



# Charting a New Course

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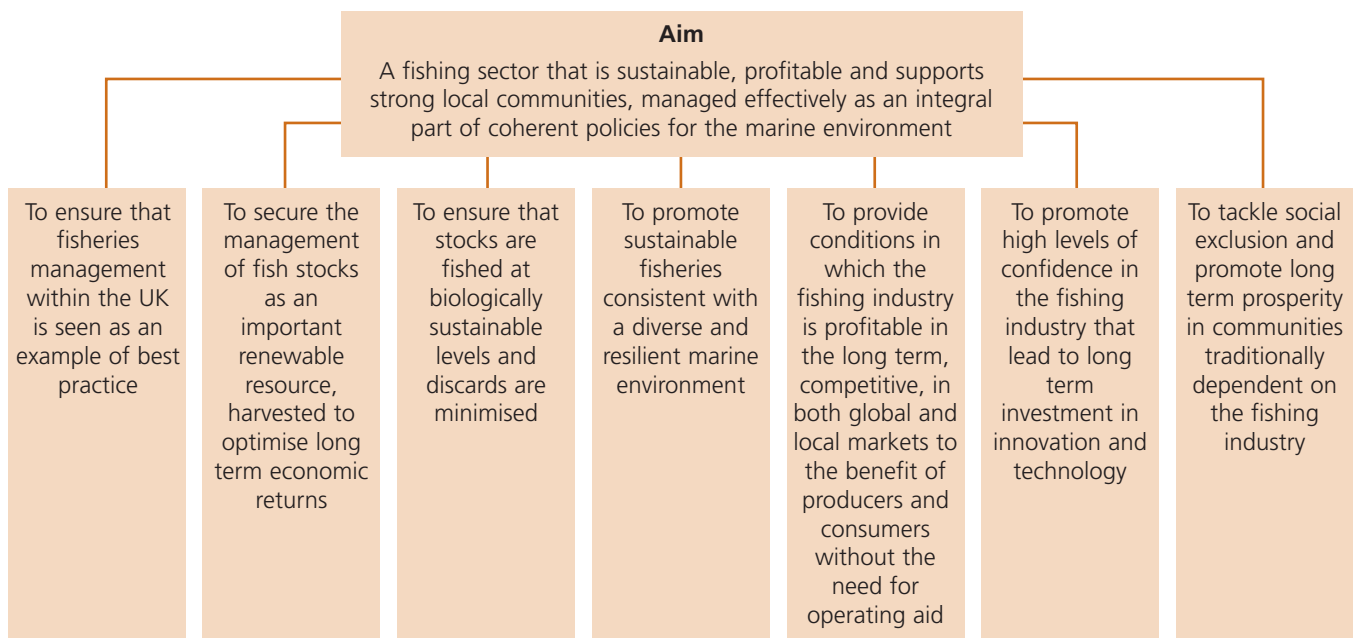
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# Introduction

1. We are changing the way we manage fisheries and develop fisheries policy. *Securing the Benefits*, the joint response from the UK Fisheries Administrations to the Prime Minister's Strategy Unit report *Net Benefits*, presented a new way forward for a thriving fishing industry that supports a healthy and flourishing marine environment.
2. *Charting a New Course* sets out how we will achieve this in England, working with our stakeholders.
3. Delivery of the actions in *Charting a New Course* will meet the aim and objectives agreed among the Fisheries Administrations in the UK:



4. The aim and objectives can only be achieved if we and all stakeholders work together.

# Why are we changing?

5. We are changing:

- To ensure that all our fisheries work supports the delivery of the aim and objectives in *Securing the Benefits*.
- To implement, within fisheries management, the five principles of the UK framework for sustainable development: *One Future – Different Paths*:
  - Living within environmental limits.
  - Ensuring a strong, healthy and just society.
  - Achieving a sustainable economy.
  - Promoting good governance.
  - Using sound science responsibly.
- To develop, in collaboration with the other UK Fisheries and Environment Departments and stakeholders, responses to the Royal Commission on Environmental Pollution report *Turning the Tide* on the impact of fisheries on the marine environment and to the fisheries recommendations in the *Review of Marine Nature Conservation*.
- To take account of Defra's *Review of Marine Fisheries and Environmental Enforcement* (the *Bradley Report*).
- To address recommendations from both *Net Benefits* and the *Bradley Report* about the inshore and shellfish sectors in England.
- To provide leadership and better regulation, together with more focus on outcomes and strengthening of our delivery capacity, in line with Defra's five year strategy.
- To deliver continued progress on World Summit for Sustainable Development objectives, including maintaining and restoring fish stocks to maximum sustainable yields.
- To ensure that we integrate the messages from *Charting Progress: an Integrated Assessment of the State of UK Seas* into fisheries management.

6. We are also changing to respond positively to views we gathered in meetings with fishermen between November 2004 and January 2005. We learned a lot and we are grateful to everyone who took part. Inevitably there was a wide range of views and comments. Some were favourable; others negative. Fishermen were critical about the organisations involved in fisheries management and felt that they were treated unfairly compared with fishermen in other EU countries. They wanted more help in understanding complex legislation, accessing grants and filling in forms. They requested more notice about changes in rules and quotas. They believed that “the fish were out there” and wanted their knowledge and experience to be used in the assessments of fish stocks. We have listened and are making changes to meet fishermen’s concerns, including trying to explain Defra’s approach better.
7. The next section describes what we are doing, in relation to the objectives set out on page 1, to deliver the commitments made in response to *Net Benefits*. Actions to manage fisheries within the marine environment will contribute mainly to the first four objectives, and our work on the Common Fisheries Policy (CFP) will address the first five objectives. Modernising fisheries management will focus on the 2nd and 3rd objectives, and our actions on building long term profitability should help deliver the 2nd, 5th, 6th and 7th objectives. Our work on inshore management should contribute to all the stated objectives, and the increased focus on recreational angling should help address the 1st, 2nd and 7th objectives.

## What are we doing?

8. Our main actions are set out below.

### Managing fisheries within the marine environment

9. We want to manage fisheries effectively within a healthy and flourishing marine environment, so we will:

- Make a substantial input to the Marine Bill to provide the framework to ensure that the marine environment is managed in a more integrated way.
- Fund pilot projects to identify effective mechanisms for minimising discards.



Photo: Courtesy of the Marine Fisheries Agency photo library

- Grant aid projects to make fishing more environmentally friendly under the new European Fisheries Fund (EFF) between 2007 and 2013.
- Develop a workable methodology for applying Strategic Environmental Assessment (SEA) techniques to fisheries management policy in consultation with stakeholders.
- Develop criteria with stakeholders for selection of marine protected areas (MPAs) to increase fish stocks. We will then use these criteria to contribute to the development of an integrated approach to the selection of multi-purpose MPAs, including for wider nature conservation.
- Respond to the Royal Commission on Environmental Pollution report *Turning the Tide*.
- Continue to research and implement measures to reduce cetacean bycatch.
- Consider the proposals set out in the report *Science for Sustainable Marine Bio Resources* and, jointly with the Natural Environment Research Council (NERC) and Scottish Executive Environment and Rural Affairs Department (SEERAD), develop an appropriate implementation plan.

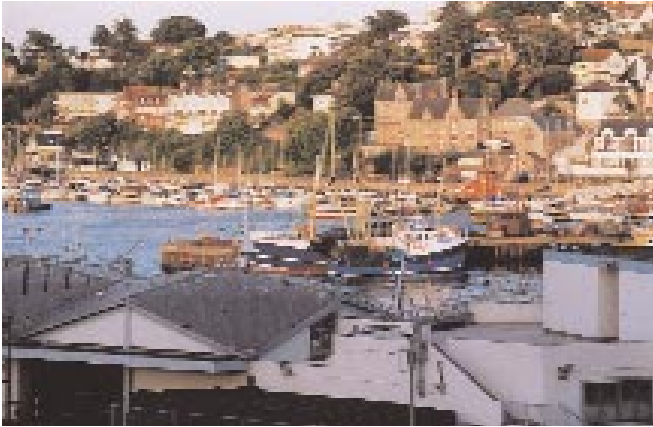


Photo: Courtesy of Fiona Mettam, Defra Fisheries Directorate

## Towards a more effective Common Fisheries Policy

10. We want to ensure that the CFP delivers the best possible environment for a thriving fishing sector so we will:
  - Actively support the role of Regional Advisory Councils (RACs) with a long term aim of promoting stakeholder participation and the decentralisation of EU fisheries management and policy development.
  - Press for the simplification of the CFP, including the rules on technical conservation.
  - Hold discussions with stakeholders throughout the year in preparation for EU negotiations, especially the December Meeting of the Agriculture and Fisheries Council (December Council).

- Work with stakeholders and scientists to develop an agreed approach for moving towards “large stock” strategies for key commercial species.
- Set up and manage a network to co-ordinate EU Member State marine fisheries research programmes including filling gaps in research.

## Modernising fisheries management

11. We have already created the Marine Fisheries Agency which includes the Sea Fisheries Inspectorate and other delivery teams to strengthen our ability to provide a professional and effective service. We have also re-organised the Fisheries Directorate in Defra, and from April 2006 the fisheries and marine sections in Defra will merge into a single Directorate. We will also:
  - Appoint on a pilot basis, a Regional Manager for the South West within the new Marine Fisheries Agency, to test the role of Regional Fisheries Managers.
  - Change quota management arrangements, in consultation with stakeholders, to give more certainty about quota entitlements and to simplify arrangements for trading quota.





## What are we doing?

- Post regular management tables showing uptake of all our quota stocks on the Marine Fisheries Agency website [www.mfa.gov.uk](http://www.mfa.gov.uk)
  - Follow-up Defra's March 2005 Fisheries Science Seminar by identifying better ways of informing stakeholders about our science programme, making better use of fishermen's data in our science, and setting up an advisory group to enable stakeholders to contribute.
  - Continue to fund the Fisheries Science Partnership with £1million per year until at least March 2008.
  - Use the results from the Fisheries Science Partnership projects to inform the International Council for the Exploration of the Sea's (ICES) stock advice.
  - Set up a new fund to respond to emerging research priorities suggested by stakeholders.
  - Improve transparency, traceability and compliance, for example through the registration of buyers and sellers, electronic logbooks and administrative penalties.
  - Help people in the industry to develop their business by appointing Financial Instrument for Fisheries Guidance (FIFG) grants advisers in all regions to provide advice and help fill in forms.
12. Our long term goal is a fishing sector that does more to manage itself and meets the cost of doing so. We are conscious of the current economic pressures on the industry but will consider cost sharing models with the industry alongside the broader changes we are making to secure sustainability and increase profitability.



Photo: Courtesy of Defra photo library

## What are we doing?

### Building long term profitability

13. We want to help the industry to be more profitable in the long term. We have already been working with the National Federation of Fishermen's Organisations (NFFO) to identify the scope for simplifying existing regulations in the UK and will take this work forward to reduce the administrative burden on the industry. We are reviewing the Sea Fish Industry Authority (SFIA) and will be considering its future role in light of the comments we receive. We will improve our application of risk management within fisheries management and help the industry to strengthen its capacity to assess and manage risk. This will contribute to it being better prepared to deal with major business threats and a changing business environment, such as the current high fuel prices, and adjust to new circumstances. We will also:
  - Continue to secure improved compliance by fishermen by adopting a risk-based approach to monitoring, control and surveillance which will include identifying areas at greatest risk of non-compliance and the most vulnerable stocks, and targeting our efforts there. Ways of achieving this will include techniques such as training inspectors in forensic accounting.
  - In consultation with industry, assess how best to improve the balance between fleet capacity and structure, and available fish stocks.
  - Work with regional bodies, particularly the Regional Development Agencies, to support local fishing communities.



## What are we doing?

Photo: Courtesy of Defra photo library



### Inshore fisheries – responding to recommendations 6 & 15 of Net Benefits

14. We have already set up a policy team responsible for coastal waters issues including inshore management and we will:
  - Consider the options for future inshore management and will take a decision soon. Any new legislation required will be delivered within the framework of the Marine Bill.
  - Support the development, by the shellfish sector, of an English National Shellfish Industry Strategy.

### Recreational angling

15. We have already strengthened angling representation on Sea Fisheries Committees and we will:
  - Consult on measures to increase the numbers and size of sea bass to benefit both recreational anglers and commercial fishermen.
  - Provide a central focus for sea angling interests in our Coastal Waters team.
  - Consider how the costs of a more active approach to managing recreational fisheries can best be shared with sea angling interests.



Photo: Courtesy of Ted Tuckerman, National Federation of Sea Anglers (NFSA)

## How are we changing?

16. To deliver these actions we need to continue to change the way we work, especially with stakeholders. We will continue to listen to and talk to a wide range of stakeholders. We will also:
  - Maintain the partnership of stakeholders that helped us prepare *Securing the Benefits* and include their views in decision-making.
  - Listen to fishermen at the coast.
  - Give information in the clearest simplest way possible.
  - Encourage a two-way flow of information between fishermen and Defra, for example through 'surgeries' for fishermen run by Port Offices to deal with queries.
  - Help people in the industry keep up to date with developments and get the best possible warning about changes.
  - Ensure policy makers spend more time away from their desks listening to stakeholders' concerns.
17. We will also continue to work closely with colleagues in Devolved Administrations, other EU Member States, the European Commission and other countries on key

issues to increase co-operation and delivery of shared goals. We aim to be more strategic. We will plan ahead to be better placed to manage changes whenever possible.

## Implementation

18. The following implementation plan gives more detail on our actions between now and 2007. We will monitor delivery of our actions, and report annually on progress. We will work with our stakeholders to identify future priorities and actions. Each year we will roll forward the plan.
19. Successful implementation of all of these actions depends on a strong, positive partnership between Defra and its stakeholders. It demands changes in the way that we operate, but also requires changes by stakeholders. Change for the better is under way. We look forward to implementing the actions with all our stakeholders to achieve a thriving fishing industry that supports a healthy and flourishing marine environment.

## Action plan

Action	4th quarter 2005	1st quarter 2006	2nd quarter 2006	3rd quarter 2006	4th quarter 2006	1st quarter 2007
Input to the Marine Bill	Process to fit in with parliamentary timing					
Fund pilot projects to minimise discards	Launch Nephrops project				Launch Irish Sea project	
Develop and implement new European Fisheries Fund to support, amongst other things, environmental performance and vulnerable communities		EU Council agrees regulation	Submit National Strategic Plan and Operational Programme to European Commission			European Fisheries Fund enters into force
Incorporate SEA	Consider ways of applying SEA to fisheries management policy		Produce methodology for application			
Develop proposals for MPAs	Agree UK view on how to take forward development of MPAs for fisheries	Develop integrated approach to selection of MPAs and consider experimental sites to explore multi-purpose MPAs		Make provisional plans to carry out a controlled MPA trial to explore a multi-purpose approach		
Develop response to <i>Turning the Tide</i>			Publish response			
Explore ways to reduce cetacean bycatch	Report on bycatch and mitigation findings in the offshore pair trawl bass fishery		Report published on bycatch observations across a range of UK fisheries			
Implement <i>Science for Sustainable Marine Bio Resources Report</i>	Form Funders Implementation Group (FIG) and stakeholder advisory group					
Support RACs to promote decentralisation	Ensure establishment of, and UK representation on, North West Waters RAC and Pelagic RAC			Ensure establishment of and UK representation on Distant Waters RAC		Agree regional approach for CFP
Simplify regulations	Consultation with stakeholders		Active EU change programme for CFP simplification agreed at EU level		European Commission plan to publish proposal on way forward	
	Submit proposals to European Commission for CFP simplification. European Commission produce Action Plan. Hold initial EU level discussion on the potential for changing the fishing year					
Prepare for EU negotiations	Stakeholder engagement; publication of ICES stock advice	December Council	Stakeholder engagement			December Council
Co-ordinate EU Member State research	MariFish contract agreed by all parties	First meeting of steering committee held and website goes live			Identification of existing regional collaboration	

Action	4th quarter 2005			1st quarter 2006	2nd quarter 2006	3rd quarter 2006	4th quarter 2006	1st quarter 2007
Restructure Defra's fisheries management	Establish Marine Fisheries Agency	Fisheries Directorate restructured	Set up new coastal waters team		Fisheries and marine functions in Defra merge into single directorate			
Appoint a regional manager for SW region	Appoint manager							
Deliver quota management change programme	Set up and start work on workstreams	Six workstreams involving analysis of options and public consultation – process due to complete by early 2008						
Follow up Defra's fisheries science seminar	Establish stakeholder group to advise on science priorities			Hold first meeting of Fisheries Science Advisory Group and consider further follow-up actions and implications				
Continue to fund Fisheries Science Partnership	Feed results from Fisheries Science Partnership into ICES prior to their production of stock advice						Feed results from Fisheries Science Partnership into ICES prior to their production of stock advice	
Set up ad hoc fisheries research fund	Circulate criteria for applications to new fund and identify projects for funding							
Improve transparency, traceability and compliance	Initial registration of buyers and sellers complete	Develop initial options for increased use of administrative penalties, engage stakeholders and publish formal consultation document			Completion of Single Harmonised European Electronic Logbook (SHEEL) pilot	Influence finalisation of plans for implementing electronic logbook systems		
				Influence development of Joint Deployment Plans through European Community Fisheries Control Agency				
Appoint new FIFG advisers in each region	Advisers in place for all regions							
Consider the role of the Sea Fish Industry Authority	Review of SFIA completed			Government responds to outcome of review				
Assess the optimum fleet capacity for UK resource	Undertake regional consultations on economic model, develop fleet model to cover key sectors including beam trawlers and cod. Explore options for implementation with industry			Implementation of mechanism to manage fleet capacity				
Reform inshore management	Decision on future inshore fisheries management			Feed decision into draft marine bill for consultation				
Support development of English Shellfish Strategy					Draft of national shellfish strategy completed			
Improve sea bass stock management	Consult on increasing the minimum landing size of bass				Consult on wider package of measures to produce more and bigger bass			

## List of publications

Net Benefits: A sustainable and profitable future for UK fishing (March 2004)

<http://www.strategy.gov.uk/downloads/su/fish/pdf/NetBenefits.pdf>

Review of Marine Fisheries and Environmental Enforcement (the Bradley Report) (June 2004)

<http://www.defra.gov.uk/corporate/consult/fish-env/consultation.pdf>

Review of Marine Nature Conservation: Working Group Report (July 2004)

<http://www.defra.gov.uk/wildlife-countryside/ewd/rmnc/pdf/rmnc-report-0704.pdf>

Turning the Tide: Addressing the Impact of Fisheries on the Marine Environment

(Royal Commission on Environmental Pollution, December 2004)

<http://www.rcep.org.uk/fisheries/Turningthetide.pdf>

Delivering the Essentials of Life: Defra's five-year strategy (December 2004)

<http://www.defra.gov.uk/corporate/5year-strategy/5year-strategy.pdf>

One Future – Different Paths: the UK's shared framework for sustainable development (March 2005)

<http://www.sustainable-development.gov.uk/documents/publications/SD%20Framework.pdf>

Charting progress: an Integrated Assessment of the State of UK Seas (March 2005)

<http://www.defra.gov.uk/environment/water/marine/uk/stateofsea/index.htm>

Securing the Benefits: the joint UK response to the Prime Minister's Strategy Unit Net Benefits report on the future of the fishing industry in the UK (June 2005)

<http://www.defra.gov.uk/fish/sea/pdf/securingbenefits.pdf>

Science for Sustainable Marine Bio Resources (Natural Environment Research Council, June 2005)

[http://www.nerc.ac.uk/funding/marinebio/scoping\\_study\\_final\\_report.pdf](http://www.nerc.ac.uk/funding/marinebio/scoping_study_final_report.pdf)



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