

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(77) 635 final.

Brussels, 28 November 1977.

COMMUNICATION FROM THE COMMISSION TO THE COUNCIL

on measures applicable in 1978 regarding the management and exploitation
of fisheries resources

COM(77) 635 final.

To assist the Council in its discussions on the proposals for measures to be applied in 1978 with respect to the management and exploitation of fisheries resources, the Commission has undertaken a detailed assessment of the losses suffered by the Member States in the waters of non-member countries in the North Atlantic.

The conclusions of this assessment, which are presented below, are based on the figures contained in the working document annexed to it.

The Commission is aware that the use of these figures calls for a degree of caution, since, although they estimate the losses suffered in the waters of non-member countries for the principal species fished by the Member States' fleets in the past, they make no distinction between losses due to changes in jurisdiction and losses due to other factors such as the need for conservation, the reduction of fish available in a given area, etc. It seemed difficult, and in a majority of cases well-nigh impossible, to make such a distinction because of the lack of relevant data. Nevertheless, it is clear that a considerable proportion of the total losses revealed by this study are due to factors other than changes in jurisdiction.

The Commission would also like to emphasize that this communication does not cover losses inside Community waters including losses in respect of the mixed stocks in the North Sea. The Council is aware that the Commission is also concerned about all the other genuine fishing losses, whether these relate to stocks under the control of the Community or not.

1. In presenting its conclusions, the Commission is aware of the importance of the more general problems which each Member State faces as a result of the reduction in fishing activities following the diminution of total exploitable resources and the economic and social consequences thereof; should analysis of the data collected in connection with its general proposals for a Community régime for managing fisheries resources show it to be desirable, the Commission will endeavour to supplement this document by appropriate studies based on the figures available.
2. In the present document the Commission has concerned itself with determining the losses caused by changes in the international framework within which fishing must henceforth operate.

Fishing resources lost through a unilateral decision by a coastal state other than the Community will be assessed without distinction between losses due to the situation of the stock itself and losses resulting from the decision by the coastal state to arrogate exploitation of the stock to itself, wholly or partly, depending on its fishing capacity.

In this study the Commission has taken account of the losses occurring in the North-East and North-West Atlantic zones, excluding the North Sea which constitutes an ecological complex where the Commission has a privileged position and retains its independence of action, there being no independent stocks in the Norwegian part of the North Sea. Fisheries in the Central and South Atlantic will be the subject of a further document.

In this analysis it did not, however, seem necessary to distinguish the specific case of the Spitzbergen stocks, the legal basis for exploitation of which has not apparently changed but which are now part of a sphere of influence largely outside that of the Community.

3. The working assumption adopted has led to the choice - with a view to enabling valid comparisons to be made - of a reference period corresponding to the general modification of the international context and to the first significant manifestations of the tendency to extend national fishing limits. The figures on which the Commission's conclusions are based show a probable situation in 1978 compared with the average situation during the period 1973-76, and reflect a de facto or de jure economic situation accepted by the Member States of the Community as one which the fishing industry has taken as the basis for organizing its activity.

The Commission has limited the reference period to 1973-76 since it considers that any changes in the international situation which occurred earlier did not have any significant economic effects. The average of catches recorded for that period seems to the Commission to be the most appropriate reference for a general assessment of the relative effect on each of the Member States.

4. The Commission considered that an assessment of losses expressed in quantitative terms constitutes one aspect of the problem and that it should be supplemented by an assessment of the actual reduction in economic activity, in order to enable a comparison to be made of the total consequences for each of the Member States affected by the situation expected in 1978.

The figures showing how the means of production employed have developed during the same reference period for each fishing zone are not yet available and the Commission may need to revise its initial conclusions on the basis of these.

In this connection the Commission has sought information from the Member States on the activities of fishing fleets in the North Atlantic (excluding the North Sea) and in the Central and Southern Atlantic in 1973, 1974, 1975 and 1976 and for the current year. This information is not yet available, but it is relevant to the question of the time extent of the loss suffered in 1978 and of the extent to which fleets have already been converted and redeployed.

5. The Commission stresses that the studies it has made have been purposely limited to the main types of fish taken by fleets in non-member countries' zones. The tables therefore provide only an order of magnitude of the losses.

Tables Nos 1, 2 and 3, which are presented as working documents and not as precise statistics, give, for the principal species and for each Member State, an order of magnitude of

- average catches made outside their fishing zones;
- corresponding catches in zones of non-member countries;
- estimated catches for 1978;
- changes made in fishing programmes;
- the net quantitative reduction in fishing activity.

Table No 4 is the basis used for obtaining the figures in the first 3 tables.

The data on which the tables indicating the 1978 situation are based are an estimate of whether there are catch possibilities in the light of the fisheries agreements negotiated between the Community and the coastal state concerned (reciprocity, phasing down), whether it is likely that no fishing will be possible, or whether the status quo will be maintained.

6. The tables summarizing the factors taken into consideration for a purely quantitative estimate of the losses suffered for the principal species exploited by the Community fleets in the zones under consideration show the extent and nature of the problems:

(i) Belgium appears to suffer no losses; however, the conclusions drawn from these tables should be treated with the utmost caution. Work was based on overall estimates and a margin of error acceptable for large volumes of activity could produce misleading results in respect of a relatively small volume of activity;

(ii) in some cases losses in non-member countries' waters are greater than overall losses; here it is a question of apparent losses which have already been partially offset internally, and in determining quantities account must be taken of this offsetting;

(iii) in volume terms, losses are particularly high for the United Kingdom and the Federal Republic of Germany and amount to 213 000 t and 173 000 t respectively. Losses for France are limited to 52 000 t. Taken together, the losses suffered by the first two Member States represent nearly 90% of total losses in non-member countries' waters;

(iv) in relative terms, losses in non-member countries' waters in 1978 signify a reduction in catches (compared with total catches of the species in question in 1973/76) of over half for the FRG, of one third for the United Kingdom and of one fifth for France.

Compared with fishing possibilities in 1978 in respect of the same species taken together, the three Member States concerned have to suffer a reduction in total fishing activity of over two thirds for the FRG, over 40% for the United Kingdom and one third for France. If other species, such as mackerel, hake, etc., are taken into consideration this imbalance is further aggravated;

(v) the breakdown of losses according to species is obviously very different, but is not determinant since in most cases the same means of production are used to obtain the fish.

Conclusions

1. The losses for 1978 referred to in this study are structural and permanent since they arise from a decision process outside the Community's control. The discussions at the Conference on the Law of the Sea and the policies being adopted by all coastal Member States suggest that the present tendency will be reinforced rather than reversed.

2. These factors must be taken into account in determining the policy to be adopted for the exploitation of Community resources, with a view to arriving at an equitable distribution between Member States, over a period of several years, of the total losses to be borne.

4. It ought to be possible to assess losses in non-member countries' waters in money terms - fishing being an economic activity - but not enough data are at present available for this purpose. However, in view of the increase in prices in real terms for some of the main species on Community markets, it is safe to assume that some losses have been partially offset in money terms.

5. Having regard to the above considerations, there are several distinct and complementary lines of action along which means of compensation might be sought:

- (i) quantitative compensation expressed in terms of catch quotas for identical species whose exploitation requires the use of fleets of the type previously used; such compensation should be based on stocks in Community waters in zones I and XIV for which the Commission has not yet made any proposals as regards TACs and their distribution; quotas which might be obtained in this way may be estimated at about 30 000 t. Any compensation for identical species in Community zones other than the abovementioned zones, and having regard to the present situation of these stocks, would necessarily imply a corresponding reduction in potential catches by other Community fleets. Such a result would have the effect of increasing the difficulties of Community management of resources rather than reducing them;

- (ii) quantitative compensation expressed in terms of quotas of catches of substitutable species the stock position of which is such that they could be exploited on a larger scale in the future with existing equipment; the basis would be a judicious allocation of quotas of mackerel, poutassou (blue whiting) and horse mackerel, the exploitation of which calls for precisely the type of fishing vessels covered by this study, and which due to recently developed processing techniques, can be used to meet

market requirements no longer met by the main demersal species due to the general reduction in available sources. Of these, on the basis of the proposals made by the Commission, the overall quantity available is about 750 000 t;

- (iii) a qualitative compensation through implementation of structural reorganization programmes introduced under Commission proposals;

- (iv) systematic research into the possibilities of exploiting the largely under-fished grounds in the southern hemisphere by means of a research programme for which the stimulus and control must come from the Community.

Annexe

Document de travail

Evolution de l'activité de pêche des navires de la
Communauté dans certaines zones de pays tiers.

CATCHES IN 3RD COUNTRY ZONES - AVERAGE 1973-76

(MOST IMPORTANT)

TABLE 1

COMPARED WITH TOTAL CATCHES

	North Atlantic total all zones	N.E. Arctic I + II	ICELAND Va	FAROEIS Vb	N.W. Atlantic ICNAP 2-6	TOTAL 3RD COUNTRY ZONES		Com, prop, & estimates of quotas in 3rd countries '78 *	Estimates of quotas in 3rd countries '78	Quotas in 3rd countries as % of total 1978
						Tons	%			
<u>BELGIUM</u>										
COD	11,432	213	1,116	2	-	1,331	11,6	15,074 ¹⁾	956 ¹⁾	6,3
HADDOCK	3,180	17	997	1	-	1,015	31,9	2,449 ¹⁾	1,218 ¹⁾	50
SAITHE	2,191	13	1,939	1	-	1,953	89,1	1,834 ¹⁾	1,615 ¹⁾	88
WHITING	3,554	-	158	-	-	156	4,4	3,630 ¹⁾	111 ¹⁾	3
REDFISH	1,830	15	1,861	-	-	1,816	99,2	1,522 ¹⁾	1,522 ¹⁾	100
<u>FRANCE (METR)</u>										
COD	80,319	28,183	56	1,315	29,130	58,684	73,1	45,196	14,824 ²⁾	32,8
HADDOCK	22,067	4,116	147	2,459	-	6,722	30,5	12,170	-	-
SAITHE	84,070	6,801	44	20,620	-	27,465	32,7	74,928	21,351	28,5
WHITING	40,866	-	3	942	-	945	2,3	37,543	-	-
HERRING	26,893	-	-	-	3,231	3,231	12,0	1,608	42	2,6
<u>GERMANY</u>										
COD	126,476	37,290	4,407	387	30,688	72,712	57,5	41,787	19,504 ²⁾	46,7
HADDOCK	21,670	16,361	1,332	78	-	17,771	82,0	2,405	-	-
SAITHE	88,362	38,452	21,199	5,956	-	65,607	74,2	61,491	18,519	30,1
REDFISH	56,097	5,788	35,327	7,425	3,432	51,972	92,6	-	-	-
HERRING	43,554	-	-	-	23,682	23,682	54,4	3,747	46	1,2
<u>UNITED KINGDOM</u>										
COD	228,793	90,782	96,758	11,232	2,582	201,354	67,4	149,283	50,746 ²⁾	33,3
HADDOCK	147,901	28,923	5,484	8,423	-	42,830	29,0	67,237	-	-
SAITHE	51,222	4,335	9,523	11,522	-	25,380	49,5	39,274	13,350	34,0
WHITING	48,095	1,035	-	-	-	1,035	2,2	50,817	-	-
FLAOG	35,665	2,200	223	176	-	2,599	7,3	29,510	-	-
REDFISH	8,223	4,002	2,855	70	1,704	8,031	97,7	-	-	-

* Greenland, Skagerrak, Baltic excluded (1) Iceland as 1976
 (2) Included in cod quotas I + II + Vb

TABLE 2

LOSSES (TOTAL AND IN 3RD COUNTRY ZONES)

	Total loss (1973-76 - 1978) in tons	Total loss (1973-76 ./% 1978) in %	3rd country loss (1973- 76-1978) in tons	3rd country loss (1973- 76 ./% 1978) in %	Internal com- pensation (column 3 - column 1)
<u>BELGIUM</u>					
COD	+ 3.642	gain	375	(28)	3.642
HADDOCK	732	23	+ 203	gain	
SAITHE	357	16	338	17	
WHITING	+ 76	gain	45	29	76
REDFISH	308	17	294	16	
<u>FRANCE (METR)</u>					
COD	35.123	44	43.860	(75)	8.737
HADDOCK 1)	9.897	45	6.722	100	
SAITHE	9.142	11	6.114	22	
WHITING	3.323	8	945	100	
HERRING	25.285	94	3.189	99	
<u>GERMANY</u>					
COD	84.689	67	53.208	73	
HADDOCK 1)	19.265	89	17.771	100	
SAITHE	26.871	30	47.088	(72)	20.217
REDFISH	56.097	100	51.972	100	
HERRING	39.807	91	23.636	100	
<u>UNITED KINGDOM</u>					
COD	149.510	50	150.608	75	1.098
HADDOCK 1)	80.664	55	42.830	100	
SAITHE	11.948	23	12.030	47	82
WHITING	+ 2.722	gain	1.035	(100)	2.722
PLAICE	6.155	17	2.599	100	
REDFISH	8.223	100	8.031	100	

1) Note that haddock quotas have been included in cod quotas for Divisions I, II and Vb.

TOTAL QUANTITIES AND PERCENTAGES OF LOSSES BY COUNTRY

	FRANCE	GERMANY	UNITED KINGDOM
Total loss (1973 - 76 - 1978)			
in tons	86.282	226.729	253.778
in %	34	67	43
Third country loss (1973 - 76 - 1978)			
in tons	52.093	173.458	213.231
in % of total catch 1973-76	20	52	36
Same % by species :			
Cod	44	42	50
Haddock	30	82	29
Saithe	7	30	23
Whiting	2		+ 6
Plaice			7
Redfish		93	98
Herring	11	54	

TABLE 4.

1

CATCH 1973-76
QUOTAS 1978

TONS

SPECIES : COD

COUNTRY : BELGIUM

	TOTAL	IV	VI a	VII a	Rest VII	III a							
1973	13 820	11 741	75	276	618	-							
1974	12 399	10 253	174	409	264	-							
1975	10 217	7 566	49	282	437	-							
1976	9 293	7 483	71	257	296	156							
1978	14 118	13 489	80	135	414								

SPECIES : COD

	TOTAL	%	I	II b	V a	V b							
1973	1 110	8,0	-	-	1 110	-							
1974	1 299	10,5	171	-	1 128	-							
1975	1 883	18,4	-	614	1 269	-							
1976	1 030	11,1	65	-	956	9							

SPECIES : HADDOCK

	TOTAL	IV	VI a	VII	III a								
1973	3 400	2 385	45	110	-								
1974	2 222	1 137	98	77	-								
1975	3 448	2 209	23	146	-								
1976	3 653	2 166	45	42	181								
1978	1 230	1 145	24	61									

SPECIES : HADDOCK

	TOTAL	%	I	II b	V a	V b							
1973	860	25,3	-	-	860	-							
1974	910	41,0	20	-	890	-							
1975	1 070	31,0	-	47	1 023	-							
1976	1 219	33,4	-	-	1 213	6							

13

SPECIES : REDFISH

COUNTRY : BELGIUM

CATCH 1973-76
QUOTAS 1978

TONS

	TOTAL	IV	VI a	VII									
973	1 670	1	47										
974	2 152			8									
975	1 973												
976	1 524												
978													

SPECIES : REDFISH

	TOTAL	%	I	II	V a								
973	1 622	97,1			1 622								
974	2 144	99,6	30		2 114								
975	1 973	100		28	1 945								
976	1 524	100	2		1 522								

SPECIES :

	TOTAL												
973													
974													
975													
976													
978													

SPECIES :

	TOTAL												
973													
974													
975													
976													

2

SPECIES : SAITHE

COUNTRY : GERMANY

CATCH 1973-76
QUOTAS 1978

TONS

	TOTAL	IV	VI	VII	III a	XIV							
1973	90 309	12 003	52	0	0	22							
1974	79 063	20 580	16	0	9	15							
1975	79 420	18 678	481	4	4	4							
1976	104 655	38 455	511	0	243	0							
1978		42 756	216	0									

SPECIES : SAITHE

	TOTAL	%	I + II	V a	V b								
1973	78 232	86.6	30 338	38 565	9 329								
1974	58 443	73.9	33 155	18 627	6 661								
1975	60 309	75.9	41 260	13 820	5 229								
1976	65 446	62.5	49 056	13 785	2 605								

SPECIES : WHITING

	TOTAL	IV	VI										
1973	530	403	127										
1974	534	454	80										
1975	508	446	62										
1976	303	302	1										
1978	2 519	2 518	(or 0)1										

SPECIES :

	TOTAL												
1973													
1974													
1975													
1976													

SPECIES : COD

COUNTRY : FRANCE (Metropolitan)
Catches by St. Pierre & Miquelon not incl.

CATCH 1973-76
QUOTAS 1978

TONS

	TOTAL	IV	VI a	VI b	VII a	Rest VII	ICNAF 0 - 1						
1973	75 672	13 247	3 445	320	2 507	4 805	38						
1974	96 465	7 275	3 678	1 128	2 601	5 822	-						
1975	79 386	8 667	3 546	4	2 623	5 658	-						
1976	69 754	8 079	5 611	4	1 938	5 544	-						
1978	30 372	15 350	6 293	3	1 013	7 713							

SPECIES : COD

	TOTAL	%	I	II a	II b	V a	V b	ICNAF 2 - 6 (1)					
1973	51 310	67,8	17 028	-	-	-	1 472	32 810					
1974	75 961	78,7	10 674	6 204	29 150	203	567	29 163					
1975	58 888	74,2	19 482	3 580	5 672	23	1 612	28 519					
1976	48 578	69,6	12 286	6 040	2 615	-	1 607	26 030					

SPECIES : HADDOCK

(1) including 3 PS.

	TOTAL	IV	VI a	VI b	VII								
1973	26 774	4 695	5 141	600	9 004								
1974	20 665	4 020	3 979	353	7 251								
1975	20 679	4 646	2 328	21	6 194								
1976	20 151	5 500	3 026	4	4 620								
1978	12 170	3 848	1 612	3	6 707								

SPECIES : HADDOCK

	TOTAL	%	I	II a	II b	V a	V b						
1973	7 334	27,4	3 214	-	-	585	3 535						
1974	5 062	24,5	1 166	1 193	1 242	-	1 461						
1975	7 490	36,2	2 697	781	1 713	1	2 298						
1976	7 001	34,7	2 543	1 782	134	-	2 542						

SPECIES : HERRING

COUNTRY : FRANCE (Metropolitan)
 Catches by St. Pierre & Miquelon not included

CATCH 1973-76
 QUOTAS 1978

TONS

	TOTAL	IV + VII d,e	VI a	VII a	VII b,c	Celtic Sea VII q-k	VIII						
1973	33 571	22 235	2 441	305	-	5 553	243						
1974	24 806	13 741	546	3 194	10	2 261	974						
1975	30 408	20 391	1 292	813	20	1 924	1 115						
1976	18 787	11 832	1 528	651	1	1 919	1 660						
1978	1 566	0	1 200	366	0	0							

SPECIES : HERRING

	TOTAL	%	ICNAF (1) 2 - 6										
1973	2 794	8,3	2 794										
1974	4 080	16,4	4 080										
1975	4 853	16,0	4 853										
1976	1 196	6,4	1 196										

SPECIES : REDFISH p.m. (1) including 3 PS

	TOTAL												
1973													
1974													
1975													
1976													
1978													

SPECIES :

	TOTAL												
1973													
1974													
1975													
1976													

22

COUNTRY : UNITED KINGDOM

CATCH 1973-76
QUOTAS 1978

TONS

SPECIES : COD

	TOTAL	IV	VI a	VI b	VII a	VII b,c	VII d,e	VII f	VII g-k	XIV	ICNAF 1		
1973	328 693	96 171	7 722	129	4 745	19	499	155	41	661	493		
1974	321 232	79 744	8 554	39	3 791	16	260	143	10	499	1 266		
1975	290 749	70 923	8 026	36	3 355	14	159	68	59	575	159		
1976	254 497	86 072	10 230	138	3 081	0	142	48	44	1 514	155		
1978	98 543	85 820	10 667	114	1 613			329					

SPECIES : COD

	TOTAL	%	I	II a	II b	V a	V b	ICNAF 2 - 6					
1973	218 058	66,3	55 147	11 954	11 812	122 277	11 835	5 033					
1974	226 910	70,6	73 407	8 206	11 706	117 539	11 727	4 325					
1975	207 375	71,3	85 644	9 322	6 868	92 897	11 906	740					
1976	153 073	60,1	59 110	12 150	17 801	54 320	9 459	233					

SPECIES : HADDOCK

	TOTAL	IV	VI a	VI b	VII a	VII b,c	VII d,e	VII f	VII g-k	XIV			
1973	171 793	104 718	19 818	73	203	15	135	52	9	7			
1974	144 282	82 477	11 095	22	102	31	113	43	8	7			
1975	129 448	76 185	10 187	76	68	10	99	30	36	1			
1976	146 082	97 814	13 963	2 751	52	0	45	14	24	4			
1978	67 237	57 348	7 725	1 968			196						

SPECIES : HADDOCK

	TOTAL	%	I	II a	II b	V a	V b						
1973	46 763	27,2	23 446	4 923	4 079	7 101	7 214						
1974	50 384	34,9	18 360	17 296	1 974	5 065	7 689						
1975	42 756	33,0	14 981	13 236	444	5 591	8 504						
1976	31 415	21,5	7 038	9 248	668	4 177	10 284						

SPECIES : SAITHE

COUNTRY : UNITED KINGDOM

CATCH 1973-76
QUOTAS 1978

TONS

	TOTAL	IV	VI a + b	VII	XIV								
1973	65 405	14 203	13 482	923	5								
1974	51 719	15 306	10 863	739	2								
1975	40 461	12 358	7 714	584	-								
1976	47 302	19 332	7 380	455	21								
1978	25 924	18 880	6 639	405									

SPECIES : SAITHE

	TOTAL	%	I	II a	II b	V a	V b						
1973	36 792	56,3	2 765	3 450	536	12 383	17 658						
1974	24 809	48,0	906	2 120	78	9 576	12 129						
1975	19 805	48,9	890	1 845	28	9 664	7 378						
1976	20 114	42,5	913	3 775	36	6 467	8 923						

SPECIES : WHITING

	TOTAL	IV	VI a	VI b	VII a	VII b,c	VII d,e	VII f	VII g,k	XIV			
1973	40 329	25 348	9 887	1	3 708	0	498	187	21	1			
1974	45 213	30 793	10 041	0	2 782	2	579	121	13	1			
1975	51 648	33 209	12 800	12	2 951	4	1 255	107	57	-			
1976	55 188	31 279	16 902	18	4 029	0	1 504	109	21	-			
1978	50 817	37 290		10 185	3 342								

SPECIES : WHITING

	TOTAL	%	I	II a									
1973	678	1,7	49	629									
1974	881	1,9	42	839									
1975	1 253	2,4	38	1 215									
1976	1 326	2,4	11	1 315									

COUNTRY : UNITED KINGDOM

CATCH 1973-76
QUOTAS 1978

TONS

SPECIES : PLAICE

	TOTAL	IV	VI a	VII a	VII d,e	VII f	VII g,k						
973	42 637	35 215	665	3 218	1 256	381	17						
974	32 735	27 856	897	2 398	812	210	4						
975	31 445	23 556	1 127	2 722	577	193	43						
976	35 861	27 099	1 058	2 117	688	137	16						
978	29 510	24 819	1 088	2 178	1 159	250	16						

SPECIES : PLAICE

	TOTAL	%	I	II a	II b	V a	V b						
973	1 885	4.4	985	11	25	635	229						
974	558	1.7	304	11	1	84	158						
975	3 227	10.3	2 838	7	42	145	195						
976	4 726	13.2	4 553	14	7	29	123						

SPECIES : REDFISH

	TOTAL	IV	VI a	XIV	ICNAF 1								
973	9 130	31	11	65	16								
974	11 232	1	11	127	74								
975	6 041	16	5	56	43								
976	6 489	23	4	286	3								
978													

SPECIES : REDFISH

	TOTAL	%	I + II	V a	V b	ICNAF 2 - 6							
973	9 007	98.7	4 794	2 951	85	1 180							
974	11 019	98.1	3 509	2 519	95	4 896							
975	5 921	98.0	2 746	2 424	41	710							
976	6 173	95.1	4 961	1 124	59	29							