

EUROPEAN PARLIAMENT

Working Documents

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Report

drawn up on behalf of the Committee on Agriculture

on Greenlandic fisheries

Rapporteur: Mr Robert BATTERSBY

At its sitting of 15 November 1982, the European Parliament referred the motion for a resolution tabled by Mr Provan and others on 26 October 1982 (Doc. 1-772/82) pursuant to Rule 47 of the Rules of Procedure to the Committee on Agriculture as the committee responsible.

At its meeting of 18 January 1983, the Committee on Agriculture decided to draw up a report and appointed Mr Battersby rapporteur.

The committee considered the draft report at its meeting of 1 February 1984 and at the same meeting it adopted the motion for a resolution as a whole by 22 votes to 1 with 2 abstentions.

The following took part in the vote: Mr Curry, chairman; Mr Früh and Mr Colleselli, vice-chairmen; Mr Battersby, rapporteur; Mr Abens (deputizing for Mr Eyraud), Mrs Castle, Mr Dalsass, Mr Gatto, Mr Gautier, Mr Goerens (deputising for Mr Maher), Mr Helms, Mr Kaloyannis, Mr Kirk, Mr Maffre-Baugé, Mr Mertens, Mr Newton Dunn (deputizing for Mr Hord), Mr d'Ormesson, Mr Papapietro, Mr Provan, Ms Quin, Mr Simmonds, Mr Stella (deputizing for Mr Ligios), Mr Sutra, Mr Thureau and Mr Wettig.

The present report was tabled on 6 February 1984.

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A.

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 Greenlandic fisheries

The European Parliament,

- having regard to the motion for a resolution tabled by Mr Provan and others (Doc. 1-772/82),
- having regard to the report by the Committee on Agriculture (Doc.1-1394/83),
- A. having regard to the Communication from the Commission to the Council on the status of Greenland (COM(83) 593 final),
- B. having regard to its Resolution of 7 June 1983¹ and the report by the Legal Affairs Committee (Doc. 1-264/83),
- C. whereas the maintenance of friendly and mutually advantageous relations between Greenland and the Community are of vital importance to both parties,
- D. whereas in all matters relating to Greenland, it must be recognised that the fish catching and processing industries form by far the most important sector of the Greenlandic economy employing 25% of the labour force and producing 40% of the GNP and will remain so for the foreseeable future,
- E. whereas it has been and continues to be in the interests of both Greenland and the Community to develop the Greenlandic fisheries sector,
- F. whereas in recognising the importance of this sector, and in its endeavours to facilitate the economic integration of Greenland as one of the least favoured regions into the Community, the Community has already made a considerable contribution to the development of the Greenlandic fisheries sector since 1973,
- G. whereas it is essential that aid to the Greenlandic fishing industry be continued,
- H. whereas the distant water sector of the Community fishing fleet has fished for many decades in Greenland waters and continues to do so and whereas continued access under satisfactory economic conditions to Greenlandic waters is of considerable economic and social importance to the Community distant water fleet and processing industry,

¹ OJ C184 of 11.7.83, p. 25

- I. whereas the bulk of Greenlandic fisheries production is currently exported to other States of the Community free of common customs tariff duties, and benefits under the rules and mechanisms of the common organisation of markets,
- J. whereas it is in the interests of Greenland that the import into the Community of Greenlandic fish and fish products should continue without quantitative restrictions or customs duties, or charges having equivalent effect,
- K. whereas, however, it is in the interests of the Community to ensure that the entry of imports of Greenlandic fish into the Community does not occur at price levels which would lead to market distortion endangering the livelihoods of both Community and Greenlandic fishermen,
- L. whereas it is in the interests of the Community and Greenland to achieve mutually satisfactory accommodation in the fields of access, quotas and fishing conditions,
- M. whereas it is essential for the good management of the fishery to establish annual TACs on the basis of scientific evidence given by ICES and NAFO, these TACs to be set in consultation with Greenland and the Community,
- N. whereas it is essential for the good management of the fishery to establish annual quotas within the defined annual TACs which take into account the requirements of the Greenland fishing industry and traditional fishing interests in Greenlandic waters, including those of the Community, and those of third countries with whom the Community currently has agreements giving access to Community waters,
- O. whereas it is essential to protect vital Greenlandic interests and the Greenlandic catch level,
- P. whereas historical practice has shown that strict surveillance is necessary in Greenlandic waters to ensure stock conservation,
- Q. whereas historical practice has shown that certain base lines are impracticable,
- R. whereas scientific marine and other research is essential for the development of the Greenlandic fishery.
- S. whereas appropriate conservation measures for North Atlantic salmon must be maintained for Greenlandic waters,
- T. whereas to ensure good management of the Greenlandic fishery, a Joint Management Committee should be established,

1. Calls on the Commission, in the event of Greenland being granted OCT status, to implement the following provisions:
 - I. Conclude a fisheries agreement satisfactory to both Greenland and the Community on all matters relating to fisheries, which should be permanent and binding in character, and which should be concluded parallel with the ratification and entry into force of the amendment to the Treaties granting OCT status to Greenland, it being essential that this agreement have an initial minimum term of 10 years with a mutual commitment to renewal;
 - II. Ensure, under the fisheries agreement, that the import of Greenland fish and fish products shall be without quantitative restrictions or customs duties, providing Community interests in the fields of access, quotas and fishing conditions are satisfactorily accommodated;
 - III. Specify in the new agreement that the mutual services and concessions are to be based on the quid pro quo principle; i.e. they must be fundamentally balanced and should determine each other;
 - IV. Ensure moreover, that mechanisms are established to prevent market distortion;
 - V. Ensure under the agreement that Community vessels shall continue to fish under satisfactory economic conditions in Greenlandic waters under non-discriminatory TAC, quota, technical and other conditions;
 - VI. Ensure that the terms of the agreement assist Greenland materially to develop its fish and fish processing industries; and that the Community is allocated its due proportionate share of any increased stocks; further, that any quotas not fully utilised in Greenlandic waters by either party should be offered in good time to the other;
 - VII. Ensure that the terms of the agreement ensure that fishing activities by all vessels in Greenlandic waters are effectively policed;
 - VIII. Establish, on the basis of joint consultation, a joint committee to develop a long-term fishing plan for Greenlandic waters, TACs, and conservation measures and to ensure co-operation in the management and long-term development of the Greenland fishery;

- IX. Establish mechanisms for the transfer to Greenland of fisheries know-how, training facilities for Greenlandic fishermen, and the establishment of marine research facilities;
- X. Provide assistance in processing technology, marketing, in the establishment of shore facilities, and in the establishment of Greenland/EEC joint ventures, whilst ensuring that EEC Member States all operate under the same conditions and have priority over those countries which currently have no fishing rights in Greenlandic waters;
- XI. Ensure that the Parliament is fully consulted at all stages of the fisheries and other negotiations with Greenland, and that the Commission's proposal is presented to Parliament for its opinion in good time before the proposed date of signature to ensure that the proposed agreement is fully examined by all relevant committees to enable a considered opinion to be prepared;
2. Instructs its President to forward this resolution to the Council and Commission.

EXPLANATORY STATEMENTIntroduction

In 1972, before Greenland acquired self-government, the Greenlandic people voted by a 2 to 1 majority in the referendum on EEC membership against joining the Community. This referendum had no legal validity since Greenland was technically a Danish colony, but after self-government was acquired in 1979, the effect of a similar although less clear vote was legally binding. The majority in 1982 was 52% to 46% in favour of withdrawal - in actual numbers this represented a majority of 1,500 people. Discussions are currently under way to determine the status of Greenland after withdrawal, and it is possible that Greenland will acquire the status of an overseas country and territory. In the light of these developments, and because of the importance of good relations between Greenland and the Community, it is essential that agreement be reached at the same time between the Community and Greenland on fisheries, which represents the most important industry in Greenland, an important source of fish for the Community and which has a considerable impact on the economy of certain parts of the Community.

Greenland fish catching and processing industries form by far the most important sector of the Greenlandic economy employing 25% of the labour force and producing 40% of GNP. Although there has been a steady increase in ore exports, fishery is still by far the most valuable export industry. Greenland's most priceless asset is the sea that rings its 47,000 kms of coast. The Greenlandic fishing fleet has steadily increased over the last 10 years, and considerable investments have been made by Greenland, by Denmark - in its capacity as the 'mother country' - and by the Community towards furthering this process, and in the provision with considerable Community financial support of the means of policing fishing grounds. At the end of the 50s and the first half of the 60s, cod abounded. Early catches, in the area now defined as Greenland's exclusive economic zone within NAFO-1, ranged between 400,000-500,000 tonnes. By the end of the 60s this figure had dropped dramatically, due to a combination of climatic changes and over-fishing. The West Greenland cod represents an independent stock, although there is some interaction with East Greenland cod stock due to larval drift and migration. Spawning depends on climatic conditions and the amount of fishing carried out, and with effective conservation measures initiated in the 70s, the cod stock is beginning to show signs of growing once more to an important size.

East Greenland (ICES sub-area XIV (Denmark Strait)) has however shown a sharp decline in stock and it is in large measure due to disputes over the causes of this decline - which the Greenlanders describe as catastrophic - that the Greenlandic population voted to withdraw from the Community. Quotas have been recommended for 1982 and 1983, apportioning cod catches to Greenland, Germany and the UK, but the absence of agreement on these quotas has meant that fishing has been carried out in these difficult waters as intensively as possible by all parties.

The Community position

The Community has always recognised the importance of Greenland fisheries as a valuable source of fish, and for the economic benefits which certain fishing fleets derive from activity in Greenlandic waters. Since 1972, the Community has attempted to facilitate the economic integration of Greenland, which is one of the least-favoured regions of the Community, and has made a considerable financial contribution to the development of Greenlandic fisheries. Aid per capita has been very high as is shown in Annex VIII. Moreover, Greenland has benefited from being able to export into the Community, mainly Denmark, Greenlandic fish and fish products without quantitative restrictions or customs duties or charges having equivalent effect. The distant water sector of the Community fishing fleet has fished for many decades in Greenlandic waters, and it is important for the Community to be able to maintain fishing activities in this area because of the considerable economic and social benefits, particularly for the fishermen concerned, and the European processing industry. The basic Community position in this respect is that it would like to see this activity maintained with continued access under satisfactory economic conditions.

Fisheries Management

It is clearly in the interests of the Community and Greenland to achieve mutually satisfactory accommodation in the fields of access, quotas and fishing conditions. Your rapporteur believes that the basis of good management is to establish annual TACs on the basis of scientific evidence given by ICES and NAFO, and that these TACs should be set in consultation with Greenland and the Community. These annual defined TACs should take into account the requirements of the Greenland fishing industry and traditional Greenland interests in Greenlandic waters, but also allow for Community needs and those of third countries such as Norway and the Faroes with whom the Community has currently agreements concerning access to Community waters.

The Greenlandic catch level must be protected and enhanced; surveillance must be improved in order to ensure the conservation of stocks and attempts must be made to work out practicable base lines. Further, scientific marine and other research must be encouraged, and measures must be consolidated to conserve North Atlantic Salmon.

In view of the complexity of the tasks involved and the need for close consultation between the parties, it is recommendable that a joint management committee be established for Greenlandic waters which would provide a forum for discussion, examination of issues and resolution of problems.

Conclusions

Your rapporteur believes therefore that in the event of Greenland being granted OCT status, a fisheries agreement satisfactory to both Greenland and the Community relating to fisheries should be concluded which should be permanent and binding in character, and which should be parallel with the ratification and entry into force of the necessary amendment to the Treaties, and that this agreement should have an initial minimum term of ten years with a mutual commitment to renewal.

The other main conclusions, which are summarized in the proposed motion for a resolution, concern free entry for Greenland fish and fish products into the Community, and the satisfactory accommodation of Community interests in the fields of access, quotas and fishing conditions. Mechanisms will need to be established to prevent market distortion, and aid to Greenland should be continued in order to help Greenland's fish and fish processing industries to remain viable and develop. Adequate and effective surveillance will be required. The joint management committee should examine the longer term aspects of cooperation, which should include TACs, conservation measures and fisheries management in all its aspects, including the transfer to Greenland of fisheries know-how, training facilities and marine research facilities, processing technology, marketing assistance and joint Greenlandic/EEC ventures.

Finally, the rapporteur believes that the Parliament should be fully consulted on all stages of fisheries negotiations with Greenland and that the Commission's proposal should be presented to Parliament in good time for all relevant committees to examine it and for the Parliament to prepare a final consolidated opinion.

(A) GREENLAND FLEET STRUCTURE

	<u>Vessels</u>				
	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
5 - 49	277	282	288	291	335
50 - 99	8	12	12	12	13
100 - 149	4	5	7	7	8
150 - 499	3	5	8	14	19
500 - 999	6	6	6	6	8
1000 - 2000	-	-	-	-	-
Total	<u>298</u>	<u>310</u>	<u>321</u>	<u>330</u>	<u>383</u>

Fishermen

3,000 3,000

(B) GREENLAND FLEET STRUCTURE (over 100 grt)

	<u>Total</u>	<u>1981</u>	
		<u>KGH</u>	<u>Private</u>
Freshers	15	7	8
Liners	3	-	3
Freezers (fish)	1	-	1
Freezers (shrimp)	16	1	15
Total	35	8	27
<u>Total tonnage</u>	<u>12,560</u>	<u>4,897</u>	<u>7,663</u>
<u>Average GRT</u>	<u>387</u>	<u>612</u>	<u>284</u>

CATCH - GREENLAND FLEET

	1970	1977	1978	1979	1980	1981	Grl. (1981)	Foreign (1981)
Cod	20,507	26,318	39,000	51,583	48,000	46,000	53,000	7,500
Catfish	--	3,004	2,200	2,363	4,000	4,000	3,300	400
Gr. Halibut	--	6,097	6,500	5,269	5,500	5,000	5,000	2,600
Salmon	1,341	1,420	1,000	1,297	1,194	1,270	1,270	--
Shrimp	8,789	22,384	16,000	18,663	25,000	26,000	27,700	7,100
Other	--	8,241	9,000	5,661	6,000	6,000	--	40,300
Total	39,078	67,464	73,700	84,836	89,694	88,270	90,101	61,529
						(a)		
							Total	151,630 (b)
Value								
M.DK	38.0	73.7	188.6	227.7	252.8	272.0		--

(a) Official OECD figures

(b) Greenland unofficial figures

CATCHES GREENLAND FLEET - WEST GREENLAND

	Average 1965-68	Average 1969-72	1973	1974	1975	1976	1977	1978	1979	1980	1981
COD	25,410	21,615	17,715	19,932	19,314	16,282	24,220	34,470	46,384	46,606	51,907
REDFISH	217	218	1,112	2,405	1,406	2,896	1,078	671	251	1,205	269
G. HALIBUT	2,255	1,700	3,655	4,054	3,436	3,546	6,110	5,985	5,273	5,307	5,342
HALIBUT	16	5	56	135	175	153	128	206	132	329	366
SHRIMP	5,542	8,215	8,135	10,244	9,789	9,778	14,881	13,131	20,027	34,267	39,488
SALMON	1,104	1,357	1,585	1,162	1,171	1,175	1,470	984	1,387	1,194	1,101

CATCHES NON-EEC - WEST GREENLAND

	Average 1965-68	Average 1969-72	1973	1974	1975	1976	1977	1978	1979	1980	1981
COD	105,637	59,470	30,752	25,055	17,594	11,007	11,167	4	37	0	0
REDFISH	1,725	213	113	279	4,060	5,925	434	9	30	15	0
G. HALIBUT	13	320	3,702	7,294	19,909	7,240	1,312	7	0	47	0
HALIBUT	211	24	35	37	123	227	45	13	0	0	0
SHRIMP	--	353	4,311	11,457	26,959	36,376	17,965	17,029	11,751	6,646	2,209
SALMON	136	446	371	250	477	0	0	0	0	0	0

CATCHES EEC EXCLUDING GREENLAND - WEST GREENLAND

	Average 1965-68	Average 1969-72	1973	1974	1975	1976	1977	1978	1979	1980	1981
COD	173,407	55,923	6,475	2,747	11,001	5,997	2,607	1,057	1,482	1,104	417
REDFISH	12,715	3,093	2,094	642	3,163	5,077	27,377	7,373	8,576	6,207	5,276
G. HALIBUT	120	63	71	20	35	96	570	4,945	12,784	1,175	10
HALIBUT	165	33	32	20	101	91	451	450	926	167	33
SHRIMP	0	0	196	308	1,142	3,520	6,797	4,107	1,680	1,119	1,531
SALMON	0	454	305	505	382	0	0	0	0	0	0

CATCHES EAST GREENLAND - GREENLAND/EEC

	Average 1965-68	Average 1969-72	1973	1974	1975	1976	1977	1978	1979	1980	1981
COD	787/10440	485/18538	191/9923	68/2808	224/2127	372/ 8509	1833/ 4957	1347/ 3979	2755/ 1062	1788/ 3193	1569/ 7367
REDFISH	-/23989	-/16740	0/4136	0/2759	0/5035	129/ 4689	1/13969	3/19098	-/15883	0/30245	0/36354
G. HALIBUT	1/204	1/127	4/0	2/1	1/66	1/196	4/235	6/2157	-/16231	-/2146	0/2893
HALIBUT	-/135	-/76	-/48	-/22	-/39	-/75	2/229	2/263	3/344	1/239	-/315
SHRIMP	-	-/-	-/-	-/-	-/-	-/-	-/-	-/-	-/-	126/-	150/-
SALMON	-	3	-	-	-	-	6	8	5	1	1

GREENLANDExports - Fish products

(A)	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
Fresh	21	457	--	128	
Frozen whole	3873	3922	3424	2761	
Frozen fillets	7707	8158	7292	7278	
Salt	1682	2647	7872	8477	
Shellfish	2383	5627	9545	18190	
Canned	4063	565	1680	2900	
Meal	1718	1578	1477	1457	
Oil	17	--	86	--	
Other	--	372	1010	569	
Total	<u>21,464</u>	<u>23,326</u>	<u>32,386</u>	<u>42,760</u>	
Value					
M. DKr.	<u>290.2</u>	<u>306.5</u>	<u>510.6</u>	<u>774.8</u>	

(B)	<u>Exports - Destination</u>			
USA	6787	7340	6640	5229
UK			648	1100
GERMANY			527	931
FRANCE			763	931
SWITZERLAND			170	244
SWEDEN				
NORWAY	14		232	209
DENMARK	14,663	15,986	22,329	30,041
OTHER	--	--	1,077	3,448

EUROPEAN SOCIAL FUNDCOMMITMENTS 1981AID PER HEAD OF WORKING POPULATION

<u>Region</u>	<u>Active population</u> <u>(000)</u>	<u>Commitments</u> <u>ECU</u>	<u>Aid per</u> <u>capita</u>
Greenland	25	7.41	296.4
French D.O.M.	291	28.91	99.4
Greece	3,608	29.87	8.3
Ireland	1,208	105.68	87.5
Mezzogiorno	5,975	209.80	35.1
N. Ireland	634	52.90	83.4
<hr/>			
<u>TOTAL</u>	<u>11,741</u>	<u>434.57</u>	<u>37.0</u>

tabled by Mr Provan, Mr Battersby and Mrs Pery
pursuant to Rule 47 of the Rules of Procedure
on Greenlandic fisheries

The European Parliament,

- A. whereas the Community has responsibility for fisheries policy and external negotiations,
- B. whereas fisheries are of major importance to employment and the economies of a number of regions of the Community, including Greenland,
- C. whereas the fisheries resources of Greenland are of particular importance to the Community,
 - 1. Considers it essential that proper attention be given to the fisheries sector;
 - 2. Emphasizes the economic and strategic importance of Greenland, and the dependence of Greenland on the fishing industry;
 - 3. Urges that greater consideration be given to Greenland, and to establishing the needs of Greenland and ways in which the interests of Greenlandic and other Community fishermen can best be safeguarded;
 - 4. Requests the Commission to examine in greater detail the most appropriate means of improving and expanding the Greenlandic fisheries industry;
 - 5. Instructs its President to forward this resolution to the Council and the Commission.