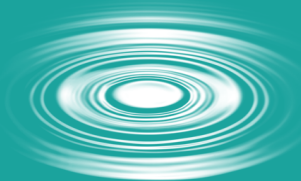


El Anzuelo

EUROPEAN NEWSLETTER ON FISHERIES AND THE ENVIRONMENT



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TAKING STOCK



Guelly jack (*Pseudocaranx dentex*): one of many fish species found in the seas around the Canary Islands.

J González J, C Hernández G, P Marrero G and E Rapp B, Pecces de Canarias – Guía Submarina, Francisco Lemus Editor, Tenerife

Clare Coffey
IEEP

Welcome to the fourth edition of *El Anzuelo*. This is also the last in the current series, though we are hopeful that further funding can be secured so that *El Anzuelo* can continue for at least another two years, up to the CFP review in 2002. We continue to be encouraged by the positive response to the newsletter; your further comments or suggested improvements are always welcome.

Since *El Anzuelo* was launched in 1998, we have been fortunate to be able to report on a growing number of EU, national and local initiatives and developments in favour of sustainable fisheries. Notable among these are the 1998 EC Biodiversity Strategy which calls for adoption of a fisheries plan, the application of the precautionary approach to the setting of annual fishing quotas, and reform of the main CFP consultative forum, the Advisory Committee on Fisheries, to include environment and development organisations.

This fourth edition of *El Anzuelo* reports on further welcome policy news, not least the fact that fisheries is now on the list of sectors to be dealt with as part of the high level 'Cardiff process' on integrating environmental considerations into other policy areas. We look to the Portuguese Presidency of the Council in the first half of 2000 to ensure the issue is given the attention it requires.

In a partial response to this integration

agenda, the Commission has finally published its Communication on Capture Fisheries and Nature Conservation in the Marine Environment. The emergence of this document, over four years after work began, signifies a more widespread recognition of the environmental debate. We hope that it is followed by concrete action.

Keeping up the momentum on these various fronts is among the challenges facing the new European Parliament and the new fisheries Commissioner, Franz Fischler. Fischler identified environmental integration as a priority when he was questioned by the Parliament. As Brigitte Langenhagen (MEP) explains on page 2, there are a number of specific opportunities where improvements will be sought, including the next Inter-Governmental Conference to amend the EU Treaty.

While the EU debates how to move towards sustainability, real progress is already apparent at the ground level. New alliances are being forged between environmental and inshore fishing groups, keen to see traditional low impact fishing survive into the 21st century. A particularly innovative approach is being applied in the Canary Islands, where, as the focus article explains, EU funding is being used to design and implement a sustainable fishery.

It goes without saying that many more developments and initiatives go unreported. With your continued support and contributions, I hope that at least some of them can feature in future editions of *El Anzuelo*.

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Edited by Clare Coffey of IEEP London. Editorial Assistant: Eloise Todd. Designed by Clifford Singer at édition. This Newsletter is financially supported by the Esmée Fairbairn Charitable Trust and DG XI (Environment) of the Commission of the European Communities.

Contributions from Juan-Carlos Barros (Abogado), Spyros Kouvelis (Alcyon Institute), Orian Bondestam (Finnish Permanent Representation to the EU), Giorgos Payiatis (WVWF Greece), Brigitte Langenhagen (MEP) and Michael Hager (Assistant to Brigitte Langenhagen).



IEEP London

2002 REVIEW

Initial views from the industry

Positions on the review of the CFP continue to be elaborated, with several non-governmental organisations currently developing their priorities for reform. Among the more recent positions to be unveiled are those of the main industry consultation forum, the Advisory Committee on Fisheries and Aquaculture (ACF). Its report, published in June, provides further insights into what are likely to be areas of consensus, and division, as the review proceeds.

The ACF 'Report on the 2002 CFP Review' presents the 'state of reflection' of the so-called 'ad hoc 2002' working group. The 25 page document covers a broad range of topics, covering the 'core' conservation issues associated with Regulation 3760/92, as well as broader issues such as structural and market policy.

A number of the key points are highlighted below.

- *The management of internal and external resources* – the aim must be towards long term sustainable exploitation. The Precautionary Approach needs further elaboration, and careful application as it could, if applied in its extreme, be used to ban all

fisheries. The long term objective must be Optimal Food Supply from Resources. The principle of biodiversity is acknowledged but a balance has to be struck between the needs of the environment and those of the fisheries sector.

- *Technical conservation measures* – are essential, although it is too ambitious to create common standards applying to all EC species and zones. The UK and Danish *Europêche* delegations called for positive incentives to be built into the CFP to reward fishermen fishing at a 'higher responsibility level'
- *12 miles regime* – there is unanimous support for maintaining the present 6 and 12 mile access restrictions to inshore waters. Some delegations, notably Ireland, want the limit extended, however.
- *Environmental/ecological considerations* – the group accepts and respects the inclusion of environmental considerations in the CFP. However, it highlights the potential damage to the livelihood of fishermen caused by species, notably cormorants and seals. It therefore calls for management regimes for sea birds and mammals threatening fish stocks.
- *Certification/labelling/quality* – further discussion on these issues would be welcome, especially quality initiatives. International rules provide the appropriate basis for such initiatives, which should be established on a voluntary basis. The Commission's working document on eco-labelling is noted.
- *Sustainability of food production in the aquaculture sector* – will need to respond to public demands for environmental sustainability, perhaps by assessing environmental interactions and developing measurable criteria of sustainability.

The report includes a request for the working group to be placed on a more permanent footing, to enable deliberations to continue into the future. If this is accepted, it would provide an early opportunity for any 'environment and development' members of the ACF to strengthen the report, bringing it more closely in line with sustainable development objectives.

For a copy of the report contact: Chiara Gariazzo, Communication and Information Unit, DG XIV (Fisheries) Commission of the European Communities; tel + 32 2 299 9255; fax + 32 2 299 3040; email chiara.gariazzo@dg14.cec.be

● NEW COMMISSIONER OUTLINES PRIORITIES FOR 2002

The new Fisheries Commissioner, Mr Franz Fischler, was in September questioned by the Members of the European Parliament who were attempting to assess his suitability for the post. As part of his response to the MEPs, Fischler outlined his vision of the CFP after 2002, which, he said, should:

- ensure the necessary coherence between its various objectives;
- have a strong, comprehensive and modern management regime;
- be able to integrate and anticipate environmental considerations and concerns; and
- involve stakeholders in the fisheries management process and ensure transparency.

Fischler also suggested that he would use opportunities offered by the 2002 debate to develop regional meetings with the sector, and to examine ways of improving flexibility in management so as better to deal with local problems and to foster regional cooperation in scientific research.

For a full account of Fischler's response see: Europa web site – <http://www.europa.eu.int/comm/newcomm>

Wind of change in Europe

Brigitte Langenhagen MEP,
Coordinator of the PPE in the Fisheries
Committee

Michael Hager Assistant

The summer vacation is over, but the corridors of Brussels have had no rest all summer. The agenda was too important: at the end of August the European Parliament started the series of hearings of the designated Commissioners. A set of questionnaires provided the basis for the hearings, and prepared the way for the final vote on whether or not the Parliament would accept the new Commission.

Of special interest for the fishing industry was the hearing of the designated Commissioner Franz Fischler. Fischler will be responsible for the leadership of the two Directorates-General for Agriculture (VI) and Fisheries (XIV). In his former post, Fischler was Agriculture Commissioner. He cannot be described as a fisheries expert, even if his experiences with the reform of the "common agricultural policy" are likely to bring benefits to fisheries policy in the future.

In his initial statements, Mr. Fischler presented some broad priorities for the coming years, including third country agreements and the 2002 CFP review. He also made an effort to disperse rumors of a possible fusion of the Directorates-General XIV and VI. In his opinion, the two DGs should

remain separate. However, he did not want to exclude the possibility that such a merger could result from broader reforms of the Commission.

As the fisheries spokesperson of the parliamentary group of the Christian democrats in the European Parliament, I have on several occasions demanded that the two DGs remain separate. The fishing sector in the European Union is of special importance, both in economic and ecological terms. As a healthy source of food, fish has played an important role for the consumers in the Member States. We have to think about the continued conservation and protection of resources, as well as the protection of home markets and foreign trade. Fish is an important and in some regions indispensable line of business. This special situation must be taken into account at the political level so that fisheries does not become a secondary topic, overshadowed by the Directorate-General for Agriculture.



Brigitte Langenhagen (MEP) – 'sustainability must be taken into account in discussions'

A NEW START

Apart from changes to the Commission, there have also been fundamental changes to the European Parliament. The June elections altered the balance of power, making the Christian Democrats (PPE) the strongest parliamentary group. There are also some new members on the 21 strong fisheries

committee. The committee faces many tasks and challenges in the coming months and years, and will demand our full commitment. Above all, I mean reform of the 'Common Fisheries Policy' in 2002 towards a more decentralised and regionalised policy.

The principle of sustainability must also be taken into account in these discussions. In particular, fisheries and environmental policy must be integrated within the framework of integrated coastal zone management, a challenge which becomes more and more urgent. If the marine environment is in a poor state, the fishery can not be healthy. And this inevitably endangers jobs.

In the meantime, we must look to the next Inter-Governmental Conference in 2000 where I will suggest that a new "fisheries" chapter is added to the European Community Treaty. Until now, fisheries is mentioned only under the Agriculture Title. What is needed instead is a dedicated fisheries chapter, setting out key objectives such as 'sustainability'. Individual decisions would have to respect these basic principles which have much greater influence than provisions in specific regulations.

I have touched upon just a few of the many new challenges facing us as we start the new legislative period. I look to my committed colleagues to see that these are indeed taken forward.

For further information contact: Brigitte Langenhagen MEP, European Parliament, F-67000 Straßburg, France; tel +33 3 88 17 5325; fax + 33 3 88 17 9325

● TIMETABLE FOR THE REVIEW OF REGULATION 3760/92

1999	2000	2001	2002
Regulation 3760/92 continues unless amended by Council			
Current restrictions on access to inshore waters end in 2002			
CFP Review	Questionnaire and meetings		
Drafting Commission report and proposals		Official negotiations and adoption of legislation	

The Canary Islands: putting sustainable fisheries into practice

Economic incentives are the subject of increasing interest both at the policy level, and among individuals and groups working locally towards sustainable fisheries. Incentives should not be seen as replacing existing management tools, but rather as a means of enhancing them in order to improve the overall effectiveness of fisheries management.

Incentives can take a number of forms, but a common factor is that they try to induce changes in behaviour. So, for example, payments have been used for many years to encourage specific patterns of development in fishing fleets. Taxes and levies are also (dis)incentives, used to steer activities away from potentially more expensive practices.

Apart from contributing to resource management, incentives can play an important role in developing and maintaining environmentally sensitive forms of fishing. Funding used in the Canary Islands in Spain highlights the potential of incentives, in this case to develop a sustainable artisanal inshore fishery. The project also provides an opportunity to develop good practice, with the possibility of transferring lessons to other fisheries in Europe.

.....

A new initiative was launched earlier this year, with the aim of developing sustainable artisanal fisheries. That might not seem particularly unusual, but the way in which it is being pursued is certainly innovative: firstly, the sustainable fishery is being designed, developed and implemented by a nature conservation organisation, WWF; and secondly, the whole thing is being part-funded under the PESCA Community Initiative. The project consequently provides a particularly interesting example of how economic incentives are being used to promote sustainability.

The WWF project is being run by the Canary Islands Regional Office of WWF Spain, based in Lanzarote. The Canary Islands are situated near the west African coast. The area is rich in marine life, although resources for inshore vessels are limited by the existence of a narrow continental shelf. The numerous local fishermen have therefore to operate within relatively confined limits and, as is increasingly common, are also feeling the impacts from tourist fishing and fishing by larger offshore vessels.

The aim of the project is to develop the artisanal fishery to support the fishermen and the marine environment. The broad objectives include specific social objectives such as improving the quality of life, as well as ecological objectives of conserving and restoring marine life. In order to try to deliver these aims, the project has adopted a very integrated approach: as far

as possible, actions are targeted at the full range of fishing related activities, including scientific assessment, the development of information campaigns and value added schemes.

The programme covers artisanal vessels; that is, all Canary Island boats with the exception of offshore vessels and tuna boats. It has the advantage of being able to work in cooperation with the relatively powerful fishermen's cooperatives, the *cofradías*: all the fishermen covered by the project are also members of the *cofradías*. The project will run for an initial four years, although in the hope that the fisheries management system can be placed on a more permanent footing thereafter. Its broad objective is to deliver stock recovery or stabilisation within twelve years at the very least.

REACHING THE GOALS

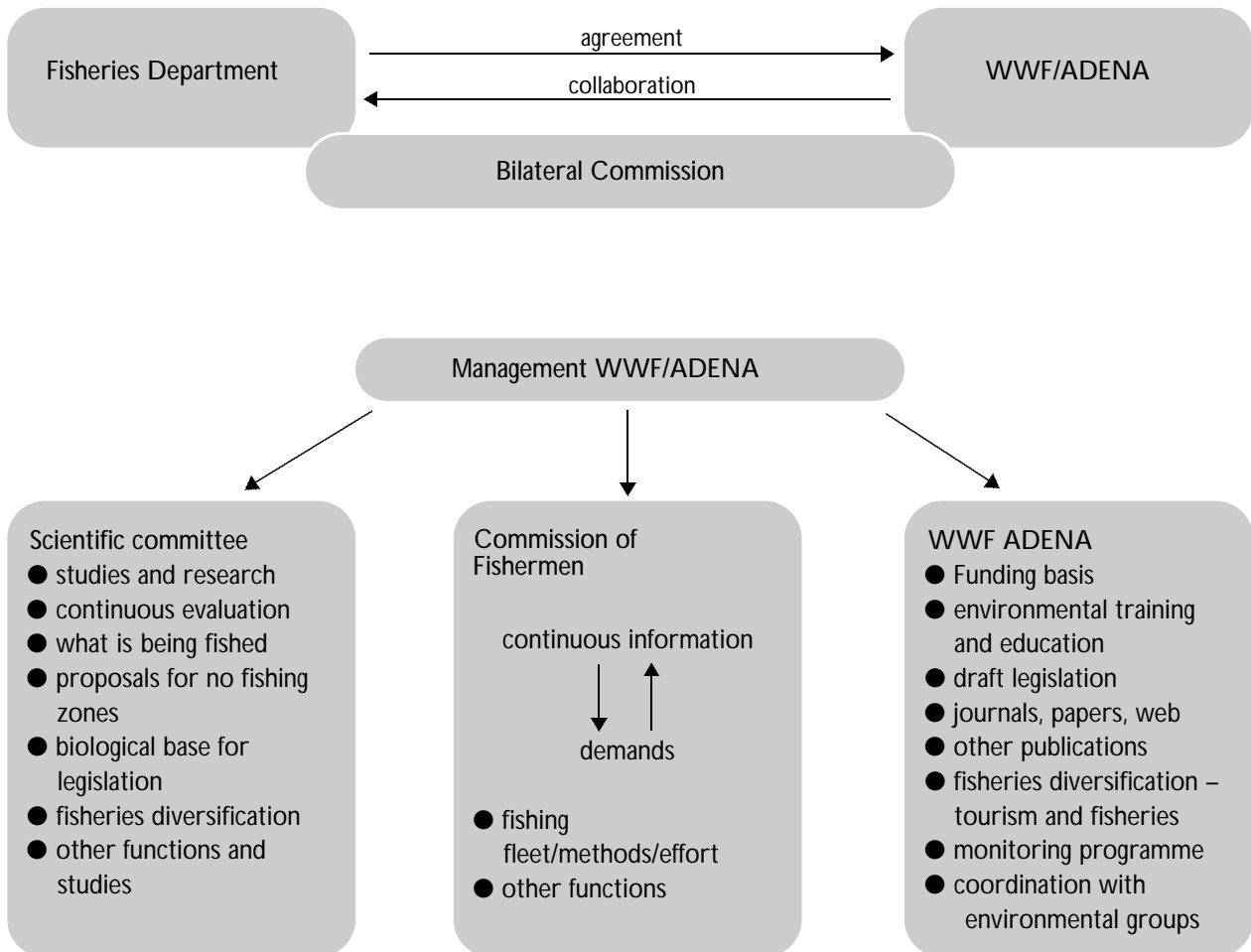
While the aims of the project are commendable, it may be difficult to see just how they will be achieved in practice. In essence the project funds will be used to support WWF's own activities as well as supporting a range of other projects and mechanisms such as education and training, and the establishment of local facilities.

Basic scientific research will be undertaken to contribute to the understanding of how the ecosystem functions, and then to establish what fish exist and in what condition the stocks are. It is hoped that existing research institutions will undertake the work, but that future research can be tailored more specifically to the needs of the fishery, rather than being driven by other considerations.

Then there is the issue of assessing who is involved in fishing and what they fish. Like in many parts of Europe, there is presently little information available on small scale activities. Similarly, there is a need for renewed economic evaluation to get a firmer understanding of the actual importance of the sector and its role in supporting economies and communities.

With a sounder understanding of the biological, social and economic character of the fishery, a range of policy instruments can be designed. WWF is interested in developing 'no fishing' zones and other actions to support stocks including, if necessary, diverting fishing pressure to other activities. More applied research will be needed to assess what the most appropriate technical measures may be, but they

● PROGRAMME MANAGEMENT



● EXPLAINING ECONOMIC INCENTIVES

Economic incentives act as mechanisms for persuading people, allowing them to make their own decisions, rather than forcing change upon them. There are several basic types of economic incentive, including:

- disincentives such as taxes and charges;
- subsidies and loans;
- ongoing payments for non-market goods; and
- investment aid to overcome obstacles.

There are various areas of fisheries management where

incentives could be considered, including:

- payments for individual agreements, for example relating to fishing gears, boat size, fishing periods, labour use;
- payments for collective management, such as funding plans or studies, or payments to collectives;
- charges for licences or insensitive fishing practices;
- payments for carrying out new duties, such as monitoring non-fish species or policing closed or restricted areas; and

- investment aids for more sustainable production, including diversification, marketing, labelling schemes, etc.

Incentives have several advantages over regulatory measures, as they:

- are flexible and can be tailored to match local circumstances;
- can provide financial benefits to fisheries dependent areas;
- can encourage people to strive for higher standards because they give greater reward for more effort.

are likely to include minimum landing sizes and restrictions on gears and methods.

The broader framework also needs to be in place to support artisanal fishermen, for example, developing local infrastructure or establishing quality schemes. Alongside these, there is also potential for training, information and education programmes, to raise awareness of the issues and of the possibilities associated with sustainable development. In effect, the intention is to use a range of economic incentives to encourage the adoption of more desirable methods or practices, while at the same time creating the environment where artisanal fisheries can survive and compete.

Apart from these 'carrots', however, there are also 'sticks': a rigorous system for monitoring and enforcing regulations which otherwise tend to go unenforced.

Recognising the challenges inherent in such a project, WWF has developed various strategies for implementing such a potentially complex system. One strategy is to ensure that there is a constant exchange of information between fishermen and WWF, possibly through a regular newsletter (El Anzuelo Canarias) or even radio campaigns. But to deepen the level of involvement and exchange, the project also sees an important role for pilot projects. These can be used to support the fishermen in their attempts to adopt new approaches, while helping WWF develop new options.

DESIGNING SUITABLE MANAGEMENT STRUCTURES

Certainly the task ahead for WWF is not simple, it is certainly made easier by the fact that the project leader is himself a former fisherman, as well as having been a fisheries administrator on the Islands. This provides clear advantages to the project in terms of local knowledge and expertise but, perhaps more significantly, it also means that WWF can build on existing relationships and trust as it tries to introduce new ideas and concepts.

At the same time, developing appropriate management structures will remain critical if the project is to be seen as legitimate in the eyes of the fishermen and other environmental interests. The chosen design gives WWF a central role as a coordinator and negotiator between the various interests and the administration, as illustrated by the diagram (see page 5). Final decisions on regulating the fishery will continue to reside mainly with regional or national authorities, but it remains to be seen whether this will affect the success of the project.

CONCLUSIONS

The project is still in its infancy and delivering its ambitious goals will not be easy. But it does have several innovative features, not least the range of ways in which funds are to be used to introduce a new and challenging package of management measures which should support the integrated and strategic development of this important fishery.

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● Incentives for environmentally sensitive fishing: Cornwall

A workshop was held in Truro, Cornwall on 23 July to discuss the potential role of economic incentives to promote environmentally sensitive fishing practices. The workshop was organised by IEEP and was attended by delegates with an active interest in Cornwall's inshore fisheries. It is intended to inform a broader study on the use of incentives in Europe.

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● Incentives in Sporades Marine Park, Greece

Spyros Kouvelis, Alcyon Institute
The Marine Park of Sporades in the North Aegean Sea was formed in 1992 by a Presidential Decree. The park was an attempt to protect one of the most important European breeding populations and habitats of the Mediterranean monk seal (*Monachus monachus*).

Sporades park was designed to deal with two specific issues: firstly, the increasing level of development on the island complex, to be addressed by restricting local development and agriculture; and secondly, there was competition for fish stocks between fishermen and monk seals. Small-scale, low impact fishermen were given preferential access to fish stocks in some areas, although no-take and no-disturbance zones were introduced in other areas. More damaging forms of fishing, such as trawling and purse seining, were excluded from large parts of the park. Where such activity was allowed, vessels had to comply with specific gear and access restrictions.

As well as supporting the traditional coastal fishermen, funding was also provided for local infrastructure, including transport infrastructure, a scientific monitoring station, visitors' trails and information centres. These developments were intended to encourage acceptance of and build local support for the park. The compensatory measures in particular are expected to be strengthened in the future, as part of an ongoing review of the park.

The result has been a stabilisation in the monk seal population; indeed, in recent years the population has shown an increase. This is thought to have been due to less physical disturbance to the area, as well as the recovery of fish stocks, although there is no scientific proof of the latter.

For further information contact: Spyros Kouvelis, Alcyon Institute, 10-12 Aetideon Str., Holargos 155 61, Greece; tel +30 1 654 8182; fax +30 1 654 0692; e-mail kouvelis@eexi.gr

Fisheries added to 'Cardiff integration process'

In June 1999, EU Heads of State and Government meeting at the Cologne Summit stepped up pressure on 'sectoral' Councils to integrate environmental needs into their policies. Significantly, the fisheries Council has now been added to the list of Councils invited to establish environmental integration strategies.

As outlined in Volume 2 of El Anzuelo, the 'Cardiff integration process' is designed to breathe new life into the integration of environmental considerations within other policy sectors, in line with Article 6 of the Amsterdam Treaty. In practice, this involves the Commission

and Council in drafting integration documents focusing on selected policy sectors. Parallel work is also under way to develop indicators for monitoring and evaluating environmental integration.

The Fisheries Council strategy is due to be presented in the first half of 2000, under the Portuguese Presidency. The Commission's recent Communication on Fisheries Management and Nature Conservation (see separate insert) is a welcome first response to this process, although it addresses only part of the integration issue.

For more information see: <http://www.ue.eu.int>

For more information, contact: Mr Giorgos Payiatas, Marine Officer, WWF Greece, 26 Filellinon Street, 105 58, Athens, Greece; tel +301 331 4893; fax +301 324 7578; email g.payiatas@wwf.gr

Major discard study launched

A multi-national study has been launched on the economic aspects of discarding unwanted fish at sea. Using funds from the European Community, as well as France, the Netherlands and the UK, the project aims to develop options for reducing discard levels.

The project is placing a particular emphasis on practical experiences of fishermen. Among the options to be explored is the potential relevance of a discard ban, such as that adopted by Norway.

For further details contact: Mr Benoit Caillart, IFREMER/Cofrepeche; email Benoit.Caillart@ifremer.fr

Code of conduct for shellfisheries

A UK Sea Fisheries Committee has adopted a Code of Conduct, aimed at reducing the impact of intertidal shell fishing on nature conservation. The Code, which is entirely voluntary, consists of a short statement on five key areas, including the 'use of sustainable fishing practices' and 'having regard to wildlife'.

The Code is addressed to shellfish fishermen in the region of north east England

New European Parliament Fisheries Committee

The Spanish Member of the European Parliament (MEP) has become chair of the Parliament's Fisheries Committee. Daniel Varela Suanzes-Carpegna represents the European People's Party, one of the two main groups. The other main group is the Party of European Socialists.

The Committee includes two members from the Greens/Free Alliance. Votes of these smaller groups may be crucial in plenary since neither of the two main parties has a clear majority.

For more information see: <http://www.europarl.eu.int/committees/>

ICES increases likelihood of sandeel ban

A ban on sandeel fishing off the east coast of Scotland could be in place in 2000. Pressure to introduce such a closure has come from the UK, though a final decision depends on a Commission proposal and subsequent agreement in the Council.

According to recent ICES research, kittiwakes should be used as indicator species for triggering management

measures. ICES judged that kittiwake breeding success could potentially be adversely affected by sandeel fisheries in some areas, and that there was evidence of significant sandeel-related decline on the Isle of May.

ICES recommended a threshold breeding success below which regional sandeel fisheries should be closed and that, on this basis, the area which includes the Wee Bankie should be closed until breeding success recovers.

For further information on this issue contact: Euan Dunn, BirdLife International/RSPB, The Lodge, Sandy, Beds SG19 2DL, England, UK; tel +44 1767 680551; fax +44 1767 692365; email euan.dunn@rspb.org.uk

Conserving small-scale fisheries in the Aegean

WWF Greece is initiating a project on the conservation of small-scale coastal fisheries in selected islands of the Aegean Sea. The intention is to address problems such as over-fishing, the decline of traditional ways of life and the degradation of the natural environment.

Uncontrolled development in the Aegean Sea is contributing to the decline of the islands' small-scale coastal fisheries and marine habitats.

Tourism in particular is having

a harmful effect on the region's fishing and traditional activities, as well as threatening the biodiversity and character of the islands.

The WWF project consists of two key stages: firstly, information is to be gathered on coastal fisheries around the Aegean, focusing on the islands of Tilos, Nisiros, Chalki, Symi, Agathonisi, Lipsi, Marathi and Arkoi; and secondly, the data is then to inform the drafting of an integrated conservation and development scheme. The islands' cultural heritage and participation by local people will be important features of the scheme.



Ireland's inshore sector: actively managing lobster stocks



© Fergal Ní Ghalláin/BIM

and north Wales; it has also been approved by the Shellfish Association of Great Britain. It is believed to be the first UK code of conduct for commercial sea fishing (codes have already been developed for angling). It is hoped that similar codes can be adopted for other parts of the UK coastline.

For further details, or copies of the code, contact: Mr Jim Andrews, North Western & North Wales Sea Fisheries Committee, Lancaster University, Lancaster LA1 4YY; tel +44 1524 68745; fax +44 1524 844980; email nwnwsfc@lancaster.ac.uk

Reviewing Ireland's inshore fisheries

A new report on Ireland's inshore fisheries sector recommends the establishment of a national Inshore Fisheries Advisory Committee, to facilitate consultation and dialogue between State authorities and the inshore sector.

It also calls for further examination of possibilities for devolving inshore fisheries management and regulatory

functions to local groups.

The report, prepared by BIM – the Irish Sea Fisheries Board, is part of the Irish Government's strategy to maximise the long-term contribution of the fisheries sector to the national economy. It includes various data illustrating the relative importance of the inshore sector.

For example, landings are worth approximately IRE 30 million per year, while over 3,700 people are employed (50 per cent of total 'on-board' employment in fisheries).

For more information contact: Bord Iascaigh Mhara (BIM – Irish Sea Fisheries Board), PO Box 12, Crofton Road, Dun Laoghaire, Co Dublin, Ireland; tel +353 1 284 1544; fax +353 1 284 1123; <http://www.bim.ie>

Offshore wind turbines in France

Extract from Le Journal Du Comité, No 27/99, Comité Local des Pêches Maritimes & des Élevages Marins du Quartier de Port-Vendres.

Projects to introduce offshore wind turbines in France have

Communication on fisheries management and nature conservation

The European Commission has at long last adopted a Communication on Fisheries Management and Nature Conservation in the Marine Environment (COM(1999)363), more than four years after work on the strategy began. The document provides a positive signal to the environmental lobby; it also represents a timely response to the Cardiff integration process (see separate insert).

The Communication was agreed in July 1999 and presented jointly to the Council by Emma Bonino (ex Fisheries Commissioner) and Ritt Bjerregaard (ex Environment Commissioner). It identifies a number of priorities and implementing measures to help 'eliminate overfishing and to ensure that fisheries managers take into account life and biodiversity in the oceans'

(Bjerregaard). It's guiding principles are sustainable development, responsible fisheries, precaution and preventative action.

The following specific measures are seen as potentially contributing to fish stock conservation and marine nature conservation:

- limiting fishing pressure – eg by restricting access to fishing zones, adjusting fishing capacity and introducing medium-term management targets;
- improving nature conservation measures – eg through improved gear selectivity, application of EC nature conservation legislation and the creation of space-time boxes;
- integrated management of coastal areas;
- improving training, information and transparency – eg involving stakeholders in the consultation

process; and

- enhancing the role of scientific research.

The document provides few new options for reform. It does, however, include the Commission's views on application of the Habitats Directive (93/42) beyond the 12 nautical mile zone: 'if a Member State exerts its sovereign rights in an exclusive economic zone of 200 nautical miles – the Commission considers in this case that the 'Habitats' Directive also applies...'

By its own admission, the document does not address all environmental aspects of the CFP.

However, it clearly states that 'the same priorities as those identified at internal level have to apply to bilateral and multilateral negotiations'.

For a copy of the document see: <http://europa.eu.int/comm/dg14/dg14.html>

Spanish seagrass study

Juan-Carlos Barros, Abogado
A team from the Oceanographic Centre of Murcia (Spain) is undertaking a study on seagrass '*Posidonia oceanica*' near the Spanish Mediterranean coast. Mediterranean seagrass provides a critical marine habitat, as identified under the EC's habitats Directive 92/43. Seagrass acts not only as a nursery area and essential feeding ground for fish and other species, it also plays an important role in avoiding coastal erosion.

Despite its importance, large areas of seagrass are currently under threat, due

to a lack of clear waters, impacts caused by fishing trawlers and pollution. The purpose of the study is to examine the role that artificial reefs could play in addressing these problems. The project includes a monitoring and control programme to assess the effectiveness of reefs. Although conclusive evidence is not yet available, it would appear that the reefs are indeed contributing to improvements in the local environment.

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met with varying degrees of enthusiasm from the fisheries sector. In the Nord pas-de-Calais area, for example, fishermen have registered concern over such a project off the coast of Dunkerque.

In the Languedoc-Roussillon region, on the other hand, around the Port la Nouvelle, fishermen have been more enthusiastic. Here the programme is seen as a way of protecting fisheries by creating a sort of artificial reef.

For further details contact:
Mr Dominique Blanchard, Comité Local des Pêches Maritime & des Élevages Marins, 28 rue du 1er décembre, 1790 11130 Hameau du Lac; tel/fax +44 4 68 48 25 62

Priorities for the Finnish Presidency – July to December 1999

The Finnish Presidency of the Council covers the second half of 1999, including the annual negotiations over fish quotas and prices. Finland will also be seeking to advance several other portfolios, including work on the Fisheries Council strategy on integrating environmental issues and sustainable

development. Overall, the priority is to promote 'responsible fisheries'.

Council meetings are planned for 26 October and 16-17th December. A third meeting may be held on 22 November, if necessary. Apart from annual negotiations over total allowable catches, three major issues are likely to be discussed in the Council:

- firstly, concerning conditions for granting Community structural assistance in the fisheries sector. Finland hopes to have a decision on the proposal by the October Fisheries Council;
- secondly, revisions to the common market organisation for fisheries products. One of the guiding principles of the existing proposal is to create a market that fully supports responsible fishing; and
- thirdly, discussions on future relations with Morocco – the existing fishing agreement with Morocco expires in November 1999.

For further information contact: Orian Bondestam, Finnish Permanent Representation to the EU, Rue de Treves 100, 1040 Brussels, Belgium; tel +32 2 287 8434; fax +32 2 287 8407; email orian.bondestam@formin.fi

Prospects for fisheries

The process for developing new Structural Funds programmes for the period 2000-2006 is now underway. Regional development plans are being drafted for many regions and these will form the basis of negotiations between the Commission and the Member States before final funding programmes (Community Support Frameworks or Single Programming Documents) are adopted.

Basic rules governing expenditure under the fisheries Structural Fund (the Financial Instrument for

Fisheries Guidance) were agreed earlier in the year, and include specific opportunities for small-scale coastal fishing, marketing initiatives, etc.

Overall, over 1.1 billion Euro has been committed to areas outside Objective 1; a more substantial sum will be made available within the most economically-disadvantaged Objective 1 regions.

Agreement is expected in October on the precise types of projects to be eligible for fisheries funding. Progress on this issue will be reported in the next edition of *El Anzuelo*.

IIEP 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, IIEP 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 IIEP'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 Charitable Trust and DG XI of the European Commission. 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: Clare Coffey, IIEP London, on +44 207 799 2600.

Name

Organisation

Address



Apart from acting as a source of independent information on fisheries and the environment, *El Anzuelo* aims to present different perspectives on the issue, 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.

Destruction of sustainable cockle fishing in the Wash

The following alarming letter was received recently by IEEP:

I am writing to you to tell you about problems facing a cockle fishery in the Wash on the east coast of England. The area is a proposed marine Special Area of Conservation, and may therefore be of particular interest to readers of *El Anzuelo*.

The area is affected by two conflicting fishing methods: a traditional method, using rakes at low tide to gather cockles; and a modern method using mechanical dredgers. Those who gather cockles by the traditional method are being driven out by dredgers, which has caused the stocks to collapse. Traditional handworkers have been campaigning for a long time about this problem, knowing that the stocks would not be able to take this level of exploitation. But they have been told to move with the times and invest in dredgers.

To make matters worse, handworkers would put down buoys to mark a heap of cockles to work the next day, only to return and find the dredgers had been there first. Handworkers were doing the dredgers' work for them, finding the cockles at low tide, marking them out, with the dredgers stepping in at high tide to reap the benefit.

The damage to the stocks by the dredgers was so great that in 1996 and 1997, the cockle fishery closed in an attempt to let stocks recover. The Wash was reopened in 1998, and a limited fishery took place, with good quality landings and prices. Many fishermen saw that as the end of the problem, seeing no point in limiting the fishery again, and it seemed as if the fishery might open again as normal. After much protest and a huge petition, handworkers did get one concession: 200 tonnes of cockles above the quota were set aside for handworkers in 1999.

However, handworkers were only allowed to begin gathering this extra quota after the dredging season ended at the end of July, by which time dredgers had gathered 3800 tonnes of cockles. The rest were left crushed, damaged and scarce.

Furthermore, not only did the dredgers get the pick of the harvest, many also argued to start the season earlier than was scientifically advised. As a result, many of the cockles were being landed with poor meat yields and many had yet to spawn. This left poor quality cockles for handworkers,

and they may not be able to supply their Spanish customers that have been lined up to take the 200 tonnes.

The extra 200 tonnes were also made available to all license holders, meaning that those with dredgers could also gather cockles by hand if they wished.

Because of the state of the fishery, this year many fishermen and one of the two cockle processors that operate from the fishery tried to get a temporary closure to allow stocks to recover. Although damage to the beds was devastating, a local report described it as a successful season and encouraging for next year.

Handworking is better for the environment, the cockles fetch better prices (up to £1400/tonne rather than £80-£150/tonne from dredging), and it employs more people than dredging. Despite all this, dredgers have been allowed to take 3,800 tonnes of cockles in six weeks, compared to just 200 tonnes set aside for handworkers.

Although damage to the beds was devastating, a local report described it as a successful season

The only restriction on the dredgers is an 8 tonne per day limit for each vessel. The 3,800 tonne quota is only available within the six week period, so the fishery becomes a free-for-all as the dredgers

race to catch their maximum daily allowances before 3,800 tonnes of cockles are caught and the fishery is closed.

Large dredgers are damaging nature, plundering stocks and operating a completely unsustainable fishery. Where, I ask, is the conservation there?

Name and address withheld

Editor's note: we are anxious to hear more about this case – responses will be sought for our next edition