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FOREWORD

This document was drawn up as a discussion paper for the second seminar held by the Commission and the European Parliament's Subcommittee on Fisheries (Arcachon, France, November 1990) with a view to the scrutiny and adaptation of the common fisheries policy in 1992 at the end of the first decade of its operation. The document is an update of the explanatory statement of the report on small scale fisheries (PE 126.077/fin.) drawn up by Mr V. GARCIA on behalf of the Committee on Agriculture, Fisheries and Food in November 1988. The subject has been of particular interest to the European Parliament because of certain shortcomings in current Community policy on the small-scale fisheries sector, despite its economic and social significance for several less-favoured maritime regions of the Community. Parliament's initiative has started to bear fruit, as shown, for example, by the recent amendment of Regulation (EEC) No. 4028/86 on Community measures to improve and adapt structures within the fisheries and aquaculture sector.

This study does not necessarily reflect the views of the European Parliament as an institution.

Text completed October 1990

Or. French

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I. PREVIOUS DOCUMENTS

1. At its sitting of 21 January 1987 the European Parliament referred the motion for a resolution by Mr Navarro Velasco (Doc. B2-1224/86) on fishing for Norway lobster, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Agriculture, Fisheries and Food as the committee responsible.
2. At its sitting of 16 February 1987 the European Parliament referred the motion for a resolution by Mr Guermeur and others (Doc. B2-1480/86) on the future prospects for small-scale fisheries, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Agriculture, Fisheries and Food as the committee responsible.
3. At its meeting of 25 and 26 March 1987 the Committee on Agriculture, Fisheries and Food decided to draw up a report on the basis of these two motions for resolutions and at its meeting of 22 April 1987 appointed Mr Garcia rapporteur.
4. At its meeting of 6 April 1987 the European Parliament referred the motion for a resolution by Mr Miranda Da Silva and others (Doc. B2-1688/86) on non-industrial fishing in Portugal, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Agriculture, Fisheries and Food as the committee responsible and the Committee on Budgets for its opinion.
5. At its meeting of 24 and 25 June 1987 the Committee on Agriculture, Fisheries and Food decided to include this motion for a resolution in the report by Mr Garcia on small-scale fisheries.
6. At its meetings of 17 and 18 February 1988, 28 and 29 September 1988 and 21 and 22 November 1988 the Subcommittee on Fisheries considered the draft report by Mr Garcia. At the last meeting it approved this report and adopted the motion for a resolution as a whole unanimously.
7. At its meeting of 22 and 23 November 1988 the Committee on Agriculture, Fisheries and Food endorsed the decision of its subcommittee.
8. The report was tabled on 24 November 1988 (PE 126.077/fin.).
9. On 20 January 1989 Parliament adopted a resolution on small-scale fisheries embodying the conclusions and recommendations of the report (A2-0271/88) drawn up on the same subject by Mr Garcia on behalf the Committee on Agriculture, Fisheries and Food.

II. DEFINITION

1. Small-scale fisheries, also referred to as non-industrial fisheries, constitutes an extremely important economic activity in several coastal and insular peripheral areas of the Community, both in terms of the employment it creates (crews and land-based employment) and its contribution to supplying the market for fish products.
2. This sector also generates a whole series of commercial, handicraft and industrial activities in the coastal areas of the Community. At present it is considered that one job at sea helps to create at least five jobs on land either in the repair and shipbuilding yards or in the small and medium-sized undertakings involved in the marketing and processing of fish.
3. The boats comprising the Community's non-industrial fishing fleet are extremely heterogeneous insofar as they include small vessels with no engine, boats equipped with outboard motors and motorised vessels with a closed deck and sometimes a relatively large propulsion capacity.
4. Despite this diversity, small-scale fisheries activities are quite different from industrial fisheries, something which becomes evident when the main characteristics of the small-scale fishing fleet are examined in greater detail:
 - (a) the limited length of the vessels: in general they are less than 9 metres between perpendiculars, may often be 18 metres long and in certain cases as much as 26 metres long;
 - (b) low average tonnage: generally less than 25 gross registered tonnes (GRT) and in certain cases reaching 50 GRT or more;
 - (c) boats generally without engines, often with a low capacity engine but in certain cases with a powerful engine (400 to 500 horsepower);
 - (d) low levels of safety at sea, in particular for small boats without engines;
 - (e) operation on a family basis: boats are in general manned by their owners or co-owners, by members of the family or other fishermen, but always in very small numbers and in most cases without work contracts (very often these fishermen are paid on the basis of a proportion of the fish caught);
 - (f) generally moderate economic results by comparison with the ratios used at present in economic analysis;
 - (g) limited area of operation: in terms of distance from the coast, vessels remain within territorial waters (up to 12 miles) in the case of open boats and up to 30 miles (sometimes more) for boats with closed decks: the length of time spent at sea varies in relation to the capacity of the boats but is generally very limited, in particular for the small boats without engines;

- (h) wide geographic spread: small-scale fisheries are to be found along virtually all the Mediterranean, Atlantic and Baltic coasts of the Community; in certain peripheral and disadvantaged maritime regions it is the only economic activity providing a livelihood for many small fishing communities;
 - (i) a very wide range of resources are exploited: small-scale fishing vessels catch large numbers of several species of fish, molluscs and crustaceans according to the region;
 - (j) very diverse fishing methods, because of the variety of fishing sites, sea conditions, the relief and depth of the seabed, the species sought, local traditions, etc.;
 - (k) inadequate training for fishermen, which results in lower productivity and makes them particularly vulnerable to unemployment;
 - (l) rudimentary consumption/distribution networks: sales are frequently direct to the consumer (restaurants, etc.), without passing through auction markets (which often do not exist where catches are landed);
 - (m) low levels of social security: the majority of fishermen involved in non-industrial fishing, particularly those with small boats, are not covered by an adequate social security system;
 - (n) the wide variety of structural conditions in the small-scale fishing industry makes it generally virtually impossible to monitor, one reason why fishermen in general escape the tax system.
5. The inherent difficulties in defining small-scale fisheries, owing to the great variations existing both from one Member State to another, and from one region to another in the same country make it extremely hard to adopt a uniform criterion for such a definition. One possible valid criterion could be a minimum length of stay at sea, although account should be taken of the fact that since many of these vessels have no on-board storage facilities the need to keep the fish caught in a fresh state means that only very short periods can be spent at sea. A possible classification of small-scale fishing undertakings on the basis of certain economic criteria (turnover, added value, jobs created, etc.) is still only of limited use because of the great diversity of the data in both absolute and relative terms. For this reason the Commission in its recent communication (COM(90) 358 final, 7 September 1990) prefers to use the length of boats as the criterion for defining the small-scale fishing fleet: length between perpendiculars of less than 9 metres, with this length being extended to 12 metres for trawlers (see sections on Statistics and Community Legislation).
6. The existing diversity in the Community's small-scale fishing sector has been accentuated by the change in the production structures of non-industrial fishing in the various Member States which started at the end of the Second World War. In recent years larger injections of capital have altered the weighting of the various factors of production in use. Thus both the number of boats and the number of jobs at sea is declining whilst the engine power, size and equipment of the vessels has increased. The amounts landed are constant, even though a change in the quality of the product and in particular increased consumer demand for fish products

has made it possible for a constant increase in the value of the catch landed. In this structural change a key role has clearly been played both by technical developments in vessels and fishing practices and also by the structural measures which have been applied at Community and national level. The pace of change has varied in the various Member States. Furthermore, the actual nature and characteristics of the non-industrial fishing fleet in the Atlantic and the Mediterranean regions of the Community are not identical, which further complicates the diversity of the sector.

7. All these factors mean that there are in fact several rather than a single category of non-industrial fishing because of the various structural factors specific to the vessels or undertakings operating in the sector in the different Member States. However three broad categories of non-industrial fisheries can be distinguished at Community level:

- (a) non-industrial fishing using small boats, where boats generally have open decks, are smaller than 9 metres between perpendiculars, seldom have an engine and are predominantly operated on a family unit basis, which guarantees a large number of jobs but provides a low income. Furthermore given the traditional social structures, this sector is somewhat inflexible in the face of both external constraints (regulation/surveillance) and technical progress and the socio-economic structures favour individualism. Such fishing activities account for a very large number of the boats which operate within coastal waters and which supply their products direct to the consumer.

This type of fishing activity is to be found primarily in the Member States bordering on the Mediterranean: Spain, Greece, Italy and also Portugal.

- (b) non-industrial fishing using boats of between 9 and 18 metres between perpendiculars which are in general old and outdated. The fact that there are fewer such vessels and that their nature requires them to land catches at ports means that it is easy to monitor their activities. Certain activities of this sector of the fleet in the Mediterranean are subject to considerable regulation including temporary bans on operations and, where there is stringent surveillance of access to resources, prior authorization for construction of ships, operating licences, permits and a ban on the construction of new boats.

This type of fishing activity is also to be found in the Mediterranean but is primarily typical of the Atlantic, especially Spanish and Portuguese waters.

- (c) The form of non-industrial fishing involving larger vessels from 18 to 26 metres is to be found in the Atlantic, the Baltic (e.g. in German waters falling within the former of the GDR) and above all, in French waters. The amount of capital invested in this type of fishing activity is considerable as most businesses involve only one person. The current cost of new trawlers of 20 to 24 metres (with an engine capacity of 400 to 500 hp) is between FF 5 and 8 million in France. Whilst the indicators for exploitation and

profitability for this type of fishing activity are generally satisfactory the financial situation is delicate with high levels of indebtedness and reduced solvency. This situation is the direct consequence of the modernization of this part of the non-industrial fishing fleet, which has made it possible to improve the profitability of the businesses whilst increasing their indebtedness markedly¹.

8. This structural diversity shows clearly that the image of a relatively homogenous non-industrial fishing sector in terms of both structures and results does not correspond to the actual situation. For this reason in our view we shall assume that the very concept of small-scale fisheries varies from region to region and country to country in the light of the characteristics already mentioned. At the same time only matters relating to non-industrial fishing at sea will be considered here, since the problems in inland waterways and estuaries are completely different.

III. STATISTICS

1. The diversity of non-industrial fisheries explains why the sector does not feature separately in Community and world statistics. In any case statistics are particularly difficult to obtain in this field partly because of problems concerning definition and partly because of deficiencies in the methods of collecting data. We are faced with a total lack of systematic statistical data and other reliable information which would enable us to establish a precise description of this sector.
2. In the reference material small-scale fisheries are sometimes identified with inshore fishing and sometimes with offshore fishing which frequently leads to confusion.
3. As regards inshore fishing for example (boats of 0 to 25 gross registered tonnes) the fleet for the Community of twelve was 65 500 units on 1 January 1985, which represented 82% of the total number of boats and 15% of the total tonnage². It should be noted that the accession of Spain and Portugal has increased the number of these boats by about 1/3.
4. The breakdown by Member States shown in Table 1 at the end of this text clearly demonstrates the importance of coastal fisheries in the Mediterranean Member States, especially Spain, Portugal, Greece and Italy.
5. The same source indicates that half this fleet is over 20 years old. Also in recent years there has been an increase in the total tonnage of the inshore fleet at the expense of the deep sea fleet (numbers falling) and the middle water fishing fleet (which has stabilized).

¹ "Les entreprises de pêche artisanale: Essais de typologie", J. CATANZANO; B. GILLY and F. LANTZ, Economie Rurale no 194, novembre-décembre 1989.

² Working document of the Commission services on structural policy in the fisheries and aquaculture sector (SEC(86) 975 final, 12.6.1986, p. 14).

6. Table 2 (see end of text), taken from a comparative study by the OECD published in 1989³ shows the evolution of the coastal fleets of certain Member States between 1976 and 1987 on the basis of vessels up to 50 gross registered tonnes. This table shows a reduction in the number of such vessels for the FRG, Belgium and Italy and an increase for Spain and the United Kingdom. At the same time, there is a reduction in the total GRT for the same category of vessels for the FRG, Belgium and Spain and an increase for Italy and the United Kingdom. Unfortunately the lack of data for all the Member States makes it impossible to calculate the trend in overall figures at Community level.
7. Table 3 (see end of text) taken from a study completed by the Commission in May 1990 on the importance of small boat non-industrial fishing in the Member States bordering on the Mediterranean⁴, shows that 82% of the total Mediterranean fleet, i.e. 40 600 vessels (less than 12 metres in length), belongs to the small-scale fisheries sector. In the case of Greece the proportion is as high as 96%. With regard to the main species caught these are in general those of high economic value.
8. In its recent communication, COM(90) 358 final, 7.9.1990, the Commission estimates that the small boat non-industrial fisheries fleet is made up of about 45 000 vessels, i.e. vessels which are less than 9 metres in length, or 12 metres for trawlers, having a low average tonnage, a radius of action limited to coastal waters (± 6 miles) and which have trips of less than 24 hours. The number of fishermen on board is on average 2 to 5 (see section on Community legislation). Most of these vessels are based in the Mediterranean.
9. The figures given above would, however, seem to be an underestimate. They do not include boats without engines which are frequently used for this type of fishery activity, in particular in the southern countries of the Community.
10. The shortcomings and contradictions in existing statistics demonstrate the need for representative, accurate and reliable data to be made available for this category of fishing, especially as regards the types of boats, catches by species and economic data (sales prices, type of marketing, exploitation systems, labour employed, etc.). Other vital data relates to the state of and likely changes in the fish stocks exploited.
11. In the case of small-scale fisheries the collection of most of this data has to be done directly in situ among the fishermen themselves who are normally averse to filling in forms and do not keep logs (which are compulsory only for boats over 17 metres in length or boats over 10

³ Review of fisheries in OECD countries, OECD, Paris 1989

⁴ Working document by the Commission services on guidelines for a common fisheries system in the Mediterranean submitted during the first seminar held by the Commission and the EP's Subcommittee on Fisheries concerning the adaptation of the common fisheries policy in 1992 (Brussels, June 1990)

metres in length carrying out trips lasting more than 24 hours). The Community should therefore be involved in financing the collection of the data and, the drawing up of appropriate studies to produce systematic statistics and to analyze possible developments in this sector (see section on development and support for small-scale fisheries).

IV. COMMUNITY LEGISLATION

Up to now Community legislation has not given specific consideration to small-scale fisheries; as it happens, however, certain aspects of the sector have been included under the various headings of the common fisheries policy. At the same time the small-scale fisheries have benefited indirectly from certain measures implemented in the context of other Community policies. These aspects will be considered from both the static and the dynamic viewpoint in the following chapters.

IV.1 STRUCTURAL POLICY RELATING TO THE FISHING FLEET

1. The enlargement of the Community on 1 January 1986 had major consequences for the common fisheries policy, especially its structural aspects. This was due to the economic and social importance of this sector in Spain and Portugal. Furthermore, the structural measures set up in 1983 expired at the end of 1986.
2. The Council was therefore prompted to adopt Regulation (EEC) No. 4028/86⁵ on Community measures to improve and adapt structures in the fisheries and aquaculture sector in December 1986. This regulation brings together in a single provision the various structural actions and does so for a sufficient period (1987 to 1996) to allow the establishment of a stable and lasting policy. It provides for the drawing up by the Member States and the adoption by the Commission of multiannual guidance programmes allowing the development of the fisheries and aquaculture sector to be undertaken coherently.
3. Most of the small-scale fisheries fleet is excluded from the Community structural aid system insofar as Regulation (EEC) No. 4028/86 allows Community financial aid only for the purchase, construction and modernization of boats of 9 metres or more in length.
4. However, Article 51 of the this regulation also provides the possibility for the Council to make derogations, particularly with regard to the minimum limits for these boats in specific situations and Article 32 provides for the implementation of specific structural measures irrespective of any minimum limit applicable to boats. It would appear, however, that inadequate use has been made of these opportunities.
5. On 20 January 1989 the European Parliament adopted, on the basis of a report by Mr Garcia (see section on previous documents), a resolution designed to ensure a reasonable standard of living for fishermen engaged in small-scale fishing activities as this sector helped to strengthen economic and social cohesion in the Community.

⁵ Council Regulation (EEC) No. 4028/86 of 18.12.1986 on Community measures to improve and adapt structures within the fisheries and aquaculture sector (OJ No. L 376/86, 31.12.1986, p. 7)

6. The Commission also undertook, during the Fisheries Council of 19 December 1989, to adapt the current provisions of Regulation (EEC) No. 4028/86, giving priority to actions relating to experimental fisheries, adjustment of capacities, temporary producers' groups and the promotion of fisheries products.
7. Following these developments at Community level the Commission recently submitted a proposal for a Council regulation (EEC) amending Regulation (EEC) No. 4028/86 on Community measures to improve and adapt structures in the fisheries and aquaculture sector (COM(90) 358 final, 7.9.1990). This document is currently being considered by the European Parliament's Subcommittee on Fisheries.
8. In the document, the Commission recognizes the significance of small-scale fisheries in the general framework of Community fisheries, given the large number of boats and jobs it represents and the considerable economic value of the product landed. The Commission also recognizes the significant impact at social level of small-scale fisheries in certain coastal regions of the Community which are heavily dependent on the fisheries sector and where this sector is the main economic activity providing a livelihood for small fishing communities.
9. The economic and social significance of this sector has caused the Commission to alter its approach. It proposes to extend the legal framework of Regulation (EEC) No. 4028/86, where the measures do not at present cover boats for small-scale fishing (although the multiannual guidance programmes concern all fishing vessels of the Member States without reference to length), to vessels of less than 9 metres between perpendiculars (or 12 metres for trawlers). This will involve:
 - the drawing up by the Member States and the adoption by the Commission of zonal guidance plans for the small-scale fisheries sector intended to lay down the objectives for the reorientation of the sector, with a statement of the means necessary for achieving them in one or more coastal zones of a Member State. These plans will be drawn up at national level;
 - the extension to small-scale fishing vessels of the following titles of Regulation (EEC) No. 4028/86:
 - Title II: aid for the restructuring and renewal of the fishing fleet
 - Title III: aid for the modernization of the fishing fleet
 - Title VII: adjustment of capacities (permanent cessation of fishing by scrapping existing vessels).
10. However, small-scale fisheries are excluded from the field of application of the new measures proposed concerning the redeployment of the Community fleet.

IV.2 DEVELOPMENT OF FISHERIES PRODUCTS

IV.2.1 Processing and marketing of fisheries products

1. In the context of Community action to improve the conditions of the processing and marketing of agricultural and fishery products covered by Regulation (EEC) No. 355/77⁶, the small-scale fisheries sector certainly benefited, though it is impossible to know to what extent, from the investment products that the Commission financed in the fisheries sector.
2. Following a European Parliament initiative, Regulation (EEC) No. 355/77 was repealed on 31 December 1989 and replaced, as regards the fisheries sector, by Regulation (EEC) No. 4042/89 on Community actions for the improvement and adaptation of structures in the fishery and aquaculture sector⁷.
3. This regulation entered into force on 1 January 1990 and is distinct from the provision concerning agriculture. It is the first area of the fisheries budget to benefit from the doubling of the structural funds.
4. Regulation (EEC) No. 4042/89 which applies to the whole Community provides:
 - that by 31 March 1990 Member States shall submit to the Commission a sectoral plan to cover the whole sector;
 - that on the basis of these sectoral plans the Commission should adopt Community support frameworks defining the scope of application of the Community measures within a period of six months.

However, there have been delays in the submission of sectoral plans by certain Member States which has meant that the deadlines set have not been observed.

5. Community assistance can take one or more of the following forms:
 - part-financing of operational programmes,
 - provision of global grants,
 - part-financing of suitable projects,
 - support for pilot and demonstration projects and for technical assistance and studies in preparation for operations.

The first two are the main forms of assistance.

6. Assistance is granted up to a maximum of:
 - 50% in the regions concerned by objective 1,
 - 30% in other regions.

Assistance is generally in the form of capital grants.

⁶ OJ No. L 51/77, 23.2.1977, p. 1

⁷ OJ No. L 388/89, 30.12.1989, p. 1

7. The small-scale fisheries sector has also (indirectly) benefited from Regulation (EEC) No. 3722/85⁸ concerning restructuring of the sardine industry (Community action which is now finished).

IV.2.2 Equipment of fishing ports

1. Articles 27 and 28 of Title VIII of Regulation (EEC) No. 4028/86 include various provisions allowing the granting of financial aid for public, semi-public or private projects for material investments in the provision of facilities at fishing ports.
2. The implementing provisions for this action are those provided for the implementation of Regulation (EEC) No. 355/77 on the processing and marketing of agricultural and fisheries products. They were used for the first time in 1988 after the Commission adopted Regulation (EEC) No. 2321/88⁹ laying down rules for the application of Regulation (EEC) No. 4028/86 as regards measures for the provision of facilities at fishing ports, which defines namely the investments eligible.
3. This measure is of particular interest for small-scale fisheries in less-developed regions.

IV.2.3 Promotion of markets for fisheries products

1. The financing of measures to promote fisheries and aquaculture products is based on Articles 29, 30 and 31 of Regulation (EEC) 4028/86 and its implementing Regulation No. 2320/88¹⁰.
2. Any project to promote fish products may be supported by Community aid provided that it relates to products for human consumption derived from surplus (even if only temporarily) or underfished species.
3. This action could help to make better use of the products of small-scale fisheries.

IV.3 PRODUCERS' GROUPS

1. This Community action under Regulation (EEC) No. 3796/81 on the common organization of the market in fishery products¹¹ is clearly of particular interest for small-scale fishermen in the southern countries of the Community.

IV.4 RESEARCH ACTIVITIES IN THE FISHERIES SECTOR

Some of these activities, current or future, could be extremely useful for the non-industrial fisheries sector.

⁸ OJ No. L 361/85, 31.12.1985, p. 1

⁹ OJ No. L 202/88, 27.7.1988, p. 18

¹⁰ OJ No. L 202/88, 27.7.1988, p. 1

¹¹ OJ No. L 379/81, 31.12.1981, p. 1

IV.4.1. FISHERY AND AQUACULTURE RESEARCH (FAR)

1. Within the second Framework Programme for Community activities in the field of research and technological development (1987 to 1991), the fisheries research programme was set in Council Regulation 3252/87/EEC of 19 October 1987, and adopted by Council Decision 87/524/EEC, of the same date.¹²
2. The Decision defines the Community research and coordination programmes for the period 1988 to 1992 in the following fields:
 - fisheries management
 - fishing methods
 - aquaculture
 - upgrading of fishery products

Budget: 30 m ECU
Period: 1988-1992

IV.4.2. BIOLOGICAL STUDIES IN THE FISHERIES AND AQUACULTURE SECTOR

1. To complement the FAR programme the Commission has undertaken a programme of biological studies funded from a specific budget heading (Article 478).
2. Its aim is to obtain the information needed to resolve certain specific problems concerning the fisheries sector and the sea, in particular with regard to the conservation and management of resources, so that the common fisheries policy may be applied more effectively.
3. Allocation of appropriations since 1986:

| <u>Year</u> | <u>ECU</u> |
|-------------|------------|
| 1986 | 840 000 |
| 1987 | 493 000 |
| 1988 | 520 000 |
| 1989 | 1 040 000 |
| 1990 | 1 000 000 |

IV.4.3. USE OF SATELLITES FOR THE SURVEILLANCE OF FISHING VESSELS

1. Implementation of the common fisheries policy presumes monitoring of the activities of all fishing boats operating in Community waters and international or third country waters.
2. At present the information needed is obtained from the fishermen's log books. Verification of the information is provided by classic aerial and sea surveillance methods which are ineffectual and extremely onerous.

¹² Council Regulation (EEC) 3252/87 and Council Decision 534/87/EEC, 19.10.1987 (OJ No. L 314/87, 4.11.1987, p. 17) _

Such surveillance is the responsibility of the Member States while the Commission supervises the operations.

3. In view of recent developments in satellite technology the Commission has taken the initiative to incorporate this technique into its surveillance systems to increase their effectiveness.
4. It therefore undertook an exploratory study in 1987 which produced positive results and led to an experimental project (MONICAP) being launched in Portugal with financial aid from the Community.¹³ This project was successful.
5. A larger-scale project is now in progress.

IV.5 OTHER COMMUNITY ACTIONS OF INTEREST TO THE SMALL-SCALE FISHERIES SECTOR

Small-scale fisheries are, or could be, positively affected by other Community actions which take place in areas closely associated with fishing activities. A (non-exhaustive) list of such Community actions, with a short description of planned measures, follows.

IV.5.1. FOOD-LINKED AGRO-INDUSTRIAL RESEARCH (FLAIR)¹⁴

1. The objectives of the programme are to contribute in the medium and longer terms to Europe's competitiveness in the food industry, to the improvement of food safety and quality for the consumer and to the strengthening of the food science and technology infrastructures in Europe, in the context of the harmonious development of the internal market. The programme is targeted at complementing existing initiatives in Member States through the development of further collaborative linkages between different research groups and industries, and will concentrate on the interface between food processing, food distribution and the consumer. The consumer demands for more natural and healthy foods, with greater diversity, will be met by the combined efforts of researchers and the food industry. Conservation, enhancement of nature and environmental protection will be systematically taken into consideration in the execution of the programme.
2. Budget: 25 m ECU
Period: 1989-1993

IV.5.2. INTEGRATED MEDITERRANEAN PROGRAMMES (IMPs)¹⁵

1. Their aim is to promote the development of rural areas in certain Mediterranean regions situated in France, Greece and Italy. The IMPs relate to operations involving agricultural activities, including fishing, and other economic activities. Such operations will complement

¹³ Commission Decision No. 88/307/EEC, 2.5.1988 (OJ No. L 136/88, 2.6.1988, p. 14)

¹⁴ Council Decision 411/89/EEC, 20.6.1989 (OJ No. L 200/89, 13.7.1989, p. 18)

¹⁵ Council Regulation 2088/85/EEC (OJ No. L 197/85, 27.7.1985, p. 1.)

one another with regard to nature, specific objectives, scope, modulation and adaptation to the characteristics of the various regions and areas where they are executed.

2. Budget: (a) Structural Funds: 2 500 m ECU
(b) Additional budgetary allocation: 1 600 m ECU
(c) Special condition loans (EIB): 2 500 m ECU
Period: 7 years (1986-1992)

IV.5.3. PROGRAMME OF OPTIONS SPECIFIC TO THE REMOTE AND INSULAR NATURE OF THE FRENCH OVERSEAS DEPARTMENTS (POSEIDOM)¹⁶

1. The aim of this programme is:

- to make possible the realistic integration of the French overseas departments into the Community by establishing an appropriate framework for the application of common policies in those areas;
- to help the overseas departments catch up economically and socially, with a view to the completion of the internal market by 31 December 1992, through coordinated and concentrated action involving the structural funds, the European Investment Bank and other existing financial instruments; measures adopted by national or regional authorities must be integrated with such actions.

2. Period: 1990-1992

IV.5.4. INITIATIVE TO ASSIST THE MOST REMOTE REGIONS OF THE COMMUNITY (REGIS)¹⁷

1. This initiative is intended to strengthen the socio-economic integration of the ultra-peripheral regions of the Community, i.e. Guadeloupe, Guyana, Martinique, Réunion, the Canaries, the Azores and Madeira.

2. The specific aims of the REGIS programme are:

- to encourage diversification of economic activities;
- to consolidate links between these regions and the rest of the Community;
- to encourage cooperation between ultra-peripheral regions and their neighbouring third countries, in particular those enjoying preferential relations with the Community;
- to increase, where appropriate, their ability to cope with natural disasters.

¹⁶ COM(88) 730 final, 17.1.1989, COM(89) 677 final, 21.12.1989 and Council Decision 687/89/EEC, 22.12.1989 (OJ No. L 399/89, 30.12.1989, p. 39)

¹⁷ See EP Doc. A3-142/90

3. The Commission intends this project to assist the ultra-peripheral regions to diversify their activities by developing products and services for their local market, for the markets of neighbouring third countries and for the Community market.
4. An important aspect of the REGIS initiative is to try out, based on the potential of each region, new areas of activity with potential for medium-term economic viability in relation to the completion of the internal market.
5. Budget: 200 m ECU (of which 90 m ECU reserved for the overseas departments)
Period: 1990-1993

IV.5.5. INTERREGIONAL DEVELOPMENT PROGRAMMES (INTERREG)¹⁸

1. The aim of the INTERREG initiative is to assist the border areas of the Community to prepare for the completion of the internal market in 1992. In particular encouragement is to be given to a high degree of cooperation between regions straddling national frontiers.
2. INTERREG applies to all regions in Objective 1 (less-developed), 2 (industrial renewal) and 5(b) (rural development) along the internal and external borders of the Community. A wide range of projects will be eligible for this assistance, including, for example, development of small and medium-sized undertakings, tourism, rural development measures, environmental protection, research and vocational training. The active involvement of regional and municipal administrations in the areas will be essential for the implementation of these projects.
3. For frontier areas which are not directly eligible for assistance from the structural funds, additional sums may be available for regional impact studies and demonstration or pilot projects for which the Commission can take the initiative under the ERDF.
4. Budget: 800 m ECU

IV.5.6. PREPARATION OF INDUSTRIES SITUATED IN THE REGIONS FOR THE SINGLE MARKET (PRISMA)¹⁹

1. The Commission has also proposed draft guidelines for a regional action programme known as PRISMA to assist undertakings in the least-favoured regions of the Community to benefit from the completion of the internal market by improving certain infrastructures and possible services. The scope of the programme is limited to Objective 1 regions in which these services and infrastructures are most deficient.

¹⁸ See EP Doc. A3-139/90 and Commission Communication published in OJ No. C 215/90, 30.8.1990, p. 4

¹⁹ SEC(90) 1610 final, 30.7.1990

2. Through this programme the Commission intends:

(a) to support efforts to develop certification and testing infrastructures. More particularly the aim is to create or strengthen calibration and metrology services which will enable businesses and laboratories to have access to or possess facilities or services needed to show their potential clients that they are able to comply with technical quality standards;

(b) to prepare small and medium-sized enterprises:

- for the opening up of public procurements

- for the suppression of measures within Article 115 (EEC);

by means of technical assistance, especially for the introduction of better methods for managing production and distribution.

3. Budget: 100 m ECU
Period: 1990-1993

IV.5.7. SCIENCE AND TECHNOLOGY FOR REGIONAL INNOVATION AND DEVELOPMENT IN EUROPE (STRIDE)²⁰

1. The aim of the STRIDE initiative is to strengthen technological and innovatory capacity in particular in Objective 1 regions (less-developed regions) and also in Objective 2 regions (industrial renewal). The initiative concentrates on three main measures:

- to encourage a better regional distribution in Objective 1 regions of research capacities and establishments;

- to improve and encourage participation by research centres and institutes and undertakings in the Objective 1 regions in Community in international research networks and programmes;

- to encourage cooperation between research and industry both in Objective 1 and Objective 2 regions.

2. Budget: 400 m ECU

IV.5.8. SPECIAL TELECOMMUNICATION ACTION OF REGIONAL DEVELOPMENT (STAR)²¹

1. The purpose of this Community programme is to contribute to strengthening the economic base in the regions concerned by improving the supply of advanced telecommunications serves to foster job creation and to help raise technological standards in those regions. To this end, the

²⁰ See EP Document A3-143/90

²¹ COM(85) 836 final, COM(86) 279, 16.5.1986, COM(86) 432, 11.7.1986 and Council Regulation (EEC) 3300/86, 27.10.1986 (OJ No. L 305/86, 31.10.1986, p. 1)

programme will provide for the implementation of a series of consistent, multiannual measures establishing modern telecommunications infrastructures and promoting the supply of and the demand for advanced telecommunications services.

2. The STAR programme will thereby seek to provide a better link between the Community's objectives for the structural development of regions and the objectives of Community telecommunications policy.
3. Budget: 1 500 m ECU
Period: 1986-1991

IV.5.9. PROGRAMME FOR THE DEVELOPMENT OF CERTAIN LESS-FAVoured REGIONS OF THE COMMUNITY BY IMPROVING ACCESS TO ADVANCED TELECOMMUNICATIONS SERVICES (TELEMATIQUE)²²

1. The Commission has also proposed draft guidelines for a Community initiative for regional development concerning services and networks relating to data communication (Objective 1).
2. The purpose of the TELEMATIQUE initiative is to promote the use of advanced telecommunication services in regions whose development is lagging behind (Objective 1 regions) including improved access to advance services located elsewhere in the Community.
3. To this end the initiative amplifies the process begun with the STAR programme by encouraging small and medium-sized undertakings to use services linked to advanced telecommunication systems. It is also designed to assist SMUs located in Objective 1 areas to initiate or develop such services. The TELEMATIQUE programme is currently being considered by the European Parliament.
4. Lastly, the programme is intended to promote the development in the public sector of services for data communication likely to contribute to regional development.
5. The emphasis is on services and not on investments in infrastructures, which will be considered only where they are directly linked to the promotion of the services targeted by this initiative.
6. Budget: 200 m ECU
Period: 1990-1993

IV.5.10 MEDITERRANEAN SPECIAL PROGRAMME OF ACTION (MEDSPA)²³

1. The aim of this programme is:
 - to intensify efforts to protect and improve the quality of the environment and to implement Community environment policy in the region concerned;

²² SEC(90) 1610 final, 30.7.1990

²³ COM(89) 598 final, 9.3.1990

- to help make the environmental dimension a more integral part of action taken by the Community pursuant to other Community policies;
 - to maintain and increase the effectiveness of Community measures on the environment in the Mediterranean region;
 - to increase the cooperation on protection of the environment in the region concerned, by integrating Community action and the operations carried out at regional, national and international level;
 - to encourage the transfer of the appropriate technologies to protect the Mediterranean environment.
2. Budget: 37 m ECU for the first 3 years (1990-1992)
 Period: 10 years (1990-2000), divided into two 5-year phases.

IV.5.11. MARINE SCIENCE AND TECHNOLOGY (MAST)²⁴

1. The aim of this programme is:
- to contribute to better knowledge of the marine environment, especially of European coastal and regional seas (including the NE Atlantic), in order to improve their management and protection and to predict change;
 - to encourage the development of new technologies for the exploration, protection and exploitation of marine resources (with the exception of fisheries, hydrocarbons and renewable energy, which are addressed by other Community programmes);
 - to improve coordination and cooperation amongst national marine R & D programmes in the Member States, and to help increase the effectiveness of these programmes through better use of research facilities;
 - to strengthen industrial competitiveness in the relevant sectors;
 - to provide the technical basis for, and encourage the development of common norms, standards and design guidelines, in view of the completion of the internal market in 1992;
 - to assist European participation in worldwide ocean programmes;
 - to facilitate training and exchange of personnel.
2. Budget: 50 m ECU
 Period: 1989-1992

²⁴ COM(88) 587 final, 27.10.1988, COM(89) 92 final, 24.2.1990, COM(89) 252 final, 1.6.1989 and Council Decision 413/89/EEC, 20.6.1989 (OJ No. L 200/89, 13.7.1989, p. 30)

IV.5.12 REGIONAL ENVIRONMENT (ENVIREG)²⁵

1. The ENVIREG programme is intended to assist in a better use of the resources available in the regions for economic development, in particular by the development or improvement of basic environmental conditions (equipment, compliance with standards) and by the encouragement of preventive measures such as encouragement for the use of clean technologies, sound management of natural resources and the establishment of a favourable environment for industrial or services activities including tourism.
2. Budget: 500 m ECU (with the possibility of additional funding, subject to special conditions, from the EIB)
Period: 1990-1993

IV.5.13 CONTINUING VOCATIONAL TRAINING (FORCE)²⁶

1. The aims of the programme are:
 - to encourage greater investment in continuing vocational training and better results, in particular by developing innovatory partnerships designed to increase the awareness of public authorities (in particular in the regions), undertakings (especially SMUs), the social partners or individual workers of the benefits derived from investment in training;
 - to support innovations in the management of training, in methodology or equipment, in particular with a view to developing training activities for those workers, economic sectors or regions of the Community which are at present lagging behind in terms of levels of participation and investment in training in the Community;
 - to encourage strategic planning of training activities which take account specifically of the effects of completion of the internal market, supporting joint transnational and cross-border projects for training and exchange of information and experience;
 - to contribute to more effective training capabilities and the ability to respond to changes in the Community labour market by strengthening measures at all levels designed to monitor and analyse the development of continuing vocational training; to seek to meet needs more effectively in terms of qualifications and skills and to ensure a general and effective dissemination of information on these trends.
2. Budget: 88 m ECU
Period: 1.7.1990-31.12.1993

²⁵ SEC(89) 2063 final and Commission Communication published in OJ No. C 115/90, 9.5.1990, p. 3

²⁶ COM(90) 188 final, 26.4.1990

IV.5.14 ACTION PROGRAMME FOR THE TRAINING AND PREPARATION OF YOUNG PEOPLE FOR ADULT AND PROFESSIONAL LIFE (PETRA)²⁷

1. This action programme is designed to include a package of incentives and complementary measures, to be developed by the Commission in collaboration with the Member States and the social partners, with a view to encouraging innovation and improvement in the quality of educational and vocational training systems in the Community.

IV.5.15 LOCAL EMPLOYMENT DEVELOPMENT ACTION (LEDA)

1. A programme implemented on behalf of the Commission by the local and regional development planning study centre, in cooperation with the OECD's ILE programme and experts from various Community countries.

IV.5.16. ACTIONS IN SUPPORT OF THE FISHERIES SECTOR IN THE CONTEXT OF ESTABLISHED REGIONAL DEVELOPMENT PROJECTS AND PROGRAMMES FINANCED BY THE STRUCTURAL FUNDS

1. Since the beginning, and especially since the reform of the Structural Funds in 1988²⁸, the classical regional programmes and projects financed by the ERDF, the ESF and the EAGGF (Guidance Section) have been of particular interest for the development of small-scale fisheries. Thus, for instance, the ERDF has participated in the financing of the following specific actions in fishing areas which are also of interest to small-scale fisheries²⁹:

(a) Fishing areas of Denmark

The special programme for the fishing areas of northern Jutland and the island of Bornholm was adopted in 1987 with an allocation of 13 million ECU, of which 2.6 million had been committed by the end of 1988. The operations initiated in 1988 consisted mainly of preparatory studies for the implementation of measures in the field of tourism, conversion work in small ports and investment aid for SMUs.

²⁷ SEC(90) 432 final

²⁸ Council Regulation (EEC) No. 2052/88, 24.6.1988 (OJ No. L 185/88, 15.7.1988, p.9)

Council Regulation (EEC) No. 4253/88, 19 December 1988

Council Regulation (EEC) No. 4254/88, 19 December 1988

Council Regulation (EEC) No. 4255/88, 19 December 1988

Council Regulation (EEC) No. 4256/88, 19 December 1988 (OJ No. L 374/88, 31.12.1988)

²⁹ Commission's 14th Annual Report (1988) on the ERDF (COM(90) 136 final, 10.5.1990)

(b) Fishing areas of the FRG

The two programmes adopted at the end of 1987 are being implemented (from 1987 to the beginning of 1991) in the areas of Bremerhaven (with an allocation of 4.1 million ECU) and Cuxhaven (with an allocation of 4.9 million ECU). The operations financed under these two programmes consist mainly of improvements to fishing ports with a view to the creation of SMUs, tourist promotion (via the improvement of basic infrastructure) and advice to SMUs. By the end of 1988 the commitments entered into under the Bremerhaven programme amounted to 60% of the total aid (2.4 million ECU), while the Cuxhaven programme accounted for 36% (1.7 million ECU).

(c) Fishing areas of France

~~Two special programmes were adopted in 1986 for the period 1986 to 1990, for the areas of Lorient and Quimper in Brittany (with an allocation of 6 million ECU) and for the La Rochelle area in Charente-Maritime (with an allocation of 3 million ECU). These programmes are progressing satisfactorily: by the end of 1988 the total amount committed was 76% of the total aid in the case of the Breton areas and 60% for La Rochelle.~~

(d) Fishing areas of the UK

The special programme adopted by the Commission in 1986 involves an allocation of ECU 15 million and covers the travel-to-work areas of Blackpool, Hull and Grimsby. By 1988 ECU 2 million had been committed.

2. Unfortunately, the Commission reports do not provide sufficient detail to allow a precise picture of the activities financed by the Structural Fund to be obtained in terms of each provision relating to the fisheries sector and thus for the effect on the development of small-scale fishing structures to be calculated.

V. SPECIFIC EEC BUDGET APPROPRIATIONS FOR SMALL-SCALE FISHERIES

1. In the preliminary draft budget 1991 the Commission proposed 5 million ECU (for both commitments and payments) to finance restructuring of small-scale fisheries, which is an innovation in the Community budgetary allocations for the fisheries sector. This proposal was reduced to a single p.m. by the Council in the draft budget 1991. The Committee on Agriculture, Fisheries and Rural Development of the European Parliament proposed an amendment reestablishing a sum of 10 million ECU (for both commitments and payments), which was refused by the Budgetary Committee; the latter tabled an amendment reintroducing the Commission proposal instead. This amendment was approved by the European Parliament in the first reading of the draft budget 1991 during its plenary session on 25.10.1990.

VI. SMALL-SCALE FISHERIES IN DEVELOPING COUNTRIES

1. The FAO has estimated that by the year 2000 the gap between supply and demand for fishery products will reach 30 million tonnes, as opposed to 8 million tonnes in 1980, because of the increase in population and general demand. In 1980 total world catches of fish, molluscs and crustaceans intended for human consumption reached about 75 million tonnes. This figure increased to about 100 million tonnes in 1989. During the 1960s catches increased by an annual rate of 6%. Today the increase is not more than 1 to 2% because of exhaustion of stocks, pollution, wastage, changes in demand and the lack of plentiful stocks which are easy to fish and market. The developing countries have gradually increased their fishing activities. According to FAO statistics their share of the total world catch, which was 27% in 1950, reached 46% in 1977 and 52% in 1989. At the same time these countries have seen a significant increase in net foreign exchange earnings for ~~their fisheries products, with total earnings~~ increasing from \$5.2 billion in 1985 to \$10.5 billion in 1989. The developing countries had a 45% share of the world market in 1989. Recent FAO figures show that half of the ten most important countries in the fisheries sector are from the third world.
2. It is necessary to stress the importance of small-scale fishing in several developing countries. It is estimated that some 10 million small fishermen in the Third World catch 20 million tonnes of fish each year (a fifth of the total world catch) and that the sector provides work for 30 million people and also protein-rich inexpensive food for poor countries lacking resources and foreign exchange.
3. Fish stocks are thus a major asset in the developing countries' fight against hunger but stocks are in general not exploited in an optimum manner. Firstly there is a clear preference in these countries for rapid (often anarchic) development of industrial fisheries, with the products being intended mainly for exports, to the detriment of small-scale fishing which is adversely affected by various factors (pollution, over-fishing, competition from imported products etc.). Attempts to improve such exploitation are thwarted mainly by the lack of vessels or suitable equipment, the lack of training and the inadequate provision of infrastructures for the marketing/distribution of the products in the inland regions.
4. A large part of the stocks thus end up being fished by foreign fleets, on payment of an agreed fee to the governments of these countries, without the local population gaining any advantage in terms of either food or the economy.
5. To safeguard and stimulate traditional fishing activities in the developing countries and to improve their methods on the basis of techniques adapted to local conditions must constitute an essential element in any Community policy for cooperation with these countries. It is therefore essential that projects to develop the small-scale fishing sector are given a high priority in the indicative programmes for Lomé IV for coastal and island ACP countries and also in regional projects concerning several of the countries. The Community's fisheries agreements with third countries must respect as far as possible the national small-scale fisheries sector.

VII. DEVELOPMENT OF SMALL-SCALE FISHERIES

VII. 1. PRINCIPLES

1. Until now the small-scale fisheries sector has not been recognized in Community legislation as a sector with its own characteristics and distinct from industrial fishing. This is largely due to the extreme diversity in the fleets in this sector in the various Member States. While small-scale fisheries have benefited directly or indirectly from certain Community measures under the common fisheries policy or other measures, it is also true that an important category in the small-scale fishing fleet, that of small boats, has been excluded up till now from the scope of the Community structural policy on the fishing fleet.
2. However, the economic and social importance of non-industrial fishing, in particular for the least-developed peripheral coastal regions of the Community is undeniable. There is an urgent need to develop this activity and to support it at Community level. Such action has not taken place on a systematic and coordinated basis up till now.
3. Implementation of a common fisheries policy implies the setting of common rules and harmonization of national policies to avoid distortions of competition and such an objective would only be achieved in part if small-scale fisheries were left to the discretion of the Member States. Within the fisheries sector as a whole small-, medium-sized and large undertakings develop their activities which are often very diverse but, to a large extent, complementary. Hence there is a need to preserve a balance between the various types of fishing by means of a satisfactory Community policy. However, until now it appears to have ignored small-scale fishing which is carried out mainly by small family firms.
4. The European Parliament has therefore on several occasions shown its awareness of the non-industrial fisheries sector (see section: Previous Documents). It hopes to see a reassessment of the role of this type of fishing and the establishment of appropriate support measures at Community level. A parallel could be drawn with small-scale family farms for which considerable sympathy has been expressed in all the Community institutions. Such statements have borne fruit as several measures favouring these farms have been adopted by the Community under the common agricultural policy or other policies.
5. It is not inconsistent with the points already made to state that in many cases the small-scale fishing fleet needs to be reorganized, modernized or converted. The non-industrial fishing fleet, which is too large, outmoded and often using inappropriate methods for a rational exploitation of fish stocks (which are not inexhaustible), must be restructured as only thus will the fishermen involved be able to achieve a reasonable standard of living. This fact cannot be avoided, in particular as regards the southern Member States of the Community.
6. What measures therefore should be proposed to develop the role of small-scale fisheries and to adopt Community support measures for this sector? Some ideas are given below which could provide the basis for further consideration.

VII.2 STRUCTURAL POLICY CONCERNING THE FLEET

The primary need is for legislation to be adopted as soon as possible to establish opportunities for Community aid to finance structural action under Regulation (EEC) No. 4028/86 for boats less than 9 metres long involved in small-scale fishing operations. The Commission's recent proposal (COM(90) 358 final, 7 September 1990) is a step forward.

VIII.3 PRODUCERS' GROUPS

It would also seem very important to grant technical assistance and increased financial aid to encourage the development of cooperative structures for fishermen in the non-industrial sector. This move would facilitate better implementation of the mechanisms of the common organization of the market for fish products and the Community provisions on the conservation of stocks. The possibility should be considered of an amendment to Regulation (EEC) No. 3796/81 in terms of extending the period during which Community aid is granted and of increasing the assistance of the European Guarantee Fund for fishing in financing such aid (see also section on development of the products of small-scale fisheries).

VII.4 MARKET SUPPORT

Consideration should also be given to whether it would be appropriate in economic terms to extend the list of species benefiting from market support mechanisms under Regulation (EEC) No. 3796/81 to include other species caught by small-scale fishermen. At the same time the negative effect for small-scale Community fishermen of certain aspects of the Community's foreign relations policy in the fisheries sector should also be considered (for example preferences granted to imports of products from third countries).

VII.5 ACCESS TO RESOURCES

1. A possibility could be to establish zones reserved for small-scale fisheries within the coastal zone: for example a zone within the six-mile limit for small-scale fishing vessels less than 9 metres long, with limited propulsion power and which used only certain fishing methods conforming to the objectives of the Community policy for the conservation of fish stocks.
2. However, special attention should be paid to the relationship between small-scale fisheries and aquaculture. These two activities are normally complementary but the development of one can sometimes conflict with the other, both in terms of production and marketing. A careful approach is therefore needed.
3. Trawling, for example, is prohibited by national legislation in the three-mile coastal zone. Nevertheless there are conflicts between fishermen and those involved in aquaculture which means that the establishment of artificial reefs at the edge of this zone, or even further out to sea, could be a useful way of protecting the coastal zone.

4. In a wider context, this problem demonstrates the need for protection and programming of all activities within the coastal area, with due regard for the important function it fulfils in both ecological and economic terms - fisheries, aquaculture, tourism etc. - (in particular for regions in the southern countries and in the Mediterranean basin)³⁰.
5. It is therefore vital to carry out as soon as possible a comprehensive survey of the Community's coastal areas in the form of a coastal charter, to include the definition of fishing zones, aquaculture rearing zones, tourist areas, nature reserves etc., with a view to their protection during concerted management projects for the coastal area.

VII.6 DEVELOPMENT OF PRODUCTS FROM SMALL-SCALE FISHERIES

1. Development of small-scale fishing implies enhancement of the main product of this activity, i.e. fresh fish.

A large proportion of the fresh fish landed comes from fishing activities in this sector (in Portugal, for example, 20% of fresh fish landed comes from the small-scale fisheries sector), insofar as species are caught which are of high quality, are highly thought of in gastronomic terms and which therefore have a high commercial value.

2. Given the serious shortcomings in marketing and distribution infrastructures for the non-industrial fishing sector, priority should be given to Community programmes and projects designed to develop infrastructures in the sector. Consideration could be given to setting aside a certain percentage of total Community aid under Regulations (EEC) 4042/89 (marketing/processing) and 4028/86 (fishing ports) to finance programmes/projects for the small-scale fisheries sector.

For the financing not covered by Community aid under the regulations referred to above, support could be given to the SMUs by creating an NCI for fisheries, intended initially for the small-scale fisheries sector. Community financial support for the SMUs should also form part of a comprehensive approach designed to develop interprofessional organizations and agreements in the fisheries sector, along the lines of the CAP, with a view to the completion of the internal market in 1992 and the economic and social cohesion advocated by the Single Act.

4. Other measures could include Community-wide campaigns to promote the consumption of fresh fish, stressing the nutritional value and possibly introducing a Community label for species caught using non-industrial methods. The opportunities offered under Regulation EEC No 4028/86 (promotion of markets) should be used or enlarged.

³⁰See European Parliament resolution (GAUTIER Report, Doc. 1-949/82, OJ No. C 68/83, 14.3.1983, p.74)

VII.7 SOCIAL POLICY

1. The socio-economic characteristics specific to the small-scale fisheries sector mean that there is an urgent need to adopt social policy measures.
2. On 15 April 1988, the European Parliament adopted a resolution on measures intended to develop the social aspects of the common fisheries policy³¹. Social policy in the fisheries sector is far from being harmonized at Community level. In dealing with such a sensitive area it is therefore preferable at present to concentrate on specific objectives where progress could be made in the short term rather than to pursue general harmonization which could be achieved only in the longer term because of the major disparities between the Member States.
3. This certainly does not mean, however, that it is not essential to respect a minimum number of social conditions which are still not present in certain regions; there is, here, a justification for Community intervention with a view to improving the living standards and conditions of the inhabitants of these regions who are dependent on fisheries.
4. The development of social measures is of fundamental importance in the non-industrial fisheries sector where such provisions are most lacking. Labour legislation is rarely applied, training for fishermen is generally inadequate and in certain less-favoured coastal areas small-scale fisheries are the only possible source of employment.
5. The social policy measures which require priority action include:
 - (a) Vocational training: fishermen in the non-industrial sector are usually those who have been involved in this type of fishing since an early age and whose apprenticeship was marked by the oral transmission of knowledge and of constant day-to-day experience. Although it is a relatively old sector, decentralized training activities could be envisaged (for example, using mobile training units). Training could deal with general subjects (e.g. business economics, management of resources, protection of the environment etc.) or specific subjects (e.g. use of non-selective fishing nets, in particular within the 6 mile limit). It should be pointed out that non-industrial fishing often uses fishing methods which adversely affect fish, animals, birds etc. and the sea-bed, leading to erosion of fish stocks, particularly of immature fish. Furthermore, some of the areas where such fishing is carried out are particularly important as they are breeding grounds for species populating coastal waters.

Such training would seem to be crucial, in particular for young fishermen.

³¹ Report by Mr Morris (doc. A2-310/87), (OJ No. C 122/88, 9.5.1988, p.381)

- (b) Retraining: In certain cases the possibility could be considered for retraining fishermen, in particular in sectors which offer prospects for future development such as aquaculture and the processing industry, preferably within the same region. Retraining should, therefore, be integrated into a regional development programme for coastal areas which are dependent on non-industrial fishing.

However, it should be borne in mind that many fishermen registered as carrying out small-scale fishing activities do not have this as their sole occupation. Fishing would thus seem to be an alternative occupation in terms of work and providing for needs, it is used in a seasonal or fairly irregular manner according to circumstances or to avoid unemployment. Retraining should therefore have a certain flexibility, in line with local conditions, so that greater use can be made of the interaction between sectors.

- (c) Early retirement: Community participation in expenditure by Member States on early retirement for fishermen could have a significant role to play in the redevelopment of this sector. It is regrettable that a proposal on this subject submitted by the Commission in 1986 was not taken up by the Council³².
- (d) Establishment of young fishermen: It would also seem important to establish a system of aids to help young fishermen set up in business, similar to that provided by the CAP for young farmers. Other benefits should be included such as the granting of licences for sales in auction markets, credit under favourable terms etc.
- (e) Social security: A basic social security system is needed which protects all fishermen and their dependents against risks associated with sickness, old age, invalidity, widowhood and death and in other situations such as loss or reduced means of livelihood or capacity for work. Whilst this observation applies to the whole of the fisheries sector, priority must be given to activities to improve the working conditions and safety of boats and fishermen involved in small-scale fisheries who work in particularly precarious conditions. It is vital to adapt the mechanisms provided for in the conventions on the safety of life at sea.
- (f) Premium for less favoured maritime regions: This premium, similar to that provided for under the common agricultural policy for hill and mountain areas and other less favoured regions of the Community, would be in the nature of a social measure to compensate small scale fishermen for the severe conditions under which they work (income supplement).

6. The application of one or other social measure in as sensitive a sector as that of fisheries could cause problems within the various fishing communities and increased resistance to desired changes. Any attempt to launch Community measures or any harmonization of national provisions

³² COM(86) 446 final, 15.9.1986 (Article 28): such retirement opportunities were provided for fishermen aged between 50 and 65 years.

with regard to assistance and social security must therefore avoid creating tensions and new imbalances. It is vital to ensure the participation of the fishermen and their representative organizations in drawing up social programmes to be implemented in the non-industrial fishing sector at community level.

VIII. AN INTEGRATED PROGRAMME FOR THE DEVELOPMENT OF SMALL-SCALE FISHERIES

1. Whilst non-industrial fishing is extremely heterogeneous as a sector it is quite distinct from industrial fishing. Several of its characteristics, listed in the definition section, militate in this direction. A further important factor is that the sector is dominated by an essentially family management system ranging from individual fishermen to small and medium-sized undertakings. As a result, its production structures (length, tonnage, engine capacity of boats) are on a small scale and its field of action is restricted (distance from coasts; length of trips to sea).
2. Until now, small-scale fisheries, despite their economic and social importance in several less-favoured maritime regions of the Community, have not received specific attention under the common fisheries policy. This policy is based on a discipline by discipline approach (conservation of resources, support for markets, structural development, external relations, encouragement of research etc.) rather than an approach based on the different types of fishing activity. One disadvantage of this method is that horizontal measures may not fully cover certain categories of activity. For example, small-scale fisheries were, paradoxically, excluded from the scope of certain measures under structural policy in 1986. A further disadvantage, as noted in previous sections, is that a range of Community measures exist which deal directly or indirectly with a particular aspect of one or other category of non-industrial fishing. There is no clear relationship between or coordination of these measures. Furthermore, little progress has been made in certain areas.
3. It is, therefore, essential to start by defining the concept of small-scale fisheries and its different categories and to make a full list of Community and national policies relating to the sector. It would then be possible to draw up an integrated Community support programme for the small-scale fisheries sector spread over several years which would be based on existing measures and when necessary would introduce new measures in line with the experience gained under the integrated Mediterranean programmes.
4. The support measures for small-scale fisheries must exploit to the full the opportunities offered by the different aspects of the common fisheries policy (management of resources, surveillance, market support, improved structures, foreign relations, harmonization of legislation, support for research etc.) and should alter certain provisions so that they are better suited to the specific characteristics of small-scale fishing.
5. At the same time these measures must be integrated as far as possible into current and future regional programmes financed under the structural fund and aimed at the development of less favoured maritime regions. They must also be closely coordinated with certain horizontal

or specific actions which have been or will be adopted in the interests of economic and social cohesion and which are relevant to the fisheries sector. The possibility of new specific initiatives for small-scale fisheries could also be considered.

6. An integrated programme for the development of small-scale fisheries, properly structured at Community level would cover the territory of Member States in terms of regions, communes and individual fishermen with all the clarity required for effective implementation. This would optimize the results expected.
7. It is with these factors in mind that this somewhat long, but certainly not exhaustive, discussion document has been drawn up by the European Parliament's Directorate-General for Research. In view of Parliament's concern in this area, this department has included small-scale fisheries in its external research programme for 1990 to 1991.

TABLE 1

COMMUNITY'S INSHORE FISHING FLEET (1985)

| | 1 | 2 | 3 | 4 | 5 | 6 |
|----------------|------------------|------------------|----------|----------------------|-------------------------------------|-----------------|
| | FLEET (UNITS) | INSHORE FLEET | 2/1 % | METRES OR TONNAGE | NO. OF FULL-TIME FISHERMEN TOTAL | INSHORE FISHING |
| FRG | 1 055 | 400 | 38 | 16-23 m | 3 200 | 1 936 |
| BELGIUM | 197 | 175 | 89 | 0-70 grt | 1 000 | 890 |
| DENMARK | 3 300 | 1 320 | 40 | - | 11 685 | - |
| SPAIN | 7 749 | 13 658 | 77 | 0-25 grt | 101.158 | - |
| FRANCE | 9 291 | 2 787 | 30 | 0-9 m | 19 500 | 15 600 |
| GREECE | 5 560 | 14 782 | 95 | 4.5 grt (average) | 35 000 | - |
| IRELAND | 576 | 524 | 91 | 0-24 m | 3 675 | - |
| ITALY | 2 130 | - | - | 0-50 grt | - | - |
| NETHERLANDS | 747 | 81 | - | - | - | - |
| PORTUGAL | 7 123 | 6 900 | 97 | 12,8 grt | 25 000 | - |
| UNITED KINGDOM | 7 012 | - | - | 0-24 m | - | - |
| TOTAL EEC | 84 740 | | | | | |

Source : Working document of the Commission services (SEC(86) 975 final, 12.6.1986)

TABLE 2

DEVELOPMENT OF FISHING FLEETS OF 0-50 GRT IN THE COMMUNITY MEMBER STATES

| | 1976 | | 1987 | |
|----------------|--------|---------|--------|--------------|
| | No. | GRT | No. | GRT |
| FRG | 1 056 | 12 998 | 763 | 12 123 |
| BELGIUM | 74 | 2 681 | 50 | 1 845 |
| DENMARK | 6 862 | 70 293 | - | - |
| SPAIN | 13 784 | 109 240 | 14 322 | 108 583 |
| FRANCE | - | - | - | 8 802 76 002 |
| GREECE | - | - | - | - |
| IRELAND | - | - | - | - |
| ITALY | 20 310 | 128 716 | 18 703 | 137 957 |
| NETHERLANDS | - | - | - | - |
| PORTUGAL | 4 144 | 39 474 | - | - |
| UNITED KINGDOM | 5 935 | 63 386 | 7 219 | 68 670 |

Source: OECD 'Review of Fisheries in OECD member countries', Paris, 1989

TABLE 3

SMALL BOAT NON-INDUSTRIAL FISHING FLEET IN THE COMMUNITY - MEDITERRANEAN REGION

| | 1 | 2 | 3 | 4 | 5 | 6 |
|--------|------------------------|--|----------|---|------------------------|---------------|
| | TOTAL FLEET (UNITS) | SMALL BOAT NON- INDUSTRIAL FLEET (UNITS) | 2/1 % | MAIN SPECIES CAUGHT | LENGTH OF BOATS - m | POWER h.p. |
| SPAIN | 6 819 | 4 893 | 72 | dentex, scup, grouper, scorpion fish, mullet, cephalopods, bivalves, lobster | - | - |
| FRANCE | 3 303 | 3 041 | 92 | catfish, bream, sole, eel | 6-12 | 20-150 |
| GREECE | 20 180 | 19 354 | 96 | dentex, scup, goatfish, grouper, scorpion fish, scad, forkbeard, sole | 4-13 | low |
| ITALY | 19 200 | 13 300 | 70 | scorpion fish, grouper comber, dentex, scup, cephalopods, bivalves | - | - |
| TOTAL | 49 507 | 40 588 | 82 | | | |

Source: Commission of the European Communities - guidelines for a common fisheries scheme in the Mediterranean - doc XIV/171/90