



Allocation of Fisheries Resources: A small-scale fisheries perspective

Chandrika Sharma

Ramya Rajagopalan

International Collective in Support of
Fishworkers (ICSF)



Introduction

- Presentation will focus on developing countries of Asia, Africa and Latin America
- As much as 95 per cent of the world's fishers' population is in Asia, Africa and Latin America, with 87 per cent of the world total only in Asia.
- Asia (not including Japan), Africa and Latin America together contribute about 77 per cent of the total world's fish production and 75 per cent of the marine fish production



Importance of small-scale fisheries

- Small-scale fisheries are an important source of employment, food security and income, particularly in the developing world
- An estimated 90 per cent of the 38 million people recorded by the FAO as fishers and fish farmers are small-scale
- An additional more than 100 million people are estimated to be employed in other fisheries associated occupations
- Figures likely to be underestimates—millions of people fishing seasonally/ part-time, in coastal and inland waters not recorded as fishers
- FAO estimates that about 5.8 million fishers (about 20 per cent of the total) can be considered poor, earning less than US\$ 1 per day



Importance of small-scale fisheries

- Small-scale fisheries often the main drivers in the rural economy, as evidenced in the recent tsunami—forward and backward linkages
- Small-scale fisheries accounts for nearly 50 per cent of the global capture fisheries production, and caters primarily to direct human consumption
- Small-scale fishers increasingly contributing to export markets and earnings
- Small-scale fisheries harvest resources in relatively more sustainable ways—ecological footprints smaller



Defining small-scale fisheries

- What is small-scale differs from country to country, and between the industrialized world and the developing world (Recent Note by WTO Secretariat, 24 November 2005 compiles available definitions related to artisanal, small-scale and subsistence fishing)
- Technological changes, and the increasing differentiation within the sector have made defining it more challenging



Catamaran, Tamil Nadu
India

Beach seine, Mozambique

Artisanal boats, Peru

Fishing boat, Kerala, India



Mother Pumpboat with *kawa-kawa* (auxiliary boats) carried on the outrigger (The Philippines)



Multi-day boats of Sri Lanka



Characteristics of SSF

“ Small-scale fisheries can be broadly characterized as a dynamic and evolving sector employing labour intensive harvesting, processing and distribution technologies to exploit marine and inland water fishery resources. The activities of this subsector, conducted fulltime or part-time, or just seasonally, are often targeted on supplying fish and fishery products to local and domestic markets, and for subsistence consumption. Export-oriented production, however, has increased in many small-scale fisheries during the last one to two decades because of greater market integration and globalization.. ... Small-scale fisheries operate at widely differing organizational levels ranging from self-employed single operators through informal microenterprises to formal sector businesses.”

Excerpted from the description by the FAO Working Group on Small-scale Fisheries



Recognition of small-scale fisheries in international legal instruments

- **UNCLOS:** Asks States to take into account relevant environmental and economic factors, including the economic needs of coastal fishing communities and the special requirements of developing States, while taking measures to conserve and manage the living resources of the exclusive economic zone (Article 61).
- The **Fish Stocks Agreement (UNFSA)** asks States to take into account the special requirements of developing States and, in particular, the need to avoid adverse impacts on, and ensure access to fisheries by subsistence, small-scale and artisanal fishers and women fishworkers, as well as indigenous people in developing States, especially Small Island Developing States (SIDS), while establishing management measures for straddling and highly migratory fish stocks (Article 24.2 (b))



Recognition of small-scale fisheries in international instruments

- **Agenda 21:** Section 17.74 b emphasizes that States must take into account traditional knowledge and interests of local communities, small-scale artisanal fisheries and indigenous people in development and management programmes.
- **Code of Conduct for Responsible Fisheries (CCRF)** asks States to protect the rights of fishers and fishworkers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction (Article 6.18).



Recognition of small-scale fisheries in national legal frameworks

- **Venezuela Constitution (2000)**, Article 305 “The State shall protect the settlement and communities of nonindustrialized fishermen, as well as their fishing banks in continental waters and those close to the coastline, as defined by law”.
- **Philippines Constitution (1997)**, Article XIII, section 7 “The State shall protect the rights of subsistence fishermen, especially of local communities, to the preferential use of the communal marine and fishing resources, both inland and offshore...”
- The **Thai constitution** recognizes the role of local organizations and communities in the management and conservation of natural resources



Recognition of small-scale fisheries in national legal frameworks

- **Marshall Islands**, Marine Resources Act, 1997, Article 28, outlines various measures for protection and promotion of artisanal fisheries, including giving priority to artisanal fisheries in the allocation of fishing licences or quotas, and establishing reserved areas for artisanal fishing
- **Indonesia**: Law of the Republic of Indonesia No. 31 of 2004 Concerning Fisheries: Exempts small-scale fishers and fish farmers from payment of fees and levies (Article 50) and from licensing requirements (Article 63.3), and allows them to fish in the entire fisheries zone of Indonesia, which includes inland waters, territorial waters, internal waters, archipelagic waters and the EEZ.



Recognition of small-scale fisheries in national legal frameworks

- **Ghana:** Fisheries Act 2002, recognizes the need to protect artisanal and semi-industrial fisheries, including by giving priority to artisanal and semi-industrial fishing in the allocation of fishing licences or quotas, and by establishing reserved areas for their fishing activities.
- **Zanzibar (Tanzania),** Article 8 of The Fisheries Act 1988, on *Protection of traditional fisheries* stresses need to ensure that development of industrial fisheries does not unduly damage traditional fisheries, through such means as reserving areas for different kinds of fishing
- In **Fiji**, customary marine tenure is recognized under the Fisheries Act



Recognition of small-scale fisheries at regional levels

- **SADC protocol on Fisheries**, Article 12 on *Artisanal, Subsistence Fisheries and Small-scale Commercial Fisheries*, stresses the need for instituting legal, administrative and enforcement measures necessary for the protection of artisanal and subsistence fishing rights, tenure and fishing grounds, taking particular account of the needs of socially and economically disadvantaged fishers. It further stresses the need to adopt equitable arrangements whereby artisanal, subsistence and small-scale commercial fishers who are traditionally part of a transboundary fishery may continue to fish and trade in goods and services.



Sharing the fish:

Issues of concern

- The importance of the small-scale sector and of protecting its access to resources well recognized in international and several national legal instruments.
- Most developing countries have taken specific measures to protect access of small-scale to resources, the most common being the declaration of artisanal zones
- However, reports from the ground indicative that the small-scale sector continues to lack secure access to resources



Sharing the fish:

Issues of concern

- Problems/ conflicts between the small-scale and the industrial sector over resources, frequent, and violation of inshore areas by the industrial fleet, common
- In some cases, especially Africa, the conflict is with foreign industrial vessels, fishing under fisheries access agreements, joint ventures or other arrangements
- There are continuing reports of conflicts between migrant and local fishermen, as in Africa



Sharing the fish:

Issues of concern

- In Chile and South Africa, the introduction of ITQs, seen as a measure that denies artisanal fisheries/ indigenous people legitimate access to resources, has been met with protest, and even litigation, from the small-scale sector

Statement from Santa Clara workshop, Argentina,
March 2005

We reject the use of individual transferable quotas (ITQs) as a management tool for artisanal fisheries, and express our concern that the use of ITQs can jeopardize the legitimate rights of artisanal fishworkers, coastal communities and indigenous people to secure and just fisheries-based livelihoods.



Sharing the fish:

Issues of concern

- Marine protected areas, where set up in non-participatory and exclusionary ways, have been seen as small-scale fisheries as denying legitimate access to resources traditionally fished by them. Impact greater on small-scale
- Small-scale fishers in several countries have been affected by certain forms of coastal aquaculture, particularly of shrimp and salmon, directly (eg. disrupting access) and because of the impact on resources



Sharing the fish:

Emerging issues within the sector

- Growing differentiation: With technological changes within the small-scale sector, and the adaptation of gear earlier used mainly by the industrial sector (mini purse seines, mini trawls), problems increasingly between different gear groups considered as part of the small-scale sector
- The small-scale sector, with technological changes, has been able to move further offshore, often in international waters and in the waters of other countries, targeting stocks such as tuna. This segment remain largely unrecognized, and consequently faces problems such as arrest and detention in countries where they fish



Sharing the fish:

Emerging cross-sectoral issues

- As competition over use of coastal resources and space increasing, as for example from tourism, industry, conservation interests, oil exploration and other developmental projects, small-scale fishing communities face displacement from their fishing grounds/ habitations.
- Growing pollution of coastal waters and habitats, affects resource productivity and sustainability, in effect, reducing the access of the small-scale sector to resources



Sharing the fish equitably: Important considerations for allocation

- The numbers of people involved in small-scale fisheries, including those in post-harvest operations dependent on the diversified landings of the small-scale sector (also in the context of the MDG goals of halving, between 1990 and 2015, the proportion of population below \$1 (PPP) per day)
- The contribution of the sub-sector to national and local economies and to food security
- The relatively sustainable harvesting of resources by the sector, including, greater fuel efficiency
- Recent technological changes that have expanded the area of fishing operations of the small-scale sector



Sharing the fish equitably

A small-scale fisheries perspective

- Promote the small-scale model of fisheries development and progressively redistribute fishing space and resources to the small-scale fisheries subsector (owner operators and workers in the fishery) by phasing out large-scale, non-selective fishing units .
- Promote “scale subsidiarity”: Consider larger fishing units only after exhausting the possibility of employing smaller fishing units in the same fishery in the entire range of distribution of relevant fish stocks, with due consideration for the safety of such fishing operations as well as the safety and working conditions of fishers



Sharing the fish equitably

A small-scale fisheries perspective

- Put in place management systems and approaches that recognize the rights of small-scale fishing communities to resources and to manage them, and to be part of decision making processes
- Link rights to resources to responsibility for their sustainable management, and towards this, invest in capacity building of fishing communities and their organizations.



Sharing the fish equitably

A small-scale fisheries perspective

- Improve understanding of fisheries resources, and base management decisions on reliable information
- Increase area under, and effectively implement, exclusive artisanal fishing zones. In doing so, prioritize and protect the interests of the non-motorized artisanal sector using selective gear to inshore waters (also the most productive)
- Consider allocating rights to harvest commercially important spp (eg shrimp, lobster) in territorial waters exclusively to small-scale fishers using selective gear.
- Implement other effort control measures, particularly bans on destructive gear, such as bottom trawls, where proved destructive, whether considered small-scale or industrial



Sharing the fish equitably

A small-scale fisheries perspective

- Ensure that the interests of small-scale fishers targeting highly migratory stocks are represented in RFMOs set up under the UNFSA
- Ensure that the interests of traditional small-scale migrant fishers are taken into account, through appropriate arrangements, including bilateral arrangements, where migration is between countries
- Put in place effective enforcement systems—lack of enforcement creates *de facto* open access conditions, a race for fish won by those with greater access to capital and technology



Sharing the fish equitably

A small-scale fisheries perspective

- Discourage measures such as ITQs inappropriate for the typically multi-species, labour surplus fisheries of the developing world, that also have the potential of leading to inequity and greater conflict of interests within communities
- Consider MPAs only if proposed through participatory processes, and after ensuring that access to resources and livelihoods of the small-scale sector using selective gear are not compromised (Article 10(c) of the CBD, Basic Principles in Annex I on the Elaborated Programme of Work On MCBD, Decision VII/5, COP7)



Sharing the fish equitably

A small-scale fisheries perspective

- Ensure that fisheries access agreements, joint ventures and other similar arrangements, do not affect the fishing operations of the small-scale sector, including their access to resources.
- Ensure that coastal aquaculture development does not affect the access of small-scale fishers to resources, and is sustainable from a social, economic and environmental perspective



Sharing the fish equitably

A small-scale fisheries perspective

- Ensure that the livelihoods of those dependent on small-scale fisheries are not compromised by other users of coastal resources
- Take effective steps to control pollution of coastal areas (promote the ecosystem approach to mgmt)
- Ensure access to coastal land for housing and other fisheries-related operations, recognizing that access to resources at sea has meaning only when linked to access to coastal lands (recent tsunami)



Sharing the fish equitably

A small-scale fisheries perspective

In conclusion:

- Small-scale fisheries make better sense from a social, cultural, economic and environmental perspective
- There is need to promote the small-scale model, based on scale subsidiarity
- An ecosystem approach to managing fisheries is called for, given particularly the growing problems due to pollution
- The livelihood interests of the small-scale sector need to be protected as competition over coastal resources from other sectors increases



Thank you