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SAMUDRA

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



England's Small-scale Fisheries

Fishmeal in Peru

EU-Mauritania Fisheries Agreement

Fisheries Reform in Africa

Atlantic Canadian Fisheries

ILO Work in Fishing Convention



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

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An ama diver in Japan
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A J VIJAYAN / PROTSAHAN

Fishworkers on board a trawler in
Veraval, Gujarat, India

Need for Ratification

It is high time that countries ratify the ILO Work in Fishing Convention No. 188 so as to ensure better social protection for fishers

It is nearly six years now since the adoption of the Work in Fishing Convention No. 188 (C.188) by the International Labour Conference of the International Labour Organization (ILO). Only two countries (Argentina and Bosnia and Herzegovina) have ratified it so far, thus delaying its entry into force. This delay underscores the widely held view that fishers and fishworkers still do not receive the kind of attention they deserve when it comes to securing their social protection.

Why does it take such a long time for countries to ratify C.188? There are several reasons for this holdup. First of all, in most countries, especially in the developing world, there are hardly any requirements under current legislation to provide social protection for fishers. As a result, there is not much independent information on how fishers are hired, under what conditions they live and work, and what benefits they receive on leaving fishing due to injury or death or retirement. Information on issues such as child labour and forced labour in fishing and fishery-related activities is under-reported and anecdotal. For instance, while observing that existing laws are too fragmented or inadequate to provide sufficient social protection, the gap analysis of Indian legislation in relation to transposing C.188 has recommended legislating a new legal instrument. Many new elements in national legislation have to be developed to make them consistent with C.188. This is turning out to be a time-consuming process, which is holding up ratification of the Convention.

Secondly, in many countries, a new-generation sectoral labour instrument such as C.188, which has unprecedented elements with a sliding scale of standards on multiple axes such as the size of the vessel, days at sea, and distance from baselines, falls within the purview of different ministries. In many countries, for instance, various elements of C.188 fall within the jurisdiction of the labour authority, the fisheries authority or the maritime authority at different levels. It will take time to achieve some extent of coherence across these authorities.

Thirdly, while governments and trade union representatives are in support of ratifying C.188,

sections of fishing vessel owners remain sceptical and insist that ratification would lead to non-viable fishing operations. According to some vessel owners, fishing operations would become less flexible and financially impracticable if improved labour standards are introduced on board fishing vessels. Separation of work hours from living hours on board fishing vessels is challenged on the basis of fishing operations being essentially different from land-based jobs and that fishers are, in fact, paid higher wages in compensation for their flexible hours of work. It is, however, moot if higher wages should be seen as justifiable compensation for poor, or fatigue-inducing, working and living conditions.



In seeking the urgent ratification of C.188, we should remember that labour standards can lead to fishers' developing a long-term, real interest in fishing, reducing fatigue-related accidents at sea, improved compliance with fisheries conservation and management, and potentially provide better international market access,

thus protecting the long-term economic viability of fisheries. Better labour standards in fishing can also lead to greater transparency in recruitment of fishers to work on board distant-water fishing vessels in the high seas and in waters under the jurisdiction of different coastal States. Labour standards in fishing can also help labour-supplying States to meet the employment conditionalities of flag States.

Above all, however, as pointed out by a trade union leader, ratification of C.188 would confer labour rights to a hitherto unorganized workforce. It would help to bring fishers into the mainstream labour movement. It would also complement welfare measures with a rights-based framework for social protection. Such a move is particularly relevant in the light of globalization and the unprecedented commodification of labour in fishing. Labour authorities should take the lead to ratify C.188 with the active collaboration of maritime safety and fisheries authorities, within a time-bound framework. The ILO Work in Fishing Convention No. 188 should, hopefully, soon enter into force. Only then will fishers receive the kind of attention they deserve in terms of enhanced social protection. **3**

At a Crossroads

The integration of England's small-scale fisheries within a national quota management system could well spell disaster

An intermittent war of words is being waged in the columns of the well-respected journal, *Fishing News*, over the future governance of small-scale fisheries in England. The arguments initially set small-scale against large-scale fishing interests but have more recently exposed divisions within the small-scale sector over the representation of their interests and appropriate courses of action in defending their increasingly vulnerable status. This is symptomatic of the mounting pressures on small-scale fisheries and

allowable catches were increasing year on year.

The background to the proposal is revealing. Prior to legislation for the registration of buyers and sellers introduced in 2006 as part of a campaign to clamp down on illegal landings of fish in the UK, the landings of under-10-m vessels had been largely unquantified. Implementation of the legislation revealed unexpected volumes of quota-regulated species caught by small, mainly inshore boats intended, in part, for informal sale to local retail outlets and the largely seasonal hotel and restaurant trade. Landings were well in excess of the quota allocated to the under-10-m quota pool, managed by the fisheries department, and exposed a substantial gap between the available quota and the level of landings needed to keep the sector viable.

The under-10-m sector numbers around 2,500 vessels or 80 per cent of the English fleet, accounting for 16 per cent of gross tonnage and 47 per cent of kw engine capacity. But it receives less than five per cent of the total quota. The importance of quota-regulated species may, at first glance, appear rather slight.

Non-quota species

Around 70 per cent of earnings by the under-10-m fleet come from non-quota species, principally crab and lobster. There are, however, some significant areas of inshore fishing activity—especially along England's south coast—where relatively small quantities of high-value demersal species, such as sole, make a sizeable contribution to the revenues of the under-10-m fleet

The current disputes were sparked off by a decision of the UK fisheries minister to accede to pressures from within the small-scale sector for additional fishing opportunities.

a growing nervousness over an uncertain future, especially when confronted by a government intent on simplifying complex issues and seeking to impose economically rational solutions. It is a situation found widely in Europe today.

The current disputes were sparked off by a decision of the United Kingdom (UK) fisheries minister to accede to pressures from within the small-scale sector for additional fishing opportunities. In 2011 he proposed transferring three per cent of the quota presently allocated to over 10 m vessels and managed by producer organizations (POs) on behalf of their member vessels. The government's contention was that this fish is currently "unfished"; the quota transfers were to be restricted to stocks where total

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and are crucial to its continuing economic viability.

Since 2008, the small-scale sector has sought to overcome shortages of quota through purchases or gifts of unused quota from the POs. Unsurprisingly, the minister's proposal to top slice the POs' quota allocation met with opposition, withdrawal of informal trade between the POs and the small-scale sector and the threat of legal action.

The problems facing the small-scale sector go much deeper than shortfall in quota. Externally, the sector is meeting increased competition for access to marine space from other users and the threat of further regulation through marine spatial planning. In addition to established uses such as dredging for sand and gravel and the extraction of oil and gas, there are new demands from renewable energy installations, including tidal power generation—still in its infancy—and the much more extensive wind farms. These will place large areas of nearshore waters off limits to fishing.

A bigger threat comes from developments in the protection of the marine environment. A large tranche of marine conservation zones (MCZs) proposed by Natural England, the statutory conservation agency, and currently under consideration by government, will sit alongside the existing network of European marine sites. Were all 127 candidate MCZs to be approved, some 34 per cent of England's inshore waters would be affected. To date, the government has decided to proceed with only 31, though further action may follow. Concern over the surge in designations is heightened by uncertainty over which activities will be permitted inside the protected areas. Conservation groups are pressing for strict regulation of fishing, and there are rumours concerning the regulation of some European marine sites as 'no-take' zones. The industry could face the possible closure of local fishing grounds.

Compensation for the potential loss of inshore fishing grounds is

hard to find. Scope for diversifying small-scale fishing enterprise is limited, though the burgeoning coastal tourism and leisure industry does create new opportunities in ecotourism, recreational fishing and heritage-related ventures. Domestic demand for good-quality, locally sourced fish and shellfish remains fairly buoyant even in times of austerity but quayside prices generally are depressed by high volumes of imported fresh and frozen fish that account for around two-thirds of the local fish supplies. Expanding sales beyond the coastal markets remains a problem where the volume of landings—typically small and irregular—occur at the start of a lengthy distribution chain linking producers and end consumers. Innovative systems of processing, distribution, and marketing are needed in a country where co-operatives are rare and membership of POs is largely confined to over-10-m vessels.

More pervasive threats to the long-term viability of small-scale fisheries stem from the fisheries administration's recent surge of interest in managing the sector. Throughout the UK, fisheries administrations have been reluctant to engage directly with the way small-scale fisheries are governed. They have been afflicted by a

JEREMY PHILLIPSON / NEWCASTLE UNIVERSITY



Mevagissey port in Cornwall, southwest England, one of the strongholds of small-scale fisheries in the UK

vague sense of unease at tackling such a diverse set of circumstances and intricate relationships that characterize the sector and which seemingly defy simple explanations based on economic rationality: better to let sleeping dogs lie! Over the last 10 years, however, the fisheries administration has shown a surprising appetite for intervention.

For well over a hundred years, responsibility for managing inshore fisheries in England and Wales has been delegated to regional Sea

...concerns had been raised over the related threats to the future sustainability of inshore fisheries in England...

Fisheries Committees (SFCs) in what must be one of the earliest forms of fisheries co-management in Europe. The 12 SFCs brought together representatives of the local civil authorities and fishing industries with powers to regulate fisheries initially within three nautical miles of the coastline but later extended to six miles. Local byelaws were used to limit the size of vessels operating in the inshore zone, restrict the type and size of fishing gears and impose minimum landing sizes for a range of fish and shellfish species. Regulating Orders were used to manage shellfish beds, regulate the length of the harvest season, impose daily bag limits *inter alia*. Enforcement of regulations was undertaken by a complement of land-based and seagoing fisheries officers with—in recent times—each SFC having at least one patrol vessel at its disposal.

This system served the interests of inshore fisheries and the local fishing industries remarkably well. However, it came under increasing pressure towards the end of the 20th century, when its remit was extended to include duties relating to environmental conservation. A major refit was necessary and in 2011, SFCs were replaced by Inshore Fisheries and Conservation Authorities (IFCAs). Outwardly, the

new organizations look much like their predecessors: their boundaries are largely unchanged, except for Wales, which chose to bring inshore management under the direct control of its fisheries department; the system of regulation is unaltered apart from the introduction of emergency byelaws and provisions for limiting fishing effort. And the principle of co-management is upheld, though there is a significant shift in the balance of membership on the executive committees favouring wildlife conservation interests at the expense of commercial fishing. This has alarmed many in the inshore industry and prompted the question of whether the primary role of IFCAs lies in fisheries management or in environmental conservation.

If modernizing the locally devolved system of inshore management was seen as long overdue, the decision of the central government to abandon its *laissez-faire* approach in favour of direct intervention was less predictable. True, concerns had been raised over the related threats to the future sustainability of inshore fisheries in England: latent capacity in the form of inactive or underused licences and the lack of effective measures for capping fishing effort especially in the shell fisheries. Both issues could have been tackled in the new legislation governing inshore management. A more plausible explanation was the emergence of the so-called ‘super under-10s’, where the fishing capacity of a much larger vessel was squeezed into the constraints of an under-10-m vessel. These boats, numbering around 150 or so and responsible for a considerable share of both fin and shellfish landings by the small-scale sector, are further proof of the argument that small-scale fisheries cannot be meaningfully defined by simple numerical parameters.

Informal consultation

In 2008, the government began a long, and largely inconclusive, informal consultation with the small-scale sector. Over the next four years, the scope of the consultation

was widened considerably from an initial discussion of a limited decommissioning scheme for under-10-m vessels targeting the high-catching vessels and a restructuring of the licensing system to limit the threats from latent capacity, to a much more fundamental reform of quota management. At the heart of this switch was a projection of two polarized views of future management by a stakeholder-led inquiry (Sustainable Access to Inshore Fisheries or SAIF). One envisaged the integration of small-scale fisheries within a national quota management system (QMS); the other was based on segregation with the under-10-m fleet granted exclusive access to inshore waters (0-6 nautical miles or nm) and the newly formed IFCAs assuming responsibility for managing quota. While the small-scale sector lent its qualified support to the latter option, the National Federation of Fishermen's Organisations (NFFO), representing the wider fishing industry, with 60 per cent of its member vessels over 10 m, came out strongly in favour of the integrated model.

The government finally launched its own formal consultation in 2011. Its proposals laid bare an underlying objective of rolling out a single unified QMS for the English industry in which market mechanisms are expected to play a major role in shaping the future development of the industry. Individual transferable quotas would be allocated to under-10-m vessels electing to join a PO. For those vessels opting out of such a move, the remaining under-10-m quota would be used in the form of non-transferable quota to establish self-managing Community Quota Groups (CQGs), though vessels with dormant or fully latent licences would receive no quota entitlement. More alarming for the future viability of the small-scale sector as a whole was a proposal to extend the QMS to include both lobster and brown crab, two prime targets for the under-10-m fleet.

The fisheries department may have miscalculated the mood of the small-scale sector over the reform of quota management. Certainly, the results of the consultation left the government's proposals in disarray. Overall, the level of response was low and difficult to evaluate beyond a clear recognition that among the small-scale sector there was little enthusiasm for the package of reforms despite the three per cent transfer of quota from the over-10-m allocation to sugar the pill. And there was considerable disagreement over how the small-scale sector's involvement might be managed. The government's reaction has been to reaffirm its intention of introducing a single, unified QMS for England, while leaving detailed decisions on the management of the sector to await the outcomes of trialling three different approaches: incorporating under-10-m vessels within existing POs, establishing a new national under-10-m PO, and setting up local CQGs.

The viability of the government's proposals will, in part, depend on

At the heart of this switch was a projection of two polarized views of future management...

proving the administrative feasibility and cost effectiveness of either of the two new management models. This could prove difficult. The government's preferred option—CQGs—has already run into problems. Of the six trial groups originally selected from among 22 applications, only one group of eight vessels survives: inadequate allocations of quota are blamed for the early demise of the other five. Port-based CQGs with fewer than 20 vessels are unlikely to achieve a critical mass capable of ensuring resilience and flexibility of operation. The alternative—a nationwide PO managing the activities of several hundred small-scale enterprises—



Sennen Cove port in Cornwall, southwest England.
Small-scale fisheries in England is facing a defining moment

blunter system of output controls. Can these two approaches coexist effectively? In theory, yes—but in practice it is less likely.

Damage would be done by the enforced enrolment of small-scale fisheries into a system designed primarily to rationalize the economic behaviour of its participants. The introduction of fixed-quota allocations to individual vessels, the inclusion of crab and lobster among quota-regulated species and the reduction of latent capacity will undermine the flexibility of operations that allow small-scale enterprises to switch their patterns of fishing according to seasons, availability and market price, on which their famed resilience depends.

It is unlikely that the small-scale sector will be able to resist the government's plans. Its position is weakened by the organizational schisms that beset the sector and cause a dissonant response. Together, the New Under Ten Fishermen's Association (NUTFA) and the NFFO account for less than a third of 10-m vessels while the majority either have no formal representation or are at the mercy of a score or fewer of local associations. The impacts of the new QMS, in terms of local employment and the social renewal of small-scale fisheries, could be dramatic. With fewer job opportunities and restricted access for young fishermen, the fabric of smaller coastal settlements will be further weakened.

could face even greater administrative difficulties. A compromise solution of regional quota management groups, with boundaries similar or identical to those of the new IFCAs, has yet to be canvassed.

It is no exaggeration to suggest that small-scale fisheries in England face a defining moment. The skirmishes reported in *Fishing News* have tended to distract attention from the more serious issues, though they have served to underline endemic weaknesses of the sector's organization. The narrative of the last few years suggests a lack of understanding of small-scale fisheries and the variety of aspirations, motivations and life-mode choices that it encompasses.

It raises questions concerning the real agenda of reform. Was it about the sustainability of small-scale fisheries as a distinctive, multi-faceted and socially valuable feature of the coastal economy? Or simply a means of sweeping the problem under the convenient carpet of a universal QMS?

It also highlights a significant shift in the balance between an established devolved approach, applying local ecological knowledge and experience to the development of sensitive technical conservation measures, and a centrally driven sectoral approach employing a much

For more

www.nutfa.org/

New Under Ten Fishermen's Association

www.defra.gov.uk/environment/marine/manage/saif/research/

Sustainable Access to Inshore Fisheries

www.nffo.org.uk/

National Federation of Fishermen's Organisations

Diversiónary Tactics

Allocating exclusive fishing grounds for artisanal fleets fails to secure more anchoveta for direct human consumption in the absence of rules and regulations

Peru's multi-species, highly diverse artisanal fisheries make a strategically important contribution to the nation's food security, having traditionally provided fish for local consumption. However, the sector is dwarfed by the industrial fishery, dominated by fleets which mainly target a single species—the Peruvian anchoveta—for fishmeal production. This marked differentiation in the fishery sector provides the basis for classifying Peruvian fisheries into two broad categories: a sector which produces fish for 'indirect human consumption' (IHC), that is, for fishmeal and fish oil, and a sector which produces fish for 'direct human consumption' (DHC).

Peruvian anchoveta is prone to massive fluctuations in abundance thanks to the *El Niño–Southern Oscillation* (ENSO) system that characterizes the Humboldt Large Marine Ecosystem. When a strong *el Niño* event coincides with heavy fishing pressure, as happened in 1972, anchoveta stocks can collapse, with dramatic knock-on effects on the entire marine ecosystem. Just prior to the collapse, annual catches peaked at 12 mn tonnes, but took years to recover. Over the first decade of the 21st century, published anchoveta landings fluctuated between 8.808 mn tonnes in 2004, down to 3.45 mn tonnes in 2010, up to 7.103 mn tonnes in 2011 and down to 2.653 mn tonnes in 2012 due to the impact of ENSO-related phenomena on anchoveta stocks, and government action to cut quotas.

The fishmeal fishery in Peru is essentially an industrial sector, deploying mechanized fleets, fishing

intensively, catching between five and 10 mn tonnes annually, providing highly refined ingredients for animal feeds, and generating enormous profits and foreign-exchange earnings. Fishmeal production is dominated by vertically integrated transnational companies, owning their own fleets of vessels dedicated to supplying their factories. For example, vessels owned by the fishing giants Copeinica ASA and China Fisheries are allocated around 32 per cent of the total anchoveta catch quota.

The DHC fishery is essentially an artisanal sector, using traditional

The importance of artisanal fisheries for direct food consumption and food security has long been strategically recognized in Peru.

motorized craft and manual operations, catching tens of thousands of tonnes of fish and several hundreds of species (Peru has 736 known marine fish species), mainly for local consumption. In 2012, according to Ministry of Production statistics, 287,200 tonnes of marine fish was landed as fresh catch, 202,600 tonnes as canned, 700,400 as frozen, and 2,250 as cured. These would have come mainly from the artisanal fisheries sector.

Direct food consumption

The importance of artisanal fisheries for direct food consumption and food security has long been strategically recognized in Peru. In 1992, the Fisheries Ministry

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passed a landmark law—Supreme Decree DS 017-1992-PE—establishing an exclusive artisanal fishing zone out to five miles from the coast. Defending the five-mile zone has provided a rallying call for artisanal fishermen to protect their fishing grounds from industrial fishmeal vessels. Currently, increasing the contribution of fisheries to national food security is a strategic objective for Peru's President, Ollanta Humala. In recent years the quantities of anchoveta being used for DHC has increased significantly, from 43,464 tonnes in 2006 (0.7 per cent of total anchoveta catches, 71 per cent as

foreign-exchange earnings that benefit a minimal fraction of the industry.”

Yet, in 2008, despite having a fleet four to five times the capacity needed to catch the resources, scientists at the University of British Columbia ranked Peru's fishery as the most sustainable in the world. In September 2012, Copeinica, a multinational company listed on the Oslo stock exchange and one of the largest vertically integrated fishmeal and fish oil companies in Peru, successfully underwent Friends of the Sea (FoS) certification, having been found to comply with all the FoS criteria for sustainable fisheries. Meanwhile, the Marine Stewardship Council (MSC) and others flirt with the idea of certifying Peru's fishmeal fishery as sustainable.

Yet, managing Peru's fishery is fraught with problems. Over the last 12 months, no fewer than five fisheries ministers have been appointed. In May 2012, when Patricia Majluf, a marine conservationist of world renown, resigned as Fisheries Vice-Minister, she expressed her “complete dissatisfaction with the way that fisheries were being managed.”

This article highlights some of the fishery-management challenges facing Peru. It looks at some of the changes occurring in the artisanal fishery, and points out how the evolution of the larger vessel fleet segment in the artisanal sector has resulted in it being reclassified as ‘smaller-scale’ (*menor escala*). The perverse effects of this evolution, the threat that this fleet now poses for the sustainable use of Peru's resources, and the response of the government are discussed below.

Due to a series of factors (common to fisheries throughout the world), the capital invested in most of Peru's fisheries substantially exceeds the sustainable productive capacity of the fishery resources. It is vital that taking account of, and addressing, this fact should become the chief priority of State fishery regulations.

Social inclusion

From the policy perspective of the current government, for whom social inclusion is a key element in the fight against poverty and inequality in the

Fishing vessels classified as artisanal, driven by strong market incentives and an enabling environment of lax enforcement and legal loopholes, have been catching increasingly large quantities of fish...

canned) to 109,010 tonnes in 2011 (1.5 per cent of total anchoveta catches, 77 per cent as canned). In 2012, due to strong ENSO conditions, anchoveta catches were curtailed at 2.654 mn tonnes, compared to 7.103 mn tonnes in 2011. Even so, 1.3 per cent of the total catch was processed for DHC. Peruvian government statistics show that anchoveta is processed for DHC as canned, fresh, frozen and cured products.

In recent years, the distinction between the two sectors has become blurred. Fishing vessels classified as artisanal, driven by strong market incentives and an enabling environment of lax enforcement and legal loopholes, have been catching increasingly large quantities of fish, mainly Peruvian anchoveta, for IHC.

Peru's fishery is also full of idiosyncrasies. In 2006, a World Bank-commissioned evaluation report on the country's marine fisheries sector described the Peruvian industrial fishery for anchoveta as “overcapacity in the fleet and processing sectors; displaying low efficiency; causing significant losses in rent, and high environmental and social costs for the Peruvian State; and generating huge

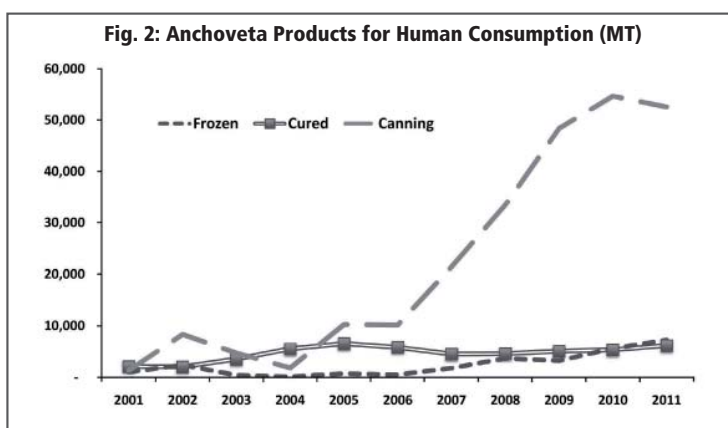
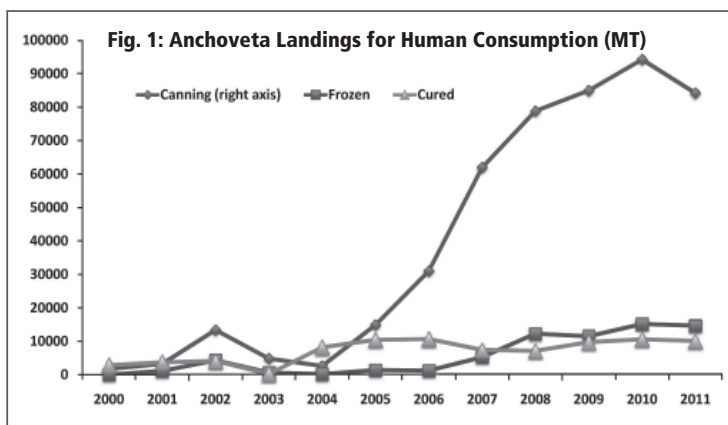
country, a fundamental requirement of fisheries management is to ensure the sustainability of the resources. Social inclusion in fisheries activities will not be possible if resources are overexploited and stocks depleted.

At the same time, social inclusion suffers when a culture of impunity and corruption prevails, preventing the application of the regulations and sanctions established and made law through fisheries-management instruments. This is exemplified by the fact that instead of applying already established fishery-management regulations, successive governments have applied provisional fisheries regimes over several years. These are considerably more lax in terms of regulating and conserving resources. The system of sanctions and fines is chaotic and disorganized, with processes that are still labour-intensive, open to discretion and manipulation and with a very low level of collection of fines—around six per cent of the total imposed in the final year of the previous government.

Given the enormous volume of fish landed and the need for rapid transfer from ship to factory, the monitoring of landings has shown a history of abuse by some parts of the sector, which employ various subterfuges to report lower levels of landings than actually made. Control methods have evolved in line with technology—satellite vessel monitoring system (VMS), automated weighing, computer databases, etc. Currently, the control system is privately run, but State supervision is weak, with weighing systems technologically vulnerable to manipulation. All this goes on despite the existence of technical alternatives that could be adopted.

Peru introduced a system of individual vessel quotas in 2009. Although various administrative as well as labour-related faults with the implementation of the law of individual quotas for anchoveta fishing for fishmeal are evident, they still prevail.

We will focus on the issue of anchoveta for human consumption because of its relevance for artisanal



fisheries, and discuss how, in recent years, it has grown in importance, the serious distortions taking place, as well as the recently approved legislation that relates to anchoveta.

Since 2006, thanks largely to the boost provided by Anchoveta Week, which gave an innovative thrust to promoting anchoveta for human consumption, landings of anchoveta have grown enormously. This resulted in the formulation, in 2010, of a fisheries-management regulation specially designed for this activity. This ruled that the artisanal fishing vessels involved in fishing for anchoveta for human consumption (with hold capacities of up to 30 tonnes) should have supply contracts with processing (canning) plants—there are hardly any sales of fresh anchoveta in Peru—and should insulate their holds.

Irregularities

However, there were irregularities, and often only one inspection, with serious technical shortcomings, was undertaken. Also, implementation was mediocre, ignoring the balance

SANTIAGO DE LA PUENTE



Artisanal purse-seiners landing anchovies in Pisco, south of Peru.
Eight of every 10 tonnes of anchoveta catch goes to fishmeal

between processing capacity (high) and the capacity of these vessels to make responsible management decisions (low).

Added to all of this, the system of surveillance and control for this fishery is practically non-existent, highly vulnerable to being corrupted and has no competence to intervene in clandestine establishments that both process anchoveta for fishmeal and finance fishing trips to secure their supplies.

At the same time, a series of public-sector fishery obligations, established under the Regulation of Fishery Oversight (ROP) for anchoveta for human consumption in 2011 and under complementary rules, have, to all intents and purposes, not been implemented.

All this has led to a serious distortion of the system, resulting in around 70 per cent of the catches destined for processing into products for human consumption being illegally diverted into fishmeal production—either in clandestine establishments or in other plants that have deviated from their authorized purpose, which is to use the residues and discards produced in the industry.

This is highlighted in Figures 1 and 2, which contrast the statistics of anchoveta landings destined for

canned, cured (for human consumption) and frozen fishery products with the volumes actually produced of these products.

The ratio between the landings and production output (fresh, frozen, cured, canned, meal and oil) are, in general, proportional, which is to say there is a correspondence between the volume landed for a certain purpose and the production levels attained. That would indicate that only landings that effectively enter the productive process for human consumption are registered.

However, warnings have been made by several sources in various parts of the country about the serious diversion of wastes from solid waste treatment plants to clandestine, but fully operative, low-quality fishmeal plants on the outskirts of cities, with the State (at national and regional levels) unable to stop their operations.

Thus, for example, at the Conference on Marine Science (CONCIMAR) in 2012, some research findings by Peru's Marine Institute (IMARPE) in Pisco were presented, which showed that in 2011 around 77 per cent of the anchoveta landings for DHC were diverted to fishmeal production. Assuming that at the national level, 80 per cent of the anchoveta catch destined for DHC is diverted, one can estimate that around 450,000 tonnes (a volume which is over half the entire Spanish fish catch) are being diverted in this way.

There is also a large difference in the capacity to generate employment. While a plant processing for DHC may employ several hundred people, mainly women, no more than 15 people are involved in fishmeal plants of this kind. There are more buttons on the control panels of these plants than persons working in them.

Fishmeal

The resulting situation is unsustainable. It exerts a heavy burden on the fishery—eight of every 10 tonnes of catch goes to fishmeal, seven of which are illegal. This makes it impossible to develop anchoveta's potential for feeding not only

Peruvians, but also contributing to low-cost, high-quality food needed by a large segment of the human population globally. This is an ambition shared and promoted by the Centre for Sustainability of the Cayetano Heredia Peruvian University (where the author of this article is based).

Through the recent issue of Supreme Decree DS 005-2012 (a legal norm of executive power, with the signature of the Minister and the President), the Production Ministry (line ministry of the Fisheries Ministry) has sought to remedy the above situation. We shall describe below its proposals and limitations.

For a long time, there has been an ongoing discussion in the Peruvian fisheries sector on redefining the criteria that apply to artisanal fisheries, in a way that distinguishes the mechanized and relatively highly capitalized fleet from smaller-scale activities in which manual operations predominate.

Supreme Decree DS 005-2012 establishes that vessels with a hold capacity of less than 10 cu m are artisanal and have exclusive access to fish in the first five miles; and those with hold capacities of 10 to 32 cu m are 'smaller-scale' (*menor escala*) and have exclusive access for anchoveta fishing in the 5-10-mile zone. The industrial fishery for anchoveta starts outside the 10-mile limit.

There are also administrative implications, as the smaller-scale vessels fall under the competence of the Production Ministry (of the central government), while artisanal vessels continue under the competence of the regional government.


Putting to one side the protests of interested parties in the fishmeal sector or of those contracted to defend their interests, it is important to make an objective assessment of the above regulation. Firstly, it must be said that the situation in the fishery will not be changed by a single regulation; several more are needed. Also, their implementation will require sufficient political will, in a context where the breakdown of the fishery governance system is the main threat.

Thus, while the regulation establishes that the smaller-scale vessels must have a VMS to enable regulation of their trips, the budget will have to be increased to allow for the effective monitoring of these activities, in the same way as is done for industrial vessels.

Equally, the rule that regulates the proportion of discards from processing anchoveta for DHC (mainly by canning) should be modified to differentiate details by process rather than lumping them all together, as is currently the case.

There are also inconsistencies in the law. Article 11 of DS 005 2012 lays down that only smaller-scale vessels can have up to 10 per cent of the fish catch as unfit for human consumption, but it is Article 12 of DS 005 2012 that has the gravest consequences as it establishes that DHC processing plants may discard up to 40 per cent of the volume coming from the smaller-scale fleet (that is, send it for fishmeal). However, this is not allowed with catches coming from the artisanal fishery. That is to say, by definition, there are no discards from fish derived from the artisanal fleet.

The main challenge is to drastically reduce the diversion of anchoveta into fishmeal, which might otherwise contribute to anchoveta products for human consumption, effectively realizing their food potential. The next step is to include anchovy catches for human consumption in the overall catch quota. The resulting better focus on artisanal fishermen and vessel owners will allow for more effective State support for small-scale fisheries, with policies that are sustainable and inclusive.

Are there changes afoot in the Peruvian fishery? For sure, there are, as expressed in the Strategic Fisheries Sectoral Plan ratified this year (but not originating from the present government) and which is expressed in the three basic pillars of sustainable resource use, social inclusion and the effective fight to end corruption. However, policies and regulations need to get off the paper and into practice. 

For more



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Peru : Fishmeal Fishery

Fair, Sustainable?

The new protocol to the EU-Mauritania Fisheries Partnership Agreement has been welcomed by Mauritanian artisanal octopus fishers, but spurned by the European fishing industry

14

Recent months have seen heated debate over the European Union (EU) and Mauritania's Fisheries Partnership Agreement protocol. This was initialed on 26 July 2012 by EU and Mauritanian negotiators. The protocol, already approved by the Council of European Fisheries Ministers, will come into effect once it has been approved by the European Parliament; hence the discussions.

The European fishing industry has expressed disappointment in the new agreement, which they say is unprofitable. The main objections have

mackerel and horse mackerel. In addition, the trawlers have been restricted to areas further away from the coast in order to reduce their impact on the environment and to protect the artisanal fisheries of Mauritania.

The main bone of contention is that the octopus fishery has been made out of bounds for EU fishing fleets. This fishery is reserved for the local fleet, particularly the artisanal fishers of Mauritania. Spain is particularly unhappy about this as it affects 24 Spanish boats, booted out of Mauritanian waters since July 2012. The fishing industry says this will adversely affect the livelihoods of Spanish fishers and that recent scientific data indicate that the octopus stock is recovering from a state of severe overexploitation. However, the artisanal fishers of Mauritania are still concerned about sustainable use of the resource, stocks of which are below sustainable levels.

On 19 and 20 February, the EU-Mauritania joint committee met and agreed to constitute a joint scientific committee to update the status of all fish stocks as well as look at other technical measures for various fisheries. Earlier, in January 2013, the European Parliament's Fisheries Committee held a meeting where the protocol was discussed.

Fisheries agreement

At this hearing on the EU-Mauritania fisheries agreement protocol, experts were invited to address the Committee, including Sid'Ahmed Abeid, President of the artisanal section of the Mauritania National Federation of Fisheries.

...the artisanal fishers of Mauritania are still concerned about sustainable use of the resource, stocks of which are below sustainable levels.

been that the octopus fishery is off limits for the EU fishing fleet, the licence fees have increased substantially, and the fishing zones open to the EU trawlers targeting sardinellas and shrimps have been reduced and are further off the coast.

The new agreement protocol is for two years with an option of extending it for another four years. However, the new protocol has some crucial changes such as the ban on EU octopus fishing, and the increased potential financial contribution by the EU of Euro 110 mn annually, of which Euro 70 mn would come directly from EU tax payers and the rest from licence fees (if all the licences are taken). The EU fleet will gain a quota of 307,400 tonnes of fish, mostly

This article is by **Sumana Narayanan** (icsf@icsf.net), Programme Associate, ICSF

BÉATRICE GOREZ / CFFA



Fish catches being landed by fishermen in Nnouadhibou harbour, Mauritania.
Artisanal fishers in Mauritania have taken steps to ensure resource sustainability

Describing how the artisanal fisheries sector has developed over the last three decades, he noted that traditionally artisanal fishers in Mauritania did not target octopus. But from the late 1970s, this has gradually changed.

Starting with using polyvinyl chloride (PVC) water bottles to catch octopus, and just 17 artisanal boats focusing on a few species, he said the octopus fishery has now grown to 36,000 artisanal fishers using 7,500 boats.

The artisanal octopus fishery provides over 60 per cent of the country's octopus production in quantity and 70 per cent in value.

Mauritania's artisanal fisheries provide 90 per cent of the employment in the fisheries sector, with employment generated by 50 freezing plants, 12 boat-building workshops, as well as in hundreds of stores for the sale of equipment, for fish selling, transporting, and so on. The added value of the artisanal fisheries sector is eight times greater than for the industrial fisheries sector, noted Abeid.

The artisanal fishers have also taken steps towards ensuring resource sustainability, such as releasing juvenile octopus back into the ocean, fixing a minimum weight for catches (500 gm gutted), and a biological rest period of four months. They are also

developing a management plan to control fishing capacity.

The next step, Abeid said, was to develop the artisanal fishery for sardinella. But the management of this resource, he cautioned, would have to be done along with neighbouring west African countries as this is a common resource. However, Europe, he said, will continue to be Mauritania's first partner in fisheries, but this partnership has to be fair. Towards this, he emphasized that what can be caught by Mauritanian fishers must be reserved for them. This was non-negotiable since it is a matter of livelihood for Mauritanians. He also pointed out that limiting trawlers to areas further away from the coast will reduce competition between the Mauritanian *pirogues* and the trawlers as well as reduce by-catch. He concluded by saying that the amount of financial compensation had no meaning unless it is well spent on development and this should be done in a transparent manner. He also welcomed the fact that the current agreement requires that 60 per cent of the crew on EU fishing vessels be Mauritanian.

For more



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European Commission press release on the new protocol to the EU-Mauritania Fisheries Partnership Agreement

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CFFA press release

A Weighty Responsibility

A fisheries reform process is under way in Africa, but where are the voices of the fishers?

The voices of small-scale fisherpeople in Africa must be heard in any process aimed at reforming fisheries governance in the continent. A process that does not take on board the life experiences of those who depend on oceans and lakes for their livelihoods will inevitably be a flawed one.

Too many fisher people, in Africa and elsewhere, have lost their livelihoods as a result of policies that are insensitive to the needs and

fishery policies developed by high-level decisionmakers—influenced by the powerful industrial fisheries sector, and fisheries advisers from the North—have had on livelihoods and food security in fishing communities.

In 2012, Masifundise became involved in a process of developing a policy framework and comprehensive fisheries reform strategy for Africa, as part of the think tank established by the African Union's Intergovernmental Bureau for Animal Resources (AU-IBAR). The AU-IBAR was given this task based on the recommendations of the inaugural Conference of African Ministers of Fisheries and Aquaculture (CAMFA) held in Gambia in 2010. In our view, this process has been undemocratic, not sufficiently including the voice of the millions of small-scale fishers in Africa directly dependent on the sector for their livelihoods. Secondly, despite some of the rhetoric, it is clear that maximizing economic benefits from the fishery is taking priority over ensuring the protection of livelihoods and food security at local levels.

Think tank meeting

The first think tank meeting was held in July and besides Masifundise, only three small-scale fisher representatives attended. There was a great deal of talk about the importance of consulting with civil society, and small-scale fishers in particular, and yet somehow the failure to ensure fair representation at this opening meeting seemed to escape most delegates. Had we at Masifundise not invited ourselves there would have only been three

...it is clear that optimizing macroeconomic output from the fishery is taking priority over ensuring the protection of livelihoods and food security at local levels.

opportunities in small-scale fisheries; in fact, lives have been lost. If such policies become entrenched in Africa, they will not only impact on the fishers themselves, but will have potentially disastrous consequences for more than 200 mn Africans who rely on fish as their primary source of protein and nutrients: their food security is inextricably tied to the success or decline of small-scale fisheries, which provides a ready source of affordable protein to coastal and lakeshore communities across the continent. In Sierra Leone, for example, fish accounts for 80 per cent of animal protein intake and 95 per cent of fish landed is consumed locally.

Having been a part of the struggle for the recognition of the rights of small-scale fishers in South Africa over the last 10 years, we in Masifundise have seen first-hand the impacts that

*This article has been written by **Joshua Cox** (josh@masifundise.org.za) of the Masifundise Development Trust, South Africa*

small-scale fisher representatives, all of them from just one of the five regions in Africa.

At the meeting, five regional assessment teams were set up to assess and report on the state of fisheries and fisheries governance in north, south, east, west and central Africa, respectively. Masifundise was appointed as part of the southern Africa team, and the West African Association for the Development of Artisanal Fisheries (WADAF) as part of the team for west Africa. A handful of fisher organizations were asked to provide minor inputs to the assessment reports but no fisher representatives were appointed to the other three assessment teams, despite our protests. The only concession made was for Masifundise to consult with fisher organizations around the continent to compile a report on small-scale fisheries for Africa, although no extra resources or time were allocated for this additional task.

The assessment teams were given just five days in August to prepare their reports. Again, we argued strongly that more time was needed to consult adequately with our partner organizations and that a workshop with fisher organizations in the region would be necessary to allow them to make meaningful contributions. The time frame remained unchanged and we were, therefore, only able to gather very limited inputs from other organizations.

At our insistence, a handful of additional fisher organizations attended the follow-up validation meeting in Cameroon in November. But the meeting focused on minor amendments to the report rather than dealing with substantive inputs from the fishers. One of the seven discussion groups formed had a specific focus on small-scale fisheries. Some of the content of the pan-African report on small-scale fisheries was incorporated into a summary document on small-scale fisheries, to be reviewed and edited by this group. The summary document, however, focused only on inland

fisheries. and the discussions had to be abandoned.

An overall synthesis document will now be developed by the process facilitator and in the coming weeks members of the think tank will be given the opportunity to comment before the final version is presented to the CAMFA ministers.

The outcomes (policy recommendations for the CAMFA ministers) of the Comprehensive African Fisheries Reform Strategy (CAFRS) process will have potentially far-reaching impacts on fisheries governance in Africa. Yet, from the beginning, it has been abundantly clear that insufficient time and resources were allocated to ensuring that small-scale fishers were adequately included in this process. cursory attempts to include a handful of fisher organizations might be enough to 'tick the box', but can hardly be considered a democratic process.

So what does all this tell us besides the fact that the process has been undemocratic? The lack of inclusion of the biggest sub-sector in fisheries creates space for the complex of African neoliberal policymakers (often educated in Europe or North America), the World Bank (notorious for sidelining civil society in policy-making processes), the economically

MASIFUNDISE DEVELOPMENT TRUST



The day's catch being landed in Cape Town, South Africa. Many fisher people in the country have lost their livelihoods as a result of policies that are insensitive

powerful and politically connected fishing industry (mostly non-African and with no interest in civil society), and big international environmental organizations (often co-opted by corporations and neoliberal philanthropic foundations who have an interest in the privatization of fisheries) to push forward fishery policies that are, at best, insensitive to small-scale fisheries and, at worst (and far more likely), will lead to the expropriation of fisher people's rights and loss of livelihoods and lives.

Civil society can play the crucial role of watchdog, but when the small-scale fisheries subsector is left in the dark and alienated, this is impossible. In this case, by far the greatest majority of small-scale fishers and fisher organizations in the continent have no knowledge whatsoever that a policy process is under way that could dramatically affect their livelihoods.

How can they then possibly act as a watchdog or make meaningful contributions? Yes, it is not realistic to reach or include everyone, but ensuring that small-scale fishers were represented in all five regions, at both the meetings and on the regional assessment teams, and

giving enough resources to allow these organizations to consult meaningfully with other fisher organizations for the assessments is hardly a big task.

While little can be done to transform this policy process into a meaningful, consultative one at this late stage, all hope is not lost in terms of the outcomes. The Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO) has begun the process of developing International Guidelines for Securing Sustainable Small-scale Fisheries.

The Guidelines, still in draft form, include inputs from numerous small-scale fisher organizations who participated in the consultative development process through national and regional workshops.

The Guidelines provide recommendations on how best to manage fisheries through ensuring the inclusion of fisher people, promoting social and economic development at local and national levels, and combating overfishing and habitat destruction.

We have yet to see how this important policy development process will conclude, and it is our hope that the decisionmakers will turn to the

Think Tank on African Fisheries in Context

In 2005, following the Fish for All summit in Abuja, Nigeria, the World Bank-supported New Partnership for Africa's Development Agency (NEPAD) published the NEPAD Action Plan for the Development of African Fisheries and Aquaculture. Subsequently, in 2008, and aided by Swedish Co-operation, the Food and Agriculture Organization of the United Nations (FAO) initiated a process to support the development and implementation of the Comprehensive African Fisheries Reform Strategy (CAFRS), promoted by the NEPAD Action Plan. This paved the way for the first Conference of African Ministers of Fisheries and Aquaculture (CAMFA) in Banjul, Gambia, in 2010, hosted by the African Union (AU) and NEPAD.

All this has given rise to a series of consultations of which the AU-IBAR 'think tank' process is a part.

The projected long-term outcome of this process is for "a significantly enhanced contribution of fisheries and aquaculture to poverty alleviation, food security through economic growth, improved sustainable management of the fishery and aquaculture sectors, and reduced vulnerability of fishing and fish farming communities to disasters and climate-change impact".

Source: FAO "Programme in support of the implementation of FAO strategy for fisheries and aquaculture in Africa" (GCP/RAF/463/MUL).




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Small-scale fishers across Africa are becoming increasingly marginalized, both economically and politically

Guidelines to incorporate the views of the fishers, ultimately ensuring the protection of their human rights. We hope also that, as some consolation, small-scale fishers will be given a fair opportunity to comment on the draft policy reform document as it becomes available.

Small-scale fishers across Africa are becoming increasingly marginalized, both economically and politically. This reform strategy development process presents us with an opportunity to put measures in place to reverse this trend, and to ensure that those most heavily dependent on fish resources are given an equal chance to help shape the way in which these resources are managed and allocated. It is a weighty responsibility indeed resting on those leading this process. 

For more



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Restoring Past Glory

The Regional Fisheries Livelihoods Programme (RFLP) promises a brighter future for fisheries in the Negombo lagoon in Sri Lanka

Sri Lanka's Negombo lagoon has been very much in the news recently, but for all the wrong reasons. Several reports have highlighted the severe environmental degradation in, and around, the lagoon and the concerns of lagoon fishing communities, residents, religious leaders and civil society representatives. However, things may be starting to look brighter following the development and implementation of a lagoon management plan that,

Thousands of homes have been built that encroach onto the lagoon water area, while hundreds of motorized fishing boats pollute it and endanger the once-rich lagoon fishery. As a result, fish caught in some areas of the estuary are reported to be tainted with kerosene and unfit for human consumption.

Lagoon banks are cluttered with temporary wooden jetties used for unloading fish, most built without any approval. These adversely impact water movement, accelerating sedimentation, a situation made worse by illegal land filling for encroachment.

Valuable habitats such as mangrove and seagrasses that provide critical nursery habitats for fishery resources, aquatic fauna and birds have also suffered. Indiscriminate land reclamation has led to significant reduction of mangrove cover, while the advent of shrimp farming in the area in the mid-1980s, the use of certain types of fishing gear, and digging for worms used as a feed in shrimp hatcheries have destroyed much of the seagrass.

Recognizing the scope of the problem, RFLP has worked with the Ministry of Fisheries and Aquatic Resources to bring together a wide range of stakeholders, including government agencies and fishers, to develop a fisheries management plan for the lagoon.

Illegal encroachment

"Fishers were frustrated by their inability to address a host of non-fishery-related issues such as illegal encroachment into the lagoon, destruction of mangroves, effluents

...RFLP has worked with the Ministry of Fisheries and Aquatic Resources to bring together a wide range of stakeholders, including government agencies and fishers to develop a fisheries management plan for the lagoon.

for the first time, has involved all concerned stakeholders.

Since 2010, the Regional Fisheries Livelihoods Programme (RFLP), which is funded by Spain and executed by the Food and Agriculture Organization of the United Nations (FAO), has been working with the Ministry of Fisheries and Aquatic Resources to address some of the problems facing Negombo lagoon.

These challenges are considerable. The high population density of the fast-growing city of Negombo, and a concentration of industries, tourism and fishing and fishery-related activities have combined to make heavy demands on the 3,164 ha lagoon and its environment.

The major problems facing the lagoon include the discharge of sewage and the dumping of solid waste from homes and businesses.

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and waste discharge, which adversely impacted fish and fisheries,” said RFLP’s Leslie Joseph. “The RFLP concept of wider stakeholder participation in fisheries management was, therefore, seen as an ideal opportunity for all stakeholders to share responsibility, to be accountable and to be actively involved in managing the fishery and conserving the lagoon environment.”

To ensure more representative management of the lagoon, a Fisheries Management Co-ordinating Committee has been formed. As the Fisheries Act limited membership of fisheries committees to fishers only, changes had to be first made so that the legislation would allow the participation of other stakeholders. As a result, in addition to fishers, other institutions or administrations with legal mandate to control or manage activities that may adversely impact the lagoon ecosystem have become more actively involved.

The development of the lagoon fisheries management plan was a priority for the Fisheries Management Co-ordinating Committee. Taking part in discussions to formulate this plan were representatives of the Ministry of Fisheries and Aquatic Resources (MFAR), the Department of Fisheries and Aquatic Resources (DFAR), the District Secretariat, Divisional Secretariats, the Provincial Council, the Coastal Conservation Department (CCD), the National Aquatic Resources Research and Development Agency (NARA), the Central Environmental Authority, the Marine Environment Protection Authority, the Wildlife Department, the Forest Department, the Navy, and fisher representatives from the Negombo Lagoon Fisheries Management Authority.

The plan was agreed upon by all stakeholders at the last Fisheries Management Co-ordinating Committee meeting held on 31 July 2012. It contains measures to protect livelihoods of genuine lagoon fishers through a strictly enforced licensing system, and ensures sustainable utilization of resources through enhanced monitoring, control, and surveillance.

Lagoon fishers have agreed on fishing times and fishing areas for some of the major fishing gears and also to ban some environmentally harmful fishing methods. The plan also features a strong focus on conserving the lagoon environment and biodiversity. Relevant stakeholder agencies in the Fisheries Management Co-ordinating Committee are called upon to establish legalized lagoon boundaries as well as minimize pollution and the adverse impacts from fishing and aquaculture activities. In order to arrest the fast-dwindling mangrove resources that are important for the sustenance of fish resources and other ecosystem services, the plan also recognizes the need to prepare and implement a mangrove management plan for the lagoon, integrated with the fishery management plan.

Elements of the management plan are already being put into place. RFLP has provided the district fisheries office with a boat and an engine to strengthen its monitoring and enforcement capability. NARA has been entrusted with the task of introducing a fish-catch monitoring programme for the lagoon. Furthermore, arrangements are being made to seek approval from relevant stakeholder agencies in the

V VIVEKANANDAN



A boat anchored at the Negombo lagoon. The major problems facing the lagoon include the discharge of sewage and dumping of solid waste from homes and businesses

Fisheries in the Negombo lagoon

Negombo lagoon is a shallow basin estuary covering approximately 3,164 ha, situated about 20 km north of Colombo.

The number of finfish species identified from Negombo lagoon range from 82 to 133. More than half are marine species entering the lagoon from the sea. The composition varies seasonally with dominant finfish varieties including milkfish, catfish, half beaks and grey mullet. Key shrimp species include *Penaeus indicus*, *P. semisulcatus*, *Metapenaeus moyebi*, *M. dobsoni*, and *M. elegans*.

According to 2010 figures, 3,310 fishers fish in the lagoon. Of these 2,581, or 78 per cent, fish full-time, while 728, or 22 per cent, are part-time fishers who move into the lagoon only during the southwest monsoon period from May to October, when sea fishing is difficult because of strong currents and high waves.

In 2010, the fishing fleet of 1,358 was made up of 869 (64 per cent) outrigger canoes and 492 (36 per cent) log rafts.

Over 30 fishing gears and methods are reported in use. Traditional methods include the cast-net, stake-net, brush pile, angling, crab pots, scoop-net, fish krall, and dip-net. Other more modern methods include the hand trawl, drift gillnet, trammel net, and lagoon seine.



Fisheries Management Co-ordinating Committee on a draft mangrove management plan.

Among the key issues identified is the lack of clearly defined and legally identified lagoon boundaries. This is a critical factor responsible for illegal encroachment into the lagoon and destruction of valuable mangrove resources. In the absence of legally recognized boundaries, authorities have not been able to take violators to court.

Attempts to establish boundaries around Negombo lagoon have been made before. From 2002 to 2004, an Asian Development Bank project demarcated a 10-m land corridor from the high-water mark and installed 2,400 boundary posts fixed 10 m apart around the lagoon perimeter.

However, this land corridor was never acquired by the State and remains in the possession of individual owners. Encroachment has continued, while 686 boundary posts have simply disappeared.

Under the new management plan, efforts are again being made to establish legally defined boundaries for the lagoon. RFLP has signed an agreement with the District Secretary of the Gampaha District for this purpose, and has allocated close to SLR 4 mn for this task.

Work has already commenced and the first batch of boundary poles is being installed by the Negombo Lagoon Fisheries Management Authority, under the guidance of the District Fisheries Office, Negombo.

Once all boundary poles are in place, the Survey Department will conduct surveys using global positioning system (GPS), and prepare a Preliminary Plan. This will detail strategic reference or control points of the lagoon boundaries, and provide a legal basis upon which to identify any future encroachments and to carry out any enforcement measures.

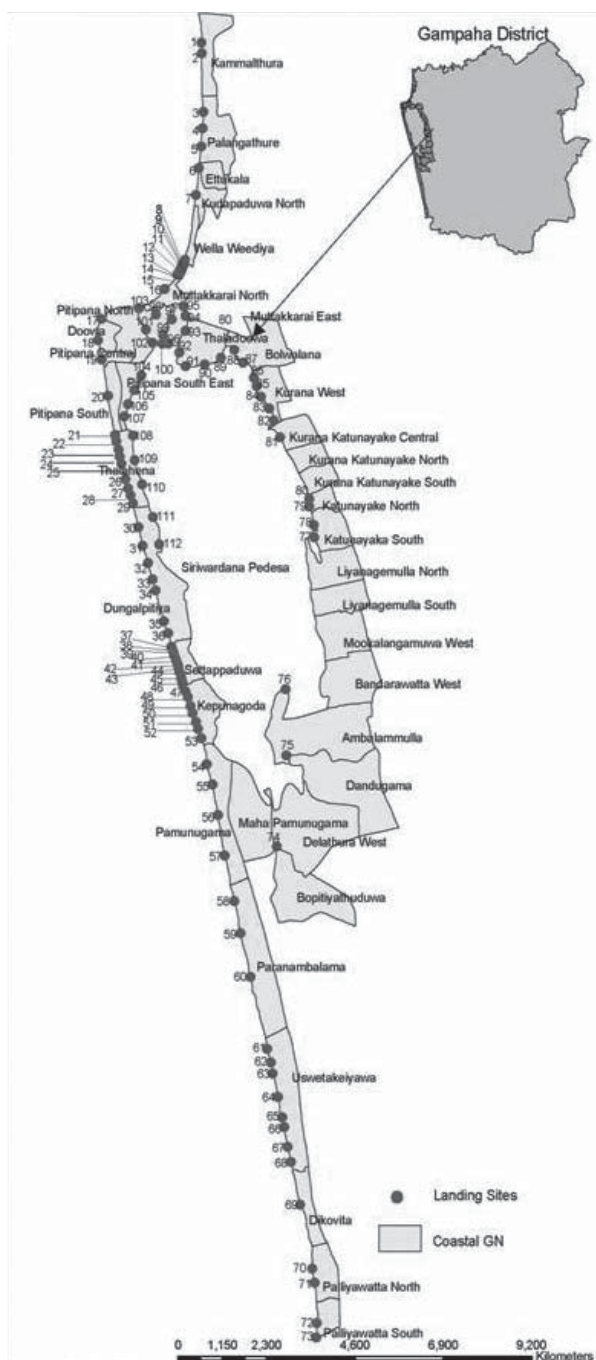
According to RFLP's Leslie Joseph, this will make a major contribution to the protection of the lagoon. "Lack of legally defined boundaries in the past was an impediment to prosecution. With the availability of a Preliminary Plan and legally defined boundaries, the authorities will be able to counter any illegal encroachment even if boundary poles disappear," he said.

Participatory approach

Taking an integrated and participatory approach to the management of Negombo lagoon involving all concerned stakeholders is, without doubt, a positive move. However, the challenges facing Negombo lagoon after decades of mismanagement

remain formidable. Concerted long-term effort, in terms of both financial commitment and stakeholder support, will be needed if these early steps are to be built upon and the lagoon restored to its past glory. 3

Landing Sites of Negombo Fisheries District



Source : Coastal Information, Department of Coast Conservation, Sri Lanka

For more



www.rflp.org/Negombo_fisheries_plan
Fisheries Management Plan for Sri Lanka's Negombo Lagoon takes Shape

www.fisheries.gov.lk/
Ministry of Fisheries and Aquatic Resource Development

Need for Vigilance

The following is a summary of the study titled “Globalization, Trade Treaties and the Future of the Atlantic Canadian Fisheries” by the Canadian Centre for Policy Alternatives

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International trade is vital to the economic well-being of the Atlantic Canadian fisheries. When properly regulated within sustainable ecological limits, trade creates opportunities for both fish harvesters and local communities. Unfortunately, the broad scope of new trade and investment treaties and the corporate-led globalization they facilitate pose considerable threats to many aspects of fisheries regulation.

A straightforward agreement to reduce or eliminate tariffs would give Canadian producers an opportunity to sell their products in foreign markets at more competitive prices.

The next generation of trade and investment treaties, such as the Canada-European Union (EU) Comprehensive Economic and Trade Agreement (CETA) and the TransPacific Partnership (TPP), deal with matters far beyond tariffs and trade. Just as the freezer trawlers that ply the world's oceans today are far more extractive and destructive than earlier fishing vessels, so the latest trade and investment treaties are more intrusive than previous ones.

The Canadian fisheries sector, because of its strong export performance and Canada's already low tariffs on fish, is often touted as an unequivocal winner in the face of deeper trade liberalization. Yet fisheries is also a sensitive sector, with many domestic policies at risk from the far-reaching provisions of these new trade and investment treaties. At stake is the ability of Canadians

to pursue public policies that curb domination of fisheries by large corporations. These policies help spread the benefits of fisheries more widely among smaller, independent fishers and coastal communities. They also allow the regulation of fisheries for conservation and other public purposes without fear of undue pressure from international corporations or the threat of challenge under unaccountable international trade treaty enforcement mechanisms.

In recent years, demand for seafood—particularly wild-captured fish—has risen beyond most countries' available domestic supply. With some exceptions, tariffs on Canadian fish exports are modest and can be expected to fall in countries that depend heavily on fish imports to meet rising consumer demand.

A straightforward agreement to reduce or eliminate tariffs would give Canadian producers an opportunity to sell their products in foreign markets at more competitive prices. The 2009 trade agreement between Canada and the European Free Trade Association is an example of a tariffs-only agreement which enhanced trade and market access while leaving regulatory authority over the fisheries largely unaffected.

Conservation

But reducing foreign trade barriers is not the most fundamental challenge facing the Atlantic Canadian fisheries. Protecting Canada's ability to regulate the fisheries for conservation purposes and to ensure that the benefits from fisheries are shared with independent fishers and coastal communities should be greater priorities. Canadians

*This summary of an earlier published report is by **Scott Sinclair** (ccpa@policyalternatives.ca), a senior research fellow with the national office of the Canadian Centre for Policy Alternatives, where he directs the Trade and Investment Research Project*

should not make significant concessions in ongoing trade and investment negotiations that might impair these higher priorities, in order to attain the modest, and diminishing, benefits available from reducing the remaining foreign tariffs on fish and fish products.

The potential conflicts between trade and investment treaty rules and Canadian fisheries regulations are numerous and profound. For this reason, successive Canadian governments have endeavoured, through various exceptions and exclusions, to shelter domestic fisheries management policies from the full impacts of trade and investment treaties.

National treatment is one of the core principles of international trade treaties. It requires that governments must extend the best treatment given to domestic goods, services or investors to their foreign counterparts. The Atlantic Canadian fisheries are built around policies and regulations that favour Canadians and must be shielded from the application of these non-discrimination rules.

Policies that favour Canadians in the fisheries sector include:

- Fishing licences are restricted to Canadians. In the Atlantic inshore sector, only independent owner-operators, who must be Canadian, can hold a fishing licence. In the offshore sector, foreign corporations can only hold a minority interest (up to 49 per cent) in a Canadian corporation that has a fishing licence.
- With few exceptions, only Canadian fishing vessels can be registered to be involved in a commercial fishery.
- Policies to assert domestic control of sectors, such as the northern shrimp fishery, rely on licensing restrictions, foreign ownership rules, crew requirements and preferences for community-based groups that explicitly favour Canadians.
- Historical dependence and geographical adjacency policies ensure that fishers from

communities located near a resource and those who have made their livelihoods in fisheries for many generations get first consideration when fishing stocks are allocated.

All such policies are contrary to the national treatment and non-discrimination provisions of trade and investment treaties. To avoid challenge, these policies must be fully exempted. From a trade-treaty perspective, they constitute discrimination based on nationality or local origin. Yet, for reasons of fairness and equity, these forms of positive discrimination are both desirable and morally compelling.

Provincial regulations in Newfoundland, Labrador and Quebec encourage domestic processing by restricting the export of unprocessed fish. Such provincial regulations are designed to maximize socioeconomic benefits from processing, add value to products prior to export, and maintain employment in the processing sector. The Canadian courts have consistently upheld these measures as legally and constitutionally valid.

Minimum processing requirements provide provincial governments with critical leverage to influence the investment and production decisions

FISH, FOOD AND ALLIED WORKERS UNION, CANADA



Small boats loaded up for setting out to sea on the first day of the lobster fishing season in Newfoundland

of large fish-processing companies. Without such regulation, these decisions would be left to companies to make with no consideration for any other factors than how it affects their corporate bottomline.

The EU is strongly pressuring Canada to abolish minimum processing requirements in CETA. Even if these important regulations somehow survive under CETA, they will immediately come under renewed attack in the TPP talks.

Although fisheries are normally thought of as resource or goods-

Harmful fisheries subsidies—those that contribute to overcapacity and overfishing—raise significant international trade and conservation issues.

producing sectors, the rules governing international trade in services are also in play. Many fisheries-related activities, and even some fisheries themselves, are classified as services for the purposes of international trade and investment treaties. To complicate matters further, in the most recent Canadian trade and investment treaties, including the draft CETA, the market-access restrictions have been shifted from the services to the investment chapter. This has greatly expanded their coverage.

The independent, inshore sector is the most important sector of the Atlantic Canadian fishery and a major contributor to the regional economy.

The fleet-separation policy, which forbids processors from acquiring fishing licences, keeps ownership of the fish-harvesting and processing sectors separate. Another key safeguard for the independence of the inshore fishery is the owner-operator policy, which requires the holders of fishing licences on small vessels to personally fish their licences. This prevents investors outside the fishery from buying fishing licences and hiring others to do the fishing.

Market access rules in next-generation investment treaties prohibit, among other things, limits on the numbers of service providers and investors and restrictions on the types of legal entities through which service suppliers and investors may operate. These restrictions create potential conflicts with Canadian policies to preserve the independence of the inshore fishery, including fleet separation, owner-operator requirements, and limiting entry by restricting the number of licences. There was no legal conflict between these vital fisheries policies and earlier Canadian trade and investment treaties, such as the North American Free Trade Agreement (NAFTA) and the World Trade Organization's General Agreement on Trade in Services (GATS). The NAFTA services chapter contains no binding 'market access' restrictions. The GATS is a bottom-up agreement, applying only to those sectors specifically included by a member government, and Canada wisely did not include fishing services in its commitments.

Harmful fisheries subsidies—those that contribute to overcapacity and overfishing—raise significant international trade and conservation issues. Subsidized fish can be sold at lower prices, reducing competitors' shares in the subsidizing country's domestic and export markets. A subsidized fleet that targets straddling or highly migratory stocks leaves other countries with fewer fish to harvest.

Overfishing

Foreign distant-water fleets, especially European vessels, have a long history of overfishing in, or adjacent to, Canadian waters. There is little prospect, however, that Canada can succeed in disciplining, let alone eliminating, harmful fisheries subsidies through bilateral trade and investment negotiations, such as CETA. In the TPP talks, the risk is that the agreement will go too far and restrict almost all fisheries subsidies, including beneficial ones that promote conservation and

support small-scale, sustainable fisheries. New Zealand and Chile, both influential members in the TPP talks, have led the charge for a broad prohibition of fisheries subsidies. Such top-down restrictions could adversely affect support for Canadian inshore fishers, including differential rules for how employment insurance treats workers in seasonal industries and marketing support for sustainably harvested fisheries products.

An across-the-board prohibition of subsidies would simply further advantage the wealthier, corporate-controlled industry over the inshore sector.

Co-management involves the sharing of power and responsibility between arms-length regulators, independent scientists and those who make their livelihood in fisheries. It cannot exist without strong State regulatory capacity and high levels of public investment in independent scientific expertise, along with industry, primary producer and coastal community involvement in policymaking.

Each of these three essential pillars of co-management is being undermined by recent federal government policy decisions, including:

- ongoing cuts in science, research and regulatory capacity at the federal Department of Fisheries and Oceans (DFO);
- the weakening of DFO's authority to protect fish habitat, through amendments buried in the omnibus bill implementing the 2012 federal budget; and
- the disbanding of collaborative institutions, such as the Fisheries Resource Conservation Council.

The central emphasis on sharing control with local harvesters, coastal communities and community-based fleets puts co-management at odds with trade and investment treaties, which aim to root out such geographical discrimination. Co-management increasingly finds itself between a rock and a hard place. The expanding scope of these treaties, the ever-increasing series of bilateral and regional negotiations,

and the steady erosion of safeguards for non-conforming fisheries policy and regulation exert long-term, indirect pressure on the foundational principles of co-management. At the same time, it faces direct threats from cutbacks, deregulation and the dismantling of supportive institutions.

Reservations are country-specific exceptions which protect otherwise nonconforming measures from the investment and services obligations of trade treaties. Given the high degree of inconsistency between domestic fisheries policies and international trade and investment treaty rules, strong exceptions are critical. Such reservations are the last line of defence for vital fisheries policies from any challenge under the investment and services rules of these treaties.

There are two different types of reservations. Annex I reservations exempt existing measures. They are bound, meaning that the measures can only be amended to make them more consistent with the treaty. If an exempted measure is amended or eliminated, it cannot later be restored. Annex II reservations are unbound.

An across-the-board prohibition of subsidies would simply further advantage the wealthier, corporate-controlled industry over the inshore sector.

This means that they protect existing non-conforming measures and also allow governments to take new measures that would otherwise be inconsistent. An Annex II reservation provides stronger protection because it allows for future policy flexibility in an exempted sector.

Restricting licences

The federal government has proposed an Annex II reservation under CETA which, despite certain gaps, would protect its ability to restrict fishing licences to Canadians and to limit foreign ownership in the fisheries sector. Importantly, the proposed reservation would also exempt

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



otherwise non-conforming licensing measures, including the fleet-separation and the owner-operator policies. But the very fact that Ottawa must now, for the first time, rely on a reservation to safeguard policies crucial to the survival of the inshore sector is a cause for concern. Once a policy, or set of policies, requires protection from Canada's international trade and investment treaty obligations, it invariably becomes a bargaining chip and target in future negotiations.

There are very serious shortcomings in the reservations for provincial measures. If unaddressed, these would result in a serious erosion of provincial government authority over fisheries. Canada recently lost a NAFTA investor-State case brought by Exxon against minimum local research and development requirements in Newfoundland and Labrador. The case clearly demonstrates that provincial governments cannot rely upon an Annex I reservation to protect the discretionary authority of the minister and officials under existing legislation. To safeguard their full authority, they must take an Annex II,

unbound reservation. Otherwise, these governments are surrendering their future legislative and constitutional power through which the wealth generated by fish and other natural resources could contribute to the sustainable development of their province.

Those who depend on the Atlantic Canada fisheries—from harvesters to the coastal communities themselves—cannot afford to be complacent about how the federal government's unprecedented trade and investment treaty agenda threatens their livelihoods. Without policy guidance, enforcement and, above all, governmental determination to use the leverage provided by public ownership of the resource, large corporations have little incentive to create local benefits in the fisheries. The hands-off approach facilitated under trade and investment agreements allows global fishing corporations to organize their activities for their own and shareholders' benefit, without regard to fishers, coastal communities or marine ecosystems. A lack of vigilance could put the long-term sustainability of the Atlantic Canadian fisheries at risk.

For more

ec.europa.eu/trade/creating-opportunities/bilateral-relations/countries/canada/

Comprehensive Economic Trade Agreement with Canada

www.policyalternatives.ca/publications/reports/globalization-trade-treaties-and-future-atlantic-canadian-fisheries

Globalization, Trade Treaties and the Future of Atlantic Canadian Fisheries

A Collective Voice

The National Tripartite Workshop on the ILO Work in Fishing Convention, No. 188 was held in Goa, India, during 8-9 February 2013

A National Tripartite Workshop on the International Labour Organization (ILO) Work in Fishing Convention, 2007 (No.188—hereafter, C.188) was held in Goa, India, during 8-9 February 2013, in collaboration with India's Ministry of Labour and Employment (MOLE) and the Department of Animal Husbandry, Dairying and Fisheries (DADF) of the Ministry of Agriculture. The workshop was attended by representatives of federal and State governments, the Directorate General of Shipping, trade unions, organizations of vessel owners and employers, non-governmental organizations (NGOs), the media and the International Labour Office.

The workshop discussed the gaps between existing Indian legislation and C.188, and took inputs from governments of coastal States, social partners and other stakeholders regarding their views on ratifying C.188. Panudda Boonpala, Deputy Director, ILO Country Office, New Delhi, made introductory remarks. Speaking at the opening session, Anup C Pandey, Joint Secretary, MOLE, said the Goa meeting was a follow-up to the October 2010 and January 2011 consultations with stakeholders held in Kochi and Visakhapatnam. India will ratify C.188 only after ensuring that existing laws are in full conformity with the Convention, he said.

Brandt Wagner, Senior Maritime Specialist, Sectoral Activities Department of ILO, Geneva, introduced the provisions of C.188. Several questions were raised by participants concerning the Convention. These included: Would it be possible to have a higher minimum age for

fishers engaged in certain types of hazardous fishing operations? How would the Convention deal with crew change at sea? How does the Convention help in repatriation of fishers if they are arrested and detained in the name of maritime boundary infringements?

It was observed that fishers migrating between States within India often do not benefit from social-security schemes in the State where they work if they originate from another State. The importance of adopting provisions for

The importance of adopting provisions for transferability of social-security schemes across States was highlighted...

transferability of social-security schemes across States was highlighted in this context. Attention was also drawn to labour protection of fishers on board Indian-flagged fishing vessels under joint ventures that do not land their catches in Indian ports.

Since most provisions of C.188 were addressing the labour dimension of fishing, it was suggested by the majority of the participants at the workshop that MOLE, instead of the fisheries authority, should exercise effective jurisdiction in relation to the implementation of the work-in-fishing legislation at the national and State levels.

Standards

Coen Kompier, Senior Specialist, International Labour Standards,

*This article has been written by **Sebastian Mathew** (sebastian1957@gmail.com), Programme Adviser, ICSF*

ILO Decent Work Team for South Asia, drew attention to the Child Labour (Prohibition and Regulation) Amendment Bill that was introduced in the Rajya Sabha, the Indian upper house of Parliament, on 4 December 2012. The bill was aimed at prohibiting the employment of children, up to the age of 18, in hazardous occupations and processes, including mechanized fishing.

Kompier also drew attention to new labour legislation that would have relevance to fishers and

...the Convention did recognize the need for flexibility with respect to its application to the differing situations of countries and to limited categories of fishers and fishing vessels...

fishworkers, such as the legislation on employment agency, and the recent changes to the Rashtriya Swasthya Bima Yojana (the National Health Insurance Programme) to provide health-insurance coverage to even those above the poverty line. Labour legislation is becoming more and more progressive, and the Indian government intended to bring all informal workers within the ambit of the Unorganized Workers' Social Security Act, 2008, by 2021, he added.

R V Anuradha of Clarus Law Associates, a consultative legal firm, presented the results of the gap analysis between C.188 and Indian fisheries, shipping and labour legislation, which was prepared in consultation with MOLE and DADF, with ILO's technical and financial support. The existing legislation is fragmented, she said.

Significant gaps were identified and a new legislation was the best way forward, she recommended. Subsistence fishing and recreational fishing are not within the purview of C.188, she observed. Based on the discussion on fisheries subsidies at the World Trade Organization (WTO), and India's position during those negotiations, she held that 'subsistence fishing' could mean

fishing for livelihood security through small-profit trade.

Brandt Wagner noted that in the preparatory work leading to the adoption of the Convention, when the term 'subsistence fishing' was defined and discussed, it referred to fish caught only for subsistence or for exchange with family and friends, which did not result in any economic gain. Therefore, 'subsistence fishing' should be considered rather narrowly. This said, the Convention did recognize the need for flexibility with respect to its application to the differing situations of countries and to limited categories of fishers and fishing vessels, and it provided for the possibility to make use of such flexibility following consultations at the national level.

If it was decided to exclude certain limited fishers or vessels from certain provisions of the Convention, it was also important to discuss how to provide such protection over time (the concept of 'progressive implementation') to such excluded fishers or vessels. The general aim of C.188 was to provide protection to the greatest number of fishers, and it should be recalled that it is so structured as to provide less stringent requirements for smaller vessels and those at sea for short periods.

R V Anuradha also cited examples of acts dealing with dock workers, miners, plantation labour, and motor transport workers, where the labour ministry, and not the respective sectoral ministries, took the initiative to protect workers in specific sectors.

The representative of the Directorate General of Shipping sought vessel- and voyage-neutral standards for Indian fishing vessels. The Commissioner of Fisheries, Andhra Pradesh, said public hearings should be organized in fishing villages to discuss the need for a work-in-fishing legislation.

Certificates

The representative of the Directorate of Fisheries, Odisha, said seaworthiness certificates and life-saving and communication

equipment should be made mandatory for all sea-going vessels undertaking fishing. He sought to insure all fishers on board fishing vessels and to make 20 years as the minimum age for fishers and 60 years as their retirement age.

The majority of fishing vessels in Odisha are below 15 m length overall, he said. Fishers currently work 15 to 18 hours per day. Working hours should be brought down to under 10 hours per day, he said. Fishers frequently change their vessel of employment. Conditions of service of fishers should be covered by the new legislation.

It is important to have common minimum standards for all fishers and processing workers across the States, he said. He also pointed out how 60 per cent of Odisha seaboard is off-limits to fishing due to wildlife sanctuaries and national parks and turtle-protection programmes.

The Director of Fisheries, Kerala, said 'fishers', as envisaged in a work-in-fishing legislation, should also include wives of fishers and women workers in allied fishing activities.

The Director of Fisheries, Goa, said 95 per cent of workers in the Goan fishing sector originated from other States. Fishers are provided with life jackets, identity cards, and registration certificates. They are paid good salaries, provided with free food on board, and given incentives based on fish catch. There are cases of workers taking money in advance and not reporting for work, he said.

He added that the provisions of C.188, including accommodation standards and hours of work, should not be made mandatory for vessels below 20 m length. There should be discussions between organizations of boatowners and workers before ratifying C.188. Twenty per cent of the Goan fishing fleet is non-operational due to the nonviability of the sector, the Director of Fisheries, Goa said.

The representative of the Associated Chambers of Commerce and Industry of India (ASSOCHAM) said health and safety requirements of workers are important, and

ASSOCHAM was in agreement with international labour standards. He sought adopting a national labour legislation before ratifying C.188, and establishing one nodal agency to deal with this legislation.

Y G K Murthy, President, Federation of Indian Fishery Industries (FIFI), said medical examination to work on board vessels as fishers was neither practical nor feasible. Accommodation, food and occupational safety should be as per national standards. It was impractical to adopt hours of work in fishing since fish had to be caught when it was available. Fishing could not be treated on par with land-based industry. Current provisions under the Merchant Shipping Act, 1958, would suffice to ensure safe navigation and communication of fishing vessels, Murthy added.

The certificate of inspection and registration of fishing vessels under this Act was adequate to ensure their seaworthiness. There was no need to adopt new provisions, he said. Fishers receive wages and shares as well as incentives for fishing. Fishers on board vessels never complain about their owners, Murthy said. The best available space on board the vessels was provided to fishers.

The boatowners were capable of ensuring decent work of fishers. C.188 was developed without any idea about Indian fishing vessels. Rather than promoting international law, existing national legislation should be implemented at the Central and State levels for vessels below 24 m length. The vessels already have to register under the Marine Products Export Development Authority Act, 1972, the Marine Fishing Regulation Act and the Merchant Shipping Act, 1958, Murthy added. C.188 is irrelevant, he argued, for vessels below 24 m length and it would do serious damage to the Indian fishing industry by making it operationally non-viable. Better catches can lead to better livelihoods, he said. The problems facing the sector had nothing to do with low wages but with low catches.

Thampan Thomas, Vice-President, Hind Mazdoor Sabha (HMS), said apprehensions of the employers

should be removed. The employers are yet to understand the importance of C.188, which was to bring a social change by safeguarding the interests of the working class in fishing. It was important to accept five mn fishers with rights as part of the labour movement in India. He sought an immediate ratification of C.188, without waiting to develop a national work-in-fishing legislation.

S P Tiwary of the Trade Union Co-ordination Committee (TUCC) said safety, health and the social security of fishers, as well as their food and accommodation, are important. All fishers, both marine and inland, should be covered by a fishing labour law. Tiwary sought a new piece of legislation with flexibility for both exclusion as well as inclusion. He said owners of fishing vessels and fishers have similar concerns. Both parties are seeking economic viability and generation of revenue from fishing.

The representative of the United Trade Union Congress (UTUC) said provisions for exclusion and progressive implementation should not be invoked, and sought broadening the scope of the work in-fishing legislation to include the inland fishing sector.

Hanumantha Rao, the representative of the Bhartiya Mazdoor Sangh (BMS), said local-language workshops should be held to further discuss C.188.

Josevimalraj of the Indian National Trade Union Congress (INTUC) sought training to improve deep-sea fishing skills, regulation of import of fish that adversely impacts the income of fishers, providing better safety and security for the fishing community in light of the killing of two Kerala fishermen in the Indian contiguous zone by Italian marines who mistook them for Somali pirates, and granting rights to fishing grounds to fishers. He sought a time frame from the Government of India for ratifying C.188.

Shankar Dasgupta of the All India United Trade Union Centre (AIUTUC) and Subbu Raman of the Labour Progressive Federation (LPF), supported a comprehensive national legislation for work in fishing that

stipulated, among other things, minimum age and minimum wage for fishing, including all fishing vessels. Ratification of C.188 was of utmost importance, said Dasgupta.

Christopher Fonseca, General Secretary, All India Trade Union Congress (AITUC), Goa, welcomed C.188. It is a normative convention, he said. All fishers should be brought within the scope of the convention. He referred to the large number of migrant fishers in Goa from all over India. They should be brought within the scope of the migrant labour act. Everyone should back C.188, he said, which can help the fishing industry to be better organized in future.

Speaking on behalf of the National Fishworkers' Forum (NFF), Pradip Chatterjee said he recalled a series of consultations on C.188 that the NFF, in collaboration with the Centre for Education and Communication (CEC) and the International Collective in Support of Fishworkers (ICSF), had organized in 2008 in different parts of India. Indian small-scale fishers could be found from the estuarine waters of the Sundarbans to the exclusive economic zone (EEZ). Currently, there are few laws to protect workers in fishing in India, he said.

The coverage of social security of fishers is poor. NFF was keen to see C.188 ratified and a comprehensive national work-in-fishing legislation developed to promote decent work in fishing. The scope of such legislation should include all types of fishing vessels and allied activities in fishing. There is considerable scope for improving work agreements in fishing, as well as occupational safety and social security.

A national legislation should be enacted and implemented, he said. MOLE should take the lead to mother the Act in consultation with DAHDF, and labour departments at the State level through a participatory process. A set of rules also needs to be developed to operationalize the act, said Chatterjee.

Road map

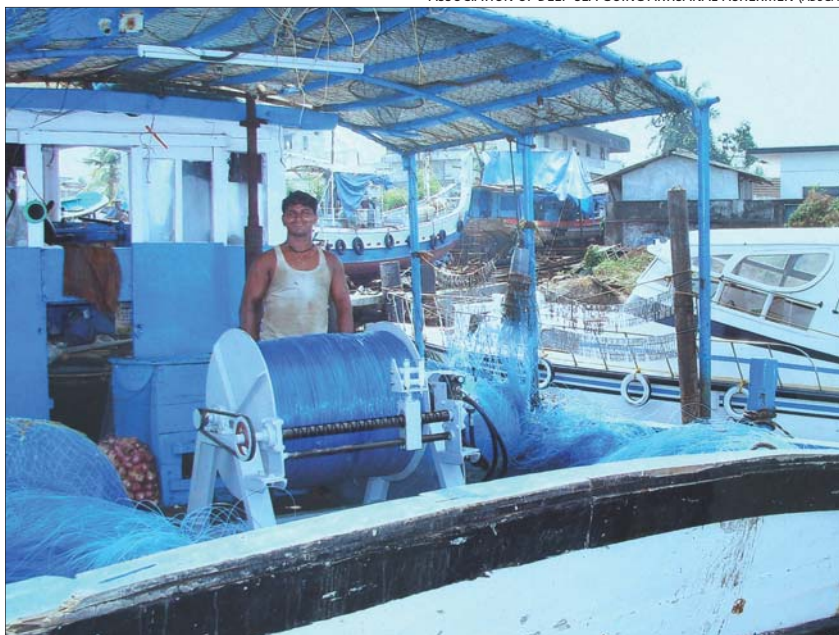
Discussing the road map to ratifying C.188, Anup C Pandey, Joint

Secretary, MOLE, said the concerns of the employers should be effectively addressed. Tripartite consultations at the State level would be organized over the next six months in local languages. Whether or not ratifying C.188 would affect the viability of the fishing industry will be examined.

Who should be implementing a work-in-fishing legislation will be decided in consultation with the State governments. The consultations will be time-bound and not open-ended, he said. A cabinet note will be prepared at the end of all the consultations.

Summarizing the two-day workshop, Coen Kompier of ILO said the issue of jurisdiction was raised—whether or not it should be the fisheries authority or the labour or shipping authority that should be giving effect to the provisions of C.188. Several implementation gaps were identified. While workers' organizations were unanimously in favour of C.188, the employers were not in favour of ratification. The purpose of C.188 would be defeated if only large vessels were brought within its purview, said Kompier. There was sufficient flexibility offered by the Convention in regard to medical examination, crew list, work agreement, social security and minimum age. While national standards were sought for national vessels, international standards were sought for foreign fishing vessels in the Indian EEZ. It will be good to have one set of standards that would apply to both foreign and domestic vessels, he said. Fishers do not often complain even if they were victims of forced labour, he added.

There are two types of ratification of ILO Conventions, Kompier explained. While countries such as the Russian Federation, India and Brazil see ratification essentially as mandating legal requirements, many other ILO Member States see ratification as expressing an aspirational statement with the idea of conforming to the ratified Convention. ILO has no particular view on what ratification approach should be adopted. ILO stood for a collective voice and for collective



A shark fisherman in Thootoor, India. Sufficient flexibility has been offered by the ILO Work in Fishing Convention with regard to medical examination, crew list, work agreement, etc.

agreement arrangements for fair competition. ILO cannot impose any sanctions, he said; it can only stimulate a dialogue to arrive at a consensus.

It would be better to move away from adopting a welfare approach in fishing towards a rights-based approach. Granting entitlements to workers and honouring them should be deemed more important than doling out benefits. Indian labour legislation is already moving in that direction, said Kompier, citing the example of the Unorganized Workers' Social Security Act, 2008.

As a way forward, it was proposed that ILO, in collaboration with relevant stakeholders, would bring out promotional material in local Indian languages. All organizations who wished to comment on aspects related to work in fishing would be afforded an opportunity to do so. States were requested to organize another tripartite consultative meeting to move towards developing a consensus on ratifying C.188. ILO would further liaise with the fisheries authorities, in collaboration with MOLE. The forthcoming Global Dialogue Forum for the promotion of C.188, from 15 to 17 May 2013 in Geneva, would be a possible opportunity to do so, it was hoped. 3

For more



www.ilo.org/global/industries-and-sectors/shipping-ports-fisheries-inland-waterways/lang-en/index.htm

Shipping, Ports, Fisheries and Inland Waterways Sector

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Comprehensive Standard of Work in the Fishing Sector

Short-term Model

The government of Brazil is backing increased production through promoting industrial fisheries and aquaculture to the detriment of small-scale fisheries

With the election in Brazil in 2003 of President Luiz Inacio Lula da Silva, the Workers Party candidate, high expectations were raised that policies would be developed that favoured the working classes. In the case of the fisheries sector, this would mean policies favouring artisanal fishworkers. Over the next eight years (2003-2011), including the second mandate of President Lula, many programmes

different institutional structures and lines of action, which are important to bear in mind when trying to get a better understanding of the current policy. The first period, from 1964 to 1989, was characterized by a development model for modernization that was environmentally irresponsible. In the second period, from 1989 to 1998, the government reacted against what had preceded, and established a policy that was fundamentally conservationist. The third period, from 1998 to 2003, was characterized by institutional infighting where attempts to resuscitate the development of the sector were blocked by environmental requirements.

From 1964 to 1989, a period that included the military government (1964-1985), the body responsible for sectoral policies was the Department (Superintendence) for Fisheries Development (SUDEPE), which implemented a development-oriented policy with a particular focus on industrial fishing, and making use of, *inter alia*, fiscal incentives and tax breaks in the 1967 Fisheries Law. In this period, various modernizing measures were also applied in the artisanal fisheries sector, notably, the financing of motors, although these occupied a minor space in the entirety of programmes undertaken.

Extractive fishing

The overall impact generated by this policy, from an economic perspective, was the greatest-ever continual growth of extractive fishing the country has seen. However, from an environmental perspective, it generated overfishing of the main resources, highlighted by the collapse

The overall impact generated by this policy, from an economic perspective, was the greatest-ever continual growth of extractive fishing the country has seen.

and actions were conceived and implemented by the government for the fisheries sector. However, a rigorous analysis of these shows that in the case of artisanal fisheries, although it had been given greater consideration than ever before, it was not the subsector that benefited most. The actions directed at the other subsectors, along with other omissions have, in reality, weakened artisanal fishworkers. In the last years, all indications are that the government of President Dilma Rousseff (who took office in 2011 and continues to date), who comes from the same party as President Lula, is continuing and deepening these policies, creating conditions that make artisanal fisheries even more vulnerable.

Prior to Lula's government, fisheries policy in Brazil passed through three distinct phases with

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of the 'Brazilian sardine' (*Sardinella brasiliensis*). The fishery resource crisis, in addition to various denouncements over misappropriation of public funds and corruption, led to the extinction of SUDEPE.

In 1989, after the revival of democracy and the enactment of the new Constitution, the functions of SUDEPE were passed to a newly created environmental institute, the Brazilian Institute of Environment and Renewable Natural Resources (IBAMA). This later became the main executive branch of the Ministry for the Environment, created in 1992. In this period, which goes up to 1998, in addition to responsibility for fisheries policy being in the hands of the federal environmental body, there was a general adoption of neoliberal policies which constrained certain kinds of public investment, and which led a conservationist policy focus. In this way, all incentives for developing fisheries activities were cut, being considered in their entirety to be destructive, and various management instruments were created, which sought to restrict fishing effort and protect certain species.

The third period began in 1998 with the creation of the Department of Fisheries and Aquaculture (DPA) under the Ministry of Agriculture, which was an attempt to remove the environmental focus of the sector and implement once again a policy for its development. Thus a period of fierce institutional conflicts was opened up between the Ministry of Agriculture and IBAMA, caused by the division of competencies in the regulation and management of fishery resources and by the barely started resumption of investment in the fisheries sector. The focus now is on the industrial fisheries sector and commercial aquaculture.

Artisanal fisheries was, therefore, not the target of practically any governmental action over these three periods, which were centred as much on the development of the industrial sector as they were on conservation and preserving resources. In this way, the social condition of the artisanal fishermen, their contribution to the

economy and to food security, and the cultural diversity of their livelihoods were basically at the periphery of governmental concerns. What is more, developmentally oriented and conservationist policies, in addition to the absence of substantive policies, forces artisanal fishers and their communities to remain in precarious living conditions. In this way, these fishers were the principal victims of the fishery resource crisis although they had not been mainly responsible for causing it; they remained condemned to poverty and had to face unequal competition with industrial fisheries and commercial aquaculture.

When President Lula began his first government, in 2003, it was hoped that he would act to favour artisanal fisheries, which is responsible for more than half of the national fishery production, directly providing employment for 700,000 people and sustaining around two mn people.

The main actions taken by the Lula government to implement the new fisheries policy were: the creation of a specific and hierarchical sectoral body and, years later, a new fisheries law; the creation of new spaces for, and forms of dialogue between, the government and civil society; and the incorporation, in the body for developing the sector, of environmental regulatory and

NAÍNA PIERRI



A truck marketing fish in Brasília, Brazil. Overfishing has led to the collapse of the main fish resources in the country

management functions which previously were implemented by environmental bodies. Thus, President Lula, at the start of his government, in 2003, created the Special Secretariat for Aquaculture and Fisheries (SEAP) with ministerial status. In 2009, SEAP was transformed into the Ministry of Fisheries and Aquaculture (MPA), which represented an increase in human and financial resources, widening and strengthening institutional capacity.

As regards the spaces for dialogue with civil society involved in the sector, the government created two main bodies: the National Fisheries

...participation in these spaces, above all when numerous, can be used by the government in power as a show of strong support for its own objectives, or for electoral purposes.

Council (CONAPE), which is a permanent collegiate body that is consultative in nature, created in 2003 as part of the SEAP structure, and the so-called National Conferences. Preceded by State-level conferences to which all the fishers from the communities are invited, these are a mechanism for knowing the demands of civil society, and have been carried out for fisheries as well as for other sectors. CONAPE is made up of 54 members, 27 being nominated by civil society every two years for its assemblies (15 representatives from workers' social movements, 10 representatives from the commercial sector, and two from academia and research), with the other 27 members from governmental bodies linked to the issue. In the period analyzed, CONAPE met two to three times per year, held three National Fisheries and Aquaculture Conferences (2003, 2006 and 2009), gathered 600 to 1,500 people, and also organized a Conference of Women Workers in Fisheries and Aquaculture in 2004.

Although the creation of these spaces for participation represents an

important step forward democratically because popular demands can be expressed through them, on their own they do not guarantee that these demands will be incorporated into public policies. What is more, participation in these spaces, above all when numerous, can be used by the government in power as a show of strong support for its own objectives, or for electoral purposes, seeking to capture votes, and, in any case, may provide a mechanism for legitimizing policies that do not benefit the working classes or which may even undermine them. In fact, the four fisheries conferences organized contained all those aspects to varying degrees.

Also in 2009, alongside the creation of the Ministry, a new legal framework was approved for fisheries in the country, Law No 11.959, which instituted the National Policy for the Sustainable Development of Aquaculture and Fisheries. One of the main changes arising from this legal restructuring was the incorporation of competence for fisheries administration and aquaculture management in the hands of the MPA.

Up to that moment, this competence was split between SEAP, the Ministry for the Environment (MMA) and IBAMA, but with the greater power vested in the environmental bodies. SEAP perceived the activities of these bodies as an obstacle to the boost it wanted to give industrial fisheries and especially to aquaculture.

Then, after years of tensions and conflicts, the new fisheries law made the MPA the co-ordinating body of the fishery management and regulatory processes, while maintaining the environmental bodies as collaborators, in the System for Shared Management for Fisheries Resources which also foresaw the participation of scientists and resource users.

Political action

This institutional reorganization constituted a political action through which the federal government, backed and legitimized by the participation

and support of the artisanal fishermen and other fisheries and aquaculture sectors, brought together a range of forces. This enabled it to open up the way for boosting fish production through the creation of a new ministry, the approval of new legislation and, above all, the weakening of environmental barriers.

Fisheries policy objectives were oriented by the government to consolidate growth in production as the main aim, as was announced in the first Political Project of SEAP, presented after the First National Conference of Aquaculture and Fisheries in 2003, and enshrined in 2008 in the first systematic plan for the fisheries sector entitled “More Fisheries and Aquaculture”. Additionally, it included amongst its objectives the modernization of the sector, for capture, processing and trade, and, secondarily, to increase the social rights and income for artisanal fishers.

Recognizing that most fish stocks in coastal areas were overexploited, but not putting special effort to reverse the trend, the government drew up incentives for high-seas industrial fish production, based on the argument that in deep waters there still existed some margin to increase fish production.

In this way, for extractive fisheries, the government established industrial fishing companies rather than artisanal fishermen as the main actors for realizing the intended growth. To generate such growth, the government developed various lines of action. One of them is the Pro-fleet programme, which consists of a credit policy to build vessels and establish a national fleet for the Brazilian exclusive economic zone (EEZ). This is expected to increase fishing for species such as tuna and tuna-like species. This fleet would serve to replace foreign vessels which were being chartered and would provide the country with resources that were also being appropriated by foreign fleets.

It is noteworthy that, in addition, the Pro-fleet provided funding for replacement of industrial fishing

vessels that operate on coastal stocks of shrimp, snapper (*Lutjanus purpureus*) and piramutaba (Brazilian catfish, *Branchyplatystoma vaillant*) that was conditional on older vessels being scrapped. The programme, however, did not achieve the desired success: only eight vessels were financed of the 130 planned.

In addition to the above, industrial fisheries benefited from the gradual increase in the Diesel Subsidies Programme for vessel fuel, which, later on, the government tried to extend to artisanal fishermen, but with limited success due to operational difficulties. It may be said, then, that this programme favoured industrial fisheries, and contributed to making fishing that was not viable environmentally, economically viable, and, on the other hand, contributed to increased conflicts between industrial and artisanal fisheries.

The expansion of credit for the fisheries sector has also been a priority for the government, and was consolidated with the launch of the First Water Harvest Plan, in 2010. New lines of credit were created and the ceilings increased for industrial fisheries and aquaculture. On the other hand, there was increased inclusion of artisanal fishermen in the National Programme for Family Agriculture (PRONAF), the credit

MINISTRY OF FISHERIES AND AQUACULTURE, BRAZIL



The Pro-fleet programme in Brazil revolves around a credit policy to build vessels and establish a national fleet for the country's exclusive economic zone

NÁINA PIERRI



The Third National Conference of Fisheries and Aquaculture was held in Brasília in 2009. Aquaculture is the main fisheries development focus of the Brazilian government

system designed specifically to aid such producers, which suffers from many limitations and implementation problems.

Data on credit policy available with the MPA, show that an amount of R\$ 1,484,230,710.00 (around US\$ 811,055,033 at the 2010 exchange rate of R\$1.83 = US\$1) was applied over the years 2003 to 2010, in a total of 212,662 contracts. But this data does not differentiate between the beneficiaries and enable us to know how much was destined for each fisheries subsector, nor the amount destined for the purchase of fishing gears, vessels and/or motors.

The government had already begun to attach increasing importance to aquaculture, so that when the MPA removed the barriers set up by the environmental bodies and assumed the management function for regulating aquaculture, they undertook the demarcation of aquaculture parks as well as implementing local plans for mariculture development. From then on, aquaculture evolved into the subsector considered to be the most important for achieving productive growth and, therefore, was afforded the highest priority by governmental policy. The MPA is providing concessions for aquaculture areas that are either “paid or gifted”, effectively selling off and giving

away public waters for private cultivation. Meanwhile, proposals are afoot to make the production chain in aquaculture vertically integrated, through the development and adoption of technology packages.

Although the allocation of aquaculture ‘concessions’ is aimed at small producers and artisanal fishers, the policy encourages privatization of inland and marine waters.

Without a doubt, this will undermine artisanal fishers, by disposing off the spaces where they normally work. The government does not admit to this conflict, and continues to hide behind the claim that the artisanal fishers, thanks to its aid, can turn themselves into fish farmers. This, they say, would help remove the restrictions imposed by the resource crisis and will permanently improve their earnings and living conditions.

Aquaculture is the main fisheries development focus of this government. However, the future being programmed for artisanal fishers is not conducive for their remaining as fishermen.

It is important to highlight that, despite evidence to the contrary, since the creation of SEAP, the government discourse insists that its intention is to give priority attention to artisanal fisheries. The sectoral distribution of SEAP’s budget over the years 2003 to 2009, at first glance, seems to confirm this intention.

Thus, looking at Table 1, the overall numbers show that artisanal fisheries received the greatest amount of allocations (36 per cent), followed by the industrial sector, which received 26 per cent of the total, and aquaculture, which received barely 14 per cent, with the remainder destined for spending on administration and publicity.

Reversed distribution

However, if we take account of the number of people in each sector, who are the real beneficiaries of the allocations, the distribution is reversed. This shows that the 700,000 artisanal fishermen of the country receive much less compared to the few

thousand industrial entrepreneurs, considering that there are barely 5,000 vessels in this subsector.

In turn, recalling that over this period, SEAP had not yet removed the environmental barriers in order to be able to promote aquaculture on a massive scale, the amount destined for the latter also represents a relatively large amount. But, what interests us here, and what these numbers confirm, is that, despite the official discourse, artisanal fishers are not the main beneficiaries of government aid for the fisheries sector.

What then is the government's actual policy for artisanal fisheries? Starting with actions aimed at fish production, the main measure used by the government has been the increasing artisanal fishermen's access to credit under PRONAF. But the loans and complementary conditions encourage replacement of fishing equipment and not creation of new capacity. Input measures were targeted at ice distribution and fuel subsidies. However, implementation has been ineffective.

Other measures were aimed at optimizing the post-harvest phases of the fish production chain, such as through the distribution of kits for initial processing (cleaning, filleting, etc.) and the distribution of refrigerated lorries to facilitate transport of fish to commercial centres.

Lastly, at the level of consumption, the government has included fish in children's school meals, as a measure to

increase or secure a regular consumer market, as well as assured prices.

In parallel, in 2008, the National Plan for Technical Assistance and Fisheries Extension was launched, which, together with the boost given to create associations and co-operatives, would provide other measures to improve efficiency in the productive chain and reduce costs.

On the other hand, the government took other initiatives in education, such as literacy programmes and technical courses in fisheries and aquaculture, with contents and teaching methods designed specifically for fishermen.

But what stands out amongst the actions designed to improve incomes, is the so called 'closed season benefit' for artisanal fishing. This consists of a minimum monthly salary (around US\$ 340 at 2013 values) to artisanal fishermen during fishing ban seasons (for two to six months of the year), aimed at promoting reproduction and maintenance of stocks.

Initiated in 1991 as a fishery management tool, this policy was exponentially increased during the government under President Lula. SEAP facilitated access but did not apply the necessary controls, encouraging many fishermen who were not fishing for these species to receive these benefits. Even people who were not professional fishers, but mere relatives, were illegally registered as beneficiaries.

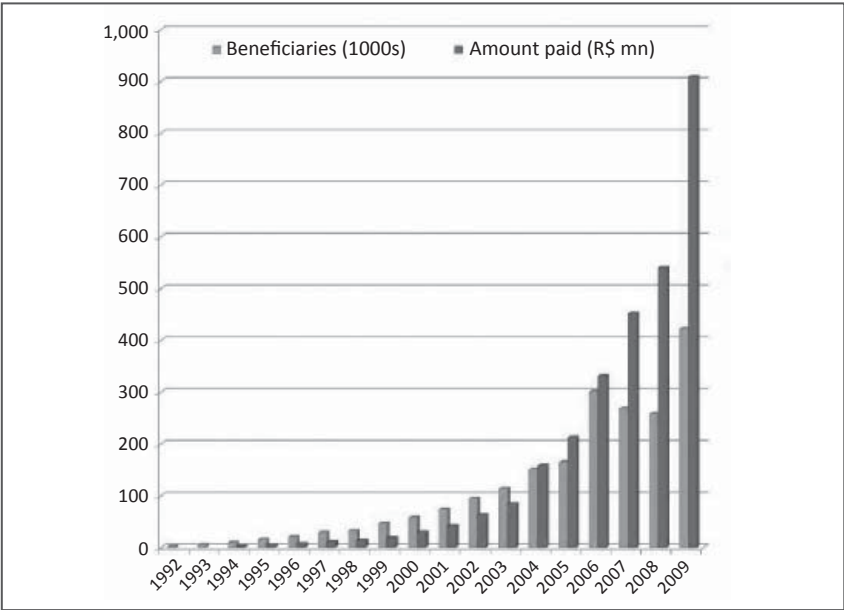
This tool for environmental management has become a very strong

TABLE 1. SECTORAL DISTRIBUTION OF THE SEAP BUDGET (2003-2009)

| SECTOR | INVESTMENT (in R\$) | % (approx.) |
|---|---------------------|-------------|
| Artisanal Fisheries | 257.57 mn | 36 |
| Industrial Fisheries (includes Proflota/Pro-fleet and diesel subsidies) | 191.6 mn | 26 |
| Aquaculture | 102.45 mn | 14 |
| Others: Publicity and Administration | 171.16 mn | 24 |
| TOTAL | 722.78 mn | 100 |

Source: MINISTÉRIO DO TRABALHO E EMPREGO (MTE). Políticas públicas de emprego no Brasil: avaliação externa do Programa Seguro-desemprego. Brasília, 2010 and MINISTÉRIO DA PESCA E AQUICULTURA (MPA). Relatório de Ações Executadas no período de 2003 a 2010. Brasília, 2010.

FIG. 1: EVOLUTION OF THE AMOUNT GRANTED AND TOTAL NUMBER OF BENEFICIARIES OF CLOSED SEASON BENEFITS (1992 – 2009)



redistributive policy, conceived and facilitated by SEAP and the Fisheries Ministry, and financed by the Ministry of Work and Employment. Figure 1 shows the increase in the number of people registered as professional fishers and the even greater increase in the amounts of money paid as ‘closed season benefit’ during the period 2003 - 2009. This relative large increase in the amount paid is due to the increase in the national minimum wage (US\$ 77, in 2003; US\$ 291, in 2010).

These data indicate, then, that the main objective of government policy for artisanal fisheries is to reduce poverty through increasing artisanal fishermen’s income, mainly through improving the production chain and reducing the dependence on intermediaries. This, being both positive and necessary, is limited by the fact that none of these measures is either overarching or systematic in nature. Rather, its actions are piecemeal, dispersed and isolated, and are not capable of significantly changing the realities for fishing communities.

On the other hand, the volume of public money distributed as payments through the ‘closed season benefit’ to a large part of the subsector, makes this distributive practice the principal

action realized by the government as regards the artisanal fishery in the period under consideration. But this measure is also limited by not being a universal mechanism, and, even worse, for having procedural defects that call into question its legality, and, therefore, its continuity.

Overall, what stands out as a specific policy for the artisanal fishery, then, is a short-term distributive policy. Despite serving to reduce poverty and improve the quality of life for fishing communities for the time being, it is totally insufficient for addressing the fragile structural situation of artisanal fisheries in the medium to long term, as is necessary.

These characteristics of current fisheries policy are in line with the development model established by the federal government in recent years, which has been denominated ‘neo-developmental’.

Government action

This is characterized by a combination of strong government action to push economic growth, principally through large public infrastructure works and public credit provided through economic agents considered capable of distributing it, with a policy for distributing income, to a large extent made viable through

social benefits that are neither universal nor permanent; as of now, they stimulate consumption and strengthen the internal market, and create complacency in workers' sectors.

In the case of the fisheries sector, this model finds expression in the priority given to industrial fisheries, and, increasingly, to aquaculture, and in the predominantly social and distributive nature of the policies aimed at artisanal fisheries.

Large infrastructure projects like hydroelectric dams, ports, roads, public and private undertakings, like petrol extraction, shrimp ponds, mining and industrial complexes are impacting increasingly on artisanal fisheries.

But these do not have any kind of special protection that guarantees the permanence of artisanal fishermen's territories and their ways of life. The policy for the fisheries sector not only does not treat artisanal fishermen as privileged agents of government aid, but, even worse, the priority given for aquaculture implies privatization of waters, which has already started, and will end up making artisanal fisheries non-viable.

Taken together, government actions in recent years, behind a discourse of supposed social awareness and environmental responsibility, and despite the immediate reduction in poverty, has contributed to increase vulnerability and the situation of environmental injustice suffered by artisanal fishing communities.

Faced with this situation, a significant segment of organized artisanal fishworkers has adopted a position that is critical of the government. In 2010, this crystallised in the creation of a new national autonomous movement, calling itself the Brazilian Movement of Artisanal Fishermen and Fisherwomen (MPP).


In 2012, MPP launched the National Campaign for Regularizing the Territories of Traditional Fishing Communities, which had the main objective of getting a Citizens' Initiative Law approved, which

recognizes and demarcates areas of land and water on which these communities depend.

The recognition of the right to these territories and to the resources that are present within them, is considered to be a basic condition to guarantee the sustainability of artisanal fisheries and the maintenance of the traditional livelihood of their communities.

The struggle to obtain this

...a significant segment of organized artisanal fishworkers has adopted a position that is critical of the government.

constitutes an example of exemplary resistance of Brazilian artisanal fishers to the exclusionary development model pushed by the government in recent years. 

For more



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National Campaign for Regularizing the Territories of Traditional Fishing Communities

Living the Learning

Seventy participants from eight countries spent four days on the Honduran Caribbean coast learning from each others' experiences of small-scale fisheries

A “Sea Festival” of music, dance, gastronomy, canoe races and other cultural activities on 28 February 2013 on the Caribbean coast of Honduras included around 70 participants from six countries in Central America (Honduras, Guatemala, Costa Rica, El Salvador, Panama and Nicaragua), and from two in South America (Brazil and Chile). It marked the end of three intensive working days of

in Central America”, the event was particularly innovative and challenging to organize for several reasons. First of all, the organizers wanted the training to be a living event, with participants living in local communities and experiencing their daily realities. Second, the event was nomadic, each day being spent in a different location, offering different realities and perspectives, moving from the port city and departmental capital of La Ceiba to remote settlements in the Cuero y Salado Wildlife Refuge. Thirdly, the training was not only intended to present information and raise issues with participants, but also to incorporate their knowledge and experiences into the learning process. This required devising a methodology and generating a process that would enable participants to be both information providers and information receivers, to learn from the experiences of others and allow others to learn from their experiences.

Last but not least, the organizers needed to put in place logistical arrangements, provide facilities, and cater for 70 participants from diverse backgrounds, from both marine and inland fisheries, including national-level politically savvy leaders, as well as fishers with little exposure to wider issues.

Booklets

Printed information was developed by ICSF and by CoopeSoliDar, and provided in the form of illustrated booklets in simple language on the themes of Youth, Artisanal Fisheries and Women in the Central American Region, Trade and Certification,

...the organizers wanted the training to be a living event, with participants living in local communities and experiencing their daily realities.

programmed training and exchanges of experiences between men and women artisanal fishery workers, facilitated and informed by the International Collective in Support of Fishworkers (ICSF) and CoopeSoliDar, with the co-operation of the Central American Artisanal Fisheries Confederation (CONFEPESCA), an entity that incorporates the National Artisanal Fisheries Federations from Guatemala, El Salvador, Honduras, Panama and Nicaragua. Hosting the event and arranging the complex logistics were RECOTURH (Honduran Community Tourism Network) and the local association of artisanal fishworkers from the communities of Rosita, Cuero and Salado (APROCUS) in the Cuero y Salado Wildlife Refuge.

Entitled “Promoting Alliances and Improving the Capacity of Men and Women Small-scale Fishworkers

*This article is by **Brian O’Riordan** (briano@scarlet.be) of ICSF’s Belgium Office*

Globalization, and Tenure, to be referred to during and after the workshop.

Exchanges between fishworkers from different regions were emblematic of ICSF's early years. Such exchanges were based on the premise that fishworkers have much of importance to learn from one another, through sharing their practical experiences and local knowledge of fisheries, fishing practices, and self-regulation based on the historical dependence of their communities on aquatic resources. Another realization was that in order to survive and thrive, fishing communities need to organize to ensure that their voices are heard in decision-making processes, to ensure that their activities are economically viable and non-conflictive, and to engage in fishery-resource management and arrange resource access. Through sharing experiences, fishers could benefit from lessons learned on how to organize in different parts of the world.

Following its General Body Meeting in July 2010, ICSF decided to place greater emphasis on training activities, after ICSF Members had advocated strongly in favour of doing so. Given a globalized context where artisanal and small-scale fishing communities are losing out ever more to competing interests for space in coastal and inland areas and for access to aquatic resources, it was stressed that training should be especially towards building capacity of fishworker and fishing-community organizations to claim their rights and to engage in decision-making processes that affect their livelihoods. Also of importance in this regard is the fact that national policymakers may attend international meetings where decisions are taken; yet neither the fact of this happening nor the implications of such decisions are widely communicated on their return. It is, therefore, important that national-level fishworker leaders and representatives be included on national delegations to such meetings so that they can both have their say in how the decisions are

taken, and ensure that their constituencies are informed. Knowledge about global issues and their implications at national and local levels, and capacity to engage in debate and negotiations on them are, therefore, crucial aspects of training.

The first such training event, entitled "Empowerment through Information: Training Programme on International and Regional Developments of Relevance to Small-scale Fisheries and Fishing Communities in Asia", was organized by ICSF in Bangkok, Thailand, in January 2012. Participants included around 30 fishing-community leaders from 10 countries in South and Southeast Asia, namely, Bangladesh, Cambodia, India, Indonesia, Malaysia, Pakistan, Sri Lanka, Thailand, the Philippines and Vietnam.

Then, following the very positive experience of engaging with fishworker and support organizations in Central America on the development of the International Guidelines to Secure Sustainable Small-scale Fisheries (SSF Guidelines), ICSF decided that the next training event should be in Central America. Apart from building on the basis of already established work and relationships, the choice of Central America was also strategic for ICSF, given its relative lack of previous contact with this region. Organizing

BRIAN O'RIORDAN / ICSF



The training programme at La Ceiba not only raised issues but also sought to incorporate the knowledge and experiences of the participants

such an event in Central America was significant.

ICSF chose to work with the Costa Rica-based organization CoopeSoliDar, with whom it had contact since 2008 in the lead-up to the Global Conference on Small-scale Fisheries, organized by the Food and Agriculture Organization of the United Nations (FAO) in Bangkok. In October 2010, in consultation with ICSF, CoopeSoliDar had agreed to anchor a preparatory meeting for civil society organizations in the fishing community of Tarcoles in Costa Rica, ahead of the Latin American and Caribbean Regional Consultation on Securing Sustainable Small-scale Fisheries, organized by FAO in San Jose, Costa Rica.

The other key partner was CONFEPESCA. CONFEPESCA and CoopeSoliDar had worked together in co-ordination with ICSF to implement five national and one regional consultation on the SSF Guidelines over 2011 and 2012. It is also noteworthy that at the international level, CONFEPESCA relates to the World Forum of Fish Harvesters and Fishworkers (WFF), and several of its leaders had been in Loctudy, France, in 2000 for the

which it developed in consultation with the other partners. The methodology was designed to elicit the maximum participation, and to ensure that participants were able both to learn from one another's experiences and knowledge, and to contribute their own knowledge and share their own experiences. The methodology was designed to provide seven "Learning Spaces" around the themes of:

(i) Small-scale Fisheries and their Diversity in Central America;

(ii) International Guidelines for Small-scale Fisheries in a Context of Diversity;

(iii) Organization of Small-scale Fishworkers;

(iv) Governance, Access to Resources and Small-scale Fisheries;

(v) Property Rights, Access to Resources and Small-scale Fisheries;

(vi) Listening to the Voices of Important Actors; and

(vii) Globalization of Fisheries in the 21st Century, its particularities in Central America and implications for small-scale fisheries.

Each learning space was framed by information, and included working groups, participative exercises, feedback sessions and discussions.

Day 1 was designed to celebrate, reflect on, and share perspectives on the diversity of, and prospects for, small-scale fisheries in Central America, and to understand how the SSF Guidelines could provide a tool for realizing a vision of prosperous, thriving, dynamic and sustainable small-scale fisheries.

In Central America, fish consumption is relatively low at between nine and 10 kg per person per year, compared to global averages of 24 kg for developed countries and 17 kg for developing countries, which indicate the potential for improvement.

Survey data

However, as highlighted by the Organización del Sector Pesquero y Acuícola del Istmo Centroamericano (OSPESCA) survey of small-scale fisheries (*Encuesta Estructural de la*

Each learning space was framed by information, and included working groups, participative exercises, feedback sessions and discussions.

Constituent Assembly meeting. The partnership was designed to combine the technical expertise of CoopeSoliDar in organizing and facilitating workshops and participative research with the experience and knowledge of CONFEPESCA, rooted in the everyday realities of artisanal fisheries in Central America. Participants were selected by the national federation members of CONFEPESCA, on the criteria of leadership roles and gender.

Deciding on, and implementing, an appropriate training methodology was left in the hands of CoopeSoliDar,

BRIAN O'RIORDAN / ICSF



One of the main struggles of Brazil's National Fisherwomen's Network is to get recognition of women's rights as fishers and fishworkers

Pesca Artesanal) presented at the meeting, data on small-scale fisheries is out of date, and does not provide a complete picture. Presenting the SSF Guidelines, the current state of play, and the consultations in the respective countries, the importance of both vision and action were emphasized; it was stressed that to have a vision without action is to daydream, and that action without vision can be a nightmare. Different views of what constitutes small-scale fisheries were shared, and the importance of adopting a human-rights approach to fisheries development was emphasized.

Day 2 started with the theme of "Union is Strength". The programme included looking at the different kinds of organizations required by artisanal fisheries, the different interests they cater to, how they organize, and the factors that lead to their success or failure. We learned that in Central America fishers organize into local associations, trade unions and co-operatives, and that at the national level, these are organized into federations.

In the case of Nicaragua, the national laws stipulate that women must be equally represented in organizations. Generally, artisanal fishworker organizations are based on co-operative principles, and in the case of the national federations, they

are multi-functional, engaging in economic (trade, credit, purchase, etc.), social, fishery-management and political activities.

Presentations were made on the experiences of fisherwomen in Brazil on campaigning for their rights, of the Tarcoles Co-operative in Costa Rica in providing commercial services for its members, and the experience of APROCUS in representing fishing settlements in the Wildlife Refuge.

In Brazil, the navy is responsible for organizing fishermen and for providing fishing licenses. But it does not recognize women's rights to engage in fishing. This has been one of the main struggles of the National Fisherwomen's Network (*Articulação Nacional das Mulheres Pescadoras*)—to get recognition of their rights as fishers and fishworkers.

The next module on Day 2 dealt with governance issues, looking at the entire ecosystem from the mountains to the sea; exchanging thoughts on what an "ecosystems approach" means; and on the issues arising from the establishment of marine protected areas (MPAs) and what it means for resource access, livelihoods and participation.

Property rights

The day closed on issues of property rights, resource access and small-scale fisheries, with

presentations from El Salvador on the issue of the three-mile zone, from Honduras on the Fonseca Gulf, and from Panama on the Bastimentos National Park.

Day 3 took off on the theme “Men are not the only actors in fisheries; everyone needs to participate, and each of us has a role”; the issue of division of labour by gender and the respective roles of men, women and youth were examined. Men, women and youth split into three working groups.

The men’s group was asked to reflect on, and respond to, a range of statements, and agree on whether they were true or false, myth or reality. The men seemed very modern, reporting that in Central America, men and women participate equally in all fishery-related activities, and share equally the domestic tasks of cleaning, cooking and childcare. The women did not totally agree with that view. It also became clear that, after reflecting on the numbers of women in decision-making roles in fisheries organizations, on the participant list of this event and others, it is clear that men and their roles are far more visible than women.

...globalization is leading to the privatization of fishery resources and water resources...

In this sense, there is still much work to be done to change traditional gender roles and perceptions. Men need to acknowledge and respect the role of women, accept them as equals, and question power relations and human values that affect equality between men and women.

Of particular significance was the presence of youth from Central American fishing communities. They highlighted that they often feel excluded, and would like to be integrated into all activities; that they have a right to be included in training activities, planning and decisionmaking; to be involved in

fisheries governance and responsible fisheries; and a right to their fishing territories and not to be displaced from them by tourism and other activities.

Introducing the theme of globalization, Juan Carlos Cardenas from Chile pointed out that we are living in a defining moment of history as regards the future of the human race both as a species (due to human impacts on nature) and as a society (due to trends in ownership and control of resources and political processes). Globalization is effectively a kind of colonization, only now the role of States is being replaced by transnational companies and financial institutions.

Globalization is resulting in a struggle over the control of markets, access to natural resources, control of energy sources, and securing food supplies. It is a process that is determining what products we produce and consume, in what form, where production and consumption take place, and by who. In short, globalization respects neither national sovereignty nor the rights of people and their communities.

Drawing on the example of Chile, Juan Carlos Cardenas illustrated how globalization is leading to the privatization of fishery resources and water resources (the transfer of public ownership and common property to private—individual or company—ownership), and how fishery production is being channeled into high-value export products, with food supplies dependent on low-cost, low-quality imports. He used the examples of the new Fisheries Law in Chile and the Association Agreement (Free Trade Agreement) between Chile and the European Union (EU) to illustrate his presentation.

Day 3 ended with participants reflecting on their visions for the future. In a rapidly changing world, how did they view the future?

Small-scale fisheries

In five years time, what would be the fate of small-scale fisheries, and how would participants like it to be? Could small-scale fisheries continue

COOPESOLIDAR R.L



At the Sea Festival, Juan Carlos Cardenas from Chile highlighted the fact that we are living in a defining moment of history in terms of human impact on nature

to provide livelihoods for men and women in fishing communities, and will modernization and improvements support a decent living for them?

Or would modernization and improvements inevitably lead to a smaller number of actors making a better living, with the majority having to diversify or find alternatives to make ends meet?

Without exception, the visions shared were optimistic, foreseeing small-scale fisheries as playing a more important role in societies, in economies, in food security, and in providing a decent living in Central America, under the protective umbrella and guiding hand of CONFEPESCA.

For more



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CONFEPESCA website

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Encuesta Estructural de la Pesca Artesanal y la Acuicultura en Centroamérica 2009 -2011

Towards Synthesis

A synthesis document summarizes the approach of civil society organizations towards the proposed SSF Guidelines

Civil society organizations (CSOs) have engaged closely with the process led by the Food and Agriculture Organization of the United Nations (FAO) in developing the International Guidelines on Securing Sustainable Small-scale Fisheries (SSF Guidelines). The Guidelines, they feel, are an opportunity to ensure much-needed recognition and support for small-scale fisheries (SSF), and especially for marginalized and vulnerable groups within SSF.

to the Guidelines. The proposals that emerged were compiled into a synthesis document, which, after integrating another round of comments, was also uploaded on the CSO website in January 2013.

The synthesis document compiles several detailed proposals in relation to the SSF Guidelines, including their scope and the basic principles that should underpin them. It also makes detailed proposals on key thematic areas of relevance to SSF, which reflect the aspirations of many.

The Guidelines, it is stressed, should not attempt to arrive at a definition of SSF, but rather what characterizes the diversity of SSF. The use of the term 'small-scale fisheries actors' should be applied in such a way that it covers men and women working in the full range of activities along the value chain, including the pre- and post-harvesting and trading sector, and in all fishing and harvesting activities, whether at sea or on land.

The SSF Guidelines should be binding (not voluntary), given that many of the principles and much of the content of the Guidelines are already accepted language in obligatory Conventions and Treaties signed by the Parties. They should be underpinned by the recognition of the human rights of all and should stress the need for a human-rights-based approach. The term 'human rights' should be understood to include collective rights as well.

Synthesis document

For CSOs, the synthesis document will form the basis for their engagement with the SSF Guidelines process. It also formed the basis of

The SSF Guidelines should be binding (not voluntary), given that many of the principles and much of the content of the Guidelines are already accepted...

CSOs, comprising the World Forum of Fish Harvesters and Fishworkers (WFF), the World Forum of Fisher Peoples (WFFP), the International Collective in Support of Fishworkers (ICSF) and the International Planning Committee on Food Sovereignty (IPC) set up a co-ordinating group with the purpose of engaging with the Guidelines process.

Between September 2011 and December 2012, the CSO platform organized 20 national-level workshops spanning Asia, Africa and Latin America, and two regional workshops in Africa. Consultations were also organized among small-scale fishers and fishworkers in the European Union and Canada. More than 2,300 people participated in these consultations, sharing their aspirations and proposals in relation

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

COOPESOLIDAR R.L.



The civil society platform on the proposed SSF Guidelines organized national-level workshops in Asia, Africa and Latin America

their comments on FAO's Zero Draft of the Guidelines.

With the Technical Consultation to negotiate the SSF Guidelines coming up soon, from 20 to 24 May 2013, in Rome, Italy, CSOs are hopeful that States will recognize the participatory and bottom-up nature of the CSO process, and that the key proposals that have emerged from this process are reflected in the Guidelines that are finally adopted.

CSOs also hope that the participatory nature of the process will be continued, both during the negotiations, and in the implementation of the Guidelines, once adopted, as this will only serve to strengthen implementation and the achievement of common objectives. 3

For more



[sites.google.com/site/
smallscalefisheries/](https://sites.google.com/site/smallscalefisheries/)

Civil Society Website on Small-scale Fisheries

www.fao.org/fishery/ssf/guidelines/en
FAO Website on Small-scale Fisheries Guidelines

POLE-AND-LINE FISHING

Seal of Approval for Maldives Tuna

THE International Pole & Line Foundation (IPNLF) has praised a new initiative that will see all exports of Maldives pole-and-line skipjack tuna caught in the Marine Stewardship Council (MSC)-certified fishery carry a Validation Certificate issued by the Maldives Seafood Processors and Exporters Association (MSPEA).

The Validation Certificate confirms that the fish have been caught in the Maldives and by the traditional pole-and-line fishing method. The MSPEA has based the new certificate on official catch records, and without it the market should not accept the product as MSC-certified Maldives pole-and-line skipjack tuna.

Each shipment of fish will also travel with a validated

IUU Fishing Regulation catch certificate, which is required for all wild-caught fish exported into the European Union, to show it has been caught legally. In the case of Maldives tuna, the catch certificate is issued by the Maldivian government.

Through the pairing of these certificates, the Maldives is ensuring full traceability of its skipjack resource throughout the supply chain and allowing end-markets to trace the product back to a sustainable, MSC-certified source.

The Maldives' pole-and-line skipjack fishery achieved MSC status in November 2012. It was the first large pole-and-line fishery and the first Indian Ocean fishery to achieve MSC certification. Skipjack from members of the client group

MSPEA is now eligible to be marketed with the MSC's eco-label and these members are dedicated to preserving the credibility of this unique status.

"It is vital to the survival of fisheries such as the Maldives pole-and-line skipjack fishery that the catch achieves its full market potential. MSC certification was a big step towards realising this potential and now that MSC-certified Maldivian skipjack has started to arrive in European supermarkets, the new Validation Certificate gives further peace of mind to those companies that have supported Maldivian tuna," says Dr Hussain Rasheed Hassan, chairman of the IPNLF.

"Illegal, unreported and unregulated (IUU) fishing is a

growing problem around the world; it reduces fish stocks and makes it harder to manage fisheries sustainably, which affects the livelihoods of local fishermen and can cause extreme damage to the marine environment," he adds.

Source : www.fishnewseu.com/index.php?option=com_content&view=article&id=10045:seal-of-approval-for-maldives-tuna&catid=45:scottish&Itemid=54

MARINE ECOSYSTEMS

Coastal Cities

For the first time in human history, more than half of the world's population now lives in cities, and each year tens of millions more people become city dwellers through births and migration. We have become an urban species.

What does this have to do with marine ecosystems? Most of the world's urban population is coastal. According to the Millennium Ecosystem Assessment (www.millenniumassessment.org), for example, two-thirds of the world's largest cities are on coasts. Coastal cities occur because that is where ecosystem services are often abundant. The adjacent seas supply food, allow for transportation and trade, carry away wastes, and so on.

Although the focus of ecosystem-based management is often on marine agencies and uses (for example, on how to manage fisheries, and where to site offshore energy facilities), the solutions to at least some of our oceans' ills start in our cities. Urban runoff and wastewater pollute coastal seas. Poorly planned urban development results in lost wetlands and other coastal ecosystems.

Source: depts.washington.edu/meam/MEAM28.html#cities

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ORGANIZATIONAL PROFILE

CoopeTárcoles R.L.: Tárcoles Fishermen's Co-operative, Costa Rica

CoopeTárcoles R.L. is a fishermen's co-operative that was founded in 1985 and which is located in the community of Tárcoles in Costa Rica.

It is the only co-operative in this industry that has managed to keep going over the long term despite the constant adversities that the sector faces.

The continued decline of fisheries production due to industrial fishing and climate change mean that CoopeTárcoles and its associated fishermen find themselves in a highly vulnerable situation.

The situation is aggravated by the fact that artisanal fishing is the motor driving the community of Tárcoles

The community is 85 per cent dependent on this activity. CoopeTárcoles R.L., is, therefore, hugely important

not just for its 35 members but also for their families, which include children and even single mothers who depend indirectly on the wellbeing of the co-operative to enable them to get on, through undertaking

recognition (the UNDP Equator Prize) for its important work on poverty reduction and good environmental management.

CoopeTárcoles R.L., has set an example in recent years for social work and has been

the model followed by other fishing communities. It has been visited by groups of fishermen

who would like to copy the good management practices of CoopeTárcoles R.L.

The co-operative hopes to continue supporting fishermen in their struggle to provide, in a decent and responsible manner, the means for their families to prosper, and to provide the country with fresh fish products in a responsible fashion through its fish shop and intermediaries.

For more: equatorinitiative.org/images/stories/winners/61/casestudy/case_1348152233.pdf
www.coopetarcoles.org

COOPETÁRCOLES

"lujado" which involves the untangling of fishing gear (lines) to allow fishermen to do their work the next day.

Furthermore, in 2004 CoopeTárcoles R.L., with the support of CoopeSoliDar R.L., became the first co-operative in the whole of Central America to adopt voluntarily a code for responsible fisheries, which applies particular rules that contribute to environmentally friendly fishing and appropriate ways of handling fish products.

In 2006 the co-operative gained United Nations

FISHERIES STATISTICS

Baseline Surveys

During the early phases of the Regional Fisheries Livelihood Programme for South and Southeast Asia (RFLP), baseline surveys were carried out in all six RFLP countries, namely, Cambodia, Indonesia, Philippines, Vietnam, Timor Leste and Sri Lanka. The results helped shape national RFLP priorities and activities while the surveys themselves revealed a wealth of valuable data concerning small-scale fishing communities.

As part of an exercise to highlight key baseline findings and to make the survey results more accessible and understandable by a wider audience graphic summaries of each survey have been produced.

It is hoped that these will help add to the level of understanding of small-scale fishing communities in South and Southeast Asia and act as gateway to the more detailed information contained in the surveys themselves.

RFLP undertakes field activities in Cambodia in coastal fishing communities in all four coastal provinces of the country: Koh Kong, Kampot, Preah Sihanouk and Kep. The coastline is 435 km long and there are approximately 10,000 people engaged in the marine fisheries sector. The RFLP project coordination office is based in Sihanoukville meanwhile the implementing agency in Cambodia is the Fisheries Administration (FiA) of the Ministry of Agriculture, Forestry and Fisheries (MAFF). The survey's coverage was 15 Community Fisheries (CFIs) in 40 villages of Cambodia's coastal provinces, as well as government agencies in Phnom Penh. A total of 778 people from 15 stakeholder groups were interviewed, of which 624 came from CFIs at village level and 53 respondents from government agencies at commune and provincial levels. (www.rflp.org/sites/default/files/Cambodia.pdf). One of the outcomes of the survey clearly shows that women are clearly less satisfied with, and engaged in, fisheries management

and livelihood development activities resulting from other agencies' and organizations' interventions. RFLP/CAM clearly needs to develop a special emphasis on the situation of women in coastal fisheries. Ideas should be developed with a view to addressing women's needs specifically through co-management plans and their implementation, and to strengthen women's participation in CFI decision-making bodies. The Community Fisheries (CFI) programme so far scores better on more bureaucratic issues (in

initiation has had only limited success in NTT with group consensus (*musyawarah*) being the main mode of fisheries management.

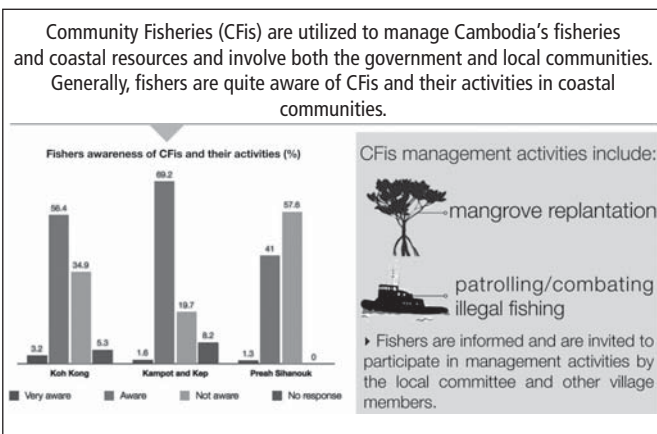
From the results, it can be said that the prospect for fisheries co-management output is relatively high in Alor District and moderate in Kupang District and Rote Ndao District. In Kupang Municipality, the prospect for fisheries co-management is considered low. In the context of safety at sea, the prospect of this output in the municipality and the three districts of RFLP East Nusa Tenggara are considered low because of the limited mechanisms and systems to ensure the safety at sea of

Sri Lanka's lagoon and estuary areas play a valuable role in the support of coastal Fisheries. The baseline survey was done in two districts—Puttalam (Chilaw and Puttalam lagoon) and Gampaha (Negombo lagoon). The survey showed that respondents possess limited understanding of the co-management concept. They believed that the State has low to moderate involvement/impact on fisheries management. The survey showed that women are very active in fisheries management meetings as they often represent their husbands. Most fishers believe that a combination of both traditional and formal fisheries management methods is the most effective way to manage coastal resources.

In the Philippines, the survey was undertaken in two coastal cities (Dipolog and Dapitan) and 10 municipalities of Zamboanga del Norte province in Mindanao Island. According to the survey, many fishers believe that the government is the main actor in fisheries management and enforcement. Some communities also felt that coastal management should be only managed by the government, not the local community. Women in these areas are more recognized for their efforts in environmental conservation and sustainable management of fishery resources. Respondents declared that mangrove decline is a result of conversion of mangrove areas into residential and commercial areas.

The baseline survey was conducted in Baucau, Dili, Bobonaro, Covalima and Oecusse districts in Timor-Leste, where the concept and terminology of co-management was poorly understood by the local fisher groups. *Tara bandu* is the traditional system of resource management in certain districts, developed by traditional local leaders and elders, and operating as an unwritten agreement. It protects an area from exploitative actions by specifying activities that are prohibited. Women mainly manage household finances and are more active in the selling and processing of landings.

Source : www.rflp.org/baseline_surveys



fisheries co-management, for example), and less with regard to genuine engagement by ordinary users/members. There is a need to formulate and implement activities for improving communication and interaction both within CFIs as well as between CFIs and supporting agencies and organizations.

RFLP field activities in Indonesia were undertaken in the Province of Nusa Tenggara Timur (NTT) and specifically in four out of 20 regencies, namely, Kupang District, Kupang Municipality, Alor District and Rote Ndao District. Fieldwork for the RFLP Indonesia baseline surveys was carried out during late 2010 and early 2011 with 272 households sampled across the target areas.

Fisher groups (*kelompok nelayan*) are the main actors in Indonesian coastal communities and are important initiators of co-management. Fisher group

coastal fishing communities.

RFLP activities in Vietnam were undertaken in Quang Tri, Quang Nam and Thua Thien Hue. These provinces are characterized by increasing fishing effort but stagnant, and, in some cases, reduced fish production. Fishing communities are not strongly organized, while health and quality standards of fishery products are often low. Throughout the three study areas, many respondents, especially women, are generally unaware of the co-management concept and its potential usefulness in fisheries management. Interestingly, respondents feel that the government is heavily responsible for fisheries management and policy. Both men and women claim that government efforts are more effective compared to community-based management mechanisms.

INFOLOG: NEW RESOURCES AT ICSF

ICSF's Documentation Centre (dc.icsf.net) has a range of information resources that are regularly updated. A selection:

Publications

Welcomme, R., Lymer, D. An Audit of Inland Capture Fishery Statistics - Africa. FAO Fisheries and Aquaculture Circular No. 1051. Rome, FAO. 2012. 61 pp.

Fish catch reports from the 20 highest producing countries in the world (representing more than 94 percent of the total catch) are analyzed for consistency by a subjective evaluation based on the form of the data set, knowledge of trends in climate, predicted yield patterns from models of similar fisheries and the results of independent research. The other African countries are examined in less detail. The audit shows that 37 per cent of countries reported catches as still rising, 28 per cent as falling and 35 per cent as stable. The reported catch from about 72 per cent of countries is judged to need some clarification before these trends can be fully understood.

Source : www.fao.org/docrep/017/i2608e/i2608e.pdf

Selling the Sea, Fishing for Power: A study of conflict over marine tenure in Kei Islands, eastern Indonesia by Dedi Supriadi Adhuri

Asia-Pacific Environment Monograph 8. Australian National University. ISBN 9781922144836 (Online), Published March 2013

This book proposes a different perspective on communal marine tenure from the current view that sees tenure merely as a means of marine resource management. The perspective presented here considers marine tenure in a broader social context, incorporating the ways in which traditional marine tenure is embedded in the social world of the community. Therefore, an understanding of how people perceive and practice traditional marine tenure should reflect the community social structure and, in particular, demonstrate the importance of 'power play' in determining marine tenure and management practice.

Source : epress.anu.edu.au/titles/asia-pacific-environment-monographs/selling-the-sea-fishing-for-power

Videos/CDs

Japan's 'ama' free divers

To this day, descendants of the Japanese *ama-san* continue a seasonal semi-nomadic lifestyle, as shown in this video. In the winter months, they stay close to mainland shores, diving for *namako* (sea cucumber) and oysters.

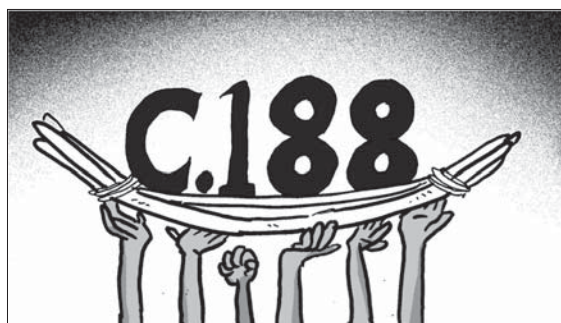
Come spring, a few elders move to Hegura Island, an outpost 50 km from the peninsula shores. Younger *ama-san* follow during the monsoon rains in late June and for three months a year, the *ama* divers claim their hereditary rights to dive for abalone in the waters around Hegura Island; local historical records show that the claim was bestowed to their female ancestors by Lord Maeda during the feudal Tokugawa era (1603-1867).

Source : ourworld.unu.edu/en/japans-ama-free-divers-keep-their-traditions/

FLASHBACK

The Price of Imprudence

In the end, the irony was not only unforeseen, but also unfortunate and bitter for fishers all over the world. At the final record vote on its adoption at the 93rd Session of the International Labour Conference (ILC), the proposed Convention on Work in the Fishing Sector did have the required two-thirds majority but the vote was declared invalid because it did not attain quorum. It is doubtful if there has ever been such a precedent in the history of the International Labour Organization (ILO) that a draft Convention and Recommendation adopted by the relevant Committee has not been adopted by the ILC for want of quorum.



These instruments could have been the handles for developing countries to lift the lids off their fishing sectors and look at current developments in fishing from the perspective of labour and welfare. They provide the structure for creating standards for an occupational sector that is among the most hazardous on earth.

Intriguingly enough, despite these manifest benefits to fishers, some developing-country governments, especially from Asia, and almost all Employer representatives, decided to abstain from voting, cleverly defusing a Convention that had actually won a clear majority at the record vote.

The short-run acquiescence to the Employer group could ultimately cost dear. In the long term, developing countries would possibly be forced to comply with far stricter forms of labour standards dictated by developed countries that are important markets for fish and fish products from developing countries. (It is worth remembering that 50 per cent of fish entering the world export trade comes from developing countries.) The non-tariff measures currently confined to food safety and environmental standards can tomorrow be extended to labour as well. Prudence dictates that developing countries should voluntarily move towards labour standards in fishing, considering that it is one of the most globalized industries today.

— from the Comment in SAMUDRA Report No. 41, July 2005

ANNOUNCEMENTS

MEETINGS

Technical Consultation to negotiate the final text of the International Guidelines for Securing Sustainable Small-Scale Fisheries (SSF Guidelines), Committee on Fisheries.

20-24 May 2013, Rome, Italy

The 29th Session of the FAO Committee on Fisheries (COFI) held in February 2011 recommended that an international instrument on small-scale fisheries be

developed. This is based on the increasing recognition of small-scale fisheries as a principal contributor to poverty alleviation and food security and the guidance provided by a number of global and regional conferences and consultative meetings exploring how to better bring together responsible fisheries and social development in coastal and inland fishing communities.

<http://www.fao.org/fishery/ssf/guidelines/en>

Global Dialogue Forum for the Promotion of the Work in Fishing Convention, 2007 (No. 188)

15-17 May 2013, Geneva

The meeting will discuss challenges in the Convention's implementation and evaluate how it can be used as a tool to address major issues in the sector.

It will also share good practices and experiences, report and review promotional activities, and provide an update on the status of national efforts to

implement and ratify Convention No.188. www.ilo.org/sector/activities/sectoral-meetings/WCMS_204806/lang--en/index.htm

WEBSITES

<https://sites.google.com/site/jornadadeaprendizaje1/>

The website of the Central American Training Programme of ICSF has links to all the training material and modules prepared for the programme.



Endquote

The water shone pacifically; the sky, without a speck, was a benign immensity of unstained light; the very mist on the Essex marsh was like a gauzy and radiant fabric, hung from the wooded rises inland, and draping the low shores in diaphanous folds. Only the gloom to the west, brooding over the upper reaches, became more sombre every minute, as if angered by the approach of the sun.

— from *Heart of Darkness* by Joseph Conrad

