

No. 69 | November 2014

ISSN 0973-1121

SAMUDRA

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



FAO's Committee on World Food Security

General Assembly of WFP

Fisheries Aid

MSC Certification of Indian Clam Fishery

Fisherfolk in the Caribbean

Obituary: Gunnar Album



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

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

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

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

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



SARA FRÖCKLIN

SAMUDRA

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS

NO.69 | NOVEMBER 2014

LISA PETHERAM

FRONT COVER



*Freshwater small-scale fisheries
in the Netherlands
by Frederik J. Weys
www.galeriefrederikweys.nl*

PUBLISHED BY

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

ICSF BELGIUM OFFICE

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

EDITED BY

KG Kumar

DESIGNED BY

P Sivasakthivel

PRINTED AT

L.S. Graphic Prints
Chennai 600 002

ILLUSTRATIONS BY

Sandesh
(sandeshcartoonist@gmail.com)

FOR LIMITED CIRCULATION ONLY

SAMUDRA News Alerts

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

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

BACK COVER



*A woman gleaner in Zanzibar
Photo : Sara Fröcklin
email : sara.frocklin@ssnc.se*



REPORT

A firm agenda 4

On the 41st session of the FAO's
Committee on World Food Security

ANALYSIS

Falling through the net..... 9

Fishers in South Africa have begun clamouring
for recognition of their human rights

COSTA RICA

A future commitment 14

Costa Rica is working towards a national
policy for implementing the SSF Guidelines

CBD

An important platform 18

On the Sustainable Ocean Initiative
of the Convention on Biological Diversity

REPORT

Assert rights, restore dignity!..... 21

On the 6th General Assembly of the
World Forum of Fisher Peoples (WFFP)

ANALYSIS

Fishy aid..... 25

In the world of fisheries aid it is imperative
to improve democratic accountability

INDIA

No clamming up..... 31

MSC has certified the fishery for short-necked
clams from the Ashtamudi estuary in India

REPORT

Fishing seriously 34

A recent workshop in Barbados focused on
issues related to fisherfolk in the Caribbean

GENDER

Still a long way to go..... 37

The 5th symposium on Gender in Aquaculture
and Fisheries examined gender equality

TENURE SYSTEMS

Smoothing out the bumps 40

The VGGT Implementation Guide for Fisheries
is a tool for securing a world free of hunger

NATURAL HAZARDS

A perfect storm?..... 44

Post-Cyclone Hudhud, questions need
to be raised about the role of urban planning

OBITUARY

Gunnar Album (1965-2014) 47

On the loss of a soul who transcended
nationality, class and gender

COMMENT 3

ROUNDUP 50



JACKIE SUNDE

A woman harvesting reeds in the Kosi
Bay Lake, Maputaland, South Africa

Fishing to Feed Nine Billion

Incorporating fisheries and aquaculture into nutritional programmes, alongside a human-rights-based approach, can help reach food security and nutritional goals

Foods from the aquatic environment are a complete and unique source of both the macro- and micronutrients required in a healthy diet. Yet, until recently, fish and fisheries have been noticeably absent from, and undervalued by, the wider policy debates on food security and nutrition. Fish has also been strikingly missing from strategies to reduce micronutrient deficiency, precisely where it could have the largest impact. These are the observations of two recent peer-reviewed papers informing policymakers at the highest level.

For the first time in its 40-year history, at its 41st Session, the Committee on World Food Security (CFS 41) of the Food and Agriculture Organization of the United Nations (FAO) gave fisheries a high priority (see *A Firm Agenda*, pg 4). This set the stage for the Second International Conference on Nutrition (ICN2), organized by the FAO and the World Health Organization. Ministers from 193 countries and other delegates faced two main challenges: how to address the problem of malnutrition in the world today, and how to gear up the food system to ensure that by 2050 the planet produces enough food to feed the projected population of 9 bn people.

Fisheries and aquaculture have a central role in helping solve both these questions, but only if developed in a regulated and sensitive manner that is both environmentally and socially responsible. The civil society organizations (CSOs) participating in CFS 41 had argued that this must involve addressing the imbalances in power in the food system and throughout the fishery value chain, and by effectively supporting the efforts of small-scale fishworkers to feed their families and communities. The FAO Voluntary Guidelines on Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), if implemented appropriately, are a vital tool in this regard.

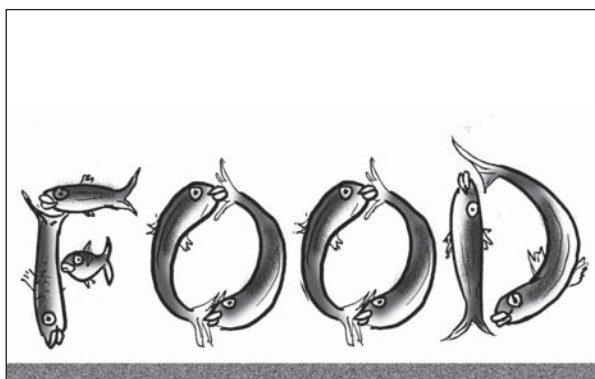
Solving the problem of malnutrition is theoretically within our grasp. People don't go hungry because there is a lack of food in the world. They go hungry because nutritious food is not accessible. The problem is a lack of access to land and water to produce food, or a lack of means to purchase food. This is, in part, due to the privatization of coastal areas and water bodies, and to the

degradation of the aquatic environment by both fishery and non-fishery activities. The brute force of industrial fisheries and aquaculture and activities that degrade the aquatic environment must be reigned in, and small-scale fisheries and aquaculture given the priority they deserve.

Often, fish reaches our plates at a high social cost. Small-scale fisheries and aquaculture produce most of the fish we eat—as much as 60 per cent—and employ at least 90 per cent of the workforce engaged in fisheries and aquaculture activities. Yet, poverty and underdevelopment plague small-scale fishing communities, rendering them vulnerable to natural and man-made disasters and the predatory activities of industrial interests, isolating them from the mainstream, socially and economically.

The work and contribution of women, who comprise at least 50 per cent of the workforce, to producing and providing fish for human consumption also goes largely unrecognized and poorly rewarded. In fisheries, as in other sectors, women are discriminated against and ill-treated. Women form a large part of the migrant workers who are playing an ever-increasing role in fisheries and aquaculture, and are also subjected to harsh working conditions. This is why CSOs called on CFS 41 to give high priority to supporting women in fisheries and aquaculture through affirmative action, adequate planning, legislation, recognition or allocation of rights and resources, and the promotion of their contribution to food security and nutrition.

It is high time that fisheries and aquaculture are incorporated into national nutritional programmes. But the achievement of food security and nutritional well-being should not breach the human rights of the world's fishery and aquaculture workers and the fishing communities whose livelihoods, incomes, welfare and prospects depend on living aquatic resources. Meeting nutritional goals must go hand in hand with a human-rights-based approach to food production, and meeting the development goals set out in the outcome document of the Rio+20 Conference, 'The Future We Want', and in establishing the conditions for decent work in the fisheries and aquaculture sectors, as laid out in the International Labour Organization conventions, including the Work in Fishing Convention (C.188).



A Firm Agenda

The contribution of sustainable fisheries and aquaculture for food security and nutrition was discussed at the 41st session of the FAO's Committee on World Food Security

4

Participants at the 41st Session of the Committee on World Food Security (CFS 41) of the Food and Agriculture Organization of the United Nations (FAO) were asked to engage in an “open and substantive debate so as to contribute to concrete policy recommendations for consideration by the CFS” on the role of sustainable fisheries and aquaculture for food security and nutrition. This was the first time in its 40-year history that the CFS had given any importance to the contribution of fisheries to food security.

Fish provides a source of essential proteins, vitamins, minerals and omega-3 fatty acids (notably DHA—docosahexaenoic acid) and other nutrients not readily available in other foods.

According to FAO, food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.

By this, or any other definition, the implication is that without access to fish and fishery products, there can be no food security or adequate nutrition.

Fish provides a source of essential proteins, vitamins, minerals and omega-3 fatty acids (notably DHA—docosahexaenoic acid) and other nutrients not readily available in other foods. These nutrients are vital for foetal and infant development, as well as for pregnant and breastfeeding mothers.

Indeed, it has been argued that it was the eating of clams, frogs, bird eggs and fish from shoreline environments that created the necessary physiological conditions for the growth of the human brain that led to the evolution of *Homo sapiens*. Shore-side communities had the necessary food security and nutrient density prerequisite for developing brains capable of devising complex languages and tool making, it is said. By extension, unless measures are taken to ensure that catches from wild fisheries are sustained, and aquaculture developed in a non-destructive way, the future prospects for securing food and adequate nutrition for human society are bleak.

But food security is much more complex than just having access to food. Increasing production does not in itself lead to greater food security and better nutrition; imbalances of power in food-production systems and value chains, social and economic inequality, and discrimination against women, amongst other issues, must be addressed to achieve food security for all.

Inclusive platform

Set up in 1974 as an inter-governmental body to serve as a forum for review and follow-up on food-security policies, the CFS underwent a fundamental review in 2009. It now aspires “to be the most inclusive international and intergovernmental platform for all stakeholders to work together in a co-ordinated way to ensure food security and nutrition for all.” The CFS is unlike other FAO committees that are technical in nature, such as the FAO Committees on Agriculture

This report has been written by **Brian O’Riordan** (briano@scarlet.be), Secretary, ICSF Belgium Office

(COAG), Forestry (COFO) and Fisheries (COFI) that report to the FAO Conference on policy and regulatory matters; the CFS reports to the FAO Conference and to the United Nations General Assembly (UNGA) through the Economic and Social Council (ECOSOC) and the Conference.

Also, unlike other FAO committees, the CFS includes civil society organizations (CSOs) and non-governmental organizations (NGOs) and their networks as full participants. In the 2009 CFS reform process, Member States recognized the right of CSOs to “autonomously establish a global mechanism for food security and nutrition which will function as a facilitating body for CSO/NGOs consultation and participation in the CFS”. The resultant Civil Society Mechanism (CSM) is the largest international mechanism of CSOs seeking to influence agriculture, food security and nutrition policies and actions—nationally, regionally and globally.

The CSM is an inclusive space open to all CSOs, with priority given to the organizations and movements of the people most affected by food insecurity and malnutrition, that is, smallholder producers, fisherfolk, pastoralists, indigenous peoples, urban poor, migrants, agricultural workers, and so on. Members of the CSM can participate in activities through the 11 constituencies and the 17 sub-regional groups.

The two World Forums representing fisherfolk—the World Forum of Fisher Peoples (WFFP) and the World Forum of Fish Harvesters and Fish Workers (WFF)—are Members of the CFS, whilst the International Collective in Support of Fishworkers (ICSF), as an international NGO, is an observer. WFFP, WFF and ICSF agreed to work together to raise the profile of the small-scale fisheries sector in the CFS through the CSM; the 41st Session of the CFS (CFS 41) gave them ample opportunity to do so.

Interestingly, companies involved with industrial production in the food and feed sectors are also represented under the ‘Private Sector Mechanism’ (PSM). Present at the CFS, under the

PSM banner, were the Marine Ingredients (or International Fishmeal and Fish Oil Organization, IFFO), the International Coalition of Fisheries Associations (ICFA) and the Global Aquaculture Alliance (GAA). These organizations also had ample opportunity to raise the profile of industrial fisheries at the CFS 41.

Fisheries and aquaculture issues were discussed in plenary as one of two ‘policy round tables’ organized at the CFS 41. “The Role of Sustainable Fisheries and Aquaculture for Food Security and Nutrition” round table presented a report undertaken by the CFS’s High Level Panel of Experts (HLPE) at the request of the CFS 39 in 2012. The report, like the CSM’s Forum prior to the CFS 41, was dedicated to the memory of Chandrika Sharma, who had been actively advocating for small-scale fisheries and aquaculture to be included on the CFS agenda.

The CFS process to arrive at recommendations on fisheries and aquaculture for food security and nutrition followed a three-step process:

- (i) a fisheries task team to work on a draft set of recommendations (known as a ‘Decision Box’) to be submitted to the CFS 41 to provide the basis for discussions and negotiation;
- (ii) A policy round table (in plenary) to discuss the HLPE report

FAO / ANNIBALE GRECO



Side event on the SSF Guidelines with FAO and CSOs. For the first time, importance was given to the contribution of fisheries to food security

Fisheries and Aquaculture on the CFS Agenda

In May 2012, the 38th (Special) Session of the CFS (CFS 38) adopted the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT), and so fisheries crept onto the CFS agenda. Later that year, in October 2012, the CFS 39 requested its High Level Panel of Experts (HLPE) to undertake a study on the role of sustainable fisheries and aquaculture in food security and nutrition, and to present its report to the CFS Plenary in 2014. The timing of this HLPE publication and its discussion during the CFS 41 in October 2014 is crucial, coming as it does just ahead of the Second International Conference on Nutrition (ICN2), due to take place from 19 to 21 November 2014 in Rome. Its release also coincides with the adoption of the SSF Guidelines by COFI 31 in June 2014.

The ICN2 is to be organized by the FAO and the World Health Organization, and comes 22 years after the first 1992 International Conference on Nutrition. The ICN2 is to be the first global intergovernmental conference to address the world's nutrition problems in the 21st century, setting itself the goal of improving nutrition through national policies and effective international co-operation. With more than half the world's population adversely affected by malnutrition, the conference plans to keep nutrition high on the international and national development agendas. It is important that small-scale fisheries and aquaculture are afforded proper attention at the meeting; the HLPE report will assist that.

and to respond to the draft Decision Box recommendations; and

(iii) Formal negotiations amongst interested parties with the rapporteur for the policy round table on fisheries and aquaculture to refine and agree on recommendations to the CFS.

The Task Team, including WFF, WFFP and IPC, met twice prior to the CFS 41. The Task Team recommendations were grouped under eight headings:

- Give fish the position it deserves in food security and nutrition strategies, policies and programmes;
- Design climate change adaptation strategies in fisheries for food security and nutrition;
- Seize the opportunities and address the challenges of aquaculture development;
- Recognize the contribution of small-scale fisheries;
- Enhance fish markets' and trade's contribution to food security and nutrition;
- Improve social protection and labour rights;
- Fully address the gender dimension of the fisheries and aquaculture sectors; and
- Integrate food security and nutrition concerns into the

governance of oceans, fisheries and aquaculture.

Within ICSF, the draft task team recommendations were discussed and suggestions made for their improvement. These suggestions, along with a draft statement, fed into the CSM process. The suggestions and statement were subsequently adopted by the CSM with some minor modifications for the CFS negotiations.

The policy round table at the CFS 41 on sustainable fisheries and aquaculture for food security and nutrition was informed by the author of the HLPE report and his recommendations.

Editrudith Lukanga, Co-President of WFF, who was invited by the FAO Department of Fisheries and Aquaculture to be a panelist, responded. She only had 10 minutes, and she used the time to draw attention to, and defend, the roles of women in the fisheries sector, playing as they do a "vital but largely unrecognized and undervalued role in realizing the right to adequate food".

Discrimination

"Perhaps in no other sector", she observed, does one find "such a high level of discrimination against women." She urged the CFS "to target

their support, and to gear policies towards women in the fisheries sector”, calling on it “to promote and engage in the implementation of the SSF Guidelines as these give visibility to the rights of women.”

Starting an hour later than scheduled, the round table was cut short by one hour, squeezing the time available to intervene. On behalf of the CSM, delegates of WFF (Zoila Bustamante, Ujjaini Halim and Cairo Laguna) and WFFP (Naseegh Jaffer) made interventions based on the prepared statement.

The ‘discussion’ that followed consisted of statements prepared in advance by several delegates, some more interesting than others. There was disappointingly very little input from African countries.

Although no unified position emerged from the Group of Latin American and Caribbean Countries in the United Nations (GRULAC), Peru extolled the virtues of the fishery for anchoveta, noting the strides the country was taking to promote direct human consumption, and defending the fishery for fishmeal.

Argentina came out against global governance of the oceans, noting that governance was a political concept with many implications, some of which

were dangerous. In a separate meeting, the Argentine delegates explained that they had serious reservations about Regional Fisheries Management Organizations (RFMOs), and that they felt that a hidden political agenda is behind the concept of high-seas governance. They were entirely in favour of governance at the local and national levels, involving citizens’ participation.

The Asia Group, represented by Bangladesh, had reservations about ratifying the ILO Work in Fishing Convention (C.188). Both Pakistan and India endorsed Bangladesh’s statement. The United States (US) highlighted the serious impact of agricultural run-off on coastal fisheries, and promoted “climate-smart agriculture”.

Despite being informed by a very comprehensive HLPE report, with strong recommendations, negotiations on a CFS Decision Box text proved difficult. The negotiations that followed the plenary were undertaken under the direction of the rapporteur for the policy round table. During these ‘Friends of the Rapporteur’ sessions, non-English speaking delegates were unable to participate meaningfully due to a lack of interpretation. Working late into the

In Memory of Chandrika Sharma

This report is dedicated to the memory of Chandrika Sharma, who disappeared tragically on March 8, 2014 on board the Malaysian Airlines flight MH370. Chandrika participated in the elaboration of this report as one of the peer reviewers, sending a very detailed and constructive review just a few days before the tragic event. Chandrika was a most pleasant and constructive team player and will be sorely missed. She will be remembered by the international community for her great passion and devotion to the support of fishworkers, especially women, and marginalized fishworkers’ communities, for their rights for better justice and for progress to reduce inequalities and hunger.”

—from the HLPE Chair’s Forward to the HLPE report on the contribution of sustainable fisheries and aquaculture to food security and nutrition
<http://www.fao.org/3/a-i3844e.pdf>

Chandrika Sharma has been a grand example of a person who has expressed and shown us the spirit of the CSM: to be strongly dedicated and committed with the struggles of communities and social movements, and engaged with great capacity in the articulation of civil-society efforts on the global level, particularly within the space of the CFS.

— appreciation of Chandrika Sharma by the CSM Secretariat

night and during the day, the CSOs found their suggestions for a stronger text either rejected or much watered down.

CSO concerns about the rapid and uncontrolled growth of aquaculture were not taken on board, nor were recommendations to promote a low-trophic approach to aquaculture development. Peru wanted to seek for alternatives in aquaculture feeds, rather than promoting alternatives to fishmeal and fish oil. Norway wanted to promote further development of the marine ingredient industry in order to ensure full utilization of harvested marine resources. The European Union (EU) pushed for disease control and reduced antibiotic use in aquaculture, and for it to be recognized that (environmental) sustainability of fisheries and aquaculture is a prerequisite for food security and nutrition.


Norway emphasized the need to raise awareness of food-safety issues and to encourage pregnant and breastfeeding women to eat fish. There was considerable discussions on subsidies and their association with overfishing, overcapacity and illegal, unreported and unregulated (IUU) fishing. India did not like the idea of banning such harmful subsidies, but preferred redirecting them. In the CSO group, Cairo Laguna from Nicaragua, speaking on behalf of WFF, wanted any bans or redirection of subsidies not to harm small-scale fisheries (fuel subsidies are important in Nicaragua).

For their part, the Argentinean delegation wanted to include reference to the WTO subsidy negotiation linked to the Doha Development agenda, and to emphasize the need for Special and Differential Treatment for developing and least developed countries in all trade agreements.

The CSOs pushed for the section on the contribution of small-scale fisheries to be strengthened. This was largely supported by the EU, which was also very supportive of women's roles being better recognized. Under social protection and labour rights, India, Egypt and Indonesia felt that the suggested language of "ratifying

and implementing ILO C.188" was too prescriptive. They felt it inappropriate for the CFS to be calling for ratification of ILO C.188. The EU and CSOs were the only ones to defend a recommendation on implementing C.188.

On gender, the EU supported the CSOs' suggestions to give a high priority to the support of women in fisheries and aquaculture, and to recognize, defend and protect those forms of work typically practised by women throughout the value chain. But others, notably the US and Canada, insisted that only the work of women in the harvesting sector be recognized and afforded social protection.

The final Decision Box was certainly not as strongly or as explicitly worded as the CSOs would have liked. But importantly, it has given the CFS a nuanced, if rather watered down, set of recommendations on fisheries and aquaculture issues that go beyond a narrow productionist focus. 

For more

www.fao.org/cfs/cfs-home/en/

FAO Committee on World Food Security

www.csm4cfs.org/

Civil Society Mechanism

www.fao.org/fileadmin/templates/cfs/Docs1314/CFS41/CFS41_Report_for_Adoption.pdf

CFS 41 Report

www.participationpower.wordpress.com/2014/06/16/understanding-food-security-through-a-gendered-lens/

Understanding Food Security through a Gendered Lens

www.sciencedirect.com/science/article/pii/S0959378014001010

Fishing for Justice: Human Rights, Development, and Fisheries Sector Reform, Ratna, Asgard and Allison 2014

Falling through the Net

Small-scale fishing communities in South Africa have begun clamouring for the recognition of their human rights in the context of the promotion of marine protected areas

In line with an increased international focus on marine protected areas (MPAs) as one of the means whereby the dual objectives of marine conservation and fisheries management can be achieved, South Africa has embarked on a national policy of expanding its MPAs. South Africa now has 24 MPAs of which 23 are on the coast and one, Prince Edward Islands, is an offshore MPA.

The 23 MPAs along the coast comprise a total of 23.17 per cent of the coastline. Seven of South Africa's MPAs do not permit any form of extractive use and are, therefore, considered 'no-take' MPAs. Extractive use throughout the MPA is permitted in nine MPAs whilst the remaining seven MPAs are zoned with both no-take and extractive-use zones. In total, approximately 9.26 per cent of the coastline is completely no-take.

In addition to these gazetted MPAs, the fisheries department has utilized marine spatial planning tools to develop a range of other spatial measures, including seasonal closures for specific species, trawl exclusion areas and experimental small pelagic exclusion areas.

South Africa has identified 18 areas referred to in terms of the decisions of the Convention on Biological Diversity (CBD) as 'ecologically and biologically significant areas' (EBSAs) that straddle both its exclusive economic zone (EEZ) and areas beyond national jurisdiction, and include several nearshore areas of relevance to small-scale fisheries governance.

The planning undertaken for these areas has included some socioeconomic data related to extractive use by key large commercial

industries in these areas; however, it has not included traditional knowledge or social and cultural information as urged by the decisions of the 11 Conference of the Parties (COP11) to the CBD in 2012.

There is a strong push from within the marine conservation sector to increase statutory no-take protection and a percentage-based objective has been included as an indicator in the Department of Environment's Strategic Objectives. In future, the performance of the senior state officials in the Directorate of Oceans and Coasts Biodiversity Conservation

Seven of South Africa's MPAs do not permit any form of extractive use and are, therefore, considered 'no-take' MPAs.

will be measured against the objective of ensuring an expansion of the MPA network.

Although South Africa is recognized as a global leader in systematic biodiversity planning and demonstrates compliance with the ecological planning components of the CBD Programme of Work on Protected Areas (CBD PoWPA), South Africa's marine and coastal biodiversity planning systems fall short on issues of governance, participation, equity and benefit-sharing when viewed from the perspective of small-scale fishing communities.

South African MPAs

A recent study of MPAs in South Africa undertaken by the International

*This article has been written by **Jackie Sunde** (jsunde@telkomsa.net), Researcher at University of Cape Town, and Member, ICSF*

Collective in Support of Fishworkers (ICSF) indicates that there is little coherence across legislative and policy spheres from the perspective of small-scale fisheries and, far from enjoying the benefits from these MPAs, small-scale fishing communities are falling through the net. More than one-third (approximately 56) small-scale fishing communities lie in, or adjacent to, an MPA. Small-scale fishing communities' rights are consistently marginalized and the negative impacts of MPAs on them are hidden.

In 1994, at the onset of democracy, South Africa inherited a complex apartheid-based protected area and natural resource governance legacy. Many Black coastal communities had been forcibly removed from their lands adjacent to the coast through a combination of racially-biased laws and conservation initiatives. National parks and protected areas were established on these lands and in most of these areas, access to their traditional fishing grounds and resources was denied or greatly restricted.

This situation was thus at odds with the new Constitution, introduced in 1996, which provides for the

same year. The MLRA aimed to introduce a new system of fisheries management, and promote equity and the sustainable use of marine resources. Section 43 of the MLRA made provision for the establishment of MPAs. Policy provision was made for the restitution of land, including coastal land; however, in a subsequent policy decision, it was agreed that where land claims were instituted on protected areas, legitimate claims would be recognized but communities would not be permitted to re-occupy this land. Instead, this land and any adjacent coastline would remain under conservation status and the state would enter into a co-management arrangement with the community concerned.

Small-scale fishing communities living in, or adjacent to, MPAs established during the apartheid era have thus experienced little change in their access to marine resources or their authority in MPAs, despite legal reforms. Even where they were claimants as part of adjacent terrestrial areas in terms of the Land Restitution Act of 1994, the MLRA consolidated and, in many areas, extended their exclusion and dispossession.

The ICSF research study highlights the fact that one of the key obstacles to small-scale fishing communities in relation to MPAs is the lack of policy coherence across different authorities responsible for implementing legislation and multiple overlapping authorities with responsibilities for MPAs. From 1998 until 2009, the Department of Environmental Affairs and Tourism (DEAT) was the authority responsible for both fisheries management and environmental management.

Designated authority

However, in 2009, these functions were separated. From 2009 onwards, until May 2014, the rearranged Department of Environmental Affairs (DEA) was the designated authority for the management of MPAs. This responsibility was directly tied to the MLRA, however, which is the primary legislative tool used for allocating

More than one-third (approximately 56) small-scale fishing communities lie in, or adjacent to, an MPA.

protection of biodiversity and the environmental rights of present and future generations, whilst simultaneously restoring the dignity and human rights of its citizens and ensuring redress for past injustices.

In the past two decades, the South African government has introduced a suite of legislative and policy reforms aimed at addressing this negative legacy. A number of environmental reforms were introduced, including the gazetting of a National Environmental Management Act in 1998, and a Marine Living Resources Act (MLRA) also in the

fishing rights which now fall under the Department of Agriculture, Forestry and Fisheries (DAFF).

In addition, the actual management of MPAs was contracted out by the DEA to four different conservation authorities, some of which included provincial and local authorities. These authorities draw their policy direction largely from environmental management and biodiversity protection policies, and they have little, if any, knowledge of the international and national fisheries policies that create obligations on them to accommodate the rights and needs of small-scale fishing communities specifically. There is no policy mechanism to promote and protect the rights of small-scale fishing communities explicitly across these various departments and sectors, in an integrated, holistic way.

In an attempt to promote a more coherent approach to the governance of MPAs, a set of legislative amendments to the MLRA and the National Environmental Management Protected Areas Act of 2004 were gazetted during 2014. These amendments effectively transfer the authority to plan and govern MPAs to the Minister of Environmental Affairs.

The authority to manage MPAs may then be contracted out to a suitable conservation authority. As a result of this shift, terrestrial and marine protected areas are now governed by the same legislation and within the same department. It is thus hoped that this will promote integration within the Department of Environment between its directorate responsible for coastal and biodiversity conservation and those responsible for promoting and overseeing compliance with the CBD PoWPA. It does, however, increase the need to ensure that there is coherence across biodiversity conservation and fisheries governance and implementation at international, national and local levels.

The ICSF research highlights that there is a subtle but significant gap between policy and actual practice. It appears that it is this gap that results in small-scale fishing



Net fishers at the Langebaan MPA. The 23 MPAs along the coast comprise a total of 23.17 per cent of South Africa's coastline

communities falling through the net. Notwithstanding the provisions made for restitution of property in the Constitution and the Land Restitution Act, which does not restrict property to that of land, coastal communities living in, or adjacent to, MPAs have not benefitted from the restitution processes, nor from the new fisheries policies with respect to getting access to marine resources. Neither have they been successful in securing recognition of their pre-existing customary rights through either the land or the fisheries legislation. Instead, irrespective of the content of the Settlement Agreements signed in terms of their land claims, a top-down, state-centric approach to MPAs has led to the gazettement of no-take MPAs without consultation with the local communities. Restrictive zonation within several MPAs has further marginalized many fishing communities, in some instances cutting off their access to the marine resources upon which they depended for basic food security. This has impacted the basis of their culture and their livelihoods.

Relevant principles

Although the new Policy on Small-scale Fisheries gazetted in 2012 contains a number of principles of relevance to the recognition of small-scale fishers' rights, these have

not been implemented to date. Very few land claimant communities and small-scale fishing communities have been successful in securing full and effective participation in the governance of their protected areas and the associated natural resources in these areas. All MPAs are state-governed.

Small-scale fishing communities across the South African coastline have begun advocating for the recognition of their human rights.

The Policy on Small-scale Fisheries recognizes customary rights in so far as they are consistent with the Bill of Rights in the Constitution. However, despite this, neither the department responsible for fisheries nor the Department of Environmental Affairs has taken any steps to recognize communities' customary rights within MPAs.

The ICSF research conducted with the conservation authorities in South Africa provides evidence that these authorities have got policy in place that commits them to consulting stakeholders, to securing their participation in planning and management of protected areas, and commits to promoting equity and benefit sharing.

However, it would appear that these conservation authorities have taken few steps to ensure that within the larger community of stakeholders, the small-scale fishing communities' specific voices and needs are heard. The conservation authorities, in compliance with the legislation, must establish a Stakeholder Advisory Forum to enable stakeholders living or using the protected area to participate in its management.

Small-scale fishers must compete with a wide range of other resource users in these forums, ensuring that their voices are heard over those of the more powerful industrial fisheries and recreational fisheries lobby groups, mining and energy groups, powerful landowners, kite surfers, and sailing

boat owners, amongst others. There is little recognition of the need to recognize their preferential rights to marine resources in this context in accordance with the guidelines inherent in the FAO Code of Conduct for Responsible Fisheries or the recently adopted FAO Guidelines on Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Alleviation (SSF Guidelines). An added concern is that where there are Stakeholder Advisory Forums in place in MPAs, these tend to be conceptualized and treated as advisory forums only.

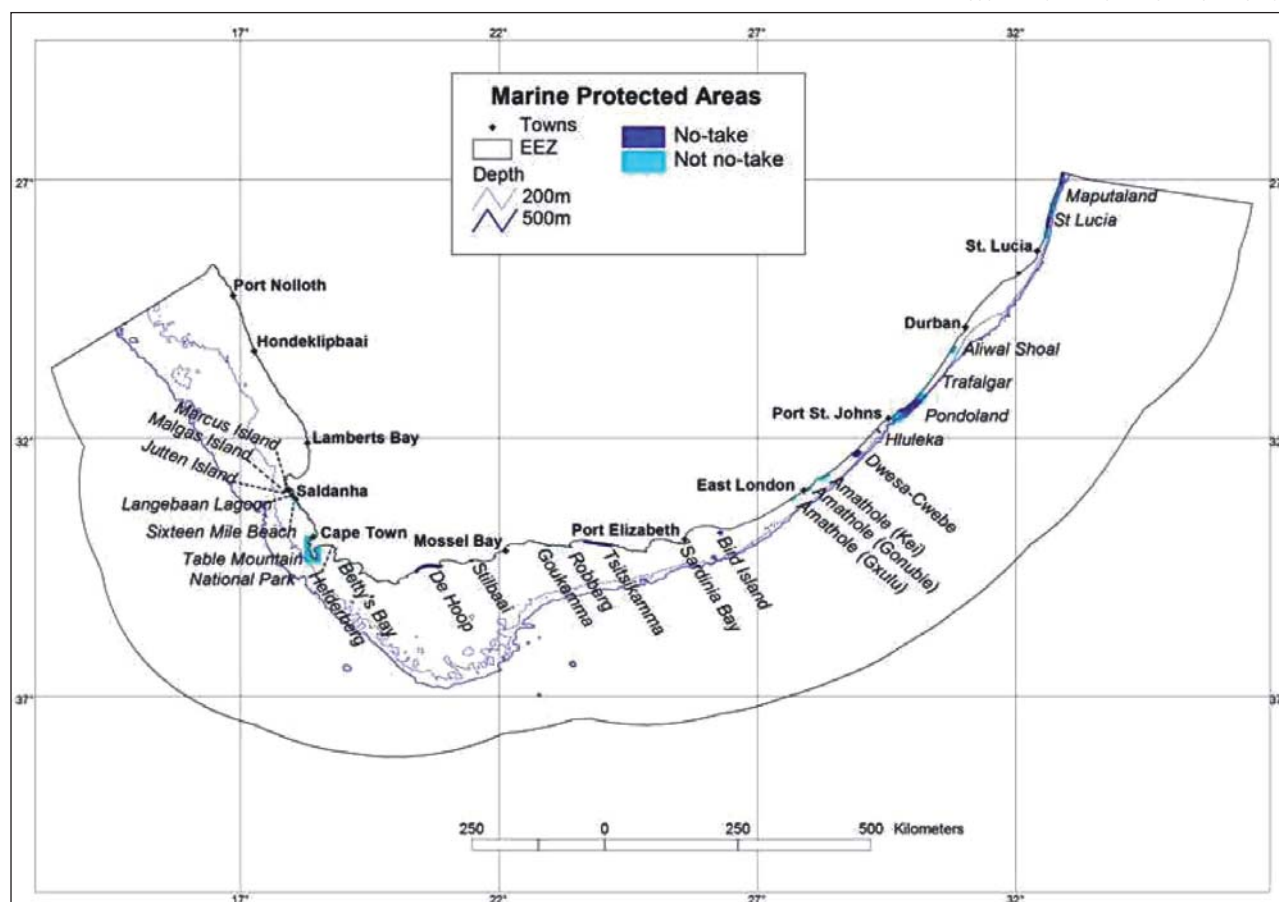
With the exception of two of the authorities who have tried to put fisheries co-management committees in place, there is little or no shared decisionmaking and co-management of resources. For those resource users who are, in fact, the owners of the coastal land and who have pre-existing customary rights to these resources, this is particularly undermining.

In addition, although some conservation authorities have embarked on strategies to promote ecotourism and benefit-sharing schemes, the benefits enjoyed by the local communities do not compensate fishing communities for their loss of access to marine resources, nor do they address the perceived loss of sense of place and culture that many communities have experienced.

Small-scale fishing communities across the South African coastline have begun advocating for the recognition of their human rights. Two of these small-scale fishing communities have launched legal action in the High Court demanding that their right to consultation and to the recognition of their customary rights must be recognized in the planning and governance of their MPAs (*Gongqose and others vs the Minister of Fisheries and others*; and *Coastal Links Langebaan vs the Minister of Environmental Affairs and others*).

Guidelines

In addition to the Constitution of South Africa, they have



South Africa has embarked on a national policy of expanding its MPAs. In total, approximately 9.26 per cent of the coastline is completely no-take

cited the Voluntary Guidelines on Tenure and the recently adopted FAO SSF Guidelines in their legal defence and in their plea that their rights are respected. These cases will be observed closely by the thousands of fishers living in, or adjacent to, other MPAs in South Africa in the hope that this legal action will secure the recognition of their rights.

For more



www.icsf.net/en/monographs/article/EN/140-marine-protected.html?limitstart=0

Marine Protected Areas and Small-scale Fisheries in South Africa: Promoting Governance, Participation, Equity and Benefit Sharing

www.icsf.net/en/samudra/detail/EN/3742.html?detpag=mapart

Living off the Land: Fishing Rights, SAMUDRA Report No. 62, July 2012

A Future Commitment

Costa Rica is working towards a national policy for implementing the SSF Guidelines recently adopted by the Food and Agriculture Organization of the United Nations

14

The Preface to the FAO Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) notes: “Small-scale and artisanal fisheries, encompassing all activities along the value chain—pre-harvest, harvest and post-harvest—undertaken by men and women, play an important role in food security and nutrition, poverty eradication, equitable development and sustainable resource utilization. Small-scale fisheries provide nutritious food for local, national and international

its fishery resources with a long-term perspective, and with respect for the human rights and aspirations of the thousands of families that depend on the sea for their well-being. This is all very well in theory, but it is difficult to achieve in the context of fisheries conflicts, the interests and bad reputation of public institutions that have served political and economically powerful interests in the past, and which was the situation that I found when I sat down for the first time in the chair of the Chief Executive of our fisheries authority.

This year INCOPESCA will celebrate 20 years of existence. There has been little interest shown by previous administrations for serving the most vulnerable, poorest and most needy sectors. From now on, it is fundamental that, at this historic juncture, public policy promotes the development of decent living conditions and the human well-being of the coastal and seafaring communities.

When I arrived in INCOPESCA, an important international tool of enormous value, promoted by the FAO, was at my disposal; a tool which could lend a hand with developing a vision for supporting and working with the small-scale fisheries sector in Costa Rica.

International support

The SSF Guidelines is an instrument that is close to the small-scale fishers. They have been party to its development and, thanks to the support of international, regional and national organizations, they have engaged in a participative process of discussing the issues that are of most concern to the sector. Just one month after 8 May (the date that the

The SSF Guidelines is an instrument that is close to the small-scale fishers.

markets and generate income to support local and national economies.”

I have learned about fishing communities from the inside. My pastoral work as a Catholic priest was undertaken in the heart of artisanal fishing communities along the Pacific coast of my country.

When the President of the Republic of Costa Rica asked me to work for the government and to take up the leadership post of Chief Executive of the national institute that administers fisheries in my country (INCOPESCA), I reflected on that experience and about the opportunity to bring some justice and equity to the fisheries of this small Central American country.

A country like Costa Rica, with two coasts and more than 500,000 sq km of sea, should be able to administer

This article is by **Gustavo Meneses Castro** (padretavo@gmail.com), Chief Executive, National Institute for Fisheries and Aquaculture, Government of Costa Rica, translated by **Brian O’ Riordan**

new government was installed), I participated with other governments from around the world that are FAO members in approving these SSF Guidelines.

My experience tells me that this instrument meets four important requirements that give it enormous value for the management of just and equitable fisheries in Latin America,

The SSF Guidelines were produced through a process of construction rather than from a desk. In the case of Central America, four national workshops were undertaken (in Nicaragua, Honduras, Costa Rica and El Salvador) and a regional workshop where all the countries from the isthmus participated. In these workshops, the instrument was discussed and thanks to these workshops, the SSF Guidelines include the vision and particular needs of this sector in this part of the world.

Specific recognition has been accorded to an impoverished sector that has been overlooked and where poverty is concentrated. The SSF Guidelines recognize the need to address the historic debt that we owe this sector. In the case of Costa Rica, it is clear that there is a concentration of poverty in the coastal areas, to a large

extent caused by the lack of zoning and management policies but also due to overlaps of institutional competences that generate disorder and chaos.

The SSF Guidelines incorporate a vision of the future in which women and youth are included, where they obtain improved quality of life and well-being. In Central America, it must be recognized that small-scale fisheries generate a value chain that gives rise to pre- and post-harvest activities in which women and men of all ages participate. In many of our coastal zones, fisheries provide the only source of available work for this important section of the population.

Implementation is urgently needed to ensure a more sustainable productive activity. During the development process a strategy for the implementation of the SSF Guidelines was discussed, so as to put good intentions into practice. In the case of Costa Rica, an analysis was undertaken that has allowed us to define some catalysing factors for sustainable small-scale fisheries and which provide more than just economic well-being by providing human beings with an identity, a culture, food security and options for decent work and well-being.

INCOPECSA



One of four national workshops undertaken in Nicaragua, Honduras, Costa Rica and El Salvador. At these workshops, a strategy for the implementation of the SSF Guidelines was discussed

Statement from OSPESCA on the Approval of the SSF Guidelines

Ladies and Gentlemen,

Costa Rica, a member of the Organization for the Fisheries and Aquaculture Sector of the Central American Isthmus (OSPESCA), provided the venue for the consultation on the Small-scale Fisheries Guidelines, which FAO promoted, with countries from Central and South America and the Caribbean, so we are faithful believers in the social and economic benefits of small-scale fisheries. Given this and the fact that fisheries in Central America are basically small-scale, we have an interest in affording it special attention.

And our national-level fishermen's organizations and the Central American Confederation of Artisanal Fishermen have been highly active in the various steps to generate the SSF Guidelines.

Another positive step taken by Central America is to arrive at this moment with a unique inter-sectoral position, which is to say that both the civil society representatives of artisanal fisheries and the governments support the content and hope that this meeting of the Committee on Fisheries will approve the SSF Guidelines, overcoming those few issues that need to be resolved.

This being so, the fisheries authorities have the desire, at the Central American level, to consider the governance framework of the SSF Guidelines as providing a binding agreement, which, it is hoped, could become concretized in the current year. Thus the SSF Guidelines will become binding in OSPESCA countries.

We understand the importance for fishermen and States to have guidelines that provide us with a framework for the sustainable management of small-scale fisheries, and let me urge all the delegations to make every effort to overcome our differences so that on this day the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication will be approved.

—This Statement was made by Gustavo Meneses Castro, Executive President of the Costa Rican Institute for Fisheries and Aquaculture, at COFI 31 on 10 June 2014

Whilst I am providing leadership in the fisheries sector, Costa Rica will take up the challenge of elaborating a national policy for the implementation of the SSF Guidelines. At a minimum, this process must include the following characteristics:

1. An approach that goes beyond INCOPESCA and which requires a joint institutionality established at the level of the highest political authority. We have initiated a process from INCOPESCA in which the office of the President of the Republic has accompanied us, towards positioning fisheries as an important sector that contributes to the national economy. We are now working closely with such important ministries as Human Development and Social Well-being, Public Works and Transport, and Health and Agriculture, to name a few.
2. A national dialogue that includes all the actors and sectors interested in achieving the sustainability of our seas, should be organized. We have initiated a management-oriented process that touches on the most human elements of the fisheries sectors in seeking positions of consensus, values and principles to achieve a management that benefits the country and which allows it to be applied in the future with environmental responsibility and social well-being.
3. Support from the government that, recognizing the relevance of the small-scale sector, is disposed to promote a policy of public aid to strengthen the organization and capabilities of the small-scale sector. I have committed myself to ensuring that the SSF Guidelines are included as part of the National Development Plan for 2015 – 2018.

4. A commitment of coastal communities to the environment and to social resilience to ensure development of the coasts and seas that is locally based and harmonious. Without the commitment of civil society, the State could not succeed in moving forward on many of the issues that secure the perspective of well-being in the fishing communities.

This government has established three very clear lines of work, which are absolutely and completely consistent with the philosophy of the SSF Guidelines:

- Fight corruption and strengthen transparency and efficiency of the State.
- Boost economic growth of the country and generate more and better jobs.
- Reduce inequality and eliminate extreme poverty.

I have instructed INCOPECA to ensure that the SSF Guidelines provide one of the main policy planks of this government in the realm of fisheries. This message has been heard and supported by the office of the President of the Republic. What is proposed demands a major effort, because it must form part of the management of fishery activity in our seas.

We hope that the National Development Plan, which is already in place, will, at the start of 2015, send a clear message about the priority that INCOPECA and this Administration will give to recognizing the contribution and productive value of the sector in contrast to the omissions of the past and as regards the future challenges it faces.

Four years is not long to achieve necessary change. It is urgent, knowing as we do that the future will bring major changes in climate, temperatures and sea levels that will directly affect coastal populations. From this perspective, the implementation of the SSF Guidelines provides an important way to address the need to adapt to climate change and for maintaining sources of food security which the sea and its culture provide.



Source : http://www.lib.utexas.edu/maps/americas/costa_pol87.jpg

We hope that the example of Costa Rica motivates other countries in our region to take up the challenge of implementing the SSF Guidelines in a responsible manner, given their importance.

For more

www.incopasca.go.cr

Costa Rican Institute for Fisheries and Aquaculture, INCOPECA

www.fao.org/fishery/facp/CRI/es

Fisheries Country Profile—Costa Rica

An Important Platform

The Sustainable Ocean Initiative of the Convention on Biological Diversity will help improve the health and resilience of oceans in the longer term

The Sustainable Ocean Initiative (SOI) was born at the margins of the 10th meeting of the Conference of the Parties (COP 10) to the Convention on Biological Diversity (CBD) in 2010. The initiative aims to build partnerships to enhance capacity to achieve the Aichi Biodiversity Targets on marine and coastal biodiversity.

The SOI Global Partnership meeting took place during 3-4 October 2014 in Seoul, Republic of Korea. It was organized by the Korea Maritime Institute and the CBD Secretariat, and hosted and sponsored by the Ministry of Ocean and Fisheries of the Republic of Korea.

SOI, which is co-ordinated by the CBD Secretariat, aims to address this need by providing a holistic and strategic framework through which to address capacity-development needs of countries to improve the conservation and sustainable use of marine and coastal biodiversity. It builds on existing efforts, resources and experiences, in an integrated and holistic manner, by enhancing partnerships, building on lessons learned and knowledge gained, and facilitating improved co-ordination among sectors and stakeholder groups and across multiple scales in order to meet regional and national priorities for capacity building.

The core strength of SOI is its wide range of partners. SOI partners comprise various global, regional or national institutions/programmes/initiatives who share the vision of SOI and contribute in different ways to its mission. The SOI Global Partnership Meeting brought together a range of experts to share perspectives on major capacity needs in different regions and to develop an action plan for SOI to address these needs through targeted capacity-development activities.

Marine biodiversity

The meeting gathered experts from different regions to discuss key challenges and barriers related to sustainable management of marine biodiversity, major capacity needs in various regions (for example, access to data, technical expertise in using data to inform management, guidance on tools and approaches to improve management), ongoing capacity-development efforts at different scales and opportunities to address capacity-development needs by building on

SOI partners comprise various global, regional or national institutions/programmes/initiatives who share the vision of SOI and contribute in different ways to its mission.

Along with the SOI High-Level Meeting, held on 16 October in Pyeongchang, Republic of Korea, as a parallel session of the High-Level Segment of the 12th meeting of COP 12, these were important steps in the evolution of SOI, outlining an action plan to achieve the vision of SOI and building political support to address major capacity gaps to achieve the Aichi Targets.

The Aichi Targets, adopted by the CBD COP in 2010, lay out an ambitious agenda to reverse global biodiversity loss, including for marine and coastal biodiversity. In order to achieve these targets, there is an urgent need to enhance the capacity of countries to improve on-the-ground implementation.

*This article has been prepared by the **CBD Secretariat** and **Marjo Vierros Vierros** (vierros@unu.edu) of the UN University*

existing efforts and resources through partnerships, exchange and dialogue.

The meeting began with a series of stage-setting presentations and general discussions focused on outlining experiences and opportunities in different regions. Participants discussed the need to understand and appreciate the broad range of ecosystem services derived from marine biodiversity, and the importance of these services in demonstrating the value of biodiversity to people. The importance of cultural and traditional ecosystem services was also highlighted, along with the need to include indigenous peoples and local communities.

Participants then focused on the key elements of an action plan for implementing SOI from 2015 to 2020. The discussions focused on key thematic areas, including enhancing co-ordination and synergies at the global level, region-based capacity-building approaches, facilitating regional and national implementation and information sharing and learning exchange. Within these focal areas, the participants discussed practical ways to focus SOI activities and means to build upon existing resources and capacity-development efforts to increase on-the-ground impact.

The discussions on the action plan highlighted the need to collaborate with existing initiatives and tap into existing networks. Creating synergies globally and regionally was seen to be important in order to build on achievements and avoid duplication of effort. The need to strengthen and interlink regional efforts and support local implementation was also highlighted.

Information sharing, including through online platforms, was seen as an essential component of the process to improve exchange and monitor progress. Longer-term sustainability of SOI capacity-building efforts was also discussed, and ideas to maintain sustainability included incorporating SOI efforts into the work of regional learning centres as well as universities and higher learning programmes.

Through these discussions, the workshop participants finalized the

SOI Action Plan 2015-2020, which will serve as a strategic roadmap for SOI activities until 2020. The plan outlines activities within the following key elements:

- SOI Global Partnership Meetings
- SOI Regional Workshops and Learning Exchange Programme
- Facilitating On-the-Ground Implementation through SOI National Training and Exchange
- Engaging SOI Local Leaders—Local Leaders Forum
- Web-based Information Sharing and Co-ordination
- SOI Training of Trainers

The SOI High-Level Meeting provided an important forum for more than 100 political leaders and high-level representatives from international and regional organizations, academia, scientific institutions and other civil society groups to discuss progress made, and challenges faced, in efforts to achieve the Aichi Targets and how to utilize SOI as a platform to enhance implementation opportunities and resources and create synergies to contribute to the conservation and sustainable use of marine biodiversity. In particular, the meeting focused on engaging political commitment and scientific and technical co-operation to accelerate current efforts by countries toward achieving the targets.

KOREA MARITIME INSTITUTE



Naoko Ishii (CEO and Chairperson, GEF), Jihyun Lee (Environmental Affairs Officer, CBD Secretariat), Braulio Dias (Executive Secretary, CBD) and Ju-Young Lee (Minister of Ocean and Fisheries, Republic of Korea) at the SOI High-Level Meeting

Aichi Biodiversity Targets Related to Marine and Coastal Biodiversity

All of the Aichi Biodiversity Targets are related to marine and coastal biodiversity in some way; however, the following targets are especially relevant to the work of the SOI:

Target 6: By 2020, all fish and invertebrate stocks and aquatic plants are managed and harvested sustainably, legally and applying ecosystem-based approaches, so that overfishing is avoided, recovery plans and measures are in place for all depleted species, fisheries have no significant adverse impacts on threatened species and vulnerable ecosystems, and the impacts of fisheries on stocks, species and ecosystems are within safe ecological limits.

Target 10: By 2015, the multiple anthropogenic pressures on coral reefs, and other vulnerable ecosystems impacted by climate change or ocean acidification are minimized, so as to maintain their integrity and functioning.

Target 11: By 2020, at least 17 per cent of terrestrial and inland water areas, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.

The meeting was chaired by the Minister of Ocean and Fisheries of the Republic of Korea and featured statements from a number of global leaders.

The meeting also featured a ministerial roundtable with ministers and vice ministers from Brazil, Cambodia, Colombia, Costa Rica, the European Commission, Germany and South Africa. The SOI Action Plan 2015-2020 was also presented during the meeting and political commitments were engaged by the high-level participants, including financial and in-kind contributions by some countries for the implementation of the Action Plan.

Through the statements and discussions, participants identified major challenges facing the achievement of the Aichi Targets, including the vulnerability of coastal populations, limited resources available in many countries and communities, poverty, lack of human and financial capacity, limited co-ordination and inter-agency co-operation and the ecological fragility of islands and coastal areas.

They recognized the critical need for SOI and its key role in enhancing capacity, and also welcomed the SOI Action Plan 2015-2020 as an

important means to support global, regional and national efforts to achieve the Aichi Targets. The participants emphasized that, through its diverse range of collaborators, SOI is timely and well positioned to deliver a range of capacity-building opportunities in an integrated and holistic manner to meet identified regional and national priorities. They emphasized that SOI has a unique role in helping countries achieve the Aichi Targets.

SOI has come a long way since its inception in 2010, and has already delivered successful capacity-building opportunities. Through the support of existing and new partners, SOI can become an important platform for providing integrated and holistic training and capacity building towards achievement of the Aichi Targets and for improving the health and resilience of oceans in the longer term.

For more

www.cbd.int/doc/meetings/mar/soiom-2014-02/official/soiom-2014-02-actionplan-en.pdf

SOI Action Plan 2015-2020

Assert Rights, Restore Dignity!

The 6th General Assembly of the World Forum of Fisher Peoples (WFFP), held at Cape Town, South Africa, on 1 September 2014, reached consensus on the rights of fisher people

On 1 September 2014, the city of Cape Town, South Africa, played host to the 6th General Assembly of the World Forum of Fisher Peoples (WFFP). Despite visa issues and Ebola quarantines, WFFP delegates from over 30 countries and each corner of the globe settled in for the week-long conference that is held every three years alongside politicians, researchers and the media.

The excitement amongst the delegates was palatable following the recent adoption of the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) by the Food and Agriculture Organization of the United Nations (FAO), making the 6th General Assembly an important platform for the WFFP and its future direction.

The Cape Town assembly was hosted by Masifundise Development Trust and Coastal Links. The tireless work of the South African members of WFFP meant that not only did the attendees arrive safely at the assembly, but they were also ensured that all needs and comforts were accommodated throughout the week. The local hospitality was on display from the very beginning of the conference.

Following a rousing rendition of the South African national anthem, 'Nkosi Sikelel' iAfrika', the delegates listened to what became the assembly's energizer and literal call to fight for the human rights of all small-scale fishers across the world, the Coastal Link's struggle song. Written and performed by Coastal Links members, the song 'Sondela' cries out for the dignity of the small-

scale fishers to be restored through the reclaiming of their territories and human rights to access fishing grounds in order to make a living. No better summation of the crux of the issues facing small-scale fishers could have been given.

With the conference room packed with 100 small-scale fisher representatives ready to discuss the future of the struggle, the keynote speech was delivered by University of Rhode Island associate professor, Seth Macinko. He succinctly summarized

...WFFP delegates from over 30 countries and each corner of the globe settled in for the week-long conference...

how those who are trying to deny small-scale fishers their human rights are operating, and how their fundamental approach builds on privatization schemes.

With warnings of how powerful entities such as the World Bank adopt the human-rights language of the WFFP in order to push their own agendas, Macinko immediately grabbed the attention of the room.

Language hijacked

He praised the fight of the fishers but warned that whilst their voices have now been heard in the board rooms of philanthropic foundations and within the UN, their struggle has to take a new form—a form whereby fisher organizations have to hold to their literal word those who try and hijack their language. This message was met with silent determination.

*This report has been written by **Ross Watson** (r.watson-08@alumni.lboro.ac.uk), Intern at Masifundise Development Trust, and **Naseegh Jaffer** (naseegh@masifundise.org.za), Secretary General, WFFP*

NOSIPHO SINGISWA



Cape Town, South Africa, played host to the 6th General Assembly of the World Forum of Fisher Peoples (WFFP), hosted by the Masifundise Development Trust and Coastal Links

Whilst the general assemblies of the WFFP are about taking the fight of fishers forward, the sixth General Assembly took a small amount of time out to look back and honour one of its fallen comrades, Thomas Kocherry. One of the pioneers of the WFFP, Thomas was a priest and hardened activist from Kerala, India, and sadly passed away on 2 May 2014. In his inauguration speech as elected president of the National Fishworkers Forum (NFF) of India in 1987, Thomas challenged the capitalist system and underlined that “all these multinational companies and greedy profiteers should be kept out... if you want a brighter future”. Thomas brought this fight against neoliberalism to the fore until his last days. In his honour, a large candle was lit at the head of the congregation at the Cape Town assembly and stories and words of condolences were offered by those who knew Tom and his struggles for fishers’ rights.

The assembly also recognized the critical contribution that Chandrika Sharma of the International Collective in Support of Fishworkers (ICSF) played in the struggle for the rights and dignity of fisherfolk the world over. Chandrika was on the Malaysian Airlines flight MH370 that went missing in March. The assembly paid silent tribute to her momentous efforts and hailed her as an

international heroine of the small-scale fisher folk.

An important exercise present at all of the previous WFFP general assemblies was the reporting back of the activities of the WFFPs Co-ordinating Committee in the global context. Whilst the importance of the feedback on the various meetings on food sovereignty, resource management and conservation is something that can never be overlooked, there was perhaps no bigger topic than the recent approval of the SSF Guidelines by the FAO Committee on Fisheries (COFI) in Rome.

As the conference moved on, one of the key topics to be discussed was the privatization of land and fisheries, and dispossession of fisher peoples, threats which were recognized by fishers the world over. This was highlighted time and again as each of the WFFP members took to the floor to outline the issues that they faced, and whilst each individual context was unique, the privatization of the oceans and the loss of access rights due to law and policy shifts was an issue that no one could ignore.

This discussion came to a head when Mads Barbesgaard, chairperson of Afrika Kontakt, was called to the fore to present the issue of ocean grabbing. Following a collaborative effort from the TNI Agrarian Justice Programme, Masifundise Development Trust, Afrika Kontakt and the WFFP, *The Global Ocean Grab: A Primer* is a document dedicated to outlining what ocean grabbing is and what effects it has on small-scale fishers worldwide. The report contained stories from WFFP members, many of whom sat in the assembly, about how their livelihoods had been affected by ocean-grabbing processes. It became clear that it is a question of life or death for fishing families around the world.

Ocean grabbing

The issue of ocean grabbing was echoed the following day by the fifth General Secretary of the WFFP, Mohammad Ali Shah. His lively speech culminated in a message to all

WFFP members, that now, more than ever, the movement needs solidarity and unity in order to achieve its desired goals and to find success in its fight for fishers' rights around the world.

Throughout the week's proceedings of the assembly, the reinforcement of global unity amongst fishers was made, and the cumulative knowledge and differing perspectives of the fishers present were put to use in order to reach consensus plans of action for the WFFP's future endeavours. The topics that were discussed ranged from how best to utilize the SSF Guidelines to how the WFFP's communication network could be enhanced. The results of these workshops were then reported back to the assembly, with the intention that the wisdom of the WFFP crowd will be implemented into the future actions of the movement.

To report on the SSF Guidelines, Nicole Franz of the FAO Fisheries and Aquaculture Department, addressed the WFFP members. Nicole opened her address by extolling the virtues of the guidelines in their ability to help fishers and communities participate and contribute in decision-making processes, a statement that was warmly welcomed by the fishers present.

The speech continued by outlining the FAO's commitment to the implementation of the guidelines, which included the lobbying and advocacy of the guidelines in favour of the inclusion of the small-scale fishers, as well as promoting collaboration with other international instruments such as the Tenure guidelines and the Right to Food Guidelines. The main component of Nicole's speech was the outlining of the Global Assistance Programme (GAP), a proposal made to COFI which would be based on raising awareness, strengthening the science-policy interface, empowering stakeholders and, finally, the collaboration and management component.

On the last day, the national Minister of Fisheries, in his official closing address, proudly announced that the South African government

supports the SSF Guidelines approved by COFI and it will implement them. This drew ecstatic applause from the assembly.

During the closing session, the General Assembly tabled a set of decisions, which came out of the many discussions. The two central themes of the decisions agreed to were the use of the SSF Guidelines in pursuance of human and access rights of fisher people, and the fight against ocean grabbing. The list of decisions taken was comprehensive and included commitments to:

- strengthen the co-operation between WFFP and FAO by involving civil society organizations (CSOs) such as WFFP, WFF, ICSF and IPC in the use of the SSF Guidelines;
- use the guidelines as a knowledge-empowerment and mobilization tool as well as co-ordinating a WFFP campaign directed at governments on World Fisheries Day; and

The main component of Nicole's speech was the outlining of the Global Assistance Programme (GAP)...

- build capacity and knowledge empowerment of WFFP at all levels, in order to understand the political processes and causes of ocean grabbing, and to fight back against this severe threat to fishing communities and our common nature.

The Cape Town assembly also took other decisions around actions at the national and continental levels, which included the forming of cross-sector alliances, campaigning, the strengthening of focus on indigenous peoples, and information and capacity building.

Consensus election

In the WFFP General Assembly tradition, the closing of the proceedings was highlighted by the consensus election of the new Co-ordinating Committee of WFFP:

NOSIPHO SINGISWA



The Cape Town assembly also took other decisions around actions at the national and continental levels, which included the forming of cross-sector alliances

- Co-co-ordinators: Nadine Orchid (the Caribbean) and Mohammad Ali Shah (Pakistan)
- Secretary General: Naseegh Jaffer (South Africa)
- Treasurer: Maria del Mar Pombal Junc (Spain)
- Special Invitees:
 - Jorge Varela Marques (Honduras) and Herman Kumara (Sri Lanka)
 - Africa: Sid'Ahmed Abeid (Mauritania) and Christiana Louwa, (Kenya)
 - America: Moises Osoyto (Honduras) and Sherry Pictou (Canada)
 - Asia: Sylvia Malari (Philippines) and Manickam Ilango (India)
 - Europe: Natalia Laino Lojo (Spain) and Jean Claude Yoyotte (Guadalupe)

The 6th General Assembly of WFFP was not solely characterized by the decision taken to combat the removal of small-scale fishers' access rights, but by how a large and diverse group of people could come together to work for a common goal by arriving at consensus decisions that would enhance the well-being of the planet and the world's fishers whilst experiencing and embracing the uniqueness of South African culture.

It is now the responsibility of the new Co-ordinating Committee to pursue and implement the decisions of the 6th General Assembly in the forthcoming three-year period. Masifundise will play a supportive role to the Co-ordinating Committee as the new international secretariat.



For more



worldfishers.org

World Forum of Fisher Peoples

worldfishers.org/general-assemblies/

Keynote Presentations

Fishy Aid

In the murky world of fisheries aid it is imperative to improve democratic accountability and overcome the fallacy of 'partnerships'

Lack of transparency and efficiency of development aid have become a cause for concern among small-scale fishers in West Africa and in other parts of the world. How much is being spent in countries, by whom, for what purposes, and what has been the impact on small-scale fisheries? This interest in aid is being influenced by regular announcements of new large-scale aid projects, often with small-scale fisheries as one of the beneficiaries.

For example, the World Bank recently launched the Global Partnership for Oceans (GPO). The initial press releases suggested the GPO, through government and private-sector contributions, aimed to amass US\$1.5 bn over five years to help finance fisheries and marine projects. It is one of many examples where, in times of public austerity, public aid is being supplemented by and 'blended' with private investments.

Aid clearly matters in shaping fisheries management and reform. Many donors claim that their aid projects successfully advance the interests of small-scale fisheries, food security and sustainable fisheries. Yet, the small amount of independent research on fisheries aid contradicts these optimistic self-appraisals. The World Bank—the largest donor for fisheries in Africa—published a study in 2010 that describes the legacy of aid to the fisheries sector in Africa as dismal, an important study that promoted the World Bank's wealth-based approach as an alternative.

Other studies have highlighted that the governments of distant-water fishing nations, including Japan, Spain, China and Russia, as well as the European Union (EU) all have used aid

strategically for the interest of their firms, including making aid payments conditional on fisheries access. Funding for governance reforms to support small-scale fisheries, such as community-based co-management, has had widely varying outcomes, and has not always worked in the best interests of fishers themselves. Added to this is the concern that aid itself can have a corrupting influence on government and civil-society behavior, cushioning underperforming departments from outside criticism and fostering what is often referred to as the 'per diem culture'—an important obstacle to grass-roots

Aid clearly matters in shaping fisheries management and reform.

movements and civic participation in aid-dependent countries.

The focus of this article is less on what the impact of aid is—which, of course, is not simply bad, as some may hold—but, rather, on how it is done. This is one of the primary complaints heard by some small-scale fisheries organizations—that they are not being adequately informed or consulted about fisheries projects in their countries, including the ones that are supposed to be benefiting them.

Improving accountability

While there are vital debates on the purpose and ideological framing of aid, improving accountability in aid also needs to be seen as part of international efforts to support

*This article has been written by
Andre Standing (andre.standing@transparentsea.co) of Transparent Sea*

sustainable and equitable fisheries reforms.

The Coalition for Fair Fisheries Arrangements (CFFA), a non-governmental organization (NGO), has recently published an aid database for fisheries in Africa, predominantly based on information on Official Development Assistance (ODA) published by the Organization for Economic Co-operation and Development (OECD), and supplemented with other sources.

It contains over 3,300 projects in Sub-Saharan Africa over nearly five decades from the 1970s up to 2012. The total declared budgets of these projects is US\$6,017,051,504, which represents the value of projects when started. To understand the relative worth of aid over time, the OECD has developed an equation referred to as the “DAC deflator”. Using this and choosing the dollar value for 2011 as the constant, the total value of aid projects in the database is US\$9,880,342,634.

This database is intended to give an insight into the various projects and spending in countries and regions. But it is not a reliable source

projects in Africa have been part of multi-sector projects, classified in the OECD database as funding for agriculture or the environment. Where possible, CFFA has extracted amounts for fisheries from these bigger projects, but this is only possible for some.

There are many other challenges to researching aid flows. Although the CFFA database gives a useful indicative insight, much more needs to be done to get a more complete picture. This would then allow further analysis, including on how much is going to different sectors and purposes.

Although it has not been prominent in fisheries debates, improving democratic accountability has become central to international efforts to reform aid since the late 1990s, and reflected more recently in the 2005 Paris Declaration on Aid Effectiveness, the Accra Agenda for Action in 2008, and the Busan Partnership for Effective Development Cooperation in 2011. There has been a tremendous growth in critical reflection and monitoring of donor performance. This has yielded some improvements, but has also highlighted the discrepancy between rhetoric and reality.

There has also been a deepening of discussions on what accountability means and how it can be achieved. The Paris Declaration, for instance, identified the importance of ‘national ownership’ of aid programmes, intended to ensure that governments of developing countries could choose what was important to fund, and to protect them from the practice of donors making aid conditional. Criticisms of national ownership led to the inclusion of civil society as important stakeholders in the Busan Partnership declaration, and a more common reference now to ‘democratic ownership’—the meaningful inclusion and empowerment of affected and vulnerable populations, not just government partners.

Democratic ownership

The concept of democratic ownership in fisheries aid is important to consider. Many development agencies in fisheries have a questionable

Although it has not been prominent in fisheries debates, improving democratic accountability has become central to international efforts to reform aid since the late 1990s.

of information on the total spending and activities of donors. Reporting by some donors is inconsistent. For example, the EU has, for some years (and only for some countries), reported payments for fisheries-access agreements as ODA.

There are also many important sources of aid to the fisheries sector, such as from China and Russia, that do not share information with the OECD or with anyone else. There is also very limited public information on private flows of aid through international NGOs (INGOs) and philanthropic donors, which would add considerably to the picture. Added to this is the fact that many of the largest fisheries

approach. There are important exceptions. Developing the guidelines for securing sustainable small-scale fisheries, led by the Food and Agriculture Organization of the United Nations (FAO), demonstrated a great deal of participation and serious efforts made to include the views of small-scale fisheries. But this is hardly the norm.

Japan, the largest bi-lateral donor for fisheries in Africa, reports its spending on fisheries aid projects to the OECD, but without any further information or documentation. Information on Chinese and Russian investments and payments to host countries is extremely limited. The Publish What You Fund 'Aid Transparency Index' ranks many of the most important donors in the fisheries sector, including Japan, Spain and Norway, quite poorly. Other studies have revealed quite dire levels of transparency among UN agencies.

Co-ordination between donors in fisheries is also weak. Some European donors have established an informal working group among their fisheries advisers, but this has yet to produce anything for public reading or input. There seems little that the main fisheries donors, including Japan, the African Development Bank Group, UN agencies and the World Bank, do to avoid duplication or to improve coherence among their projects. Moreover, few African governments have developed a national strategy for fisheries reform that could act as a guide and point for public debate for determining how development assistance is used and how to measure success.

The process through which many aid projects are conceived, what is decided as countries' priorities, and how projects should be designed is, therefore, murky. Donors and host governments are too often operating through ad hoc and largely internal processes, based on the preferences of those that hold senior positions or on the influence of favoured advisors. INGOs, in particular, are becoming a more contentious source of this influence. Those that are better



A fisherwoman at the Gabon fish market. A World Bank study describes the legacy of aid to the fisheries sector in Africa as dismal

resourced and more proficient at writing proposals or meeting with donors get to influence where aid goes. This influence has become more pronounced over the past decade, often to the detriment of grass-roots activism.

The problem of democratic ownership is possibly solved by the move towards a partnership model in aid initiatives. But this has also been subject to criticism. Partnerships tend to be arbitrary, with those establishing and funding them deciding on who joins, and who does not.

There are several examples in fisheries, including the EU's Fisheries Partnership Agreements and the African Partnership for Fisheries, the latter originally funded by the United Kingdom (UK) with the aim of creating an African voice on fisheries reform.

Potentially, the GPO is most significant now, an ambitious attempt to bring together divergent interests to direct aid to fisheries and marine conservation.

Vague declaration

But it has still been subject to the criticism that a small number of people have crafted its objectives, and smaller organizations wanting to join have to endorse its vague declaration, which makes reference to a contentious 'wealth-based approach' to reform fisheries governance. Small-

scale fishers were not proactively engaged in the process of developing the purpose of the GPO, and they are not represented in the initiative's steering committee, the Blue Ribbon Panel, which contains representatives of the oil industry, industrial fishing and fish-trading companies, marine scientists and global environmental groups.

...methodological limitations of evaluations, as well as time constraints, render evaluation reports rather limited sources of information...

Aid partnerships, therefore, often struggle to achieve equality in power. Less powerful groups can partner up in the hope of accessing funding; those that choose not to join risk, being branded trouble makers, are less likely to gain funding or invites to 'stakeholder meetings'. Thus aid partnerships can become mechanisms for co-option and exclusion as opposed to fostering democratic representation.

In 2008, FAO commissioned a study on the quality of evaluations on aid projects in the fisheries sector. This revealed serious shortfalls and argued that the poor quality of evaluations was an important reason why ineffective and potentially harmful aid practices are perpetuated.

For many aid projects, publicly available evaluations do not exist. Where donors do publish external evaluations, various factors work to undermine their usefulness. Evaluations, particularly at the mid-point, may be approached carefully, knowing that negative observations may generate political tensions and threaten the remainder of the project's implementation.

External evaluations are generally regarded as more reliable than internal ones, but they are also vulnerable to bias. Donors almost always choose who does the evaluation for their project, which is important given their interests in having a good one.

Moreover, consultants being employed by donors may want to please them with a positive evaluation, increasing the likelihood of repeat business. There are also risks of conflicts of interests, amplified in fisheries because the pool of available fisheries experts is relatively small. The same groups of people tend to straddle multiple roles as advisers to donors, evaluators of donor projects and also implementers or recipients of development aid through NGOs or consulting firms, or both. Beneficiaries are rarely properly consulted.

Some project evaluations are better than others. Evaluations also remain good entry points for a wider discussion on aid effectiveness. They, therefore, need to be actively shared and made as accessible as possible, including being published in local languages, which, typically, they are not.

Evaluations tend to be aimed at the donor, not the wider public. This, arguably, shows that the evaluations are designed to provide upwards accountability to the donors, rather than downwards accountability to the beneficiaries.

Further methodological limitations of evaluations, as well as time constraints, render evaluation reports rather limited sources of information for understanding the impact of aid. Indeed, in-depth evaluations that take a longer time frame are rare. Evaluating a project just after it is completed provides a narrow understanding of its impact, better understood several years after the project has ended.

Beyond commissioned evaluations, accountability in aid projects may be achieved in other ways. It may be hoped, for instance, that projects that fail or cause negative impacts will face criticism from NGOs or civil society, including fishers, journalists, academics and so forth.

Major shortfalls

Unfortunately, here again experience shows major shortfalls in the reality of donor practices, because for many agencies there are no obvious points of contact, or simply donors do not

respond to public comments. Few have policies that address this.

There are examples of where popular protest has occurred around aid projects and the activities of donors. Some have been successful, although there are few examples related to fisheries.

Yet, in undemocratic countries the oversight function of civil society is considerably muted. Research by Reality of Aid, an NGO, has documented that in many developing countries local critics of aid are silenced through various nefarious methods by governments, including imprisonment and harassment.

In a similar vein, a significant barrier to oversight of aid projects is the reality that the vast majority of people working on fisheries in Africa, including those with insights into aid projects, are themselves aid-dependent, and unlikely to rock the boat. Considerable effort is required for development agencies that are genuinely interested to obtain public feedback and assessments.

Billions of dollars in aid have been spent on fisheries in Africa, and it is possible that an increase in aid will be witnessed over the next few years, including through innovative methods of matching public and private funding. Reforms are needed to improve democratic accountability.

The following ideas could help inform discussions on such aid policy reform.

First, international efforts, such as the Intentional Aid Transparency Initiative and the Publish What You Fund campaign, have established standards on access to information. These are putting pressure on donors to conform with these standards which are broad and not sector-specific, so more needs to be done to ensure aid projects in fisheries are more transparent and accountable.

Emerging attempts to better co-ordinate donor efforts in the fisheries sector, such as is being attempted in Europe, could play a proactive role, by sharing information and putting pressure on others to do the same. Members of the GPO should also consider how they could

collectively raise standards among participating donors, as well as with NGOs and philanthropic/corporate funders. Access to information ought to be given serious attention when approving and reviewing any new projects that fall under the GPO initiative.

Second, donors face enormous challenges in demonstrating what the positive impacts of their fisheries projects are. Project evaluations offer a limited, but necessary, role.

FAO has advised donors to find ways of distancing themselves from deciding on who does external evaluations and to ensure that evaluators include not only fisheries experts, but also social and political scientists as well.

But beyond evaluations, there is a potential role here for support to independent research institutes, local journalists, and fishers' organizations to carry out more in-depth reviews, and to highlight what impact aid has had on democracy, on the livelihoods of small-scale fisheries and on the competitive world of industrial fisheries and fish trade. This could increase the chance of gaining a local audience, as well as testing real experiences of people in countries

...donors face enormous challenges in demonstrating what the positive impacts of their fisheries projects are.

in gaining access to information, including budgets and financial reports.

Third and finally, since the Accra Agenda in 2008, there have been efforts to better integrate civil society into the process of aid planning. Aid advisory groups have been established by some donors, which combine CSOs, government representatives and donors.

Working groups

These have working groups on different sectors, but none on fisheries. Extending the work of these

ANDRE STANDING



Women fishworkers from São Tomé and Príncipe. One of the primary complaints of some small-scale fisheries organizations is that they are not being adequately consulted

these be restricted to people engaged exclusively in the fisheries value chain? What about people involved in coastal tourism, conservation and so on? This is an important consideration for thinking more seriously about deepening democratic accountability; who is accountable and to whom?

Here we cannot resolve these questions, but the intention is to highlight the limitations of existing approaches to accountability in development aid and the need for giving this more attention among organizations working on the rights of small-scale fisheries. 3

groups to include fisheries or coastal environment is an option. However, research on aid advisory groups by Reality of Aid reveals that in many places, governments often decide which CSOs can participate. CSOs tend to be given very little time to prepare for meetings, and important decisions are taken outside of these groups by government representatives and donors.

An alternative approach is based on the civic assembly concept, where willing participants are selected by lot and paid a modest stipend for their work. They are supported by external experts, but in ways that ensure that such experts do not capture decision-making processes.

Such an approach could include a mechanism to ensure gender parity and to steer round the problem of domination by larger NGOs claiming to speak for all civil society.

Civic assemblies should act as a complementary body to support decisionmaking by elected authorities. Several organizations are helping establish civic assemblies around the world. Piloting this approach in fisheries remains an interesting proposition, relevant beyond aid planning and accountability.

Setting up alternative mechanisms for deliberative civic engagement in fisheries raises difficult questions—most importantly, identifying who are the valid ‘stakeholders’. Should

For more

cape-cffa.org/

TransparentSea Database on Aid to Africa's Fisheries

www.publishwhatyoufund.org/index/2014-ati/

Publish What You Fund Aid Transparency Index

www.realityofaid.org

Reality of Aid 2012 Annual Report

siteresources.worldbank.org/EXTARD/Resources/336681-1224775570533/PERC.pdf

African Fisheries Development Aid

No Clamming Up

The certification by the Marine Stewardship Council of the fishery for short-necked clams from the Ashtamudi estuary is a first for India

The Ashtamudi estuary is the second-largest estuarine system in the south Indian State of Kerala. It is a Ramsar site designated as a “wetland of importance”. The commercially exploited bivalve species from the estuary are represented by short-neck clam (*Paphia malabarica*), yellow clam (*Meritrix meritrix*), black clam (*Villorita cyprinoides*) and blood clam (*Anadara granosa*).

It is estimated that around 20,000 tonnes of clams are exploited regularly for commercial purposes of which short-neck clams contribute 12,000 to 15,000 tonnes. The meat of the clams fetches Rs 100 million (US\$ 1.6 mn) as foreign exchange for India. The landed value of the short-neck clam is Rs80-100 per kg (US\$1.3 - 1.6), while its export value is around US\$3.

Short-neck clams are harvested from an area of 60 – 80 ha in the Ashtamudi estuary by approximately 1,000 fishers—all male—while another 3,000 are involved in cleaning, processing and trading of the clams.

Before the MSC certification, there were six companies based in Kollam and Kochi that exported the clams, but this number is expected to increase post-certification. Before certification, the markets for the clams were Malaysia, Indonesia and Vietnam. Post-certification, exporters expect to see an expansion of the markets to Europe and Japan.

Fishers in the Ashtamudi estuary paddle dug-out canoes from nearby villages to the shellfish beds. Divers dislodge the clams from the seabed with their hands and feet; sometimes a team of two or three fishermen

will employ a hand-dredge from the canoe.

On a good day, a fisherman can gather as much as 200 kg over a period of four to five hours. There is no mechanized gear involved in collecting the clams.

The short-neck clam fishery contributes a share of 90 per cent of clam exports from India. The clams grow in size to 30 mm in one year and 42 mm in three years. The peak spawning period is during December to February.

In terms of weight and calorific value, the clams are best during the

Post-certification, exporters expect to see an expansion of the markets to Europe and Japan.

pre monsoon months, between March and November.

During the late 1980s and early 1990s there was an unexpected depletion in the clam resources, mainly due to overexploitation by indiscriminate fishing for the clam shells, which had a niche market.

Fishery band

A combined effort by the Central Marine Fisheries Research Institute (CMFRI), the district administration and clam pickers of the region put in place a management measure to regulate the fishery by using nets with mesh size of 30 mm and more and imposing a fishery ban from December to February, which is the peak breeding season of clams. Since then, for the past 20 years or so, the

*This article has been written by **Vinod Malayilethu** (vinodm@wwfindia.net), Senior Co-ordinator, Marine Conservation Programme, WWF-India*

stocks of short-necked clams have revived.

The introduction of a closed season and mesh-size restrictions for nets, along with the stipulation of a minimum size of clams for export and a prohibition on mechanized fishing methods led to immediate gains, and the Ashtamudi estuary clam fishery has sustained landings of around 10,000 tonnes a year for the past decade.

The MSC pre-assessment for the short-neck clam fishery began in 2011, and was facilitated by the World Wide Fund for Nature (WWF). The certification addresses issues related to the sustainability of the resource, the environmental impacts of the fishery, and the laws and regulations governing the fishery.

The pre-assessment results indicated a need to monitor the environmental impact of the fishery, periodical stock assessment for subscribing harvest-control rules and a governing council for managing the resources sustainably.

Any resource assessment study would strengthen the scope of the fishery to move towards full certification. The costs for the pre-certification and certification were borne by WWF-US and Sustainable Legacy Fund, an organization

District Collector as Chairman and the Deputy Director of Fisheries as Convenor, with 10 clam fishers as members. The council has 20 members who meet once in every quarter of the year. While reviewing the clam fishery, the council will also address issues faced by the clam fishers and take decision in their meetings, including those related to the implementation of the mesh-size regulation and the minimum size of the clams that can be harvested. The council is responsible for fixing a minimum price for the meat of the clams. It also issues identity cards for fishers, and restricts new entrants into the fishery.

In order to monitor the impact of the fishery on the ecosystem, CMFRI has included in its annual research programme a project on management and monitoring of possible effects of the Ashtamudi short-clam fishery on habitats and ecosystems.

The project will be undertaken by the Molluscan Fisheries Department (MFD) and the Fishery Environment Management Division (FEMD) of CMFRI. Regular monitoring of the clam resources and stock assessments would be carried out before and after the fishery season, taking into account the self-imposed fishing holiday during the spawning period from December to February.

The project is also expected to prescribe a total allowable catch (TAC) for the fishery. The statistics of stock assessment and the maximum sustainable yield (MSY) determined by CMFRI are also presented to the council on a yearly basis, and are used to control entry into the fishery.

MSC's scoring system puts the Ashtamudi short-clam fishery in the best-practice category on 29 of the 31 performance indicators, with scores of greater than 80 out of 100. The fishery has conditions for improvements to maintain certification on two performance indicators related to recording information on bycatch.

Insufficient data

The Risk-based Framework (RBF) was used to assess some performance indicators where there was insufficient data to allow the

The pre-assessment results indicated a need to monitor the environmental impact of the fishery...

dedicated to fisheries moving towards MSC certification.

The MSC assessment team considered the low-impact method of fishing in the Ashtamudi estuary and the extent of the seabed that is fished. Due to the fishing methods employed, clams in the deeper parts of the entrance to the estuary cannot be fished because the water is too deep or the tidal currents are too strong to allow diving or raking of clams.

The Ashtamudi Clam Governing council was constituted with the



Short-neck clams are harvested from an area of 60 – 80 ha in the Ashtamudi estuary of Kerala, India, by approximately 1,000 fishers. This is the first fishery in India to be accorded certification by the Marine Stewardship Council

conventional assessment process to be used. The RBF was developed by the MSC to improve access to fisheries that are data-limited, and is often used for small-scale artisanal fisheries in the developing world.

The Ashtamudi short-clam fishery underwent MSC's full assessment in September 2014 and was certified in November 2014 as the first MSC-certified fishery in India and the second in South and Southeast Asia.

Over the years, there has been an increase in demand for clams in the local market, and prices have ruled high. The MSC label is now expected to increase purchase by buyers from Europe and Japan.

The Ashtamudi Clam Governing Council will bear the cost for re-certification, which will be minimal compared to the price realized by fishers for the certified clams.

It is planned to have qualified third-party auditors in India by the time of re-certification in 2019, which will considerably reduce audit costs.

Among the key management structures that helped the Ashtamudi short-neck clam fishery obtain MSC certification was the three-tier system of village, district and state councils, which helped in the implementation of the fishery-management regulations.

The MSC certification of the Ashtamudi short-neck clam fishery can prove to be an example for other similar small-scale fisheries around the world to get certified to ensure better prices and a more sustainable exploitation of the resource.

For more



www.msc.org/newsroom/news/indian-clam-fishery-pioneers-sustainability?fromsearch=1&isnewssearch=1&set_language=en&categories=fisheries-in-the-program

MSC

www.icsf.net/en/samudra/article/EN/58-3565-Get-Out-of-the-.html

**Get Out of the Spotlight,
SAMUDRA Report No. 58,
March 2011**

Fishing Seriously

A recent workshop in Barbados focused on issues related to the livelihoods and organizations of fisherfolk in the Caribbean region

Fisheries are serious business in the Caribbean. They occupy valuable marine and coastal space along with tourism. Fisheries are featured in many of the cultural touristic marketing images seen on bright screens and in glossy magazines. Spiny lobster, queen conch, shrimp and tuna are major earners of foreign exchange and contributors to food security in several countries of the region.

Marine protected areas (MPAs) integrate fisheries, tourism and conservation of biodiversity in mangrove, seagrass and coral reef areas. All of the above and more

agencies. They exchanged information and networked on topics of shared interest during research presentations, special workshops, a poster session, field trips and several social events. Fisherfolk from English, Spanish, French and Dutch-speaking locations around the region were active participants throughout.

At recent annual meetings of the GCFI there has been a Fishers Forum organized with, and for, fisherfolk. The 2014 Fishers Forum was hosted by the Barbados National Union of Fisherfolk Organizations (BARNUFO) with the theme “Fisheries Livelihoods: Living for the Work”.

Five fisherfolk made presentations to the conference on this theme, followed by discussion. The President of BARNUFO, Vernel Nicholls, spoke about gender in fisheries livelihoods and her experience in leading a post-harvest fisherfolk organization in Barbados that comprised mainly women.

Mitchell Lay, Co-ordinator of the Caribbean Network of Fisherfolk Organizations (CNFO), explained the importance of seafood quality. Nadine Nembhard, also of CNFO and Co-Chairperson of the World Forum of Fisher Peoples, spoke on managed access as a management tool.

Livelihoods perspective

Tyrsion Walters, who is both a fisher and a MPA warden offered a livelihoods perspective on a fish sanctuary in Jamaica. Claudio González, an award-winning fisher, spoke on fisheries livelihoods associated with an MPA in the Dominican Republic. The panel discussion that followed allowed GCFI delegates to learn more about

The 2014 Fishers Forum was hosted by the Barbados National Union of Fisherfolk Organizations (BARNUFO) with the theme “Fisheries Livelihoods: Living for the Work”.

were addressed at the 67th Gulf and Caribbean Fisheries Institute (GCFI) conference, held during 3-7 November 2014 in Barbados.

The conference had the theme “Small Islands, Big Issues: Applying Fisheries and Marine Science to Solve Problems and Create Opportunities”. This was in recognition of 2014 as the United Nations International Year of Small Island Developing States (SIDS). The University of the West Indies, Cave Hill Campus, was the host of the 67th GCFI.

The conference attracted over 200 fisherfolk, fisheries and MPA scientists and managers, research students, marine and environmental non-governmental organizations (NGOs), governmental and inter-governmental

*This report has been written by **Mitchell Lay** (mitchlay@yahoo.co.uk) and **Nadine Nembhard** (nadine_nem@yahoo.com) of the Caribbean Network of Fisherfolk Organizations (CNFO), and **Patrick McConney** (patrick.mcconney@gmail.com) of the Centre for Resource Management and Environmental Studies (CERMES)*

livelihoods directly from these fisherfolk. It helped to clarify, for scientists and others, a variety of issues facing fisherfolk in the region. The panel highlighted the need for a regional fisher ambassador programme, along with practical fisherfolk exchanges, for sharing knowledge and experience on sustainable fisheries practices. Scientists and others were challenged to apply marine science to improve fisheries livelihoods as well as increase knowledge.

Delegates were told of the GCFI Fisheries for Fishers Initiative that included an ambassador programme to enhance the policy influence of fisherfolk, and the regional recognition (in the form of the Gladding Memorial Award) for leading men and women who actively promoted and demonstrated sustainable fisheries practices.

Running in parallel with the main GCFI conference was a three-day workshop led by the Food and Agriculture Organization of the United Nations (FAO) on strengthening organizations and collective action in fisheries towards the formulation of a capacity development programme.

Among the 24 participants from Africa, Asia, Europe, the Americas and the Caribbean were fisherfolk leaders from Antigua and Barbuda, The Bahamas, Barbados, Belize and Jamaica. The fisheries experts and fisherfolk leaders discussed fisheries organization and collective action case studies from Barbados, Belize, Brazil, Costa Rica, East Timor, Indonesia, Norway, Tanzania and the United States (US).

They addressed challenges and opportunities associated with implementing the FAO Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines).

The aim of the workshop was to determine how fisherfolk organizations could continue to play a leading role in the SSF Guidelines, and what capacities were needed to make their engagement in the implementation phase successful.

Several participants will take the lessons learned from the workshop to a larger FAO gathering in Rome in December to address the Global Assistance Programme for the SSF Guidelines.

At the workshop fisherfolk raised points on critical matters requiring consideration in the SSF Guidelines implementation and by Caribbean fisheries stakeholders. These included observations such as:

- Fisherfolk organizations often require external support for collective action and organizing, but this should not be used by external agencies as an opportunity for their co-optation or coercion.
- Enhancing economic success and sustainable livelihoods was an important driver for forming and maintaining strong and viable fisherfolk organizations with developmental potential.
- Pro-organization legislation and active government support or partnership played an important role in creating an enabling environment that fostered strong fisherfolk organizations.
- Respecting customary management practices, along with local culture, values and norms, was vital in regard to durable partnerships; so changes needed to be promoted but not pressured.

CNFO



The 2014 Fishers Forum was hosted by the Barbados National Union of Fisherfolk Organizations (BARNUFO) with the theme "Fisheries Livelihoods: Living for the Work"

- Without visionary and capable leadership, fisherfolk appear to respond primarily to crisis or perceived crisis, so good leadership was key to facilitating organization and collective action.
- Capacity development involves dimensions and components such as world view, networks, organizational culture, adaptation strategies, skills, knowledge, physical assets and finance.

...this workshop shifted the conversation about MPAs in the Caribbean away from primarily biodiversity conservation...

- Developing capacity must be envisioned as a continuous long-term process if organizational sustainability is to be promoted; fisherfolk need to develop social learning institutions.
- Public education, advocacy, outreach and other forms of culturally appropriate communication help to provide the awareness of small-scale fisheries necessary for influencing fisheries policy.

A half-day Fishers Field Trip allowed about 50 people from the workshop and the conference to gain an appreciation of the fisheries sector of Barbados and to network informally in the field with each other and local fisherfolk at three stops.

The stops were the main commercial fishing harbour, a scenic fish-landing site that illustrated potential for integration with tourism, and another rural site where the fisherfolk had developed their own code for sustainable fisheries derived from the FAO Code of Conduct for Responsible Fisheries.

At this last stop, local fisherfolk hosted the touring party to an entertaining time that included an array of delicious seafood prepared on site to showcase value-added products in the context of fisheries livelihoods at the household level.

Another concurrent FAO-led event at the 67th GCFI was the Workshop on MPAs as a potential management tool for responsible fisheries in the Caribbean. With about 50 participants, including several fisherfolk, this workshop shifted the conversation about MPAs in the Caribbean away from primarily biodiversity conservation to also pay more attention to fisheries and livelihood sustainability.

With nearly 30 countries and territories in and around the Caribbean Sea it is difficult for fisherfolk and others to keep track of what is happening in the region.

The workshop was an excellent opportunity to take stock of, and discuss, persistent areas of concern such as MPA policy and practice in relation to fisheries, compliance and enforcement, sustainable financing, climate change and natural hazards, livelihoods and stakeholder engagement.

The participants worked in small groups to address a number of these issues and recommend ways in which to improve the relationship between fisheries and MPAs to meet multiple objectives encompassing biodiversity conservation, sustainable livelihoods, food security and other aspects of human well-being.

For more

www.cavehill.uwi.edu/cermes/default.aspx

Centre for Resource Management and Environmental Studies

cirp.org.tt/cnfo/

Caribbean Network of Fisherfolk Organizations

Still a Long Way to Go

The fifth symposium on Gender in Aquaculture and Fisheries was a platform to examine progress in achieving gender equality in aquaculture and fisheries

The fifth symposium on Gender in Aquaculture and Fisheries (GAF 5) was held in Lucknow, India, during 13-15 November 2014, in conjunction with the 10th Indian Fisheries and Aquaculture Forum. Organized outside the Asian Fisheries Society (AFS) framework, GAF 5 was a platform to examine progress in achieving gender equality in aquaculture and fisheries.

The symposium brought together 70 participants from the continents of Asia, Africa, Oceania, Europe and North America. Only Central and Latin America were not represented at the symposium, a shortcoming that must be overcome in the future, especially considering that the GAF symposium is the only regular international event that deals with gender in aquaculture and fisheries, and functions as a meeting ground for scientists, managers and non-governmental organizations (NGOs) that work on the gender dimension in the largely male-dominated sectors of fisheries and aquaculture.

The symposium had four main themes: (a) women in fisheries harvesting and aquaculture; (b) processing and marketing of fisheries and aquaculture products; (c) climate change and natural disasters; and (d) gender/women's networks. Two themes dominated, namely, women's participation in aquaculture and fisheries, and women's networks. The gender dimension of the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines), adopted in June 2014 at the 31st Session of the Committee on Fisheries (COFI 31) of the Food and

Agriculture Organization of the United Nations (FAO), was discussed in a session organized by the International Collective in Support of Fishworkers (ICSF), which included a presentation on the fish vendors of Mumbai.

Meryl Williams, the former Director General of The World Fish Centre, introduced the two main guests of the symposium, Leena Nair, Chair of the Marine Products Export Development Authority (MPEDA) and B Meenakumari, Deputy Director General, Fisheries, Government of India.

Two themes dominated, namely, women's participation in aquaculture and fisheries, and women's networks.

Meryl, in her keynote address, traced the journey of the AFS to gender equality in aquaculture and fisheries using the Gartner Hype Cycle.

She explained how the attention to gender was triggered off by the United Nations Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 1979, which led to a spurt of activity and awareness on integrating gender issues in research and technology transfer, facilitated by several international and regional conferences and publications, and that this process peaked around 2000, when WinFish and other networks were created.

First decade

But, subsequently, for the first decade, until around 2010, there seemed to be

*This report has been written by **Katia Frangoudes** (Katia.Frangoudes@univ-brest.fr), Member, ICSF and **Shuddhawati Peke** (shuddhawati@gmail.com), Programme Associate, ICSF*

a drop in enthusiasm, which also had to do with the global crisis and impact of globalization. Gradually, with the 2010 ICSF gender workshop—Casting the Net, the 2011 FAO State of Food and Agriculture focus on gender and the 2011 GAF3 (Shanghai) FAO workshop, things began to gradually emerge from the trough. Then, through several subsequent workshops and processes, things finally seem to be now lifting up again with the SSF

Modernization of the sector, especially mechanization of fishing, has had a negative impact on women since they were slowly moved out of harvesting.

Guidelines and the UN Fish and Food Security Report in 2014, which specifically highlights the role of gender in achieving human rights and food security.

The two main guests of the GAF5 symposium underlined the importance of women's participation in the fisheries and aquaculture sub-sectors in India at all levels: pre-harvest, harvest and post-harvest. Fisheries is a source of food and employment, and sustains the livelihoods of countless families. Modernization of the sector, especially mechanization of fishing, has had a negative impact on women since they were slowly moved out of harvesting. Though women comprise the main labour force within the seafood processing industry, they are absent in decision-making processes.

The discussion that followed focused on the difficulties faced by researchers, academics and managers working on gender or women in fisheries—highlighting the lack of both guidance and useable material to indicate how to develop a transformative agenda in fisheries. Courses on the gender dimension in fisheries are not available currently.

This issue was discussed in a special session organized by Marilyn Porter and the discussion indicated that while it is important to provide inputs to people at all levels, it is important for the goals to focus on

such a gender perspective in order to be able to evolve a genuine transformative agenda. To do this, it is also necessary to understand the political history of the feminist movement, in the context of the broader social and development policies, global and regional.

One symposium session was organized by the Network of Aquaculture Centres Asia-Pacific (NACA), which presented the results of the project Maximizing Agricultural Revenue through Knowledge Enterprise Development and Trade (MARKET). The project aims to leverage aquaculture to improve food security in the Association of Southeast Asian Nations (ASEAN) region.

Scientists from the Indian Council of Agriculture Research (ICAR) presented a series of papers indicating application of gender dimensions in fisheries/aquaculture technology transfer in India. Apart from understanding women's role in fisheries and aquaculture, ICAR hopes to generate data and case studies on gender, technology intervention and women's entrepreneurship. The studies done so far point to constraints of limited access to resources, funding and decisionmaking.

In aquaculture, women are involved in freshwater fish farming, shrimp farming and culture of ornamental fish, as was shown by examples from Bangladesh, Thailand, Vietnam, Cambodia and India.

Women's role and capacity in fish trade was another issue discussed at GAF5, with examples from India, Cambodia and Thailand. The role of Indian women in selling fish is evident but examples from Mumbai and Patna showed that they lacked the power to access fish resources and markets. Women are rarely consulted in decisions related to the management of markets.

Natural disasters

How climate change and natural disasters affect women in fisheries was another subject discussed. The case presented on Typhoon Yolanda in the Philippines, the December 2004 tsunami in India and climate



GAF5 attendees on the opening day of the 10th Indian Fisheries and Aquaculture Forum, at Lucknow, India. The symposium discussed the existing inequality and lack of social justice in aquaculture and fisheries


change in Indonesia featured in the discussions.

The Philippines case highlighted the adaptive capacity and resilience of vulnerable groups to natural disasters and the role of group discussions as a tool to psychologically support victims of natural disasters.

A sharing session on the Aquaculture without Frontiers network explained about connecting the dots on women and gender issues in aquaculture around the world. The network is expected to promote equity for women in a male-dominated sector.

A panel from ICSF presented the FAO SSF Guidelines, highlighting how they focus on sustainable fisheries being possible only when the human rights of communities are also secured. Specific attention was drawn to the focus on gender, indigenous people and vulnerable and marginalized groups. The SSF Guidelines are perceived as offering an opportunity to factor in social and gender issues into fisheries policy. Nevertheless, it was noted that such a document should also have addressed aquaculture.

As a comment, it may not be inappropriate to mention that there is

still a long way to go in engendering fisheries and aquaculture, moving beyond merely sex-aggregated data and the sexual division of labour. A feminist perspective is much wider as it focuses on life and livelihood and thus challenges the present frameworks of centralized and capital-intensive production systems, which disregard the well-being of communities and the ecosystem. The violence of such development has its toll, both in terms of an increase in violence on women in the household and on the living aquatic systems and their resources. Developing a theory of change is, therefore, necessary to assess how and what kind of modern science and management systems need to evolve to secure life and livelihoods. 

For more



genderaquafish.org/gaf5-2014-lucknow-india/
2014 GAF5, Lucknow, India

Smoothing Out the Bumps

The VGGT Implementation Guide for Fisheries is one of a set of tools for securing a world free of hunger and malnutrition

Although the road to socially equitable and sustainable fisheries is sometimes described as a bumpy one (see *SAMUDRA for Pondy*, 24 July 2014, pg 1), it is certainly helpful if there are good tools for smoothing the way.

Of course, like so many things in life, success depends much on how we use these tools. So, if we are going to eradicate hunger, food insecurity and malnutrition while also eliminating poverty and driving economic and social progress forward for all—and do this while sustainably utilizing and managing natural resources for the benefit of present and future generations—then we will need to make the best use of the tools we have.

the point of the VGGT Implementation Guide for Fisheries. (A preliminary version is available and open for comment.)

This article describes the VGGT, calls attention to some of the key paragraphs of the SSF Guidelines the VGGT directly supports, and the process for finalizing the VGGT Implementation Guide for Fisheries—so that these three tools can be used to help us achieve our goals.

The VGGT: Why, How and What

What are the VGGT? A globally recognized source of guidance

The purpose of the VGGT is to serve as a reference tool. It provides guidance to improve the governance of tenure of land, fisheries and forests for the benefit of all, with an emphasis on vulnerable and marginalized people, with the goals of food security and progressive realization of the right to adequate food, poverty eradication, sustainable livelihoods, social stability, housing security, rural development, environmental protection and sustainable social and economic development.

Why the VGGT? Tenure and governance concerns

How people, communities and others gain access to land, fisheries and forests is defined and regulated by societies through systems of tenure. These tenure systems determine who can use which resources, for how long, and under what conditions. The systems may be based on written policies and laws, as well as on unwritten customs and practices. Tenure systems increasingly face stress as the world's growing population requires food security and as environmental degradation and

The purpose of the VGGT is to serve as a reference tool. It provides guidance to improve the governance of tenure of land, fisheries and forests for the benefit of all...

In the last two years, two major international tools have been developed: the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT), and the Voluntary Guidelines for Security Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines).

Both these provide key guidance and support for those seeking secure and equitable access to natural resources. We have a third tool under development—about how we can use these two tools in daily life—and that is

*This article is written by **Rebecca Metzner** (Rebecca.Metzner@fao.org) of FIPI of the Food and Agriculture Organization of the United Nations (FAO). The views expressed in this article are those of the author and do not necessarily reflect the views of FAO*

climate change reduce the availability of land, fisheries and forests. Inadequate and insecure tenure rights increase vulnerability, hunger and poverty, and can lead to conflict and environmental degradation when competing users fight for control of these resources.

The governance of tenure is a crucial element in determining if and how people, communities and others are able to acquire rights, and associated duties, to use and control land, fisheries and forests. Many tenure problems arise because of weak governance, and attempts to address tenure problems are affected by the quality of governance.

Weak governance adversely affects social stability, sustainable use of the environment, investment and economic growth. People can be condemned to a life of hunger and poverty if they lose their tenure rights to their homes, land, fisheries and forests and their livelihoods because of corrupt tenure practices or if implementing agencies fail to protect their tenure rights.

Conversely, responsible governance of tenure promotes sustainable social and economic development that can help eradicate poverty and food insecurity, and encourages responsible investment.

Specifically, the VGGT seek to:

- improve tenure governance by providing guidance and information on internationally accepted practices for systems that deal with the rights to use, manage and control land, fisheries and forests;
- contribute to the improvement and development of the policy, legal and organizational frameworks regulating the range of tenure rights that exist over these resources;
- enhance the transparency and improve the functioning of tenure systems; and
- strengthen the capacities and operations of implementing agencies; judicial authorities; local governments; organizations of farmers and small-scale producers, of fishers, and of forest users; pastoralists; indigenous peoples and

other communities; civil society; private sector; academia; and all persons concerned with tenure governance as well as to promote the co-operation between the actors mentioned.

The endorsement of the VGGT by the Committee on World Food Security (CFS) in May 2012 was a major achievement. The recognition of the importance of secure and equitable access to natural resources for food and nutrition security and sustainable livelihoods—as represented in the VGGT—is of fundamental significance to fishing communities and, in particular, for vulnerable and marginalized groups in the fisheries sector.

Based on key international human-rights standards, the VGGT constitute a powerful instrument for improving the lives of millions of people.

What's in the VGGT? The outline

The VGGT has seven parts, and fisheries are part of all of them. It starts with the basic Objectives and Principles (Part 1) before moving to a series of other key areas. Under General Matters (Part 2), the VGGT lay out the guiding principles of responsible tenure governance; rights and responsibilities related to tenure; policy, legal and organizational

SUMANA NARAYANAN / ICSF



A creek fisherman in Tonle Sap Lake in Cambodia. Tenure systems determine who can use which resources, for how long, and under what conditions

frameworks related to tenure; and the delivery of services.

The text then lays out the framework for legal recognition and allocation of tenure rights and duties, including safeguards, with respect to the topics of: public land, fisheries and forests; indigenous peoples and other communities with customary tenure systems; and informal tenure (Part 3). Having done that, the text addresses key aspects of transfers and other changes to tenure rights and duties, including markets, investments, (land) consolidation and other readjustment approaches. Topics of restitution, redistributive reforms, and expropriation and compensation are also covered (Part 4).

Reflecting the genesis of the work in the land sector, the VGGT then take a somewhat land-centric approach regarding the administration of tenure regarding records of tenure rights, valuation, taxation, regulated spatial planning, dispute resolution over tenure rights, and transboundary matters (Part 5). That said, these are issues which are—or could be in the future—equally relevant for the inland and marine capture fisheries (and aquaculture) sectors.

Paragraphs 5.3 through 5.9 directly reference crucial concerns of the small-scale fisheries sector...

Moving beyond the more immediate issues pertaining to the governance of tenure, the VGGT then cover responses to climate change, natural disasters, emergencies and conflicts in respect to tenure of land, fisheries and forests (Part 6). The text closes by addressing the promotion, implementation, monitoring and evaluation of the governance of tenure—key elements to keep the process dynamic and responsive (Part 7).

What are the key paragraphs of the SSF Guidelines that the VGGT supports?

The 20 paragraphs of Section 5—Governance of Tenure in Small-

scale Fisheries and Resource Management—are most directly linked with the ideas and guidance of the VGGT. Section 5A addresses the overarching topic of responsible governance of tenure, and Section 5B addresses issues of sustainable resource management.

Paragraphs 5.1 and 5.2 emphasize the need for small-scale fishing communities to have secure tenure rights, and that responsible governance of tenure is a central tenet of genuine development.

Paragraphs 5.3 through 5.9 directly reference crucial concerns of the small-scale fisheries sector: appropriate tenure rights and adjacent land; all forms of legitimate tenure rights, including customary systems and rights; the need to recognize the key role of small-scale fishing communities and indigenous peoples; the social, economic and environmental objectives and the need to safeguard collectively used and managed resources; the facilitation of equitable access to fishery resources; and the need to ensure that small-scale fishing communities are not arbitrarily evicted and that their legitimate tenure rights are not otherwise extinguished or infringed.

But these are not the only issues covered. Section 5A also covers the need for consultations regarding impacts of large-scale developments (5.10), dispute resolution and remedies (5.11), and restoration of access when small-scale communities are displaced by natural or other disasters and conflicts (5.12).

As the text moves into the operational aspects of resource management, eight paragraphs lay out the essential elements of appropriate and legitimate forms of tenure and management systems, remind that with rights come responsibilities, advise on the uptake of strong co-management approaches (5.15 - 5.18), and call upon States to protect the tenure rights of small-scale communities in cases of transboundary fisheries (5.19). The final paragraph calls for States to avoid policies and financial measures that may contribute to overcapacity

and its symptom of overexploitation—therefore, arguably, calling for the use of rights-based approaches—as a means for avoiding the adverse impacts of overexploitation on small-scale fisheries.

Implementing the VGGT in fisheries: Creating a guide to use to secure sustainable small-scale fisheries and beyond

The Preliminary Version of the VGGT Implementation Guide is FAO's initial effort on how to do just this, focusing on the small-scale sector. It is meant to complement the VGGT and supplement other international instruments addressing sustainable development—for example, the FAO Code of Conduct for Responsible Fisheries (1995), the ecosystem approach to fisheries, and the FAO Voluntary Guidelines to the Right to Food (2005).

Creation of the Preliminary Version drew upon the results of case studies on governance of tenure in fisheries. It drew upon the Voices of Fishers initiative on issues relating to the governance of tenure—a project carried out in collaboration with the International Collective in Support of Fishworkers (ICSF).

It included the results of discussions held regarding the governance of tenure for responsible capture fisheries and information generated by other processes.

The Preliminary Version also considered the results of the consultations linked to the development of the SSF Guidelines.

The document itself was prepared by the FAO Fisheries and Aquaculture Department, with contributions by external peer reviewers.

The final version of the VGGT Implementation Guide will become available in 2015 after a period of additional discussions, reviews and the knowledge sharing and lessons learned during Tenure and Fishing Rights 2015—A global forum on rights-based approaches for fisheries (UserRights 2015), to be held in Siem Reap, Cambodia, 23-27 March 2015.

With the final version, we will all have a common guide and tool that we can use to help us to improve



Fishing activity in Cambodia. *UserRights 2015—A global forum on rights-based approaches for fisheries* will be held in Siem Reap, Cambodia, during 23-27 March 2015

fisheries management and more evenly empower fisheries stakeholders. And, in doing so, we can smooth out the bumpy road to achieving socially equitable and genuinely secure sustainable small-scale fisheries. 3

For more



www.UserRights2015.com/

Tenure & Fishing Rights 2015: A Global Forum on Rights-based Approaches for Fisheries

[ftp.fao.org/docrep/fao/005/y4470e/y4470e00.pdf](ftp://ftp.fao.org/docrep/fao/005/y4470e/y4470e00.pdf)

The Ecosystem Approach to Fisheries. FAO Technical Guidelines for Responsible Fisheries. No. 4, Suppl. 2. Rome, FAO, 2003

www.fao.org/nr/tenure/land-tenure-journal/index.php/LTJ

Thematic Fisheries Issue of FAO Land Tenure Journal (LTJ No. 1, 2013)

A Perfect Storm?

In the aftermath of Cyclone Hudhud, questions need to be raised about the role of urban planning in disaster-management preparedness

44

Looking back at Cyclone Hudhud a month after it had hit the coast of Visakhapatnam in the Bay of Bengal in the south Indian state of Andhra Pradesh, two things stand out. First, the cyclone was almost entirely composed of wind, with speeds crossing 200 kmph, while rainfall remained minimal. Even more importantly, there was no storm surge accompanying the cyclone's landfall (since it was a 'dry tropical cyclone'); had there been one, the consequences would have been unimaginably severe.

...a few cyclone warnings have turned out to be false alarms, but not before people were exposed to days of shrill proclamations from 'experts' warning of the 'mother-of-all-cyclones'.

The second striking characteristic about Hudhud can be summed up in one word—precision. There are two kinds of precision involved here. The first relates to the clinical precision and brutal swiftness with which the cyclone itself moved. Not only did it stick to its course, but it was also an example of pure 'shock-and-awe'. There was none of the usual indicators of an approaching storm—no days of cloudy skies, winds slowly gathering speed, rainfall moving from drizzles to torrents... Instead, the cyclone simply arrived at the precise moment it was scheduled to come, crossed the coast, did its damage and promptly petered out.

There was also a technological precision involved with Hudhud, a tribute to recent advances in meteorological science. Not only had

the cyclone been spotted in the Bay of Bengal nearly a week before it could wreak its havoc, but its trajectory was also plotted to an astonishing degree of accuracy that the exact time and place of its landfall was widely known almost three days before it hit land.

Therein lies the irony: this degree of precision caught people by surprise and left them totally unprepared for Hudhud. Used as they were to the fallacies of meteorological predictions, weather forecasts were not taken at face value.

This is not to suggest that apathy ruled the day. Over the last few years, a few cyclone warnings have turned out to be false alarms, but not before people were exposed to days of shrill proclamations from 'experts' warning of the 'mother-of-all-cyclones'. When a cyclone did eventually pass without leaving a huge trail of death and devastation in its wake—as has been the case on the last few occasions—there was almost a palpable sense of disappointment.

The government's evacuation of all vulnerable people to higher grounds pre-Hudhud also created some new problems. Concerns were raised about the security of home and hearth, the abysmally poor conditions in the cyclone shelters and official apathy.

Warnings ignored

While the government's efforts, over the years, have helped reduce the death toll from natural disasters, its continuing emphasis on saving people to the exclusion of everything else has not earned it too many admirers. All this meant that people were not willing to take the warnings about Hudhud readily.

*This report has been written by **Venkatesh Salagrama** (vsalagrama@gmail.com), Member, ICSF and **Arjilli Dasu** (fisherfolkfoundation@gmail.com)*

A quick look at the damages left behind by Hudhud is also revelatory in interesting ways. Forty-six people lost their lives, which, though tragic, is a significantly small number compared to past instances; much of the credit for that should surely go to the energetic efforts of the government. The damage to infrastructure along the coast, especially electricity, was huge. While both private and public properties were badly hit, the losses to the latter (including the swanky Visakhapatnam airport) were more serious and shocking.

According to reports, 70 per cent of the electricity distribution system in Visakhapatnam was disrupted, while damages to public sector companies like Vizag Steel and Hindustan Petroleum were pegged at millions of rupees. The government claims to have restored electricity and other infrastructure in record time, but the point is had they been built, in the first place, with natural hazards in mind, much damage could have been avoided.

In the coastal villages, most thatched houses and semi-permanent dwellings were damaged. Interestingly, the traditional conical palmyra-thatched huts characteristic of the area proved to be more resilient to the winds than the other architectural constructions, despite being adjacent to the sea. Yet, ultimately, the ones most affected were the poorest who dwelled in thatched huts.

Cyclone Hudhud left the once extravagantly verdant landscape of Visakhapatnam bare and bereft of green. The barks of trees were stripped away, and whole plantations of cashew trees turned a ghostly brown. A month after the cyclone, though, some of the greenery is returning.

The extent of damage caused by Cyclone Hudhud to the fishing boats of the area was not really significant. The fisheries economy seems to have survived relatively unscathed: scarred, obviously, but not crippled. In several villages where damages were reported to be high, the fishers re-started fishing operations within weeks of the cyclone, notwithstanding the fact that the money promised for

compensation—in the form of cash transfers into their bank accounts—was yet to be paid. The losses to the small-scale fish trade, mostly run by women, were significant but small. Most women were back in business soon after the fishing operations re-started.

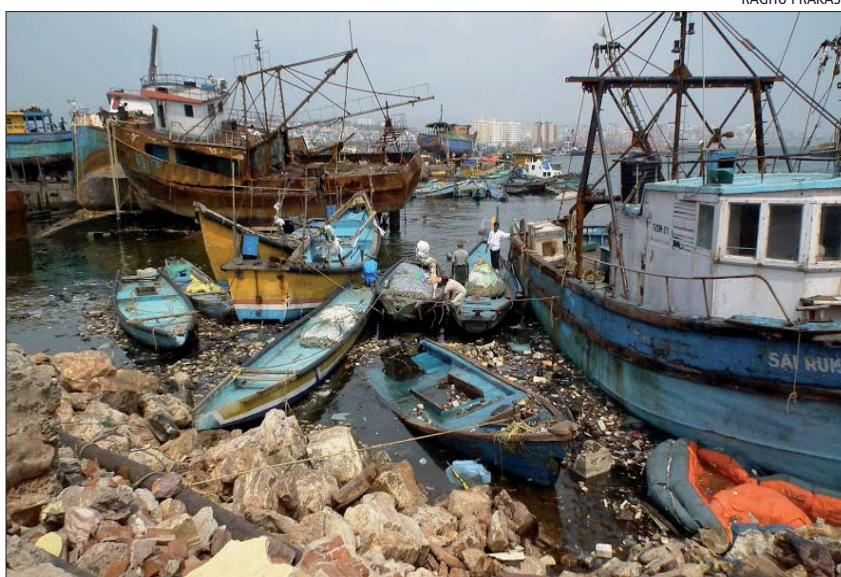
Though the fisheries-related losses were low, the other losses were more significant. For instance, the destruction of cashew-nut plantations, which the fishers leased on an annual basis for a reasonable secondary source of income, robbed them of a rich source of livelihood.

The damages to fishing households were more severe. Dozens of families with young children were forced to shift to neighbouring houses. Many households lost cooking utensils, furniture and television sets, making day-to-day existence difficult. The supply of drinking water and electricity was affected—and has yet to be restored to pre-Hudhud levels.

Although the government and civil society organizations supplied rice, clothes and other essentials for a few weeks, their assistance was reportedly meagre and sporadic.

Yet, the cyclone-affected people managed remarkably well, mostly through a communal sharing of resources.

Cyclone Hudhud also revealed the shortcomings of the government's



The extent of damage caused by Cyclone Hudhud to the fishing boats of the area was not really great. The fisheries economy seems to have survived relatively unscathed

disaster-response strategies. The interest in saving lives during the cyclone was not always matched by a similar zeal to ensure that those who were rescued had access to the basic necessities to survive. While Visakhapatnam city received great attention, the rural areas were neglected.

There were also complaints about the tardiness in payment of compensation money. Added to this

preliminary step in enhancing access to future assistance. **3**

The gulf that separates the urban and the rural is reflected in the levels of attention and support accorded to different areas.

lacuna was the lack of clarity and transparency in decision-making process, which often led to conflicts.

To be sure, there are lessons to be learned from Cyclone Hudhud. There is a clear need to develop green belts along the beachfront to mitigate the effects of future cyclones.

It is also necessary to re-think the role of urban planning in coastal cities like Visakhapatnam. Should not the possibility of a cyclone be factored into the use of land and design of buildings in a sea-facing urban environment? The rural-urban divide needs to be addressed as well. As one observer remarked, had Hudhud struck the coast 30 km to either side of Visakhapatnam, there would not have been such an immense outpouring of sympathy and support.

The gulf that separates the urban and the rural is reflected in the levels of attention and support accorded to different areas. Even as intense efforts were being made to restore petrol pumps in Visakhapatnam, the women in neighbouring fishing villages could hardly access water for drinking, cooking, washing and bathing.

In the case of fishing communities, the confusion in determining the numbers of boats affected owes as much to a lack of registration as to cyclone-inflicted damage. Efforts to register all boats in the small-scale fisheries sector will be a very important

For more



www.thehindu.com/news/cyclone-hudhud-live-updates/article6493368.ece

Cyclone Hudhud Makes Landfall: As it Happened

www.hudhud.ap.gov.in/HDRMS/UserInterface/Loginform.aspx

Hudhud Damage Assessment and Relief Monitoring System

Bearded, Jovial, Committed

Gunnar Album (1965 – 2014)

In the passing of Gunnar Album, we have lost a soul who transcended nationality, class, gender and age, in the pursuit of rights for small-scale fisheries

I got to know about the existence of a person named Gunnar Album in the early 1990s, through one of Norway's firebrand social and environmental activists of that time, Bente Asjord, who soon went on to marry Gunnar. They made a very forceful team, working on the issues of marginalization of small-scale fishers of northern Norway.

Between 1990 and 2014, Gunnar worked extensively on fisheries issues in Norway, Africa, Latin America, Sri Lanka and India. Wherever he went, he surrounded himself with close friends. I was so fortunate to be in that list.

We were in touch in the last months of his life, sharing notes about our common malady—cancer. I was cured. He did not make it. So, what can one say when such a fine human being, so full of life and commitment, is snatched away from us prematurely by death?

Gunnar visited India after his marriage and we became good friends. We soon realized that we had many common interests and concerns—in particular our search to develop strategies for greater dialogue and for a more consensual approach between the different interest groups in the fisheries sector.

The adversarial approach, we both felt, did have its merits in raising the profile of the small-scale fishers in the context of the overall fish economy. However, beyond a point, it was necessary to seek partners and search for common ground to establish a minimum agenda for the sustainable management of the fishery which

would result in the greatest common good.

Being Norwegian, Gunnar was very keen to carefully study in greater detail the real role and impact of the Indo-Norwegian Project for Fisheries Development (INP) which commenced in the erstwhile State of Travancore (now Kerala) in 1951. I had done considerable research on this project and its impact on the fish economy of Kerala which I shared with Gunnar.

As the world's first 'development

So, what can one say when such a fine human being, so full of life and commitment, is snatched away from us prematurely by death?

project', there was much to learn from its successes and failures. We visited the villages where the project was located and were amazed by the very divergent opinions about its impact.

Since Gunnar was very close to the small-scale fishers of Norway, he was fully aware of the history of the changes which had taken place in their collective lives between 1930 and 1990. The small fishers had opposed trawling in Norwegian coastal waters (but the INP took the lead in introducing trawling in Kerala!).

Collective action

They had taken collective action to get out of the bondage of exploitative merchants. With the

*This remembrance comes from **John Kurien** (kurien.john@gmail.com), founding Member, ICSF*

support of their labour government, they obtained the legal right to the first sale of their fish.

The concurrent setting up of the Fish Sales Organization gave them the apparatus to negotiate with the merchants and fix minimum floor prices for their fish each season. This was later followed by the legal reforms, which required that

their Norwegian counterparts if they wished to achieve greater control over their lives and ensure sustainability of the fishery resources.

Together, Gunnar and I decided to take this matter up with the different interest groups in the fisheries sector of Kerala. Herein began a lesser known initiative in Kerala's fisheries which very nearly succeeded.

WWW.NNV.NL



Gunnar Album worked extensively on fisheries issues in Norway, Africa, Latin America, Sri Lanka and India

only those who actually fish have the right to own fishing assets. This ensured that the coastal waters became the 'community property' of this group of labouring fishers and prevented overcapitalization which always leads to resource destruction in 'open-access' coastal waters.

I was a great fan of these two Norwegian fishery institutional reforms—rules, laws and norms—and sincerely believed that this was the way forward to ensure that small-scale fishers in any country should proceed along the path of

Gunnar worked for the Norwegian Fund for Nature (called NNV) in the late 1990s. He proposed to them a project which would consist of a training programme in fisheries management and a field visit for representatives of different sectors of Kerala's fisheries.

Reforms

They would visit Norway to study the history and development of these two institutional reforms—the right of first sale and the fishing assets to the fisher. The project was to be

jointly conducted with the Centre for Development Studies (CDS), Trivandrum, India, where I was a faculty member. It was funded by the Norwegian Agency for Development Cooperation (Norad).

In 1997, a delegation from Kerala, consisting of representative of all the 'stakeholders' of the fisheries sector of Kerala, proceeded to Norway. This was after a three-day preparatory workshop which was inaugurated by K N Raj, the founder of CDS and one of India's leading economists.

In attendance from Norway was the Director General of the country's Ministry of Fisheries—Johan Williams—and Gunnar Album. The Kerala group had representatives from among the fishery bureaucracy; state parliamentarians from different political parties; representatives of the artisanal fishers; representatives of the trawler owners; members of the fish-processing unions; fishery scientists and researchers; representatives of the fisheries welfare boards and the co-operative association.

While in Kerala, these persons were generally at different ends of the negotiating table and had adversarial interests to protect.

The joint visit to Norway permitted them to see common ground and shared interests—as well as a new-found camaraderie. This helped to frame a new agenda for fisheries development and management back home in Kerala.

On their return, the group made a representation to the then Left Democratic Front government in power to set up an 'Aquarian Reforms Committee' (ARC). The ARC was to look into the manner in which the institutional reforms, which made Norwegian fishers attain a wholesome level of socioeconomic and cultural development, could be implemented in appropriate fashion in Kerala's fisheries.


The ARC held a series of public hearings across the state, gathering the views of all the different stakeholders before formulating the rough drafts of the legislation. The draft report of the Committee was widely discussed and Kerala was so close to achieving

a revolution in its fisheries sector. However, this was not to be, as the then government, committed to aquarian reforms, was facing an election in 2001—and lost.

Gunnar's role in this novel and pathbreaking initiative will be always remembered. Many of the members of the group who went to Norway recently met together in Kerala to pay tribute to this delightful, warm-hearted and wonderful young man who was snatched away from us so prematurely.

Gunnar's friendship and concern for other people transcended nationality, class, gender and age. He was loved by one and all. He had a special way with people. This tall, bearded, jovial and committed friend of the fisher will always remain in the hearts and minds of those who had the good fortune to have met him.

In my opinion, there is a larger message he left for us to follow: there is merit in careful study, struggle and dialogue as the combination of processes which will make for a wholesome and sustainable future towards management of natural resources with people at the centre of this journey.

Gunnar, we will strive diligently to achieve this! 

For more



www.nnv.nl

**Nederlandse Natuurkundige
Vereniging (Netherlands
Physical Society)**

MH370

Waiting for Chandrika

It is now more than 250 days since the Malaysia Airlines flight MH370 carrying 227 passengers from 14 countries and 12 crew members went missing—reportedly—on its way from Kuala Lumpur to Beijing on 8 March 2014. It is also more than 45 days since the search for the missing aircraft has resumed in the Indian Ocean where the missing plane is believed to have ended its flight.

The passengers on board this aircraft included Chandrika Sharma, Executive Secretary, ICSF and publisher of *SAMUDRA* Report. She was on her way to Ulaanbaatar, Mongolia, to attend the 32nd Session of the FAO Regional Conference for Asia and the Pacific. Her family and friends as well as her colleagues have been anxiously waiting all this while for some tangible news on what, in fact, had happened to this plane and to all those on board. So far the wait—long and harrowing—has been in vain. It is painfully distressing that there is still no clue, whatsoever, of what really happened to the plane and those on board.

We are disappointed that Malaysia—the State of registry of MH370—is still not in a position to shed light on what had befallen this aircraft, its passengers or crew. This is worrying. We appeal for renewed vigour to enhance the search operation not only from Malaysia, Australia and China—the current members of the Joint Agency Co-ordination Centre (JACC)—but also from the other 11 affected States that had their citizens on board the aircraft. Such a move would be consistent with Paragraph 5.27, Annex 13 of the Convention on International Civil Aviation (CICA) that deals with the rights of States that have a special interest in an accident by virtue of fatalities or serious injuries of its citizens.

In addition to the JACC member States, these States include the United States, Canada, France, Italy, the Netherlands, Russia, New Zealand, Indonesia and India. We remain committed as ever to get hold of factual information about the disappearance of

MH370 and to have a dignified closure to this unfortunate incident.

WORLD PARKS CONGRESS

Call for more ocean protection

A once-in-a-decade global forum on parks closed in Sydney on November 19, 2014 calling for an urgent increase in ocean protection and stressing the economic benefits of natural sanctuaries.

The World Parks Congress, with representatives from 160 nations, outlined a pathway for achieving a global target to protect at least 17 percent of land and 10 percent of oceans by 2020.

The forum, organised by the International Union for Conservation of Nature (IUCN), set out a broad agenda ranging from halting rainforest loss to planting 1.3 billion trees.

“We will scale up protection in landscapes, wetlands and seascapes to represent all sites essential for the conservation of nature, especially in the oceans,” it said in its “Promise of Sydney”.

The world is so far on track to meet the 2020 targets, but the document notes that threats to nature are now at the highest level in human history due to human consumption, population growth, and industrial activity.

The week-long meeting followed an Australian-led scientific review which found governments needed to do more to protect national parks or risk losing their economic, environmental and social benefits.

A key focus of the forum was on the economic benefits of conserving the world's wildernesses and their contribution to climate change mitigation and adaptation.

“Protected areas are by far the best investment the world can make to address some of today's biggest development challenges,” said IUCN director general Julia Marton-Lefevre.

Ocean sanctuaries were emphasised, as threats to marine life have become more obvious, said Pew Charitable Trust's oceans director Michelle Grady.

“Destructive industrial fishing, rising ocean temperatures and pollution represent a ‘perfect storm’ threatening the future of the very thing that sustains life on this planet, our oceans,” she said.

The meeting also highlighted the need to ensure that protected areas were established in the right spots to prevent further biodiversity loss.

The IUCN updated its “red list” of threatened species at the congress, naming the Pacific bluefin tuna, a fish used in sushi and sashimi dishes, as at risk of extinction as the global food market places “unsustainable pressure” on the species and others.

The Chinese pufferfish, American eel, Chinese cobra and Australian black grass-dart butterfly also made the list while the world's largest-known earwig was declared extinct due to habitat destruction.

Source: Phys.Org
<http://phys.org/news/2014-11-world-congress-urges-ocean.html>

50

ORGANIZATIONAL PROFILE

Environmental Management and Economic Development Organization

The Environmental Management and Economic Development Organization (EMEDO), based in Mwanza, Tanzania, has been operating since 2005 among the rural fishing communities of the Lake Victoria region to spread awareness of the environmental, social and economic challenges they face, including diminishing natural resources and poor livelihoods.

These challenges have resulted in decreased incomes, unemployment, and food and nutritional insecurity in the fishing communities. There was a clear need to enhance the capacities of the rural fishing communities in the Lake Victoria region to respond to these challenges and by doing

so help fight poverty through sustainable use of the available natural resources. This was the main reason for establishing EMEDO.

E M E D O

In November 2006 EMEDO acquired official registration to operate in mainland Tanzania. The organization focuses most of its work in the Ukerewe district, the largest island in Lake Victoria. EMEDO aims to empower fishing communities to effectively participate in, and influence, decision-making processes in matters pertaining to their lives and livelihoods. EMEDO also aims to strengthen fishing communities’

capacities in fighting poverty through training, research, policy analysis, lobbying and advocacy.

EMEDO believes that women's rights are human rights, and women who stand up for equal access to resources and opportunities for development, and insist on equal participation in decision-making processes that affect their lives, are key to the well-being of society at large and of future generations. On this basis, EMEDO facilitates the organization of women's groups, and training them on different regulatory frameworks to enable them to make informed decisions as they participate in development activities in their localities.

FISHERIES STATISTICS

Fish and Human Nutrition

In recent years, with dramatic rises and increased volatility in food prices, there is a risk that the diets of the poor will become even less diverse and more dependent on starchy staples. There is, therefore, a renewed emphasis on the production, access, distribution and utilization of common, micronutrient-rich foods.

Fish, especially nutrient-rich small fish, from the wild and from aquaculture, can play a vital role in improving human nutrition, but this will require changes to government policies, investment in infrastructure and encouragement of research. Means must be found to reduce post-harvest losses in fisheries, better utilize processing waste and to make use of the large quantities of small pelagic fish that are available for direct human consumption.

International organizations such as the Food and Agriculture Organization of the United Nations (FAO), bilateral agencies such as the United States Agency for International Development (USAID), through Feed the Future and the Department for International Development (DFID), CGIAR (formerly the Consultative Group on International Agricultural Research) through the CGIAR Research

Programs, governments, non-governmental organizations (NGOs) and the private sector have all initiated programmes and interventions that provide a platform for fish to contribute to human nutrition. These should be further strengthened and co-ordinated.

In recent years, capture-fishery production has been flat, at around 90 mn tonnes per year, while aquaculture has continued to show sustained growth—currently around 6.5 per cent a year—faster than all other food sectors. In 2011, it amounted to 62.7 mn tonnes. Some gains in capture fisheries might be possible by adopting better management through an ecosystem approach, but significant increases are unlikely.

However, it has been estimated that if all inputs were available, aquaculture could provide 16 - 47 mn additional tonnes of fish by 2030. It is interesting to note that in four out of the five top aquaculture producers, the output from aquaculture exceeds that from capture fisheries. Only in Indonesia, a vast archipelago, is capture more than aquaculture.

A total of 156 mn tonnes of fish was produced from all sources in 2011, of which 132 mn tonnes were available for direct human consumption. Fish is the

most important animal-source food in the diets of more than one billion people. If equally distributed over the world's population, the annual per capita availability would be 18.9 kg (a strong increase from the 9.9 kg available in the 1960s).

However, 2009 data shows consumption varies widely between regions: from 9.9 kg per capita in Latin America/Caribbean to 25.1 kg in Oceania. In more detail, the strongest difference is between industrialized countries, 27.4 kg, and low-income food-deficient developing countries (LIFDCs), 10.3 kg, although this latter figure has more than doubled since 1961.

Also, within countries there is considerable variation, in most cases with the rich consuming significantly more. Whether a community eats fish is strongly ingrained in its traditional food habits. It is difficult to make fish consumers out of those with no diet-linked cultural association.

The pursuit of fisheries for food has obvious nutritional benefits but also, with at least 45 mn people employed worldwide, the majority of them in developing countries (including a large number of women employed mostly in processing activities), the income from fisheries contributes significantly to sustainable rural livelihoods and, through them, to improved nutrition.

Fishery resources are an important source of both macro- and micro-nutrients for humans. Globally, fish accounts for about 17 per cent of animal protein intake.

This share, however, exceeds 50 per cent in many countries. Despite the low overall African per capita consumption noted above, in West African coastal countries, the proportion of dietary protein that comes from fish is very high: 72 per cent in Sierra Leone, 55 per cent in Ghana and Gambia, and 43 per cent in Senegal.

Also, in Asia and some small island states the contribution is high: 70 per cent in the Maldives, 60 per cent in Cambodia, 57 per cent in Bangladesh, 54 per cent in Indonesia and 55 per cent in Sri Lanka. Official data on fish consumption in developing countries may also be underestimated as these data fail to capture fish bought in small rural markets, as well as fish caught for consumption by household members or produced in home farms.

In addition, fish consumption is affected by location, seasonality, time and household socioeconomic status.

Source: *Maximizing the contribution of fish to human nutrition* by Shakuntala Haraksingh Thilsted, David James, Jogeir Toppe, Rohana Subasinghe and Iddya Karunasagar
www.fao.org/3/a-i3963e.pdf

TABLE : Total and per capita fish supply by region (2011)

REGION	Total food fish supply (mn tonnes)	Per capita food fish supply (kg/year)
World	132.1	18.9
Asia	90.3	21.4
World, excluding China	86.2	15.3
Africa	11.0	10.4
North America	7.6	21.7
Latin America/Caribbean	6.0	9.9
Europe	16.3	22.0
Oceania	0.9	25.1
Industrialized countries*	26.3	27.4
Low-income food-deficient countries*	28.7	10.3

*Data for 2009

VERBATIM

Fisheries managers do not know and probably never will know enough about fish and their ecosystems to construct enough facts to support agreement and co-operation.

— FROM *FISHING FOR TRUTH*
BY ALAN CHRISTOPHER FINLAYSON

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

Enhancing Capacities of Fishing Communities: Sub-regional Dialogue on Labour, Migration and Fisheries Management

This report on the "Sub-regional Dialogue on Labour, Migration and Fisheries Management", held at Chulalongkorn University, Bangkok, Thailand, from 11 to 13 December 2013, highlights the issue of migrant labour on board fishing vessels and the problems migrant workers face in their workaday lives.

<http://www.icsf.net/en/proceedings/article/EN/139-enhancing-capac.html?limitstart=0>

Marine Protected Areas and Small-scale Fisheries in South Africa: Promoting Governance, Participation, Equity and Benefit Sharing

This monograph studies the progress achieved by conservation partners in South Africa on the implementation of the Convention on Biological Diversity (CBD) Programme Element Two components of governance, participation, equity and benefit sharing, from the perspective of small-scale fishing communities.

<http://www.icsf.net/en/monographs/article/EN/140-marine-protecte.html?limitstart=0>

Traditional Knowledge of the Gulf of Mannar, India: A Participatory Study of the Traditional Knowledge of Fishing Communities in the Gulf of Mannar, India

This is the first in a series of case studies by ICSF to document the traditional knowledge of fishing communities dependent on marine and coastal resources in protected and conserved areas in different parts of the world. The study, done with the support of the Bay of Bengal Large Marine Ecosystem (BOBLME) project, documents the traditional knowledge of fishing communities in the Gulf of Mannar in the state of Tamil Nadu.

<http://www.icsf.net/en/monographs/article/EN/141-a-participatory.html?limitstart=0>

Videos

Shifting Sands

Shifting Sands, directed by Sonia Filinto, explores the life of the fishing community in Calangute, a popular tourist village in Goa, India. The film aims to give voice to community members and how they perceive themselves, their trade and the constantly changing life around them.

Cry Water! Struggles for water in Ntlalavini

A 22-min film produced by the Institute for Poverty, Land and Agrarian Studies, *Cry Water!* shows the struggles of women in Ntlalavini in South Africa to access water by scrambling down mountain slopes to get to the river, then carrying water back up in barrels.

<https://www.youtube.com/watch?v=qKu3xbOiU4I>

FLASHBACK

Food First?

Fish is at one and the same time both a source of food and income. This is a quintessential characteristic which should be borne in mind while discussing the issue of food security. In fishing communities, on the one hand, there are large numbers who depend primarily on fishing for a livelihood. For them, it is the income from the sale of fish that lets them pay for the bare necessities of life. On the other hand, there are those who rely on farming, fishing or mere gathering from the bush, in order to exist. For the people of such communities, fish is less a source of income than a source of subsistence—often a vital means of partially meeting their daily nutritional requirements of protein.

From the point of view of consumers, in several developing



countries there exist underprivileged classes like agricultural labourers, plantation and mine workers, who bank on fish as a source of cheap protein. This demand for

fish is met mostly by domestic or regional trade. In contrast, there are fairly prosperous consumers in developed countries whose culture, habits and dietary preferences, more than anything else, determine the demand for fish. The requirements for this large market are satisfied mostly from imports.

Recent international efforts to address the issue of food security have gone only part of the way. Consider the Kyoto Declaration and Plan of Action on the Sustainable Contribution of Fisheries to Food Security that sprung from last year's International Conference on the Sustainable Contribution of Fisheries to Food Security, as well as the 31st Session of the FAO Committee on Food Security in February this year. They provide only fragmentary approaches on how to effectively address the issue of food security in the context of fisheries.

Both these meetings focused only on supply-side issues. Augmenting supply *per se* means little to poorer consumers at the household level, unless the increase in supply should translate into better incomes for poorer fishworkers.

Furthermore, concentrating only on the supply side, without in any way restraining demand, could be ultimately counterproductive. This is because the market is the worst enemy of good resource management. The market mechanism invariably proves efficient enough to absorb large quantities of fish and can thus subvert any management measure, however worthwhile.

— from *Comment in SAMUDRA Report No. 14, March 1996*

ANNOUNCEMENTS

MEETINGS

FAO Workshop on the Implementation of the SSF Guidelines

8 - 13 December 2014, Italy, Rome

UN Ad Hoc Open-ended Informal Working Group to study issues relating to the conservation and sustainable use of marine biological diversity beyond areas of national jurisdiction

20 - 23 January 2015, New York, US

UserRights 2015:

Tenure & Fishing Rights 2015: A global forum on rights-based approaches for fisheries

23-27 March 2015, Siem Reap, Cambodia

FAO and Cambodia are co-organizing UserRights 2015 to advance knowledge on the governance of tenure and rights-based approaches

WEBSITES

Human Rights Standards for Conservation, Part I. To Which

Conservation Actors do

International Standards Apply? Jael E. Makagon, Harry Jonas and Dilys Roe

This paper analyzes the applicability of international human-rights law to those involved in protected area conservation, including states and state agencies, international organizations, businesses and NGOs. It is the first in a three-part series of technical reports that will serve as a foundation for developing an accessible

Guide to Human Rights Standards for Conservation.

<http://pubs.iied.org/14631IIED.html>

AGAMAR (Asociación Galega de Mariscadoras/es) is a Spanish state level association that was created in 1998 with the aim of bringing together all the shellfish workers of Galicia to get a common voice dedicated to achieving the objectives of the sector, through the articulation of diverse lines of action.

www.agamar.es/en/



Endquote

Over the Sea

*O*ver the sea, quite near the shore, were trying to rise, one beyond another, at wider and wider intervals, vapours of a pitchy blackness but also of the polish and consistency of agate, of a visible weight, so much so that the highest among them, poised at the end of their contorted stem and overreaching the centre of gravity of the pile that had hitherto supported them, seemed on the point of bringing down in ruin this lofty structure already half the height of the sky, and of precipitating it into the sea.

— from *Within a Budding Grove* by **Marcel Proust**,
translated from the French by C K Scott Moncrieff

