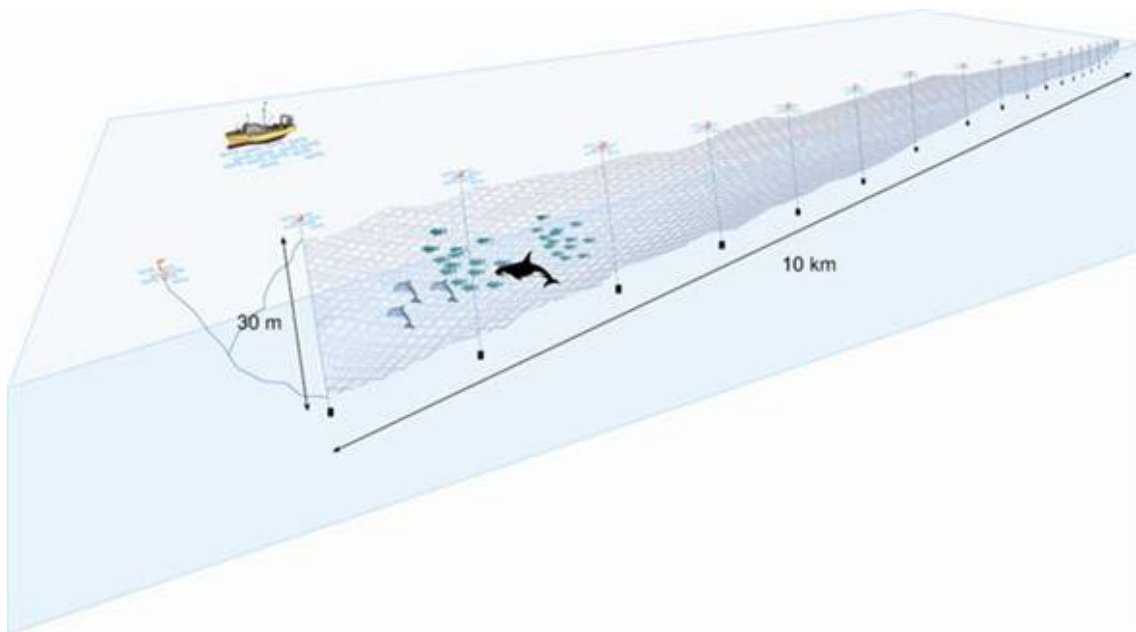


**THE USE OF DRIFTNETS:
A SCANDAL FOR EUROPE,
A MOCKERY OF THE UNITED NATIONS**



*Results of Oceana's expedition in its ship, Ranger, to the south of
the Tyrrhenian Sea and Sardinia (July-August 2005)*

Introduction

At a meeting in June 1998, the European Union's Council of Fisheries' Ministers passed a Regulation¹ aimed at prohibiting the use of driftnets for part of the European fleet; a regulation that was to come into force on 1 January 2002.

At that time, some 670 Italian, 70 French and about 30 British and Irish² vessels were using this fishing method. A few years before, about a hundred Spanish vessels that fished in the Strait of Gibraltar also used these nets. However, the Spanish Government had already prohibited their use before the Council decision was made.

The European Union took 6 years to accept United Nations Resolutions 44/225 of 1989³ and 1991⁴, which prohibited the use of large-scale driftnets on the high seas as of 1992, took 10 years to make it legally binding and still today, 13 years later, this type of illegal fishing continues to be a current feature of the fishing methods used by European fleets.

Similar recommendations and resolutions were passed by the General Fisheries Commission for the Mediterranean in 1997⁵ and 2005, and the International Commission for the Conservation of Atlantic Tuna (ICCAT) in 2003⁶.

What is more, the rather antisocial attitude of the European Union (EU) has encouraged other nearby countries to use this type of fishing method, following the bad European example. Such is the case with Morocco and Turkey. According to the Agreement on the Conservation of Cetaceans of the Black Sea, Mediterranean Sea and Contiguous Atlantic Area (ACCOBAMS), countries that may have used driftnets in the Mediterranean in recent years include: Albania, Algeria, Spain, France, Greece, Italy, Malta, Morocco, Monaco and Turkey⁷.

At present, there are about 500 drift-net boats fishing in the Mediterranean and neighbouring waters (France 76, Italy >100, Morocco 177, Turkey 50-100⁸); over 60% of these belong to EU member countries, or are prospective members.

Some of the governments involved, clearly in collusion with illegal fishing boats, have not only allowed this prohibited practice to continue, but have also tried different ways in which to get around existing regulations.

In order to bring about the dismantling of the driftnet fleet and to comply with the Regulation, the EU offered financial help to all of those boats that were found to be using these illegal nets. According to the European Commission⁹, the boats could benefit from this aid for up to 50,000 in the event of giving up their activity, and 20,000 in the event of reconverting their fishing methods before 2002 (not to mention tax benefits and other subsidies received). The aid passed by the EU was retroactive, and could be requested by the boats that had been using driftnets between 1995 and 1997¹⁰. This included Spain, France, Italy, the United Kingdom and the Republic of Ireland.

The fraud

In 1998, immediately after the prohibition passed by the EU, the Italian government passed a decree¹¹ allowing for the use of a new type of driftnet. This new net was called “*ferrettara*”.

This decree allowed for the continued driftnet fishing of species until the end of 2001 that would be prohibited to fish for under European law. Notwithstanding, Italy informed the Commission that this net, as of 31 December 2001, would have to measure under 2 km in length, would be used to fish for small deep-sea species, would be made of a 10 cm mesh and would not be used more than 3 miles from the shore, nor would it catch the large pelagic species listed in Annex VIII of Council Regulation (CE) No. 1239/98¹².

Surprisingly, on the 19 April 2005¹³, further disregarding the law, the Italian government amended once again the law concerning *ferrettara* – the nets now allowed are similar to the banned *spadare*. The decree authorised the use of up to 5-km long and 20-m deep driftnets. Moreover, it permitted their mesh to measure all of 18 cm and their use up to 12 km from the coastline (obviously not suited to small pelagic species).

Furthermore, it is common knowledge that drift-netters have never respected the limits on shore distances that they are subject to, fishing throughout the length and breadth of the Mediterranean. In fact, in July 2005, the Spanish patrol boat, ALBORÁN, detained the Italian drift-netter, “Ausonia (CT1055)”, some 90 miles to the southeast of Minorca, that is to say, over 500 miles from its base at Aci Castello in Catania. In addition, this boat was not even commissioned for net use, but rather figures on the Italian register as a surface longline boat.

This type of glaring breach of the law should have been easily detected and corrected if the EU agreement for the monitoring by satellite of fishing boat activities in the Mediterranean¹⁴, among which the control of drift-net boats forms a part, had been working properly.

In 1997, Italy allocated 400,000 million Lira (206 million) to reconvert the fleet over the 1997-1999¹⁵ period. In a decree¹⁶, approved in 1997, it offered the shipowner up to 156,000 Ecu to cease its activity, or up to 146,000 Ecu to reconvert from this fishing method. Moreover, crew members were to receive compensation to the order of 50,000 and 20,000 in accordance with the decision taken to either cease or reconvert.

However, the rejection by part of the fleet to cease using driftnets led to the Italian government having to extend, several times, the deadline that had been set to receive the aid¹⁷.

Since 2002, dozens of fishing vessels have continued to benefit from financial aid, which in some cases reached a sum of nearly 72,000 for using *ferrettara*. That is to say, the boats that kept on using driftnets illegally, did not only not have to change their fishing methods, but were financially awarded for having ignored the law.

VESSELS WITH DRIFTNETS ENCOUNTERED BY THE OCEANA BOAT, RANGER						
Name	Number	Place	Date	Estimated net length	Registered as a net trawler	Grant received
STELLA POLARE	2-CA-1069	Calasetta (Sardinia)	14/07/05 29/07/05	4 Km. 10 Km.	Fixed net	0
ACQUA MARINA	2-CA-3867	Calasetta (Sardinia)	14/07/05 29/07/05 04/08/05		Yes	35,392
FRANCESCO PADRE	2-CA-1221	Calasetta (Sardinia)	14/07/05 29/07/05 04/08/05	>3 Km.	No	0
ANTONIO I	CA-3868	Calasetta (Sardinia)	29/07/05		Fixed net	60,333
SAN GIORGIO	2-CA-852	Calasetta (Sardinia)	14/07/05	4 Km.	No	0
ORAZIO II	6-RC-307	Calasetta (Sardinia)	29/07/05		No	56,271
MARIA DI LOURDES	3-CT-472	Calasetta (Sardinia)	04/08/05		Yes	65,851
ALESSIO	3-CT-468	Calasetta (Sardinia)	04/08/05		Yes	28,917
ROSS LUCY	3-CT-482	Calasetta (Sardinia)	04/08/05		Yes	71,590
SAN DIEGO	3-CT-454	Calasetta (Sardinia)	04/08/05		Yes	28,687
ISABELLA DI CASTIGLIA	3-CT-450	Calasetta (Sardinia)	04/08/05		No	26,674
ELISEO	2-CA-1086	Sant Antioco (Sardinia)	14/07/05 29/07/05	>3 Km.	No	11,850
ELISEO II	2-CA-1087	Sant Antioco (Sardinia)	14/07/05		No	0
FORTUNATA	2-CA-1042	Sant Antioco (Sardinia)	14/07/05	6 Km.	Yes	0
STELLA MADRE	2-CA-1062	Sant Antioco (Sardinia)	29/07/05		No	0
S. GIUSEPPE B	2-CA-1074	Sant Antioco (Sardinia)	29/07/05		No	0
ADELINA	7-MZ-506	Sant Antioco (Sardinia)	29/07/05		No	0
EMILIA	6-MZ-534	Sant Antioco (Sardinia)	29/07/05		No	0
GIOVANNI PADRE	7-MZ-537	Sant Antioco (Sardinia)	29/07/05			0
B. COLLEONI	7-MZ-481	Sant Antioco (Sardinia)	29/07/05		No	22,576
AFRICANO III	1-CT-719	Sant Antioco (Sardinia)	29/07/05		No	0
NICOLA PADRE	6-MZ-519	Sant Antioco (Sardinia)	29/07/05		Yes	0
S. FRANCESCO	2-GA-984	Ponza	21/07/05		No	0
ANGELINA	2-GA-940	Ponza	21/07/05	5 Km.	Yes	16,356
FRANCHINA	2-GA-930	Ponza	21/07/05	4 Km.	Yes	23,522
GRANDE ELISA	2-GA-747	Ponza	21/07/05	4 Km.	Yes	21,461
NETTUNO	2-GA-964	Ponza	21/07/05		Yes	22,515
NOE	2-GA-1017	Ponza	21/07/05		No	0
MARINELLA	3-CS-805	Sorrento	18/07/05	8 Km.	Yes	35,259
CARLO LUIGI	3-CS-805	Sorrento	18/07/05	16 Km.	Yes	41,503
ROSA DEI VENTI	3-CS-828	Sorrento	18/07/05	6 Km.	No	31,416
GABRIELE PADRE	3-CS-840	Sorrento	18/07/05	11 Km.	Yes	0
LUIGI PADRE	3-CS-836	Sorrento	18/07/05	5 Km.	Yes	0
STELLA DEL SUD	6-NA-009	Island of Ischia	24/07/05	5 Km.		0
MARLON	1-NA-2134	Island of Ischia	24/07/05	4 Km.	Yes	0
ALESSIO	3-CA-1139	Oristano (Sardinia)	01/08/05	12 Km.	No	0
ALBA CHIARA	CA-3869	39°20'N-07°33'E	31/07/05	12 Km.	Yes	39,325
TOTAL						639,498

Oceana is able to affirm how vessels that had received grants to cease using driftnets not only continue to fish with them, but are using nets that are way over the sizes “authorised” by Italian law. Thus, for example, the boat, CARLO LUIGI, from Sorrento has been awarded a grant of 41,053 of European citizens’ money from the Italian government to use an illegal net some 16 km long.

Of the 37 vessels with driftnets encountered by Oceana during the summer of 2005 in the south of the Tyrrhenian Sea, 18 had received subsidies¹⁸ from the Italian government to give up using this method of fishing. The average subsidy was to the order of 35,000. What is more, vessels that do not figure on the Italian register as net trawlers are using this method, in spite of having “officially” changed their activity and receiving subsidies for the supposed reconversion.

Moreover, the Italian government has repeatedly failed to inform the European Union about its drift-net fleet. This year alone, the EU was informed that as of the end of 2002 there were no drift-netters in Italy¹⁹.

Such a mockery has also extended to the UN. During the United Nations General Assembly on 9 October 2002, at which the compliance of member states with UN Resolutions was reviewed, the Italian government stated that “in compliance with EU Council Regulation 1239/98, drift-net fishing has been forbidden as from 1 January 2002²⁰”.

Despite this statement at the UN, in 2003²¹ Italy continued to demand financial aid in order to reconvert the “*spadare*” fleet, which was still operating illegally (and which, according to official data did not exist). In 2003, the Italian government asked for 5 million more in aid for the reconversion of the fleet.

Yet this is not all. During the course of 2003 and 2004, the organisation ‘Delphis’ in Naples discovered about 40 boats with driftnets that used nets of an average length of 36 km in the south of the Tyrrhenian Sea²². Furthermore, in 2004, the Royal Society for the Prevention of Cruelty to Animals (RSPCA) and Humane Society International came across 15 Italian net trawlers fishing in the waters around the Island of Ischia. They estimated that the nets of these vessels were between 8 km and 84 km long²³. According to the report presented by these two organisations a detailed analysis of the amendments made to Italian law was carried out. The amendments have served to make a mockery both of European legislation, and the international moratorium passed by the United Nations.

European citizens have had to pay over 200 million so that boats that were using illegal nets would stop using such fishing methods. However, even though the money has been received, the driftnets in question are still there.

According to the agreement reached in the EU²⁴ in 1998, depending on the characteristics of the vessel in question, the shipowner could receive between 26,000 Ecu and 295,000 Ecu (depending on the vessel TRB) in the case of abandoning the activity, and between 16,000 Ecu and 285,000 Ecu in the event of opting for reconversion. Moreover, the fishermen would be compensated by 20,000 Ecu or 50,000 Ecu, in accordance with the choice made, i.e. abandoning the activity or reconversion. 50% of these grants would be paid by the EU and the rest by public

funds from the country involved. In addition, the boats that were to avail of this financial aid, could also apply for complementary subsidies to modernise same.

Later on, at the meeting of the Fisheries Ministers held in Luxembourg²⁵ four months after the Regulation prohibiting the use of driftnets had been passed, it was decided to increase, both the amount provided by the EU in compensation (raising it to 75%), as well as to increase the grants for 5 tn to 10 tn boats by some 10,000 Ecus.

In the course of 2005, the Commission has left in no doubt the situation of driftnets. In answer to a parliamentary question²⁶ from the Euro deputy Monica Frassoni, the Commissioner for Fisheries, Borg responded: *“As concerns specifically the situation in Italy, the Commission has monitored and examined closely for a number of years whether the Italian authorities have taken all the necessary steps to ensure compliance with the legislation concerning driftnets. For this purpose Community inspectors carried out, throughout these years, a number of inspections, the most recent of which were in 2002 (three inspections) and in 2003 (two inspections). Based on the inspectors’ observations and following contacts with the competent Italian authorities, the Commission considered that Italy was not controlling and inspecting satisfactorily the Community legislation as regards driftnets. A reasoned opinion was therefore addressed to Italy in the context of infringement proceedings launched against Italy in this respect”*.

Just like the Italians, the French government believed that the best way to make driftnets “disappear” was to change their name. Consequently, the use of a new driftnet called “*thonaille*” was authorised; one which had twice the length permitted by the EU and which was authorised to catch large deep-sea fish included in the list of species the fishing of which was prohibited by the EU²⁷.

As part of the same reply vouchsafed by European Fisheries Commissioner to the Euro deputy Frassoni, unambiguous mention was also made to the situation of the French fleet, to the effect that, *“With regard to the “thonaille” the Commission is of the view that it is a driftnet and therefore prohibited by Regulation 894/97. It has informed the French authorities of its position”*.

Recently, the French Conseil d’Etat has declared that “*thonaille*” or “*courantille volante*” is a driftnet and, therefore, it is forbidden by the EU legislation. Thus, the French Government must cancel the decree of 2003²⁸ allowing this fishing gear.

Incidental catches

With respect to the environmental impact studies carried out on driftnets as regards the non-target species, a wide amount of these were found to have been affected. Among the most common of such species affected by these incidental catches are ocean sunfish (*Mola mola*), as well as several elasmobranch and cetacean species²⁹. It was estimated during the 1990's that the volume of incidental Italian driftnet catches for the swordfish (*Xiphias gladius*) in the Mediterranean was extremely high, reaching 82% of the catch figures and 50% in terms of weight³⁰. With respect to the Spanish fleet that used this fishing method in the Strait of Gibraltar area, the incidental catches were even greater, registering some 93%-95% in number³¹.

But, as always, the impact on the cetaceans has been especially worrying. The catches of species such as the sperm whale (*Physeter macrocephalus*), the striped dolphin (*Stenella coeruleoalba*) and the common dolphin (*Delphinus delphis*) have been deemed to be unsustainable for the survival of these species³². Regrettably, dolphins and whales continue to be caught in these nets.

Furthermore, the situation becomes even more disturbing if we take into account the data furnished by the European Environment Agency³³ in which it is estimated that the incidental catches in the Mediterranean have increased practically by 130% between the end of the 1990's and the beginning of the 21st century.

Between 7 and 58 dolphins are caught in the *thonilles* for every 100 casts³⁴. This type of fishing lasts seven months, but it is especially concentrated from May to September. Overall, it is estimated that the catch must be to the order of about fifty cetaceans per year.

As far as Moroccan fisheries are concerned, some 64 cetaceans are caught for every 100 casts, and estimates would suggest that over 13,000 cetaceans die every year³⁵.

There are no catch ratio data available for Italian fisheries, however, in the 1990's it was estimated that 8 to 29 cetaceans were caught for every 100 casts, which gave rise to annual estimates of over 8,000 cetaceans being trapped every year³⁶.

In Turkey, where fishing with driftnets is still in its early stages, the shortest season and the nets have still not reached the enormous sizes of the Italian and Moroccan fleets, three species of dolphin have already been affected.³⁷

The elasmobranch species seem to be another of the groups most affected by driftnets³⁸. Along with sharks such as the shortfin mako shark (*Isurus oxyrinchus*), the blue shark (*Prionace glauca*), the thresher shark (*Alopias vulpinus*) or the basking shark (*Cetorhinus maximus*). Furthermore, among these nets several species of batoids have been found, such as the devil ray (*Mobula mobular*) and the stingrays (*Dasyatis spp.*)³⁹. In fisheries such as that carried out by Moroccan net trawlers between the Alboran Sea and the waters in the vicinity of the Strait of Gibraltar, the number of sharks caught every year could be over 100,000⁴⁰.

The questions

In the light of such an anomalous situation, in which a handful of boats of have continued to pay scant heed to the law and international legislation, and in which European citizens have made an enormous effort to solve this problem, a number of questions have arisen that remain unanswered, such as:

- What is the total amount that the EU and the individual public administrations of the countries involved have allocated to the phase out of driftnets?
- What vessels have benefited from this financial aid?
- What has become of the miles of confiscated nets and whose abolition has been paid for by European citizen's money?
- What portion of the financial aid has been allocated to presenting nets under names such as the *ferrettara*, or the *thonaille*?
- Will the fishing boats that have received grants to stop using driftnets and that, nonetheless, continue to use them, receive yet more financial aid to abandon their use for once and for all?
- What other structural funds have the shipowners of these boats received?
- In those cases where the EU countries fail to observe community legislation, what sanctions are they going to receive?
- Will those European countries that have received financial aid for this matter and have not complied with the elimination of driftnets be made to return the aid?
- How much has been invested in the satellite monitoring system to control driftnet trawlers approved by the EU in 1996? What have the results been?

European citizens, through the public institutions, have had to pay enormous sums of money in order to abolish driftnets. The money has been spent, but the driftnets have not disappeared. Quite the contrary, the money has apparently been used to subsidise the introduction of new types of driftnets into European waters

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