exists a tangible tension in the ongoing fisheries policy debate between the rhetoric about how to fix what is wrong with the CFP, and the political will required to actually make changes. This tension exists at Council level, at national, regional and local levels, as well as within and between the stakeholder groups – bureaucracies; fishing industry; environmental groups; and researchers. The real risk in the process of reviewing the CFP is that only piecemeal changes may be implemented and an opportunity to take a long-term strategic view of EC fisheries management at the beginning of this century might be missed. It would be a great shame.

Most people agree, the *status quo* is not an option. It is time to embrace strategic change, fully debate the difficult issues, and ultimately make decisions that take the long-term view to ensure not only ecological sustainability, but also the viability of an important sector of many coastal communities in Europe. Between now and the end of September this year there is a crucial and unprecedented opportunity to engage in the debate, which we hope all our readers will seize. The conferences and hearings on CFP reform offer you a chance to look ahead, accept the scale of the challenge and submit your views to the European Commission. As stakeholders we all have an interest in using whatever influence we have to ensure that we capitalise on the opportunities for long term change that are presented to us over the coming months.

Issue 8 of this Newsletter will be produced in Autumn 2001. If you have material to send or comments please contact the editor: Chris Grieve at the Institute for European Environmental Policy (IEEP) London, Dean Bradley House, 52 Horseferry Road, London SW1P 2AG, UK. Tel +44 (0)20 7799 2244; Fax +44 (0)20 7799 2600; email cgrieve@ieeplondon.org.uk



VOL 7 • 2001 • ISSN 1464-6749

INSIDE

2-6
Update on 2002

7-11
European Scene

12
Letters

Edited by Chris Grieve of IEEP London.
Production Manager: Jodi Newcombe.
Translated into French by Ilona Bossanyi. This Newsletter is financially supported by the Esmée Fairbairn Foundation and the Joint Nature Conservation Committee, UK.

Contributions from:
Clare Coffey (IEEP),
Giorgos Payiatis (WWF Greece),
Ralf Döring (fisheries economist,
Germany)



IEEP London

Views expressed within this Newsletter do not necessarily reflect those of the editors, supporting organisations or the publisher.

● UPDATE ON 2002

The waiting is over ... the green paper is released



Chris Grieve
IEEP London

On Tuesday 20 March 2001 the European Commission released its much-anticipated Green Paper on the future of the common fisheries policy (COM(2001)135). The purpose of the Green Paper is to launch a thorough public debate on the features of a new CFP before the Commission submits proposals for legislative reform by the end of 2001.

After considering the input of consultations over the last three years through questionnaires and regional meetings, submissions and representations by Member State governments and interest groups, the Commission's Green Paper provides a comprehensive review on the need for CFP reform as well as options and preferences for policy reform.

From an environmental perspective, attitudes towards the incorporation of broader ecosystem concerns into European fisheries policy appear to have evolved significantly. The Green Paper refers to the environmental challenges facing the sector and in some areas proposes positive solutions in the context of ecosystem, multi-species and/or precautionary approaches. While in other areas, such as aquaculture, the proposals do not appear to be as strong from an environmental perspective. Overall, the Commission's Green Paper has a much stronger 'green' flavour than might have been expected when *El Anzuelo* began reporting on consultations in 1998.

The Green Paper is presented in two volumes. The first is a summary of the current state of European fisheries and aquaculture and presents options for a new CFP. The second volume constitutes three reports that are required under Article 14(2) of the basic Regulation (3760/92) and provide more detailed

analysis of the implementation of the CFP, as well as an assessment of the economic, social and biological aspects of the fisheries sector.

Strictly speaking, decisions only have to be made on access to the 6-12 mile limits, the Shetland Box and the North Sea through the 2002 process. However, given the problems facing Europe's fisheries and obligations arising from other European policies such as the EC Biodiversity Strategy, the 'Cardiff integration process' and the implementation of the precautionary principle, the Commission has presented a Green Paper that takes a much broader view.

The first twenty pages of Volume 1 of the Green Paper are devoted to describing the current situation in European fisheries management and discuss what might happen without change. "The fisheries sector is characterised by economic fragility resulting from over-investment, rapidly rising costs and a shrinking resource base: this is reflected in poor profitability and steadily declining employment. In the future the Community fisheries sector will have to be significantly smaller than it is today, if it is to survive."

With the acknowledgement that the CFP is confronted with sometimes contradictory and incompatible objectives, the Commission suggests that it is now time to think more clearly about the objectives of the CFP and the need to prioritise them. This need is highlighted when faced with pressures coming from outside the CFP such as European enlargement, globalisation of the economy, third countries entering as new players into the fisheries sector, increased focus on the environment and greater interest from civil society in fisheries management.

The second half of Volume 1 articulates the options the Commission proposes to address the failures in the current regime. As a first step in presenting the

'attitudes towards the incorporation of broader ecosystem concerns into European fisheries policy appear to have evolved significantly'

options, the Commission identifies ten objectives for the future CFP and suggests that the reform debate should focus on the relative weight given to each of them. High on the list are two that seek to set the CFP on a firm ecological footing:

- establishing responsible and sustainable fisheries that ensure healthy marine ecosystems maintaining the quality, diversity and availability of marine resources and habitats; and
- contributing to achieving environmental objectives set out in Article 174 of the Treaty through appropriate fisheries management action.

Other suggested objectives include:

- bringing fleet capacity into line with available resources as soon as possible;
- promoting better and more transparent governance;
- ensuring an economically viable and self-sufficient fisheries and aquaculture sector; and
- ensuring effective enforcement of CFP rules through transparent arrangements which can guarantee a level playing-field across the Union.

Significantly, the Commission has also proposed that a system be developed to monitor and assess the progress of the CFP towards sustainable development and in pursuing the stated objectives. This is complemented by the recommendation that environmental, social and economic indicators and related reference points be developed by drawing on the work of the European Environment Agency and the FAO.

Specific management options are proposed aimed at effectively pursuing the objectives. These range from strategies that strengthen and improve conservation policy to the improvement of governance and the integration of the Mediterranean more properly into the CFP.

What follows is a summary of the key options set out in the Commission's Green Paper on the future of the CFP.

Strengthening and improving conservation policy

In a bid to avoid what the Commission sees as two major disadvantages of setting annual total allowable catches (TACs), ie, postponing difficult decisions and

● Promoting environmental integration within the CFP

Clare Coffey
IEEP London

At the Cologne Summit in 1999, the Fisheries Council was added to the list of Councils to prepare comprehensive strategies on how they would integrate environment into their respective policy areas, if possible including timescales and indicators. Comprehensive strategies were to be ready for the Göteborg Summit in June 2001.

An initial Fisheries Council report was presented to Heads of State in 2000, but this did not include any elements of a strategy, instead just providing an outline of past policies. A second Council report, including an analysis of the situation and some objectives for future action, is under development, led by the Swedish Presidency, and is expected at the Göteborg Summit.

Despite a high level request to the contrary, the Fisheries Council is unlikely to adopt a comprehensive strategy in 2001. Instead wanting to wait until after completion of the 2002 review of the CFP. Yet existing Council and Commission documents recognise the importance of the CFP 2002 review for securing environmental integration. This contrasts with work in other Councils, such as agriculture and transport, where strategies have already been agreed which are now progressing to elaboration and implementation.

To support the work of the Fisheries Council, the Commission adopted a Communication on *Elements of a Strategy for the Integration of Environmental Protection Requirements into the Common Fisheries Policy* (COM(2001)143). The communication sets out, in fairly general terms, the challenge of environmental integration in

relation to the different parts of the CFP. The document accepts the need for further environmental integration, in particular to address overexploitation of stocks, impacts on non-target organisms and the physical environment, overcapacity of European fishing fleets, and impacts from aquaculture production. There is also recognition of the reactive way in which environmental problems have been addressed in the past, not least due to 'insufficient acknowledgement of the need for an environmental approach to deal with the broad spectrum of fisheries issues'.

The communication suggests that the ultimate objective of the CFP should be to contribute to the attainment of the environmental objectives and principles in the EC Treaty. The text makes clear that the 2002 CFP reform should be used to 'embed' the environmental integration objectives and the 'strategic management elements required to achieve them'. Three steps are set out to achieve this: changing attitudes in order to adopt an ecosystem-based approach to fisheries management; accepting EC environmental principles such as precautionary, preventative and polluter pays principles; and defining more specific management actions.

The communication does not suggest actual targets, actions or timetables for the Council. An annual reporting cycle is proposed, however, to inform the Council of progress in applying its strategy, based on a set of indicators. It is also suggested that targets, thresholds or trigger values could be used alongside indicators. Actual revisions to the strategy could be considered in 2005, following a more substantial evaluation of progress.

● UPDATE ON 2002

large changes in TAC levels from year to year, a multi-annual approach to fisheries management is proposed. This would involve developing management plans based upon the precautionary approach for the medium term (3-5 years), including the potential to establish multi-species approaches or 'true effort management regimes', as well as incorporate environmental or ecosystem objectives and strategies for key species and habitats. The paper also suggests the actual measures implemented may differ by region.

The need for stronger technical measures to protect juveniles and non-target species is acknowledged. In a desire to open a new debate on technical measures, the paper suggests that measures not yet applied must be explored, eg, discard bans in fisheries that are easy to control, real-time closures or bycatch limits based upon a percentage of the catch. Protection of ecologically sensitive or important areas for non-target species through closures is put forward as a possibility to take into account the environmental dimension of fisheries management.

A key proposal for inshore fisheries is the rolling over and strengthening of the arrangements for the 6-12 mile access regime. Modifying the regime would apparently disrupt the 'long-standing balance of the policy'. In order to continue to protect small-scale fisheries and coastal communities, the Commission suggests that Member States in future be empowered to adopt conservation measures applicable to all vessels operating within their territorial waters. This approach could be supported by a later suggestion in the paper that small-scale 'artisanal' fisheries in fisheries dependent areas could become the beneficiaries of a specific aid programme.

No changes are proposed to the concept of relative stability, access to the Shetland Box or the North Sea.

Promoting the environmental dimension

The review of the CFP is seen as an opportunity by the Commission to implement the Communication on 'Elements of a Strategy for the Integration of Environmental Protection Requirements into the CFP' (COM(2001)143), which is discussed in this edition of *El Anzuelo*.

The Commission also signals its intention to launch a debate in the near future on eco-labelling of fisheries products as a mechanism to use market or information based methods to promote sustainability in fisheries to consumers.

Fleet policy

Establishing a more effective fleet policy in line with multi-annual objectives is seen as a priority. Technological progress increases fishing effort every year and this must be taken into account in the development of a new fleet policy. While it is proposed that over-capacity must be addressed at Member State level, the possibility of regional approaches is also floated, as are special provisions in

favour of small-scale fisheries and favouring environmentally friendly gears or techniques. The Commission strongly suggests that public aid must not contribute to an increase in fishing effort. In fact, in the long term public aid for fleet renewal should be abandoned.

Improving governance

In order to involve stakeholders earlier in the development of fisheries management strategies the Commission is proposing to establish a network of regional advisory committees. With membership drawn from industry, NGOs, researchers and national officials from Member States with a 'real interest' in the fisheries, the Commission sees these Committees as being co-financed by the Community, national authorities and stakeholders, as well as their management being shared by the players. These Committees would have no formal role in the decision-making process under the current institutional framework but would meet regularly to provide input to management discussions before the Commission drafted formal proposals.

The Commission also acknowledges the need to forge closer links between scientists and the fishing industry, as well as promoting greater transparency in scientific advice within the decision-making process. The Commission indicates its support for initiatives which bring stakeholders, policy makers and scientists closer together.

The Integrated Coastal Zone Management (ICZM) process outlined in a European Strategy (COM(2000)547) could be an important mechanism to ensure coherence between the CFP and national and local policies related to the use of the coastal zone.

Monitoring, control and enforcement

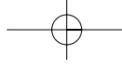
Efforts to enforce the rules under the current management regime are widely seen by the fishing industry as discriminatory and insufficient. In response to calls for a level playing-field at Community level, the Commission believes further progress is necessary on the co-ordination of national monitoring, control and enforcement policies. More effective infringement follow-up and harmonisation of penalties are also required, as is clarifying the division of responsibilities between national authorities and the Commission.

Exploring the use of administrative penalties as disincentives for non-compliance is proposed. This includes the loss of fishing quotas, withdrawal of licences or repayment of financial aid for vessels that infringe regulations. The possibility of establishing a Community Joint Inspection Structure as a cost-effective way to pool resources and co-ordinate national and Community inspection policies and activities needs to be considered.

Strengthening the social and economic dimension of the CFP

The Community needs to consider a new approach to economic management of the fisheries sector, says the Green Paper. The catching sector will have to become significantly smaller and the Community must plan for major structural adjustment. Programmes currently in place, such as the Financial Instrument for Fisheries Guidance (FIFG) (2000-2006), can be used to promote a more sustainable and economically self sufficient fisheries sector

'The Commission strongly suggests that public aid must not contribute to an increase in fishing effort'



through what the Commission calls 'making use of the margins of flexibility within existing Structural Funds'.

However, the Community also needs to explore mechanisms and management tools that have not been widely used before in Europe. These include market based systems for allocating quotas such as individual transferable quotas and auctions; co-management systems; and access levies for the right to fish for some parts of the Community fleet. An exchange of views between Member States and the Commission is to be organised with a view to reporting on the issues by 2003 or sooner.

Aquaculture

The Commission puts forward the view that 'aquaculture development has contributed to the supply of fish products without increasing pressure on wild stocks.' Aquaculture provides alternative employment in many fisheries dependent regions and new priorities are called for to support aquaculture. Sustainable farming practices must be adopted alongside the requirements set out by health and quality standards for products. The Green Paper points to the Biodiversity Action for Fisheries as the main vehicle for achieving these goals. Unfortunately there are no clear proposals to bring the sector under tighter environmental control or for developing strategic objectives to guide its future development. The Commission does question the need for the Community to continue to subsidise investments by private companies in production capacity and suggests that future public authority intervention should be for other measures such as research and "clean" technologies rather than aid.

External relations

In the interest of not undermining the status of the Community as a responsible international player, the Commission is keen to improve the Community's image and credibility in international fora by reforming aspects of its external fisheries policy. Ensuring access for the Community fleet to surplus stocks in the zones of third countries remains an objective of the external policy. However, the Community has to balance conflicting interests and ensure responsible fisheries.

Multilateral co-operation within the international community to improve global governance of fisheries, particularly the conservation and sustainable use of resources should be led by the EC suggests the Commission. Promoting the use of regional fisheries

agreements, rational exploitation of high seas resources, contributing to the application of the precautionary principle and environmental protection requirements are seen as important priorities. As is stepping up the fight on illegal, unreported and unregulated fishing.

Developing countries are increasingly wanting to exploit their own marine resources and develop their own fisheries sectors. The EC's bilateral relations need to adapt to these changes. The Commission suggests that the Community's ambition should be to build sustainable fisheries frameworks with partner coastal states to ensure fleet access as well as a framework for policy dialogue.

Mediterranean

The integration of the Mediterranean properly into the CFP by improving scientific advice, reviewing technical measures and strengthening of control and enforcement is highly desirable in the pursuit of sustainable development. Strengthening the General Fisheries Commission for the Mediterranean and its subsidiary bodies is seen as an important step in this process. Increasing the focus on Integrated Coastal Zone Management as a basic tool for the management of fisheries and aquaculture activities has potential to secure positive results in integrating fisheries management, environmental concerns and other human uses in the Mediterranean.

At an external level the Commission proposes to give priority to continuing to strengthen multilateral co-operation by periodically convening a Conference of Fisheries Ministers of bordering States. Developing transparent sub-regional co-operation frameworks is also proposed. Finding ways to control fishing activities on the high seas is given a high priority, as is the suggestion that the Community encourage and support fishermen's organisations from all Member States either being created or strengthened.

Research and scientific advice

The need for interdisciplinary research using knowledge from conventional fisheries research, conservation science, economics and the knowledge held by fishermen is acknowledged. Research priorities need to be better defined, and emphasis needs to be placed on the development of innovative analytical methodologies which deliver 'sufficiently robust insights into complex socio-economic and natural ecosystems in cost-effective ways' in order to improve decision-making.



● TIMETABLE: REVIEW OF REGULATION 3760/92	
2001	2002
Regulation 3760/92 continues unless amended by Council	
Current restrictions on access to inshore waters end in 2002	
Commission proposals discussed and debated	
Official negotiations and adoption of legislation	



● UPDATE ON 2002

● BIODIVERSITY ACTION PLAN FOR FISHERIES

Chris Grieve
IEEP London

Over a year after the first draft of the Biodiversity Action Plan for Fisheries appeared, the Commission has officially adopted the plan as part of the EC Biodiversity Strategy. Tuesday 27 March 2001 saw the Commission adopt four sectoral plans: fisheries; natural resources; agriculture; and economic and development co-operation.

In order to fulfil the European Community's obligations under Article 6 of the Convention on Biological Diversity the EC Biodiversity Strategy (COM(1998)42) was developed by the Commission. The Strategy defines a framework to develop sectoral plans based on four 'horizontal objectives':

- > conservation and sustainable use of biological diversity;
- > sharing the benefits of the use of genetic resources;
- > research, monitoring and exchange of information; and
- > education, training and awareness.

Four additional objectives were articulated in the Strategy relevant to the fisheries and aquaculture sector:

- > promoting conservation and sustainable use of fish stocks and feeding grounds;
- > promoting technical conservation measures to support conservation and sustainable use of fish stocks;
- > reducing the impact of fishing on non-target species and marine and coastal ecosystems; and
- > avoiding aquaculture practices that may effect habitat conservation.

The Biodiversity Action Plan for Fisheries sets out key areas for action aimed at pursuing the above objectives. The Commission sees the reform of the CFP as the major opportunity to implement the most significant actions for the commercial fisheries sector proposed under the action plan. Actions aimed at the aquaculture sector are also proposed under the plan, although these rely mainly upon promoting action

rather than putting forward concrete measures.

In pursuit of conservation and sustainable use of fish stocks and the marine environment the action plan proposes as a first priority to reduce fishing pressure on commercially exploited species through the development of long-term management plans for all major stocks within five years. More ambitious targets than previously adopted will also be sought for the reduction of fishing fleet overcapacity.

The second priority of the action plan is to apply the precautionary approach to non-target species and define limit and reference points in a similar way as commercial stocks. Complementary tools such as closed areas or no-take zones may be implemented on a case-specific basis. Other measures will be pursued including greater selectivity of fishing gear. High priority actions to enhance the knowledge base and strengthen research and monitoring are put forward.

In relation to aquaculture, the plan seeks to promote action aimed at reducing environmental impacts, limiting introductions of alien species, promoting animal health and strengthening research to enhance knowledge in this area.

The Commission envisages establishing a Biodiversity Expert Committee covering all four action plans, with membership drawn from Member States and participation by NGOs, industry and other civil society stakeholders as observers, to share information and promote complementary actions at Member State and Community levels.

There is an ongoing imperative to promote awareness of biodiversity concerns and the benefits of biodiversity conservation. A workshop on the four action plans is planned (see EU Scene, this issue for details). Now that the plans have been launched, the next steps are to ensure they are translated into concrete action.

You can download copies of the EC Biodiversity Action Plans in the eleven official languages from <http://biodiversity-chm.eea.eu.int>

Conclusion

Some of the Green Paper's options represent bold steps forward in a challenging political climate and may well prove very controversial for some stakeholders. Although not clearly articulated in the document itself, many of the proposals seem to be consistent with attempts to solve the dilemma faced by politicians, fisheries managers, industry and other stakeholders: how to foster stewardship in the resources and the marine environment. Many of the options, if adopted, could potentially steer a course towards long-term change by committing the decision-makers under the CFP to pursue the objective of sustainable development.

The questions to ask yourself are:

- are the options the right ones?
- do the options go far enough?
- has anything been left out?

The Commission knows that the stakes are high and is calling for everyone who has an opinion on the CFP to make submissions about the Green Paper to the Director General of the Fisheries DG. Copies of the Green Paper can be obtained from the Commission (details below). A public hearing on CFP reform is being organised by the Commission for 5-7 June 2001 to bring together stakeholders and other interested parties to debate the issues.

For copies of the Green Paper in the eleven official languages of the European Community go to the Fisheries DG website:

http://europa.eu.int/comm/fisheries/policy_en.htm

or write to:

The European Commission
Fisheries DG
Rue de la Loi, 200
B-1049 Brussels

Send your comments by 30 September 2001 to:

Mr Steffen Smidt
Director General
Fisheries DG
Rue de la Loi, 200
B-1049 Brussels

or to this email address:

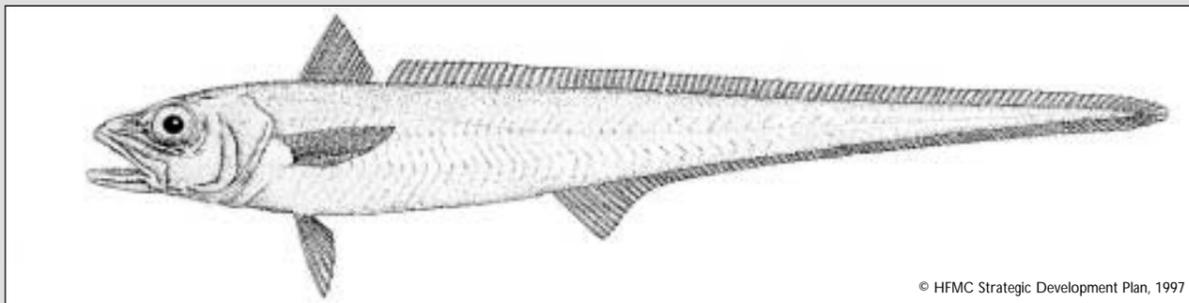
fisheries-greenpaper@cec.eu.int

'The Commission knows the stakes are high and is calling for submissions about the Green Paper'



● EUROPEAN SCENE

Controversy over Marine Stewardship Council labelling scheme



© HFMC Strategic Development Plan, 1997

Chris Grieve

IEEP London

The recent certification of the New Zealand Hoki Fishery to the Marine Stewardship Council standard has sparked a war of words between some environmental groups and the MSC. A leading NGO in New Zealand, the Royal Forest and Bird Protection Society, is calling for the certification, conducted as an independent process, to be revoked because over 5,600 seals were taken as bycatch in the fishery over a ten year period up to 1998. Responding to the certifier's assessment that the risk of bycatch levels to seal populations is insufficient, the Society disputes that the fishery is sustainable and that the precautionary approach is being taken seriously. The RFBPS also asserts that the certification of the fishery calls into question the integrity of the MSC process.

In defence of the MSC programme, Brendan May, MSC's Chief Executive, has said that it provides a valuable tool in improving fisheries management. With the fishery now committed to an action plan which will be under public scrutiny, Mr May asks "How, other than through the MSC, could the environmental community have persuaded a fishery to publicly agree to a series of corrective actions ... in order to retain the right to use our logo."

The debate raises some important questions relating to eco-labelling schemes that perhaps should be asked in light of another MSC certification currently underway for the South Georgia Patagonian Toothfish Fishery, a fishery of global significance:

Hoki and New Zealand fur seal caught in the same net



© Robert M. Warneke & Martin W. Cawthorn, 2000

- which would yield better results – certifying a fishery before or after corrective actions are taken?
- what does the precautionary approach mean in an operational context? who should decide the acceptable level of 'risk'?
- if the level of bycatch, of seals for example, is sustainable or is thought to have little impact upon ecosystems, should it influence certification? who should decide?

For more information: <http://worldcatch.com/> (press releases of 21 March 2001). For the Public Summary Report on the NZ Hoki Fishery: www.msc.org

EU implements emergency measures for cod

In follow up to the December Fisheries Council conclusions to significantly reduce cod catches, the European Commission has developed emergency measures to protect and boost recovery of stocks in the North Sea and waters west of

Scotland. A ten week seasonal closure of cod spawning grounds in the North Sea began on 14 February 2001.

Complementary measures protecting two spawning areas in waters west of Scotland began in March. Fishing in closed areas will reopen at the beginning of May.

Long term recovery plans for cod from these waters are being developed by the

Commission with indications that plans may be ready for Council consideration in June this year.

For further details contact: Chiara Gariazzo, Communication and Information Unit, DG Fisheries, Commission of the European Communities; tel +32 2 299 9255; fax +32 2 299 3040; email chiara.gariazzo@cec.eu.int

● EUROPEAN SCENE

UK House of Lords point to failures of CFP

A hard-hitting report, released in January 2001, by the UK House of Lords European Union Sub-Committee into the prospects for reform of the EU Common Fisheries Policy concludes that the CFP has 'totally failed to achieve its fundamental objective of ensuring that fishing capacity and effort is consistent with self-sustaining fish populations and food chains'.

The report, entitled *Unsustainable Fishing: What is to become of the Common Fisheries Policy?*, aims to influence CFP reform. Taking oral evidence from a number of experts the report makes several recommendations. First, that the key objective of the CFP should be sustainable development; that considerably more funding is needed to ease the transition for fisheries communities facing a loss of traditional activities; and finally that much closer integration of environmental and fisheries policy is required in order to start addressing the wider ecological implications of fishing.

For further details contact: Tom Radice, Clerk to Sub-Committee D; tel +44 (0)20 7219 3015; fax +44 (0)20 7219 4931; email: radicet@parliament.uk

Slow progress on implementation of CFP by EU candidate countries

An EU Commission report, published in November 2000, entitled *Enlargement Strategy Paper: Report on progress towards accession by each of the candidate countries* found that candidate countries from Central and Eastern Europe are unlikely to meet the necessary standards to implement the CFP within the next two years. While some countries have taken steps to implement legislation and administrative arrangements generally progress has been slow.

As the most significant fishing nation on the waiting list, Poland has taken action on structural policy and quotas. However the report finds that insufficient staff and government resources leaves Poland's implementation capacity weak with an acceptable fishing vessel register and electronic Vessel Monitoring System still to be developed. According to the report, Estonia, Lithuania and Malta have more significant work to do in order to meet CFP requirements. Various stumbling blocks are apparent, ranging from a lack of strategic guidance to inadequate legal and administrative structures. Latvia has made more progress, as has Slovenia, which is reported by the Commission to be 'nearly able to meet CFP requirements'.

For further details contact: Chiara Gariazzo, Communication and Information Unit, DG Fisheries, Commission of the European Communities; tel +32 2 299 9255; fax +32 2 299 3040; email: chiara.gariazzo@cec.eu.int

Greek aquaculture booms while concerns grow about impacts on wild fish

Greek fish farmers increased production last year by 45% over 1999, with most farmed fish being exported to Italy and growing demand from France, Britain and Spain. Production is expected to grow an additional 10% in 2001. Greece's aquaculture explosion is being mirrored around the world and has been met with some alarm.

Analysis from a recently completed global study by Dr Daniel Pauly of the University of British Columbia in Canada, called *Down with fisheries, up with aquaculture? Implications of global trends in the mean trophic levels of fish*, shows that the relative position of farmed fish within the food chain has been rapidly increasing in almost all regions of the world outside Asia. With a single pound of fish eating species, such as cod, demanding five pounds of wild caught fish

in the form of meal and oil for feeds, the trend toward farming carnivorous fish means that many types of aquaculture are contributing to a world-wide collapse of wild fisheries. Even vegetarian fish, the report finds, are now beginning to be fed fishmeal and fish oil for faster weight gain.

For further details contact: Dr Daniel Pauly, Fisheries Centre, University of British Columbia, 2204 Main Mall, Vancouver, B.C. Canada V6T 1Z4; tel +1 604 822 2731; fax +1 604 822 8934; email: d.pauly@fisheries.ubc.ca

Marine Environmental Protection Schemes

The Irish National Strategy Review Group on the Common Fisheries Policy recently promoted Marine Environmental Protection Schemes (MEPS) in their report 'Proposals and Recommendations for the Review of the CFP 2002'. Loosely based on the Rural Environmental Protection Schemes, the aim of MEPS is to encourage those with fishing and aquaculture interests in common bays or seas to take active responsibility for the environmental management of waters of mutual interest.

For further details contact: cfp@bim.ie

International Plan of Action on Illegal, Unreported and Unregulated Fishing

Progress was made on the International Plan of Action on Illegal, Unreported and Unregulated Fishing (IUU) at the recent Food and Agriculture Organisation (FAO) Committee on Fisheries meeting held in Rome on 26 February to 2 March 2001. The Plan of Action was approved by the Committee and will now go forward for adoption by the FAO Council in June 2001.

The Plan of Action attempts to address all illegal fishing activities which contravene national laws, measures adopted by Regional Fisheries

Organisations or international obligations. Unregulated fishing is also an important component of the Plan, with the setting out of measures to combat high seas fishing activities that are inconsistent with State responsibilities under international conservation and management law. Measures are also established for non-party vessels fishing in contravention of regulations in the areas managed by RFOs.

In an attempt to tackle the practice of vessels flying 'flags of convenience', the Action Plan makes an explicit link between vessels and the State whose flag it flies, as well as making it the responsibility of States to monitor compliance of those vessels under its jurisdiction with national, regional and international fisheries regulations. Beyond the catching sector, the Plan also calls on States to enhance control and enforcement relating to landing and marketing of catches not only by vessels under their jurisdiction, but also the vessels of other States. In order to speed the implementation of measures, a call is made for national plans of action by States.

After the FAO meeting in Rome, BirdLife International condemned the world's States for failing to take tougher action to combat pirate fishing, saying that the plan was watered down from earlier drafts and still left too many loopholes. "The Plan of Action finally agreed will hardly leave pirate fishers quaking in their boots," said Euan Dunn RSPB Fisheries Officer who attended the meeting on behalf of BirdLife International.

For further details contact: Euan Dunn, Marine Policy Officer, RSPB, tel +44 (0)1767 680 551; fax +44 1767 692 365; email: euan.dunn@rspb.org.uk; or visit: <http://www.fao.org/fi/default.asp>

Finnish study on fish farming

Finland's fish farming regulatory system has been the subject of a study by the Finnish

Environment Institute. Two reports have been published in Finnish: *Environmental Regulation of Fish Farming in Finland- Present State and Development Perspectives*, Riku Varjopuro (Ed.), 2000, Finnish Environment 439; and *Permit system in fish farming: entrepreneurs*, Riku Varjopuro and Eeva Furman, 2000, Finnish Environment, 380.

Contact details: Riku Varjopuro, tel +358 (0) 94030 0331, fax +358 (0) 94030 0391, email: riku.varjopuro@vyh.fi

Fisheries subsidies reform workshop held in Geneva

The relationship between fisheries subsidies, overcapacity and fisheries management regimes was the subject of a UNEP workshop held on 12 February 2001 in Geneva. Attending were representatives of 63 governments, six intergovernmental organisations, including FAO, OECD, the European Commission and WTO, as well as a number of NGOs and fisheries experts. While opinions differed on the relative importance of fisheries subsidies as a cause of overcapacity and overfishing, agreement was reached in identifying key analytical challenges, concerns, existing tools and options for addressing fisheries subsidies, as a contribution to enhancing the sustainable management of the resource. A call was made for more international cooperation and action by relevant intergovernmental organisations to address unsustainable fisheries management.

For further details contact: Hussein Abaza, UNEP; tel +41 22 917 8179; email: hussein.abaza@unep.ch; <http://www.unep.ch/etu/trade/fishery/fishsub.htm>

Crisis deepens for vulnerable deepwater fisheries

At its annual meeting in London which finished on 24 November 2000, the North East Atlantic Fisheries Commission (NEAFC) did not implement urgent

Raising awareness of the benefits of fish refugia in Greece

© WWF-Greece/Giorgos Payiatis



Fishing boats of Kastellorizo

by Giorgos Payiatis
WWF Greece

The establishment and operation of fish refugia is increasingly becoming acknowledged as a fishery management tool that may contribute towards reversing the critical condition of fisheries throughout the world. In Greece, the applicability and potential benefit of fish refugia is not known – information is lacking and very little concrete progress has been achieved in this field to date.

Along the 15 000 kilometres of Greek coastline, thousands of islands and islets harbour small coastal communities that have survived for hundreds of years largely dependent on small scale coastal fisheries. In fact, the coastal fishery sector in these areas represents over 90% of the national fishing fleet. However, the depletion of fish resources is making it increasingly difficult for small scale fishers to secure their livelihoods.

In searching for potential solutions to a very complex problem, fish refugia may emerge as a very useful tool in

Greece. The coastal nature of fishing activities, the geomorphology of the coastline and the presence of warm, shallow nursery grounds in inshore areas, are all positive factors to be considered. The plight of the fishers and their own desire to seek practical solutions is also an important element.

This is why WWF Greece has teamed with professional fishermen of the island of Kastellorizo to establish a pilot fish refuge and develop targeted awareness activities to promote the potential benefits of fish refugia. The project was implemented in November 2000 following a proposal made to WWF Greece by the fishermen to protect one of the island's important fish nurseries and spawning areas. These waters are home to a large diversity of commercially important fish such as the parrot-fish, red mullet and snapper as well as the endangered Mediterranean monk seal. In fact, the entire land and sea area of Kastellorizo is included in the EU Natura 2000 Network.

The project will aim to establish a closed area through the formulation of a regulation, issued by the local port police. On the basis of this regulation, the proposed sea area will be closed to all types of fishing gear for three years. During the course of the project, fish resources will be monitored within the closed area, as well as in other relevant fishing grounds. The assessment and other monitoring activities will be implemented with the participation and collaboration of the local fishermen, using their own fishing vessels and gear. Appropriate awareness activities such as meetings, workshops and films will be organised on a national scale. Exchange trips to other sites may also be arranged in order to promote awareness about the potential benefits of fish refugia.

For further details contact: Giorgos Payiatis, Marine Officer, WWF Greece, 26 Filellinon Street, 105 58 Athens, Greece; tel +30 1 33 14893; fax +30 1 32 47578; email: g.payiatis@wwf.gr

● EUROPEAN SCENE

management measures to protect deepwater fish stocks and their habitats. Instead, NEAFC delayed consideration of the issue in the first instance until March 2001, but it is now delayed until further notice. NEAFC did agree to improve reporting routines for better monitoring of deep sea species in the meantime. This was despite scientific advice from ICES which recommended a combination of different management actions including drastic reduction of catches through a general licensing system combined with TAC's, seasonal and area closures and gear limitation such as a general ban on trawling for some deep sea fisheries and/or areas. It even mentioned zero total allowable catches for 'a few years' in order to protect the most sensitive habitats.

In a press release on 27 November 2000, Greenpeace, Seas At Risk, WWF and BirdLife International expressed their 'extreme disappointment' at the failure of NEAFC to agree any action on deepwater fisheries. While acknowledging that measures will take time to develop, the NGOs thought NEAFC 'should have decided on an interim suspension of the fishery, in line with the precautionary approach'.

For further details contact: Monica Verbeek, Policy Officer (Fisheries, species & habitats), Seas At Risk; Drieharingstraat 25, NL-3511 BH Utrecht; tel/fax +35 1 21 464 7255; email: mverbeek@seas-at-risk.org; <http://www.seas-at-risk.org>

Northern hake stocks require emergency measures

Scientific advice in late 2000 on northern hake stocks from the North Sea to the Bay of Biscay indicated they have a high risk of collapse. Against this backdrop the fisheries Council agreed to reduce total allowable catches by 41-55% depending on the zone. In order to implement emergency protection measures, or a longer-term recovery plan, the Commission has held several

meetings with Member State officials and relevant fishing industry representatives.

Measures being considered include technical measures to protect juvenile hake and the establishment of sensitive areas. Control measures will also be set up to ensure that quotas are not overshot. The Commission has sought more information from Member States regarding the nature of the fishery and fleet dynamics prior to developing proposals.

For further details contact: Chiara Gariazzo, Communication and Information Unit, DG Fisheries, Commission of the European Communities; tel +32 2 299 9255; fax +32 2 299 3040; email chiara.gariazzo@cec.eu.int

Blue whiting risks stock collapse after negotiations fail

In their fifth consecutive meeting in February in Reykjavik, the EU, the Faroe Islands, Greenland, Iceland and

Norway failed once again to come to agreement on how to share total allowable catch of blue whiting in the North East Atlantic, despite scientific warnings over the state of stocks. The negotiations, which take place under the framework of the North East Atlantic Fisheries Commission, failed after four rounds last year because the total catch demanded by member Parties, including the European Community, added to 170% of the recommended TAC. The European Commission has expressed grave concern about the breakdown in negotiations and the potential adverse consequences for the blue whiting stock and has called for talks to be resumed 'in good faith and without delay'.

For further details contact: Chiara Gariazzo, Communication and Information Unit, DG Fisheries, Commission of the European Communities; tel +32 2 299 9255; fax +32 2 299 3040; email: chiara.gariazzo@cec.eu.int

What lives in the oceans?

A large-scale international programme called the Census of Marine Life (CoML) is aiming to assess and explain the diversity, distribution and abundance of organisms in the world's seas. The effort, which is now well underway, will be a valuable tool for marine conservation and fisheries management and will also aid nations in complying with the Convention on Biological Diversity.

CoML has a Secretariat based in Washington DC, an international Scientific Steering Committee and will require a budget of US\$1 billion over 10 years. A first focus is on the establishment of a Global Ocean Biogeographical Information System, with initial grants totaling US\$3.7 million awarded to eight projects involving sixty-three institutions and fifteen nations. Project activities include electronic tagging of

Proposal for sustainable cod fishery in the Baltic Sea

Ralf Döering
fisheries economist, Germany

The cod population in the Baltic Sea has significantly decreased in the last ten years due to intensive fishery practices and low recruitment. Consequently, decreased predation by cod on herring and sprat has led to increased populations of these species and increased pressure on zooplankton abundance. These alterations to the balance of the fish community between 1980 and 1990 represent one of the most dramatic ecosystem changes in the Baltic last century and a severe economic crisis for fisheries.

In September 2000 in Tallin, Coalition Clean Baltic (CCB) made a

proposal to the International Baltic Sea Fishery Commission (IBSFC) to adopt a new approach for management of the cod fishery. The approach, which advocates moving beyond just reducing fishing quota (TACs), combines ecological, social and economic aspects. It would see the introduction of selective trawl nets; economic compensation for fishermen introducing the selective trawl nets – to cover associated profit losses; and a ban on industrial fishing for fishmeal, which has a large negative impact on sprat and herring stocks.

CCB also emphasised that further research must be encouraged in order to assess a sustainable level of

fishing effort once stocks recover. CCB is currently developing a longer-term strategic proposal for sustainable fisheries in the Baltic which it will present at the next IBSFC meeting in September 2001.

In an extraordinary meeting on 13-14 March 2001, the IBSFC agreed upon three new technical measures to allow juvenile cod to escape from trawl and Danish seines. The measures include increased mesh sizes and the use of a new square mesh window to improve cod selectivity.

For further details contact: Coalition Clean Baltic, Ostra Agatan 53, SE-753 22 Uppsala, Sweden; tel +46 18 71 11 55; fax +46 18 71 11 75; email: secretariat@ccb.se; <http://www.ccb.it> or, IBSFC: <http://www.ibsfc.org>

large marine creatures as well as research into the history of marine populations over the past 500-1,000 years.

For further details contact: Cynthia Decker, Director, Census of Marine Life Secretariat, CORE, Suite 800, 1755 Massachusetts Avenue, Washington DC 20036, USA; tel +1 202 332 0063 ext 265; fax +1 202 332 9751; email: cdecker@brook.edu; <http://www.coml.org>

Norway resumes whale product exports

Despite an international moratorium on the hunting of whales, the Norwegian Minister for Fisheries announced on January 16 2001 that Norway would resume the export of whale meat and whale fat. The European Commission has denounced Norway's action stating that it goes against the position supported by the European Union and Member

States through the CITES Convention and is against Community legislation embodied in the Habitats Directive.

The International Whaling Commission (IWC) banned commercial whaling in 1986, and since then only Japan and Norway have continued hunting, under a provision that allows whaling for 'scientific purposes'. With no domestic market for whale meat, it is expected that Norway will to export to Japan, Iceland and Peru. The resumption of whale meat trading is likely to meet with strong opposition from countries such as the United States, Australia and New Zealand, possibly resulting in sanctions.

For further details contact: Dr Nicola Grandy, International Whaling Commission, The Red House, 135 Station Road, Impington, Cambridge, UK CB4 9NP; tel +44 (0) 1223 233971; fax +44 (0) 1223 232876; email: iwc@iwcoffice.org

EC Biodiversity Action Plans to be launched

IEEP in co-operation with the European Centre for Nature Conservation (ECNC) is organising a one day workshop in Brussels on 22 May 2001 for 80-90 invited participants to launch the Commission Communication on the four EC Biodiversity Action Plans (BAPs) and the chapeau of cross-cutting issues. The workshop has two aims: to raise stakeholder awareness of the EC Biodiversity Strategy, particularly the individual BAPs; and to encourage the involvement of stakeholders in their implementation.

Four Action Plans have been developed by the European Commission, including a fisheries plan. Each Plan will be presented at the workshop, followed by presentations relating to implementation challenges. Participants from the range of stakeholder groups, including government, industry, NGOs and research, will be invited to discuss a variety of practical implementation strategies. IEEP and ECNC intend to publish a workshop report in the latter half of 2001.

For further details on the EC Biodiversity Action Plans contact: Carlos Martin Novella, DG Environment; tel +32 2 296 3976; email: carlos.martin-novella@cec.eu.int

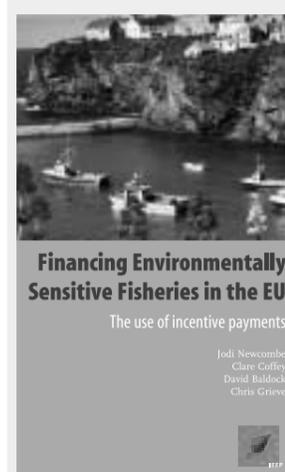
Seminar on fisheries and the environment

The Swedish Society for Nature Conservation is holding a one-day fisheries seminar on 12 June 2001. The meeting will be held in Göteborg, Sweden, and will consider how EU fisheries policy influences fish populations and the wider marine environment.

The event is one of a series of meetings to explore how EU environmental policies can be used to secure environmental improvements nationally and across the EU. The fisheries seminar will precede end of Heads of State Summit

effectively marking the end of the Swedish Presidency of the EU Council.

For further details contact: Mr Anders Friström, Swedish Society for Nature Conservation, tel +46 8 702 6528, email: anders.fristrom@snf.se; www.snf.se/snf/seminarier



■ This IEEP study, funded by the Esmée Fairbairn Foundation, explores the benefits of introducing an EU-wide programme of financial incentives to encourage more sustainable fishing practices. Drawing lessons from EU agri-environment schemes, and building on examples of EU environment-fishery funding in the Netherlands, Ireland, UK, Spain, Italy and Greece, the report looks at different ways that incentive payments could be used to benefit the environment and address the current crisis in the fisheries industry. The report makes policy recommendations targeted at the upcoming review of the CFP in 2002 and demonstrates how Member States could use existing EU funding schemes to support sustainable fisheries initiatives.

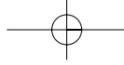
The report can be downloaded on the IEEP website (<http://www.ieep.org.uk/fish-incen.pdf>), or a copy can be ordered from central@ieeplondon.org.uk

IEEP London is an independent body for the analysis and advancement of environmental policies in Europe. While a major focus of work is on the development, implementation and evaluation of the EC's environmental policy, IEEP London has also been at the forefront of research and policy development in relation to the integration of environmental considerations into other policy sectors.

This Newsletter is part of IEEP's work programme on Policy Measures for the Sustainable Management of Fisheries which aims to identify, develop and build a consensus around alternative approaches, with a view to influencing the review of the Common Fisheries Policy in 2002.

The Newsletter is funded by the Esmée Fairbairn Foundation. It is sent free of charge to key practitioners in the Member States of the European Community. If you wish to subscribe to the Newsletter, or wish to register additional recipients, please fill in the form and fax to: Chris Grieve, IEEP London, on +44 207 799 2600. It is also available at www.ieep.org.uk

Name	_____
Organisation	_____
Address	_____ _____ _____



● LETTERS



Apart from acting as a source of independent information on fisheries and the environment, *El Anzuelo* aims to present different perspectives on the issues, and thereby encourage discussion and debate among the various players. If you wish to respond to material included in this or the previous issue, we would be happy to hear from you.

Update on sturgeon



Russian Sturgeon caught by poacher's hooks

Dear Editor,

■ The anecdote from Germany in your last edition about the Common sturgeon (*Acipenser sturio*) prompted me to write an update on issues related to sturgeon conservation world-wide. Almost four years after sturgeon and paddlefish species were included in Appendix II of CITES (Convention on International Trade in Endangered Species) in June 1997, world caviar importers recognise that international trade in caviar is much better controlled and monitored and that offers of caviar from dubious suppliers or of questionable origin have significantly decreased. Awareness about the conservation status of species, as well as the need for strict controls, has greatly improved amongst traders, government agencies and customs officials.

However, the future of most sturgeon in Eurasia still appears to be precarious. In the northern Caspian Sea, where by far the largest populations occur, official sturgeon catches have continued to decline and amounted to a mere 1,000 tonnes in 1998 compared to about 20,000 t in the 1970s. Reports by enforcement officers on the expansion of organised poaching and black markets are very alarming. Controlling exports is no longer sufficient because the domestic demand, particularly in the Russian Federation, is booming and progressively absorbing the largest share of the illegal caviar production.

The international community has reacted and in April 2000 CITES initiated the Significant Trade Review of *Acipenseriformes* (sturgeon and paddlefish), focussing on

nations' fisheries management and local trade control efforts in order to ensure the sustainability of international trade. World Bank and European Commission funded projects looking at environment issues in the Caspian Sea that started several years ago are adjusting their targets to support the CITES process. As with many species of commercial value, the challenge of conserving sturgeon is an on-going struggle in which all stakeholders should engage to balance the preservation of our biodiversity with the development of human livelihoods.

Caroline Raymakers,
TRAFFIC Europe;
tel: +32 2 343 82 58;
fax: +32 2 343 25 65; email:
craymakers@traffic-
europe.com;
http://www.traffic.org

