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Delegations will find attached Commission document COM (2005) 647 final.

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COMMISSION OF THE EUROPEAN COMMUNITIES



Brussels, 8.12.2005 COM (2005) 647 final

COMMUNICATION FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT

2006-08 ACTION PLAN FOR SIMPLIFYING AND IMPROVING THE COMMON FISHERIES POLICY

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1. INTRODUCTION

Some years ago the European Union embarked on an ambitious strategy for improving the legislative environment to make it more effective, efficient and transparent both in the interests of members of the public and to strengthen competitiveness, growth and sustainable development, contributing to the Lisbon targets.

To achieve this, in June 2002 the Commission put forward an action plan for simplifying and improving the regulatory environment¹, in February 2003 a major programme for updating and simplifying Community legislation², in March 2005 a communication on Better regulation for growth and jobs in the European Union³ and finally in October 2005 a communication on Implementing the Lisbon programme: A strategy for the simplification of the regulatory environment⁴.

In view of this latter communication, and in particular of the rolling programme on simplification⁵, the Commission is setting out in this communication the simplification measures it plans to implement **in the fisheries sector** in the period 2006 to 2008 and calls on the Member States, the European Parliament and the parties concerned to make their contributions.

2. SIMPLIFYING AND IMPROVING THE COMMON FISHERIES POLICY

On the basis of discussions held at the Commission's initiative on simplifying and improving the CFP⁶, the Council reached Conclusions⁷ calling on the Commission to continue its work and to present a multiannual action plan.

Last July the Commission invited the Member States and the various parties concerned to establish priorities for simplifying the regulatory environment of the CFP and at the same time spell out, on a case-by-case basis, who should do what.

In order to simplify and improve the CFP, in the light of all earlier initiatives and of the consultations with the parties concerned, the Commission is:

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Commission Communication on an Action plan for Simplifying and improving the regulatory environment - COM(2002) 278 final, June 2002.

² Communication on Updating and simplifying Community legislation COM (2003) February 2003.

Commission Communication to the Council and the European Parliament - Better Regulation for Growth and Jobs in the European Union COM(2005) 97, March 2005

Communication from the Commission on Implementing the Community Lisbon programme: A strategy for the simplification of the regulatory environment COM (2005) 535, October 2005.

See Annex 2 to the above Communication.

Commission Communication to the Council and the European Parliament on Perspectives for simplifying and improving the regulatory environment of the CFP (COM(2004) 820, 15.12.2004) and Commission staff working document on an Analysis of the possibilities of simplification and improvement of the regulatory environment of the CFP and of its implementation, (SEC(2004) 1596, 15.12.2004).

Council Conclusions on the Commission communication 'Perspectives for simplifying and improving the regulatory environment of the CFP' - 8077/05 of 22 April 2005.

- proposing a methodology attuned to the characteristic features of the common fisheries policy (Point 3);
- indicating the initiatives that should, as a matter of priority, be simplified and improved by spelling out, on a case-by-case basis, the simplifying measures to be taken (Point 4 and Annex).

3. A METHODOLOGY FOR SIMPLIFYING AND IMPROVING THE CFP

In order to launch the process of legislative and administrative simplification of the CFP and ensure its satisfactory operation, the Commission proposes drawing up a multiannual action plan (point 3.1) which must make it possible for simplifying efforts to be concentrated (point 3.2).

3.1. A multiannual programme in agreement with the stakeholders

In the light of the contributions from stakeholders consulted since July 2005, the Commission is proposing that simplification of the CFP be considered on the basis of an action plan covering the period 2006-08.

This plan will specify for each of the areas to be simplified the measures that are to be taken, the actors who will be involved and when the measures are to be started.

To ensure the participation of all the relevant parties in this multiannual programme for simplifying the CFP, the Member States, the European Parliament and the fishing industry are called upon make observations in compliance with the existing procedures.

The Commission will keep all the parties concerned, the European Parliament, the Member States and the industry informed about the progress of the action plan.

3.2. Concentrating efforts on simplifying the CFP

The simplification of the CFP must benefit firstly **fishermen** and the **public administrations with responsibility for fisheries**, both in the Member States and at Community level.

The areas that are to be simplified comprise three categories of legislation:

- instruments whose review has already been started and for which certain simplifying principles have been implemented. These consist mainly of legislative initiatives concerning the fisheries sector as set out in the October 2005 communication on the simplification programme;
- new legislation to be drawn up in the coming years for which the objectives set regarding simplification will be systematically observed;
- certain legislative instruments now in force which must however be simplified as a matter of priority, i.e. those on which the Commission considers simplifying

efforts need to be concentrated as quickly as possible. These instruments are included in point 4.

4. SIMPLIFICATION INITIATIVES TO BE UNDERTAKEN IN 2006-08

In the period 2006-08, the Commission considers that the simplification of the CFP must cover, as a matter of priority, certain regulatory provisions concerning the measures for the management and control of fishing activities.

To that end and on a case-by-case basis, the Commission considers it essential, with due regard for the principle of proportionality, to:

- revise the body of Community law (acquis), on the basis of the methodology contained in the communication of October 2005;
- promote clearer legislative texts and access to information by developing instruments tailored to the needs of fishermen and the administrators concerned;
- reduce the workload and restrictions on fishermen and on all the administrations concerned, including the costs imposed by legislation ⁸.

4.1. Conservation policy

With regard to the policy for conserving fish stocks, after consulting the Member States and the industry in accordance with the principles set out above, the Commission proposes that priority be given to simplifying legislation concerning:

- the management and conservation of certain fish stocks and groups of fish stocks, applicable in Community waters and, in the case of Community vessels, in waters subject to catch limitations (see Sheet 1: TACs/Quotas, fishing effort);
- measures for the conservation of fish stocks through technical measures for the protection of juveniles of marine organisms (see Sheet 2: Technical measures for the protection of juveniles of marine organisms);
- the collection and management of data needed for implementing the common fisheries policy (see Sheet 3: Collection and management of data for the CFP).

4.2. The monitoring of fishing activities

With regard to monitoring, following wide-ranging consultations with the stakeholders, the Commission will present a series of proposals for revising the existing provisions in particular through increased use of computerisation and automation of certain procedures in order to reduce reporting obligations significantly. To achieve this and in particular to lighten the workload of fishermen and the fisheries administrations, the Commission considers that the simplification of control measures should concentrate on four areas in order to:

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See Communication from the Commission on an EU common methodology for assessing administrative costs imposed by legislation, COM(2005) 518, October 2005

- adjust all the legal provisions concerning the monitoring of fishing activities (see Sheet 4: Monitoring – Body of legislation);
- computerise, where possible, and develop appropriate systems for improving the application of measures for the management and conservation of fish stocks (see Sheet 5: Monitoring Computerisation);
- reduce the reporting obligations both of fishermen and of the administrations concerned (see Sheet 6: Monitoring Reporting obligations);
- improve the management of fishing authorisations (see Sheet 7: Authorisations to fish outside Community waters).

With regard to legislation on fishing and the regulatory environment, in the period 2006–08, in accordance with its strategy for better lawmaking, the Commission is proposing an action plan to simplify and improve the CFP.

This plan will cover as a matter of priority the policy for the conservation of fish stocks and the monitoring of fishing activities. The simplifying measures being proposed are described in detail in the attached document, according to the programming plan and in the terms set out in the summary sheets.

MEASURES PROPOSED FOR SIMPLIFYING AND IMPROVING THE CFP IN 2006-08

SUMMARY SHEETS (7)

SHEET 1: TACs/Quotas, fishing effort

SHEET 2: Technical measures for the protection of juveniles of marine organisms

SHEET 3: Collection and management of data for the CFP

SHEET 4: Monitoring – Body of legislation

SHEET 5: Monitoring – Computerisation

SHEET 6: Monitoring – Reporting obligations

SHEET 7: Monitoring - Authorisation to fish outside Community waters

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For each of the measures covered in the various sheets the following are shown:

- in the first column: the measures to be taken to simplify the existing regulatory framework and the administrative environment concerned;
- in the second column: for each measure, the programming envisaged with details of the different actors involved in that measure;
- below each table: a list of the instruments to be simplified together with reference documents necessary for considering simplification.

Abbreviations:

MS: Member State

RAC: Regional Advisory Council

ACFA: Advisory Committee on Fisheries and Aquaculture

SHEET 1:

TACs/QUOTAs, FISHING EFFORT

Simplifying measures	Programming
Reform of existing instruments (see 'Legislation to be simplified' below), mainly to: 1) alter the structure of the provisions laying down conditions for the exploitation of fishery resources subject to catch limitations, in particular by separate treatment of catch limitations, technical measures, measures for the management of fishing effort and control measures; 2) target the decisions at uniform groups taking into account the scientific environment when drawing up institutional and administrative opinions, in particular by separating measures aimed at Baltic fish stocks, or by separating provisions concerning the results of negotiations within the regional fisheries organisations (for example NAFO); 3) develop multiannual approaches, notably by drawing up multiannual management plans such as those that exist (cod, Northern and Southern hake) and in particular for the sole fisheries in the Bay of Biscay and the Western Channel, Baltic cod and sole and plaice in the North Sea.	► 2006–07, by the Commission, the Member States and the industry (RAC and ACFA)
This reform will require in particular: 1) increased prior and early consultations ('frontloading'); 2) the improvement of drafting, in particular by making certain provisions clearer, but also by improving consistency with provisions under other regulatory frameworks; 3) the gradual elimination of reporting obligations that are unnecessary or of limited value, notably as part of simplifying initiatives such as the ones proposed under 'Monitoring - Reduction of reporting obligations' (see Sheet 6); 4) improving the consistency of administrative obligations and restrictions on fishermen affected by TACs/Quotas;	
5) improving the coordination of control provisions, including through use of the new information technologies (IT) such as the Vessel Monitoring System (VMS) and other initiatives envisaged as part of the simplifying initiatives proposed in the context of 'Monitoring – Computerisation'. (see Sheet 5)	

Legislation to be simplified:

Instruments adopted by the Council: Annual Council Regulation fixing for (the coming year) the fishing opportunities and associated conditions for certain fish stocks and groups of fish stocks, applicable in Community waters and, for Community vessels, in waters where catch limitations are imposed (e.g. Council Regulation (EC) No 27/2005, for 2005), as amended. Council Regulation (EC) No 847/96 introducing additional conditions for year-to-year management of TACs and quotas. Council Regulation (EC) No 2270/2004 fixing for 2005 and 2006 the fishing opportunities for Community fishing vessels for certain deep-sea fish stocks.

<u>Instruments adopted by the Commission</u>: Commission Regulation (EC) No 776/2005 adapting certain fish quotas for 2005 pursuant to Council Regulation (EC) No 847/96 introducing additional conditions for year-to-year management of TACs and quotas.

Reference documents:

Communications from the Commission: (Draft) Communication from the Commission to the Council and the European Parliament on the implementation of the Conclusions of the Johannesburg Summit on sustainable development (planned for the first half of 2006).

Non Paper: Changes in the structure and programming of the rules relating to TACs and quotas.

TECHNICAL MEASURES FOR THE PROTECTION OF JUVENILES OF MARINE ORGANISMS

Simplifying measures **Programming** Reform of existing legislation by gradually grouping together technical measures by fishery (see 'Legislation to be simplified and other ▶2006 consultation reference documents' below) mainly by: phase. bv the Commission, adjusting the structure of the legal rules relating to technical measures, 1) the in particular by separating general guiding principles from the purely technical Member States and the aspects to produce a succinct Council regulation and Commission regulations industry (RAC and which are more detailed and easier to update. This recasting of the existing rules ACFA) will mean that the basic rules are more stable and at the same time reduce the response time for tackling difficulties identified; ▶2007 proposal phase: adoption by the developing targeted approaches by region, or fisheries, according to scales to be adopted on a case-by-case basis, to take account of special Commission, the characteristics and provided the proposed measures are fair; Member States providing for the possibility of authorising Member States to adopt certain technical measures to be applied locally, in compliance with CFP rules as defined by the Community legislator, notably by imposing obligations to achieve results (e.g. by making it possible for the Member States concerned to authorise the use of gear whose selectivity enables the goals set by the Community legislator to be achieved fairly). This reform will require in particular: 1) increased prior consultations with the industry; 2) the use of assessments, principally to ensure monitoring of the effectiveness and implementation of the measures through indicators of the performance of technical measures (for example. in selectivity/reduction of discards): clarification of certain existing provisions (for example, on mesh sizes, catch rates, etc.), while ensuring greater consistency between the measures by harmonising them with other provisions; the production of leaflets and information documents for fishermen, including in electronic format, containing the measures in accordance with which fishing activities may be carried out. The Regional Advisory Councils could be involved in drawing up and disseminating this information; greater consistency between administrative obligations and restrictions, in particular regarding monitoring; the use of information technology for data input and management; 6)

Legislation to be simplified:

administrations (see Sheet 6).

7)

o **Instruments adopted by the Council**: **Council Regulation (EC) No 850/98** for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms, as amended, <u>amended</u> by **Council Regulation (EC) No 602/2004** amending Regulation (EC) No 850/98 as regards the protection of deepwater coral reefs aggainst the effects of trawling in an area north west

the reduction of reporting obligations for fishermen and national

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of Scotland, Council Regulation (EC) No 2723/1999 amending Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms, Council Regulation (EC) No 1459/1999 amending Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms, Council Regulation (EC) No 308/1999 amending Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms, Council Regulation (EC) No 973/2001 laying down technical measures for the conservation of certain stocks of highly migratory species, Council Regulation (EC) No 724/2001 amending Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms, Council Regulation (EC) No 1298/2000 amending for the fifth time Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms and Council Regulation (EC) No 812/2000 amending Regulation (EC) No 1626/94 laying down certain technical measures for the conservation of fishery resources in the Mediterranean and Regulation (EC) No 850/98 for the conservation of fishery resources through technical measures for the protection of juveniles of marine organisms.

Council Regulation (EC) No 1434/98 specifying conditions under which herring may be landed for industrial purposes other than direct human consumption. Council Regulation (EC) No 2549/2000 establishing additional technical measures for the recovery of the stock of cod in the Irish Sea (ICES Division VIIa) Council Regulation (EC) No 973/2001 laying down certain technical measures for the conservation of certain stocks of highly migratory species. Council Regulation (EC) No 1185/2003 on the removal of fins of sharks on board vessels. Council Regulation (EC) No 423/2004 establishing measures for the recovery of cod stocks, as amended (Corrigendum to Council Regulation (EC) No 811/2004 establishing measures for the recovery of the northern hake stock and Corrigendum to Council Regulation (EC) No 812/2004 laying down measures concerning incidental catches of cetaceans in fisheries and amending Regulation (EC) No 88/98).

o <u>Instruments adopted by the Commission</u>: Commission Regulation (EC) No 2056/2001 establishing additional technical measures for the recovery of the stocks of cod in the North Sea and to the west of Scotland, Commission Regulation (EC) No 494/2002 establishing additional technical measures for the recovery of the stock of hake in ICES sub-areas III, IV, V, VI and VII and ICES divisions VIII a, b, d and e.

Reference documents:

• **Non Paper**: Commission staff Non paper on Technical measures in the North Sea and the Atlantic.

SHEET 3:

COLLECTION AND MANAGEMENT OF DATA FOR THE CFP

Simplifying measures	Programming
The current legal framework will be reduced from 4 to 3 legal texts (see 'Legislation to be simplified' below), mainly in order to: 1) adjust the current legal structure by laying down the basic rules and general approach for each Council regulation, which will give greater stability to the regulatory framework. The technical and administrative aspects will be covered by a Commission implementing regulation and will basically concern the technical requirements for the collection of data. These adjustments will make possible in particular a response to the new requirements so that better account will be taken of interactions between fishing and the environment, resulting in the collection of data by fleet, the development of ecosystem approaches, the introduction of measures for managing eels, etc.; 2) include the financing of the collection of data in the Council regulation on Community financing for the implementation of the CFP and in the area of the Law of the Sea. ▶ For this review of the current legal framework it is planned: 1) to propose a multiannual programme for reducing the administrative workload of Member States while maintaining their technical and financial reporting obligation. 2) to increase the use of information technology.	► 2006–07, by the Commission and the Member States

Legislation to be simplified and other reference documents:

Instruments adopted by the Council: Council Regulation (EC) No 1543/2000 establishing a Community framework for the collection and management of the data needed to conduct the common fisheries policy. COM(2005) 117, Proposal for a Council Regulation establishing Community financial measures for the implementation of the Common Fisheries Policy and in the area of the Law of the Sea (SEC(2005) 426).

o Instruments adopted by the Commission: Commission Regulation (EC) No 1639/2001 establishing the minimum and extended Community programmes for the collection of data in the fisheries sector and laying down detailed rules for the application of Council Regulation (EC) No 1543/2000. Commission Regulation (EC) No 1581/2004 amending Regulation (EC) No 1639/2001 establishing the minimum and extended Community programmes for the collection of data in the fisheries sector and laying down detailed rules for the application of Council Regulation (EC) No 1543/2000.

o **Non Paper**: Review of the rules on the collection of data

MONITORING – BODY OF LEGISLATION

Simplifying measures	Programming
► Reform of the current body of legislation on monitoring (see 'Legislation to be simplified' below), in particular to: 1) revise Council Regulation (EC) No 2847/93 as amended seven times, which will berepealed and replaced by the general provisions contained already in Regulation (EC) No 2371/2003 (Chapter V), adopt several Commission regulations on implementing measures by topic and/or subject (see 'Legislation to be simplified' below);	►2007–08, by the Commission, the Member States and sector (RAC and ACFA)
2) revise Commission regulations, in particular the arrangements regarding tolerances, conversion rates, the use of live weight, periods for the transmission of various documents, especially sales notes, access to fishing vessels for inspectors and the rules relating to the transport and inspection of landings of third country vessels.	►2007–08, by the Commission, the Member States and sector (RAC and ACFA)
This reform will require in particular:	
1) the preparation of simple explanatory booklets for which the Commission will endeavour to assist the Regional Advisory Councils to play a supervisory role in this connection;	►2006, by the Commission
2) prior evaluations of administrative procedures developed by the Member States regarding monitoring, surveillance and inspection;	Commission
3) the drawing up of Commission recommendations and/or codes of practice, mainly to facilitate uniformity in the practice of monitoring between Member States;	► Commission and Council
4) increased use of dataprocessing, IT and automation (see Sheet 5);	
5) greater consistency of international and Community obligations and also between the various rules of the CFP.	►2007 by the Commission, Member States and the RAC

Legislation to be simplified:

o Instruments adopted by the Council: Council Regulation (EC) No 2371/2002 on the conservation and sustainable exploitation of fisheries resources under the Common Fisheries Policy (Chapter V). Council Regulation (EC) No 2847/93 as amended seven times; Council Regulation (EC) No 2870/95; Council Decision 95/528/EC; Council Regulation (EC) No 2489/96; Council Regulation (EC) No 686/97, Council Regulation (EC) No 2205/97; Council Regulation (EC) No 2635/97; Council Regulation (EC) No 2846/98 and Council Regulation (EC) No 806/2003).

o Instruments adopted by the Commission Commission Regulation (EC) No 356/2005 laying down detailed rules for the marking and identification of passive fishing gear and beam trawls. Commission Decision of 7 October 2004 on a financial contribution from the Community towards the purchase and fitting on board fishing vessels of electronic localisation devices in 2004 (see also earlier decisions on a financial contribution from the Community). Commission Regulation (EC) No 2244/2003 laying down detailed provisions regarding satellite-based Vessel Monitoring Systems.

${\bf MONITORING-COMPUTERISATION}$

Simplifying measures	Programming
► Review of all relevant provisons, notably:	▶2006–07
1) by Council decision on a proposal from the Commission on electronic recording and reporting of fishing activities and on means of remote sensing. COM(2004) 724 final;	► Early 2006, by the Council
2) by drawing up implementing regulations to accompany the Council regulation referred to above, which must systematically offer facilities to fishermen who have chosen the electronic transmission of the monitoring data that concern them subject only to the effectiveness of the monitoring. They must also facilitate data exchanges between Member States, and between the Member States and the Commission;	►2006, by the Commission
3) by reforming the arrangements for the management of fishing agreements with third countries, which must make possible the electronic management of the relevant fishing licences and of catch and effort data associated with those activities. (Council Regulation + implementing regulation(s)).	► 2006 by the Commission and the Member States
This reform will require in particular:	
1) prior consultations with stakeholders, in particular in the competent national administrations and the industry.	2006 Commission, Member States and the industry
2) the improvement and extension of 'FAP' (Fishing authorisations and permits) and 'FEONT' (Fishing effort on the net for Western Waters) IT applications.	2006 Commission and national administrations

Legislation to be simplified:

o **Instruments adopted by the Council: Proposal for a Council Regulation** on electronic recording and reporting of fishing activities and on means of remote sensing (COM(2004) 724 final).

REPORTING OBLIGATIONS

Simplifying measures	Programming
► Review of the entire body of CFP law to remove provisions introducing reporting obligations of little or no value to the satisfactory implementation of the CFP, and as a matter of priority:	► 2006–07, for reporting obligations linked to monitoring
1) regulations introducing obligations to report every three years (Article 27(4) of Regulation (EC) No 2371/2002);	
2) the reporting of serious breaches (Regulation (EC) No 1447/1999 and Regulation (EC) No 2740/1999);	
3) the Compliance Score Board (COM(2003) 344) and regulations on TACs and quotas and technical measures.	
► The reduction of reporting obligations will be considered by:	► 2006 to 2008, to cover all other reporting obligations, by the
1) consulting the administrations concerned and the industry;	Commission, the
2) redefining the information to be sent to the Commission by the Member States, in particular by examining the capacity of the Commission to use the reports requested and to ensure that the results are returned to the Member States and/or the industry;	Member States and the industry
3) altering the frequency of transmission of reports by the Member States to the Commission.	
4) the use of computerisation and automation.	

Legislation to be simplified:

- o **Instruments adopted by the Council**: Council Regulation (EC) No 2371/2002, in particular Article 27(4) concerning the obligation to report every three years For the instruments relating to TACs and quotas and technical measures, see the relevant sheets. Council Regulation (EC) No 1447/1999 establishing a list of types of behaviour which seriously infringe the rules of the common fisheries policy.
- o **Instruments adopted by the Commission:** Commission Regulation (EC) No 2740/1999 laying down detailed rules for the application of Council Regulation (EC) No 1447/1999 establishing a list of types of behaviour which seriously infringe the rules of the common fisheries policy. For the instruments relating to TACs and quotas and technical measures, see the relevant sheets.

Reference documents

• Communications from the Commission: COM(2003) 207 'Reporting serious breaches' and COM(2003) 344 of 11 June 2003, 'Compliance Scoard Board'.

SHEET 7:

AUTHORISATION TO FISH OUTSIDE COMMUNITY WATERS

Simplifying measures	Programming
► Reform of the arrangements for the management of fishing agreements with third countries. (see 'Legislation to be simplified and other reference documents' below), in particular to:	►2006–07, by the Commission, the Member States and the industry (RAC and ACFA)
1) adjust the current legal structure to earmark for evaluation by the Council the basic principles (distribution key, suspension mechanisms, etc.) and the procedure for examining applications for authorisation to fish. The technical and administrative aspects (documentation to be provided, format, deadlines, etc.) will be covered in a Commission regulation.	►2006, by the Commission, Member States and the industry (RAC and ACFA)
This reform will require in particular:	
 the preparation of a handbook for the administrators concerned. the computerised management of fishing authorisations and catch and effort data associated with those activities (see Sheet 5). 	► 2007, by the Commission in agreement with the national administrations and the industry Computerised management in the half year following the adoption of the arrangements

Legislation to be simplified:

o <u>Instruments adopted by the Council:</u> Council Regulation (EC) No 3317/94 laying down general provisions concerning the authorisation of fishing in the waters of a third country under a fisheries agreement as **amended on a proposal by the Commission** (COM(2005) 238 final of 6 June 2005.