

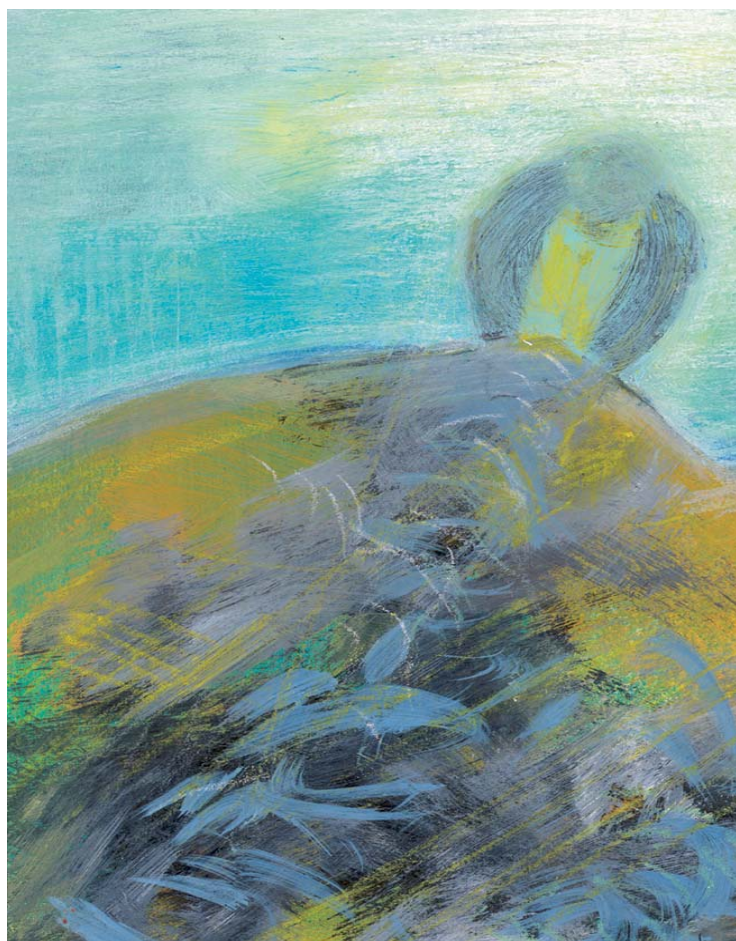
No. 49 | March 2008

ISSN 0973-1121

SAMUDRA

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



Traceability of Fish

Environment Injustice in Uruguay

Civil Society Statement at CBD

Global Small-scale Fisheries Meet

Fisheries Management in Malawi

Marine Park in Brittany



ICSF is an international NGO working on issues that concern fishworkers the world over. It is in status with the Economic and Social Council of the UN and is on ILO's Special List of Non-governmental International Organizations. It also has Liaison Status with FAO.

As a global network of community organizers, teachers, technicians, researchers and scientists, ICSF's activities encompass monitoring and research, exchange and training, campaigns

and action, as well as communications. SAMUDRA Report invites contributions and responses. Correspondence should be addressed to Chennai, India.

The opinions and positions expressed in the articles are those of the authors concerned and do not necessarily represent the official views of ICSF.

All issues of SAMUDRA Report can be accessed at www.icsf.net



BRIAN O'RIORDAN/ICSF

FRONT COVER



"Les filets pleins"
Painting by Beate Ketterl-Asch

PUBLISHED BY

Chandrika Sharma for
International Collective in
Support of Fishworkers
27 College Road
Chennai 600 006, India
PHONE: (91) 44-2827 5303
FAX: (91) 44-2825 4457
EMAIL: icsf@icsf.net

ICSF BELGIUM OFFICE

Sentier des Rossignols 2
1330 Rixensart, Belgium
PHONE: (32) 2-652 5201
FAX: (32) 2-654 0407
EMAIL: brian@scarlet.be

EDITED BY

KG Kumar

DESIGNED BY

Satish Babu

PRINTED AT

Nagaraj and Company Pvt. Ltd.,
Chennai

ILLUSTRATIONS BY

Sandesh (sandeshcartoonist@
gmail.com)

FOR LIMITED CIRCULATION ONLY

SAMUDRA News Alerts

SAMUDRA News Alerts is a free service designed
to deliver news reports and analysis on fisheries,
aquaculture and related issues, on a daily or
weekly digest basis, in plain text or HTML format.

The service often features exclusive, original
stories on small-scale and artisanal fisheries,
particularly in the regions of the South, as well
as issues that deal with women in fisheries and
safety at sea. Apart from news and stories on
fisheries, the service also focuses on environmental
and oceans issues. Please visit <http://www.icsf.net>
to subscribe to SAMUDRA News Alerts.

BACK COVER



A fisherman in a
Seychelles fish market
Photo: Sebastian Mathew

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS

NO.49 | MARCH 2008

NOVIB



REPORT

Tracing the fish4

A recent Seafood Summit in Barcelona
discussed the issue of traceability of fish

URUGUAY

Worn-out policies8

Environmental injustice associated
with fishing in Uruguay is reflected in policy

DOCUMENT

Recognize rights16

Civil society statement on the CBD Programme
of Work on Protected Areas (WGPAA2)

REPORT

Towards a new commons.....20

A recent ICSF workshop provided a small-scale
fishing community perspective on MPAs

NOTICE

Securing sustainable small-scale fisheries26

A global conference on small-scale fisheries
will be held in October 2008 in Bangkok

MALAWI

Participatory fisheries29

There are several governance challenges and
prospects for fisheries management in Malawi

NOTICE

Recent releases.....35

New information resources have
just been released by ICSF

FRANCE

Reversing from a dead end36

Iroise marine park in Brittany, France, could
serve as a model for sustainable fisheries

REPORT

Re-energizing for dignity.....40

The 4th International General Assembly of the
WFFP was held at Negombo, Sri Lanka

ICELAND

Common property or personal property?.....44

A recent case shows how fisheries management
can be incompatible with human rights

COMMENT.....3

ROUNDUP50



ROLF WILLMANN

A traditional fisherman of Sarawak, Malaysia

The Locus of Rights

The forthcoming global conference on "Securing Sustainable Small-scale Fisheries" should have a focus that extends beyond property rights

Nearly a quarter century after the 1984 World Conference on Fisheries Management and Development, organized by the Food and Agriculture Organization of the United Nations (FAO), and 13 years after the formulation of the 1995 FAO Code of Conduct for Responsible Fisheries, FAO will be organizing a global conference, in association with the Royal Government of Thailand, on "Securing Sustainable Small-scale Fisheries" (the 4SSF Conference) in Bangkok from 13 to 17 October, 2008 (see page 26).

The 1984 Conference talked, among other things, about ensuring "a continuing and assured share of the fisheries resources for small-scale producers and their active involvement in the management of the resources" and observed that it would be politically and socially difficult to limit entry into fisheries because alternative sources of employment and income are scarce in small-scale fisheries.

The 1995 FAO Code of Conduct for Responsible Fisheries highlighted the importance of protecting the rights of subsistence, small-scale and artisanal fishers and fishworkers to a secure and just livelihood through preferential access to traditional fishing grounds and resources.

The proposed focus of the forthcoming 2008 conference is to secure access and user rights of small-scale fishers, indigenous peoples and fishing communities to coastal and fishery resources that sustain their livelihoods. The current thinking within FAO thus seems to suggest a firming of position in support of a rights-based approach, even for small-scale fisheries, mainly to generate a consensus on who could possibly fish. Securing access and user rights are viewed in conjunction with securing post-harvest benefits and social, economic and human rights.

Being global in nature, the conference's challenge will be to arrive at a locus of coherent measures that can spell out acceptable versions of use and access rights for different types of fisheries in countries at different levels of development. Fishing communities wish to see that these rights

are not narrowly defined in terms of property rights.

Attempts to improve working and living conditions should be comprehensive enough to extend coverage to all self-employed persons, owner-operators and workers in fisheries. Also importantly enough, the rights of women as self-employed co-workers—paid and unpaid—and as members of the community should be recognized.

All fishery workers should have the right to social-security benefits. Initiatives to strengthen democratic governance and enhance policy spaces for fishing community representation in decision-making processes should be made more effective. Also, traditional and other community-based

institutions should be better acknowledged.

The attempt to secure access and user rights of small-scale fisheries should recognize the informal rights that support sustainable use of aquatic space and resources and equitable distribution of benefits within the community. It is also important to examine the way in which recognizing rights, including through legislation, policy and practice, can contribute to responsible and effective fisheries and coastal management.

Issues related to management approaches, technology use, energy use, scale of operations and investment ought to be addressed, as they relate to sustainable and equitable resource use. The forthcoming conference should also examine threats to sustainable fisheries from destructive and illegal, unregulated and unreported (IUU) fishing, coastal and marine activities, and climate change.

We would certainly hope that the set of measures or recommendations that would finally emerge from the Conference is close to the notion of rights as held by small-scale fishers, indigenous peoples and fishing communities. Securing economic and human rights, and securing sustainable resource use and access rights should certainly not act as a Trojan horse for property rights in small-scale fisheries, if fishing communities do not wish so.



Tracing the Fish

A recent Seafood Summit in Barcelona discussed the challenges and responses from West Africa to the issue of traceability of fish

4

This is unacceptable”, exclaimed Gaoussou Gueye, a Senegalese fish trader and Vice President of the CONIPAS (Interprofessional Organization of the Senegalese Artisanal Fishing Sector), in front of a stall in Barcelona’s iconic fish market, *la Boqueria*, where juvenile fish—octopus, cuttlefish, etc.—some coming from West Africa, were on sale.

Gaoussou Gueye and his colleagues from West African artisanal fishing organizations—Sid’ahmed Ould Abeid, President of the Mauritanian artisanal fishermen’s organization, and El Hadj Issiaga Daffe, President of the Guinean artisanal fishermen’s organization—were in Barcelona, towards the frosty end of January, to participate in the Seafood Summit, whose theme this year was “Global Challenges, Local So-

Fishermen and their organizations were not conspicuous participants in the discussions. As one expert noted during a plenary session, “Fishermen communities are expected to move in response to market pressures”—implying that there is no need to afford them much say in how they would like to respond; it is for international markets to decide that.

But Sid’ahmed Ould Abeid, El Hadj Issiaga Daffe, Gaoussou Gueye and their organizations think otherwise, and expressed their views and proposals in a panel, organized by the Coalition for Fair Fisheries Arrangements (CFFA), on the theme “Quality and Traceability: Issues for West African Artisanal Fish Products”.

For them, improving quality and traceability should not be envisaged as a matter of responding to the conditions imposed on them by foreign markets, but rather as an intrinsic part of the solution the artisanal sector can provide to the overexploitation of West African fish resources. Decreasing resources and swelling populations, as a result of internal migration generated by desertification, political unrest, etc., mean that if coastal communities are to continue making a living from fishing, each fisherman must fish less, but earn more by improving the quality and adding value to his product, taking due account of the fact that women from the fishing communities are key in these value-adding operations.

Traceability

West African artisanal fishing organizations see traceability as a means to gain recognition for the quality of their products, with the objective of making visible the contribution of the

...if coastal communities are to continue making a living from fishing, each fisherman must fish less, but earn more by improving the quality and adding value to his product...

lutions”. Seeing these juveniles on the market, highly prized by the Spanish consumers, at a time more demands are being made on West African artisanal fishermen to fish responsibly, epitomizes the conundrum of applying ‘local solutions’ to address ‘global challenges’.

The 2008 Seafood Summit, organized by the Seafood Choices Alliance, brought together about 350 representatives from the industry, and conservation and scientific organizations. Most of the fishing industry representatives were from the processing and marketing sectors or aquaculture.

*This report comes from **Béatrice Gorez** (cffa.cape@tiscali.be), Co-ordinator of the Coalition for Fair Fisheries Arrangements (www.cape-cffa.org)*

artisanal fishing sector to the sustainable exploitation of coastal resources. This means that traceability systems must be adapted to the realities of West African artisanal fishing and not, as is often the case, be imposed by the requirements of international markets.

However, in an exclusively export-oriented artisanal fishery, as in the case of octopus in Mauritania, answering international markets requirements in terms of quality and traceability has become a priority for Sid'ahmed Ould Abeid and the Mauritanian artisanal fishermen he represents.

In Mauritania, each artisanal pirogue works for a particular processing and exporting plant, and each plant has a list of the pirogues working for it. Each plant also keeps a register of which pirogues go fishing on which day, and how much octopus, of which size, is caught. When a problem arises, it is easy enough to go back to the processing plant and find out which group of pirogues was fishing on a particular day. Sid'ahmed Ould Abeid also insists that traceability requirements

can promote good fisheries management. Traceability needs to start at sea: thanks to the global positioning system (GPS), artisanal fishermen are nowadays able to locate and determine their fishing zones with precision. The localization of the pirogue is important to help determine the legality of the

Traceability needs to start at sea: thanks to the global positioning system (GPS), artisanal fishermen are nowadays able to locate and determine their fishing zones with precision.

catches. In Mauritania, a cost-effective, simple system has been put in place to help the controllers determine the legality of the fishing operation in each fishing zone: the colour of the pirogues is determined by the particular area in which it fishes. Thus, a pirogue with a fishing permit for the Nouadhibou zone is painted green, while for Nouakchott, the colour is yellow.

Modern technologies, like mobile phones, are also very useful for the

BRIAN O. RIORDAN



El Hadj Issiaga Daffe, Gaossou Gueye, Sid'ahmed Ould Abeid and Beatrice Gorez at the panel discussion organized by CFFA

Mauritanian artisanal fishing sector. The ability to communicate with the processing/exporting plant as soon as the pirogue begins its homeward trip enables the transmission of information on the quantity and quality of the catches. This means that the plant can prepare adequately for the reception of the catches, and be ready for their arrival. This minimizes the risks of the catches spoiling.

Sid'ahmed Ould Abeid ended with a spirited call for the octopus 'caught artisanally' by Mauritanian fishermen

Some changes are already noticeable in Senegal: there is a increasing specialization and professionalism in jobs like cleaning the fish boxes, unloading and transporting the fish...

to be recognized as a product coming from sustainable fisheries. Mauritanian fishermen use pots to catch octopus, a highly selective fishing gear, and this fishery is a source of livelihood for thousands of Mauritanian families. "We hope the efforts and investments we made to ensure the traceability of our products will be rewarded by the recognition of its social and environmentally friendly value", he concluded.

In Senegal, where the artisanal fishing sector includes some 60,000 fishermen and provides an equal number of jobs for women fish processors, fish-

mongers, etc, quality is of paramount importance at each stage of the long fish-handling chain. Here, an issue of concern to many fishermen is the replacement of wooden canoes by fibreglass boats. Many feel this replacement can be positive in a context of deforestation, where, to build a big wooden pirogue, two big trees have to be felled. The wooden pirogues also costs a lot in maintenance – every six months, a fisherman needs to visit the boatbuilder. Fibreglass boats are lighter and cleaner, and use less fuel. But the price of the fibreglass pirogue is prohibitive. Appropriate support should be put in place, in a way that does not put pressure on the fishermen to catch more fish so to be able to repay the loan taken for buying the fibreglass boats.

But replacing wooden pirogues with fibreglass ones is not going to solve the problems of quality and hygiene, if, at the same time, attitudes and habits do not change concerning the way fish is handled. Fishermen handling the fish on the pirogue, women fish sellers and fish processors are not well informed about what better hygiene implies in terms of their own behaviour.

Some changes are already noticeable in Senegal: there is a increasing specialization and professionalism in jobs like cleaning the fish boxes, unloading and transporting the fish, etc. This creates new job opportunities in the communities and, in some cases, like for those who unload the fish boxes from the pirogues to the shore, the result has been a small increase in income.

Efforts are now needed to improve the working conditions of those engaged in the artisanal processing of fish, that are sold in the sub-region. Problems are numerous, ranging from lack of cleanliness and hygiene at the processing sites (which requires efforts from the local authorities as well in, for instance, regularly collecting and disposing of the fish waste), and access to potable water, to problems with how the fish is wrapped.

Irresponsible tourism

Finally, Gaoussou Gueye highlighted a problem linked to irresponsible tourism. Tourists visiting Senegal want nice, clean fish, but often they do not

SEAFOOD CHOICES ALLIANCE 2008



Nancy Gitonga former Director of Fisheries, Kenya, speaking at the "Feed the World Session of the Seafood Summit 2008"

care whether it is legally caught or not. They will want a fish of 300 gm on their plate, when the Senegalese fisheries code sets the minimum catching size at 400 gm, for conservation reasons. In the face of such irresponsible demands, fishermen will adopt equally irresponsible practices and do their best to fish juveniles, even if it means tampering with the law. Most of the hotels in Senegal try to cater to such demand, and ask for juveniles of *dorades*, *thioff*, etc. Gaoussou Gueye feels there is a need to educate tourists about issues related to responsible fisheries.

The need to address illegal fishing issues was echoed by El hadj Issiaga Daffe, who painted a bleak picture of the situation of artisanal fishing in Guinea, where trawlers come to fish illegally in the artisanal fishing zone at night, destroying nets, and sometimes harming or even killing fishermen. Guinean fishing communities look to better traceability as a means to stop the trade of such illegally caught fish, closing down markets and thereby shutting off the forces driving illegal, dangerous and destructive fishing practices. 3



A variety of seafood on display at La Boqueria market Barcelona

For more

<https://programs.regweb.com/resource/seafoodsummit08/register/>

Website of Seafood Summit 2008

<http://ec.europa.eu/research/quality-of-life/ka1/volume1/qlk1-2000-00164.htm>

Tracefish: EU website on traceability of fish products

<http://www.fao.org/DOCREP/MEETING/004/Y3015E.HTM>

Sub-committee on Fish Trade, Traceability of products from fisheries and Aquaculture

Worn-out Policies

Environmental injustice associated with fishing in Uruguay is reflected in the policies implemented by successive governments that have mainly benefited an oligopoly

8

Over a four-month period, from April to July 2007, the Uruguayan industrial fishing industry was paralyzed by a labour dispute. This followed the breakdown, on 30 April 2007, of the agreement between the National Syndicate of Seafarers (SUNTMA) and the Organization of Uruguayan Vessel Owners (CAPU).

The sector concerned includes 33 industrial coastal vessels, whose main target species is croaker (*corvina*, *Microponogonias furnieri*), and 12 high-seas vessels that target hake (*Merluccius hubbsi*), of which six are ice vessels and six, freezer vessels. The seven high-seas vessels that target tuna were also laid up, but for different reasons.

This has led to contradictions arising between the implementation of free-market economic policies...and issues of sustainability, environmental justice and food sovereignty.

On the other hand, the vessel owners, for their part, take the line of industrial fisheries the world over: obtain the maximum benefit in the least possible time. In this context, the greatest concern of the public authorities that regulate activities under the Ministry of Livestock, Agriculture and Fisheries seems to be meeting their international commitments in fisheries commissions, and losing face abroad. They have shown little interest in trying to resolve once and for all the structural problems that have plagued the fishing industry since its beginnings.

This has led to contradictions arising between the implementation of free-market economic policies (including for the development of fisheries activities) and issues of sustainability, environmental justice and food sovereignty.

Uruguay has not been the exception to the rule. It has promoted and driven policies based on export incentives in the fisheries sector, given the expanding international demand for fisheries products. This has led to increasing incompatibility between the Uruguayan fleet's mode of operation—profit-driven and targeting few species—and the rich diversity and abundance of multi-species resources. These could be commercialized for the internal market, for the consumption of the large majority of the population who need seafood.

Basic conflict

This then is the conflict at the heart of the fishing industry and in what sustains it: the fisheries for hake and croaker. Together, they represented 52 per cent by volume and 57 per cent by value of the country's annual fishery exports for 2006.

The hiatus developed out of a conflict between two opposing areas of interest.

On the one hand, the workers have historically taken the position that the fishery is—and continues to be—badly managed. There is scant research, fishing practices use highly destructive gear, control is poor, and the fishing fleet is obsolete, they say. They say they are now suffering the consequences: problems of overfishing; lack of criteria for allocating fishing permits; increasing unemployment in the sector in recent years; and neglect of the commercial significance of the internal market, despite fish consumption showing an increase in recent years.

*This article by **Oscar Galli** (ogalli@adinet.com.uy), a marine biologist working with REDES (Friends of the Earth Uruguay), and a researcher in the National Directorate for Aquatic Resources in Uruguay, was translated by **Brian O'Riordan** (briano@scarlet.be)*

Uruguay is a coastal State that possesses both maritime and riverine areas. These include the River Plate (Rio de la Plata) and its seaboard, which incorporates the Argentine-Uruguayan Common Fishing Zone (arising from the signing of the Treaty of the River Plate and its Maritime Seaboard in 1973), together with the coastal strips that fall under the exclusive jurisdiction of Argentina and Uruguay, which include the adjacent territorial seas. These marine and riverine ecosystems contain a large diversity of marine fishes, crustaceans, bivalves and cephalopods, which, in their turn, sustain various fisheries, both artisanal and industrial.

In Uruguay, the fishing industry became established in the last century more or less midway through the decade of the 1970s, following the 1969 Fisheries Law and the execution of the Fisheries Development Plan. Prior to this, fishing was of little economic importance. The main objective of the Fisheries Development Plan was to promote exports based on raw material obtained from the industrial fleet, with no account taken of the artisanal fisheries. Yet the balance between biomass, catching capacity and industrialization was a cardinal principle in the Fisheries Development Plan.

The hake and croaker fisheries experienced a boom following the 1969 Fisheries Law, when the fishing industry was set up. Fisheries for non-traditional species have a more recent history, starting from the decade of the 1990s, a period when catches landed from the hake and croaker fisheries showed declines.

The main fisheries resources targeted by both the Uruguayan industrial and artisanal fishing sectors have a wide geographic range. In most cases, they have to be shared with other countries. This is why the administration of these resources falls under the responsibility of international commissions, such as the Joint Technical Committee of the Maritime Seaboard (CTMFM), the Administrative Committee of the River Plate (CARP), the Administrative Committee of the Uruguay River (CARU), or the International Commission for the Conservation of Atlantic Tuna (ICCAT). It is in these commissions that the an-



Industrial fishing vessels in Montevideo, Uruguay. The Uruguayan fleet has access to highly dynamic fishery resources

nual catch quotas are discussed for each country, and where the final decisions are fundamentally of a political nature, based on available scientific knowledge of the resources exploited by the various fleets.

The availability and accessibility of resources, which may vary due to changes in environmental conditions, are two of the key issues governing their exploitation. The fishery resources to which the Uruguayan fleet has access are highly dynamic, given to seasonal migrations for feeding and reproduction. Furthermore, they occur in areas where there is a convergence of marine currents and oceanic fronts of a highly changeable oceanographic nature.

The main fisheries resources targeted by both the Uruguayan industrial and artisanal fishing sectors have a wide geographic range.

Population dynamics

Fish population dynamics in marine ecosystems are governed by various factors. These are biological, inherent to given species, and over which humans have little influence. Such factors include growth, natural mortality, the biomass required to support the activity, the virgin biomass, and recruitment. In contrast, the other factors depend on

human activities and, in the main, can be regulated. These basically relate to fishing effort and fishing gear selectivity. In Uruguay the (management) tools in use under the current fisheries law (No. 13833/969, Decree 149/997) regulates effort, selectivity and protected areas for juveniles.

Over its 30-year history, the management and administration of the main fisheries in Uruguay have not been based on a precautionary approach. That is to say, there are no criteria established for exploitation based on specific studies of the stock under consideration, whereas the following precautions should be taken:

- Spawning stock biomass should be maintained at a prudent level (above 50 per cent of the virgin stock biomass);
- Fishing mortality should be maintained at relatively low levels (below the rate of natural mortality);
- Intensive fishing of immature individuals should be avoided; and
- Habitats and ecosystems should be protected.

In general, management measures are determined through establishing the total allowable catch (TAC) of the main species exploited by the Uruguayan industrial fleet. While this has been

gether with the lack of monitoring and control, has meant that there is a tendency to err on the side of overexploitation.

From the start, the challenge for Uruguay's major industrial fisheries has been not only the management of fish populations, but of the entire marine ecosystem, due to the fact that these depend directly on the structure of the ecosystem for maintaining their productivity. In this sense, the fisheries management policies elaborated over a 30-year period should have acknowledged the fact that, depending on conservation efforts, fishery activities may or may not be sustainable over time.

In achieving this aim of long-term sustainability, it is fundamental to take account of multiplier effects in multi-species fisheries. In order to minimize the impact of fishing on associated and dependent species, management measures must give priority to selective fishing gear, to reducing the impact of specific gears on the seabed and to protecting associated ecosystems.

There are three main factors that contribute to the overexploitation of Uruguay's main fishery resources: (i) the issue of discards; (ii) granting licences for freezer vessels; and (iii) concentration of ownership.

The problem of discards in fishing is of fundamental importance, highlighting the fact that fishery activities not only affect targeted species of commercial interest, but also the marine ecosystem in its entirety.

The impact on marine habitats by trawl nets with otter boards, and the pressure they exert on the various species targeted by the industry, have wider implications that go beyond the individual populations. They affect the functioning of the marine ecosystem in its totality.

Economic cause

Discards, in general, are produced as a direct result of using fishing gears that do not catch fish of the desired species and size in a selective way; and the cause of discards is mainly economic. According to SUNTMA, discards are a major problem for Uruguay. SUNTMA estimates that for every tonne of fish landed by the industrial fleet, one

...the challenge for Uruguay's major industrial fisheries has been not only the management of fish populations, but of the entire marine ecosystem...

an objective point of reference for the fisheries administration, it has had nothing to do with any precautionary criteria, given that it has clearly failed in its objective of preserving the main resources (hake and croaker). The basic reason for this is simple: setting TACs requires a calculation of maximum sustainable yield (MSY). But MSY can only be established once it has already been exceeded, and, above all, when the resource is already being overexploited.

To the above must be added the great uncertainty that surrounds our understanding of fisheries, which, to-

Table: Catches and Exports of Hake and Croaker
(in tonnes, with percentage of total annual catch exported)

| Species | Hake | | | Croaker | | |
|---------|-------|---------|------------|---------|---------|------------|
| Year | Catch | Exports | % exported | Catch | Exports | % exported |
| 2002 | 32074 | 15385 | 48 | 25550 | 27944 | >100 |
| 2003 | 35023 | 23230 | 66 | 27555 | 31390 | >100 |
| 2004 | 41945 | 31984 | 76 | 28239 | 30756 | >100 |
| 2005 | 41453 | 28743 | 69 | 26886 | 28512 | >100 |
| 2006 | 30639 | 24864 | 81 | 24285 | 33261 | >100 |

tonne is discarded into the sea. These discards consist of species that are not commercially valuable, and species caught below the minimum landing size.

The provision of fishing licences to on-board freezer vessels has reduced the number of jobs in the sector, due to lower labour requirements in the fish-processing plants. This has had negative impacts on the country's economy, as shown by two main indicators: rising unemployment, and the loss of value addition to the raw material.

There is no logic to the continued provision of freezer vessel licences in an overexploited fishery like hake; it is difficult both to control the size of the fish landed and to check whether minimum-size restrictions are being complied with. Added to this, the fact that vessels are allowed to unload frozen products known as "tronco" (headed and gutted—H&G—blocks) means that smaller sizes can be processed, and this has effectively increased hold capacities and fishing intensity. Much larger quantities of smaller-size fish (below permitted size levels) are required for the same hold size. This has increased fishing pressure on juvenile stocks, not allowing them to reproduce at least once.

Finally, vessels with a hold capacity of 5,000 boxes (average box size: 24 kg) are being replaced by vessels with a hold capacity of 7,000 boxes, thus raising both fishing capacity and effort indirectly. One of the most significant outcomes of promoting fishery product exports over the past 30 years or so has

been the concentration of fishing activity and the control of international markets by a few companies. Below are details of the main business oligopolies linked to the two main fisheries: Category A (hake), and Category B (croaker and weakfish, *Cynoscion guatucupa*).

Main groupings

Category A industrial vessels target hake. Out of a total of 25 vessels belonging to 13 companies, 54 per cent are owned by only two economic groupings (FRIPUR and SETTIN). There are six vessels with licences for onboard freezing, and they belong to two groups of companies, BELNOVA (belonging to the transnational PESCANOVA) and the SETTIN group. There are four factory

OSCAR GALLI



Artisanal fishing boats near the entrance of the Rio de la Plata, El arroyo Pando, Uruguay, which are used to catch grunters or croakers

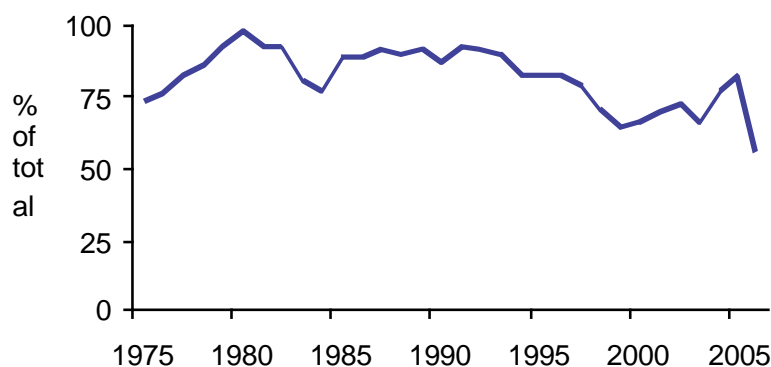


Figure 3: Four Main Species Landed by the Uruguayan Industrial Fleet (1975-2005)

vessels, of which three belong to the SETTIN group and one to BELNOVA.

Category B industrial vessels operate fisheries where the main target species are croaker and *pescadilla* (weakfish). Out of a total of 33 vessels, 88 per cent of the licences are concentrated into only four groups of companies (SETTIN, PIÑEIRO, NOVABARCA and INDUSTRIAL SERRANA).

This infamous fishing licence oligopoly over the three main species landed annually also affects the main industrial plants. As well as influencing the species composition and the volume of the fish catch, these companies also control the capacities of the processing plants, and thus the value added to all the raw material landed.

As a result, today the main fishery resources are overexploited and the ecosystems are degraded; the fishing fleet and the shore-side processing factories are oversize; the workforce is drastically reduced, and workers are paid miserable salaries, with many of them working as casual labour. Finally, the National Directorate for Aquatic Resources (DINARA), the regulatory organization for the sector, has not fulfilled its role of providing an adequate management for the fishery resources, which, being the patrimony of the population, should be used for the benefit of all. Since the beginning of the Fisheries Development Plan some 30 years back, the main species landed by the Uruguayan industrial fleet have been hake, croaker, weakfish and squid (*Illex argentinus*). Over this period, these

species have represented, on average, 80 per cent of the total annual landed catches, with figures for 2005 being the lowest, at 56 per cent (see Figure 1).

It is from the decade of the 1990s that decreases in the landings of the four species became evident, with hake being mainly responsible for this fall. The fishery agreement signed at the end of the decade between Argentina and the European Union contributed decisively to reducing the biomass of hake to critical levels. This, in turn, produced a drastic reduction in catches of hake in the Uruguay-Argentina Common Fishing Zone (see Figure 2)

In the 30-year history of industrial fisheries in Uruguay, landings of the main species, hake, has determined the overall trend in the total landings. From 1998 onwards, this (downward) trend has not only been sustained in hake landings, but it also has begun to affect other species. In previous years they may have been caught, but were not landed, being instead discarded at sea as there were no markets for them (see Figure 2).

Meanwhile, croaker landings, the resource of second importance to Uruguay's industrial fisheries, have not shown the same trend as hake, with slight fluctuations of around 25,000 tonnes per year (see Figure 2). This fact does not reflect the increase in fishing intensity of the industrial fleet on this resource. As a result, over the last three years, more than 25 per cent of the fleet's landings are of croakers below the minimum permissible size. This has also forced the fishery's closure three months early in order to comply with the quota allocated to Uruguay in the Common Fishing Zone.

Resource destruction

The current model of fishery development continues to recompense those mainly responsible for resource destruction, that is, the large companies in the sector that are tied to finance capital. The two main species are evidently fully exploited, and show signs of overexploitation, as reflected in decreasing annual catches. By contrast, exports over the last five years have shown a positive trend. In the case of hake, of the total catch landed by the

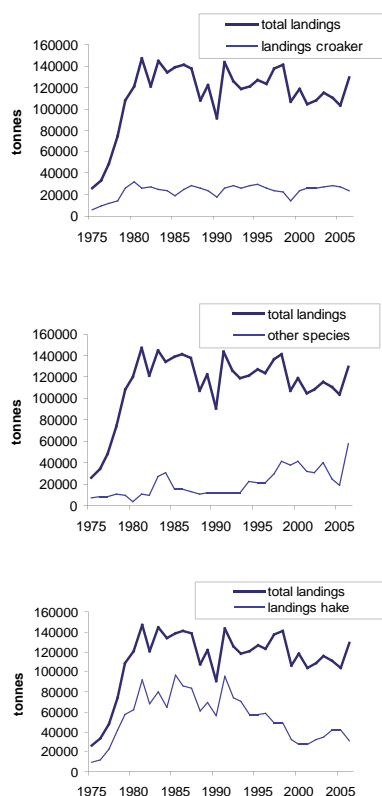


Figure 2: Total Landings (1975-2005)

Uruguayan industrial fishing sector in 2002, 48 per cent was exported, while in 2006, the level reached 81 per cent (see Table on page 11). What has happened with croaker is paradoxical. According to official customs records, over the same period, croaker exports were greater than the annually recorded landings (see Table). The need to keep catches within the quota limits set by the Joint Committee with Argentina favours under-reporting, but this has no influence on customs records, which may reflect catch levels more accurately (that is, an increasing trend).

It is worth pausing to analyze the way that fisheries have evolved over the last 10 years. To start with, catches over the period show decreasing trends, going from 141,000 tonnes in 1998 to 103,315 tonnes in 2005, with an increase in 2006 (up to 129,500 tonnes), as shown in Figure 2.

A further issue to consider is the raw material exported over the same period, which shows an increasing trend, going from 71,000 tonnes in 1997 to 111,700 tonnes in 2006. This means that in 1998, it represented 51 per cent and in 2006, nearly 90 per cent (see Figure 2).

Finally, a clear indicator showing which part of the sector has benefited the most is the dollar value of the exports. These values have shown a growing trend over the last 10 years, reaching a record level in 2006 of US\$173,156,000 (see Figure 3), with FRIPUR the main exporting company, representing around 50 per cent of the total value over the period. In 2006, hake and croaker represented 57 per cent of the value of fish exports in dollars.

This clearly highlights the issue of 'environmental injustice', defined as the unequal distribution of environmental impacts of human activities. There is inequity in the way costs and benefits of activities and their outputs are distributed, with no attempt made to address the contradictions between economic development and the protection of ecosystems. Thus a model of 'sustained degradation' has been established, with the guiding principle being the cost (and returns) of capital, which must be offset by the cost to the environment.

In Uruguay, between 80 per cent and 90 per cent of the total catch landed by the industrial fleet is exported. But these exports consist of only four species out of the 100 commercially exploitable species. From this, it is clearly

Environmental injustice associated with fishing in Uruguay is reflected in the policies implemented by successive governments.

evident that the trend towards overexploitation of the main fishery resources has not been generated by the domestic consumption patterns of Uruguay's population (average annual per capita consumption: 8 kg).

Environmental injustice

Environmental injustice associated with fishing in Uruguay is reflected in the policies implemented by successive governments. The main beneficiary is the commercial sector, which shows a marked concentration of ownership, with FRIPUR being the main actor. The negative impacts have been:

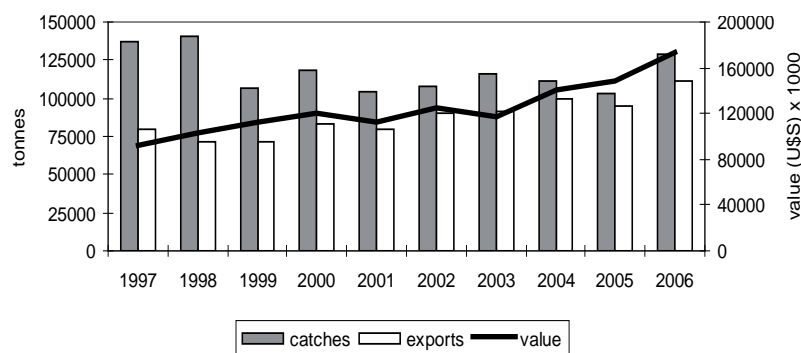


Figure 3: Evolution of Annual Landed Catches, Exports and Value in US\$

- overexploitation of fishery resources and the consequent environmental degradation;
- lesser processing of products, which results in lower value addition;
- reduced employment on boats and in fish plants; and

- limited consumption of fish by the domestic population.

Uruguay's artisanal fishery provides a clear example of environmental injustice. Despite demonstrating environmental sustainability, using gears that are selective for the particular species targeted, with hardly any discards from their catches, and with most of the raw material destined for the internal market, the country's artisanal fishermen suffer serious socioeconomic setbacks due to the lack of State orientation towards, and support for, the sector.

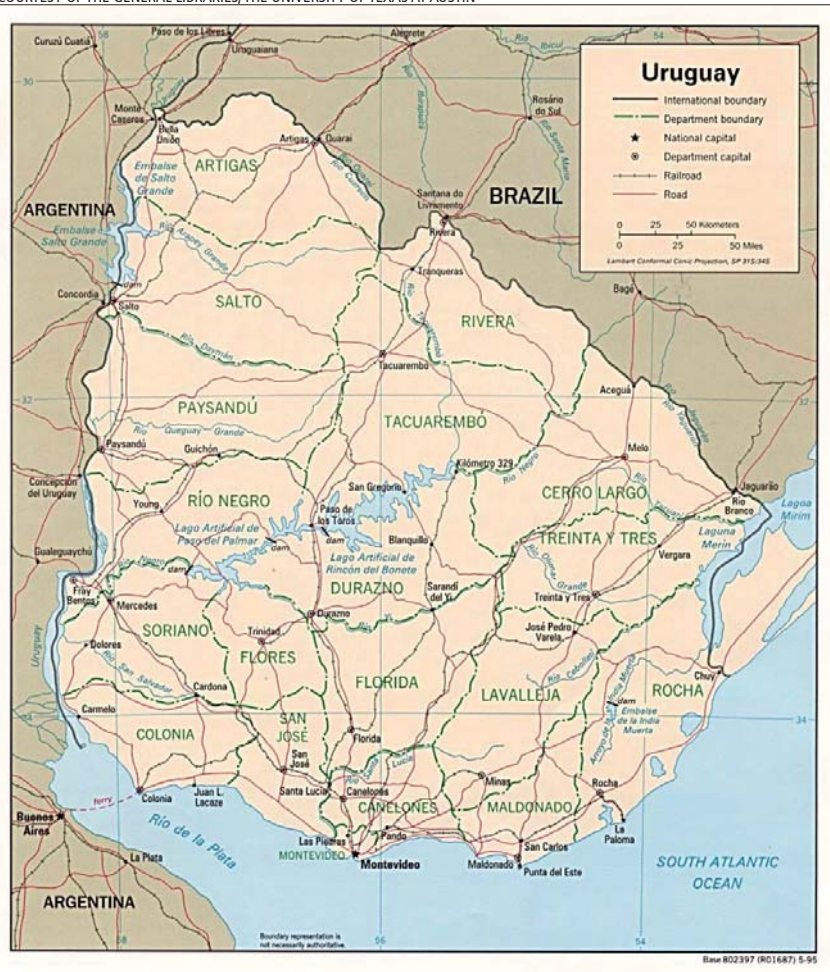
An alternative management model is needed, geared towards maintaining the balance between the availability of fisheries resources, equity of access to resources, fishing capacity, food sovereignty, employment and environmental justice. Such a model should take, as its first principle, the re-valuation of fishery resources as a source of food, work, health and knowledge at both local and regional levels. It should favour less intensive use, with a diversification of production geared towards the incorporation of greater value addition, supplying the internal market, and prioritizing direct human consumption.

In this sense, the alternative model that SUNTMA has for long demanded, and which they still advocate, embraces these principles, which could provide the basis of a new Fisheries Law.

The following proposals are suggested in order to promote food sovereignty as a central principle:

- the creation of a centralized market —with sale by auction—to take low-

COURTESY OF THE GENERAL LIBRARIES, THE UNIVERSITY OF TEXAS AT AUSTIN



Uruguay's marine and riverine ecosystems contain a large diversity of fishes, crustaceans, bivalves and cephalopods

volume species (taken as bycatch) with the potential to diversify into species that are currently discarded due to a lack of markets; and

- given that artisanal fisheries could provide fresh products of excellent quality, it is essential that fishing communities are integrated into the distribution chain, by providing the means for their catches to reach centralized markets;

At the same time, the following proposals are made within the framework of an ecosystem approach to management:

- halt the granting of new fishing licences in all Categories (A,B,C and D) and review the current ones, principally Categories C (where the target species are not hake, croaker or weakfish) and D (vessels operating in international waters);
- reduce discards, regulate the 'race to fish', including by setting limits for discards for each fishing licence;
- develop five-year plans that embrace:
- phased elimination and systematization of bottom trawling. As an intermediate measure, pair trawling should be substituted with single-boat trawling with otter boards, with eventual use of multipurpose vessels, and support the elimination of licences for freezer vessels; and
- restructuring the fishing fleet to halt damage, address overexploitation of the main resources, and introduce selective and non-destructive fishing gears.

The options are clear. We can either continue with what is worn out, where the main beneficiary has been a commercial sector characterized by a clear oligopoly, and where the costs have been: resource overexploitation; increasing unemployment; social inequity; and low consumption amongst Uruguayans of a highly nutritious food. Or, by extreme contrast, we can develop a model, founded on social justice and economic equity, where the main thrust would be food sovereignty, with the State exercising genuine sovereignty over fishery resources. 3

...or, by extreme contrast, we can develop a model, founded on social justice and economic equity, where the main thrust would be food sovereignty, with the State exercising genuine sovereignty over fishery resources...

For more

http://www.fao.org/fishery/countrysector/FI-CP_UY/en

FAO Country Profile: Uruguay (in Spanish)

http://www.fao.org/fishery/countrysector/FI-CP_UY/3

FAO Fishery and Aquaculture Country Profile - Uruguay

Recognize Rights

The following statement on implementation of the Convention on Biological Diversity (CBD) Programme of Work on Protected Areas was delivered on 11 February 2008, at the 2nd Meeting of the Ad Hoc Open-Ended Working Group on Protected Areas, at Rome

16

As civil society organizations gathered at the 2nd Meeting of the CBD Working Group on Protected Areas, we express serious concern, in the context of protected areas, about the continued overall loss of biodiversity and the continued violation of human rights, and the lack of progress with achieving agreed targets to reduce and halt biodiversity loss. There remain serious threats from extractive and other industries such as logging, mining, and industrial agriculture/fishing/aquaculture, new processes such as the promotion of agrofuels, and other such factors that are drivers of biodiversity loss. The loss of biodiversity also con-

tinues to have serious impacts on the survival, livelihoods, and cultures of indigenous peoples and local communities. The CBD parties must announce a moratorium on extractive and other industries in areas considered important for biodiversity conservation, and on territories of indigenous peoples and local communities without free prior informed consent.

tion and support of the rights and practices of indigenous peoples and local communities in community conserved areas and the rest of their traditional territories, and through the involvement and recognition of rights of such communities in the establishment and management of government protected areas. Destruction of biodiversity in the high seas also needs to be halted; the establishment of PAS in such areas needs to take into account the direct and indirect impacts on the rights and livelihoods of indigenous peoples and local communities, and be coherent with the United Nations Fish Stocks Agreement. Finally, in the move to establish protected areas as sites of special focus, there is neglect of the fact that the rest of the landscape continues to be degraded.

The CBD parties must announce a moratorium on extractive and other industries in areas considered important for biodiversity conservation, and on territories of indigenous peoples and local communities without free prior informed consent.

We also point to the recently adopted United Nations Declaration of the Rights of Indigenous Peoples. The rights enshrined in this declaration should guide the implementation of the Programme of Work on PAS and all other aspects of the CBD. This is crucial because our experience shows that in most countries, protected areas continue to be established and run in violation of the rights of indigenous peoples and local communities, despite the commitment to change, which is embedded in the PA POW.

tinues to have serious impacts on the survival, livelihoods, and cultures of indigenous peoples and local communities. *The CBD parties must announce a moratorium on extractive and other industries in areas considered important for biodiversity conservation, and on territories of indigenous peoples and local communities without free prior informed consent.*

Ironically, some the most effective means of reaching the targets to reduce and halt biodiversity loss remain neglected aspects of the CBD Protected Areas Programme of Work (PA POW). This includes, especially, the recogni-

Some progress

We recognize that there has been some progress on implementation of the PA POW, but our concerns remain on the following points:

- The rush to meet the targets of the PA POW through narrowly defined

*This Statement was delivered by **Chandrika Sharma** of ICSF on behalf of civil society organizations at a meeting on 11 February 2008 in Rome, Italy*

'scientific' criteria, without considering their social, cultural and equity aspects, and without diversifying PA governance, continues to undermine the rights of indigenous peoples and local communities. Many of the targets of the PA POW could be effectively reached if governments were to put a moratorium on industrial and commercial extraction of resources in areas of biodiversity importance, and in territories of indigenous peoples and local communities without prior informed consent, while simultaneously recognizing the rights of indigenous peoples (IP)/local communities (LC) in PA establishment and management. *Criteria for identifying and establishing protected areas need to include social and cultural issues, and indigenous knowledge; expansion of the protected area systems must rely on diversification of governance, in particular through community conserved areas.*

- Most countries appear not to have put in place the policies, laws and institutional mechanisms needed to implement the recommendations regarding governance, equity and benefit-sharing committed to in Element 2 of the PA POW. *Governments should put in place effective legal, policy and institutional mechanisms to recognize the rights of indigenous peoples and local communities in relation to PAS, and to fully redress the imbalance between local and national/global costs and benefits. There is also a clear need to build capacity within government agencies on governance, equity and rights, and we strongly recommend a series of regional workshops dedicated to this.*
- Reporting by governments on the implementation of the PA POW remains very weak, with very few parties having sent in their reports, and many of them not reporting on the governance and social aspects of PAS. In most countries, reports have not been prepared through participatory ways, despite relevant COP decisions on this. We admit also that civil society reporting on this needs to be stronger and more independent. *Parties must be made accountable for adequate and*



José Antônio Marcondes de Carvalho, WGPA 2 Chair, welcoming delegates to the meeting

participatory reporting; we also urge the need to support and recognize independent reporting by indigenous peoples, local communities, and other civil society organizations.

- PA schemes and poverty/livelihood schemes in most countries are still delinked, creating artificial shortages of finances for conservation and driving governments towards private sector funding and management of PAS, which even further undermines

There is also a clear need to build capacity within government agencies on governance, equity and rights, and we strongly recommend a series of regional workshops dedicated to this.

IP/LC rights. Additionally, intensification of land uses around PAS continues to threaten biodiversity and communities. It must be kept in mind that conservation of biodiversity is much more than just the establishment of PAS. *There is a need to link various programmes of the government, to democratize their planning and implementation with IP/LC participation, to stop destructive land use practices outside and within PAS, and, through all these steps, to support PAS as the 'commons'*

An Indignant Walkout

The International Indigenous Forum on Biodiversity (IIFB), representing indigenous and local communities around the world, walked out of the plenary session of the second meeting of the Ad hoc Open-ended Working Group on Protected Areas (WGPA2) of the Convention on Biological Diversity (CBD), on 14 February 2008.

In a statement to the Chair, the IIFB pointed out that over the last 15 years, indigenous peoples have been participating in the CBD process, contributing to its work and implementation with the best of their experiences, knowledge and will.

"Our efforts have been recognized on many occasions and we therefore have been able to participate and contribute to the deliberations and positive outcomes. Throughout this time we have been able to express our views and concerns regarding our fundamental rights, which are a critical aspect of biological diversity and conservation and of the international obligations of all State Parties", the Statement noted.

"The CBD calls for full and effective participation of indigenous and local communities in the implementation and proc-

esses of the Convention, at the national, regional and international levels (goal 4.3 of the Strategic Plan and 2010 Biodiversity Target). As you may be aware, COP 5 formally recognized the International Indigenous Forum on Biodiversity as an advisory body of the CBD. Furthermore, Decision 8/24 stressed the need for the full and effective participation of indigenous and local communities respecting fully their rights consistent with national law and applicable international obligations", it continued.

In its Statement, the IIFB stressed it had made great efforts to be part of this process: "However, it is with great disappointment that right from the beginning of this WGPA-2 meeting we have found ourselves marginalized and without opportunity to take the floor in a timely manner to express our points of view. Yesterday afternoon we were silenced at a critical moment of providing our contributions to the deliberations on the recommendations on implementation of the Programme of Work."

Further, the Statement pointed out to the Chair, "despite your assurances, Mr.

that are critical for ecological security and for the livelihood security of indigenous peoples and local communities.

So-called 'innovative mechanisms' for financing PAS such as carbon and

are used by governments to continue carrying out activities in violation of the rights of indigenous peoples and local communities, as is often the case. *Governments and donors need to commit to putting in the funds needed from public funds first and foremost, and, where relying on other innovative mechanisms, to ensure ecological sustainability, equitable sharing of costs and benefits, and the full respect of the rights and participation of indigenous peoples and local communities.*

Finally, we support the following draft recommendations made in the Secretariat note UNEP/CBD/WG-PA/2/2, but would like to stress that IP/LC participation in these has to be central:

(i) establishment of multi-stakeholder co-ordination committees in each country, to help implement the PA POW, with the proviso that IP/LCs be

So-called 'innovative mechanisms' for financing PAs such as carbon and biodiversity offsets are of serious concern to us, when they enable those most responsible for the destruction of our planet to evade their responsibilities...

biodiversity offsets are of serious concern to us, when they enable those most responsible for the destruction of our planet to evade their responsibilities, and when they

Chairman, that all recommendations would be included in the CRP, none of our recommendations were included in CRP2. This is extremely disturbing in light of the relevance of these recommendations to our lives, lands and the effective implementation of the Programme of Work”.

In view of this unacceptable censoring, the Statement said, the IIFB expresses its strong protest at this treatment and has unanimously decided to leave this process, which clearly does not respect our rights and participation. We refuse to participate in a process that is making decisions over our lives and yet expects us to be silent observers. We will be considering further appropriate measures. We have been advised by several NGOs that we also have their support on our decision.”

The Statement was supported by the following organizations: Pojoaju - The Association of Paraguayan NGOs (Paraguay); Kalpavriksh (India); Equations (India); The Timberwatch Coalition (South Africa); O’le Siosiomaga Society (Samoa); Censat/ Amigos De la Tierra (Colombia); CDO (Nepal); Global Justice Ecology Project (USA); Forest Peoples Programme (UK); Friends of the Earth International; COECO-CEIBA/ Friends of the Earth-Costa Rica; and the International Collective in Support of Fishworkers (ICSF).

Earth Negotiations Bulletin of the International Institute for Sustainable Development (IISD) adds:

Stressing that protected areas have critical impacts on the rights of indigenous peoples, the IIFB protested against their restricted participation. It expressed disappointment that IIFB proposals had not been included in the CRPs, and announced the withdrawal of all indigenous and local community representatives from the meeting. Chair Anaedu responded that the IIFB intervention was ill-timed; efforts had been made to accommodate indigenous and local community participation; and that intergovernmental processes should not be abused for publicity. The meeting was then suspended to facilitate consultation following requests from the EU and Canada.

When plenary reconvened, Chair Anaedu reiterated that the process remained open to observer participation and made assurances that the IIFB’s proposals would be incorporated in the text with the endorsement of parties, which was welcomed by delegates.

— This report has been prepared by
the ICSF Secretariat (icsf@icsf.net)

For more

<http://www.iifb.net/>
International Indigenous Forum on Biodiversity

<http://www.iisd.ca/vol09/enb09421e.html>
Earth Negotiations Bulletin

http://www.icsf.net/icsf2006/uploads/resources/statements/pdf/english/statements_other/1202807499019***cbdjointstatement.pdf

Civil Society Statement

19

recognized as rightsholders, not mere ‘stakeholders’;

(ii) improvement and diversification of PA governance and, in particular, co-management and community conserved areas.



The International Indigenous Forum on Biodiversity (IIFB) protested against their restricted participation at the CBD WGPA 2

IISD

Towards a New Commons

A recent ICSF workshop drew on country case studies to provide a small-scale fishing community perspective on marine protected areas

20

With the conservation of marine resources increasingly a global priority, the concept of marine protected areas (MPAs) is being widely propagated. Most MPAs are located in inshore and coastal areas of high biodiversity, which has direct relevance and concern to the livelihoods, culture and survival of small-scale and traditional fishing communities. Numerous studies have examined the ecological and biological impacts of MPAs; however, few have focused on the social implications of MPAs on communi-

ties who depend on fisheries resources for a livelihood. It is to address this gap that the International Collective in Support of Fishworkers (ICSF) facilitated six studies (in Brazil, India, Mexico, South Africa, Tanzania and Thailand) to:

could engage as equal partners in the MPA process. On 8 and 9 February 2008, ICSF organized a two-day workshop on "Social Dimensions of Marine Protected Areas", with specific relation to fishing communities to discuss the findings from the six studies undertaken. The workshop was organized just prior to the Second meeting of the Ad-hoc Working Group on Protected Areas (WGPA2) of the Convention on Biological Diversity (CBD), in Rome, from 11 to 15 February 2008.

The study found that, in general, traditional, small-scale fishing communities living in, or adjacent to, MPAs bear the costs of marine conservation while enjoying few benefits.

The study from South Africa drew on five case studies of MPAs in South Africa, that is, Langebaan Lagoon, Maputaland, St. Lucia, Tsitsikamma, and Mkambati. The research was undertaken by Jackie Sunde of the Masifundise Development Trust, Cape Town, and Moeniba Isaac of the Programme for Land and Agrarian Studies (PLAAS), University of Western Cape.

The study found that, in general, traditional, small-scale fishing communities living in, or adjacent to, MPAs bear the costs of marine conservation while enjoying few benefits. While South Africa has committed to fulfilling international and related national obligations to ensure that local communities and indigenous people participate in the management of protected areas (PAs), and share equitably in their benefits, MPAs lag behind their terrestrial counterparts in this regard.

Fisheries legislation

The integration of MPA legislation with fisheries management legislation in South Africa constrains interpretation

ties who depend on fisheries resources for a livelihood. It is to address this gap that the International Collective in Support of Fishworkers (ICSF) facilitated six studies (in Brazil, India, Mexico, South Africa, Tanzania and Thailand) to:

- provide an overview of the legal framework for, and design and implementation of, MPAs;
- document and analyze the experiences and views of local communities, particularly fishing communities, on various aspects of MPA design and implementation; and
- suggest ways in which livelihood concerns can be integrated into the MPA programme of work, identifying, in particular, how local communities, especially fishing communities,

*This report has been filed by **Chandrika Sharma** (icsf@icsf.net), Executive Secretary, ICSF*

of the broader social justice imperatives inherent in the CBD Programme of Work, and a biological conservation-oriented fisheries science dominates the agendas of these MPAs. Far from adopting a responsible, 'enabling' approach to traditional, small-scale fisheries, current management of marine resources in MPAs contributes to the further exclusion of the sector and undermines traditional livelihoods.

The Brazil study, by Antonio Carlos Diegues of NUPAUB, the University of Sao Paulo, focused on three marine extractive reserves: Mandira, Sao Paulo; Corumbau, Bahia; and Arraial do Cabo, Rio de Janeiro. The National System of Protected Areas (SNUC) legislation that came into force in 2000 included new categories of PAS, such as marine extractive reserves (MERS) and reserves for sustainable development (RSDs), established only where they are demanded by fishing communities. These categories represent a significant departure from no-take national parks, which have caused many conflicts between artisanal fishers and those governing the parks. The study suggests that while MERS create new opportunities for equitable, community-led conservation, their effective implementation faces significant challenges, such as insufficient managerial capabilities within government environmental institutions; lack of strong, well-managed fishworker and community organizations; paucity of funds; and the integration of scientific knowledge with traditional knowledge and management practices.

For the India study, Ramya Rajagopalan, Consultant to ICSF, studied the Gulf of Mannar National Park (GOMNP) and Biosphere Reserve (GOMBR) in Tamil Nadu, and the Malvan Wildlife Sanctuary in Maharashtra. The study found that in both cases, fishing communities feel that consultation with them has been inadequate. Significant provisions in national legislation that support the rights and occupational interests of communities are yet to be implemented. Fishing communities demand better implementation of the provisions of the Marine Fishing Regulation Acts (MFRAS) of their respective States—to control trawling, in the case



A fishers' meeting to rate the benefits of Langebaan MPA, South Africa

of the GOM, and purse-seining, in the case of Malvan. They feel that control of such destructive fishing practices will, in itself, benefit conservation. In general, the study indicates that while legislation, policy and practice now focus more on community participation and co-management of natural resources, much remains to be done, especially to secure full and effective participation of fishing communities, and to improve governance, participation, equity and

Significant provisions in national legislation that support the rights and occupational interests of communities are yet to be implemented.

benefit sharing.

The Thailand study, by Ravadee Prasertcharoensuk and Duangkamol Sirisook Weston of the Sustainable Development Foundation, and Wichoksak Ronarongpairee of the Federation of Southern Fisherfolk, drew on case studies from the Had Chao Mai Marine National Park, Trang Province, Andaman coast, and the Ra Island—Prathong Island in the Prathong Sub-district, Kuraburi District, Phang Nga Province, also on the Andaman coast. The study suggests that while people's participation is a concept looked on very favo-

MPAs: Small-scale fishing community perspectives

The workshop identified the following issues and related proposals:

Prioritizing process: Parties to the CBD have set themselves a target of bringing at least 10 per cent of the world's marine ecoregions under protection by 2012. While conservation initiatives certainly need an impetus, we need to be aware that in the quest for meeting quantitative targets, the nature and quality of community participation in governance is being compromised, curtailing the very effectiveness of this programme of work. In our experience, the process of ensuring effective and meaningful community participation in management and PA implementation is challenging, and needs, above all, time. However, it should be recognized that only genuine, participatory processes would ensure long-term and sustainable outcomes, balancing biodiversity conservation with environmental and social justice.

Human rights: Undemocratic and non-transparent processes in PA implementation, particularly top-down, target-oriented MPA implementation, supported by governments, financially powerful conservation NGOs and international financial institutions, are displacing and undermining livelihoods of fishing communities, compromising, in many instances, the human rights of these communities. This is especially the case where the focus is on no-take reserves rather than on conservation within a sustainable-use framework. If coastal and marine conservation initiatives are to be

effective from a biodiversity, livelihood and poverty alleviation perspective, the starting point must be fishing and other marine resource-dependent communities and their organizations themselves.

Community conservation initiatives:

In this context, we need to be aware that fishing communities across the world have been taking a variety of initiatives traditionally and, more recently, to protect and manage their resources, within a sustainable-use framework, including through establishing PAS. It is essential to adopt a dynamic and flexible approach to defining and recognizing PAS (in keeping with decision VII/24). Community initiatives need to be seen as conservation initiatives in their own right and accorded due legal recognition and support. Recently introduced MPAs have often been imposed on these systems, undermining them as well as the social institutions that sustain them. In contrast, in countries such as in Brazil, Spain and France, community-initiated and community-driven processes that have drawn on traditional knowledge of local fishing communities, have received support from government, and are proving effective.

The following are specific proposals for WGP2:

Participation in PA-related processes:

The direct participation of fishing community representatives in all CBD workshop and meetings related to PAS should be

rably by the government, in practice, genuine participatory approaches are still limited, and communities do not perceive benefits, particularly from the growth in tourism in PAS. There are also constraints imposed by the existing legal framework, inadequate institutional capacity, lack of co-ordination, and insufficient funding.

In Tanzania, Rosemarie Mwaipopo of the University of Dar es Salaam, and a member of the Western Indian Ocean Marine Science Association (WIOMSA), looked at social issues in the Mafia

Island Marine Park (MIMP). Through an analysis of the socioeconomic and cultural contexts of the Mafia people, the study explains how people's rights regarding ownership, access and their capacity to engage in, and benefit from, the MPA become contested in circumstances where the pressure to conserve resources is also crucial. Management interventions, albeit meaningfully designed, fall short of taking on board the contexts within which people live their lives, their diverse and changing relationships with one another and with re-

facilitated. In order to make this participation meaningful and effective, preparatory processes prior to meetings need to be organized and supported, and translation of documents/interpretation ensured. A policy on effective participation of indigenous and local fishing communities in such meetings needs to be developed and implemented.

Governance and capacity building:

To increase awareness of the provisions of the PA programme of work and to ensure its implementation, particularly of Programme Element 2, there is need to organize specific capacity-building workshops on governance and social issues, with participation of indigenous and local fishing community representatives, governments, and natural and social scientists, at the national and regional level. Such processes should ensure that management plans developed for MPA implementation, which at present tend to be biological in focus, have a specific socioeconomic focus.

Reporting: Reporting by governments on PA implementation should specifically include reporting progress achieved on implementing Programme Element 2 of the PA POW (in keeping with decision VIII/24, para 4) and on meeting MDG targets. The reporting format needs to be accordingly modified to enable qualitative and meaningful reporting on these goals.

National reports need to be prepared through a participatory process, where communities in PAS are part of the process of monitoring effectiveness of PA implementation. Civil society needs to be supported in conducting evaluation of PAS.

There is need for specific reporting on MPAS. This would also enable governments to review governance frameworks in use for management of MPAS, given that, in several countries, terrestrial frameworks and institutions are used for the management of MPAS, despite the unique nature of the coastal and marine ecosystems as well as the social institutions that relate to these resources.

Socioeconomic data: While the initiative to develop the World Database on Protected Areas is commendable, it is imperative that gender-segregated baseline socioeconomic data is part of the reporting framework that goes to develop this database.

Toolkits: There is need to develop specific toolkits for evaluation and implementation of MPAS, suited to the specific context of fishing communities and the marine environment, and with a focus on socioeconomic components.

Social and cultural criteria: There needs to be greater focus on social and cultural aspects of PA planning and implementation, balancing the current predominant focus on biological aspects. Local, traditional and indigenous knowledge should be included in all stages of the identification, planning and implementation of conservation and management initiatives, and in monitoring and evaluating effectiveness of these initiatives. In this context, it is unfortunate that the regional capacity-building workshops on Gap Analysis and Management Effectiveness did not make any attempt to integrate social and cultural aspects and knowledge systems.

sources, how they articulate such management interventions in relation to their rights, and their roles in resource management.

The study from Mexico, though primarily a secondary study, drew on two already-published detailed case studies, and summarized the findings from four other case studies, as well as the experiences of the authors themselves. It was undertaken by Julia Fraga of the Centre for Research and Advanced Studies of the National Polytechnic Institute (CINVESTAV-IPN), Mexico, and

Ana Jesus, a student who has just completed her Master's thesis on the community-based management of an MPA in a small Mexican fishing village. The study noted that despite government efforts, participatory processes are still considerably immature, and indigenous and local communities play limited roles in decisionmaking and/or policymaking. The study highlighted a case where a local group, initially motivated and willing to participate in PA management, ended up disillusioned with the shortcomings in the system.

The authors also drew on cases where local resource users expressed lack of confidence in the government's management of natural resource within

Alain le Sann of Pêche et Développement, France, described how fishermen have become ardent supporters of the Iriose Marine Park, which covers 3,500 sq km off the western tip of Brittany.

PAS; they viewed conservation and PAS as threats to their livelihoods, probably due to their lack of involvement in natural resource management, as well as the absence of alternative livelihood options.

The workshop also benefited greatly from the experiences of fishing communities in MPA areas in France, Indonesia and Spain, as well as the perspectives provided by the representative of the World Forum of Fisher Peoples (WFFP). Alain le Sann of Pêche et Développement, France, described how fishermen have become ardent supporters of the Iriose Marine Park, which covers 3,500 sq km off the western tip of Brittany (see page 36). They see the park as a tool to protect the marine environment, including from land-based threats, and have sought and achieved proper representation in the manage-

ment process. Antonio Garcia Allut described a similar fishermen-led process in Spain's Galicia, a region where fisheries are of great importance.

Riza Damanik of WALHI, the Indonesian Forum for the Environment, presented a recent study on five MPA experiences in Sulawesi and Komodo-NTT, namely, Wakatobi Archipelago MNP, Togian Archipelago MNP, Bunaken MNP, Komodo MNP and Taka Bonerate MNP. The WALHI study found that conservation initiatives tended to be "coercive", with little opportunity for communities to express their consent or participation. Traditional, local knowledge has rarely been taken into account. In addition, the process of setting up marine national parks tends to be followed by industrial investment activities for fisheries and/or tourism, which provide few local benefits.

The workshop presentations revealed that the most positive examples of livelihood-sensitive conservation were community-driven initiatives, as in the cases presented from France (Iriose Marine Park), Spain (Galicia) and Brazil (MERS). In these cases communities are using PAS as a tool to protect their livelihoods, as, for example, against shrimp farms, tourism, sport fishing and oil pollution. It was noted that while community-led processes require time, as community institutions need to be developed and strengthened, they are more effective in the longer term. These initiatives are creating a "new commons" where coastal communities have the responsibility for management, even though they continue to face several challenges.

On the other hand, it was clear from the case studies from India, Indonesia, Mexico, South Africa, Tanzania and Thailand, that communities do not consider themselves equal partners in the MPA process.

Community participation

While in all cases there have been recent efforts to enhance community participation, in general, participation tends to be instrumental—where communities are expected to participate in implementation, and are not part of the process of designing and implementing management initiatives.

ALAIN LE SANN



A fisherman in the Iriose Marine Park, Brittany, France

The studies also document clear costs for communities—in terms of livelihood options lost, expulsion from traditional fishing grounds and living spaces, and violation of human/community rights, with few perceived real benefits. Alternative livelihood options that have been put in place are perceived to have provided limited support to affected communities, and in several cases, as in Tanzania, South Africa and Thailand, communities do not perceive benefits from tourism initiatives associated with the PAs. There tends to be a resistance to MPAs among local communities, a mistrust of government and NGOs that lead such processes, and violations of rules and regulations, undermining the effectiveness of the MPA itself.

The workshop arrived at a set of recommendations for WGPA2 (see box on page 22). The findings of the case studies were also presented at a side-event organized by ICSF during WGPA2. Summaries of the case studies are available on ICSF's website (mpa.icsf.net) and the studies are soon to be brought out as separate publications. 3

For more

mpa.icsf.net

ICSF MPA website

www.cbd.int/

Website on the Convention on Biological Diversity

www.fao.org/fishery/mpas

Marine Protected Areas as a Tool for Fisheries Management (FAO site)

<http://www.lmmanetwork.org/>

Locally-managed Marine Area Network (LMMA)

Securing Sustainable Small-scale Fisheries

A global conference on small-scale fisheries that will highlight responsible fisheries and social development will be held 13-17 October 2008 in Bangkok, Thailand

26

It is widely recognized that small-scale fisheries (SSF) have the potential to significantly contribute to sustainable development, in particular with respect to such key issues as poverty reduction, food and livelihood security, balanced nutrition, wealth creation, foreign exchange earnings and coastal-rural development. The important role of SSF in equitable and inclusive development and attaining the millennium development goals (MDGs) has received growing attention in national, regional and international forums by governments, intergovernmental and non-governmental organizations, private sector groups and civil society organizations.

Small-scale fishers often face precarious and vulnerable living and working conditions because of insecure rights to land and fishery resources...

There are, however, a number of significant impediments to SSF realizing their full potential. Small-scale fishers often face precarious and vulnerable living and working conditions because of insecure rights to land and fishery resources, inadequate or absent health and educational services and social safety nets, and exclusion from wider development processes due to weak organizational structures and representation and participation in decision-making.

At its 27th Session in Rome, 5-9 March 2007, the Committee on Fisheries of the Food and Agriculture Organization of the United Nations (FAO) expressed its support for a strategy of action aimed at bringing together responsible fisheries with social development to strengthen capacity and incentives of fisherfolk to invest in defending their fishing rights, based on a number of principles including the consideration of the rights of present and future generations.

Scope, Focus and Objectives

The 4SSF Conference will have a broad scope allowing for the discussion of a wide range of issues including, inter alia, wider social and economic development and human-rights issues, governance, fisheries policy processes and systems, fisheries management approaches, and market access aspects and means of increasing post-harvest benefits. A special focus of the conference, however, will be on the issue of securing access and user rights by small-scale fishers, indigenous peoples, and fishing communities to coastal and fishery resources that sustain their livelihoods.

Within each of three broad themes, the Conference will address various sub-themes as follows:

- Securing social, economic and human rights such as inclusion and integration of SSF stakeholders in policy and decision-making; gender equality; meeting health and education needs of small-scale fishing com-

This Notice is based on the brochure prepared by the organizers of the 4SSF Conference

munities; ensuring decent and safe working conditions and livelihoods; creating 'safety-net' alternatives; as well as promoting basic democratic governance principles.

- Securing sustainable resource use and access rights, including access/user rights to fisheries resources, water resources, littoral and riparian areas; legal, practical and local prerequisites and requirements for decentralized and shared management; comprehensive assessments and monitoring underpinning strategic planning and effective management, including coastal zone management and the conservation of ecosystems supporting SSF; and preparedness, adaptability and resilience to natural disasters and climate change.
- Securing post-harvest benefits, including the role of the post-harvest sector in fisheries management, inclusion of fish processors, traders and other stakeholders in commercial, development, and fisheries management groups, and threats and opportunities created by increased (international) demand for fishery products, vertical integration and other market factors, including ecolabelling and traceability.

The Conference will aim at generating the following outputs:

- improved knowledge of the factors supporting social development, establishment of sustainable livelihoods and use of responsible fisheries approaches in the SSF sector; and
- a synthesis of key issues to secure SSF and enhance their contribution to food security, poverty alleviation and sustainable development.

Participants

The subject matter and focus of the Conference is of particular importance to developing countries and stakeholders from directly concerned countries are encouraged to participate. Since management issues as well as valuable experience from different systems and approaches exist also in industrialized countries, those concerned with SSF in the North and sub-tropics are also encouraged to participate.



Small-scale fisheries can contribute significantly to sustainable coastal-rural development, especially in developing countries

The organizers look forward to the participation of fishworkers, fisheries managers, social scientists, government officials, representatives of professional associations, NGOs and other civil society organizations, the private sector, and international and regional development partners and agencies.

Given the important role of women in the SSF sector, the organizers will ensure their presence and as wide as possible participation in the conference. Since the issues to be discussed combine social development and fisheries management, officials, professionals and representatives dealing with both—or one or the other—of the two issues are invited to participate. Representation from the local community level is sought.

Conference Design

The programme of the conference is divided into plenary sessions and concurrent working group sessions. During plenary sessions, simultaneous interpretation will be available for English, French and Spanish. Working group sessions will be facilitated to generate inputs from all participants on an equal basis, and their summarized outputs will be reported to the plenary. While working groups will

CORNELIE QUIST



Women shellfish gleaners in Linga Linga Peninsula, Inhambane, Mozambique.
The 4SSF conference will also focus on the role of women in fisheries

work primarily in English, French or Spanish, arrangements will be made to overcome language barriers through interpretation arrangements.

Conference Partners and Supporters

The Conference is co-organized by FAO and the Royal Government of Thailand. It is convened in collaboration with the Southeast Asian Fisheries Development Centre (SEAFDEC) and The WorldFish Centre.

To date, expressions of willingness to support the Conference have been received from the Canadian International Development Agency, Government of Norway, German Technical Cooperation Agency (GTZ), the Swedish International Development Cooperation Agency (Sida), United Kingdom Department for International Development (DFID), International Collective in Support of Fishworkers (ICSF), The World Conservation Union (IUCN), and the World Bank's PROFISH Program.

For further information and registration, please visit the conference website at www.4ssf.org

For more

<http://4ssf.org/>
4SSF Conference website

<http://rights.icsf.net/>
ICSF's rights website

Participatory Fisheries Management Revisited

There are several governance reform challenges and prospects for the management of fisheries resources in Malawi's Lake Malombe and Southern Lake Malawi

Participatory fisheries management (PFM), as widely understood in Malawi, is a governance type that entrenches participation of the user community in fish resource management. In PFM, the Department of Fisheries (DoF) and the fishing community are key partners who, in an ideal situation, agree on shared roles and responsibilities, and formulate the goals, objectives and strategies of a particular management regime. Of paramount importance to the process is the point that the government recognizes the rights and responsibilities of the local community to the appropriation of the resource. The local community should also have the ability to make management decisions on which resource to manage, who ought to be involved in the management, and size of the area where the resource is located. The PFM partners should develop a management agreement outlining shared roles and responsibilities between the government and the community. The roles and responsibilities may include the formulation and implementation of plans and rules; imposition of sanctions on illegal fishers; capacity building; policy formulation; and building participatory monitoring and evaluation systems.

In Malawi, the PFM strategy involves mobilization of the fishing community into representative user groups called 'beach village committees' (BVCs) that are responsible for controlling all fishing activities on a particular beach. A BVC, as defined in the Fisheries Conservation and Management Act (FCMA)

of 1997, refers to all people involved in fishing-related activities such as fishing, processing, fish trading and boatbuilding. A BVC subcommittee is composed of office bearers. This is unlike the initial understanding of a BVC, which was like a group of 10-12 elected office bearers on a beach charged with the responsibility of managing a resource. The FCMA provides for empowerment of the BVCs in terms of enforcing regulations, including closed seasons, gear and mesh restrictions, closed areas and licensing of gears; authorizing both small-scale and commercial fishers to land on their beach; and maintaining beach registers containing information about counts on registered fishing vessels, gears, gear owners and fishworkers.

Of paramount importance to the process is the point that the government recognizes the rights and responsibilities of the local community to the appropriation of the resource.

The Lake Malombe PFM started on a pilot scale in 1993 after the *chambo* (*Oreochromis* sp.) fishery had collapsed, as reported by the Food and Agriculture Organization of the United Nations (FAO) in its Chambo Research Project, which was implemented from 1988 to 1990.

Willing participation

The fishers also recognized the problem, as evidenced by their willingness to participate in the management of

This article is by **Friday Njaya** (njaya@sdp.org.mw), Principal Fisheries Officer, Fisheries Department, P.O. Box 47, Mangochi, Malawi

the fisheries when an initial survey was conducted by Bell and Donda in 1993. In its operational guideline, BVCS represent the local fishers. Unlike in other sites, the Lake Malombe PFM has benefited from various donor agencies, including the Department for International Development (DFID) through the Fisheries Research and Management Support Project (FRAMS)

The Lake Malawi South PFM started with the formation of 'beach management groups' (BMGs) from 1997 to 2000...

from the early 1990s to the late 1990s, the Germany Technical Co-operation (GTZ)-funded Malawi-Germany Fisheries and Aquaculture Development Project (MAGFAD), from 1988 to 1998, and its follow-on, the National Aquatic Resource Management Programme (NARMAP), from 1988 to 2002, and the World Bank-funded Fisheries Development Project, from the 1990s to 2000.

The Lake Malawi South PFM started with the formation of 'beach management groups' (BMGs) from 1997 to 2000, which were later transformed into BVCS, between 1999 and 2002, during the NARMAP implementation period. Since then, the Government of Malawi has solely implemented the PFM activities on Lake Malombe and Southern Lake Malawi, with some governance reforms that mainly focus on decentralization. It is envisaged that the establishment of the BVCS demands an enabling operating legal environment, with associated constitutions and bye-laws for proper functioning. It is in view of this requirement that the Mangochi District Assembly, in conjunction with the DoF, set up a fisheries bye-law formulation task force, chaired by a magistrate. The mandate of the task force was to formulate widely agreed-upon fisheries bye-laws through consultations with all affected parties, including the fishing communities in the fisheries sector of Mangochi District. Such efforts that the district assembly spearheaded were necessary, since the final output

reflects popular local views and aspirations, thereby setting the stage for legitimacy and ownership for enforcement of the bye-laws.

While PFM largely involves the user community and government, what is forgotten is the role of other stakeholders, for example, non-governmental organizations (NGOs) or civil society groups. With the advocacy on decentralization and good governance, it is imperative to include other stakeholders in PFM, taking into account participatory democracy, transparency and downward accountability. With respect to this assertion, which is in accordance with the ideology of decentralized fisheries management, the PFM on Lake Malombe and Southern Lake Malawi recognized the need to have the Mangochi District Assembly in the PFM implementation process.

This article reviews the progress of PFM on Lake Malombe and Southern Lake Malawi. A major focus is on the review of the implementation of the PFM and an examination of the governance reforms, with particular emphasis on how district assemblies are involved in the management process. This is based on secondary sources, specifically on the ongoing BMZ-GTZ-funded project, Food Security and Poverty Alleviation through Improved Valuation and Governance of River Fisheries in Africa.

The capture fisheries subsector provides an economic activity and livelihood for the lakeshore-based segment of Malawi's population. A recent (2005) survey by DoF showed that nearly 60,000 people are directly dependent on small-scale fishing activities. The majority of them are also engaged in fish trading and other ancillary industries such as boatbuilding and maintenance, net manufacturing and servicing of boat engines while yet others are employed in commercial fishing units.

Direct support

In Mangochi District, fishing activities on Lake Malombe and Southern Lake Malawi directly support nearly 20,000 small-scale fishers, and over 150,000 household members are involved in fishing, processing and trading activities. The national fish landings, which peaked at over 80,000 tonnes

per annum in the late 1980s, are now between 50,000 tonnes and 60,000 tonnes per annum, according to the 2007 analysis of catch trends by the Malawi Fisheries Research Institute (MAFRI). The catches from Lake Malombe and Southern Lake Malawi have, however, declined by over 30 per cent, from 29,000 tonnes in 1989. This is largely due to various reasons such as overfishing, the open-access nature of the fisheries, increased population growth, and weak enforcement capacity. The fish production of 1,900 tonnes from the commercial sector in Southern Lake Malawi dropped by around 50 per cent from the 1976 catch. However, the catch estimates for 2006 and 2007 for both fishing water bodies show a remarkable increase in catches to over 30,000 tonnes.

Observations indicate that the increase can be attributed to three main factors, namely, the response of fishers to localized overfishing reported in the shallow waters of the lake; migration; and the promotion of offshore deep-water fishing. On Southern Lake Malawi, the small-scale fishers venture into offshore deep-water fishing with modified fishing gear types like *kwardwindwi* (a form of beach seining by small-scale fishers based on a mechanized trawling technology) and *mbuka* (deep-water gillnetting). The operators have also, in response to the low fish catches, migrated to the eastern side of the southeast arm of the lake, where the numbers of fishers and gears have, in the past, been low due to the distance of markets from the landing centres. The DoF has, in recent years, been promoting offshore deep-water fishing for the small-scale fishery to exploit about 30,000 tonnes of underutilized deep-water fish stocks. Ironically, the catch trends on Lake Malombe alone still do not show any remarkable increase. The catches have, since the 1990s, been fluctuating between 3,000 tonnes and 4,000 tonnes, while, in the late 1970s and 1980s, they were around 8,000 tonnes per annum.

To address the problem of declining fish catches, the DoF adopted the PFM approach in the early 1990s. The main reason was to involve the resource users in the formulation and enforce-



Fishermen of Lake Malombe. Participatory fisheries management in Malawi involves mobilization of the fishing community

ment of fisheries regulations, thereby improving compliance, which was then low. To a certain extent, the management regime would also address the problems of resource ownership, definition of incentives, popular participation principles and clear assignment of roles for various participating groups. The government approved the PFM approach with objectives and roles of the user community as stipulated in the National Fisheries and Aquaculture Policy (NFAP) of 2000 and Fisheries Management and Conservation Act of 1997.

However, despite the long implementation period of nearly one-and-a-half decades, PFM does not appear to have contributed to fish stock recovery...

However, despite the long implementation period of nearly one-and-a-half decades, PFM does not appear to have contributed to fish stock recovery, especially for *chambo* (*Oreochromis* sp.) on Lake Malombe and Southern Lake Malawi.

Power struggle

Previous evaluation studies have shown several setbacks especially in terms of power struggle between user-group representatives (BVCS) or subcommittees and local leaders; unclear roles of various stakeholders; weak capacity

to enforce fisheries regulations; and sectoral compartmentalization in the management of fisheries resources. Consequently, a broad-based PFM arrangement that takes into account governance, popular participation and accountability within a decentralized framework, which enables the user community to identify their needs

The chiefs presented a problem on power shifts from the traditional authorities to magistrates.

and prioritize solutions, is being advocated.

After a decade of implementing the PFM on Lake Malombe and Southern Lake Malawi, questions abound as to whether progress has been registered and whether it is justifiable to continue with the PFM arrangements, and, finally, how the initial design of the PFM fits into the decentralization framework, a governance reform that promotes transfer of administrative and political authority from the central government to local government, introduced in 1998 as part of the government's decentralization policy.

Therefore, the DoF called for a stakeholders meeting in 2004, with the participation of the Mangochi District

Assembly, including two traditional chiefs and a magistrate.

The meeting highlighted the weakness of the DoF in terms of its failure to enforce fishing regulations, as it appeared to have abrogated its enforcement function to the BVCS. The meeting blamed the DoF for its laxity on law enforcement, believing that PFM could address non-compliance problems. The stakeholders identified other specific issues:

- With lack of bye-laws and devolved functions, there was no basis for assemblies to participate in fisheries enforcement activities.
- The chiefs presented a problem on power shifts from the traditional authorities to magistrates. They indicated that when co-management started (between 1993 and 1997), the chiefs and village heads had powers to impose sanctions on law breakers by charging fines up to K20,000 (about US\$50 then). To a certain extent, the imposition of such fines served as a deterrent to continued rule breaking, and fishers could respect the local leaders. Since then, however, the practice has been legally discouraged as the chiefs are no longer mandated by law to impose sanctions and charge fines.
- As for the Fisheries Conservation and Management Act of 1997 and the Fisheries Conservation and Management Rules of 2000, the meeting noted gaps in the regulations, relating to, for example, closed seasons for commercial operators, restrictions of some emerging destructive gear types (for example, *kandwindwi* and *kauni*), and minimum catch sizes for fish species other than *chambo* (*Oreochromis* sp.) and *mpasa* (*Opsaridium* sp.), closed areas, and regulating access to the fishery.
- The Mangochi Fisheries Management Association (MFMA), BVCS, and chiefs appeared not knowledgeable about their roles. This was the basis for corrupt tendencies on some beaches where the BVCS and some local leaders allowed illegal fishing operations.
- Lack of capacity for BVCS to perform their work due to unavailability of funds and other resources, since

STEVIE MANN/WORLDFISH CENTER 2007



Fishing in Lake Malombe. Around 20,000 small-scale fishers depend directly on the lake's resources

the Fisheries Fund from which they could benefit was not yet established as stipulated in the Fisheries Conservation and Management Act.

- The DoF was encouraging the *nkacha* fishers to illegally operate in Lake Malawi by licensing the seine-nets and recording catch data from the seines.
- The magistrate courts were encouraging repeated illegal fishing operations due to the low penalty fees that they charged for offences.

As a way forward, the meeting participants asked the DoF to continue enforcing fishing rules. In addition, they agreed that the assembly should develop and enforce fisheries bye-laws since it was learnt that the DoF was centrally enforcing regulations that were, in most cases, not appropriate for sustainable exploitation of the fisheries resources.

The bye-law development process is long and needs a lot of money, time and human resources. The principle guiding the process is that a wider participation of stakeholders in decisionmaking is necessary to ensure inclusiveness in terms of inputs from rival user groups as, for example, between small-scale and commercial operators or between the DoF and operators.

A series of meetings on the bye-law formulation process led to the election of a task force on 19 March 2005, chaired by a magistrate. The task force guided the bye-law development process through the following proposals to address fisheries management and governance:

- Include a district fee, as suggested in Sections 59 (1) and 59(3) of the Fisheries Conservation and Management Act.
- Address perceived gaps in the fishing regulations, especially on closed seasons, mesh and gear restrictions, closed areas and failure to regulate entry.
- Clarify the roles of stakeholders like the Local Fisheries Management Authority (LFMA), chiefs, assembly, fishers and the DoF.
- Clarify the difference between corruption and tribute, locally called *mawe*, and also assess whether informal rules that the local communities

apply on their beaches contribute to resource management or encourage corruption.

The methodology for primary data collection included participatory approaches, with focus-group discussions as the major field collection tools. Secondary data collection involved the use of field reports, published and unpublished research papers by the DoF, and socioeconomic reports from the District Assembly.

The task force drew up a list of target groups for consultations. Meetings were scheduled with commercial operators, small-scale fishers located at several selected beaches along the fishing water bodies, Traditional Authorities (TAs) and Group Village Heads (GVHS), and Area Development Committees (ADCs). It was found that through the bye-law formulation process, there is a broader understanding of clear roles that various stakeholders should play. Firstly, due to the wider participation in the bye-law process by the fishers, households and traditional leaders, there is an increased legitimacy of the laws. Secondly there is an improved

It was found that through the bye-law formulation process, there is a broader understanding of clear roles that various stakeholders should play.

understanding of fishing rules by the judiciary, which results in high penalties and other associated procedures such as penalizing both the crew and fishing-unit owner. Thirdly, the bye-law formulation process increased understanding of the policy and legislation initiatives of the DoF since, at each stage, the bye-law formulation task force made references to the National Fisheries and Aquaculture Policy of 1999, the Fisheries Conservation and Management Act of 1997 and Fisheries Conservation and Management Rules of 2000. Finally, there is support for enforcement activities by the community and the marine police.

The bye-law formulation process is a further step towards implementation of PFM, which started over a decade

COURTESY OF THE GENERAL LIBRARIES, THE UNIVERSITY OF TEXAS AT AUSTIN



Participatory fisheries management in Lake Malombe began in 1993

ago. However, the following steps remain crucial to improved governance and management of fisheries resources in Malawi, especially on Lake Malombe and Southern Lake Malawi, where PFM does not appear to have significantly contributed to any resource regeneration:

- gazettement the by-laws after approval of the full Assembly, with democratically elected councillors;
- working out a cost-effective implementation mechanism;
- finalizing management plans for Lake Malombe and Upper Shire, Southeast Arm and Southwest Arm;

- developing and signing management plans;
- registering the local fisheries management authorities with the Office of the Registrar General; and
- establishing a Fisheries Fund for benefit sharing.

For more

<http://www.fao.org/docrep/005/T0783E/T0783E00.htm>

CIFA Technical Paper

<http://www.fao.org/fishery/rfb/cifaa>
Committee for Inland Fisheries and Aquaculture of Africa

<http://www.fisheries.ubc.ca/grad/abstracts/ensikuab.pdf>

Changes in the Fisheries of Lake Malawi, 1976 - 1996: Ecosystem-based Analysis (MSc thesis)

Recent Releases

The following information resources have just been released by ICSF and can be freely accessed at www.icsf.net

ICSF Guidebook: Understanding the Work in Fishing Convention, 2007

This uniquely designed, illustrated and explanatory guidebook explains the Work in Fishing Convention, 2007, adopted in Geneva, in June 2007 at the 96th International Labour Conference (ILC) of the International Labour Organization (ILO). Available in three languages—English, French and Spanish—it is meant to aid fishworkers and their organizations understand the possible benefits and implications of the Convention for artisanal and small-scale fisheries in developing countries.

The Guidebook can be downloaded for free at www.icsf.net/SU/Bk/EN/5 (English), www.icsf.net/SU/Bk/FR/6 (French) and www.icsf.net/SU/Bk/SP/7 (Spanish).

WIF Bibliography

The contribution of women to fisheries, fishing communities and society, is significant, and needs to be widely recognized and valorized. It is in this context that ICSF has launched an online annotated bibliography, which is searchable by theme, region, keyword, author and title, and can be accessed at <http://www.icsf.net/SU/bib/WIF>

Specifically developed for use by those interested in, or working on, women's issues in fisheries, the bibliography features articles, reports and other documents. These have been classified under eight themes: (1) Role of Women in Fisheries; (2) Role of Women in Aquaculture; (3) Status of Women; (4) Recognition and Policy; (5) Development Initiatives; (6) Globalization; (7) Struggles and Movements; and (8) Women and Resources Management.

The bibliography can be downloaded in its entirety, or as selected documents. It is also possible to add reviews and comments about the usefulness of each document, by sending feedback through the website.

MPAS Website

Marine protected areas (MPAs) can be a useful tool within a wider fisheries and coastal management framework. For MPAs to yield positive outcomes, both for biodiversity conservation and livelihoods, implementation efforts need to take into account, and strengthen, the traditional rights of communities to access and use resources in sustainable ways, recognize and support local systems of governance, factor in traditional knowledge systems, and ensure that communities benefit in tangible ways. This website, which attempts to explore these issues, can be accessed at <http://mpa.icsf.net>

Rights Case Studies: Cambodia and the Philippines

These form part of the series of case studies prepared for the Workshop and Symposium on "Asserting Rights, Defining Responsibilities: Perspectives from Small-scale Fishing Communities on Coastal and Fisheries Management in Asia", held in Siem Reap, Cambodia, 3-8 May 2007.

Yemaya

Yemaya, ICSF's newsletter on gender and fisheries, has been redesigned to give it a fresher and more contemporary look. *Yemaya* No. 27, March 2008, is now available for free download at <http://www.icsf.net/SU/Yem/EN/27>

All ICSF (icsf@icsf.net) information resources can be accessed for free at www.icsf.net

Reversing from a Dead End

The Iroise marine park in Brittany, France, could serve as a model for fishermen who wish to move towards sustainable fisheries while retaining their sources of livelihood

36

On 2 October 2007, the Journal officiel published the decree establishing the Parc naturel marin d'Iroise (the Iroise marine park), which covers an area of 3,500 sq km at the western tip of Brittany in France. The project, which was first mooted in 1989, took more than 17 years to materialize. Surprisingly, while in Europe and elsewhere in the world, fishermen are generally cautious or outright hostile towards such initiatives, in this particular case, the professional organizations of fishermen soon showed a

on that particular objective in the beginning. The area also has colonies of marine mammals as well as the largest seaweed beds in Europe, which have been exploited for the past 150 years to provide ingredients for the food and chemical industries. The area offers, on a grand scale, natural sceneries (sundrenched or rain- and wind-swept, in turn) that attract large crowds of tourists: Pointe du Raz, Cap de la Chèvre, Ile d'Ouessant, Ile de Sein... On the mainland, Douarnenez and Camaret were, until the end of the 19th century, among the main fishing harbours in the country. In those days, there were 5,000 fishermen in Douarnenez, making a living by targeting the rich sardine stocks of the bay. The Baie de Douarnenez is still an important spawning habitat for bass and bream. Camaret used to harbour the most important lobster fleet in Europe. Things have taken a downturn, and fishermen are now few in these localities.

The Iroise Sea has suffered several large-scale oil spills. In the late 1970s, a nuclear plant was to be built in Plougoff, near the Point du Raz. This led to prolonged demonstrations by local folks and anti-nuclear activists, in general. Elements of the French nuclear strategic force are based in the Rade de Brest.

Painstaking rehabilitation

There are threats of pollution from various sources : industrial activities, urban effluents, intensive agriculture... For many years now, fishermen have been painstakingly trying to rehabilitate a scallop stock in the roadstead. There

For many years now, fishermen have been painstakingly trying to rehabilitate a scallop stock in the roadstead.

supportive attitude. There were intense debates within the *comités locaux*, but the leaders were able to convince the majority of fishermen that the project could have favourable impacts on the fisheries. The idea of creating a park was first promoted by a number of scientists. Way back in the 1950s, several natural sanctuaries were established on deserted islands and on the coast. Later, a biosphere reserve was created and included in Man and Biosphere (MAB) Programme of the United Nations Educational, Scientific and Cultural Organization (UNESCO).

This remarkable environment is endowed with a rich marine and terrestrial biodiversity. One can find here major seabirds reserves, as scientists focused

This article is by **Alain le Sann** (ad. lesann@orange.fr) of the NGO, *Pêche et Développement*, Brittany, France, and a Member of ICSF

are about 900 professional fishermen (including part-timers) in the Iroise Sea. Annual fish production is about 12,000 tonnes, and 40,000 tonnes of seaweeds are also extracted. There are only 350 fishing units, but 10,000 recreational boats and 26,000 sailors, who, therefore, wield significant influence in the economic sphere.

After the creation of the natural reserves in the 1950s, the scientists who were part of SEPNE/Bretagne Vivante, an influential non-governmental organization (NGO), carried the action further. The Parc naturel régional d'Armorique (including the main islands of the Iroise Sea) was established in 1969. Breton scientists played an important role in defining the framework, rules and agendas of that type of institutions. The aim was to couple protection of the environment with development of ecofriendly economic activities, and to base economic development on the wealth and quality of natural spaces. Faced with the repeated catastrophes of large-scale oil spills, politicians, fishermen and the population in general realized that the marine environment needed protection. These adverse circumstances favoured a degree of concertation, but the government was determined to retain full control of the sea, all the more so as this area includes major components of national defence. In 1989, when the government picked up from scientists the idea of creating a national marine park, many stakeholders remained cautious, in particular fishermen who feared the imposition of no-take areas.

In the early 1990s, the fisheries in Brittany were in deep crisis. In 1993 and 1994, there were violent demonstrations. In those hectic days, the fishermen viewed the park project as a credible tool for mitigating the decline of their fisheries and leading to a better future. Before participating for good in the project, they, however, put forward some conditions. In November 2000, the regional fisheries committee and the local committees affected by the project (Nord-Finistère, Audierne, Douarnenez, Le Guilvinec) declared that they were in favour of the marine park. "Since September 2000, our Regional Committee has favourably and



The fishing port of Audierne, one of the areas affected by the creation of the Iroise marine park

responsibly responded to the idea of creating a marine park, which could be an important tool for shaping the development of the area.

At the same time, we express a few reservations: we are against planning beforehand no-take zones ; and we insist on proper representation of fishermen, with full respect for our right to participate in fisheries management in accordance with current legislation", they said. Fishermen are keen to participate in the "sustainable management of an exceptionally rich environment/heritage".

Fishermen realize that the coastal area is increasingly threatened by pollution from various sources, that the inshore zone is getting more and more crowded, and that their fishing enterprises are destabilized because of high competition for the resource.

Appropriate tool

"We are convinced that, in order to improve the management of our marine territory, there is need for an appropriate tool that is acceptable to all stakeholders. In our view, the proposed marine park could develop into a pilot scheme to ensure a sustainable joint management of the coastal area, taking into account the interests of all users," they say. Fishermen have called on local council leaders to support the project. With this in mind, they became the most ardent supporters of the park. To move things forward, legislation on natural parks—which focused essentially on

ALAIN LE SANN



"Marine park: Enough is enough! Definitely No to Iroise! 17 years of study and Euro 3.7 mn wasted. A scandal!"

terrestrial areas and conservation of spaces and species—had to be amended. The Act creating marine parks as such is based on an integrated approach that cares for the twin objectives of conservation and sustainable development of human activities. This new legal framework guarantees that power remains in the hands of local actors (elected leaders, professional organizations and associations).

While

financing the structure, the State will, however, have a minority representation within the management committee.

Through their involvement in the process, fishermen were able to shape

to retain their place and rights within the park, the fishermen, though few in number, were able to assert themselves as major actors in the management of the coastal area. This may explain, in part, the aggressiveness and resistance of recreational fishers, who fear the introduction of more constraining rules. These users were adamantly opposed to the project, and were able to influence a number of mayors who wavered in their attitude to the project.

Finally, after many mishaps, thanks to the political will at the top level, and the determination of the fishermen and other activists, the Iroise marine national park came into being. Even before its official establishment, in order to demonstrate the interest and objectives of the new management tool, the fishermen asked for the implementation of four projects: (1) A study of the impact of seaweed extraction was conducted. (2) On one island, support was given to an abalone diving project, to prove that rehabilitation of insular activities is also a priority. (3) There is also a rehabilitation project on the fishery for lobster, a resource that used to be in abundance in the area. (4) An action plan is being implemented, in concert with farmers, to reduce the occurrence of green seaweed bloom. These project agendas will form the outline for the future master plan for the marine park project and its specific targets. There is need to control certain practices, and to limit conflicts between types of boats/fishing techniques (*métiers*). These ideas are not new, but the park can provide financing and offer a forum for consultation and scientific advice. It is also possible to envisage a label for products originating in the park.

Fishing is only one of the many and varied activities included in the integrated management plan for the park. From an economic point of view, it is well behind tourism and recreational boating, for instance. But it is the first sector to suffer the impacts of land-based pollution (from agriculture, industry, tourism, urban development), and the one particularly sensitive to the quality of the marine ecosystem. In the past, lobster and sardine stocks supported brisk economic activities in Iroise, but have now dwindled due to

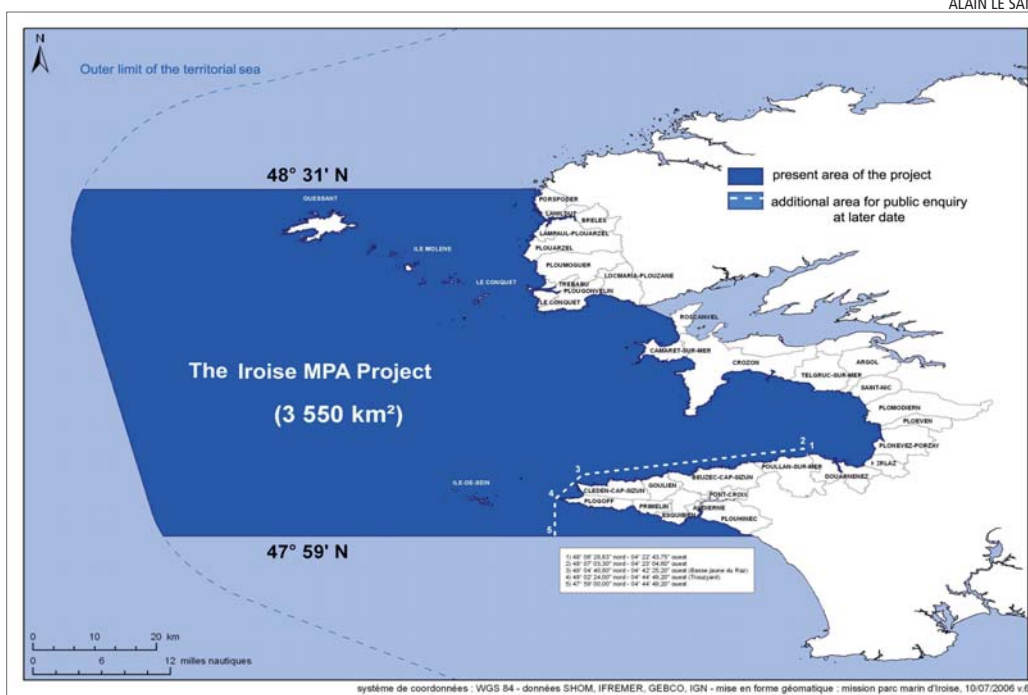
By fighting to retain their place and rights within the park, the fishermen, though few in number, were able to assert themselves as major actors in the management of the coastal area.

the project and turn it into a potentially effective instrument for maintaining and even developing ecofriendly fisheries. The park will also facilitate cooperation with other stakeholders and a better control at source of the various types of pollution that threaten the quality of inshore waters. By fighting

ALAIN LE SANN

overexploitation. Within the park's framework, fishermen are determined to rehabilitate these resources and to be at the heart of the conservation and rehabilitation process of the inshore ecosystem. In the beginning, the park was the brainchild of a few scientists and political leaders. The fishermen have now converted it into a new tool for moving towards sustainable fisheries. Without their assent, the project could not have been carried forward; with their participation, the integrated management approach takes its full meaning.

"The professional organizations of fishermen and seaweed gatherers (*goémoniers*) were instrumental in getting the project out of a dead end, supporting it against all odds in critical situations", Van Tilbeurgh Véronique writes in *La mer d'Iroise, négociations sur le principe de protection* (PUR, 2007, pg. 200). They are the most vocal to ask for a mitigation of the negative impacts of certain land-based and coastal activities. In so doing, they put forward the notion of *pays maritime*, where terrestrial operators have to discipline themselves to preserve the marine environment. The *Parc naturel marin d'Iroise* may serve as a model for other initiatives of the same type.



Official map showing the geographical extent of the Iroise Marine Park (Mission Parc Marin d'Iroise)

For more

http://www.mpaglobal.org/index.php?search_text=&txt_site_name=on&txt_designation_type=on&country_id=250&geo_type=Select+a+Geographical+Region+Type&geo_id=&conv_code=&adv=0&action=searchResults&submit=Search&des_nat=on&des_des=on&des_informal=on&marinec=&no_take=
MPA's for the country France: MPA Global

http://en.wikipedia.org/wiki/Iroise_Sea
Wikipedia entry

<http://www.parc-marin-iroise.gouv.fr/index.php>
Official Site of Iroise Park

Re-energizing for Dignity and Prosperity

The 4th International General Assembly of the World Forum of Fisher People (WFFP) was held at Negombo, Sri Lanka

40

On 28 November 2007, 82 small-scale fishery representatives from 30 different countries descended on Negombo, Sri Lanka, to take part in the 4th General Assembly of the World Forum of Fisher People (WFFP). The host organization, National Fisheries Solidarity (NAFSO), transported all delegates to the conference venue through streets adorned with welcoming banners. A warm, traditional Sri Lankan cultural performance of rhythmic drumbeats and dance, performed by members of the local fishing communities, greeted the delegates as they entered the Assembly venue. All the delegates and observers seemed to readily embrace the message of peace and dignity for fisherfolk around the world. Such was the spirit of welcome and togetherness that enveloped the Assembly.

But the Assembly had many more pressing issues to deal with. Key amongst these were developing strategies to engage with the negative impacts of the world's globalized economy on small-scale fishers; dealing with the socioeconomic and political aftermath of the devastating Indian Ocean tsunami of 2004; and re-establishing internal stability within WFFP after the turmoil that has bedeviled the organization over the last couple of years.

Ironically, it was the latter issue that was the easiest to deal with. The Assembly considered, and unanimously endorsed, the decisions of the Co-ordinating Committee meetings held in Hong Kong and the Basque Country that launched and subsequently received the report of the Independent

Investigation Team that probed the validity of the allegations of misappropriation of funds. The investigation team's report cleared all officials from all the misappropriation allegations. Its report was unanimously accepted. The Assembly similarly accepted proposals for amendments to the WFFP constitution in order to strengthen the organization's internal democratic functioning. A resolution proposed by the delegate from Martinique, calling on those making the unfounded allegations to cease from doing so and to join the struggle for the socioeconomic rights and human dignity of poor fishers across the world, was formally endorsed by all delegates. Explicitly, the Assembly expressed confidence in the contributions and efforts of Thomas Kocherry, Herman Kumara and the entire Co-ordinating Committee in advancing the plight of the poor fisherfolk of the world. With that, within WFFP, the internal turmoil was finally put to rest.

The Assembly afforded an opportunity for representatives to present reports of the key issues facing the traditional fishing communities in their respective countries and what they have done to engage with these issues. The reports reflected the wide range of problems and challenges that prevail in each country.

Diverse impacts

They stressed the diverse impacts that global trade practices and national policies have had on the lives of small-scale, traditional fishers. They highlighted matters pertaining to human rights abuses, marginalization

*This report is by **Naseegh Jaffer**
(naseegh@masifundise.org.za),
Co-ordinator, WFFP*

of poor fishers and women, in particular, lack of official and institutional support for fisherfolk, and, in some cases, oppressive measures used by nation States against traditional fishers from neighbouring countries. Specifically, the reports highlighted the negative impact of fisheries management on the dignity and livelihoods needs of coastal communities.

The delegates from Sierra Leone took pains to point out how the voices of their fisherfolk have not been heard by the country's authorities, and how that undermined the values of democratic practice. The denial of the democratic rights of traditional fishers was echoed by delegates from all continents, who felt it was an issue critical for the formulation and implementation of legislation, allocation of fishing rights, harvesting, packaging and marketing of fish and fish products.

The Assembly also heard how many national conservation practices were insensitive to people's needs and how, with a paradigm shift, environmental conservation and human rights could be made to run in harmony with each other. This was recognized as a global problem, given the exclusively conservationist approach seen in most countries. Importantly, the degradation of mangroves was raised in the context of the natural role they could have played in reducing the devastating impact of the 2004 tsunami on coastal communities.

The country reports also illustrated how many of these issues prevailed, albeit in somewhat different forms, in what are generally regarded as countries with 'developed' economies, like Canada and Spain. In these countries, too, historically, traditional fishing communities have experienced similar negative impacts on their livelihoods as those experienced in developing countries. From the reports it became evident that the 'marginalization' of traditional fishing communities was a global phenomenon, irrespective of geographic location.

The principal issue boiled down to how WFFP could re-emerge as a global body to face the challenges facing poor fisherfolk around the world. In that respect, the following can be isolated as

the key issues that emerged from the country reports and debates at the Assembly, which will be incorporated into WFFP's agenda and programme of work in the forthcoming period.

The Assembly delegates recognized that all peoples in historically traditional fishing communities had a right to basic human rights, as defined in the Universal Declaration of Human Rights, which included basic socioeconomic rights. Accordingly, there should be official recognition of their right to be able to make a decent and dignified living off aquatic resources by interacting with natural marine and other aquatic-born resources for livelihoods and historical cultural practices; consequently, it should be recognized that these resources must be protected to enable them to do so. In contrast, individual fishing property rights, as envisaged in systems that promote fishing quotas, delegates noted, allocate the right to harvest a specific proportion of fish for commercial gain. The Assembly noted that this 'property ownership of quota' of a specific tonnage of fish is not synonymous with livelihoods rights over marine resources. Fishing for livelihoods, and related cultural practices, are human rights—not commercial exercises. Hence, delegates believed, recog-

The Assembly delegates recognized that all peoples in historically traditional fishing communities had a right to basic human rights, as defined in the Universal Declaration of Human Rights, which included basic socioeconomic rights.

niton should be given to the traditional knowledge and practices of communities that help maintain their identities and ability to live in harmony with their immediate environment in order to sustain their livelihoods.

Forthcoming meet

The Assembly resolved to embark on advocacy programmes at the national and global levels to secure and protect these rights. The delegates wished for a dynamic presence and participation at the forthcoming conference to be convened by the Food and Agriculture

Organization of the United Nations (FAO) in Bangkok in 2008.

The Assembly noted and welcomed the recently adopted Work in Fishing Convention, 2007, of the International Labour Organization (ILO). It was also noted that many improvements needed to be made to the Convention but that it would be useful if such improvements are based on the actual experiences of implementing the Convention in different countries.

Consequently, the Assembly agreed that WFFP members should actively engage in a national programme to ensure that the provisions of the ILO Convention are implemented through national legislation and related practices. To ensure this, national awareness had to be raised about the Convention through co-operative campaigns with allied national and international groupings, to secure implementation of the provisions of the Convention. Ongoing evaluations of the outcome of these campaigns would form the basis for further proposals for improvements to the protocol.

The Assembly noted that the issue of managing coastal areas has become critical in most countries. Many man-

and called for plans that would factor in considerations of equity and sustainability.

Out of necessity, these efforts need to accommodate disaster management plans, particularly in areas that are vulnerable to natural disasters such as tsunamis. In this regard, delegates unanimously agreed that governments should establish a 'national autonomous disaster management authority' that should be able to deal with these challenges effectively. The post-tsunami challenges in Sri Lanka provided a substantive motivation for such a decision. Such intervention was felt to be urgent, and essential, given the additional challenges that are emerging as a result of climate change and its impact on coastal communities. The Assembly agreed that all WFFP members must give ongoing attention to the matter at the national level.

Internationally, in most countries, the rights of women and the need for gender equity remain under threat. Women are the most vulnerable section of society, who suffer the inequities in policy and management practices in the fishing industry. Many nation States do not have specific programmes to deal with this challenge. The Assembly resolved to build greater solidarity amongst women in fishing communities so that more effective campaigns can be mounted to protect their rights. In particular, international exchange programmes will be considered. Empowering coastal women, specifically, will become a specific goal of the campaign.

Many country reports presented at the Assembly reflected on how coastal communities suffer under the negative trade practices promoted by national and international bodies such as the World Trade Organization (WTO). Such practices contribute to the continued marginalization of poor fishing communities as their work and output fetch less value on the global market.

Large-scale fishing

Policies like individual transferable quotas (ITQs), subsidies, and the promotion of the large-scale fishing industry are especially problematic. In particular, as argued by the

Internationally, in most countries, the rights of women and the need for gender equity remain under threat.

agement regimes eroded the rights of adjacent communities to live interactively with the aquatic resources in those areas. The Assembly noted that marine protected areas (MPAs) may be necessary in certain instances but they should be democratically considered in conjunction with the basic livelihoods needs of fishing communities living in, or adjacent to, such areas.

Post-tsunami developments in some countries have also produced new challenges for traditional fishing activities and other commercial uses of near-shore land space. The Assembly noted that the global challenges on coastal land space were diverse,

representatives from Thailand, they lead to the continued use of destructive fishing gear, privatization of the sea, and the encouragement of large-scale fishing practices that destroy community rights, as well as the unsustainable use of marine resources and the adjacent land.

The Assembly also engaged in wide-ranging debate and discussion on many other pertinent issues that have an impact on coastal communities. These included:

- the need to make a distinction between destructive tourism practices and positive and developmentally sensitive tourism possibilities;
- the negative impact on the lives of fishers who are victims of trans-border fishing activities and the political tensions between nation States, which resulted in the Assembly demanding an ongoing global campaign for the release of jailed fishers who are caught in unintentional transboundary crossings, and for the unconditional return of their gear and protection of their human rights;
- the need to provide ongoing capacity building for communities to fight for their rights;
- the need to provide skills training programmes to enable poor coastal communities to engage in economic development projects; and
- the need to create greater awareness amongst local communities and national governments of their rights and responsibilities as conceived in many international conventions.

The issues described above will form the cornerstone of the WFFP programme for the next few years. The annual Co-ordinating Committee meetings will assess these campaigns and improve them. It is important to note that the Assembly agreed that certain identified aspects of the campaigns must be carried out at the national level by member organizations while others will be done at the global level, and co-ordinated by the Co-ordinating Committee.

There was general agreement that the Assembly was a positive one. Electing a new committee proved challeng-

ing, as was to be expected, as members wanted to ensure that the incoming committee should reflect the unified energy within the organization. In keeping with the general spirit of the Assembly, the election of the new committee was unanimous.

The new Co-ordinating Committee consists of representatives from South Africa, Canada, Sri Lanka, Spain, Martinique, Honduras, Pakistan, India, Kenya, Mauritania and New Zealand. In addition, the Assembly also elected two Special Invitees, one from Senegal and the other from India, individuals who have made significant contributions to the founding and work of WFFP, and who will serve for the term of the current Co-ordinating Committee.

To confirm this re-energized unity within WFFP, the Assembly concluded with the new Co-ordinating Committee making the following pledge publicly:

- We will work as a team.
- We will have regular communication among ourselves through tele-conferences every three months.
- We will communicate in the three languages of WFFP, namely, Spanish, French and English.
- We will implement our global fishery policy.
- We will implement all WFFP decisions.
- Today, 3rd December 2007, we launch a movement of planting trees and mangroves wherever we are.
- We will celebrate every 21 November as World Fisheries Day for the traditional fisher people of the world, who depend on water bodies, and coastal and fish resources for a livelihood, and who own and manage these resources as natural capital.

With this being done, the Assembly thanked NAFSO and the Sri Lankan fisher people for the energetic and dedicated manner in which they had hosted the WFFP.

The Assembly ended in a colourful celebration of culture and dance symbolizing human dignity and prosperity. 3

THOMAS KOCHERRY



Mass rally on the occasion of the 4th International General Assembly of the World Forum of Fisher People (WFFP) at Negombo, Sri Lanka

For more

<http://wffpfishers.org/home.html>
Home page of WFFP

Common Property or Personal Property?

A recent case involving two Icelandic fishermen shows how fisheries management can be incompatible with the non-discrimination principle of the International Covenant on Civil and Political Rights

44

“All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

—Article 26, United Nations International Covenant on Civil and Political Rights

Is the Icelandic fisheries management system incompatible with the non-discrimination principle (Article 26) of the International Covenant on Civil and Political Rights? Yes, says the Human Rights Committee of the

October 2007 after taking into account all written information made available to it by the authors of the communication, and the State party.

The authors stated that in practice, and notwithstanding Iceland Fisheries Management Act, No. 38/1990 providing that the fishing banks around Iceland are a common property of the Icelandic nation and that allocation of catch entitlements does not endow individual parties with a right of ownership of such entitlements, fishing quotas have been treated as a personal property of those to whom they were distributed free of charge during the reference period 1980-1983. Other persons, such as the authors, must therefore purchase or lease a right to fish from the beneficiaries of the arrangement, or from others who have, in turn, purchased such a right from them. The authors considered that Iceland's most important economic resource has, therefore, been donated to a privileged group. The money paid for access to the fishing banks does not revert to the owner of the resource—the Icelandic nation—but to the private parties personally, they contended.

Is the Icelandic fisheries management system incompatible with the non-discrimination principle (Article 26) of the International Covenant on Civil and Political Rights?

*Excerpted, with some changes, from **Views: Communication No. 1306/2004.** Human Rights Committee of the International Covenant on Civil and Political Rights, CCPR/C/91/D/1306/2004, dated 14 December 2007, United Nations*

United Nations in its views on a communication submitted against the Iceland State by Erlingur Sveinn Haraldsson and Örn Snævar Sveinsson, two professional Icelandic fishermen who have been fishing since their boyhood. The Committee's Views were adopted on 24

General permit

During the reference period, the authors worked as captain and boatswain. In 1998, they established a private company, Fagrimúli ehf, together with a third man, and purchased the fishing vessel *Sveinn Sveinsson*, which had a general fishing permit. The company

was the registered owner of the vessel. During the fishing year 1997-1998, when the vessel was purchased, various harvest rights (catch entitlements) were transferred, but no specific quota share was associated with the vessel.

At the beginning of the fishing year 2001-2002, the *Sveinn Sveinsson* was allocated harvest rights for the first time for the species ling, tusk and monkfish, which amounted to very small harvest rights. The authors claimed to have repeatedly applied for catch entitlements on various grounds, but unsuccessfully.

In particular, the Fisheries Agency stated that there was no legal authorization for providing them with a quota. As a result, they had to lease all catch entitlements from others, at exorbitant prices, and eventually faced bankruptcy.

They decided to denounce the system, and on 9 September 2001, they wrote to the Ministry of Fisheries, declaring that they intended to catch fish without catch entitlements, in order to obtain a judicial decision on the issue and to determine whether they would be able to continue their occupation without paying exorbitant amounts of money to others. In its reply of 14 September 2001, the Ministry of Fisheries drew the authors' attention to the fact that under the penalty provisions of the Fisheries Management Act, No. 38/1990, and the Treatment of Exploitable Marine Stocks Act, No. 57/1996, catches made in excess of fishing permits were punishable by fines or up to six years' imprisonment, as well as the deprivation of fishing permits.

On 10, 11, 13, 19, 20 and 21 September 2001, the first author, as managing director, board member of Fagrimúlielhf, owner of the company operating the *Sveinn Sveinsson* and captain of that ship, and the second author, as chairman of the board of that company, sent the ship to fish, and landed, without the necessary catch entitlements, a catch of a total of 5,292 kg of gutted cod, 289 kg of gutted haddock, 4 kg of gutted catfish and 606 kg of gutted plaice. Their only purpose in doing this was to be reported, so that their case could be heard in court. On 20 September, the Fisheries Agency received a report that

the *Sveinn Sveinsson* had landed a catch at Patreksfjörður on that day.

As a consequence, the Fisheries Agency filed charges against the authors with the commissioner of police at Patreksfjörður for violations of the Treatment of Exploitable Marine Stocks

The authors considered that Iceland's most important economic resource has, therefore, been donated to a privileged group.

Act, No. 57/1996, the Fisheries Management Act, No. 38/1990, and the fishing in Iceland Fisheries Jurisdiction Act, No. 79/1997. On 4 March 2002, the National Commissioner of Police brought a criminal action against the authors before the West Fjords District Court.

Penal provisions

The authors confessed to the acts they were accused of, but challenged the constitutional validity of the penal provisions that the indictment relied on. On 2 August 2002, with reference to the precedent of the Supreme

ARTHUR BOGASON



Fishing vessels in Iceland are not permitted to land catches without the necessary entitlements

Court judgement of 6 April 2000 in the *Vatneyri* case, the District Court convicted the authors and sentenced them to a fine of ISK 1,000,000 (approx. US\$13,600) each or three months imprisonment, and to payment of costs. On appeal, the Supreme Court, on 20 March 2003, upheld the judgement of the District Court.

On 14 May 2003, the authors' company was declared bankrupt. Their ship was sold on auction for a fraction of the price the authors had paid for it four years earlier. Their bank then requested the forced sale of the company's shore facilities and of their homes. One of the authors was able to conclude an installment agreement with the bank and started working as an officer on board a vessel used for industrial purposes. The other author lost his home, moved from his home community and started working as a mason. At the time of submission of the communication, he was unable to pay his debts.

The authors claimed to be victims of a violation of Article 26 of the UN Covenant, because they are lawfully obliged to pay money to a privileged group of fellow citizens, in order to be allowed to pursue the occupation of their choice. The authors requested, in accordance with the principles of freedom of employment and equality, an opportunity

Article 26, non-exhaustion of domestic remedies, and the communication's incompatibility with the provisions of the Covenant.

The State party argued that the authors have not shown how Article 26 of the Covenant is applicable to their case, or how the principle of equality has been violated against them as individuals. They have not demonstrated that they were treated worse, or were discriminated against, as compared with other persons in a comparable position; or that any distinction made between them and other persons was based on irrelevant considerations. They merely make a general assertion that the Icelandic fisheries management system violates the principle of equality in Article 26.

The State party noted that the authors have worked many years at sea, one of them as captain and the other as marine engineer. They worked as employees on ships whose catch performance was not of direct benefit to them, but to their employers, who, unlike the authors, had invested in ships and equipment in order to run fishing operations. One of the main reasons for the introduction of the Fisheries Management Act, No.38/1990, was that it would create acceptable operating conditions for those who had invested in fisheries operations, instead of their being subject to same catch restrictions as other persons who had not made such investments.

The authors have not demonstrated how they were discriminated against when they were refused a quota, or whether other vessel captains or seamen in the same position received quota allocations. In addition they did not make any attempt to have these refusals reversed by the courts on the ground that they constituted discrimination in violation of Article 65 of the Constitution or Article 26 of the Covenant.

When they invested in the purchase of the *Sveinn Sveinsson* in 1998, the authors were aware of the system. They bought the ship without a quota, with the intention to rent it on the quota exchange, as a basis for their fishing operations. As a result of the increased demand of quotas on the market, the

The State party argued that the authors have not shown how Article 26 of the Covenant is applicable to their case, or how the principle of equality has been violated against them as individuals.

to pursue the occupation of their choice without having to surmount barriers placed in advance, which constitute privileges for others.

The authors claimed compensation for the losses endured as a result of the fisheries management system.

Iceland State's response

On 29 October 2004, the State party challenged the admissibility of the communication on three grounds: non-substantiation of the authors' claim that they are *victims* of a violation of

prices of quotas rose, which changed the economic basis for the authors' fishing operations. After they fished without a quota, they were tried and sentenced, as would have happened to any other person under the same circumstances. The State party concluded that the communication should be declared inadmissible as the authors have not sufficiently substantiated their claims that they are victims of a violation of the Covenant.

The State party argued that the case hinged on whether the restriction in the authors' freedom of employment is excessive, as they consider that the prices of certain commercial catch quotas are unacceptable and constitute an obstacle to their right to choose freely their occupation. The State party pointed out that freedom of employment was not protected *per se* by the Covenant and that in the absence of specific arguments showing that the restrictions of his freedom of employment were discriminatory, the communication would be inadmissible as incompatible with the provisions of the Covenant, under Article 3 of the Optional Protocol.

The State party also provided observations on the merits of the communication. It argued that no unlawful discrimination was made between the author and those to whom harvest rights were allocated. What was involved was a justifiable differentiation: the aim of the differentiation was lawful and based on reasonable and objective grounds, prescribed in law and showing proportionality between the means employed and the aim. The State party explained that public interest demanded that restrictions be imposed on the freedom of individuals to engage in commercial fishing in order to prevent overfishing. Restrictions aimed at this goal were prescribed by the detailed fisheries legislation. The State party further argued that the allocation of a limited resource cannot take place without some sort of discrimination and stated that the legislature employed a pragmatic method in allocating the permits. The State party rejected the authors' view that the principle of equality protected by Article 26 of the Covenant was to be interpreted

in such a way as to entail a duty to allocate a share of limited resources to all citizens who are, or have been, employed as seamen or captains.

Equality principle

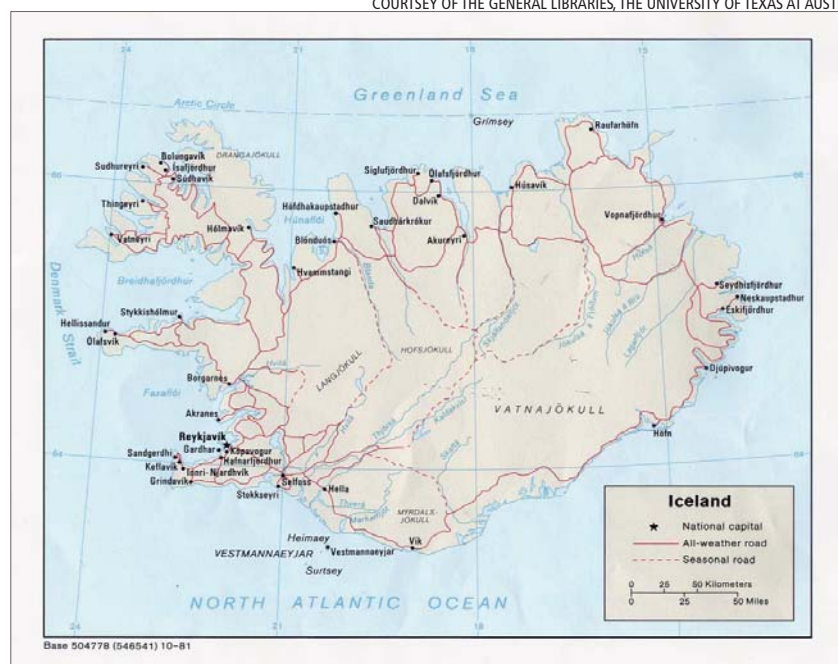
Such an arrangement would violate the principle of equality with regards to the group of individuals who have,

The State party further argued that the allocation of a limited resource cannot take place without some sort of discrimination and stated that the legislature employed a pragmatic method in allocating the permits.

through extensive investment in vessel operations and the development of commercial enterprises, tied their fishing competence, assets and livelihood to the fisheries sector.

The State party emphasized that the arrangement by which harvest rights are permanent and transferable was based mainly on the consideration that this enables individuals to plan their activities in the long term and to increase or reduce their harvest rights to particular species as best suits them, which led to the profitable utilization

COURTESY OF THE GENERAL LIBRARIES, THE UNIVERSITY OF TEXAS AT AUSTIN



Iceland's Fisheries Management Act, No.38/1990, was meant to create acceptable operating conditions for those who had invested in fisheries operations

of the fish stocks for the national economy. The State party maintained that the permanent and transferable nature of the harvest rights led to economic efficiency and was the best method of achieving the economic and biological goals that are the aims of fisheries management.

Finally, the State party pointed out that the Fisheries Management Act stated clearly that the allocation of harvest rights endowed the parties neither with the right to ownership nor with irrevocable jurisdiction over harvest rights. Harvest rights were, therefore, permanent only in the sense that they could only be abolished or amended by an act of law. The State party concluded that the differentiation that results from the fisheries management system was based on objective and relevant criteria and was aimed at achieving lawful goals that are set forth in law. In imposing restrictions on the freedom of employment, the principle of equality has been observed and the authors have not sufficiently substantiated their claim that they were victims of unlawful discrimination in violation of Article 26 of the Covenant.

Committee's Views

The main issue before the Human Rights Committee was whether the authors, lawfully obliged to pay money to fellow citizens in order to acquire quotas necessary for exercising commercial fishing of certain fish species and thus to have access to such fish stocks that are the common property of the Icelandic nations, are

The State party concluded that the differentiation that results from the fisheries management system was based on objective and relevant criteria and was aimed at achieving lawful goals that are set forth in law.

victims of discrimination in violation of Article 26 of the Covenant. The Committee recalled its jurisprudence that under Article 26, States parties are bound, in their legislative, judicial and executive action, to ensure that everyone is treated equally and without discrimination based on any ground

such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

It reiterated that discrimination should not only be understood to imply exclusions and restrictions but also preferences based on any such grounds if they have the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of rights and freedoms. It recalled that not every distinction constituted discrimination, in violation of Article 26, but that distinctions must be justified on reasonable and objective grounds, in pursuit of an aim that is legitimate under the Covenant.

The Committee firstly noted that the authors' claim was based on the differentiation between groups of fishers.

The first group received for free a quota share because they engaged in fishing of quota-affected species during the period between 1 November 1980 and 31 October 1983. Members of this group are not only entitled to use these quotas themselves but can sell or lease them to others.

The second group of fishers must buy or rent a quota share from the first group if they wish to fish quota affected species for the simple reason that they were not owning and operating fishing vessels during this reference period.

The Committee concluded that such distinction is based on grounds equivalent to those of property. While the Committee found that the aim of this distinction adopted by the State party, namely, the protection of its fish stocks, which constitute a limited resource, was a legitimate one, it must determine whether the distinction is based on reasonable and objective criteria.

The Committee noted that every quota system introduced to regulate access to limited resources privileged, to some extent, the holders of such quotas and disadvantaged others without necessarily being discriminatory. At the same time, it noted the specificities of the present case: On the one hand, the first Article of the Fisheries Management Act No 38/1990 of Iceland stated that the fishing banks around Iceland are common property of the Icelandic nation. On the other hand, the distinc-

tion based on the activity during the reference period, which initially, as a temporary measure, might have been a reasonable and objective criterion, became not only permanent with the adoption of the Act but also transformed original rights to use and exploit a public property into individual property. Allocated quotas no longer used by their original holders could be sold or leased at market prices instead of reverting to the State for allocation to new quota holders, in accordance with fair and equitable criteria. The State party had not shown that this particular design and modalities of implementation of the quota system met the requirement of reasonableness. While not required to address the compatibility of quota systems for the use of limited resources with the Covenant as such, the Committee concluded that, in the particular circumstances of the present case, the property entitlement privilege accorded permanently to the original quota owners, to the detriment of the authors, was not based on reasonable grounds.

The Committee was of the view that the facts before it disclose a violation of Article 26 of the Covenant. In accordance with Article 2, paragraph 3 (a), of the Covenant, the State party was under an obligation to provide the authors with an effective remedy, including adequate compensation and review of its fisheries management system.

Bearing in mind that the State party has recognized the competence of the Committee to determine whether there has been a violation of the Covenant or not, and that, pursuant to Article 2 of the Covenant, the State party has undertaken to ensure to all individuals within its territory or subject to its jurisdiction, the rights recognized in the Covenant and to provide an effective and enforceable remedy in case a violation has been established, the Committee wishes to receive from the State party, within 180 days (by 21 April 2008), information about the measures taken to give effect to the Committee's Views.



Allocated quotas no longer used by their original holders could be sold or leased at market prices instead of reverting to the State for allocation to new quota holders, in accordance with fair and equitable criteria.

For more

http://www.unhchr.ch/html/menu3/b/a_ccpr.htm

International Covenant on Civil and Political Rights

<http://www.fao.org/fi/fcp/en/ISL/body.htm>

FAO Information on Fisheries Management in the Republic of Iceland

<http://www.fisheries.is/managem/index.htm>

Information Centre of the Icelandic Ministry of Fisheries

CHILE

“Back artisanal fishing, ban trawling”

This is not something happening in isolation. On the contrary, the underlying causes of the crisis arise directly from the system of fisheries administration, following a global pattern of ever greater concentration of wealth in the hands of a few, privatization of the sea's resources, granting economic interests priority over the development and sustainability of fishing communities, and allowing industrial fleets to use destructive fishing techniques, such as trawling, provoking declines in resources, which are unlikely to recover, and affecting as much as a hundred associated species.

Nonetheless, Chile's artisanal fishermen still hope that the fisheries administration and government authorities have the political will to implement appropriate measures to restrict the destructive ways in which the industrial sector uses trawling in all its forms. Palliative

measures are not acceptable; neither is re-conversion, as these don't solve the basic problem, they feel.

Given the above, the Chilean National Confederation of Artisanal

related to the artisanal fishery have stressed the need for solidarity and participation of society at large to tackle the unprecedented crisis that affects the food security of a large section of Chile's

attended by grassroots organizations of artisanal fishermen from the Vth Region and fishermen from the Xth Region.

CONAPACH urges you to sign up to support their campaign “Back Artisanal Fishing, Ban Trawling! For Our Seas, Our Fish and Our Bread”

For more information (in Spanish): www.eliminemoselarrastre.bligoo.com



Fishermen, CONAPACH, together with the Artisanal Fishermen of the Vth Region's United Federation, Nuevo Amanecer, have called for a campaign to ban trawling. A series of public actions and alliances with different sectors

population and the dignity of thousands of coastal fishermen.

The first stage of the campaign ended on 15 March 2008 with a large-scale meeting in Caleta Portales, one of the *caletas* in the city of Valparaíso,

INDIA

Mangrove tour



India's eastern West Bengal State is preparing a detailed plan to develop the coastal Sundarbans area, the world's largest mangrove forest, as a global tourist destination, according to news reports.

The Sundarbans lies on the delta of Hooghly, Brahmaputra and Meghna rivers, partly in India's West Bengal and part in neighbouring Bangladesh. Recognized by UNESCO as a world heritage site, the mangrove forests are home to the royal Bengal tiger, the estuarine crocodile, a variety of snakes, including the Indian python, and over 260 species of birds.

The forests, with the breathing roots of mangrove trees along innumerable distributaries of the rivers, is ecologically fragile, and environmentalists have expressed reservations over developing it as a major tourism site.

India's federal Planning Commission and Tourism Ministry had cleared a proposal to conduct a further detailed study with the support of UNDP.

The Sundarbans project was likely to draw global investment once it secured environmental clearance. The West Bengal government would facilitate the project by providing infrastructure including roads, water and power.

ORGANIZATIONAL PROFILE

CONAPACH

CONAPACH, the national federation of fishworker organizations in Chile, was formed in 1990. It was established to defend the rights of fishworkers and to protect fish resources. There are around 400 organizations that are permanent members of CONAPACH.

Through them, CONAPACH reaches out to 60,000 fishworkers.

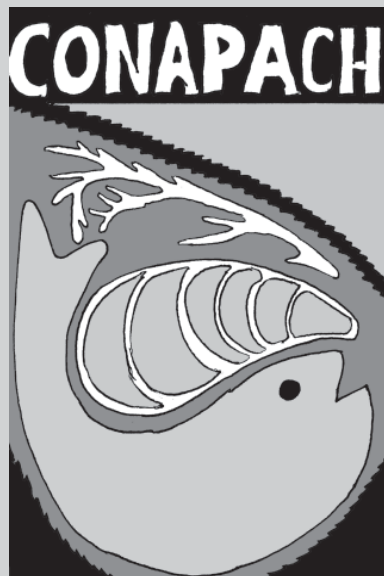
Around 20 per cent of them are women. CONAPACH is also part of many international networks.

CONAPACH aims to:

- strengthen member fishworker organizations
- work towards coastal

community development

- defend the rights of coastal communities
- fight for the sustainability of fishery resources



WWW.CONAPACH.CL

CONAPACH undertakes many activities at local, national and international levels.

Locally, it conducts training, and gives technical support and legal advice to fishers.

Nationally, it tries to influence legislation and fisheries policies, gathers public support for fishers, and campaigns for subsidies and credit for them.

Internationally, it participates in seminars and meetings like the International NGO/CSO Planning Committee for Food Sovereignty (IPC).

GHANA

Big catch

Ghana is toying with a private venture to export tuna to the Netherlands. Ghana's export of raw tuna and other fishing products shot up from 55,000 tonnes to 70,000 tonnes last year, said the Ghanaian Minister of Fisheries.

She said Ghana will, from mid-2008, harvest and process tuna in large quantities

for export to European markets under the "Phenegan Project".

The Netherlands government had given a Euro 1 mn grant to start this project, which involves fish traders from Urk and Scheveningen (two Dutch fishery villages) together with exporters from Ghana (including a Spanish fish factory, West Africa Fishery, which will act as the centre for the air transport to the Netherlands), fishermen's associations and a local NGO, plus a Filipino partner to train the Ghanaian fishermen in sustainable fishing methods.

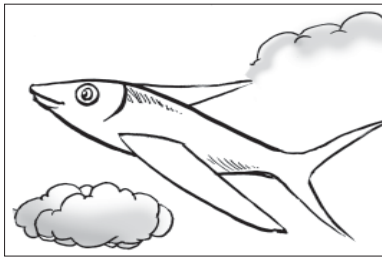
Fishermen will use hooks-and-line instead of nets, as tuna caught with hooks-and-line can be stored and marketed freshly, generating much more revenue than canned tuna. Local fishermen will use fibreglass canoes to catch

the tuna. A mother ship with onboard refrigeration will transport these canoes beyond coastal waters.

The programme also entails measuring and monitoring the economic effects. The results will feed into a broader study concerning the possibility of developing and supporting sustainable fishery in the entire west African region.

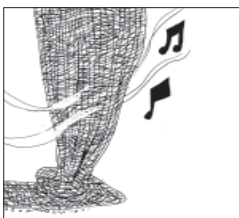
—Compiled from:

- ATUNA, 03 March 08 www.atuned.biz/public/ViewArticle.asp?ID=5269
- Dutch Royal Tropical Institute www.kit.nl/smartsite.shtml?id=3829
- Ghana Government website www.ghana.gov.gh/ghana/ghana_process_tuna_large_quantities_minister.jsp



POEM

Net strings



In this net it's not just the strings that count

but also the air that escapes through the meshes.

— a Zen koan

VERBATIM

"My early years travelling around in the fish business amounted to a survey of its transition from an artisanal occupation to an industrial enterprise intended to be competitive on a global scale."

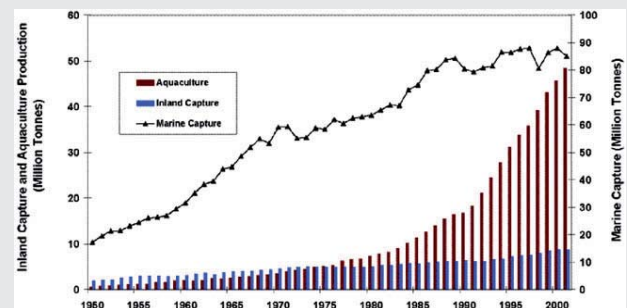
PAUL MOLYNEAUX

IN 'THE DORYMAN'S REFLECTION: A FISHERMAN'S LIFE'

INLAND CAPTURE FISHERIES

World total inland capture fisheries production reported to the Food and Agriculture Organization of the United Nations (FAO) reached 8.7 mn tonnes in 2001, down slightly from 8.8 mn tonnes in 2000. It is important to note, at the outset, that actual catches overall may be at least twice the quantities reported to FAO, and for some countries under-reporting could be even greater.

Inland capture fisheries accounted for 6.1 per cent of the total (capture fisheries and culture) global production. This compares with 59.8 per cent (85 mn tonnes) from marine capture fisheries, of which about 31 mn tonnes were used for reduction to meal and other non-food purposes, and 34.1 per cent (48.4 mn tonnes) from aquaculture, including plants and animals. Long-term trends, from 1950 to the present, show increases for all three categories; however, production from marine capture fisheries has leveled off in recent years, while aquaculture has rapidly increased. In contrast, production from inland capture fisheries has exhibited a modest, but steady increase.



Two hundred and twenty five countries reported fish production in 2001, of which, 150 reported inland capture fisheries production. This compares with 187 countries reporting marine capture fisheries production, and 164 countries reporting aquaculture production.

Among the 150 countries reporting inland capture fisheries statistics, there were seven in which inland fisheries provided the only source of fish, and 20 additional countries in which inland capture fisheries could be considered extremely important, accounting for 81 to 99 per cent of total fish production from all sources within the country. There were four additional countries in which inland capture fisheries could be said to be very important, accounting for 61 to 80 per cent of total aquatic production. These 31 countries together produced 1.8 mn tonnes of inland fish equivalent to 20 per cent of total inland capture fisheries production.

Asia dominates production both from capture fisheries and culture viewpoints. Inland capture fisheries production from Asia was 5.8 mn tonnes; Africa ranked second, with 2.1 mn tonnes. Inland capture fisheries production from Europe and South America was 0.3 mn tonnes, each, and in North America, 0.2 mn tonnes. Inland capture fisheries from Oceania produced 22,000 tonnes in 2001.

Source: FAO Fisheries Circular No. 942, Rev. 1

Review of the State of World Fishery Resources: Inland Fisheries
FAO, Rome, 2003, www.fao.org/DOCREP/006/Jo703E/jo703e02.htm#bm2.2

BOOKSHELF

MPA Atlas

ATLAS OF COMMUNITY-BASED MARINE PROTECTED AREAS IN THE PHILIPPINES. Haribon Foundation for the Conservation of Natural Resources, Quezon City and Pamana Ka Sa Pilipinas, Cebu City, Philippines. 533 p. 2005 ISBN 971 93188 6 4

This book is about marine protected areas (MPAs) identified by various names such as marine reserves, fish sanctuaries, marine sanctuaries, etc., located in various parts of the Philippines and managed or



co-managed primarily by fisher communities and peoples' organizations. The book deals with the social component of coastal and marine resources

management, including mode of local community management of MPAs, their historical development, and their physical and biological features.

This book is presented in both English and Filipino languages and comes with full-colour photos and maps for easy reference.

FLASHBACK

Small-scale Fisheries

The 25th Session of the Committee on Fisheries (COFI) of the Food and Agriculture of the United Nations (FAO) was held from 24 to 28 February 2003 at Rome. Notably, one of the agenda items was on 'Strategies for Increasing the Sustainable Contribution of Small-scale Fisheries to Food Security and Poverty Alleviation'. The last time small-scale fisheries was on the agenda of COFI was 20 years ago, in 1983, in the lead-up to the FAO World Conference on Fisheries Management and Development in 1984.

The inclusion of this agenda item was particularly appropriate, given the recently organized World Food Summit and the World Summit on Sustainable Development, both of which focused on the importance of eradicating hunger and poverty. It was also appropriate in view of the process being initiated by the FAO to develop "voluntary guidelines to achieve the progressive realization of the right to adequate food", as a follow-up to the World Food Summit.

The inclusion of this agenda item once again reaffirmed the important role small-scale fisheries plays, especially in the developing world, in providing income, employment and in contributing to food security.

What was needed, however, was a much stronger endorsement that the small-scale model of fisheries development is inherently more suitable, even on grounds of environmental sustainability, a key issue of concern today.

A clear recognition of the inherent superiority of the small-scale model of fisheries development and a reallocation of resources in favour of small-scale fisheries, is the need of the hour. Given that it is State policies that have supported industrial fisheries, often at the expense of both small-scale fisheries and environmental sustainability, and even in areas where small-scale fleets are capable of operating effectively, a reorientation of these policies is urgent.

—from "Small scale, large agenda", *Comment in SAMUDRA Report No. 34, March 2003*



52

WEBSITE

MEAM

Marine Ecosystems and Management (MEAM) is a quarterly information service on marine ecosystem-based management.

MEAM serves the global resource management community with news, views, analysis, and tips gathered from experts around the world.

MEAM and this website are published by Marine Affairs

Research and Education (MARE), a not-for-profit corporation, in association with the University of Washington School of Marine Affairs, Seattle, Washington, USA.

Financial support for MEAM comes from the David and Lucile Packard Foundation, among other sources.

MEAM can be accessed at depts.washington.edu/meam/

ANNOUNCEMENTS

CONFERENCE

4th Global Conference on Oceans, Coasts, and Islands 7-11 April 2008, Hanoi, Vietnam

The conference will focus on ecosystem management and integrated coastal and ocean management. The aim is to bring carefully crafted analyses, high-level perspectives, and perspectives from all ocean sectors. www.globaloceans.org/globalconferences/2008/index.html

PUBLICATIONS APFIC Series

The Asia-Pacific Fishery Commission (APFIC) announces three of its publications:

- RAP Publication 2007/26: *APFIC Regional Consultative Workshop, Certification schemes for capture fisheries and aquaculture*
- RAP Publication 2007/25: *A qualitative assessment*

of standards and certification schemes applicable to aquaculture in the Asia-Pacific region

- RAP Publication 2007/24: *Potential costs and benefits of fisheries certification for countries in the Asia-Pacific region*

Also available for free download at:

www.apfic.org/modules/xfsection/article.php?articleid=47

CONFERENCE

IIFET 2008: Achieving a Sustainable Future: Managing Aquaculture, Fishing, Trade and Development, 22-25 July 2008, Nha Trang, Vietnam

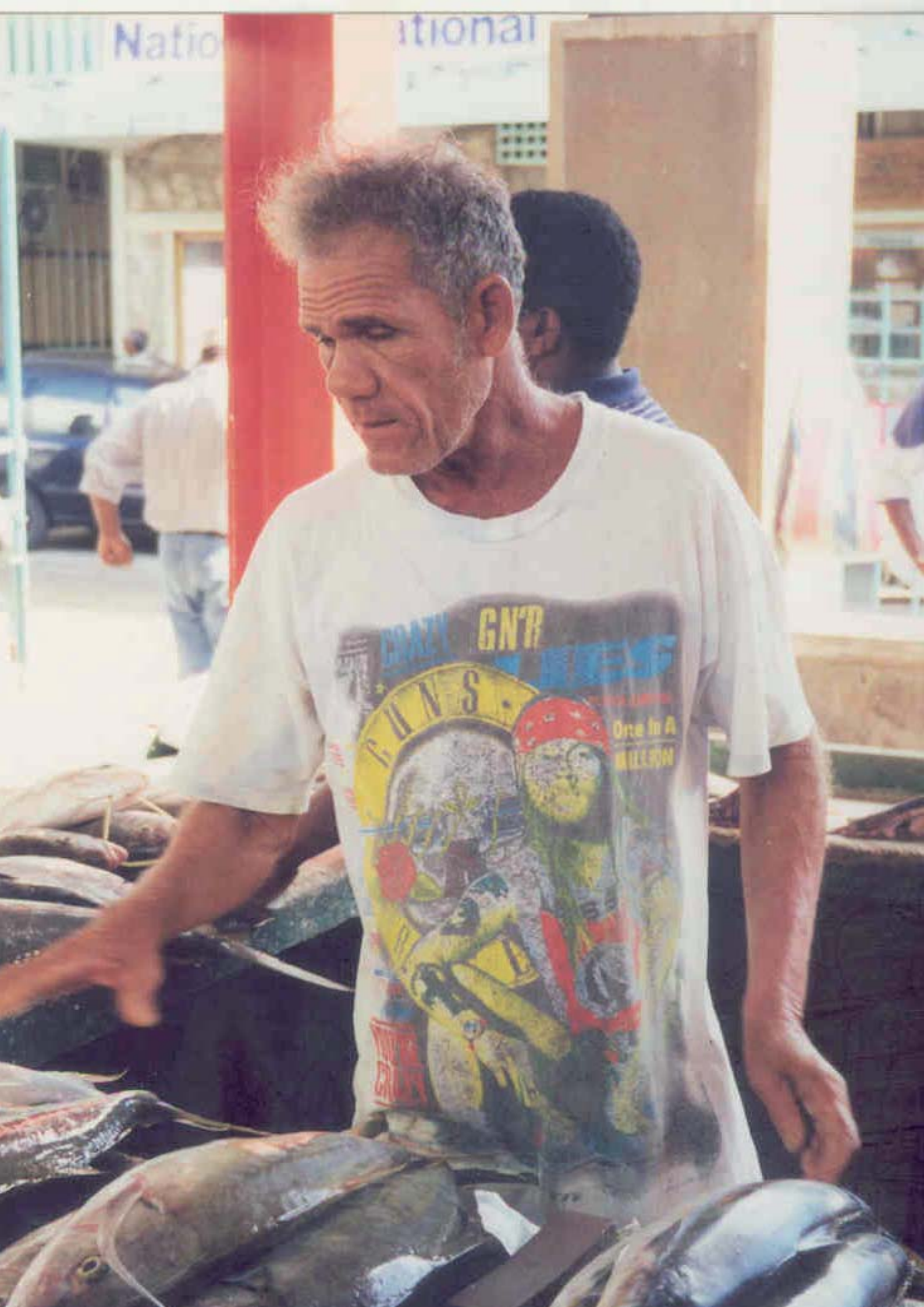
The 14th biennial conference of the International Institute of Fisheries Economics and Trade (IIFET) will examine fishery management, aquaculture development, and seafood trade. oregonstate.edu/dept/IIFET/iifet2008.html



Endquote

She envied them for their capacity for stillness, this ability to wait for hours for fish that did not exist, or if they did, turned out to be so tiny that in the end they could only be used as bait for another fish that would never be caught. How amazing was this ability to achieve plenty by achieving little, to go home empty-handed yet still satisfied at the end of the day! In this world, serenity generated luck and luck generated felicity...

— *from Bastard of Istanbul by Elif Shafak*



Natio

ational

CRAZY GNR
CUNTS
One In A MILLION