

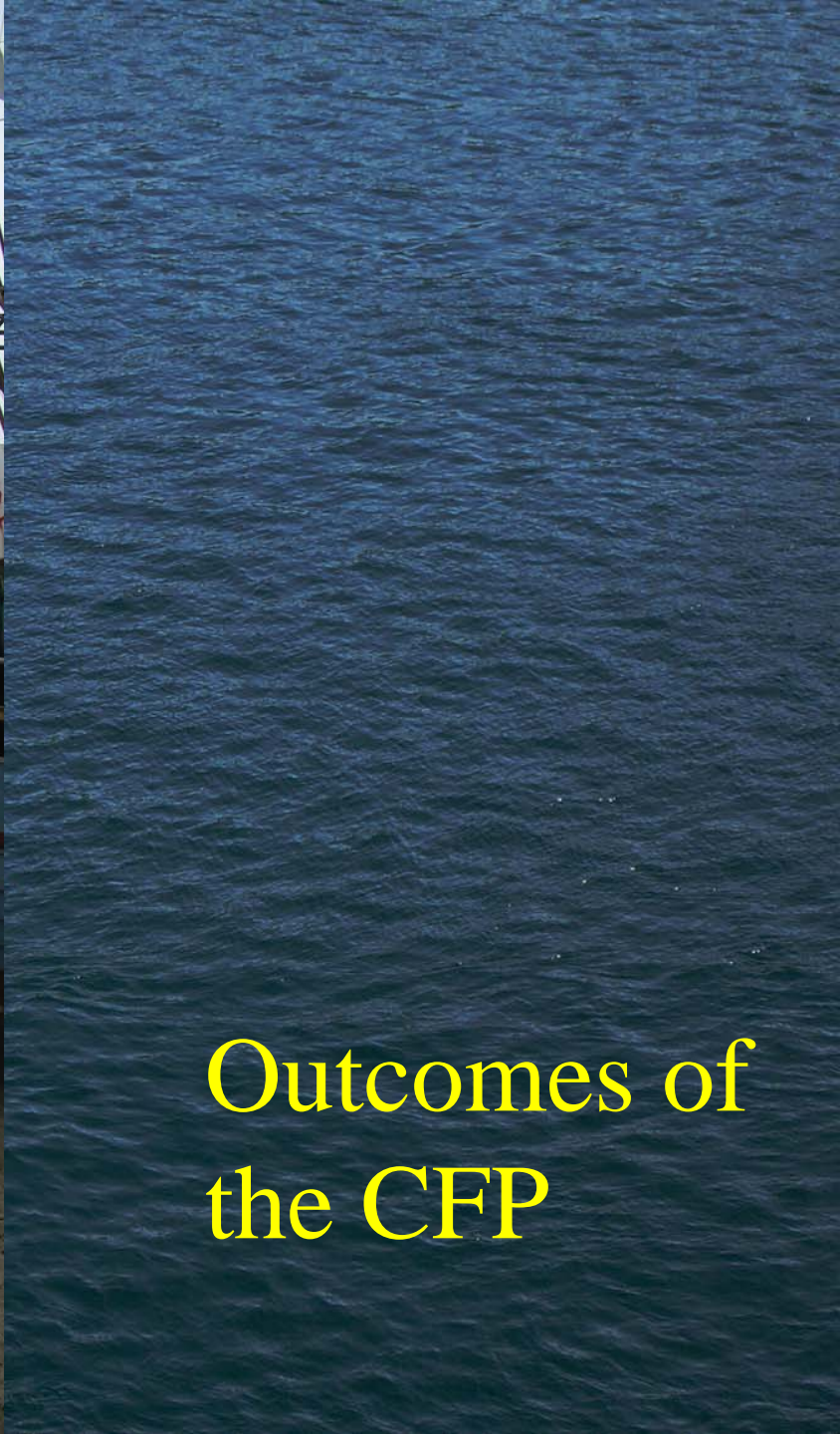


# The Common Fisheries Policy

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## towards a reform





Outcomes of  
the CFP



# Outcomes of the CFP since 2002

- **Positive developments:**
  - **More stocks under long term management plans – leading to sustainable fisheries**
  - **First positive results – e.g. Northern Hake now recovered**
  - **Better stakeholder involvement through the Regional Advisory Councils**
  - **New policy to reduce discards**
  - **Control reform underway and new IUU legislation**
  - **Instruments in place for meaningful fleet restructuring**
- **But more needs to be done**



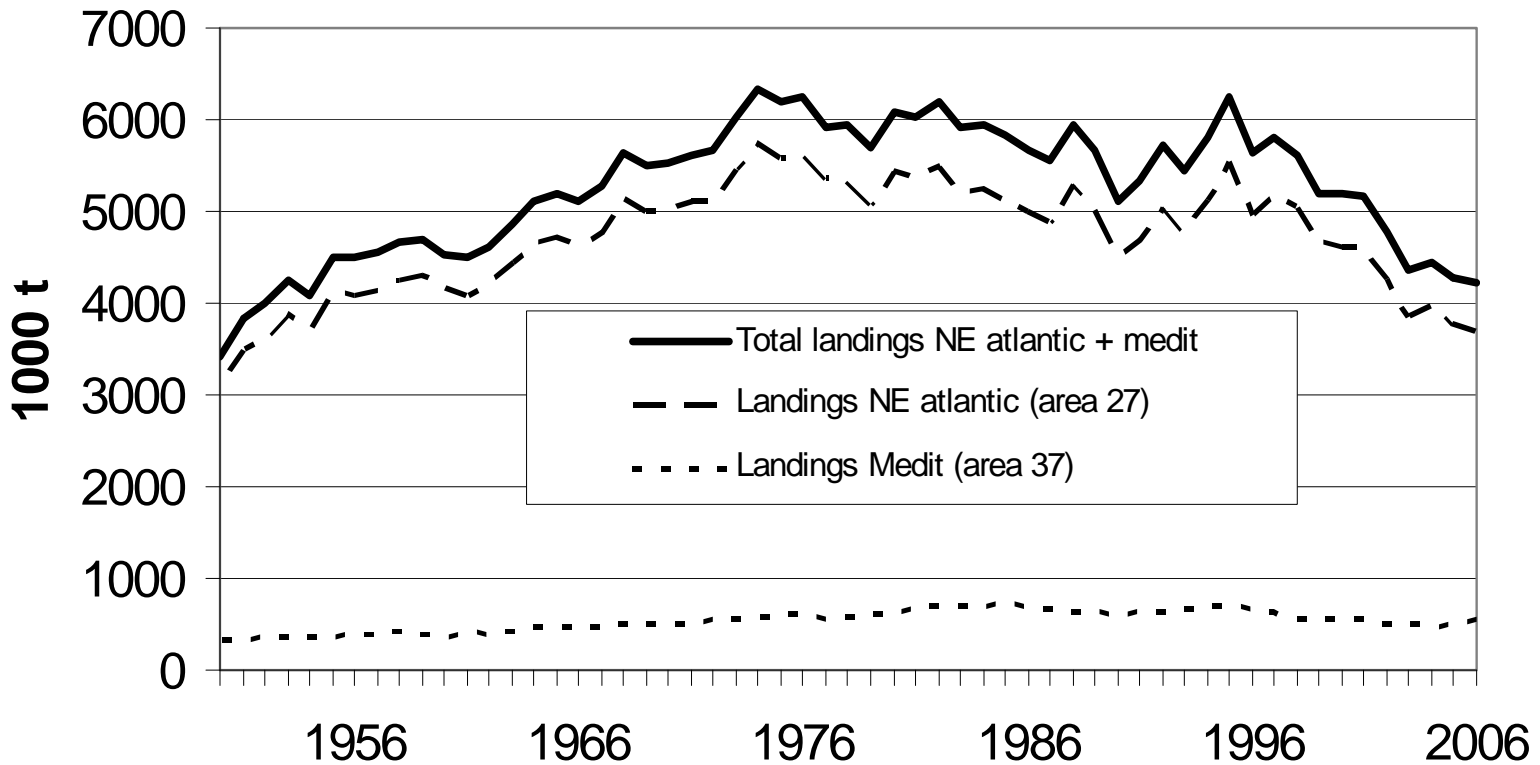
# **Outcomes: Many stocks still overfished**

- **80% of EU stocks overfished (global average 25%)**
- **30% outside safe biological limits**
- **Catches dominated by young fish - 93% of North Sea cod caught are immature !**



# Outcomes – decreasing landings

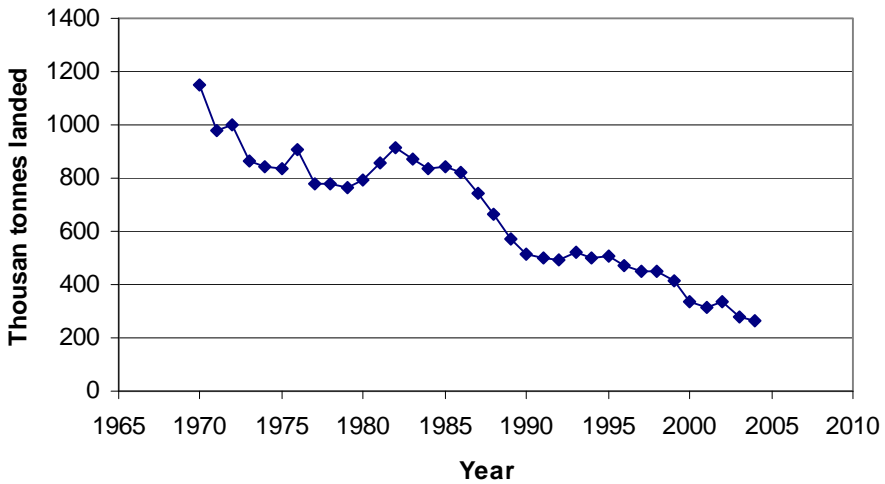
## Landings 1950-2006, EU15



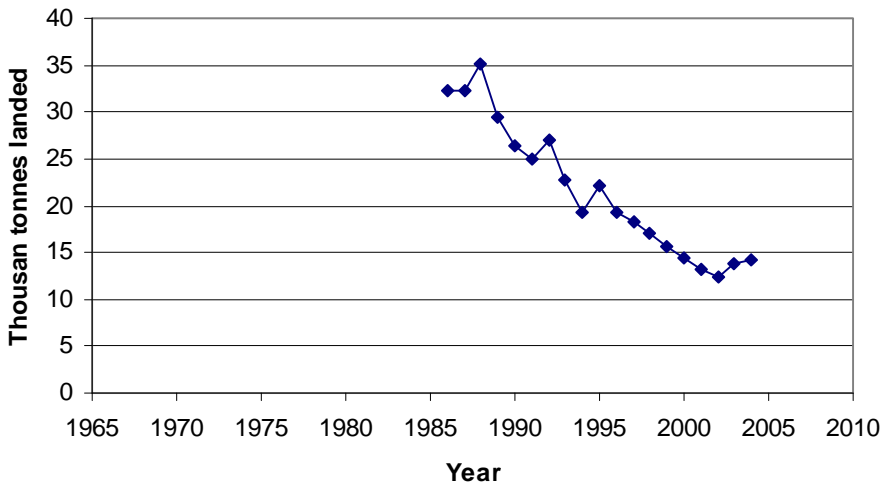


# Regional losses in landings

Estimated landings of demersal species from the North Sea (1970-2004)



Estimated landings of hake, megrims and Nephrops from the Iberian Atlantic Area



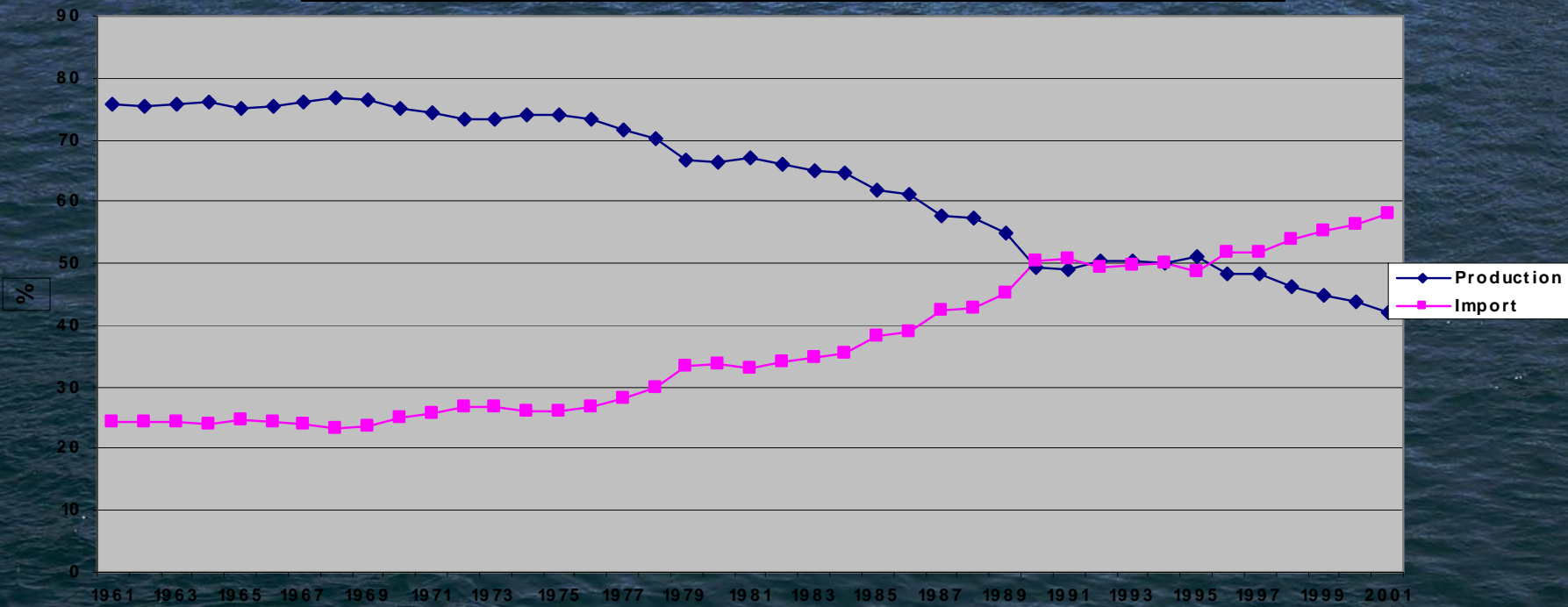
North Sea  
demersal stocks

Iberian demersal  
stocks



# Contribution to the Community market

Relation between EU15's fish production and imports 1961 - 2001  
(in %) (Source: Eurostat)





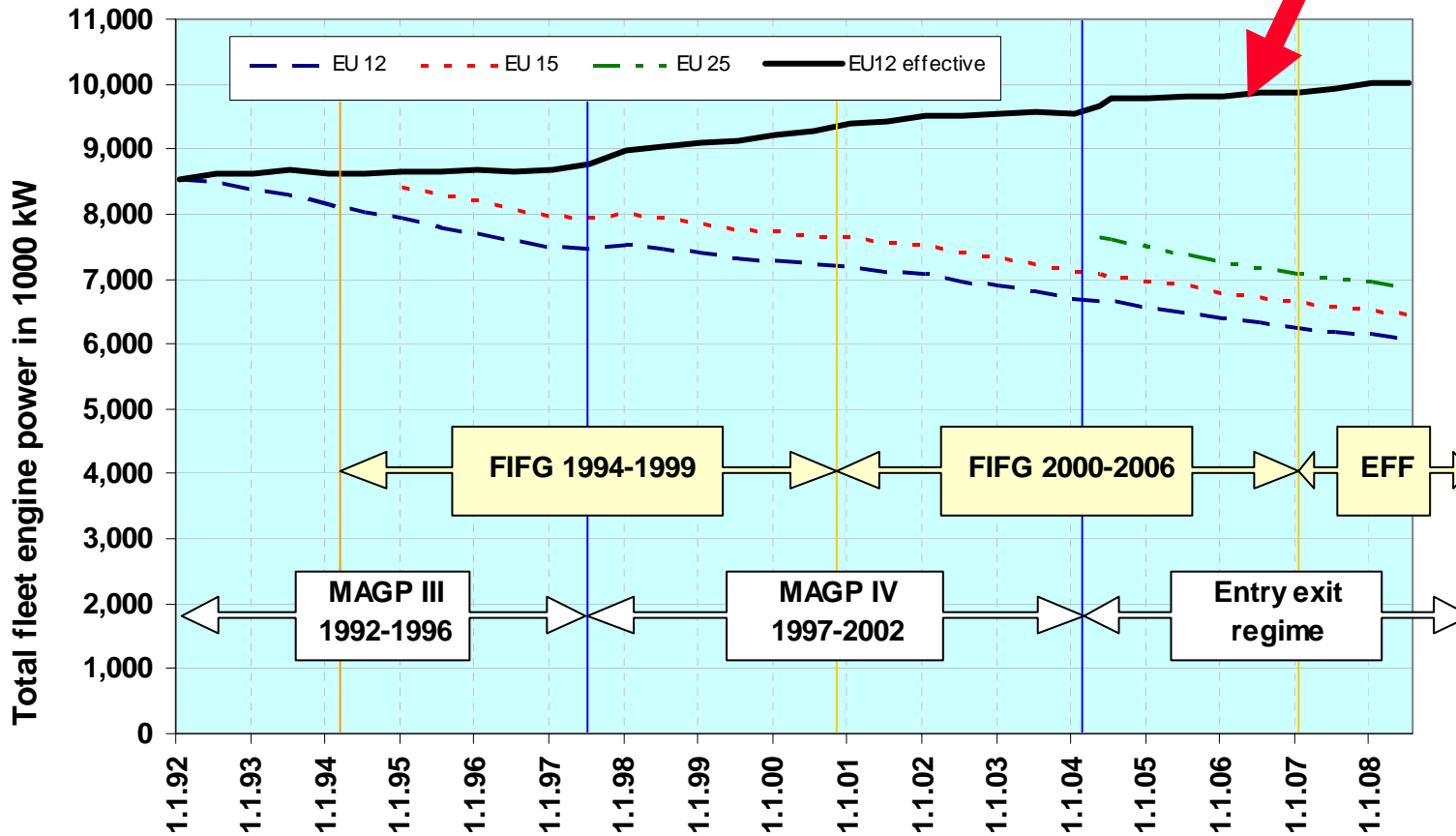
# Outcomes: Overcapacity remains

- **The fleet is capable of exerting fishing pressure 2-3 times more than the sustainable level**
- **Fleet reductions have not been sufficient to neutralise technological creep (2-4% p. year)**



# Actual capacity development assuming 3% technological creep

Trend in the EU fishing fleet capacity in terms of installed engine power (kW) between 1992 and 2008



# The external sector

- **Bilateral agreements:**
  - **Certain fleets, entirely dependent from public money for access**
  - **Perception that the EU “exports its overcapacity to 3rd countries and undermines development”**
- **Regional fisheries organisations:**
  - **No effective mechanisms to enforce multilateral recommendations**



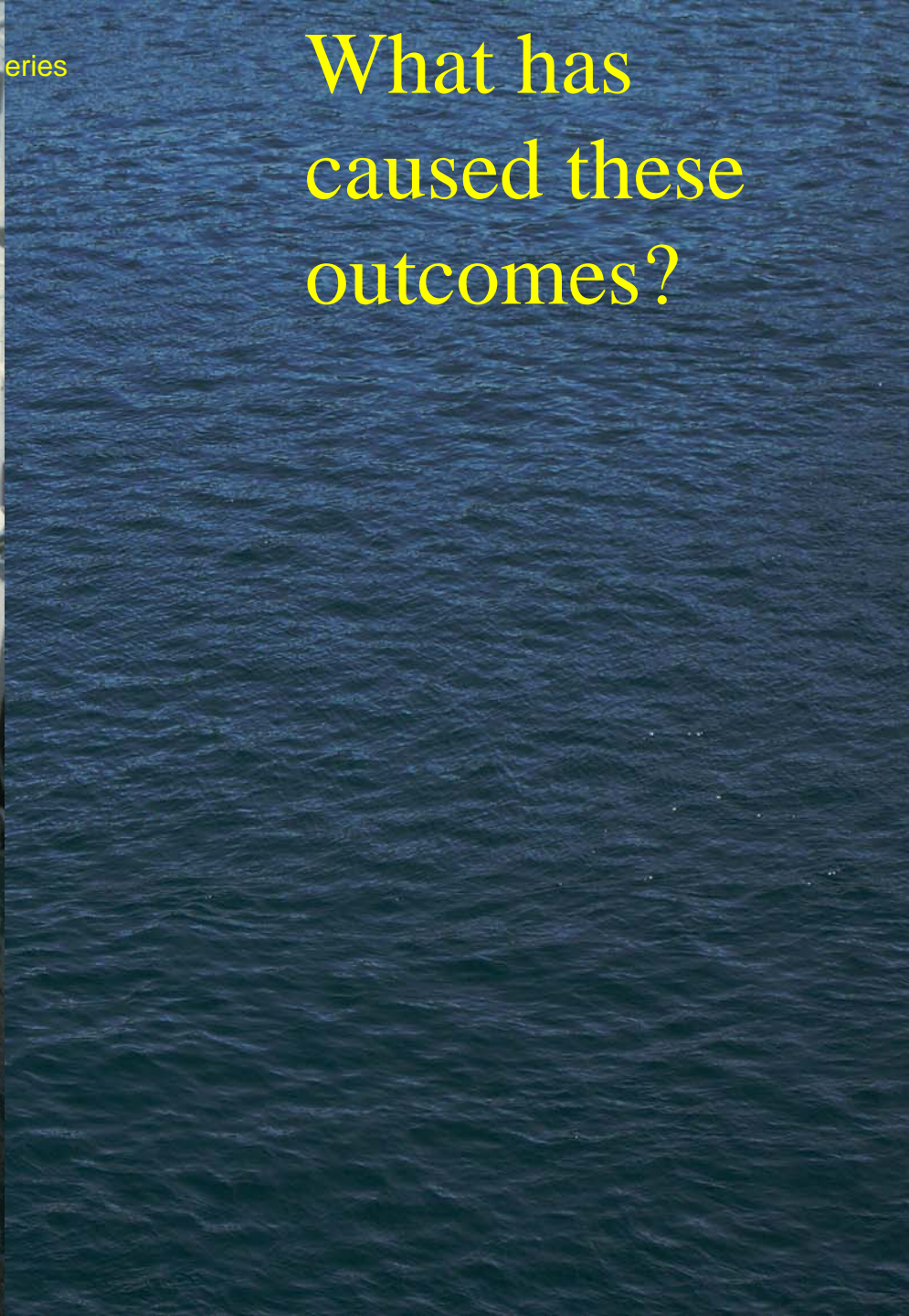
**Bottom line:  
Poor economic  
performance,  
low resilience  
to external  
pressures**





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What has  
caused these  
outcomes?





# Causes: A vicious circle – Too many boats chasing too few fish

- Technological development produce overcapacity, and subsidies aggravate it
- Fish stocks are fished down and produce less
- Less fish available to catch
- Poor economic efficiency
- Political pressures for subsidies and higher quotas





# Causes – institutional setup fosters short term perspective

- Objectives of the policy are insufficiently focused
- Short-term focus of decision-making: Member States mostly interested in *their share of the fish*
- Top-down management
- Tendency to centralise and micromanage
- Resources to implement the policy (at EU and national level) are increasingly insufficient to meet the demands



# Systemic irresponsibility

## - the negative micromanagement spiral

- **A conservation objective is identified**
- **Technical measures to achieve this are put in place**
- **The industry experiences losses of catch value or fishing opportunities**
- **Industry makes technological adaptations which nullifies negative economic effects of regulation**
- **These adaptations nullify conservation effect in the process**
- **Conservation outcomes not achieved**





# Technical micro-regulation

**“It is prohibited to carry on board or deploy any beam trawl of mesh size equal to or greater than 80 mm unless the entire upper half of the anterior part of such a net consists of a panel of netting material of which no individual mesh is of mesh size less than 180 mm attached:**

- directly to the headline, or
- to no more than three rows of netting material of any mesh size attached directly to the headline.

**The panel of netting shall extend towards the posterior of the net for at least the number of meshes determined by:**

- (i) dividing the length in metres of the beam of the net by 12;
- (ii) multiplying the result obtained in (i) by 5 400 and
- (iii) dividing the result obtained in (ii) by the mesh size in millimetres of the smallest mesh in the panel and
- (iv) ignoring any decimal or other fractions in the result obtained in (iii).”





# Causes – industry incentives wrong way round

- **The instruments of the CFP do not provide the right incentives or may even create incentives for irresponsible fishing.**
  - **Subsidies contribute to overcapacity**
    - **Subsidies for harvest capacity still given**
    - **Indirect subsidies – no payment for access, no cost sharing of management costs**
  - **Lack of long term rights for industry**
  - **Lack of responsibilities for the industry**
- **The burden of proof regarding sustainability is placed with the Commission rather than with the industry**
- **Incentive to withhold information (less data = more fish!)**



# New challenges - context

- **Need to integrate CFP with other marine governance regimes – Environmental policy (Marine Strategy) and with other sectors (Maritime Policy)**
- **External economic pressures – fuel prices, poorer access to credit**
- **Markets for fish products changing - retailers increasingly insisting on products which can be documented to originate from sustainable harvest**
- **Changes in marine ecosystems – climate change**
- **Pressure on resources to run the CFP**
  - **Demands on what fisheries should deliver are increasing**
  - **Resources to implement fisheries management in COM and Member States are expected not to increase or even to reduce**



Way forward ?



# Short/medium term: Making more effective use of the present framework

- **Promote responsible policy decisions**
  - More forcefully Insist on long term sustainability as the guiding principle for decisions
- **Promote more effective implementation**
  - Control reform
  - Stronger sanctions against IUU fishing
  - A new discards policy
- **Link the various areas of the policy better and link to other policies**
  - EFF as instrument for capacity reduction
  - Integration with maritime policy, marine strategy, habitats directive
- **Building responsibility**
  - Better communication with stakeholders and citizens
  - Better linkage to market drivers and consumer support – support to traceability, ecolabelling



# Way forward – reform

- **Clearer policy focus and objectives**
- **A decision and implementation framework which encourages responsibility**
- **A management framework which encourages industry to be responsible**
- **An external policy that will favour investment in 3rd countries**
- **More integration with other policies (i.e. Maritime Policy)**



# Way forward - reform

## Clearer policy focus and hierarchy of objectives

- **The objectives of the CFP must be focused and specific so that they can serve as real guidance for decisions and for accountability**
- **25 years of CFP have demonstrated that compromising ecological sustainability to cushion short term economic and social impacts has undermined the social and economic sustainability of the policy**
- **Healthy stocks and ecosystems is a condition for healthy industries**
- **Ecological sustainability must have top priority because it is the basis for social and economic benefits**
- **Objectives must be sufficiently precise to enable monitoring and accountability**



# Way forward - reform

Decision and implementation framework which encourages responsibility

- **Decisions on principles and strategy on Council level**
- **Leave micromanagement to:**
  - **Commission?**
  - **Member States?**
  - **The industry?**
- **Regionalisation subject to Community standards and control?**
- **Is relative stability justified in the XXI century?**



# Encouraging responsible industries

- **How do we best reverse present perverse incentives for irresponsible fishing?**
- **Longer term access rights?**
  - Long term user rights to increase decision horizon
  - Tradable rights may encourage capacity adaptation and effective industries
- **Linking rights to responsibilities - taking more Responsibility as condition for rights**
  - More use of results based management leaving implementation details to industry within clear standards for maximum impact
  - Reversal of burden of proof - should right of access be subject to demonstration of responsible fishing?
  - More financial responsibility?
    - Payment for rights?
    - Cost recovery of management costs?
- **Stronger support of market drivers for responsibility?**
  - Traceability
  - Certification





# Social concerns in the CFP

- **How to promote capacity reduction and an economically efficient industry without losing local employment and cultural heritage in coastal communities?**
- **A special coastal management regime for small scale fleets with linkages to coastal communities which aims at preserving employment?**
- **A two-tier CFP?**
  - **ITQs for industrial fishing**
  - **More social objectives for artisanal fishing**

# A new external policy

- **The EU as a key player in international management of fisheries**
- **Reinforcing implementation of recommendations by RFOs**
- **Bilateral agreements:**
  - **More emphasis on productive investment in 3rd countries (including aquaculture) more than in maintaining existing fleets**
  - **More integration with other development instruments**

# Integration with Maritime Policy

## Relevance of Maritime Policy Objectives

- Maximising sustainable use of oceans and seas
- Building a knowledge and innovation base
- Quality of life in coastal regions
- Europe's leadership in international affairs
- Visibility for maritime Europe

# Maritime Policy Actions important for the CFP

- Marine and maritime research strategy
- Marine Strategy Directive
- Roadmap for Maritime Spatial Planning
- Networking of surveillance systems
- Guardians of the sea



# Process towards reform

- **Sept 2008 –informal Fisheries Council called on Commission to launch discussion on CFP reform**
- **First half of 2009 – Green paper to launch public debate**
- **2009 – public debate**
- **Early 2010 – summary of public debate, launch impact assessment**
- **First half 2011 – proposal**
- **CFP reform in 2012**

