

THE ENHANCED ROLE OF REGIONAL COLLABORATION FOR THE SUSTAINABLE DEVELOPMENT OF AQUACULTURE AND FISHERIES: MACROREGIONAL STRATEGIES (DANUBE, ADRIATIC - IONIAN) AND REFORMED EU COMMON FISHERIES POLICY

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NOVA ULOGA REGIONALNE SARADNJE U ODRŽIVOM RAZVOJU AKVAKULTURE I RIBARSTVA: MAKROREGIONALNE STRATEGIJE (DUNAVSKA, JADRANSKO - JONSKA) I REFORMISANA UREDBA EVROPSKE UNIJE O RIBARSTVU

Apstrakt

Akvakultura i ribarstvo mogu da doprinesu održivom razvoju, međutim da bi se ovo postiglo, potrebno je da postoji određena politika. Razvojni put može da bude deo strateške politike, a pomak ka održivijim putevima zahteva strateške odgovore kroz javne uredbe i kompromise, koje takođe doprinose rešavanju nekih konflikata. Uključivanje širokog spektra interesnih strana u ove procedure - na globalnom, regionalnom, nacionalnom i lokalnom nivou – je neophodno da bi se osiguralo da su predložene politike efikasne, koherentne i održive i da doprinose dugoročnoj održivosti životne sredine, ekonomskoj i socijalnoj održivosti sektora i celog regiona.

Osnovni činilac razvojnog programa za unapređenje održivosti je stepen u kome se on bavi neophodnim kompromisima specifičnim za region. Imajući ovo u vidu, saradnja na regionalnom nivou sada ima još veću ulogu kada je reč o Evropskim politikama. Dobri primeri su Makroregionalne Strategije Evropske Unije (EUS) i reformisana Zajednička Ribarstvena Politika (Common Fisheries Policy - CPF), koje uzimaju u obzir činjenice da je Evropska Unija pozitivno orijentisana ka životnoj sredini, posvećena principu održivog razvoja, takođe najveće jedinstveno tržište riba u svetu, ali i uvoznik ribe i proizvoda od ribe. Ovaj rad u kratkim crtama predstavlja glavne principe koji stoje iza pomenutih stra-

tegija i politika i ishode koji će iz njih proizići i koji će uticati na upravljanje sektorom, kao i na njegovu održivost.

„Makroregionalna Strategija” je integrisani radni okvir, preporučeni od strane Saveta Evrope, čiji je cilj bavljenje izazovima u određenim geografskim oblastima gde se nalaze i države članice Evropske Unije kao i treće zemlje. Cilj ove strategije jeste da pojača saradnju radi postizanja ekonomske, društvene i teritorijalne povezanosti. Trenutno postoje tri makro regionalne strategije za njih: Strategija Evropske Unije za Dunavski region (EUSDR) i Evropska Strategija za Jadranski i Jonski region (EUSAIR) koji imaju određeni značaj za naš region dok se treća strategija (EUSBSR) bavi Baltičkim morem. Akvakultura i ribarstvo su važni sektori za Plavi Rast u Jadransko-Jonskom regionu, a zaštita životne sredine koja je obuhvaćena Dunavskom Strategijom je neophodna za održivi razvoj u ovom krhkom region, ali istovremeno i ekološki bogatom.

Cilj Uredbe o ribarstvu Evropske Unije - Zajedničke Ribarstvene Politike (Common Fisheries Policy - CFP) je da osigura da su akvakultura i ribarstvo održivi za životnu sredinu, kao i ekonomski i društveno i da obezbeđuju zdravu hranu za stanovnike Evropske Unije. Reformisana uredba Zajednička Ribarstvena Politika Evropske Unije podrazumeva novi način upravljanja, koji daje zemljama Evropske Unije bolju kontrolu na državnom i međunarodnom nivou nad četiri glavne oblasti ove uredbe: upravljanje u ribarstvu; međunarodne uredbe; uredbe o tržištu i trgovini; politike finansiranja uključujući i pravila o učešću interesnih strana iz oblasti akvakulture. Države članice Evropske Unije treba da sarađuju na regionalnom nivou da bi usvojile zajedničke preporuke i druge načine za razvoj i implementaciju mera očuvanja životne sredine i mera koje utiču na ribarske aktivnosti u oblastima koje su značajne za vodene resurse i životnu sredinu.

Ključne reči: održivi razvoj, akvakultura, ribarstvo, makro region, uredba o ribarstvu - Zajednička Ribarstvena Politika

Keywords: sustainable development, aquaculture, fisheries, macro-region, common fisheries policy

INTRODUCTION

For many people looking at the role of fisheries in development, the debate is between two possible paths: a robust and growing artisanal sector that is rooted in rural communities, and a modern industrial fishery that delivers maximum value from the resource. Alternatively, this choice can be seen as being between preserving a livelihood and food source benefitting the rural poor on the one hand, and on the other as economic growth. Rather than take sides in this debate, it is better to focus on the central role of good resource management as the fundamental basis for development in any form. Promoting growth in fisheries without first resolving weaknesses in fisheries governance is unlikely to lead to sustainable progress (OECD, 2013).

The development of aquaculture also fundamentally depends on the priorities and decisions taken at national and/or regional level. Aquaculture is a key component of the Blue Growth Initiative of the Food and Agriculture Organization (FAO) of the United Nations, due to its potential for sustainable socioeconomic growth, food security and employment. The 31st session of the Sub-Committee on Aquaculture of the FAO Committee on Fisheries

(COFI) (St. Petersburg, Russian Federation, 2013), outlined priorities including the need for bilateral, multilateral and regional cooperation to support the global advancement of aquaculture and the implementation of an ecosystem approach to aquaculture.

For both fisheries and aquaculture, the fundamental message is the same: sustainable growth in these sectors depends on respecting natural limits. Temporary surges in growth often come at the cost of worsened future opportunities. These must be replaced by development efforts that focus on getting the most out of the resource with an emphasis on long-term planning and a well-supported and competent system of governance (OECD, 2013).

National and transnational cooperation, at every level, is a powerful asset and should be further nurtured in order to promote sustainable stock exploitation and sound aquaculture growth in our region, the Mediterranean and Black Sea. In light of the need to drive forward this process, all interested parties at the regional level must be involved and should provide general agreed policy directions and adjusted technical guidelines while ensuring enhanced transparency and participation.

REGIONAL COLLABORATION

Aquaculture and fisheries can contribute to growth and development, and can support rural communities and better nutrition (OECD, 2013). Policies to support fisheries and aquaculture's role in development can be effective, but coherence for development demands an inclusive approach encompassing all aspects of managing a sector based on a complex and renewable natural resource. Competing policy interests combined with governance failures, administrative capacity constraints and changing global fish production and consumption patterns have led to mismanagement, degradation and overexploitation of fisheries in many cases. In order to reverse these trends, short-term questions of employment and profits of fishers must be carefully balanced against longer term sustainability.

Involving an extensive range of stakeholders at global, regional, national and local levels - such as governments, multilateral institutions, the private sector, regional fisheries organisations and regional banks - has to be seen as a key factor in ensuring that policies are effective, coherent and sustainable (OECD, 2013). It also enables stakeholders to ask the question of whether there are alternative and more sustainable development paths for the region and what they might look like, and to consider explicitly the types of policy response that would secure a change from existing to alternative paths.

In doing so it allows a challenge to prevailing trends and to inertia in policy making caused by an acceptance that the only way to develop is by continuing on the present path. Key issue for a development programme concerned with enhancing its sustainability is the degree to which it addresses regionally specific and significant trade-offs. The key questions (GHK *et al.*, 2002) are:

- Whether the trade-offs are considered important to the achievement of regional aspirations for social welfare? and if so,
- Whether additional measures, explicitly framed as a response to the trade-offs, and designed to minimise the negative consequences (particularly in relation to perceived critical thresholds) and enhance the positive effects, should be integrated within the programme?

This implies that the development path can be the subject of or described by a vision and strategic policy goals; and that the move towards more sustainable paths requires strategic

responses to trade-offs, requiring some conflict resolution, through public policy and public policy agencies. This would note that there are some regional level trade-offs that are outside the direct influence of regional stakeholders, and which require policy responses at higher levels; with the attendant need to integrate across policy levels (GHK et al, 2002).

MACROREGIONAL STRATEGY (EUS)

Since 2009 the Directorate General for Regional and Urban Policy has been engaged in a new approach to tackle problems of a cross-regional nature, the “Macroregions”. The “Macroregional Strategy” is an integrated framework, endorsed by the European Council, to address common challenges in a given geographical area where both Member States and third countries are located. The objective is to strengthen cooperation in order to achieve economic, social and territorial cohesion.

Macroregional strategies have to concentrate their actions within a specific geographic area, but without creating new-barriers in the EU and stressing the importance of due involvement of all EU Member States and all interested stakeholders on transnational, regional and local level, as appropriate, in the implementation of the Strategies. At this stage, the Union has initiated three Macro-regional Strategies: the European Council endorsed the EU strategy for the Baltic Sea Region (EUSBSR) in October 2009, the EU Strategy for the Danube Region (EUSDR) in June 2011, and in addition, the newest EU Strategy for the Adriatic and Ionian Region (EUSAIR) on 23-24 October 2014.

The EU’s Baltic and Danube macro-regional strategies, involving over 20 EU and non-EU countries, have pioneered a unique kind of cooperation. This is based on the idea that common challenges facing specific regions - whether environmental, economic, territorial or security-related, are best tackled collectively. Furthermore, it makes sense to plan together for the most effective deployment of the resources available. The approach provides an integrated framework bringing together Member States and non-EU countries in the same geographical area to address common challenges. The overriding aim of a macro-regional strategy is to mobilise new projects and initiatives. The approach offers many potential benefits in terms of strengthened cooperation for economic, social and territorial cohesion.

A specific pillar dedicated to the environment in the Danube Strategy is essential for this ecologically rich and often fragile Region, to ensure that progress on environmental actions and projects can be closely monitored.

The pillar focuses on three Priority Areas: (1) To restore and maintain the quality of waters; (2) To manage environmental risks and (3) To preserve biodiversity, landscapes and the quality of air and soil.

On 14 December 2012, the Heads of State or Government of the EU called on the European Commission to bring forward an EU Strategy for the Adriatic and Ionian Region (EUSAIR) before the end of 2014. The proposed Strategy will build on the experience gained in the existing ones for the Baltic Sea macro-region and the macro-region along the Danube River. It will also incorporate the Maritime Strategy for the Adriatic and Ionian Seas, which was adopted by the European Commission on 30 November 2012.

The EU Strategy for the Adriatic and Ionian Region aims to consolidate the already extensive cooperation among the 8 countries of the region, thanks to existing European cooperation programmes and other regional schemes, such as the Adriatic Ionian Initiative.

A macro-regional strategy for the Adriatic and Ionian Region aims to give a new impetus to the cooperation, and to find joint solutions to common challenges.

Eight (8) countries in the Adriatic and Ionian Region are covered by the Strategy: four EU Member States (Croatia, Greece, Italy and Slovenia) and four non-EU countries (Albania, Bosnia and Herzegovina, Montenegro and Serbia). The 8 countries of the Region are not only diverse in terms of socio-economic development and geographic size, but also have different international status as only 4 of the partner countries are EU members.

The biggest issues which need to be tackled in cooperation are related to environment, transport and energy. The main opportunities for development are linked to maritime and marine innovation, blue growth and tourism. The main objective of the proposed Strategy is to promote sustainable economic and social prosperity in the Region, by improving its attractiveness, competitiveness and connectivity, while at the same time preserving the environment and ensuring healthy, balanced marine and coastal ecosystems. The Strategy is also expected to contribute to the EU integration of the candidate and potential candidate countries in the region.

EUSAIR has the capacity to contribute to the achievements of the objectives of the “EUROPE 2020” Strategy, to ensure smart, sustainable and inclusive growth, to increase the competitiveness of the European Union, and to contribute to the reinforcement of existing EU horizontal policies. In its initial phase, it is envisaged that the Strategy will be concentrated on the following four pillars: 1) Marine and Maritime Growth (Blue Growth), 2) Connecting the Region, 3) Environmental quality, and, 4) Sustainable Tourism.

Moreover, there will be two cross-cutting issues: a) Capacity building, including communication, and, b) Research, innovation and SMEs.

Fisheries and aquaculture are important sectors for Blue Growth in the Adriatic-Ionian Region. In particular, the social, cultural and economic contribution of fisheries is crucial at local and regional level, especially on islands and in remote regions (Chatziefstathiou *et al.*, 2013). Coordinators of the Pillar 1 are Greece and Montenegro.

The **overall objective** of Pillar 1 “Blue Growth” is about driving innovative maritime and marine growth in the Adriatic-Ionian Region by promoting sustainable economic growth and jobs as well as business opportunities in the blue economy sectors. This requires building on the regional diversity in the Adriatic-Ionian Region, and taking into account that there are various pathways to innovative maritime and marine growth. At the same time a number of challenges and development opportunities need to be approached through cooperation among the countries, regions and cities.

The specific objectives for this pillar are:

1. To promote research, innovation and business opportunities in blue economy sectors, by facilitating the brain circulation between research and business communities and increasing their networking and clustering capacity.
2. To adapt to sustainable seafood production and consumption, by developing common standards and approaches for strengthening these two sectors and providing a level playing field in the macro-region.
3. To improve sea basin governance, by enhancing administrative and institutional capacities in the area of maritime governance and services.

To achieve the abovementioned objectives Pillar 1 will focus on three topics:

Topic 1 - **Blue technologies**

Topic 2 - **Fisheries and aquaculture**

Topic 3 - **Maritime and marine governance and services**

Fisheries cooperation is well advanced in the Adriatic - Ionian Sea basins. Networking and synergies among different initiatives is useful to strengthen dialogue and opportunities, to coordinate and establish our priorities. There is a need for stronger cooperation in order to protect our seas, particularly through sustainable fisheries methods within the framework of EU legislation. This is the best way to protect many fisheries enterprises that are facing strong crisis. We must take into account fisheries legislations of EU members and non-member countries and the different level of their development in the field of fisheries.

We also should consider and respect before any new action the existing complex legal framework for fisheries in the Mediterranean, in particular, the EU legislation, the rules issued by GFCM, ICCAT, etc. EU member states could support non-member states in the area on the implementation of the technical measures needed to harmonize their governmental legislation with the EU regulations.

EU COMMON FISHERIES POLICY (CFP)

The CFP is a set of rules for managing European fishing fleets and for conserving fish stocks. Designed to manage a common resource, it gives all European fishing fleets equal access to EU waters and fishing grounds and allows fishermen to compete fairly. Stocks may be renewable, but they are finite. Some of these fishing stocks, however, are being overfished. As a result, EU countries have taken action to ensure the European fishing industry is sustainable and does not threaten the fish population size and productivity over the long term.

The CFP was first introduced in the 1970s and went through successive updates, the most recent of which took effect on 1 January 2014. The new Common Fisheries Policy (CFP) has been agreed by Council and Parliament and is effective from 1 January 2014. On 13 July 2011, European Commission presented its proposals for the reform of EU common fisheries policy. On 2 December 2011, it proposed a new fund for EU's maritime & fisheries policies for the period 2014-2020: the European maritime and fisheries fund (EMFF).

The new CFP aims to ensure that fishing and aquaculture are environmentally, economically and socially sustainable and that they provide a source of healthy food for EU citizens. Its goal is to foster a dynamic fishing industry and ensure a fair standard of living for fishing communities. Although it is important to maximise catches, there must be limits. We need to make sure that fishing practices do not harm the ability of fish populations to reproduce. The current policy stipulates that between 2015 and 2020 catch limits should be set that are sustainable and maintain fish stocks in the long term.

To this day, the impact of fishing on the fragile marine environment is not fully understood. For this reason, the CFP adopts a cautious approach which recognises the impact of human activity on all components of the ecosystem. It seeks to make fishing fleets more selective in what they catch, and to phase out the practice of discarding unwanted fish. The reform also changes the way in which the CFP is managed, giving EU countries greater control at national and regional level. The CFP has 4 main policy areas: 1) Fisheries mana-

gement, 2) International policy, 3) Market and trade policy, 4) Funding of the policy. The CFP also includes rules on aquaculture and stakeholder involvement

The EU is the largest single fisheries market in the world and a net importer of fish and fish products. More than a quarter of the fish caught by European fishing boats are actually taken outside EU waters. Around 8 % of EU catches (2004-06) are made under fishing agreements with countries outside the EU, while another 20 % are taken on the high seas, mainly in regions under the care of regional fisheries management organisations.

As a major fishing power, and the largest single market for fisheries products in the world, the EU also plays an important role in promoting better governance through a number of international organisations. This involves developing and implementing policy on fisheries management and – more generally – the Law of the Sea. The EU works closely with its partners from around the globe through the United Nations system, including the Food and Agriculture Organisation (FAO), as well as in other bodies, such as the Organisation for Economic Co-operation and Development (OECD).

What is “Regionalisation” and how it works

It is useful and much easier to cooperate through common projects on subsidiary activities to fisheries that can give an important help to fishing enterprises in today crisis. Transborder projects on Aquaculture, Fish-tourism, promotion of marine culture, training were very welcome already by all parts.

Management of fishing stocks until now is EU exclusive competence, and regulation of fishing activities at Member States territorial waters could be performed only at EU level. In international waters prevailing legal instruments already exist within the General Fisheries Commission for the Mediterranean (GFCM), and within the International Commission for the Conservation of Atlantic Tuna (ICCAT). Hence, establishment of management plans at sub-regional level could not be envisaged until now, unless carried out in full respect of the existing EU and multilateral frameworks. Other initiatives can be undertaken at this level for sustainable fisheries management, such as contribution to the scientific basis.

Following the reform of CFP, from now-on according to Article 18 of the regulation where the Commission has been granted powers (e.g. in multiannual plans) to adopt measures by means of delegated or implementing acts in respect of a Union conservation measure applying to a relevant geographical area, Member States having a direct management interest affected by those measures may, and within a deadline to be stipulated in the relevant conservation measure and/or multiannual plan, agree to submit joint recommendations for achieving the objectives of the relevant Union conservation measures, the multiannual plans or the specific discard plans. The Commission shall not adopt any such delegated or implementing acts before the expiry of the deadline for submission of joint recommendations by the Member States.

Member States (MS) should cooperate at regional level in order to adopt joint recommendations and other instruments for development and implementation of conservation measures and measures affecting fishing activity in areas protected by environmental law.

In the framework of regional cooperation, the Commission should only adopt conservation measures through implementing acts or delegated acts where all Member States concerned in a region agree on a joint recommendation.

The Union should cooperate with third countries and international organisations for the purpose of improving compliance with international measures. The position of the Union

should be based on the best available scientific advice. The Union should promote the objectives of the CFP internationally, ensuring that Union fishing activities outside Union waters are based on the same principles and standards as those applicable under Union law, and promoting a level-playing field for Union operators and third-country operators.

To this end, European Union should seek to lead the process of strengthening the performance of regional and international organisations in order to better enable them to conserve and manage marine living resources under their purview, including combating illegal, unreported and unregulated (IUU) fishing.

Aquaculture

Farming finfish, shellfish and aquatic plants is one of the world's fastest growing food sectors; it already provides the planet with about half of all the fish we eat. Mediterranean Aquaculture has a long history and there is evidence of existence dated back to more than 2.000 years ago. Intensive marine aquaculture made possible at 1980s, when technical difficulties in reproduction, feeds and cage technology were overcome. In Europe, aquaculture accounts for about 20% of fish production and directly employs some 80.000 people. EU aquaculture is renowned for its high quality, sustainability and consumer protection standards. EU overall output has been more or less constant in volume since 2000 whereas global production has been growing at nearly 7% per year.

The Commission intends to boost aquaculture through the Common Fisheries Policy reform, and has published Strategic Guidelines presenting common priorities and general objectives at EU level. One of the main goals of CFP is also to promote the development of sustainable Union aquaculture activities to contribute to food supplies and security and employment. Four (4) priority areas have been identified in consultation with all relevant stakeholders: reducing administrative burdens; improving access to space and water; increasing competitiveness; exploiting competitive advantages due to high quality, health and environmental standards.

Aquaculture should contribute to the preservation of the food production potential on a sustainable basis throughout the Union so as to guarantee long-term food security, including food supplies, as well as growth and employment for Union citizens, and to contribute to meeting the growing world demand for aquatic food.

On the above basis, the Commission and EU countries will collaborate to help increasing the sector's production and competitiveness. EU countries are asked to set up multiannual plans to promote aquaculture. The Commission will help with the coordination and exchange of best practices. Farmed in the EU - a spinoff of the Inseparable campaign - promotes sustainable seafood and highlights the importance of aquaculture, as one of the world's fastest growing food sectors.

Market organisation

The Common Organisation of the Markets, the EU policy for managing the market in fishery and aquaculture products, is one of the pillars of the Common Fisheries Policy.

The Common Organisation of the Markets strengthens the role of the actors on the ground: producers are responsible for ensuring the sustainable exploitation of natural resources and equipped with instrument to better market their products. Consumers receive more and better information on the products sold on the EU market, which, regardless of

their origin, must comply with the same rules. Thanks to dedicated tools, it is now possible to have a better understanding of how the EU market functions.

Today, the Common Organisation of the Markets has come a long way from its beginnings and is a flexible instrument that ensures the environmental sustainability and economic viability of the market for fishery and aquaculture products. The five main areas covered by the scheme are: Organisation of the Sector, Marketing standards, Consumer information, Competition rules, and Market intelligence.

European Maritime and Fisheries Fund (EMFF)

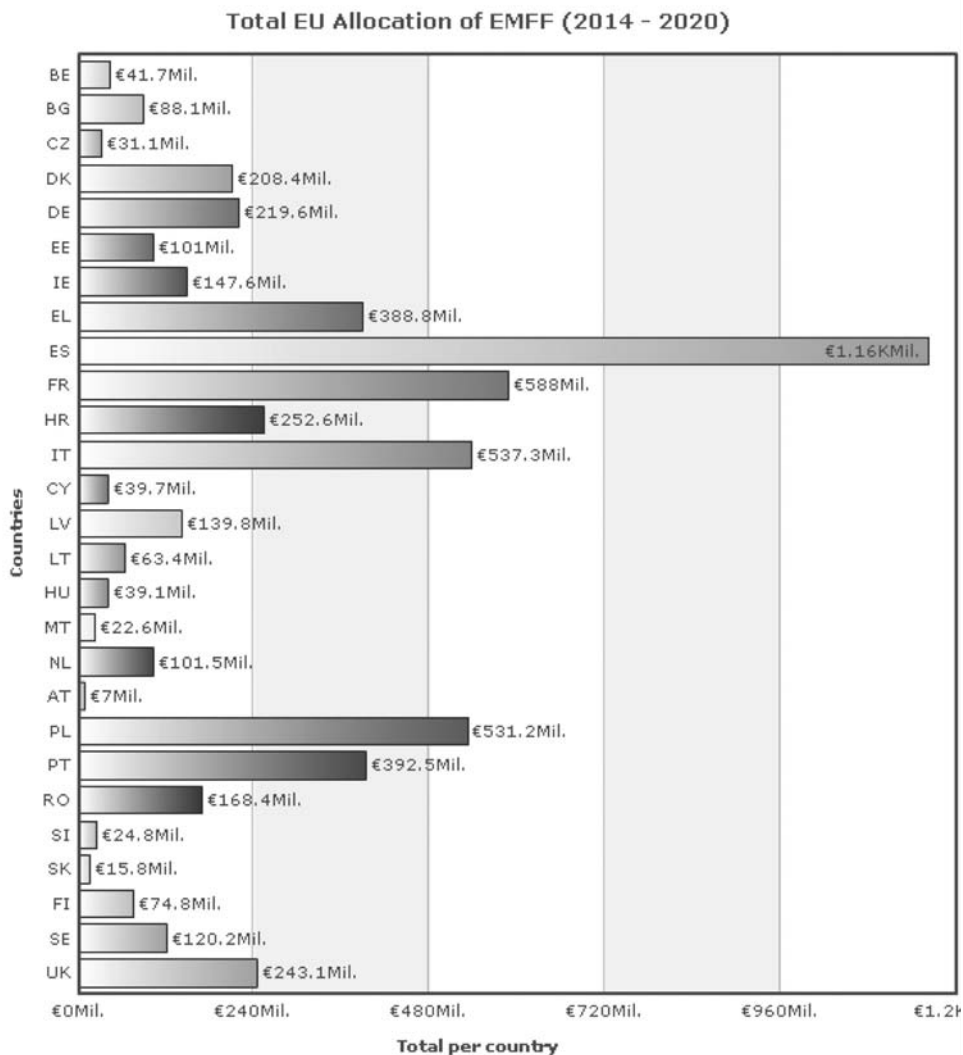
The EMFF is the fund for the EU's maritime and fisheries policies for 2014-2020. It is one of the five European Structural and Investment (ESI) Funds which complement each other and seek to promote a growth and job based recovery in Europe. The fund helps fishermen in the transition to sustainable fishing, supports coastal communities in diversifying their economies, finances projects that create new jobs and improve quality of life along European coasts, makes it easier for applicants to access financing. The following table presents the financial allocation from EMFF per Member State.

The Fund is used to co-finance projects, along with national funding. Each country is allocated a share of the total Fund budget, based on the size of its fishing industry. Each country then draws up an operational programme, saying how it intends to spend the money. Once the Commission approves this programme, it is up to the national authorities to decide which projects will be funded. The national authorities and the Commission are jointly responsible for the implementation of the programme.

CLOSING REMARKS

This work, a policy paper, based on original EU texts, attempts to present briefly the main principles behind these new strategies & policies - their differences from the older, and the possible outcome that will have to our region's aquaculture & fisheries sector's governance and sustainability - to colleagues that are not accustomed to European Union's legislation and terminology, as the original documents are long, detailed, and complex, technical regulations. Their numbers are given below, at the references, for those seeking more information.

The main outcome from the synthesis of these policies is that regional collaboration will have a continuously increasing and enhanced role, and we must be prepared as a sector to work together, and implement swiftly these provisions, to gain the maximum benefit.



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