

European Communities

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EUROPEAN PARLIAMENT

# Working Documents

1983 - 1984

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30 November 1983

DOCUMENT 1-1119/83

## Report

drawn up on behalf of the Committee on Agriculture

on Spanish fishing activities in the Community waters  
of the Atlantic in the light of the present situation  
and the prospective enlargement

Rapporteur: Mrs N. PERY

PE 85.446/fin.

Or. Fr.



At its sitting of 7 July 1982, the European Parliament referred the motion for a resolution tabled by Mr Battersby and others on the difficulties between Spain and the Community in the fisheries sector (Doc. 1-459/82) pursuant to Rule 47 of the Rules of Procedure, to the Committee on Agriculture as the committee responsible and to the Political Affairs Committee and the Committee on External Economic Relations for opinions.

At its meeting of 18/19 October 1982, the Committee on Agriculture decided to draw up a report on this subject and appointed Mrs Péry rapporteur on the North-East Atlantic.

On 6 December 1982, the Committee on External Economic Relations decided not to draw up an opinion on this motion for a resolution. On 16 March 1983, the Political Affairs Committee decided to present its opinion orally.

The Working Party on Fisheries of the Committee on Agriculture considered the draft report at its meetings of 18/19 April, 12 July and 19/20 September 1983.

At its sitting of 10 October 1983, the European Parliament referred the motion for a resolution for an opinion to the Committee on Development and Cooperation which decided to present its opinion in the form of possible amendments to the motion for a resolution.

The Committee on Agriculture considered the draft report at its meeting of 22/23 November 1983 and, at the same meeting, adopted the motion for a resolution as a whole by 21 votes to 0 with 3 abstentions.

The following took part in the vote: Mr Curry, chairman; Mr Colleselli and Mr Früh, vice-chairmen; Mr Battersby, acting rapporteur; Mr Barbagli (deputizing for Mr Diana), Mr Clinton, Mr Dalsass, Mr Eyraud, Mr Gatto, Mr Gautier, Mr Helms, Mr Jürgens, Mr Kaloyannis, Mr Marck, Mrs Martin, Mr Mertens, Mr d'Ormesson, Mr Pranchère, Ms Quin, Mr Simmonds, Mr Stella (deputizing for Mr Ligios), Mr Sutra, Mr J.D. Taylor (deputizing for Mr Hord) and Mr Thareau.

The report was tabled on 25 November 1983.

## CONTENTS

	<u>Page</u>
Part A: Motion for a resolution .....	5
Part B: Explanatory statement .....	11

### Introduction

#### I. Analysis of the present situation relating to Spanish fisheries

- (A) In general
- (B) In Community waters

#### II. The development of Spanish fishing

- (A) General situation
- (B) Development of Spanish fishing activities in Community waters
- (C) Development of resources in Community waters
- (D) Development of Community fishing

#### III. Problems currently arising between Spain and the Community

#### IV. Prospects of enlargement

- (A) Access to resources
- (B) Rational stock management
- (C) A licensing policy?
- (D) Maritime surveillance
- (E) Structural policy
- (F) Problems relating to the market
- (G) Social aspects

Annexes I to VIII: technical annexes

Annex IX: motion for a resolution by Mr Battersby and others  
(Doc. 1-459/82)

The Committee on Agriculture hereby submits to the European Parliament the following motion for a resolution together with explanatory statement:

MOTION FOR A RESOLUTION

on Spanish fishing activity in the Community waters of the Atlantic, as regards both the present situation and the prospects of enlargement

The European Parliament,

- having regard to the motion for a resolution tabled by Mr BATTERSBY and others, pursuant to Rule 47 of the Rules of Procedure, on the difficulties between Spain and the Community in the fisheries sector (Doc. 1-459/82),
- having regard to the report by the Committee on Agriculture (Doc. 1-1119/83),
  - (A) having regard to the application by Spain of 28 July 1977 for accession to the Community,
  - (B) having regard to the 1980 framework agreement on fisheries between Spain and the European Community,
  - (C) having regard to the report by Mrs Pery on measures to be agreed by Spain and the European Community for 1982 (Doc. 1-90/82),
  - (D) having regard to the interim report by Lord Douro (Doc. 1-658/82) calling for the date of Spanish accession to be set at 1 January 1984,
  - (E) having regard to the report by Mrs Pery on the coordination of maritime inspection and surveillance operations in Community waters (Doc. 1-183/82),
  - (F) having regard to the report by Mr Woltjer on the social aspects in the Community sea-fishing sector (Doc. 1-830/81),
  - (G) having regard to the problems existing between Spanish and Community fishermen, in particular British, Irish and French, and the new British and Irish laws designed to discourage the Spanish from flying a Community flag,
  - (H) having regard to Written Question No. 1425/80<sup>1</sup> by Mrs EWING reflecting the anxiety of Scottish fishermen,

<sup>1</sup> OJ C 129 of 29.5.1981

(I) whereas the Community:

- (a) has entered into negotiations on the accession of Spain and the fisheries issue is sufficiently important to be discussed right away,
- (b) must protect the interests of its fishermen pursuant to Article 39 of the Treaty by safeguarding earnings and defending the interests of Community regions whose economy is based on fisheries and associated industries,
- (c) in January 1983 signed an agreement on a common fisheries policy, thereby effectively establishing it as Community patrimony,
- (d) decided that its fisheries policy should be based on rational management of stocks, since certain species such as herring were sometimes over-fished,
- (e) must ensure that the working conditions of fishermen improve and that they receive a fair income, whatever technical approach to fishing is applied,
- (f) has formulated a structural policy to assist inshore fishing, restructure the Community fleet and improve its productivity rather than its size,
- (g) is experiencing great difficulty in allocating the fishing quotas for 1983 among the Member States;

(J) whereas Spain:

- (a) has a fishing fleet far greater than that of any other Community member in terms of number and size of vessels, total catch and numbers employed in the fishing industry
- (b) obtains 25% of its total catch from national waters and 75% from the exclusive economic zones (EEZ) of thirty other countries.

- (c) was deprived of major traditional fishing grounds, particularly those of the Community by the extension of exclusive fishing areas to 200 miles in 1977 and the 1980 framework agreement,
  - (d) has been forced to restructure that section of its fleet which fishes in Community waters, a development which has greatly affected a number of regions and ports,
  - (e) has attempted to obtain Community flags and has converted a certain number of trawlers into longliners in order to prevent unemployment, thereby causing a number of problems at sea,
  - (f) in 1983 received 123 Community licences for 316 deep-sea fishing vessels flying the Spanish flag and fishing in Community waters, where they obtain between 8% and 9% of Spain's total catch,
  - (g) fishes in Community waters for 'noble' species, such as hake, lote and megrim, which are caught by a relatively small number of Community fishermen, for whom, however, in particular in the coastal fleet, they constitute a vital source of income,
  - (h) constitutes a major market, the second in the world after Japan, since in Spain fresh fish consumption per head of population is very high,
1. Requests the Commission and Council to make every effort to solve existing problems and reduce the tension at sea, since cordial relations between Community and Spanish fishermen would be conducive to a favourable outcome in the negotiations;
  2. Therefore requests that the 1983 agreement between Spain and the Community be implemented, in particular the reduction in the number of Spanish longliners in Community waters and observance of licensing arrangements and allocated quotas;
  3. Considers that operation of longliners and trawlers in the same areas must be properly regulated;
  4. Believes that discussion of the fisheries aspect of accession should begin immediately, to avoid the interests of fishermen being sacrificed by excessive haste in the final phase of the negotiations;

5. To this end requests that consideration be given to the various aspects of the common policy: access to resources, quota or licensing arrangements, technical measures, maritime surveillance, structural issues, organization of the markets, international relations and the social aspects and calls, therefore, on the Commission to prepare and publish a detailed and up-to-date study on the fishing industry in Spain;
6. Maintains that, in respect of access to resources, the twelve-mile zone should be recognized as Community patrimony pursuant to the agreement on the common fisheries policy of January 1983, so nullifying the traditional rights embodied in the Franco-Spanish bilateral agreement of 1967, which have not been exercised by Spain since the 1980 agreement between the latter and the Community;
7. Considers that, for non-industrial fishing, reciprocity agreements between neighbouring States based on types of fishing could be negotiated within the framework of the overall Community negotiations, with the agreement of the fishermen concerned;
8. Considers that the limit of 1° 48', which divides the Bay of Biscay and East of which Spanish fishermen are not allowed to fish, could also be the subject of negotiation;
9. Requests that measures be taken to ensure rational stock management while safeguarding as far as possible the interests of the fishermen and the regions concerned; therefore considers:
  - (a) that the TACs and quotas should be kept at present levels for the main species, as long as scientific opinion does not observe a significant improvement in stock trends,
  - (b) that TACs should be established for associated species (angler, megrim, etc.),
  - (c) that biologically vulnerable areas or regional quotas might need to be specified, should it be scientifically demonstrated that the future of a species is at risk;
  - (d) that technical stipulations such as the 80 mm mesh size should be properly implemented;

10. Calls on the Commission to work out the amount of fishing which the Spanish fleet could be allowed (number of vessels, quotas, etc.) on the basis of the existing agreement between the EEC and Spain, which excludes species subject to quotas divided among the Ten, this agreement possibly being amended by the provisions contained in the preceding paragraph;
11. Requests the Commission to make a searching study of the feasibility of adopting a new technical approach to the problem of restricting the volume of fishing, based on limiting the capacity of the tools of production, this new approach to management possibly replacing the quota policy or being applied alongside it;
12. Considers it necessary for the Member States most directly concerned to be granted additional resources to enable them to carry out effective surveillance of Community waters; without which there can be no common fisheries policy; considers it desirable that a uniform European system be established to facilitate the monitoring of catches;
13. Calls for:
  - (a) a study to be made by the Commission of the possibility of granting Spanish coastal regions pre-accession aid in order that the Community may assist with the reduction of the fishing fleet and the occupational reorientation of the regions concerned;
  - (b) the Community structural policy in aid of the fisheries sector to be applied during the transitional period;
  - (c) the integrated Mediterranean programmes to be extended after Spanish accession to include Spain's Atlantic coastline, their purpose being to restore the balance between the southern and northern regions of Europe;
  - (d) an assessment to be made by the Commission of the cost of these proposals;
14. Points out, with regard to organization of the markets, that Spain will have to apply the standards laid down in the basic regulation and the implementing texts (producers' organizations, withdrawal prices, trade policy with third countries);

15. Requests that the consequences of the enlargement of the Community be assessed in respect of certain maritime regions of Spain (in particular the Canary Islands), in particular the implications for fishing agreements with third countries;
16. Asks the Commission whether the Community will have to take into account the losses suffered by Spain in the event of certain third countries denouncing these agreements after accession;
17. Asks the Commission to draw up a comparative table of social security provisions covering fishermen in the Community and in Spain, because the prospect of enlargement, which will increase the disparities, makes it more essential than ever that these should be harmonized (social security contributions, terms of engagement, conditions of work, safety and training);
18. Instructs its President to forward this resolution to the Commission and Council of the European Communities.

## EXPLANATORY STATEMENT

INTRODUCTION

Those familiar with the issues concerning fisheries will appreciate that this report covers an important and sensitive area:

- important because it clearly relates to economic issues affecting both Spain and the Community;
- sensitive because the conclusions of such a report inevitably exceed the bounds of purely economic considerations and take account of scientific, technical, social and political issues.

This report is intended to be as objective as possible, being based on official statistics (EEC, FAO, Spanish Ministry, OECD) and containing direct observations from both Spain and the Community Member States.

The rapporteur wishes to thank all those who helped to facilitate her work, in particular the organizations involved in fishing, shipping and canning, the ministerial departments concerned, the research centres and the Commission.

On a proposal from the Spanish Ministry, which I would like to thank particularly, the rapporteur was invited to study the general situation affecting Spanish fisheries in order to gain a clearer insight into the importance of Community waters for the prospective Member State. This being the subject of the report, the rapporteur has considered the various aspects of Spanish fisheries, concentrating mainly on the Community waters of the Atlantic.

This explanatory statement is in four parts:

- I. An analysis of the present situation relating to Spanish fisheries in general and fishing activity in Community waters;
- II. The development of the Spanish fishing fleet between 1977 (introduction of the 200-mile limit) and 1983;
- III. Current problems affecting Spain and the Community;
- IV. Problems relating to the accession of Spain.

I. ANALYSIS OF THE PRESENT SITUATION RELATING TO SPANISH FISHERIES (see Annex I)

(A) In general

1. The fleet (as at 31 December 1981) and fishing zones

- 17,555 vessels of 749,411 GRT and a total of 2,750,094 horsepower
- 110,000 fishermen, that is to say 1% of the working population (by way of comparison, there are 157,000 fishermen in the Community that is to say, 0.2% of the working population).

- (a) Non-industrial vessels (less than 20 GRT) make up 72% of the fleet, that is to say, more than 12,000 small vessels employing 40,000 fishermen.
- (b) Inshore vessels (20 - 100 GRT) making up 15% of the fleet, that is to say, 2,500 vessels employing 32,500 fishermen.

While 87% of vessels are included in these two categories, they account for 24% of GRT, 38% of total horsepower and 65% of seamen.

These vessels fish mainly on the Spanish continental shelf and their activity is of great importance for the economy of the local community.

(c) Middle-water fishing fleet (more than 100 GRT and less than 250 GRT) accounts for 1,340 vessels, 19.5% of manpower and 28% of total horsepower.

This fleet is more industrial in scale, fishing for hake, sardines, Norway lobsters and angler on the Spanish continental shelf and also in the waters off Portugal, Morocco, Mauritania and the Community.

Difficulties are arising in this sector concerning the overfishing of national waters and the limits of international waters.

(d) While only 735 vessels, that is to say 4.2% of the fleet, are engaged in deep-sea fishing, they account for 45.5% of GRT, 34% of total horsepower and 15% of fishermen.

These are freezer vessels which fish for hake, cod, tuna and molluscs off South Africa, Norway, Argentina, Canada, the USA, the Canaries and the Sahara.

## 2. Age groups (obsolescence)

Age	Number of vessels (%)	
	1980	1981
Less than 10 years	3 929 (22.5)	3 718 (21)
10 to 20 years	6 311 (36)	6 234 (35.5)
20 to 30 years	3 708 (21)	3 986 (23)
over 30 years	3 442	3 617
	17 390	17 555

## 3. Maritime regions of Spain

The most importance areas (Galicia, Andalusia, the Canaries and the Euskarian or Basque country) account for 86% of the total catch.

## 4. Production and consumption (as at 31 December 1981)

Production amounts to approximately 1,200,000 tonnes, fourth in Europe in tonnage after Norway, Denmark and Iceland but first in terms of value (137,300 million pesetas).

Fish consumption per head of population is very high in Spain amounting to an annual figure of 36 kilogrammes, since, unlike other Community Member States, fresh fish is traditionally part of the Spanish diet.

Treatment of catches:

- fresh on ice : 76%
- deep frozen : 20%
- salted, smoked : 2.3%
- oil and meal : 0.17%

Because of the limits defining international waters, Spain currently imports large quantities from the Community to supply its internal market and has a deficit trade balance.

(B) In Community waters (Annex II)

I. Inshore and non-industrial fishing (less than 150 GRT)

(In Spanish: pesca de bajura)

This fleet carries out two main types of activity:

- surface fishing,
- hake fishing.

On 31 December 1981 the fleet consisted of 450 vessels and employed more than 4,400 fishermen.

(a) Surface fishing, using a purse seine:

222 vessels and 3,388 fishermen

This involves vessels of between 50 and 150 GRT whose principal activity is fishing with a net for pelagic species such as horse mackerel, anchovy, sardine and mackerel. They also fish for tuna with rod and line (and live bait) and by trolling. They hold Community licences authorizing them to fish from 1 March to 31 October.

(b) Hake fishing

229 vessels (10 to 50 GRT) and over 1,000 fishermen

Three fishing techniques are used: road and line, longline and gillnet. The EEC has granted licences to three longliners of under 100 GRT and 50 rod and line vessels of under 50 GRT.

This non-industrial fleet fishing in Community waters comes mainly from the Spanish Euskarian or Basque region (zone VIIIb, see map) and fishes mainly in the Bay of Biscay.

The Working Party on Fisheries has received a delegation representing this fleet. It was shown a film on the type of fishing carried out and took note of the delegation's requests (which will be set out in the fourth section of this report).

2. Middle-water fishing vessels (averaging 222 GRT and 756 horsepower on 31 December 1981)

412 trawlers and 46 longliners

These vessels, based in the north of Spain, fish for hake, angler, megrim, etc. On the above date the Community granted them 142 licences for a hake quota of 10,500 tonnes and a quota of 200% of the abovementioned related species. Licences and quotas are granted for zones VI, VII and VIII (see map).

The Community is particularly concerned by these vessels, a fact which never fails to complicate the annual negotiations between Spain and the Community.

We will study developments in this connection more closely in the second section.

In concluding this first section, it cannot be denied that Spain has established its position as a seafaring nation and has a very large fleet which can reach all the oceans of the world (including Community waters for species which are less fished by Community fleets), together with a very large domestic market for fresh fish. It must also be recognized that the limits affecting international waters have precipitated a crisis; it is this aspect which will now be considered.

## II. THE DEVELOPMENT OF SPANISH FISHING (Annex III)

### (A) General situation

#### 1. The fleet and the fishing zones

At the time of unrestricted access to the seas Spain developed a powerful fishing fleet. The law of 23 December 1961 on the protection and renovation of the fishing fleet was highly influential and led to a large-scale shipbuilding programme:

- in 1964 capacity was 45 freezer vessels, that is to say, 38,681 GRT
- In 1974 it was 475 freezer vessels, that is to say, 215,901 GRT.

#### Objective of this law:

- . to replace vessels more than 25 years of 15 years old, depending on whether they were made of wood or steel, and increase the fleet tonnage;
- . to ensure that the new vessels were equipped with new grinders and sufficient freezing equipment. The construction of each new vessel was to entail the destruction of old vessels amounting to 60% of the tonnage of the new vessel.
- 3/4 of appropriations were earmarked for steel vessels of over 150 GRT;
- 1/4 of appropriations were earmarked for wooden vessels of less than 150 GRT.

Ten years later, at the end of 1971, as a result of these measures, Spain possessed a well equipped freezer fleet capable of obtaining high levels of productivity.

- fleet of 261 vessels of 141,000 GRT:

- . 236 trawlers (white fish, crustaceans and cephalopodes),
- . 24 tuna fishing vessels
- Industrial fleet = 22% of GRT

- catches: + 33% - 7th in the world
- without increasing crew numbers or the number of vessels, GRT was doubled and horsepower tripled.
- 3,000 Spanish vessels were fishing in foreign waters.

This increased exceeded government forecasts and encouraged middle-water fishing by fleets which received support from the banking sector.

Between 1964 and 1972, 74.7% of government appropriations were earmarked for the construction of vessels greater than 100 GRT and 25% for non-industrial inshore fishing.

At the same time the Spanish fleet entered new fishing zones and its catches increased:

- 1966: 1,127,767 tonnes
- 1976: 1,647,376 tonnes.

However, from 1976 this trend was curbed for various reasons:

- biological factors - problem of resources: production and unloading capacity diminished;
- political factors - the introduction of exclusive economic zones (EEZ) of 200 miles; the free fishing areas disappeared;
- economic factors - the oil crisis and the need to enter zones which had not hitherto been fished, leading to a drop in performance in economic terms;
- social factors - new social conditions.

In October 1977 Spain defined its policy objectives with regard to fishing off its own coasts and elsewhere (Moncloa Pact). Negotiations are being carried out with all partners with a view to alleviating the unfavourable effects of the 200-mile zone and the oil crisis.

1976-81: oil crisis, extension of zone to 200 miles:

- initial consequence of the oil crisis: the previous fleet, having been reorganized, was no longer entirely adapted to the situation, since the previous ratio of vessel horsepower to production had been changed radically. In 26 months (1979/1981) the cost of fuel had risen by 560%;
- the nationalization of the seas: no immediate effect on the same scale but long-term implications (which vessels? which fishing zones? which species could be fished?).

#### Spain applied to join the Community on 28 July 1977

The new Spanish fisheries policy has four main objectives:

- improved management of national fish stocks;
- restructuring of the fleet;
- improved marketing system (creation of the FROM);<sup>1</sup>
- new policy of international bilateral agreement. (Morocco, Mauritania, Senegal, Mozambique, Angola, Portugal, South Africa etc.).

In January 1981 agreements with the Community, Morocco and Portugal were concluded involving 2,000 fresh fishing vessels. While these negotiations were difficult, it was necessary that they be concluded, since agreements with Morocco and Mauritania, for example, were vital for the Canary Islands for which fishing represented 1.5% of the islands' GDP.

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<sup>1</sup>Fund for the Regulation and Organization of the Markets.

2. The deepening crisis was reflected in production and trade balance figures

Fishing production

	<u>DGPM (Spain)</u>	<u>OECD</u>	<u>EEC</u>
1976	1 467 376	1 356 899	1 214 312
1977	1 344 782	1 250 499	1 250 498
1978	1 341 169	1 206 500	1 251 010
1979	1 150 311	1 104 025	-

Downward trend with an annual loss of approximately 100,000 tonnes.

Trade balance

	<u>Spain</u>	<u>EEC</u>
1976	+ 35 000 tonnes	
1977	+ 18 040 tonnes	+ 39 482 tonnes
1978	- 45 010 tonnes	- 38 354 tonnes
1979	- 92 738 tonnes	- 87 426 tonnes
1980	- 140 000 tonnes	

This deficit was caused by the import of noble species such as hake and molluscs.

(B) Development of Spanish fishing activity in Community waters

In 1979

According to the Spanish authorities a middle-water fishing fleet of 600 vessels was fishing 200,000 tonnes of fish including 45,000 tonnes of hake (out of an estimated total of 72,000 tonnes). This proved to be unsatisfactory, since it led to overfishing of stocks using mesh sizes equal to or less than 40 millimetres and enormous catches of young fish, particularly in zone VIII (see ICES map in Annex II).

In 1978

After the extension of Community territorial waters to 200 miles, specific measures for stock conservation were introduced. A TAC of 43,000 tonnes of hake was established by the ICES and a licensing system was drawn up in order to reduce the volume of fishing (Spanish biologists recommended technical measures such as increased mesh sizes). The Community granted Spain a quota of 14,000 tonnes of hake and kept for itself a quota of 29,000 tonnes. 200 licences were granted for a forecast annual catch of 70 tonnes per trawler. Longliners were already operating in zones VII and VIII and catching an annual average of 30 tonnes per vessel.

### In 1980

A framework agreement was concluded between Spain and the Community. According to the Commission, this agreement was based on the principle of reduced catches, a principle which is contested each year by Spain.

#### - inshore fishing:

- . the renunciation of traditional rights within the 12-mile zone (the Spanish call for 'suspension'),
- . recognition of the 1 degree 48 meridian, as the eastern limit beyond which they were no longer allowed to fish,
- . volume of fishing to be limited by the number of licences granted;

#### - middle-water fishing:

- . renunciations of traditional rights,
- . division of the waters into zones VI, VII and VIII (see ICES map),
- . the creation of an Irish 'box' (restricted area from which third countries, including Spain, were banned), see map in Annex IV,
- . the introduction of hake quotas and fishing licences,
- . catches of related species (such as angler, megrim, conger eel etc) to be limited to 200% of the hake quota.

Within this framework Agreement the Community granted Spain 130 licences for 416 vessels and a quota of 8,500 tonnes of hake.

### In 1983

123 licences for a quota of 8,300 tonnes. The restructuring of the Spanish fleet fishing in Community waters is continuing. In order to build a tuna-fishing vessel of 1,000 GRT equipped with freezer equipment a Spanish shipowner must purchase Spanish vessels amounting to 2,000 tonnes (fishing mainly in the Community zone) for destruction. At the end of 1983 Spanish vessels fishing in Community waters should number 316, 42% less than 1977.

An account is now given of the situation in four Spanish ports: Vigo, La Coruna, Pasajes and Ondarroa.

#### The port of Vigo:

Since 1976, about 50 vessels have been decommissioned and six have taken the British flag. Trawlers entering Community waters (approximately 30 metres long) fish mainly for megrim and angler in Irish and English waters (Annex IV). Since hake represents only 15% of their catches, fishermen are requesting that the 200% limit on catches of related species be reviewed and that quotas be established for species which are less sought after by Community vessels.

#### The port of La Coruna:

After the introduction of the 200 mile limit, approximately 40 boats were decommissioned (approximately 600 crew members lost their jobs) and about 40 are now flying the British flag. With the licences granted by the Community each vessel can fish only for three months by rotation.

The consequences for the economy of the port, for employment on land and for the cooperatives have been disastrous. It must be realized that the employment of one fisherman has a multiplier effect of 10.

#### The port of Pasajes:

In 1978, 189 vessels were fishing in Community waters; in 1982, there were 139. Between 1978 and 1982, 40 vessels were decommissioned, while 12 took the British flag and 23 were sold.

Today, 43 boats are licensed to fish regularly in Community waters, their catches consisting mainly of hake. In 1975, 74 vessels provided employment for 2,600 fishermen and 400 persons on shore. In 1982, 28 vessels were providing employment for 805 fishermen and 118 on shore, a reduction of 70%. Harbour infrastructures, ancilliary industries, wholesale fishmongers, shipyards etc are undergoing the same decline. It must be appreciated that the sight of all these decommissioned vessels awaiting destruction is deeply depressing. Pasajes is undeniably the port which has suffered most from Community regulation.

#### The port of Ondarroa:

A neighbouring Basque port, Ondorroa, has faced the situation more successfully; its fishermen are also rumoured to be less scrupulous in respecting the Community agreements, being reluctant to accept what they call a 'diktat'. This port of 10,000 inhabitants contains 1,200 fishermen engaged in middle-water fishing. In 1977 there were 106 vessels. Since then 8 have been decommissioned, 10 have been sold, 12 have taken the British flag, and 21 trawlers have been converted into longliners, involving an investment of 8-10 million pesetas, (that is to say, 62,850-78,560 ECU) in order to continue fishing in Community waters. It was decided that a licence would be valid for one trawler or three longliners, the latter being regarded as less destructive, fishing smaller quantities and catching only adult fish.

#### (C) Development of resources in Community waters

It cannot be denied that the reduction in the volume of fishing and increase in mesh sizes have led to increased stocks. The average size and weight of landed hake has increased from 137 grammes in 1977 to 387 grammes in 1981 (more than 2kg in zone VI): The average weight of hake fished by longliners has increased from one kilo to 1.5 kilos. This has encouraged the use of an increasing number of such vessels, leading to incidents.

#### (D) Development of Community fishing

##### 1. In Community waters

Since the pressure from the Spanish fleet has been eased, resources have increased and this has undoubtedly been of benefit to the Community's coastal region, in particular to Basque and Breton fisheries and even to the semi-industrial fisheries in zones VI, VII, and VIII.

Before 1977 a vessel from Concarneau was catching 14 - 17 tonnes of fish per 14-day tide cycle. It is now fishing 24 - 30 tonnes.

In Ireland there has been a definite increase in fishing in recent years, particularly in middle-water fishing (vessels of about 30 metres). Total landings, which were 76,000 tonnes in 1972, reached 190,000 tonnes in 1982.

Fishing is essentially for traditional species such as herring and mackerel, but it is possible that in future Ireland will develop fishing for other noble species (white fish such as angler, etc.). For the moment, however, this type of fishing is faced with a marketing problem: a weak domestic market and high transport costs because of the peripheral position of Ireland. The 3 million inhabitants of Ireland consume 30,000 tonnes of fish (10 kg per person per year) and 160,000 are exported.

Ireland has 25% of the Community's fish stocks.

Non-industrial fishing involves many small vessels and this sector has called for Community structural aids to apply also to vessels under 12 metres long. This request was granted at the Fisheries Council in October 1983, since Community aid is to be applied to vessels of 9 to 33 metres.

## 2. In general

The generalized extension of the 200-mile zone has meant that Community boats have lost many fishing grounds, leading to the ruin of ports such as Hull and Grimsby in the United Kingdom or to large fleet reductions as in Concarneau, where the number of trawlers has dropped from 108 to 48. Deep-sea fishing has been hit hardest with the loss of fishing grounds off Iceland, the Faroe Islands, Greenland and Canada or the reduction of quotas. However, let us consider the crisis experienced by the British and French fleets.

In 1970 United Kingdom catches amounted to 1 million tonnes and in 1980 840,000 tonnes. The fall in value is even more spectacular. In the past the British fleet fished for cod which has a high commercial value. Today the catches given above include 350,000 tonnes of mackerel which has a much lower commercial value.

At the beginning of 1975 the British fleet had 473 middle-water fishing vessels and in 1980 only 176. The port of Hull was totally dependent on the middle-water fishing fleet (in 1977 Hull still had landings of 90,000 tonnes worth £35 million. In 1981 the figures were 15,000 tonnes worth £3.5 million); the closure of the docks caused the loss of 5,000 jobs.

Traditionally Hull was the most important European fishing port. The port of Grimsby had a middle-water fishing fleet of 155 vessels, now reduced to 17. However, this port has been able to develop inshore fishing.

In France too the fleet has suffered considerably in the past decade, as shown by the figures:

	Vessels			Tonnage		
	1972	1982	%	1972	1982	%
<b>Middle-water fishing</b>						
Boulogne	37	34	- 8 %	19 617	15 385	- 22 %
Concarneau	100	50	-50 %	16 886	10 475	- 38 %
Dieppe	10	-	-100 %	3 200	-	-100 %
Fécamp	7	4	-43 %	2 775	2 209	- 20 %
La Rochelle	34	12	-65 %	9 312	2 548	- 73 %
<b>Deep-sea fishing</b>						
	1972	1982	%	1972	1982	%
Bordeaux	8	4	-50 %	12 082	6 309	- 47 %
Fécamp	9	1	-89 %	12 752	1 181	- 91 %

About 1965, 35 French vessels fished off Canada, three times the number today.

The Germans have also lost three quarters of their fishing grounds (Canada-Newfoundland-Greenland). They were fishing up to 90,000 tonnes of herring.

It is thus clear how the 200-mile exclusive economic zones have affected the Community's fishing fleet as they are now affecting Spain.

### III. PROBLEMS CURRENTLY ARISING BETWEEN SPAIN AND THE COMMUNITY

Since 1977 the developments affecting Spanish fisheries have had painful social and economic consequences, while incidents at sea are commonplace. At this juncture your rapporteur would like to consider a number of psychological factors.

Spanish fishermen are not really aware that, as a third country, Spain does not have an indisputable right of access to Community waters. They consider that they are being deprived of their traditional fishing grounds by a diktat and I would add that they are excellent sailors devoted to their profession for whom retraining would be very difficult. A certain number of them, rather than decommission their vessels, are circumventing or disregarding Community agreements, which the rapporteur clearly does not condone but will try to explain

#### Problems arising in connection with fishing

##### 1. Conversion of trawlers into longliners

This increases the number of vessels on fishing grounds for the same number of licences, since as already mentioned, one licence permits three longliners to fish. For this reason the fouling of tackle is a frequent occurrence in the Bay of Biscay and the Irish Sea, since it is difficult for the two techniques to operate in close proximity (the hooks trailing from the longliners catch in the trawls).

Such incidents are regularly reported in the press. For example, on 27 September 1982, the French weekly journal 'Le Point' had the following headline: 'France and Spain: fishing in troubled waters' and eye-witness accounts were reported. Some Spanish longliners which had been causing trouble had been intercepted and detained by patrol vessels.

For this reason, at the 1983 negotiations between Spain and the Community, the latter revised the ratio of trawlers to longliners, especially since at present a longliner is effectively able to fish as much as a trawler.

As of 1 April 1983 one licence authorizes only two longliners to fish and as of 1 November, it will authorize only one. This measure will lead to a 20% reduction in the number of Spanish vessels without the quotas being reduced, thereby progressively restoring peaceful relations at sea. However, it will be necessary to introduce better arrangements governing both types of fishing and ensure signalling is adequate.

##### 2. Vessels flying the British flag

More than 60 vessels and crews have registered under a British flag and continue quite legally to fish in Community waters. In order to curb this, the British Minister, Mr Peter Walker, published a bill in March 1983 requiring 75% of the crew of a vessel flying the British flag to be Community nationals. The 'British fishing Boats' Bill should enter into force in the summer of 1983.

The rapporteur nevertheless wishes to point out that this bill will aggravate unemployment in Spain without solving the question of trawler ownership or the number of Spanish vessels fishing in Community waters. Anglo-Spanish fishing companies are now tending to replace Spanish fishermen with Greek crews who are less demanding than British seamen.

In order to counter these measures, a number of Spanish companies have experimented with flying the Irish flag. The Dublin authorities are taking a tougher line, under pressure from Irish fishermen. This summer the Irish Minister for Fisheries, Mr Paddy O'Toole, brought in a law, similar to the British one, to hinder the establishment of Irish-Spanish companies, for example by requiring Spanish shipowners to sign on Irish fishermen as 75% of their crews.

A clear ruling is also needed on whether Spanish longliners flying the British flag qualify for a quota for hake. A violent encounter in which shots were fired took place between two boats in September 1983.

### 3. Fishing without a licence or in closed areas

Certain Spanish vessels simply take a chance and fish without a licence or in closed areas. In October 1982, 258 Spanish fishing vessels were identified; 22% were found to be fishing illegally (see Annex V, official table by the French Ministry of the Sea). Repeated offenders have been placed on a 'blacklist' drawn up by the Brussels authorities and are banned from entering Community waters for several months. The rapporteur need hardly point out that the Spanish fishermen are protesting at these measures which they consider to be illegal and wish to retain their fishing rights until the Court of Justice has given its decision.

Recently the Community has taken a tougher line and has punished such offences more severely. It has also taken action in the case of catches which exceed the quotas and non-observance of mesh sizes. The catches and some of the fishing equipment are confiscated; fines are imposed which are sometimes very heavy. In Ireland these fines range from £500 to £100,000 and, since 1975, have provided the Irish Treasury with £3.25 million, basically from Spanish vessels which have been stopped. The transfer of catches from one vessel to another is also prohibited and subject to very heavy fines. Spanish vessels sometimes refuse to stop and either simply sail off or use force to dissuade inspectors from boarding (such behaviour has been denounced on several occasions by the captain of the inspection vessel 'L'Ancelle' in the Bay of Biscay). Whether or not Spain joins the Community, the problem of Spanish vessels fishing in Community waters still exists. It is to be hoped that the authorities in the various countries concerned and the appropriate professional organizations will be able to get through to their fishermen to calm their feelings and to ensure that violence at sea ceases.

### IV. PROSPECTS OF ENLARGEMENT

The present talks cover a large number of subjects and will continue to do so. For the purpose of this report we will concentrate on a few major issues: access to resources, rational stock management, structural policy, maritime surveillance, market-related problems and social aspects.

(A) Access to resources

1. Historic rights

The Franco-Spanish Agreement of 1967 recognized these rights in the 12-mile zone and elsewhere.

The agreement of 1980 between Spain and the Community acknowledged a 200-mile Community zone and suspended these rights.

The European Court of Justice has since confirmed that the agreement with the Community takes priority over the previous bilateral agreement of 1967 and that Spain has consequently lost its traditional rights.

2. The 12-mile zone

The European fisheries agreement of January 1983 granted an exclusive band of 12 miles to the coastal states. This is now part of the Community patrimony which the EEC will certainly require Spain to recognize in particular as Spain was not exercising these rights when the January 1983 agreement was made.

For the purposes of non-industrial fishing, bilateral agreements between neighbouring states may be negotiated for the fisheries sectors concerned in consultation with the relevant bodies. The same applies to the limit of 1 degree 48 which the Spanish fishermen wish to abolish.

(B) Rational stock management

In the course of the negotiations the Community will defend its fisheries policy, that is to say, the stabilization of fishing volumes at present levels until scientific opinion confirms increased stocks.

1. TACs and hake quotas

(a) The TAC: while experts have recommended a 30,000 tonne TAC for hake, a TAC of 40,000 tonnes has been decided on by the Community. However, in order to maintain favourable stock trends, the real volume of catches by all fleets should be reduced by 6% (including that of the Spanish fleet which is estimated to be double the volume officially allocated to it by the Community!). What figure should be used as a basis for negotiations?

(b) Quotas: the Spanish authorities consider the quota of 8,500 tonnes to be inadequate, and this is where the relative merits of market forces and access to resources will decide the issue.

2. 200% catches of related species

For the purpose of rational stock management (angler, megrim, etc.) it appears necessary to establish TACs and allocate quotas. It will be clear from the scientific data obtained whether or not exploitation of these species can be developed.

### 3. Biologically sensitive zones

Fishing volumes by Member States could be limited in certain zones such as the zone VIII 'nursery' in the Bay of Biscay and quotas could possibly be fixed if there is scientific evidence of a threat to the reproduction of a species.

### 4. Technical measures

- (a) the generalized use of 80 mm meshes adopted in 1981 is a good measure to reduce the catch of young fish. The French non-industrial trawlers fishing for Norway lobsters are excluded from this and are accused of destroying young fish stocks. This spring, trial measures were carried out on the basis of Scottish experiments involving separate trawling for Norway lobster and hake;
- (b) arrangements should be to regulate Longline fishing to make it compatible with trawling and to improve signalling techniques in order to increase safety at sea.
- (c) A licensing policy?

It would perhaps be useful to consider the possibility of ceasing to determine each Member State's fishing volume simply by allocating quotas, which are often disregarded, and of introducing licensing arrangements instead, that is to say, allowing each Member State to send a certain number of vessels into the fishing grounds. This licensing policy could replace the quota policy or could supplement it.

### (D) Maritime surveillance

This is essential for the European fisheries policy to succeed, particularly in prospect of enlargement. The technical means are available: aircraft, patrol boats and radar. Ireland and Denmark have received Community assistance for monitoring the waters of northern Europe. Similar surveillance should be carried out in the Irish Sea and Bay of Biscay. It is necessary for all fishermen to be confident that the law is the same for all. It is only then that we will obtain his confidence and that calm will be restored on the high seas. Only in this way can rational stock management be carried out.

### (E) Structural policy

316 Spanish vessels sailed in Community waters in 1983 compared with 123 licences. By means of a system of rotation each vessel sails for four months and some, but not all, are thereby able to achieve minimum profit margins. It will be necessary to negotiate structural assistance and integrated measures to help those regions of Spain which have been hit by the crisis and which depend entirely on fisheries.

The Commission could examine the possibility of granting such regions pre-accession aid so that the Community could assist in the reduction of the fleet and the restructuring of the regions. The Community's structural policy (ERDF, ESF, EAGGF-Guidance Section) could be applied during the transitional period. Lastly, when Spain becomes a full member of the Community, the integrated Mediterranean programmes should be extended to include Spain's Atlantic coast as the purpose of these programmes is to restore the balance between the regions of Southern and Northern Europe.

(F) Problems relating to the market

The Spanish market is the largest in the world after that of Japan. Today the Spanish have to purchase (from the Community and elsewhere) fish which they were previously able to catch for themselves. They import mainly noble species such as hake, which has aggravated their balance of trade deficit which commenced in 1978.

On one of her visits, your rapporteur saw lorries carrying imported goods into Spain while Spanish vessels were in port; the matter was not, however, made into an emotive issue in any of her repeated discussions with those concerned. The Community Member States also have a deficit balance of trade in these products. For years the French deficit has amounted to around FF 4,600 million (ca. 670 million ECU). In addition, when access to the seas was unrestricted, Community fishermen often felt that the Spanish were over-fishing in their waters and are now determined to defend their rights. It will also be necessary to achieve a better balance between the interest of the two parties and in the course of accession negotiations, the relative merits of market forces and access to resources will undoubtedly be discussed.

(G) Social aspects

There is considerable fear of the distortion of competition which would follow enlargement, as social insurance contributions are apparently lower in Spain. This is in fact a very complex question and social costs in the fishing industry have not been calculated either at Community level or by the majority of the Member States.

The special maritime social security scheme in Spain covers 248,000 workers and 1,500,000 beneficiaries. It is financed by the employers and the workers (on the basis of wages) with a state contribution provided for in the budget (10% of social contributions). The scheme is managed by the navy's social institute which was reorganized by the royal decree of 3 July 1981 and, as well as managing the social security scheme, also deals with vocational training. Retirement is at 60.

In the non-industrial fishing sector the social costs for a crew of 12 men are Ptas 14,850 a month. The rapporteur cannot draw up comparative tables for the various Member States because of lack of information.

Apart from social costs, which are hard to establish (contributions depend on the type of fishing, vessel, category, pay etc.), working conditions should also be harmonized: vocational training, recruitment conditions, working hours, safety, etc.

CONCLUSION

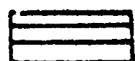
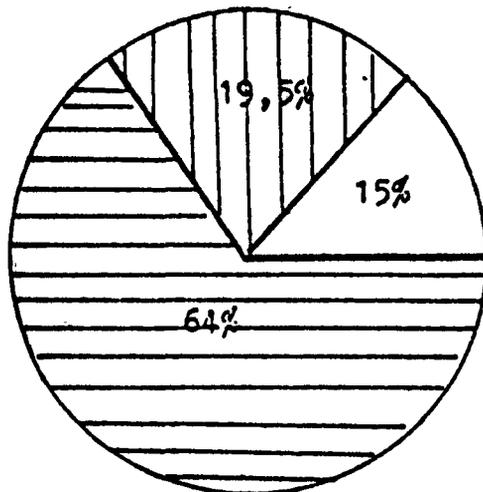
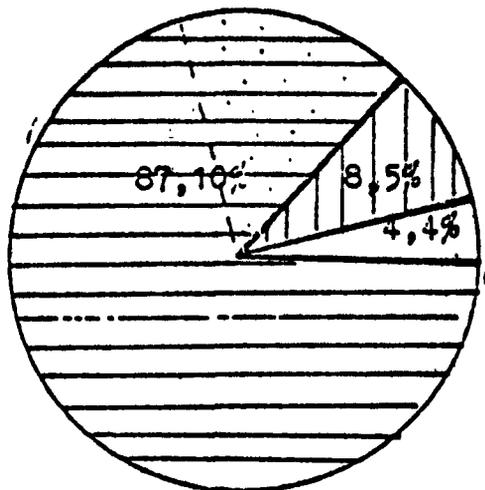
The objectives of this report were to provide information which was as objective and comprehensive as possible, to define the problems and to determine a number of general guidelines. The actual negotiations are the task of those directly responsible. The discussions will be very delicate since, on the one hand, the Spanish maintain that they are unable to carry out any further restructuring without forcing their fleet to end its activities and, on the other hand, the Community will be concerned with the state of resources and the Community patrimony.

Efforts should be made to achieve the best possible balance between sometimes contradictory interests in a period of economic crisis and unemployment which affects all the partners concerned.

FLEET

1978

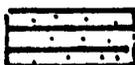
CREWS



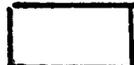
non-industrial fishing fleet



middle water fleet

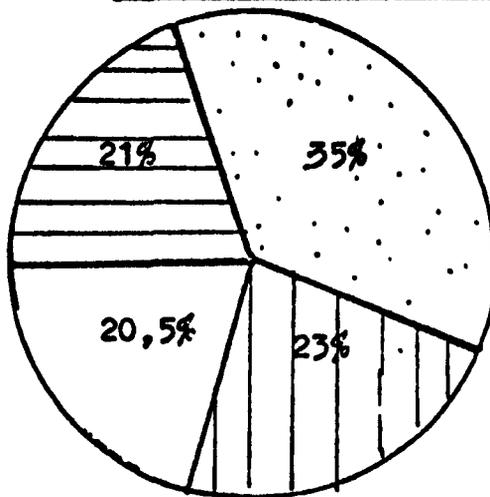


inshore fishing fleet

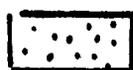


deep-sea fishing

AGE OF VESSELS (1980)



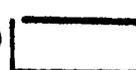
-10 YRS



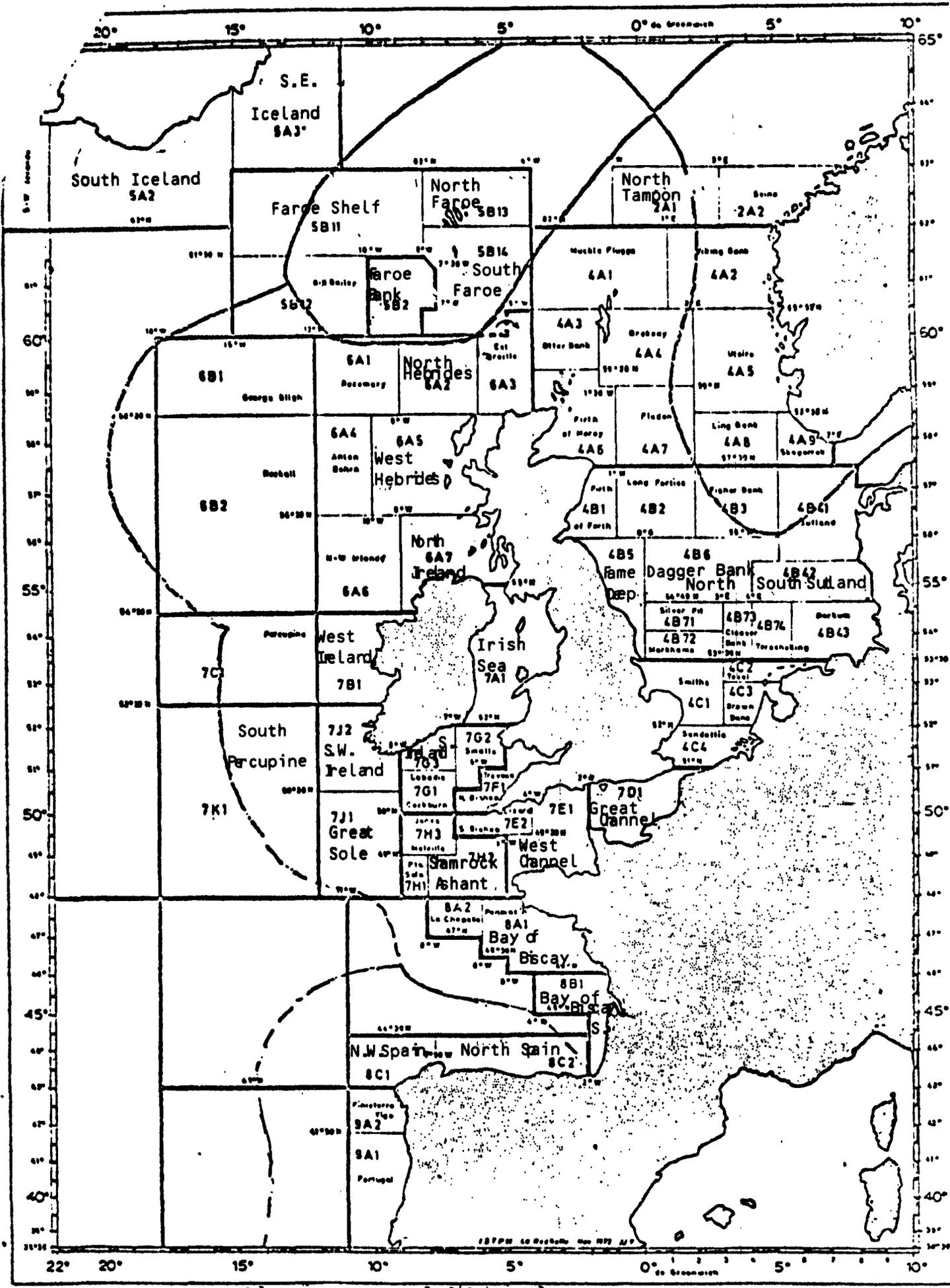
10 & 20



20 & 30

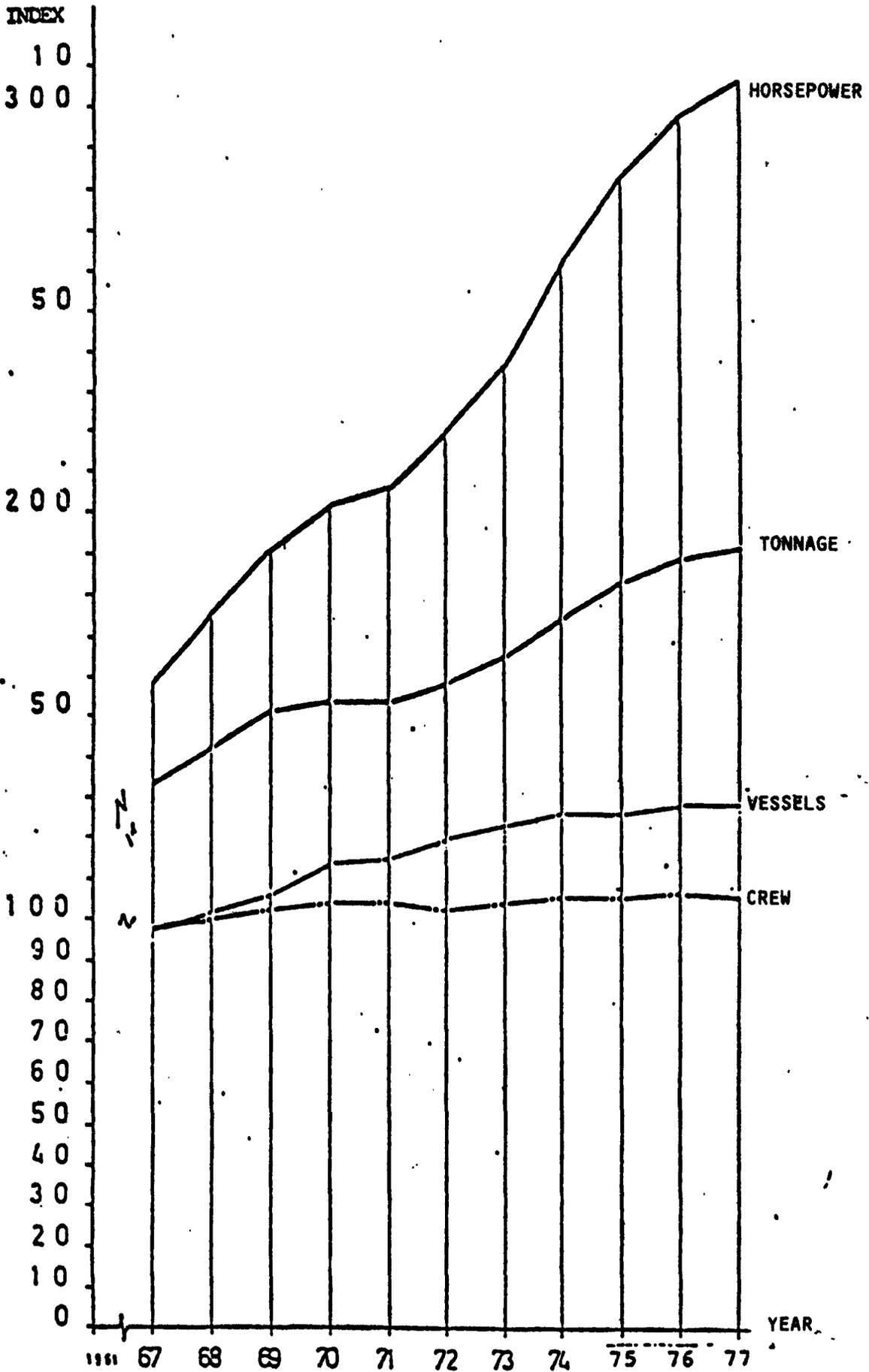


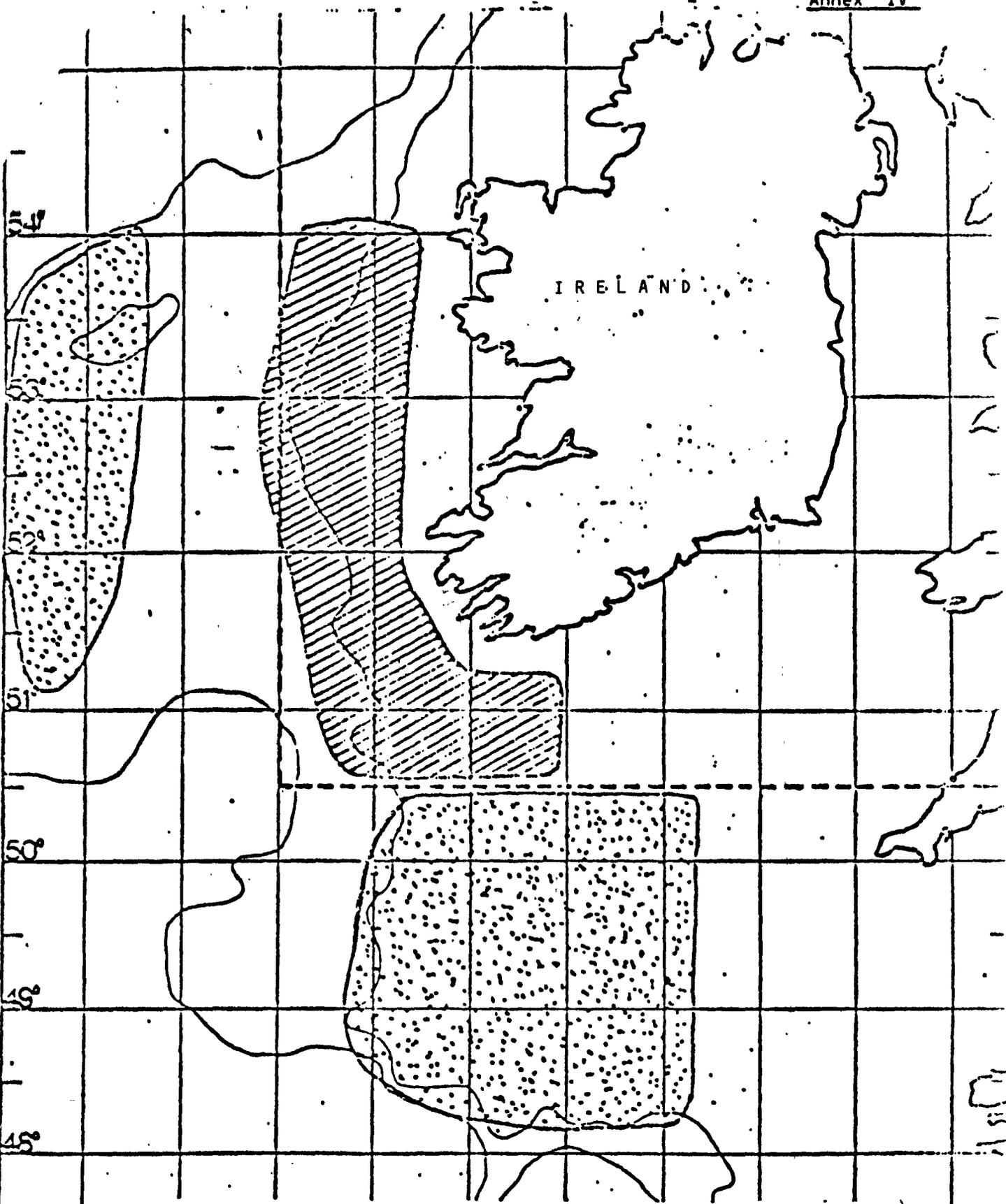
+ 30 YRS



APPROXIMATE LIMITS OF 200 MILE ZONES AND MEDIAN ZONES

TREND IN VESSEL NUMBERS TONNAGE AND HORSEPOWER TOGETHER WITH CREW NUMBERS IN THE FISHING FLEET (1961=100)



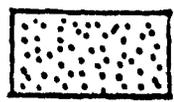


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LIMITS OF THE CLOSED AREA (50-140 MILES FROM THE COAST)



TRADITIONAL SEINE FISHING GROUNDS OF THE VIGO FLEET FOR MEGRIM AND ANGLER (CONTAINED ENTIRELY WITH THE CLOSED AREA)



PRESENT ALTERNATIVE SEINE FISHING GROUNDS LESS ABUNDANT IN FISH THAN THE TRADITIONAL SEINE FISHING GROUNDS

PE 85.446/Ann./fin

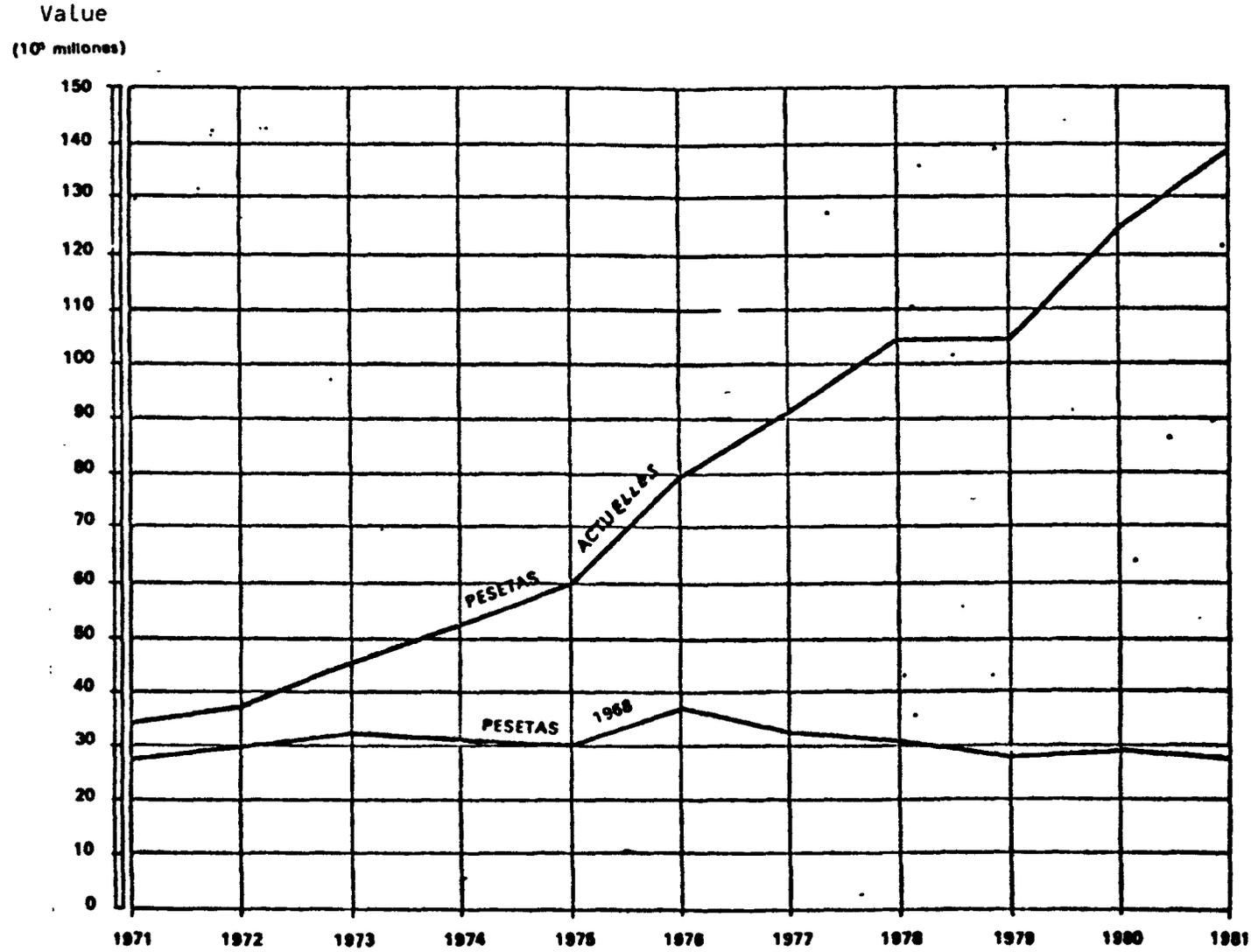
FOREIGN FISHING VESSELS OBSERVED IN THE FRENCH  
ECONOMIC ZONE IN 1982

MONTH	Number of vessels observed or monitored			Number of vessels fishing without a licence			
	Fishing	In transit	TOTAL	Number of vessels without licence	% of vessels fishing	Number of vessels re-routed	% of vessels without licence
JANUARY	46	4	50	32	70%	2	6%
FEBRUARY	71	260	331	17	23%	2	12%
MARCH	180	7	187	17	9,5%	6	35%
APRIL	396	23	419	33	18,5%	7	10%
MAY	284	11	295	39	13,7%	8	20,5%
JUNE	174	9	183	49	28%	3	7%
JULY	354	4	358	66	18%	3	5%
AUGUST	598	41	639	59	10%	5	9%
SEPTEMBER	276	6	282	15	6%	5	33%
OCTOBER	258	23	281	58	22,5%	1	2%
NOVEMBER							
DECEMBER							

	<u>Boardings</u>	<u>Arrests</u>	<u>Spanish boats</u>	<u>Prosecutions</u>
1980	401	38	34	32
1981	335	42	35	33
1982	350	36	32	20

Table: Surveillance operations in the sea areas VI and VII  
by the Irish Navy 1980-82

II. VALUE OF FISH LANDED FROM 1971



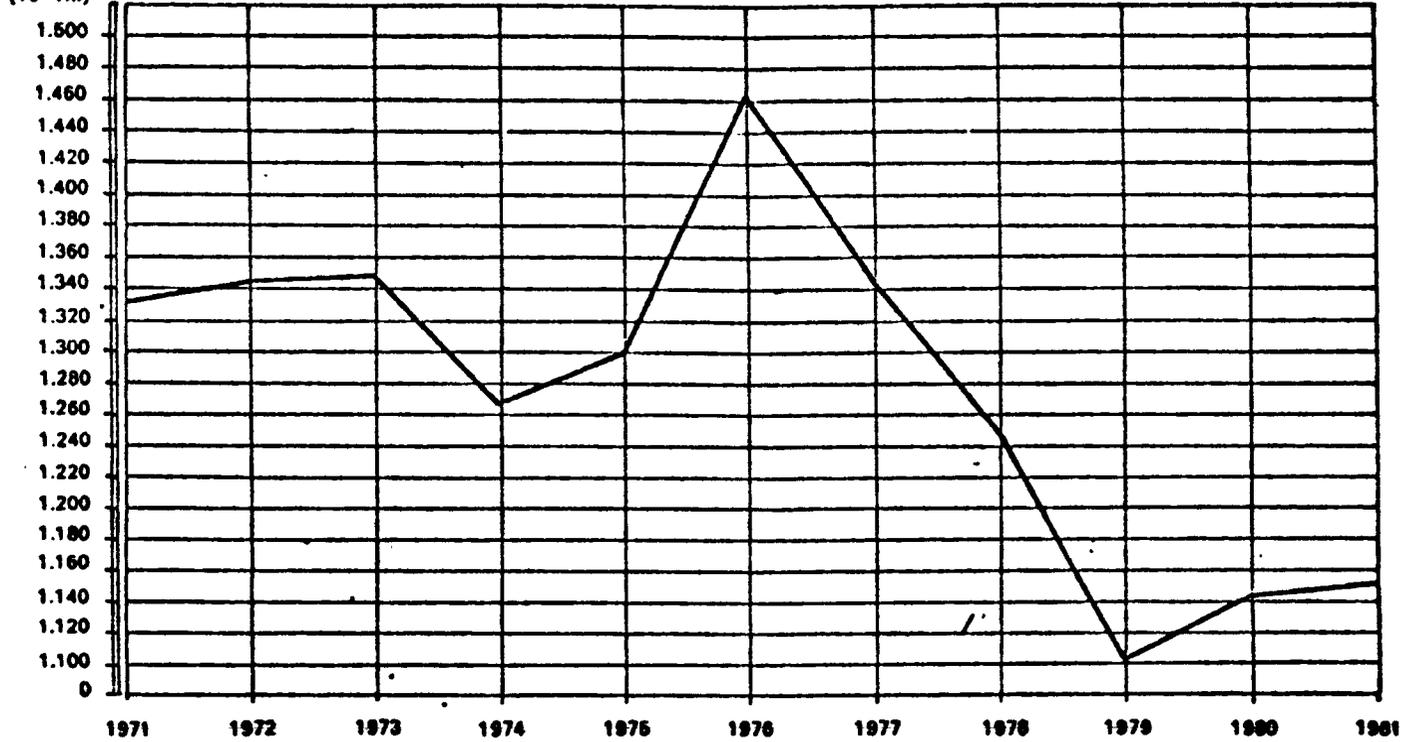
Spanish fishing activity

Source: Annual fisheries survey 1981 (Madrid)

I. WEIGHT OF FISH LANDED FROM 1971

Weight

(10<sup>3</sup> Tm)



Spanish fishing activity

Source: Annual fisheries survey 1981 (Madrid)

MOTION FOR A RESOLUTION (Doc. 1-459/82)

tabled by Mr BATTERSBY, Mr MAHER, Mrs PAUWELYN, Mrs PERY, Mr WOLTJER, Mrs DESOUCHES  
Mrs EWING and Mr d'ORMESSON

pursuant to Rule 47 of the Rules of Procedure

on the difficulties between Spain and the Community in the fisheries sector

The European Parliament,

- A - in view of the importance of fisheries for the Spanish economy,
  - B - recognizing the difficulties encountered by the Spanish fishing industry since the creation of the 200-mile Community fishing zone,
  - C - disturbed, however, at the behaviour of certain Spanish fishermen with regard to the agreements concluded with the Community,
  - D - pointing out that fisheries is one of the most difficult aspects of the negotiations on Spain's entry into the Community,
  - E - aware that Community waters cannot accommodate a greater number of Spanish boats than are at present in operation in view of the fisheries resources and the difficulties already encountered by Community fishermen,
1. Calls on the Commission to hold talks with the Spanish authorities and to take the necessary steps to ensure that the agreements concluded are respected;
  2. Calls on the Commission to examine the problem created by the reconversion of trawlers into long-liners and to propose suitable measures;
  3. Calls on the Commission to intensify negotiations in the fisheries sector so that these difficulties can be resolved before Spain becomes part of the Community;
  4. Considers it necessary to help the Spanish to seek out new fishing grounds and facilitate the conclusion of agreements with third countries.

