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SAMUDRA

REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



Catch Shares in Fisheries

South Africa's Small-scale Fishing Policy

WFFP General Assembly

Ecolabels and Sustainable Seafood in the UK

MPAs in Costa Rica

Indigenous Fishing Rights in Chile



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.

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RAMYA RAJAGOPALAN/ICSF

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FRONT COVER



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Lowering the fishing craft, Chile

Photo : ICSF



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OLIVIER BARBAROUX

Farming of seaweeds in Wando,
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Fair and Sustainable Fishing Shares?

Community-allocated access rights assigned to organizations of small-scale fishers could well address some of the concerns of artisanal and small-scale fishing communities

Over 20 years ago, *SAMUDRA Report* saw fishing quotas as an attempt by the industrial fleet to take over marine living resources traditionally caught by small-scale and artisanal fishers (see “Flashback”, page 52). Individual and collective fishing quotas are now employed in manifold forms in several countries not only to allocate fishing opportunities, but, ostensibly, also to reduce overcapacity and overfishing. In the case of collective quotas, one objective is to take account of the vulnerability of small-scale fisheries in the face of competition from industrial fishing, and to ring-fence their fishing rights.

But quota management systems (QMS) may also cause adverse environmental, social and economic effects. In multi-species fisheries, QMS may be the unwitting cause of high discard rates, for example. They may bestow wealth and opportunity on those relatively few individuals lucky enough to be allocated quota, while skewing social and economic relations in fishing communities in favour of vessel owners, against the interests of crew members, other fishery workers and stakeholders, notably women.

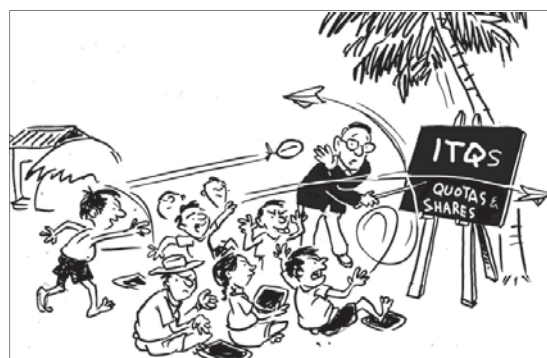
In his article “Anger and Angst” (page 4), Zeke Grader contrasts QMS experiences in the United States (US). In the mid-Atlantic surf clam fishery, quotas have got concentrated among a few large processors, while the fishermen-designed system in the halibut and blackcod fisheries in Alaska requires that most of the quota be held by those fishing on board. Grader claims this has led to safer fishing operations, enhanced the landed value of fish, and spread fish production across the season.

Grader then draws attention to the potential of community fishing quotas as authorized by the US Congress under the rubric of ‘catch shares’ in 2006. This allows for community fishing associations (CFAs)—comprising working fishing women and men, processors and others within a community—to be provided with quotas so as to preserve their access to traditional fisheries. Despite their potential benefits, Grader warns, CFAs are unlikely to take root unless the government or others purchase the quotas that were supposed to have been allocated initially. Only such CFAs can protect fishing communities’ economic, social and cultural stake in their fishery.

The impending introduction of transferable fishing rights as ‘transferable fishing concessions’ in

the reformed Common Fisheries Policy (CFP) of the European Union is discussed by Yann Yvergnaux in his article, “Catch Shares Razzmatazz” (page 29). Such an introduction could have perverse effects: the transfer of rights from small-scale to industrial fisheries; concentration of fishing rights in the hands of a few; decimation of fishing communities; demise of small-scale artisanal fisheries; and corporate control of fisheries.

Given these conflicting perspectives, can QMS, be crafted to secure sustainable artisanal fisheries, to minimize perversity and maximize equity? Or are QMS, after all, a zero-sum game for artisanal and small-scale fishers?



If the 2006 US schema for community quotas was applied in the right way, it might address some of the principal concerns of artisanal and small-scale fishing communities about the concentration of quota ownership in countries where QMS are already introduced. Under certain conditions, community quotas might help adapt

quota based fisheries management regimes to benefit artisanal and small-scale fishing communities for instance, if allocated to owner-operator fishers’ associations or to co-operatives employing passive and selective fishing gears, to crew unions, or to groups of shore-based fishers without a vessel, and with strict rules governing their transfer, working conditions and safety of fishing.

Such initiatives, however, underscore the importance of dynamic and secure governance structures, in which fishers, both men and women and their communities play an active part. In the absence of functioning co-operatives or associations of fishers and fishing communities, it is difficult to foresee successful community quotas that would remain with the designated communities in the long run.

Once effective institutional structures are developed, subsidies could be granted to community associations to purchase quotas to protect their interests in fisheries, as Grader argues.

Today, when ocean space is increasingly in demand, not only by industrial fishing but also by other conflicting interest such as oil and gas exploration and exploitation, wind farms, mariculture, and so on, could secure community fishing rights, possibly under an equitable QMS regime, protect the interests of coastal fishing communities?

Anger and Angst

Catch shares and quota-based management programmes have failed to remove the uncertainties facing US fisheries and fishing communities

4

The mood in the fisheries of the United States (US) is not pretty. Despite upward trends in stock assessments for groundfish on both the Atlantic and Pacific coasts, the return of the Pacific salmon fishery after three years of almost no fishing, the resumption of fishing in the Gulf of Mexico following the nation's worst ocean oil spill, and the high market demand for fish from Alaska and elsewhere, all is not well. The foul mood across the country—brought on by a lacklustre economy, two seemingly endless wars, and the partisanship, divisiveness and ugly rhetoric spewing from the 'Tea Party' and other extremist groups—seems to have pervaded the nation's fisheries as well.

Science was now to be the cornerstone for developing fishery management plans.

While the status of US fishermen may be the envy of fishing men and women in many parts of the world, there are serious problems confronting America's oldest industry and a great deal of uncertainty about the future for working members of the fishing fleet.

Part of that anger spilled over last year when there was a march on Washington by commercial and recreational fishermen. A large part of the unhappiness came from the Atlantic coast where catch restrictions had greatly limited the number of fishing days; these restrictions

were forcing many to the verge of bankruptcy. The principal US fisheries law—the Magnuson-Stevens Fishery Conservation and Management Act had been renewed ('reauthorized') in 2006 with explicit language prohibiting overfishing and mandating the development of rebuilding plans for all overfished stocks.

Amendments from the 1996 reauthorization included 'do-not-overfish' prohibitions, but the 2006 reauthorization was emphatic, with the US Congress telling the Department of Commerce it wanted overfishing, wherever it was occurring, to stop, and stocks to be rebuilt. Science was now to be the cornerstone for developing fishery management plans.

Within the Department of Commerce is the National Marine Fisheries Service (NMFS), along with the National Oceanic and Atmospheric Administration (NOAA)—the larger science agency where NMFS (along with the National Weather Service and ocean-related services) currently resides. The Department is responsible for implementing the Magnuson-Stevens Act, including approving fishery management plans (FMPs) developed by eight different regional councils and regulating fishing pursuant to those plans.

Buyback programme

The overfishing and rebuilding efforts have been painful. On the Pacific coast, the groundfish trawl fleet was effectively cut in half through an industry-funded—but government-bankrolled—vessel and

*This article is by **Zeke Grader** (zgrader@ifrfish.org), Executive Director of the Pacific Coast Federation of Fishermen's Associations (PCFFA)*

permit buyback programme. Additionally, groundfish quotas from the smaller and less organized fixed-gear (trap and hook-and-line) fisheries were reallocated by the Pacific Council (where trawl interests have had seats continuously since 1976) to the trawl fleet to make the cutbacks for the larger vessels less painful. This was done in spite of the fact that the trap fleets have less bycatch, do not disturb bottom habitat, and fetch a higher price for their catch.

Along the New England and mid-Atlantic coasts, vessel buybacks were less successful in reducing fishing effort. The relationship, particularly in New England, between the fleet and NOAA/NMFS has long been acrimonious. For years, the New England Fishery Council had refused to adapt measures necessary to prevent overfishing or begin the rebuilding process. A great deal of blame was being heaped on the New England Council for failing to deal with overfishing—and it, like its West Coast counterpart, was heavily dominated by trawl interests to the detriment of the smaller, more artisanal fixed-gear fleets—but NOAA/NMFS was no innocent party in this case.

Stock assessment research had been bungled by the fishery agency (hence, “trawlgate”) and there was a great deal of mistrust of the data the government was basing its overfishing assessments on. It seemed, in fact, every time a new assessment was ordered, more fish were found. Coupled with this was the heavy-handed approach of NOAA’s enforcement agents in the New England office. Little wonder then that there was a deep division between fishermen and government in that region. Indeed, a scandal rose out of NOAA’s New England enforcement office, resulting in the relocation of agents and a review of cases that is still in the process of being resolved, and the return this May of fine monies improperly collected.

In an effort to deal with the crisis in the New England groundfish fishery, the region’s Congressional delegation—including the late

Senator Edward Kennedy who, like his brother John before him, was a staunch advocate for New England fishermen—provided funding for a large (compared to the rest of the country) collaborative fishery research programme involving fishermen working together with scientists. This collaboration, it was felt, would help bridge the gap in the understanding of the science on which management decisions were based. There were a number of other benefits as well, including opening up research opportunities for scientists, reducing the cost of many types of research/data collection, taking advantage of the fishermen’s knowledge of fishing techniques and fishing grounds, and putting many underemployed fishing vessels to work.

NOAA and NMFS, on the other hand, began pushing in earnest, under the Bush Administration, the development of individual fishing quota (IFQ) programmes as their answer for the ‘fishery problem’. IFQs, allowing the free trade and sale of fishing quota, were seen as a ‘market-based’ solution for dealing with natural resource conflicts. The less restrictive forms of IFQs, such as in place in New Zealand and Canada, amounted to a *de facto* privatization of public resources. Privatization of public resources, whether land,

THE FACES OF CALIFORNIA FISHING



The fishing vessel *Pieface* at California, US. For years, the New England Fishery Council had refused to adapt measures necessary to prevent overfishing

water or fish, fit right into the Bush Administration's ideology. It had embraced the neoconservative dogma for its foreign policy; now, domestically, it was embracing a neoliberal 'market-based' ideology to guide conservation. It was, after all, the American administration pushing liberal, secular democracies abroad—at least publicly—while pursuing a conservative theocracy at home.

Despite the hyperbole about them, IFQs do not end overfishing—nor do they rebuild stocks or even, necessarily, promote stewardship of fisheries. They are an allocation tool that may either promote or thwart conservation. What they can do, depending on how they are designed, is provide fishermen flexibility to take advantage of market conditions, potentially increasing the value of the catch.

IFQs in the US fisheries, at the beginning of the decade, were largely untried, with mixed results for the two most prominent programmes then in place. The mid-Atlantic surf clam fishery IFQ resulted in ownership of the fishery being consolidated into the hands of a few large fish processors. In Alaska, however, the largely fishermen-designed system for the halibut and blackcod

leading US conservation organization, had become enamoured with the use of economic incentives nearly two decades ago, when it advocated for water marketing as a method of addressing California's water problems. Water marketing, like IFQs, can result in the privatization of publicly owned resources. While a useful tool in limited applications, both of these market-based tools have been plagued with problems, resulting in the enrichment of a few and the impoverishment of many. As a result of EDF's almost single-minded zeal for IFQs, it managed to get kicked out of the Marine Fish Conservation Network (MFCN)—a coalition of some 200 conservation, commercial and recreational fishing organizations—during the last reauthorization of the Magnuson-Stevens Act. The network had argued for strict standards for any IFQ programme to prevent privatization and ensure conservation; EDF wanted no such limitations.

On the west Coast, EDF and a few organizations representing larger trawler interests, began quietly developing an IFQ programme for groundfish with the backing of the Bush Administration's NMFS and the chair of the Pacific Council. On the east Coast, New England's groundfish stocks were languishing. The collaborative research programme relieved some of the impact of the catch cutbacks, but the industry was still hurting.

Economic relief

The Pew environmental group, although much maligned among many in the US fisheries, attempted to push fishery jobs legislation intended to give economic relief for fishermen while stocks were being rebuilt. That measure might have provided an ideal middle ground between an industry arguing for more time—and less fishing restrictions—or 'flexibility' and an agency whose only answer was an IFQ programme aimed at consolidating the fishing fleet, leaving many vessels tied to the dock and fishermen in unemployment lines. But the Pew jobs proposal was never acted on by the Congress.

Despite the hyperbole about them, IFQs do not end overfishing—nor do they rebuild stocks or even, necessarily, promote stewardship of fisheries.

(sablefish) fisheries had generally met with success. It made fishing operations safer, increased the value of the catch, and spread production over the season, providing consumers fresh fish for much of the year, in spite of problems with initial allocations and questions now about some of the quota leasing taking place.

Entering into this fray was the environmental non-governmental organization (NGO), Environmental Defense Fund (EDF), with a well-financed campaign to promote market-based solutions. EDF, once a

In 2009, many fishermen hoped for change with the coming of the new Obama Administration. However, with the exception of salmon in California, change in federal fishery policy has been virtually non-existent. Instead, NOAA not only embraced the Bush Administration's promotion of IFQs, but embellished it, to include sector allocation, renaming it 'catch shares'.

To further promote catch shares, NOAA called for a multi-million-dollar federal investment to facilitate catch share development. The problem was to fund this federal initiative; monies had to be taken from somewhere else. In this case, the monies were taken from the highly popular and successful fishermen-scientist collaborative research programme. This did not sit well with the fishing fleet.

In fairness, under the rubric of 'catch shares' were included community fishing associations (CFAs), authorized by the Congress in the 2006 Magnuson-Stevens Act reauthorization. CFAs were authorized to be provided initial allocation for any individual quota or catch share fishery as a means of preserving fishing communities' access to their traditional fisheries—certainly the fish stocks in the waters adjacent to those ports. With consolidation and tradeable quotas under most IFQ programmes, communities were losing access to fish as local fleets sold their quotas or moved elsewhere. On the other hand, CFAs—made up of working fishing women and men, processors and others within a community—could hold quota in trust for the community, to protect the local fishing fleet along with the shoreside jobs derived from fishing and a community's economic, social and cultural stake in its fishery.

Prior to Congress' authorization of CFAs, the North Pacific Council had attempted to deal with the issue of maintaining a fishing community's access to fish stocks—in the design of its Bering Sea/Aleutian Island (BSAI) crab fishery IFQ (rationalization or 'ratz') programme—by awarding quota to fish processors, in addition to fishing vessels, trying to protect the



Black cod fishing in California, US. With the exception of salmon in California, change in federal fishery policy has been virtually non-existent

assets of processors in fishing ports and the employment those plants provided. The problem with that approach, other than potentially running afoul of US anti-trust (anti-monopoly) laws was that there was no guarantee the processors would not sell their quota to a processor in another port, move their operations, or outsource the processing—as happened when some domestic buyers began sending crab to China for processing, eliminating shoreside jobs in Alaskan communities.

The BSAI crab fishery 'ratz' programme has proven highly controversial. It significantly reduced the fleet size just when crab stocks were rebounding, and resulted in the loss of nearly 1,000 crew jobs, with less pay for those crew who kept their jobs.

Referendum

The Obama Administration's answer for the New England groundfish fishery, through NOAA, was to promote a catch share programme in the form of sector allocation. Congress had mandated that any quota programme for New England had to be approved by a referendum of the affected fishing groups, but that did not stop NOAA and the New England Council from moving ahead anyway, without a vote ever being taken.

On the west Coast, NOAA/NMFS kept moving ahead with the Bush Administration/EDF/large trawler groundfish trawl IFQ proposal. That proposal was approved by the Department of Commerce and began in January, although a lawsuit filed by the Pacific Coast Federation of Fishermen's Associations (PCFFA), the Crab Boat Owners Association and the Port Orford Resource Team could bring all that to a halt once the case is heard. The Pacific groundfish 'ratz' programme is designed for larger trawlers, especially in its observer requirements that will likely force smaller trawlers to sell out, and could reduce the remaining fleet by another two-thirds, leaving many ports with no access to those groundfish stocks, such as sole, that can only be caught with trawl nets.

To date, NOAA/NMFS has done nothing—in the Bush and, now, Obama Administrations—to develop working criteria, much less a template for establishing CFAs or issuing them quota, despite the fact they have now had five years to act. Under the Obama Administration, NOAA/NMFS did attempt to develop a policy for catch shares, but it was largely devoid of substance, stating only that the federal government would assist those fisheries seeking to develop catch shares. In the meantime, NOAA/NMFS is moving ahead with developing catch shares for fisheries, giving out quota to individuals/sectors with no regard for Congress' intentions for developing CFAs to protect communities' interest in their fisheries. It appears now, if CFAs are to take root—a few are forming and one is now in operation in California—they will probably require some government subsidy or private foundation grant to purchase the quota they were supposed to have been allocated initially.

Earlier this year, Ecotrust issued its report on catch shares—"Community Dimensions of Fishery Catch Share Programmes: Integrating Economy, Equity and Environment" (http://www.ecotrust.org/fisheries/NPCDFCSP_paper_031511.pdf)—that provides a fairly objective analysis

with recommendations, and should be read by those wanting to know more about the issue.

The US fishing fleet is predominately made up of smaller, coastal fishing vessels, mostly owner-operated family businesses. They are mainly less than 25 m in length, most less than 15 m length overall (LOA). At one point, diminishing fish stocks and, in some instances, loss of markets seemed the biggest threat to the continued existence of the US' oldest industry—at least as it had been traditionally conducted. Now, with strong demand for most wild-caught seafood, overfishing having ended, and even some progress being made in tackling non-fishing threats to stocks—such as dams, loss of freshwater flows to sustain rivers and estuaries, habitat destruction and pollution—there should be reason for optimism. 

For more

www.nmfs.noaa.gov/msa2005

Magnuson-Stevens Reauthorization Act of 2006

www.gloucestertimes.com/local/x253820322/House-backs-killing-NOAA-catch-share-funds

House Backs Killing NOAA Catch Share Funds

www.nmfs.noaa.gov/sfa/domes_fish/catchshare/index.htm

Catch Shares

www.edf.org/home.cfm

Environmental Defense Fund

www.ecotrust.org/fisheries/NPCDFCSP_paper_031511.pdf

Community Dimensions of Fishery Catch Share Programmes: Integrating Economy, Equity and Environment

Me and My Salmon Friends

A programme of ethno-ecological education among the youth of rural Kamchatka in the Russian Far East strives to revive traditional indigenous knowledge in salmon fishing

The Pacific coast of Russia—or the so-called Russian Far East—is rich in diverse indigenous cultures for whom salmon is the main source of subsistence. Neighbouring Alaska is the Kamchatka peninsula, one of the Russian Far East regions which, for the most part, remains proud of its pristine and untouched nature. A land of volcanoes, rivers and brown bears, Kamchatka is also the homeland of five indigenous groups—Chukchis, Koryaks, Itelmens, Aleuts and Evens—who practise either traditional reindeer herding or fishing.

Kamchatka is a spawning ground for all six species of the Pacific wild salmon. The local people have yet to taste farmed salmon and they seem in no hurry to do so in the near future. Over the last decade, with rising pressure on Kamchatka's salmon resources—from overfishing, poaching, and gas and oil exploration—a number of environmental organizations, along with groups of indigenous peoples, have united their efforts to raise awareness about the processes that threaten salmon populations and to seek possible solutions. This has resulted in various salmon conservation programmes. An important component of those programmes is the emphasis on the use of traditional indigenous knowledge aimed at sustainable use of natural resources.

Work with the indigenous youth population of Kamchatka in the area of salmon conservation has thrown up some examples of successful programmes and some ideas for future work to facilitate more responsible use of salmon resources.

In 2003, an indigenous organization, the Ethno-Ecological

Information Centre Lach or EEIC Lach ('Lach' means 'sun' in the Itelmen language) started a youth programme specifically aimed at raising awareness of the dangers of the depletion of salmon stocks. It was the first organization to work on the ethno-ecological education of the children of the north. Since then, every year EEIC Lach has held some kind of educational event. The main aim is to encourage indigenous youth from rural areas to use salmon resources more responsibly, based on the traditional ancestral knowledge

An important component of those programmes is the emphasis on the use of traditional indigenous knowledge aimed at sustainable use of natural resources.

of the indigenous population of the peninsula.

EEIC Lach's first big project was called "Me and Salmon". It was a two-year project of poster and composition competitions throughout the peninsula on the topic "Me and Salmon". By offering this challenge to the children, we at EEIC Lach wanted them to start thinking about how their lives are related to salmon and how they depend on the ecological status of their environment. These contests were meant for children and youth between three and 23 years of age.

Children's works

We received over 180 entries for the contests. Children expressed great interest in the topic and their works reflected the lifestyle of the

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TATIANA DEGAJ / EEIC LACH



Salmon being dried on racks in Kamchatka, Russia. Salmon is one of the essential subsistence foods for indigenous peoples of Kamchatka

10

indigenous peoples of Kamchatka for whom salmon is one of the essential subsistence foods. The submissions revealed that knowledge of the disappearance of salmon is not confined to grown-ups and that children also care about subsistence and livelihoods.

In their compositions, rural children described vividly the problem of salmon poaching that occurs in the rivers near their homes. They proved that they understand the problem, and are aware of the need to be more responsible about the use of salmon resources. They also realize that mass poaching leads to hunger and the extinction of indigenous peoples who have traditionally used natural resources without damaging the environment. The “Me and Salmon” project demonstrated that an indigenous person in Kamchatka cannot imagine a life without salmon.

The results of the contests were declared during the conference titled “Nature and Society of Kamchatka: Looking for Ways to Solve Ecological Problems”, held in the main city of the peninsula. As a follow-up, the posters were sent to various Kamchatkan villages as a travelling exposition.

The poster and composition contests had a huge resonance in Russia and, as a result, the Russian Association of Indigenous Peoples

of the North (RAIPON) offered to include the works of the children in a publication—“Me and Salmon”, our first children’s book.

In 2004, we started a new project called “Legends About Salmon”. The idea was to get youth to co-operate with elders to record legends or make up their own stories about salmon. The competition aimed at encouraging youth to start thinking not only about issues related to salmon—its use and value, and the problem of poaching—but also about the ancient connections between indigenous peoples and the gifts of nature. Thanks to the project, children learned about how salmon migrate, and they also got acquainted with the etymology of the names of salmon species, which are derived from indigenous languages. Many participants described the salmon life cycle and the traditions of salmon fishing among native populations. They also described traditional fishing methods, the restrictions on the allowable catch of salmon, and why salmon is important for the region. The contest also attracted some entries from the neighbouring salmon communities of Sakhalin and Magadan.

In planning these contests, we wanted to facilitate conversations between the children and the holders of native wisdom, who were encouraged to share ancient stories about salmon that are still alive in the communities’ collective memory. We also hoped to get not only children but also their parents to start thinking about more sustainable uses of salmon. One unexpectedly successful achievement of the project was to initiate similar programmes in the neighbouring regions of Sakhalin and Khabarovsk. Another outcome of the project was the publication of a book, in 2006, of stories sent in by the contest participants. Titled “Legends About Salmon”, it went into a second edition in 2007.

Youth camp

Since 2007, EEIC Lach has been actively involved in the organization of the ethno-ecological youth camp “Salmon Keepers”, together with the

main organizer, an information centre called “Aboriginals of Kamchatka”. In 2007 too, with the help of camp participants, we published a book titled “Kamchatka: The Land of Salmon”. It aimed to provide scientific information about salmon in a language appropriate for children. The book opens with an Itelmen legend about the creation of the land of Kamchatka, written by a native elder, and then goes on into colourful descriptions of salmon species and life cycle, in the form of a poster that can be easily taken out of the book and hung on a wall. Participants of the Salmon Keepers camp created educational puzzles about salmon for the book as well. The publication has been sent to villages where teachers and leaders of environmental clubs are using it for their lessons.

Each summer, the Salmon Keepers camp is held in different salmon spawning grounds, which are usually close to a native village. The camp is meant for indigenous teenagers who come to learn about salmon and its relation to indigenous cultures, from invited indigenous knowledge holders and scientists. Generous funding from the ecological non-governmental organization Pacific Environment (PERK) allows the camp to be held free for the participants. Usually, it is a two-week event, during which the youth live a traditional lifestyle on one of the Kamchatkan rivers.

The camp’s organizing committee consists of indigenous organizations such as Aboriginals of Kamchatka and EEIC Lach as well as scientific institutions such as the Kamchatka Research Institute of Fishery and Oceanology. As a follow-up activity, during the fall, Kamchatka hosts a “Salmon Keepers Festival”, a platform where children from different ecological clubs meet and compete over their knowledge about salmon. By tradition, the participants of the summer youth camp form their own team for the festival and present their own logo, in the form of an artistic composition like a poster, and they also participate in various competitions. All these projects are

supported by PERK, whose funding has made it possible to get more young people and rural teachers involved in the movement.

The youth programmes of EEIC Lach have been developing over the past years, and it is gratifying to see that they have initiated similar independent projects in various Kamchatkan villages. As a result, a number of ecological clubs and salmon museums have been initiated by local teachers. While organizing the contests, we have taken care to identify and award those teachers who have encouraged the participation of their students in the salmon programmes. It is important to support these volunteers and make them and their efforts feel heard, needed and appreciated.

In 2010, the International Year of Biodiversity, we joined hands with colleagues from “Kogolika”, the Informational Law Centre of Indigenous Peoples in the Tomsk area of Siberia, to organize an indigenous Russian youth poster competition around the theme “The World Around Us”. Children from Kamchatka and Tomsk were invited to present the ecological problems of their regions at the state level.

The camp’s organizing committee consists of indigenous organizations such as Aboriginals of Kamchatka and EEIC Lach as well as scientific institutions.

Different areas

It was interesting to see the difference between the two Russian areas. In Tomsk, children worry about oil extraction, while in Kamchatka, for the most part, children are concerned about salmon issues. During the summit of the leaders of the Arctic countries in Moscow, we organized an exhibition where Arctic leaders had a chance to vote for the poster that best represented the theme. A small exhibition was also organized for the 10th Conference of the Parties to the Convention on Biological Diversity in Nagoya, Japan.

TATIANA DEGAI / EEIC LACH



Children, known as 'Salmon Keepers' helping in conserving salmon stocks in Kamchatka, Russia. It is important for the future of Kamchatka to continue the education of children

For all our contests we have tried to secure funding so that every participant gets to take back some kind of a special gift for participation, such as school supplies or camping gear, which are hard to come by in the rural areas. Winners get more substantial prizes. Each participant is also sent a copy of the publication dedicated to the contest. The publications are also sent to rural schools and libraries as background material for ethno-ecological education.

Our experience in conducting these various ecological events indicates that we need to increase attention on working with rural schools. There is a great lack of teaching materials for schools aiming

at ethno-ecological education that takes into consideration the local environment and people. It is important to continue providing publications that support teachers in their ecology or biology lessons in schools as well as in ecological clubs. Usually, such teaching is voluntary and teachers do not get monetarily rewarded for their impressive work. It is thus essential to at least recompensate them with some publications, contest events and youth camps to encourage and thank them for their work.

Poaching remains a big issue in Kamchatka. Many citizens are forced to go to the river and poach fish because it is the only way to earn an income in the summer. In the light of this, it is important for the future of Kamchatka to continue the education of children growing up in such an environment. We can also influence parents via their children, to some extent, which is our goal for future events.

For more

en.wikipedia.org/wiki/Kamchatka_Peninsula

Kamchatka Peninsula

www.vulkaner.no/t/kamchat/people.html

Indigenous People of Kamchatka

www.raipon.info

Russian Association of Indigenous Peoples of the North, Siberia and the Far East

pacificenvironment.org/blog/2011/02/beautiful-books-about-kamchatka%E2%80%99s-salmon-from-the-rivers-to-the-kitchen/

Beautiful Books about Kamchatka's Salmon; from the rivers to the kitchen

Networking for Partnerships

The Caribbean Network of Fisherfolk Organizations (CNFO) is trying to improve fishing communities' livelihoods and their participation in governance

From the tip of southern Florida in the United States to the northern shores of South America, the 2,754,000-sq km (1,063,000-sq mile) Caribbean Sea is a diverse and complex space bordered by, and containing, over 30 countries and territories, most of which are small island developing States. With almost as many languages and dialects as countries, the wider Caribbean directly and indirectly sustains millions of people whose livelihoods depend on shared marine resources. Although fishing is an important livelihood in the Caribbean, tourism is frequently the main economic use of coastal and marine areas, especially in the small islands. Fisherfolk often compete and conflict with other users of marine resources and space.

In the Caribbean, fisheries provide direct or indirect employment for 200,000 - 500,000 fisherfolk who are mostly from rural communities and who lack other major income-earning opportunities. Fishers harvest resources ranging from internationally managed highly migratory tunas to less-managed small coastal pelagics, coral reef species, shrimp and groundfish. Small-scale fishing predominates. Some fisheries are high-value for export such as lobster, conch, shrimp and tunas. Others are important for local food and bait. The global fisheries situation is reflected in the depletion of many resources, especially in the nearshore and reef habitats that are becoming increasingly degraded.

The majority of fisheries resources are shared among many countries at some point in their life cycle, but there is no regional fisheries management organization that covers the entire

area or all fisheries. However, fishers in the English-speaking Caribbean are now active in regional fisheries organizations, such as the Caribbean Regional Fisheries Mechanism (CRFM) and the Gulf and Caribbean Fisheries Institute (GCFI). One avenue for active participation in fisheries governance has been through the creation of the Caribbean Network of Fisherfolk Organizations (CNFO).

Stemming from a CRFM developmental project, this new regional network is involved in activities aimed at building the

Although fishing is an important livelihood in the Caribbean, tourism is frequently the main economic use of coastal and marine areas.

capacities of fishers and fisherfolk organizations in leadership, management, sustainable livelihoods, advocacy and more. The project is implemented in partnership with the Centre Technique de Coopération Agricole et Rurale (CTA), based in the Netherlands, and the Centre for Resource Management and Environmental Studies (CERMES) at the University of the West Indies (UWI) in Barbados.

Needs assessment

The genesis of this project can be traced to 2004 when the CRFM undertook a needs assessment of Caribbean fisherfolk organizations, which recommended the formation of a regional network of national fisherfolk organizations (NFOs). There was a need to strengthen the

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capacities of fisherfolk organizations to participate in the management of the resources affecting their livelihoods. The establishment of this regional network of fisherfolk organizations was a prime strategy for addressing issues revealed by the needs assessment, including:

- fisherfolk organizations' weak management skills;
- insufficient access by fisherfolk to relevant information; and
- fisherfolk's limited communication and advocacy skills.

A Strategy and Medium-term Action Plan for the Institutional Strengthening of Regional Fisherfolk Organizations—2006 to 2010 was then developed through a participatory process in order to address some of the gaps identified by the needs assessment. The overall objective is to contribute to improved income earnings, higher standards of living for fisherfolk, and sustainable use of fishery resources in the Caribbean; the more specific purpose is to have the institutional capacities of fisherfolk organizations developed at the regional, national and community levels.

It was also a time for capacity building as fisherfolk leaders were trained in areas related to network management and utilization of communication tools...

As in most region-wide programmes in the Caribbean, establishing the CNFO has been challenged by the diversity of nation States, which calls for equally diverse approaches to organizing. The first phase, from 2006 to 2008, confirmed the potential for a regional network of fisherfolk groups, and saw the formal establishment of several national organizations that were necessary to form the backbone of the regional network. It was also a time for capacity building as fisherfolk leaders were trained in areas related to network management and utilization of communication tools; institutional strengthening was carried out primarily through workshops,

supplemented in between by support, encouragement and mentoring from CRFM and CERMES and peer support and information exchange between key members of CNFO.

Some of the highlights of the project, between 2006 and 2009, were the following:

- provision of technical assistance to a number of countries in the organization and convening of the national consultations to launch NFOs;
- organizing and convening the September 2007 Regional Fishers Stakeholder Workshop in Grenada to get expressions of interest and views on the creation of CNFO and the immediate training needs of leaders and members of national fisherfolk organizations and groups;
- organizing and convening the October 2008 Training Workshop on Management, Communication and Advocacy for Fisherfolk Organizations, in St. Lucia;
- preparation and distribution of quarterly issues of the Fisherfolk Net newsletter;
- preparation and publishing of the 2008 and 2009 versions of the Fisheries Stakeholders Directory; and
- creation of a website.

Two major activities which raised the profile of CNFO and the confidence of the co-ordinating unit charged with steering its fortunes in the interim stages was the regional fisherfolk policy influence and planning workshops organized by CNFO in partnership with the Caribbean Natural Resources Institute (CANARI), CRFM and CERMES, with support from the CTA and Commonwealth Foundation in January and April 2009. It was during the January workshop in St. Vincent and the Grenadines that the fisherfolk shaped the following vision and mission for their organization:

Vision: Primary, national and regional fisherfolk organizations with knowledgeable members collaborating to sustain fishing industries that are mainly owned

and governed by fisherfolk who enjoy a good quality of life achieved through the ecosystem-based management of fisheries resources.

Mission: To improve the quality of life for fisherfolk and develop sustainable and profitable industry through networking, representation and capacity building.

With these as their guides, the fisherfolk participants prepared a strategy and work plan. They also used the subsequent staging of the first-ever CRFM Ministerial Council Meeting to make a case to the fisheries ministers for a greater role for fisherfolk in the policy and management decisions on marine resources. The April CNFO workshop coincided with a Special Meeting of the CRFM's Caribbean Fisheries Forum in Dominica. CNFO had been granted observer status by CRFM in December 2008 and representatives participated in discussions around the table with fisheries management representatives from across the region as they debated the intricacies of the common fisheries policy being developed by Member States of the Caribbean Community (CARICOM). CNFO has since then participated as the fisherfolk representatives in six CRFM meetings, and represented fisherfolk interests at the May 2009 CARICOM Consultations on the Implications of the WTO Doha Development Agenda Negotiations for Fisheries.

CNFO played an active role in convening the first-ever regional summit of fisherfolk during the annual Gulf and Caribbean Fisheries Institute (GCFI) conference in Venezuela, November 2009, and is a significant player in the GCFI Fisheries for Fishers initiative. CNFO Co-ordinator Mitchell Lay was also honoured as a leader in the sustainable use of fisheries resources by being named one of the Gladding Memorial Award winners for 2009 during the GCFI conference. The network has also been engaged in regional projects having implications for fisheries governance, such as the Caribbean Large Marine Ecosystem



A catch of fish landed in Dominica. A common fisheries policy is being developed by Member States of the Caribbean Community (CARICOM)

project and the ACPFish II project. Pursuing its vision, CNFO is involved in sharing information on fishing gears and techniques that contribute towards sustainable fisheries. It has also taken an active role working with CERMES in advocating for the application of the Code of Conduct for Responsible Fisheries (CCRF) of the Food and Agriculture Organization of the United Nations (FAO), by promoting the incorporation of the ecosystems approach to fisheries, encouraging participation in fisheries management and sharing of lessons learned.

These activities have strengthened national fishers' organizations in CARICOM countries such as Antigua and Barbuda, Barbados, Belize, Jamaica, and Trinidad and Tobago, while facilitating the formation and revitalisation of organizations in Dominica, Guyana, St. Kitts and Nevis, St. Lucia and Suriname.

Beneficial relationships

There is ongoing work with national steering committees in Grenada, and St. Vincent and the Grenadines. The important and mutually beneficial relationships that have developed with organizations such as CRFM, GCFI, CERMES, CANARI, the United Nations Environment Programme (UNEP) and the Commonwealth

B. SIMMONS



A fish vendor with flying fish at Oistins, Barbados. Fishers are keen to acquire knowledge to better manage the sustainable development of small-scale fisheries

Foundation have allowed CNFO to benefit from needed technical and financial support, and demonstrated that strategic partnerships are critical to the development of networks such as CNFO.

However, these gains made by CNFO over the life of the project do not obscure the facts that yet more capacity building is needed if this unique fisher-driven initiative is to achieve its true potential. The series of training and other workshops conducted for the fisherfolk leaders so far demonstrate that they are keen to acquire knowledge to better manage and operate their organizations as well as become good advocates for the sustainable development of small-scale fisheries. However, it is clear that their skills in Web-based areas need to be further developed in order to improve effective networking and multi-faceted communication among themselves, their partners and collaborators. Furthermore, the need has been recognized by the fisherfolk themselves that if they want to be in a better position to make informed contributions to fisheries policy development at the national and regional levels, they have to keep themselves informed, as well as share information about current fisheries policy and related matters.

With this in mind, CRFM pursued, and were recently granted, approval by CTA for Phase II of the project, to further develop the capacities of fisherfolk organizations so as to lead to more effective member and policy representation at national, regional and international levels. Top among the activities to be undertaken is the identification and ranking of the most feasible options for the structural-functional arrangements of the network (membership, objectives, roles, functions, authority, financing, status, internal regulations, etc.), and, subsequently, the initiation of legal procedures to make it a formal entity.

Stakeholders internal and external to the process have recognized that the sustainability of CNFO will depend on the improved skills and capacities of executives and officials of its member organizations. Institutional sustainability can only result from an enhanced network structure, management and operations; and proper functioning of sound administrative and management systems. It is anticipated that political and social sustainability will be due, in part, to CNFO enhancing its credibility as the legitimate voice of fisherfolk organizations and fishers of the region, and by expanding its partnerships with CERMES, CANARI and other organizations. The creation and maintenance of an organizational environment conducive to responding to stakeholder needs as well as seeking public support and financial sustainability for member organizations will partly depend upon CNFO's capacity to undertake sustained advocacy and mobilize external resources.

For more

www.caricom-fisheries.com/cnfo/AboutCNFO/tabid/159/Default.aspx

Video on the Caribbean Network of Fisherfolk Organizations

procs.gcfi.org/pdf/gcfi_62-29.pdf

Development of the Caribbean Network of Fisherfolk Organizations

Mere Window Dressing

South Africa's draft small-scale fishing policy seems situated outside current realities of fisheries governance and management in fishing communities

In 2007, an Equality Court in the Western Cape of South Africa ordered the national fisheries authority, together with representatives from the small-scale sector, to devise a national sector policy specific to the needs of artisanal fishers. After the circulation of numerous drafts of varying quality and credibility, the current draft small-scale policy was gazetted in August 2010. A month later, the newly appointed fisheries authority within the Department of Agriculture, Forestry and Fisheries (DAFF) presented the draft to fishers along the Cape Peninsula through a series of road shows. As invited spaces of public participation, the road shows were ostensibly represented as participatory interactions, where the government could debate the draft with resource users. Those events represented a potentially crucial interface between the State and the citizens in whose interests the small-scale fishing policy was drafted.

The road shows were held in areas commonly associated with small-scale fishing. Through their inclusion in the proposed policy, it is envisaged that these 'fishing communities' will have their historic rights to marine resources restored, and be eligible for developmental support from the State. With the exception of one senior scientist who attended the Kalk Bay road show, none of the officials facilitating these events were in high-ranking positions, nor did they have the decision-making power necessary to revise the policy in line with views expressed by fishers. No other government departments were represented. This was problematic because the policy emphasizes a

developmental approach that relies upon collaboration between different government agencies. Another important absence was that of the policy's key architects. By presenting the policy in a descriptive, technical manner, without being able to explain the process behind its design, the DAFF officials acted as messengers, effectively playing the role of de-politicizing the road shows.

Though most fishers in the Western Cape speak Afrikaans, the draft was presented in English. Fortunately, a DAFF employee managed to provide

Considerable anxiety was expressed at the road shows about the follow-up process...

some clarification in Afrikaans. The draft itself was written and presented using a technical discourse that was virtually impenetrable to the average artisanal fisher. Terms and phrases such as 'holistic', 'bold new paradigm shift', 'implementation', 'empowerment', 'progressive realization of livelihood rights', and 'integrity of ecosystems' echoed through community halls without sufficient explanation. The technical jargon presented in PowerPoint slides led one woman at the Hangberg road show to comment: "We don't understand this 'nice' stuff".

Follow-up process

Considerable anxiety was expressed at the road shows about the follow-up process, with one woman arguing that without meaningful integration

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of their input, “this policy is nothing but window dressing for my people”. The official presenting the draft was only able to relay his instructions in this regard. These were simply that “all comments will be considered”. As a senior DAFF official emphasized, “We are not here to debate the policy; after the road show, we will take account of your comments”. The mandated role of road shows is to facilitate rational and democratic interaction between fishers and the State. Though the DAFF should be acknowledged for creating these participatory spaces, it must be noted that there was little meaningful communication.

The draft policy rests on principles and objectives that reflect a human-rights-based approach by recognizing the cultural, political and economic rights of small-scale fishers. The inclusion of these principles and objectives is significant in the context of South Africa’s colonial and apartheid history, during which the rights of artisanal fishers were not formally recognized by the State. For this reason, the small-scale fishing policy process is symbolically significant.

The draft claims to represent a “paradigm shift” in the way artisanal fishing in South Africa is governed. This fundamental shift is encapsulated

in the policy’s emphasis on ‘community’ as the principal unit of small-scale fisheries governance. The key components of the draft constellate around this focus on community. They include the fostering of co-management between fishers and the State, the allocation of fishing rights on a collective basis, and the possibility of formalizing the preferential access of local fisher groups to coastal and marine areas adjacent to them. These policy components are all part of the policy’s “developmental approach” that seeks to increase the capacity of small-scale fishers to have greater control of their own fishing activities, from compliance to post-harvest processing and marketing. This developmental approach depends fundamentally on a particular conception of community.

The policy implies that a community is spatially distinct and socially bounded. Point 5.4.2 of the policy states: “Small-scale fishing rights must be allocated to community-based legal entities. The community-based legal entity will be made up of members who are individual persons that make up a small-scale fishing community”. While this conception of community may be more appropriately applied to parts of South Africa like the rural coastal villages of the Eastern Cape, it remains the case that the ideal type of the spatially bounded community has no empirical basis. The Western Cape, broadly, and the Cape Town Metropole, in particular, provide stark examples of this fact. Here, small-scale fishers often reside far from the coastal settlements where their fishing activities are based. They move between different areas to live and to fish—social and economic networks and relations flow between different places, contradicting the idea of a spatially bounded community. It is in the urbanized Cape Metropole in particular, that the paradigm shift towards community-based fisheries management will be most difficult to implement.

In addition, the draft policy requires that social boundaries be

OLIVER SCHULTZ



Commercial west coast rock lobster boats moored in Kalk Bay harbour, Cape Town. These vessels represent a sub-sector that is included in the draft small-scale fishing policy

drawn to designate small-scale fishing communities, who are expected to function as the basic unit for achieving pre-determined governance outcomes outlined in the draft. The assumption of socially bounded communities reveals another flaw in the conception of community implied by the language of the draft policy, namely, that in community there is significant unity and cohesion. The people who fall within, and between, the constructed borders of a particular community are not homogeneous in their interests or aspirations. As with the problem of imposing artificial spatial and social boundaries on small-scale fishing communities, the assumption of social cohesion is in tension with the reality experienced by small-scale fishers on the Cape Peninsula and in the Western Cape, more broadly.

Here, the history of poverty and social fragmentation among urbanized artisanal fishers has undermined not only their organizational capacity, but also their collective solidarity in a more dramatic way than in coastal towns and villages in rural areas. Yet the draft emphasizes the role of communities in co-management committees, and community-managed fishing rights, both of which require a substantial degree of social cohesion and organization. For example, the policy states that “the members of the small-scale fishing community will draw up a list with the names of the fishers who, in their view, may be entitled to harvest or fish for marine living resources”. The policy’s neglect of power relations and spatial complexity within a constructed small-scale fishing community means that this burden of self-identification will likely exacerbate pre-existing fault lines. Yet point 5.4.8 stipulates that the government will not mediate community disputes: “[N]o appeal is available to the Minister”. For all other disputes, individuals must make use of internal conflict resolution mechanisms within the community-based legal entity. Individuals are effectively left by the State to resolve these conflicts at the community level. This assumes that fishers are equipped to negotiate critical issues in

an equitable manner, and that conflict is peripheral and can be solved by the same players who are themselves involved in the conflict. Yet the necessary conditions for assuming a greater role in decisionmaking are not fully in place. According to one exasperated community member, “Each area is different! Who will come in to say: ‘This is the community’? They fight like cats and dogs”.

The reality facing many of these fishers is that they may need support to resolve conflicts emerging from the increased role envisioned for communities in fisheries governance

...the lack of even preliminary proposals for implementation makes it difficult for fishers to engage with, and assess, the document.

and management. These conflicts revolve around access to resources in a context of resource scarcity—the stakes are so high that conflict is inevitable. The flawed conception of community underpinning the policy creates practical challenges for implementation on the Cape Peninsula because it does not adequately reflect the situation on the ground.

The viability of the policy is further hindered by the fact that the draft does not include specific plans for implementation. A footnote in the document indicates that the “draft policy is not a strategy, implementation plan or procedural guideline, and, therefore, does not spell out the operational details”; these “will be determined and may be spelt out in regulations or operating procedures once the draft policy is adopted”.

Broad principles

Yet the implementation plan or procedural guidelines are as crucial as the broad principles and objectives upon which they are based. While it is critical to get stakeholder support on principles before deciding on details, the lack of even preliminary proposals for

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A young man handling snoek caught on hand-held lines in St. Helena Bay on the Cape west coast. The small-scale policy also includes those who participate in post-harvest processes

It is understandable that the architects of the policy were concerned to leave room for communities to establish the kind of legal entity that best suited them. However, the general lack of clarity regarding the paradigm shift to community-based legal entities is significant in shaping perceptions of fishers towards the draft. As mentioned, the community-based approach is more feasible—and thus has more grass-roots support—among fishers in rural coastal areas, compared to the Cape Peninsula. Here, community-based legal entities have an infamous history associated with economically unviable quotas and an unequal distribution of benefits.

Many people at the road shows expressed opposition to the idea of ‘community quotas’ managed by community-based legal entities. One fisher claimed that these arrangements “rob the people over time ... we have had bad experiences”. Indeed, on the Cape Peninsula, it appears that the lack of clarity regarding community-based legal entities has invigorated support for the policy to adopt an individualized rights system. A theme throughout the road shows was eloquently expressed by one fisher: “We need individual transferable quotas (ITQs) to control our destiny”.

It is important to note that some of the opposition to the community-based approach set out in the policy stems from the common misperception that the policy is proposing to implement ‘community quotas’. This misperception is itself the result of the ‘bad experiences’ mentioned above - many fishers are suspicious of any mention of ‘collective’ or ‘community-based’ arrangements. Yet the policy does not propose a quota system, where small-scale fishers would have to compete with other sectors for a quota. Rather, the intention is to implement a *rights-based* system where small-scale fishers would have their historical rights restored, and would have access, as a class, to all nearshore resources. This access would be managed jointly with State fisheries managers and scientists.

implementation makes it difficult for fishers to engage with, and assess, the document.

An example of the lack of clear guidelines for implementation is the proposal for “legal entities” to be set up in each small-scale fishing community. These legal entities would work with the State as local partners in co-management, and would administer their own collective fishing rights and post-harvest processes. The document recognizes the need for State and non governmental organization (NGO) support to assist communities in establishing and running these bodies, and includes suggestions of what this legal entity could look like (for example, closed corporation, co-operative, trust).

On an institutional level, the draft does not acknowledge that the DAFF lacks the skills and resources required to implement the developmental approach envisaged in the document. As a DAFF employee explained, the department is struggling to fulfil its mandate to manage inshore fish stocks sustainably; it is even less equipped to deal with the additional policy mandate of developing social capacity among small-scale fishers. It is common knowledge that the State does not have sufficient institutional capacity to implement the policy's proposal. As one DAFF official admitted, the policy is "something that DAFF doesn't yet have the capacity for, but it is something the department would like to investigate".

Asked about the cost of implementing the policy, a senior DAFF scientist responded to one fisher: "At this draft stage, no one has worked out exactly how much all of this will cost. You are right, there needs to be more money. The minister has said building the required resources and capacity will take 10-15 years". To which an elderly fisher replied: "Captain, I am 72 years old, I will be dead by then, Captain".

Ultimately, the draft also evades several 'elephants in the room'. The fact that small-scale fisheries are embedded within a broader fisheries system is alluded to, but the implications of this critical issue are not confronted explicitly. Just how small-scale fisheries are governed in relation to these other sectors is crucial to the success of the draft policy. It is not clear how DAFF will accommodate the new small-scale sector in relation to other sectors in the broader fisheries system.

The fundamental dynamic is how marine resources will be distributed. Exactly how the small-scale sector is to be accommodated within the broader system of allocation is not clearly dealt with in the draft; yet it is the case that more equitable quota allocation across all sectors is a pre-requisite for realizing the policy's objectives.

Another 'elephant in the room' is the critical concern raised by

stakeholders (in both the fishing and scientific communities) about the potential space opened by the policy for unsustainable levels of fishing in inshore waters. According to section 4.2.1 of the draft, the three tiers of government will "provide support to ensure that the small-scale fisheries sector is able to contribute to poverty alleviation and food security as well as to the growth and development of vibrant economies based on principles of social justice, participatory democracy and sustainable marine resource utilization".

The shift from restitution to an emphasis on small-scale fisheries as a means of poverty alleviation implied in the draft could be dangerous in the context of a developing country such as South Africa, where unemployment and poverty levels in coastal areas are high, and opportunities are scarce. The policy is not sufficiently explicit about the limited capacity of marine resources to absorb new entrants. In the period that the policy has been drafted and made public, expectations have been raised, and there is a sense among many individuals that being poor and living in a coastal area makes one eligible to access marine resources through the implementation of community-based fishing rights. This may result in increased legal

Exactly how the small-scale sector is to be accommodated within the broader system of allocation is not clearly dealt within the draft...

and illegal fishing effort, placing even more pressure on DAFF's already overburdened enforcement capabilities.

Fisheries governance

These evasions betray the fact that the policy does not fit with the broader context of fisheries governance and management in South Africa, embodied by the Marine Living Resources Act of 1998 (MLRA). DAFF remains oriented toward

conventional resource-based management of large-scale commercial sectors, and does not have the institutional capacity to adopt the development-focused management of small-scale fisheries. In addition, it is not clear where the space required for the creation of this new sector will be found in terms of the existing sectors, and in terms of available marine resources. The small-scale fishing policy is thus situated

gradual and selective implementation of the community-based approach to fisheries management in suitable situations. At the same time, this would avoid having to impose the community-based approach upon fishers in communities on the Cape Peninsula, where local social dynamics may not be conducive for its implementation. **3**

It must be emphasized that a policy for artisanal fishers marginalized by the MLRA is long overdue...

outside current realities of fisheries governance and management; yet its successful implementation depends fundamentally on the manner in which it is integrated into the broader fisheries context.

The alienation experienced by fishers at the road shows on the Cape Peninsula serves to undermine their support for the policy process, and further erodes their relationship with the government. It must be emphasized that a policy for artisanal fishers marginalized by the MLRA is long overdue, and is a move towards promoting “transformation and the redress of past injustices in the sector”. However, the significant opposition to the draft’s key elements observed in places like the Cape Town Metropole has to be properly considered by the State. History, communal politics and geographic specificity should not be glossed over or they will inevitably undermine the viability of the interventions to be guided by the policy. For fishers on the Cape Peninsula, it is highly likely that the policy’s flawed conception of community will introduce a new set of inequalities, and entrench many that already exist.

It appears that the policy should be designed and implemented in a flexible manner, allowing for prescriptions to be moulded to local contexts. This would allow for the

For more

[www.info.gov.za/view/](http://www.info.gov.za/view/DownloadFileAction?id=131201)

[DownloadFileAction?id=131201](http://www.info.gov.za/view/DownloadFileAction?id=131201)

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A Double Whammy

The recent massive earthquake and tsunamis in eastern Japan have caused a collapse of fisheries in the disaster-ravaged areas, which are now fighting to come back

On 11 March 2011, a great earthquake of magnitude 9 (on a scale of magnitude one to 10; magnitude 9 is the highest level ever recorded in Japan) occurred along the Pacific coast of northeastern Japan, commonly known as the Sanriku region. The earthquake subsequently triggered massive tsunamis that destroyed many fishing communities and ports along the coast of the region. While the Sanriku region has experienced several large tsunamis and other natural disasters in the past, the March 2011 earthquake is said to be equivalent to the huge quake that hit Japan 1,000 years ago and caused damage on such a devastating scale as could happen only once in 1,000 years.

The Japanese government publicly put the death toll from the earthquake and subsequent tsunamis, as on 22 May 2011, at 15,179, with 8,803 people still missing.

The towns and villages in the tsunami-stricken areas have been changed completely by the overwhelming power of nature. Fishing ports, fishing vessels and aquaculture facilities were swept away by the giant waves, and land-based processing plants, markets and other distribution centres were completely destroyed. Fire broke out in Kesennuma, one of Japan's major home ports for distant-water tuna fishing vessels in Miyagi Prefecture. The once-thriving port town is nowhere to be seen now.

The disaster-hit Sanriku area has one of the richest offshore fishing grounds in the world. With bountiful marine resources, fisheries have naturally developed to become an important industry for the area.

According to the Fisheries Agency of Japan, the area has produced 80 per cent of *wakame* seaweed produced in Japan, 30 per cent of cultured oyster and 32 per cent of Pacific saury.

The earthquake and tsunami wiped out, in an instant, all the necessary components for fisheries, together with countless lives of fishermen and others related to fisheries. Rubble and rubbish from demolished household property, fallen trees and smashed automobiles are piling up in the sea, making it impossible to use fishing ports and fishing grounds.

The earthquake subsequently triggered massive tsunamis that destroyed many fishing communities and ports along the coast of the region.

The revitalization of fisheries in this area has necessarily to begin with the mind-boggling work of removing these massive piles of debris. The start is not from a zero position but rather from a negative, minus status. The resultant burden on the shoulders of local fishermen and others related to fisheries in the disaster-struck area is extremely heavy and onerous.

Nuclear accidents

A more serious problem is the outbreak of accidents at the nuclear power plant in Fukushima. As all electric power sources were cut off by the quake and tsunami, it became impossible to cool off the nuclear reactor, and radioactive substances began to leak into the surrounding

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TAIKAI KUMAGAI / NEWS FROM PORTS



Fishing vessels thrown off the Kesennuma port, Japan. The road to the commercial wharf was made impassable as the ground near the fish market sank about 1 m

values beyond regulated levels being distributed in the market, and consumers can continue to safely buy seafood.

The willingness of fishermen in the disaster-ridden areas to help in the reconstruction of their fisheries is very strong. The Japanese government is also exerting its utmost efforts to rehabilitate fisheries in the region. Added to that is the active movement among Japanese throughout the country to assist the disaster-stricken people, including in the form of a campaign to promote the purchase of seafood from the disaster-hit areas. The total restoration of the tsunami-ravaged areas is the desire of all these people. It is hoped that the crippled Fukushima nuclear power plant will be restored by mobilizing the collective technological wisdom of the world, including the United States and France. Also encouraging is the basic soundness of the Japanese consumer market, which generates a persistent demand for seafood.

During the course of its history, Japan has experienced a number of natural disasters including earthquakes, tsunamis and volcanic eruptions. Each time, the nation has overcome the hardships brought about by the calamities. Given the size and scale of the present disaster, it might take a considerable length of time for a total restoration of the geography and economy of the affected areas, but we believe Japan will certainly overcome these difficulties—it has no other choice. 3

environment, including the oceans. Residents near the Fukushima Nuclear Electric Power Plant were compelled to take refuge in safer places. As things stand, it is very unlikely that restoration work on the nuclear power plant can be started for some time to come.

On the possible impact of radioactivity on fishery products, an expert of the Fisheries Agency explained: “The radioactive cesium emitted into the environment is not necessarily enriched within the fish body by way of food chains. It is not accumulated in the body of fish because it is discharged out of the body in marine fish, which constantly continues to take in sea water in order to maintain salinity within the body. Iodine presents no problems because its half-life period of radioactivity is short—about eight days.”

In clarifying thus, the expert was cautioning consumers not to be misled by unfounded rumours but instead to seek for facts and a correct understanding of the situation. The Fisheries Agency regularly carries out measurement of radioactivity values in marine products in related sea areas to ensure safety standards for seafood. The agency has also made it clear that it intends to further reinforce its inspection of seafood. Therefore, there appears to be no risk of fish with radioactive

For more

www2.convention.co.jp/maguro/e_maguro/index.html

Organization for the Promotion of Responsible Tuna Fisheries (OPRT)

www.asahi.com/english/TKY201103210092.html

Earthquake, tsunami cripple Miyagi fishing industry

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Japan Earthquake: before and after

Proudly Fishers

The World Forum of Fisher Peoples convened its fifth General Assembly in Karachi, Pakistan, with a call for united global action against inequity

On 26 April 2011 delegates from the member countries of the World Forum of Fisher Peoples (WFFP) reported to its fifth General Assembly in Karachi, Pakistan. While some delegates had difficulty in obtaining visas to attend the General Assembly, held every three years, the Karachi meeting had more than the two-thirds of the required quorum of delegates to officiate the meeting.

Delegates came from countries in southern and west Africa, the Caribbean, Europe, North America and Asia. They arrived in Pakistan to celebrate the fifth assembly of small-scale traditional fishers of the world, to demonstrate their unity and to reinforce a unified voice to tackle the challenges facing them. Those who were unable to obtain Pakistan visas for the meeting—due to the shortage of Pakistani consulates around the world—sent in apologies and messages of support.

The Karachi Assembly was hosted by the Pakistan Fisherfolk Forum (PFF), which did an excellent job in taking care of all the logistical arrangements and involving the local fishing communities in the programmes of the assembly. The warm and culturally rich reception provided by the Pakistani hosts to the WFFP delegates was complemented by a visibly vibrant display of music, dance and performance by the fisher people of Pakistan. The assembly gave fisher people around the world a unique opportunity to get a glimpse into the struggles of Pakistani fishers.

The regional minister of fisheries was the keynote speaker at the assembly. While welcoming the

international fishing community to Pakistan, he acknowledged the plight of local fisher people. In his address he committed his government to continue to address the issues that Pakistan's fishers are struggling for, promising to find ways to improve their living conditions and to address the overall challenges that they face.

The opening address of the PFF chairperson highlighted the role that local fishers play in food security and maintaining the local economy and the role they play in the economic stability of Pakistan. While

...the PFF chairperson was particularly strong in arguing that local communities must protect their right to organize themselves...

highlighting the need for economic development, the PFF chairperson was particularly strong in arguing that local communities must protect their right to organize themselves to maintain their role in building cohesive communities that can take care of their own needs.

Local voices

This, he emphasized, was particularly critical since it was a means through which their local voice could be heard by political decisionmakers. He called for unity in Pakistan and across the world in the fight for the rights of fisherfolk.

After the inaugural session, the assembly heard individual reports

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

from the various representatives about the state of small-scale fisheries in their countries. Delegates explained the nature of the local conditions in their countries and the steps they are taking to address the challenges facing their fisheries. This exchange provided a unique opportunity for country representatives to learn from one another's strategies and organizational methods. A rich array of lessons could be drawn from the contributions of the various country representatives, and it was evident that the assembly participants drew strength from the presentations.

While the Karachi Assembly was primarily intended to continue building solidarity amongst fishers across the world, it was also meant to evaluate, and plan, the WFFP's global programme. To this end, the assembly heard reports of the WFFP Co-ordinating Committee's participation in various global meetings on food security, conservation and biodiversity, and livelihoods and natural resource management. Of particular interest was WFFP's role in the decision of the Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO) to prepare a global instrument to guide the management

Fishworkers (WFF) in this regard. The finalization of such a mechanism was accepted as a critical measure to ensure that governments, worldwide, adopt measures to protect the traditional socioeconomic rights of small-scale fishing communities. The assembly agreed to take active steps to enable local communities in WFFP's member countries to contribute to the formulation of the proposed instrument.

However, in a major attack on the COFI decision, the Assembly also reviewed, and took a strong position against, the exclusion of traditional fishers in 'developed countries' from the proposed mechanism. Delegates felt strongly that 'indigenous fishing communities' in the 'Northern countries' suffered the same effects of economic globalization, and their plight was no different from that of fishing communities in the South—hence they should also be included under the new mechanism. The assembly was united in the view that united action amongst small-scale fishers globally, without any geographic differentiation, was necessary if inequities across the world were to be recognized and remedied.

After spending virtually a whole day in debating the issue of the formulation of the proposed new global instrument in various working groups, the assembly adopted the following resolutions as its plan of action:

1. WFFP and its members will endeavour to inform and raise the awareness of local fishing communities about the Bangkok (4SSF) Statement, the United Nations Convention on the Law of the Sea (UNCLOS), the UN Declaration of Human Rights, the Convention on Biological Diversity (CBD), the UN Declaration on the Rights of Indigenous People, and the International Covenant on Economic, Social and Cultural Rights (ICESCR). This will be done by using plain local language in an accessible form, and through alternative print and

...united action amongst small-scale fishers globally, without any geographic differentiation, was necessary...

of small-scale fisheries the world over. The assembly acknowledged it as a major achievement and victory on the road to secure a better life for people in fishing communities.

The assembly also acknowledged the role and contributions provided by WFFP's alliance with the International Planning Committee on Food Sovereignty (IPC), the International Collective in Support of Fishworkers (ICSF) and the World Forum of Fish Harvesters and

electronic media, and in focus group discussions, workshops and seminars. These activities will ensure that fisher communities are mobilized to provide their own contributions to the content of the proposed global instrument on small-scale fisheries.

2. Alongside the above objective, WFFP will also organize a range of different engagements with State officials at all levels, and with political leaders and non-governmental organizations (NGOs) in order to inform them and seek their acceptance of the views of local fishing communities. Furthermore, WFFP will use different national-level media and other advocacy instruments to further advance the interests of fishing communities to ensure that their voices are heard when governments prepare their input for the COFI process for the proposed instrument. This will be done by striking alliances with potential allies and partners, and by organizing national-level workshops and forums.
3. WFFP will pursue international alliances with WFF, ICSF, IPC and other potential groups in order to strengthen the position of its mass-based struggles in fishing communities. WFFP will organize regional country-to-country collaboration and workshops as well as international-level meetings to co-ordinate and strengthen the drafting of a civil society code that will be used as the base document to inform the process that will create the content of the official global instrument on small-scale fisheries.
4. Small-scale fisher people in the developed and developing countries face similar challenges from globalization. In order to avoid dividing small-scale fisher communities in these two halves of the world, WFFP members in the developed countries will formulate a strategy to mobilize small-scale fishers in 'similar countries' to contribute to this process. WFFP will work to



Delegates to the WFFP General Assembly came from countries in southern and west Africa, the Caribbean, Europe, North America and Asia

facilitate the articulation of their needs and to develop strategies for their eventual inclusion into the global instrument.

The assembly then broke into working groups to discuss a range of other issues that face fishing communities worldwide. In particular, the issue of the injustices of climate change (ICC) was given a lot of attention. In this regard, the assembly adopted the following decisions:

- While studying the ICC effects on fishing communities, and on humanity and the world at large, it was decided to conduct awareness programmes by the member organizations of WFFP on the negative and destructive impacts on the earth caused by climate crises on fishing communities.
- While emphasizing the role that national governments must play to reduce the impact of ICC, it was decided that they must comply with the laws regarding climate change injustices, and that WFFP member organizations should become involved in advocacy through protests and campaigns in their respective countries.
- WFFP should build alliances with other sectors and social movements that work on ICC issues and alternatives.

- WFFP should convene an international tribunal on the impacts of climate change injustices on fisherfolk.
- It was decided to launch a mass-based campaign against marine pollution.

The Karachi Assembly also took other decisions that will inform the programme of member organizations for the next three years. These focused on the following areas: access rights and privatization; child labour and fisheries; destructive industrial aquaculture; gender equity and women's rights; transborder issues; pollution; and degradation of mangrove forests.

Toward the end of the assembly, members, in line with the constitutional provision of consensus decisionmaking, unanimously accepted the following nominated members for the new Co-ordinating Committee of WFFP:

Co-ordinators: Sherry Pictou (Canada) and Naseegh Jaffer (South Africa)

Secretary General: Mohamad Ali Shah (Pakistan)

Treasurer: Nathalia Laino (Spain)

Africa: Sid Ahmed Abeid (Mauritania) and Fatoumata Diarra (Benin)

Europe and the Caribbean: Xavier Ezabereina (Spain) and Marie Adamar (Martinique)

Asia: R K Patil (India) and Hanna Chevy O'Fiel (Philippines)


Latin America: Jorge Varela (Honduras)

Special Invitees: Thomas Kocherry (India), Dao Gae (Senegal) and Herman Kumara (Sri Lanka)

The assembly again adopted a code of conduct to ensure democratic practice and open communication amongst all the Co-ordinating Committee members.

The Karachi Assembly was characterized by a vibrant combination of conversation, debate, culture and networking. In all, it was a unique experience during which fishers of the world interacted with local Pakistani culture and struggles for democracy and human rights, bolstered by the sharp and reflective

capacity of the local community leaders. The assembly turned out to be an intellectually animated forum free of stereotypes, which allowed participants to experience typical aspects of the real people of Pakistan. For WFFP, the Karachi Assembly was an example of how people of the world can get together and share with one another diverse experiences and solutions.

'Proudly fishers' is perhaps the label that can best describe the energy and unity visible amongst fishers—men and women—at the fifth General Assembly of WFFP. Everyone left Karachi with a commitment to take forward the decisions of the assembly to their national levels, so that they can triumphantly report to the next General Assembly, planned to take place in 2013 in South Africa. 

For more



worldforumoffisherpeoples.blogspot.com

World Forum of Fisher Peoples

www.pff.org.pk

Pakistan Fishefolk Forum

Catch Shares Razzmatazz

Recent attempts to promote catch shares in Europe seem to fail to heed the potential dangers of privatization of marine resources

A lot of water has flowed under the bridge since the beginning of the consultation process on the reform of the Common Fisheries Policy (CFP) of the European Union (EU) in April 2009. The issue of individual transferable rights, as raised in the Green Paper on the reform of the CFP, brought out by the European Commission (EC), seems to have been gradually imposed, presented by its advocates as the unavoidable solution to the major ill of Europe's fisheries: overcapacity simplistically portrayed as a problem of "too many boats chasing too few fish".

Even if we only have few concrete details on what is being prepared within DG Mare (the General Directorate of the European Commission for Marine Affairs and Fisheries)—the much awaited "CFP package" having been delayed—the European Commission is very up-front about its intention to apply management measures based on the transferability of quotas or fishing rights, at the individual enterprise or vessel level. A recent BBC report, quoting from a leaked copy of the draft 'package', highlights that "the most dramatic impact (of the package) would be the mandatory adoption of individual transferable quotas". This does not come as a shock, particularly given the recent hype about 'catch shares' being transmitted from the other side of the Atlantic. This provides an opportunity to review the shortcomings of such market-based systems and to analyze how they are being promoted, which often involves playing with words.

'Catch shares', of which individual transferable quotas (ITQs) are—in theory—just one amongst several possibilities, are a fisheries management tool based on neoliberal economic thinking: the privatization of fisheries resources and the conversion of this common good into private capital that is tradable. Introduced into several countries since the 1970s, ITQs—individual portions of a total allowable catch (TAC)—have been presented as a way to promote responsible stewardship

...in the majority of cases where ITQs have been introduced, it has led to the concentration of fishing rights.

among operators, benefiting both the conservation of the resources and the economic viability of the production. However, in the majority of cases where ITQs have been introduced, it has led to the concentration of fishing rights, quota leasing, and various other perverse effects.

Conflicting rights

The rupture created between the 'absentee' rights owners (often known as 'slipper skippers' or 'armchair fishermen') and seagoing fishermen has, in effect, broken the link between quota ownership, on the one hand, and more responsible resource stewardship by operators, on the other, thereby challenging

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one of the main claims of ITQ advocates.

A key shortcoming highlighted by ITQ critics is that the concentration of rights in a very few hands causes many dramatic and perverse side effects in fishing communities. Catch shares literally become out of the economic reach of small independent fishermen, and those who are fortunate enough to have them often find it more profitable to lease them to others. For example, the Cape Cod Commercial Hook Fishermen's Association, based in Chatham on Cape Cod in Massachusetts in the United States (US), leases out much of their members' catch shares to operators outside their own community, including to larger trawlers operating to the north, transforming our understanding of fishing communities as physical places with real people, to virtual communities who go fishing on the Internet for economic returns on their quotas.

The transfer of quotas from small-scale fisheries to industrial fisheries can very quickly lead to the

in the market and associated 'sub-prime' and 'negative-equity' effects impacting on fishermen, small-scale fishing enterprises and fishing families. Such was the case more recently in Denmark (as reported in *SAMUDRA Report* No. 56, July 2010).

In the EU, fishery administrations are well aware of the collateral damage and perverse effects caused by ITQ trials in their neighbourhood. But either EU decisionmakers have been convinced by the advocates of 'free-market environmentalism', which is being sold as the best means to achieve fisheries sustainability while making them more 'efficient' and 'profitable', or they pragmatically suggest that they have tried all else, and this is their last option. In parallel, the concept of 'wealth-based management' of fisheries (fisheries management based on limiting allocation of fishing rights so as to maximize the potential wealth generated from resource extraction) seems to be finding increasing currency globally, including with many States, intergovernmental organizations and international institutions. For example, the World Bank is currently promoting it in African and Asian countries. Before we focus more on the case of the EU and the current reform of the CFP, let us observe how the discourse of 'free-market environmentalism' recently became established in the fisheries management on the other side of the Atlantic.

In the US, federal fisheries services started to set up catch shares programmes in various fisheries of the country in the form of individual quotas—or more precisely of individual fishing quotas (IFQs)—as of the beginning of the 1990s.

Severe criticism

Rejection was not long in coming. From coastal communities around the country, severe criticisms of the pilot systems already in place in the waters of several States stirred up opposition at the national level, culminating in the gathering of some 5000 demonstrators in Washington, in February 2010, united to accuse

To continue their fishing-based livelihoods, such dispossessed fishers are forced to become some sort of 'sharecroppers' or 'fishing labourers'.

disappearance of thousands of units in the artisanal segment, and to a severe indebtedness of the 'survivors'. Such was the case in Iceland in the 1980s, when the industrial (trawler) fleet accumulated 70 per cent of the quotas in a period of 44 months and 1,000 small vessels that had formed part of the ITQ system were scrapped, and their quotas merged with trawler quotas (as reported in *SAMUDRA Report* No. 53, July 2009). To continue their fishing-based livelihoods, such dispossessed fishers are forced to become some sort of 'sharecroppers' or 'fishing labourers'. Quota ownership and quota markets may also encourage speculation on future quota values, with booms and busts

YANN YVERGNIAUX

the NOAA and its NMFS of decimating fishing communities. According to *The Gloucester Times* of 15 February 2011, the protestors' target was "the alleged inside influence by major environmental organizations to carry out a national fishing policy that brings a further consolidation of independent fishing fleets, and encourages the buying, selling and trading of fishermen's catch shares in a policy that opens the door to outside corporate investment and, fishing activists argue, corporate control". This specifically pointed at the non-governmental organization (NGO) Environmental Defense Fund (EDF), highly active in the promotion of catch shares in the US.

Indeed, a very clear link has been established between these new policy directions and the huge amounts of money invested by private foundations in the lobby campaigns of a few environmentalist groups, often with insider influence in the decision-making and fisheries management bodies. These groups also attempt to give greater legitimacy to their claims by pretending to represent fishing communities. However, it seems that in the dozen or so fisheries that have already converted to a catch-share regime, only a third of the fishermen survived the conversion.

In America, a controversy on catch shares has been generated, polarized around two radical positions: one preaching their economic and environmental virtues, despite a glaring lack of evidence, the other rejecting outright the model, with all kinds of accusations and perhaps with too little judgment. This has left very little room for a proper debate about, for example, the social and environmental criteria that could provide for a fairer allocation of fishing rights with greater environmental, economic and social outcomes. It is this very debate that we need to have today within the EU, at a time when the reformed CFP faces the prospect of reinventing a watered-down version of its old self, with the US catch-share razzmatazz bolted on.



The Puerto de Mogan fishing harbour, Gran Canaria, Canary Islands. Fishery administrations in the EU are well aware of the collateral damage caused by ITQ trials

In the Green Paper on the reform of the CFP, published in April 2009 to initiate the public consultation process, the EC highlighted its interest in transferable rights, where "use of market instruments such as transferable rights to fishing may be a more efficient and less expensive way to reduce overcapacity". Following the consultation process, DG Mare published a summary of the contributions it had received, in which they reported: "The system of quota transfers and swaps is widely accepted, some suggest a further development of quota transfers". However, several Member States (MS)—and stakeholders—were firmly opposed to ITQs, arguing that "MS should decide on rights-based management".

The EC has always maintained that individual transferable rights should be an integral part of the reformed CFP, although they have not been clear about how such a system would be applied, especially given the many 'safeguards' that it would require.

Common standards

The Commission seems set on establishing a common ITQ system, preferring the option in which common standards would be adopted at the level of EU for community waters, leaving with the MS the choice of the allocation regime. DG Mare,

which had already taken note of ITQ and other catch-share regimes currently in place here and there—notably by exchanging with their designers and by consulting their managers at public events or internally—has then tried to reassure sceptics by emphasizing that provisions will be built in to safeguard small-scale fisheries and that the system would have to preserve “relative stability”, through which MS maintain their shares of the overall allocation of access rights to fish. However, beyond that, some opponents of ITQs in Europe have another concern: the fundamental question of resource privatization.

In a speech given in Berlin in March 2011, European Maritime Affairs and Fisheries Commissioner, Maria Damanaki, stressed that “ITQs would not be property, but user, rights, because the resource remains a public good”. She had also stressed this earlier at a meeting with a group of small-scale fishing representatives in Brussels in July 2010. In the same way, several DG Mare officials seem to avoid using the term ‘individual’, preferring to speak of ‘transferable quotas’.

The question arises as to whether these reassurances have a legal basis. In the United Kingdom, many in the fishing industry already consider

quotas to be a kind of property, in as much as they give rise to “legitimate expectation of quota opportunities” in the future, given that “vessel owners need to provide assurances to banks and other financial institutions that underpin existing investments including fishing quota allocations and licenses” (SWFPO statement in *Fishing News*, 15 April 2011). This would seem to contradict Damanaki’s contention that ITQs would only be a user right; the banks and financial institutions would seem to see them as an asset of a fishing company. A market-based system of tradable fishing shares designed to give ‘guaranteed catch’ to fishermen can only lead to these shares being considered, or at least treated, by quota holders as property. Even if the privatization of public goods needs to be lawfully enacted, a more insidious process of ‘sea grabbing’ is actually taking place by default.

In 2009 the NGO Ecotrust Canada had warned that ITQs represent a *de facto* resource privatization. In a briefing note entitled *A Cautionary Tale About ITQ Fisheries*, this NGO—which is at the forefront of the North American debate—indicated that “some free-market proponents talk about ITQs in terms of ‘rights’ and ‘property’”. Other proponents, attempting to downplay the privatization controversy, go out of their way to avoid such language”.

This choice of rhetoric was notably that of EDF, the US NGO that has been at pains to disguise the issue of private property with other words—even though this idea is at the heart of the model it is advocating. Thus, in the US, the seemingly innocuous term ‘catch shares’ has been coined as a cover for ITQs in the majority of cases, and EDF seems intent on pushing its agenda in Europe, where decisionmakers seem predisposed to play this language game, although it is regarded by others as a Trojan horse.

Manipulation

The style of EDF, and its word play and manipulation of terms, was very apparent at the workshop

YANN YVERGNIAUX




Portree fishing harbour, Isle of Skye, Scotland. The EC has always maintained that individual transferable rights should be an integral part of the reformed CFP

on “Alternative Fisheries Models Relevant to European Fisheries”, organized in the European Parliament by EDF with the support of European Policy Office of the World Wide Fund for Nature (WWF). The EDF “Catch Shares Design Manual”, discussed at that meeting, had been presented shortly before to DG Mare functionaries at a closed-door meeting. It would seem that the closed-door strategy employed by EDF in Washington is being utilized in Brussels to get the attention of EU policymakers. As for the CFP package, no one knows whether we are going to end up with a Brussels version of that handbook, supplemented by a new avatar for ITQs under yet another portmanteau word.

It is not sufficient to focus only on ‘safeguards’, ‘protections’ and other palliatives that the implementation of an EU-wide ITQ system would require, be it overtly or not. Rather, there is an urgent need to draw lessons from experiences elsewhere and to heed the potential dangers of privatization—disguised or not—of marine resources. Once the ITQ box has been opened, there is no closing the lid. It is, therefore, vital that the CFP reform gets the issue of fishing quotas right.

Serious attention should also be given to the proposals being made by parliamentarians and civil society, including NGOs and consumers, who contend that access to fisheries should be made conditional, first and foremost, on a set of social and environmental criteria that would ensure that these common resources are exploited in a sustainable way, thereby underpinning thriving fishing communities.

By overemphasizing the potential of ‘safeguards’ and by downplaying the issue of privatization, the EU is at risk of sidelining the real debate about who should have the right to fish. 

Once the ITQ box has been opened, there is no closing the lid. It is, therefore, vital that the CFP reform gets the issue of fishing quotas right.

For more

www.nmfs.noaa.gov/sfa/domes_fish/catchshare/docs/noaa_cs_policy.pdf
NOAA Catch Share Policy

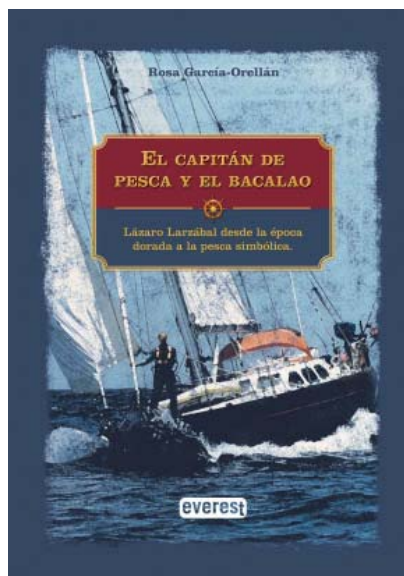
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www.ecotrust.ca/fisheries/cautionarytale
A Cautionary Tale about ITQ Fisheries

Sleeping with One Eye Open

Rosa García-Orellán's biography of a Basque fishing captain follows him from his start as a 'cabin boy' in the 1950s, to 2008, when the writer interviewed him



COD AND THE FISHING CAPTAIN:
LÁZARO LARZABAL, FROM THE
GOLDEN AGE TO SYMBOLIC FISHING
Rosa García-Orellán,
Everest León 2011. 199 pages.
ISBN 978-84-441-0304-4

Since 2004, when the first edition of the book *Hombres de Terranova* ("Men from Newfoundland") was published, the end of the industrial method of pair trawling for cod has been in sight. This fishing technique, in which two vessels trawl with a single net, experienced its golden age in the decade of the 1960s. From the 330 pages and the 306 accounts and life stories contained in *Hombres de Terranova*, emerge 74 alternative voices, which show the circumstances under which fisheries activities were developed, speaking for three generations and thereby placing in context over 70 years of fishing activity.

The captains in the Spanish fleet worked in teams hunting for the fish shoals, in the same way that Portuguese, French and Russian captains did. In 2006 Rosa García-Orellán, the author, met Lázaro Larzábal, a captain from the Spanish cod fleet who was atypical, having explored the Grand Banks alone. He had never worked as part of a team, but made his own innovations in fishing. In examining his experience through this biography, Rosa García-Orellán reveals a new perspective on the world of seafaring in the era of Lázaro Larzábal.

In February 2006, the author started to record interviews in Bayona, Pontevedra. At that time, Lázaro had been commanding vessels for around 50 years and was then in charge of the cod pair trawler *Leon Marco* based in Vigo. Guided by Lázaro, we follow the course of cod pair trawling in the northwest Atlantic from 1962 to 2008, when pair trawlers began to withdraw from fishing, making way once again for single-vessel trawling, with very few

vessels. By following Lázaro's training and early beginnings in fishing, the biography makes us enter a different world and a different environment.

The book is divided into four chapters. The first covers Lázaro's infancy and family memories, his formative years in the nautical fisheries schools and his passage from the *boniteros* (tuna fishing vessels) to taking command of trawlers in Ondárroa. The second chapter is dedicated to Newfoundland, the third covers Norway, and the last deals with fishermen's culture.

Lázaro, whose professional career extends from 1952 to 2008, has over 50 years of uninterrupted work in seafaring. Son and grandson of trawler fishermen, his family circumstances take us back to the start of the expansion of industrial fishing based on pair trawling in the Basque coastal ports, and its expansion along its northern coasts.

All life is interlaced with contexts and reference points; we are all mediators of our time, and Lázaro's biography allows us to observe how the world of fishing lives with a large variety of contexts and reference points. Situations like the 1936 civil war, the post-war period and subsequently being orphaned mark the life of our protagonist. It was the women in his domestic entourage who pushed him to become a fishing captain—he became what his father and grandfather were before him.

Cabin boy

In 1952 Lázaro was the youngest pupil in the nautical college. In the same year, armed with his college certificate, he worked aboard three *boniteros*, but his

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age forced him to abide by the tradition of the youngest member aboard the vessel becoming the “txó” or cabin boy, who has to serve the crew as well as learn to stitch nets. His father’s encouragement of the value of sport and discipline influenced Lázaro’s approach to vessels in his future professional career. Being orphaned made him responsible for the economic care of his family, and forced him to abandon sailing, his passion, and decide to continue in industrial fishing where more money could be earned.

Lázaro’s sea-going experience during this initial phase is interesting. From working on tuna vessels mid-way through the last century, he made the change from trolling vessels to using tanks with live bait for fishing—a genuine attempt to install new technology to address a range of problems that needed solving. Space on board the fishing vessels then was highly restricted, with crews of 12 to 14 manning vessels of only 14 m in length.

Dolphins along the Basque tuna coasts were seen as “sheep dogs” as they rounded up shoals of anchovies from below, bringing them to the surface and making them visible for the vessels, signalling when it was opportune to shoot the net so as to catch the anchovies as bait for tuna. Dolphins were never hunted for profit, which was prohibited by the fishermen’s *cofradia* (union); they only fished dolphins for food and any excess would be kept in the vessel to be shared with the rest of the fleet. It was not long before radio was introduced into the tuna fleet, which meant better communication amongst the fishermen, which also contributed to safety at sea. Throughout the decade of the 1950s, technology was being introduced into the tuna fleet that allowed them to fish for tuna at farther distances.

Experience aboard the Ondárroa trawlers forged the aptitudes and skills needed by a fishing captain to master a vessel. Under French captains Lázaro learned about trawling innovations, and thanks to his explorer’s nature, which combines knowledge, intuition and leadership

capacity, he began to make hugely successful catches. He becomes a star much in demand among fishing vessel owners. However, in 1966, Lázaro decided to make his first trip to Newfoundland, assisting the fishing captain Ángel Aldanondo to convert two single trawlers of the *Pesqueras Españolas de Bacalao Sociedad Anónima* (PEBSA), the Spanish cod fisheries company, the *Santa Elisa* and *Santa Marina*, for pair trawling. The stakes for this trip were high.

The decade of the 1950s saw pairs of smaller vessels of 180 tonnes appearing on the Newfoundland Grand Banks. A decade later, once they were successfully established, they began developing towards using stern ramps. According to Lázaro, pair trawling, due to the seabed conditions where he was working, caught the largest, most commercially prized, cod. It was the hunt for large cod that encouraged vessel owners in PEBSA to try pair trawling with the *Santa Elisa* and the *Santa Marina*. The stakes were high, since these were large vessels, 100 m in length, which must be co-ordinated with precision, using hydraulic steering during fishing manoeuvres (shooting, hauling and handling the net).

In 1968, as the captain in charge of these boats, Lázaro broke the record for landings in the port of Vigo: 1,760 tonnes of salted cod based on

LÁZARO LARZABAL



Lázaro Larzabal on deck. Son and grandson of trawler fishermen, his professional career extended from 1952 to 2008

the preparation of 4,048 tonnes of fresh cod. There was no desalination equipment aboard the vessels then, and the cod had to be worked by hand on deck. That was the largest landing ever made by a pair trawl operation in the Spanish fleet, and it has never been beaten. Those were the golden years for pair trawling, and Spain moved from being a fish-importing country to an exporter. An interplay of factors contributed to this change, including fleet expansion, pushed by the State through shipping credit policies, new navigational methods and electronic fish detection, and on-board freezing technology.

The continued success of pair trawling depended on exploring the seas, and in that era of *Mare Liberum* they not only explored the Grand Banks from Boston to Greenland but also the Norwegian banks. The changing technology of the vessels, as well as the imposition of the 200-mile limit by coastal States created a new framework for the cod fleet, making it necessary to apply new strategies.

Life on board the trawlers revolved around work: time was divided

and those of vessel owners pointing to their need for the activity to be profitable, and the voices of biologists and public administration officials completing the picture.

As regards fishing culture and trawling, “fishermen are like farmers, they want the fields to be fertile so they can harvest crops”. Fishermen consider that once the sea bed is cleared of corals, shoals of fish can move in, and this makes for an interesting interaction between the positions taken by biologists and fishermen. There is much reflection about the reasons for the collapse of the cod on the Grand Banks of Newfoundland. While several causes have been cited, the fact that cod populations are not recovering is an issue that should not be mixed up with the overfishing that produced the collapse.

For the Spanish biologist Antonio Vasquez, first of all, it is the ecosystem that has changed; a second possibility is that the ecosystem does not allow for the recovery of collapsed species. There are also views like those of the Canadian biologist George Rose, who maintains: “Climate change may be more of a threat than overfishing, given that while we might be able to come up with some solutions for overfishing, for climate change, at the rate global warming is going, we can’t.”

The repercussion that the collapse of cod had for the Newfoundland fisherman is also dealt with in this book, given that cod is a very important charismatic species for the east coast Canadians whose settlements were built on the “Atlantic gold”, the cod. The book shows how they were struggling to cope with the cod fishing moratorium.

Captain Lázaro reflects that despite the dependence on high-tech gadgets these days, fishing gear and instinct still play an important role, though much less so today than mid-way through the last century.

Different voices

Apart from the voices of fishermen, the voices of the vessel owners, who need to ensure that their activities

Lázaro’s biography also reflects on the exploitation of marine resources, with the voices of fishermen describing their activity and the state of the sea...

between periods of work and periods of rest, but once fishing started, there was a rhythm marked by the catching and handling of fish. Lázaro exercised authority and power on his boat, but he also experienced moments of extreme solitude when taking decisions on accidents, deaths, mutinies and when cod did not appear for more than 10 days. Those were the times when he had to make decisions all alone. He also had to confront storms of force 12 on the Beaufort scale.

Lázaro’s biography also reflects on the exploitation of marine resources, with the voices of fishermen describing their activity and the state of the sea;

remain profitable, also emerge in the biography. By 2008, after over a decade of globalized markets for fishery products, there is a definite paradigm shift, where pair trawling is giving way to single-boat trawling, with single vessels equipped with high technology making pair trawling no longer profitable.

The work described in this book already belongs to museums, in the sense that pair fishing cannot continue in the new fisheries framework. However, its history in industrial fisheries is of great interest for marine biologists such as Antonio Vázquez or Enrique Lopez Veiga, for whom the future will require us to “make fields in the sea”. As George Rose points out, rather than managing fisheries on a species basis, we must manage them as marine ecosystems. Currently, all these proposals are relevant in fisheries exploitation at the global level, with a population that has tripled since the Second World War, and with globalized markets that force us to look at oceans in their entirety.

The sentiments and the life of the fisherman is the main thread that runs through the book, so it is apt that this short account should finish with the words of Lázaro himself: “On board, we sleep with one eye open, and this lasts for the entire fishing campaign. You can’t afford a lapse in concentration or discipline, as being off your guard will put all the others at risk, and this we know. Those who don’t know the sea are unaware of what takes place there and how we work on board ... those hours, dark and black, for all you can say about them, they go unseen. And what is more, seeing them and feeling them is very hard. So we really respect the sea”. 🐟



Dockside in Vigo. In 1968, Lázaro broke the record for landings in the port of Vigo by a pair trawl operation, which remains unbeaten

For more



www.seaaroundus.org/report/datasets/Spain_Canada_Losa1.pdf

Spanish Atlantic Cod (*Gadus Morhua*) Fisheries in the Newfoundland in the Second Half of the 20th Century

archives.cbc.ca/economy_business/natural_resources/topics/1595/

Fished Out: The Rise and Fall of the Cod Fishery

The Purrfect Answer?

United Kingdom conservationists harness cat power for sustainable seafood sourcing drive

When cats starts pussyfooting around in government seafood procurement policy, you can be sure something fishy is afoot. Earlier this year, Larry, the No. 10 Downing Street moggy belonging to the family of UK Prime Minister David Cameron, became a seafood celebrity. Apparently, Larry the cat's diet of seafood met more stringent sustainability standards than that served up to the Cabinet and staff at No 10.

restaurant chains and procurement agencies in the UK have signed up to the MSC. Why? Because sustainability is big business, and there is money to be made and markets to be secured. According to the Co-operative Bank's Ethical Consumerism 2010 Report, revenues from sales of fish labelled as sustainable rose from 70 million pounds sterling in 2007 to 128 million in 2008 and to 178 million in 2009.

"The figures are startling", says Rupert Howes, Chief Executive of MSC. "In Britain, consumers have increased their spend on sustainable seafood by 154 per cent. These findings suggest that consumers are actively looking for certified and labelled fish, and that they are remaining true to their values even in times of recession."

But is this really so? Is this a consumer-driven movement for sustainable seafood, or one pushed by corporations and environmentalists? Sales of 'ethically labelled' seafood have certainly increased, but so have supplies, both for people and their pets. Nearly 80 per cent of fisheries certified by MSC were done during the period 2008-2010, when a large number of other labels also came onto the market, including those of the retailers, many of whose claims have been challenged. One UK non-governmental organization (NGO), Client Earth, accused major food retailers of being "guilty of misleading customers by printing unfounded sustainability claims on certain fish products".

Debatable consumption

It is, therefore, debatable how much increased consumption of

...the UK government has now introduced new buying standards which stipulate that 100 per cent of fish procured by the central government and its agencies will avoid endangered species...

"It is shameful that the government's standards for the public sector are weaker than those standards in Larry's pet food", carped environmental campaigners. Thanks to Larry and their campaign, the UK government has now introduced new buying standards which stipulate that 100 per cent of fish procured by the central government and its agencies will avoid endangered species and source seafood caught in a responsible way from well-managed stocks. Fish and fish products will meet standards such as Marine Stewardship Council (MSC) certification or be on the Marine Conservation Society's "fish to eat" list.

The UK government's road to Damascus is but the latest in a series of conversions that have taken place recently, where large retailers,

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

seafood labelled as sustainable has come from active consumer search, and how much is just down to supermarket shelves overflowing with the stuff. No one associated with MSC seems to be able or willing to answer this simple question: Are consumers really selecting fish labelled as ethical, or are they just being supplied with it? Larry has done a great public relations job.

The other side of the question is why should fishermen be interested to subscribe to MSC certification given the costs? Are there any economic or other benefits in doing so? Recently, the UK's southwest mackerel handline association decided that the costs outweigh the benefits; that paying 12,000 pounds sterling plus value-added tax (VAT) was simply not worth it, especially considering the impact of the mackerel dispute further north over access to the northeast Atlantic stocks.

Jeremy Percy, the Chief Executive of the UK's (England and Wales) New Under Ten Fishermen's Association (NUTFA), recognizes "the positive contribution (of the MSC) and the clearer focus on the debate as to what constitutes a sustainable fishery, and the need for an ecosystem-based approach to fisheries management, provided by the pursuit of the MSC Principles". However, an "immense cost is involved, especially for smaller groups, in obtaining an accreditation and the apparent lack of tangible commercial benefits in so doing".

"Fishery science is a detailed and specialist business", retorts MSC deputy Chief Executive, Chris Nannes, "and the costs reflect that reality". Indeed, a number of European Member States are subsidizing the MSC sustainability assessments for their fishing sectors, which can ill afford the costs. Nannes also points out that by spreading the costs of certification across multiple boats, the costs per vessel can be decreased rapidly. Such cost-sharing arrangements are in place in a number of fisheries, says Nannes.

However, MSC claims about price premiums for fishers are harder to swallow. According to a source

associated with an MSC certifying body, depending on the fishery, a full assessment costs somewhere around 25-30,000 Euros, a pre-assessment 1,500-3,500 Euros, and annual surveillance audits the same amount. The source doubts that the majority of the fishermen see much direct economic benefit from MSC certification in terms of a better price.

In their experience of fisheries undergoing assessment, either they are under pressure from buyers or they have got someone else to pay for certification.

Paul Joy, Chairman of the Hastings Fishermen Protection Society, says that for the Hastings Dover sole gill net fishery, the MSC brings prestige rather than tangible economic benefits. "Generally, people want fish that is certified as sustainable, but they don't want to pay more for it", says Paul. "If our local authority was not prepared to bankroll us, we could not afford MSC certification. We don't make enough from the fishery to pay for the certification ourselves".

The enhanced status and the reputation that the MSC certification brings benefits not just for the fishery but for the entire Hastings community. This is why the Hastings Borough Council is happy to underwrite the costs. The Hastings Borough Council has agreed to finance the re-certification process for the Dover

WWW.LARRYTHECAT.CO.UK



Larry, the No. 10 Downing Street cat, is now a seafood celebrity. Thanks to him, UK ministers will now eat sustainably sourced fish

Good Conscience, Bad Taste?

A gri-Food news Europe comments that, at the European Seafood Exhibition (ESE), which took place end of April and gathered representatives from 100 countries: 'The prevailing subject which outshone the key topics of previous years such as traceability, health value of seafood, or wellness, was sustainability. Sustainability labels are developing into a necessary requirement for trade with seafood.'

The publication describes the situation in Germany, the world's most important market for eco-labelled seafood: by the end of 2011, Germany's largest food retailer plans to switch its complete fish range to sustainable raw materials. During the past two years, the number of products containing sustainable raw materials doubled every year, currently accounting for 900 products on the German market.


On the other hand, the offer of low-priced eco-labeled products is soaring: 'Customer can buy matjes fillets and herring salad with a good conscience for less than a euro—prices far below the level of branded products. Consumers simply expect to buy MSC-labeled products at competitive prices', explains an

experienced purchasing manager. Many full-range retailers are upset that discount traders like Aldi and Lidl have managed to distinguish themselves with sustainable fish products—not the least due to positive reactions from groups like Greenpeace. The industry is concerned about this development, and some clearly disapprove of the trend towards low entry-level prices: 'the logo is sold at a loss' says an expert. Besides, there is also the fear that the MSC logo might forfeit its premium aura in the full-range segment. But there is more to lose: The price of MSC products is between 5 to 10 percent above that of conventional products, and the license fee (0.5% of the net turnover of labeled products) plus a small basic fee reduce the margin even further. The industry has come to the conclusion that the offer of MSC-labeled products will differentiate further. 'MSC-certified products will most likely go the same way salmon has gone before', says a sales manager. He expects a development towards 'a large volume product with different prices and qualities. Or to put it in other words: A good conscience does not necessarily mean good taste'.

sole fishery, which is now due. But a worry is that their low quotas force them to discard large quantities of valuable by-catch, and fishermen fear they may not get MSC certification this time round.

The whole certification process in Hastings cost around 70,000 pounds sterling first time round (pre-assessment, full assessment, chain-of-custody assessment and so on), with annual audit costs in tens of thousands of pounds. According to Paul Joy, "The MSC is a bit like a prestigious club, expensive to join, but with many spinoffs and intangible benefits". Paul admits that some initial positive economic benefits were generated in Holland after they obtained MSC certification. But these soon faded, because Dutch sole gill netters also obtained MSC certification, so prices came down. Like other aspects of fishing, the first entrants may profit initially, but as others enter, initial advantages are eroded.

Any price advantages are likely to get further eroded if the MSC standard is adopted as the norm by supermarkets across Europe. As the recession bites, who will be able to afford certification? Certainly not

small-scale fishermen. And when market access depends on MSC certification, what will happen to their livelihoods? Ecolabels seem to be writing their own epitaph by creating unreasonable expectations and unsustainable demands on finite resources. 

For more

www.fish2fork.com/news-index/WWF-takes-on-MSC-over-plaice-trawl.aspx?sc_lang=en-GB

WWF takes on MSC over plaice trawl

www.goodwithmoney.co.uk/ethical-consumerism-report-2010

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news.uk.msn.com/environment/articles.aspx?cp-documentid=158258490

Government to buy sustainable fish

www.clientearth.org/reports/environmental-claims-on-supermarket-seafood.pdf

Environmental Claims on supermarket seafood

The Sea Gives Us Everything

Several lessons can be learned about the conceptual and practical linkages between artisanal fishing communities and marine protected areas in Costa Rica

The sea gave me everything...my livelihood, sustenance, my children's education and daily food.

—Teofilo Naranjo, artisanal fisherman from Tárcoles

Teofilo Naranjo is an artisanal fisherman from the Pacific coast of Costa Rica. He has lived close to the sea for more than 70 years, and has three children—Jeannette, Rolando and Gilberto—who all live and work in Tárcoles, making a living from artisanal fishing, which has great significance for communities and livelihoods in Costa Rica, as in other parts of Central America.

Costa Rica is a country with an extensive marine territory of 598,682 sq km, (eleven times the country's land territory) and two coasts, the Pacific and the Caribbean, each with particular marine ecosystems and distinct cultural characteristics. The coastal and marine geography of both coasts has shaped the culture and way of life of many coastal communities in Costa Rica who depend on the ocean and its resources for their livelihoods and development.

Artisanal fishing is of great relevance in Costa Rica, as in other parts of Central America and elsewhere, from a social, environmental, economic and cultural perspective. Artisanal fishing is the source of work, income and food security for many fishers and coastal communities. Fishing in the coasts of Central America is not only an economic activity but is also a way of life that permeates and shapes individual and collective identities. Cultural and social values associated with artisanal fishing are a constant in

the ways of life of coastal communities and in their everyday living, expressed in language, traditional knowledge, navigation and fishing techniques, traditional cooking recipes, and other particular sociocultural values that characterize fishing communities along the coasts.

It is a fact that artisanal fishing contributes to the social and human well-being of many coastal communities in the country and region. However, the artisanal fishing sector and fishing coastal communities in

...some coastal communities have been displaced by exclusionary conservation approaches that have denied or restricted their rights of access to resources...

the country face numerous serious problems that are putting their livelihoods at risk. Among them are fish stock depletion and marine and coastal resource degradation; pollution; restricted or denied access to resources; minimal access to public services (like education and healthcare); unequal resource competition with the industrial fishing sector; exclusion from mass coastal tourism development; poverty; and marginalization from the country's development policies.

Communities displaced

Furthermore, some coastal communities have been displaced by exclusionary conservation approaches that have denied or restricted their rights of access to resources, and that have not recognized their rights

*This article, by **Vivienne Solís** (vsolis@coopesolidar.org) and **Daniela Barguil**, (dbarguil@coopesolidar.org), associates of CoopeSoliDar R.L., is based on the collective knowledge of the organization. It also draws on discussions with coastal artisanal fishing communities in Costa Rica and other parts of central America*

of participation in decisionmaking and their roles as relevant actors of conservation and responsible use of natural resource management.

In Costa Rica, the National System of Protected Areas (SINAC), of the Ministry of Environment, has not been able to conjugate successfully conservation efforts and policies with the well-being of the local communities that live in designated protected areas or in adjacent areas, even though the mission of this State institution clearly notes the need to promote participation of local communities and respect their efforts towards conservation. It is not until very recent (2009), that two new categories of marine protected areas (MPAs) have been recognized by this institution; *Reservas Marinas* and *Areas Marinas de Manejo*, categories that in theory, should promote the benefit sharing for the satisfaction of the local communities' needs and quality of life, and the sustainable use of resources, respectively.

However, it has been very difficult to implement, at the level of the

and without decisionmaking power over their territories and resources. The case of the Ballena Marine National Park in the south Pacific coast of the country exemplifies this.

The Ballena Marine National Park was established in 1989 and its limits re-defined in 1992. As in the case of many other protected areas, the creation of the Ballena Marine National Park was done with an exclusionary approach and limited consultation with the local communities, which had to suffer the consequent social and cultural disruptions. Three fishing communities in Bahia, Uvita and Ballena were displaced and then disappeared. That caused serious conflicts between resource users and the management authorities of the park.

The local communities demanded legitimate and representative structures for collaborative management. However, this co-management initiative failed due to the lack of legal instruments that allow the State to support a different kind of governance in protected areas. The collapse of the co-management structure generated frustration, and deteriorated the dialogue among the stakeholders, augmenting the situation of conflict that persists to date, and furthers irreversible human impacts.

The exclusion of social considerations and the unequal distribution of power in protected area management calls for a change and efforts to find, and implement, new ways that bridge the conservation of marine and coastal ecosystems with the development of the local communities.

Resource management

An innovative approach that allows the dignified and respectful inclusion of fishers and fishworkers in the processes of conservation and resource management is urgently needed, along with an approach that strengthens community development and re-centres local populations as actors of responsible use of resources and as agents of conservation efforts.

An innovative approach that allows the dignified and respectful inclusion of fishers and fishworkers in conservation and resource management is urgently needed...

national Ministry of Environment, the recognition of new models of governance of MPAs, which allow the local communities and indigenous people to take part in the conservation and development decisions of their territories.

Thus, conservation through protected areas and national parks in Costa Rica have often resulted in the displacement of local communities from their territories and from their traditional livelihood activities, and, as a consequence, has denied local communities' their basic rights. As a result, local populations and, in particular, fishing communities along the coasts are left without any alternatives for their development

It is only very recently that INCOPESCA, the National Institute of Fishing and Aquaculture, recognized the interest and efforts of local communities towards marine conservation, fisheries management and development. This was done through the approval of a decree that recognizes what has been called, "Marine Areas of Responsible Fishing".

In response, there has been a new wave of positive examples where the artisanal fishing sector is carrying out its own community-based initiatives of responsible use and management of fisheries, and marine and coastal conservation.

The Association of Fishers of Palito (ASOPESPA) in Chira Island, one of the islands located in the inner area of the Nicoya peninsula, has created and implemented a voluntary initiative for the protection of a reef zone, a site of great importance for the reproduction and growth of different species of fish. This area was delimited and is regulated according to the fishers' own management decisions. Regulations, such as the ban of destructive fishing practices for this zone, have had a positive effect on the local fishery and ecosystem, and, as a consequence, on the fishers and fishworkers of the locality.

The sustainable fisheries management policies and the regulations for responsible fishing put in place in Palito have been successful thanks to the efforts and initiative of the artisanal fishers to conserve the area's resources. This zone has now been recognized as a "responsible fishing area" by INCOPESCA. However, there is still a long way for the country to move forward, towards more community-based models of governance. ASOPESPA has made a good start, and local communities are beginning to see the benefits of conservation and are moving towards a more commanding position of recognition for their conservation efforts.

San Francisco of Coyote is a community located between two protected areas: the National Wildlife Refugees of Caletas-Ario



An artisanal fisher in CoopeTárcoles R.L., the local artisanal fishing organization of the community of Tárcoles

and Camaronal in the north Pacific. The Association of Artisanal Fishers of Coyote (ASPECOY), created in 2003, is the organization that brings together fishers from three different communities of San Gerardo, San Jorge and Barrio Caliente.

These artisanal fishers face serious conflicts that affect their activities. These problems are related to land rights, organizational issues, and conflicts with industrial fishers and other artisanal fishers who use destructive fishing gear. Furthermore, the artisanal fishers have serious limitations in commercializing their products and are already facing the decline of the fishery's resources as are many other communities along the coast.

Turtle nesting sites

The neighboring protected area of Caletas-Ario and Camaronal are important sites for marine turtle nesting, and so it is important to protect them from industrial fishing and destructive fishing practices. It is necessary to create mechanisms that incorporate conservation principles in the management of fisheries. A first step towards this objective was done with the formation of ASPECOY. A participatory mapping of the fishing area was done as an effort

for the management of the local fishery. Five fishing zones and their capture species were identified.

This first initiative goes in line with the necessity of incorporating the social element—specifically, artisanal fishers and their knowledge—in marine/coastal conservation. The creation of alliances with civil society and local government bodies, which strengthen local empowerment for the management and conservation of marine resources, is imperative to build solutions for the problems facing our oceans, coasts and our people.

The Community-based Marine Area of Responsible Artisanal Fishing of Tárcoles in the central Pacific is part of the community-based initiatives that have been put forward for responsible use and marine conservation in Costa Rica.

CoopeTárcoles R.L., the local artisanal fishing organization of the community of Tárcoles, and CoopeSoliDar R.L., have made a great effort in bringing back fishers' knowledge and decisionmaking into fisheries management and marine conservation. The Community-based Marine Area of Responsible Artisanal Fishing of Tárcoles has been recognized as a model of governance that not only sets regulations for sustainable fishing but that also secures the artisanal fishers' rights of access to resources and their right

to participate in decisionmaking in fisheries management and conservation. This initiative is based on the values of equity and social inclusion in marine conservation.

The fishers and fishworkers, as daily users of the resources and the ecosystem, have been the key stakeholders in this process and they have been the central actors in building this initiative. A locally adapted Code of Responsible Fishing, a locally managed data-base, and a participatory mapping of the fishing areas, have all been key processes that have enabled the recognition of this community-based marine area. Furthermore, the locally managed database and the participatory zoning repositions the importance of local knowledge in the management of fisheries, and has given a better position and greater authority to the artisanal fishers as decision-makers and resource managers.

It is important to promote and strengthen strategies that advance the sustainability and protection of the livelihoods and well-being of local artisanal fishing communities who depend on the ocean and need to have their rights defended. These efforts can be strengthened by working with the traditional national park services. Costa Rica can also use other channels like the national fishing institutes, which are mandated to promote responsible fishing efforts.

Lessons learned

The following lessons can be learned from the experience of this small Central American country:

1. The artisanal fishing sector recognizes the need for sustainable use of marine diversity. The coastal communities' interest in responsible use and conservation has been confirmed by their efforts to develop fishing based on their livelihood needs and survival strategies.
2. Artisanal fishing as a culture should be safeguarded and defended by government bodies and non-governmental organizations. Artisanal fishing is not only a productive activity for

COOPESOLIDAR R.L.



Artisanal fishers prepare their lines to go fishing in Coyote. The Association of Artisanal Fishers of Coyote (ASPECOY) was created in 2003

these communities but also a way of life and culture that includes local knowledge about marine resources. Artisanal fishing communities want to keep fishing as a way of life, and that desire should be respected by the conservation sector.

3. The fishing sector is very heterogeneous (artisanal, small-scale, semi-industrial and industrial are all different segments of the same sector) and this aspect needs to be acknowledged. There are big asymmetries in the way the law is implemented. The artisanal fishing sector has large needs but is being socially and economically excluded. Organizations need to be reinforced at the local level and alliances strengthened to work with other sectors.
4. There are no examples in the context of the National System of Protected Areas (SINAC of active participation of the artisanal fishing sector in the decision-making processes for conservation and fisheries management schemes. It is of great importance to promote other models of MPA governance where communities and local fishers are integrated and constitute part of the initiatives.
5. The establishment of relationships by the conservation sector with the artisanal fishing communities creates an opportunity not only to understand their culture, thinking and knowledge, but also to enrich the focus of marine and coastal conservation with a livelihoods- and sustainable-living perspective.
6. Equity and access rights should be central in the creation of MPAs and in marine conservation.
7. Understanding the social, cultural and economic dynamics that characterize artisanal fishing communities is key for processes that intend to bridge conservation with human development, and that seek to achieve the recognition of the artisanal fishers and fishworkers as actors of responsible resource use and marine conservation.

8. Community strategies for conservation and resource management are equally important tools for the safeguard of cultural identity.

There is still a long way to advance towards inclusion and equity in the management of the world's seas. The Costa Rican experience adds to other regional and global initiatives' fight for community-based governance models of protected areas in the

The artisanal fishing sector has large needs but is being socially and economically excluded.

context of sustainable living and human-rights approaches. 

For more



www.coopesolidar.org

CoopeSoliDar R.L.

www.coopetarcoles.org

CoopeTárcoles R.L.

www.consorcioporlamar.com

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Defending the Sea

Indigenous people in the Chilean coastal community of Mehuin are fighting against corruption, private property and corporate interests

Mehuin, a coastal fishing port and resort town in southern Chile, is located at the mouth of Lingue river in the the province of Valdivia of the Los Rios Region. The territory is shared between Chilean inhabitants and the Mapuche Lafkenche community. Local people partly live off fisheries activities of extraction and cultivation of

one side, we have the interpretation of big business and one segment of the artisanal fishermen who claim historic property rights over the exploitation of marine resources. On the other are the claims of the Mapuche Lafkenche to customary rights to the ownership, use and cohabitation with marine resources—that is, over everything that comprises the coastal marine territory. These two positions are based on arguments found in national laws such as the Fishery Law, as used by the artisanal fishermen and big business, and the Lafkenche Law, as interpreted by the Mapuche Lafkenche communities.

However, although the presence of artisanal fishermen may be historic, they were not the first users of the sea from a resource management perspective. The accounts sent to the authorities, which relate to the process of submitting requests from the indigenous communities for coastal marine areas, within the framework of the Lafkenche Law, show that the communities have been using the resources and coastal marine areas for hundreds of years. These indigenous coastal communities have made rational use of resources rooted in the relationship between coastal communities and nature, as well as links with other indigenous communities from the interior.

Historic users

Hence it's not right to say that the artisanal fishermen are the first of historic users of the sea. I am a fisherman, but I must tell the truth, I can't hide it: the communities, the indigenous people were the first, then came artisanal fishermen.

...indigenous coastal communities have made rational use of resources rooted in the relationship between coastal communities and nature...

molluscs, and harvesting seaweed. Subsistence agriculture, barter with other indigenous territories and communities, and tourism are the other main livelihood activities carried out by most of the Mapuche Lafkenche people.

A rich marine diversity thrives in the area as a result of the nutrients available in the large estuary of the Lingue river, whose huge tidal fluctuations ensure productivity. The area's resources are not only exploited by artisanal fishers and the Lafkenche communities, but also by the fleet of artisanal purse-seiners of the Los Rios region and the vessels of the large industrial fishing fleet that violate the fishing zones, and take valuable pelagic and demersal resources.

In recent years, the community of Mehuin have had to deal with differing interpretations of how property rights apply both to resources and to marine areas. On

*This article is by **Eliab Viguera** (comitedefensadelmar@gmail.com), the Spokesman of the Mehuin Sea Defence Committee, and translated by Brian O' Riordan*

The Lafkenche Law 20.249 has included aspects of rights that apply to the coastal zone, the resources, and exchange between coastal and land-locked communities. The Law considers the establishment of the coastal space for indigenous communities who must also demonstrate that they have had use of the resources. They must first establish that fact, following which comes the next stage of the management plan. They must establish that not only are they the title holders, but also users who can access this space. The users may not only be the indigenous communities, but also the artisanal fishermen and others, such as communities from the interior, who come only at certain times to the coast to gather shellfish, seaweed or to fish from the shore.

The Law says that coastal marine spaces can be established in areas where no demarcated spaces have been established legally previously. In order to establish a coastal marine space for indigenous communities, they must send in a request with a geographical plan ("geo plan") certified by the competent authorities (Subpesca), who will review whether there is any other legal claimant to the area concerned.

Following this, the authority sends a proposal for the coastal space, which must be outside any other space that is already legally established, such as management areas or aquaculture or beach concessions that have already been legally established. Various highly unreasonable interpretations have arisen, for example, that the law deprives an artisanal fishing sector of the right to work. Such a view is divorced from the reality of the law, whose spirit is strictly for the protection of natural resources.

In the Los Rios Region various threats have arisen from the different interests at play. First of all, artisanal fishing was so entrenched that the Lafkenche Law could not be applied, given that areas existed where the semi-industrial fleet catching sardines and anchoveta was operating. Besides,

the Valdivia river is a vast area for salmon farming, where around 19 salmon concessions have been approved.

In the Mehuin zone there is another source of damage—a 35-km discharge pipe for industrial wastes from a cellulose plant. The Celulosa Aracuco Company (CELCO), which is part of the Angelini business group with investments in forestry, energy, mining and fisheries, does not wish to use the sea for tourism, but simply as a dumpsite for its wastes.

All this makes it difficult to establish a coastal marine space for the indigenous people of the Los Rios Region. The policy of the government is geared towards benefitting companies and large conglomerates. The organs of the State—the Marine Subsecretariat and the Fisheries Subsecretariat—are restricting the applicability of the Lafkenche Law. They have left out of purview of the Law, rivers and lakes navigable by vessels of over 100 gross registered tonnage (GRT), including in the Lingue river. This contravenes the provisions of the Law, which stipulates coastal marine spaces as assets and maritime concessions for indigenous communities. The Lafkenche Law can be interpreted to mean that coastal marine spaces for indigenous communities will be determined by

PATRICIO IGOR MELILLANCA



Fishing boats in Queule creek, Chile. Local people partly live off fisheries activities of extraction and cultivation of molluscs, and harvesting seaweed

the area necessary to ensure the exercise of the customary use rights of indigenous people.

It is also possible to interpret the Law to change the meaning of customary rights and move towards private property rights. This is happening in the form of transforming these spaces into concessions or areas that can be mortgaged. There are examples of this taking place in salmon farming, where the law has been changed to allow for the owners of these aquatic concessions, which are national assets for public use, to be able to mortgage them as guarantees against credit from the banks. This can be made to happen under this Law or under the Fisheries Law.

One segment of the artisanal fishery has sided with such destructive corporate behaviour, which seeks to modify the legal framework in place. The links between a fisheries association in Mehuin, the Ferepa Federation of BioBio, with CELCO, are designed to transform the maritime

zones into chemical waste dumps, in exchange for vast sums of money.

However, the leaders of the Sea Defense Front in Mehuin were very alert and knowledgeable about the law. They could check one of the syndicates that was operating in cahoots with CELCO, and succeeded in keeping the management area open.

Banks are also pushing for marine areas and fishery resources to be transformed into cash-generating, transferable assets. Once transferability comes into force, user rights to areas and resources will be undermined.

Government functionaries in the Araucania Region have proposed that the coastal strip be established as an "AAA" (Area Apt for Aquaculture), which aims to privatize the sea in the shape of concessions, which are transferable and can be mortgaged. Meanwhile, the genuine artisanal fishermen and the Mapuch Lafkenche communities have remained vigilant to ensure that the management areas continue to be used for the purpose for which they were established.

In the 1990s CELCO began to obtain the various permits for construction of the waste duct. The Navy turned a blind eye to this development, and refused to give us answers to queries on the studies being made, the vessels used, their crew and professional expertise. Despite our questions, the Environmental Impact Assessment was taken forward on the basis of false data. Worst of all, our community was brutally split by a company, in connivance with the government and through threats of violence, which turned our own comrades against us.

Human rights

We have brought all of this to the notice of the InterAmerican Commission for Human Rights, pointing out that the passage of the waste duct, especially in and around Puringue, takes it through the middle of a Mapuche cemetery and through a place where Nguillatunes, the main ceremony of the Mapuche people, is celebrated. This is a clear transgression of the cultural and

PATRICIO IGOR MELILLANCA



Boris Hualme Milano, spokesperson for the Marine Defence Committee.
Artisanal fishermen of Mapuch Lafkenche remain vigilant to protect their rights



Mapuche ceremony on Mehuin beach. Indigenous communities have been using the resources and coastal marine areas for hundreds of years

human rights of indigenous communities as enshrined in the International Labour Organization (ILO) Convention 169, which dates to 1989 and deals specifically with the human rights of indigenous peoples.

What is more, these communities and all those who defended the coastal maritime territory were never consulted about the CELCO project as is obligatory under articles 6 and 7 of the ILO Convention 169. Once we had exhausted all the possibilities of appealing to the Chilean State, we had no option but to approach the InterAmerican Commission for Human Rights.

Despite over 15 years of vociferous opposition to the damaging project, and the appeal to the InterAmerican Commission on Human Rights, CELCO continues in its bid to install the waste duct, by also co-opting the artisanal fishermen of Mehuin. The company is also applying pressure on the organs of the State not to implement the Lafkenche Law that guarantees coastal marine areas for the indigenous people.

Yet, despite everything, the defence of the sea must be viewed from the perspective of those indigenous communities who live by

the sea. Even as corporate interests seek to undermine the law, we, as indigenous communities, continue to push forward, defending the sea. 3

For more



www.noalducto.com/

No al ducto de Celco en Mehuin

www.mehu-in-celco.blogspot.com/

Mehuín en Pie de Guerre

en.wikipedia.org/wiki/Celulosa_Arauco_y_Constituci%C3%B3n

Celulosa Arauco y Constitución

centrodedocumentacion.wordpress.com/2010/04/08/mehu-in-y-la-aprobacion-del-ducto-de-celco/

Mehuín Community and CELCO

www.ipsnews.net/news.asp?idnews=55509

Fishing Villages Turn to Int'l Justice in Fight against Waste Duct

EU CFP

Bold consensus needed for Europe's fisheries

by William Bain MP (Labour, Glasgow North East),
the Shadow Food, Farming and Fisheries Minister

Now, 700,000 people (through Channel 4's Fish Fight Campaign) have spoken truth to power—and power, in the form of the European Commission, retailers and national governments, has been forced to listen, and radically change fisheries policy.

Marks & Spencer, Selfridges, and Sainsbury's have worked with consumers to change their buying behaviour—promoting traditional British

fish like dabs and coley instead of over-fished cod and haddock, and buyers have responded.

This week's unanimous adoption by the European Commission of Commissioner Damanaki's proposals for reform of the EU Common Fisheries Policy (CFP) in 2013 is a milestone in ending the scandal of what the UN Food and Agriculture Organization has estimated as 1.7 mn tonnes of edible fish caught in EU

fisheries thrown back into the sea—dead.

A reformed European fisheries policy is the best means to combine stewardship of our marine environment, consumer wishes, and a financially viable future for the fishing industry in Scotland and the EU.

The plans introduce an ecosystem approach to fisheries management—particularly important in Scotland's mixed

fisheries—regulating the amount of fish lifted from each sea basin rather than quotas for each individual species. Roll-out of catch quotas and regional management of fisheries is key to delivering this aim. It allows the fishing industry to take more responsibility and control for the management of quotas, and ends the absurdity of Brussels dictating net sizes.

Government can help by incentivising fishers who use more selective nets and on-board monitoring equipment, which can further reduce levels of discarded and bycatch of fish, as witnessed in Denmark and Scotland. The plans also envisage new job creation in the processing of otherwise discarded fish, and an expansion of the aquaculture sector.

The centrepiece of the reforms is a new system of individually tradeable catch levels for each fisher in individual member states. Small-scale fishing boats will be exempt, and quotas would be tradable only within national boundaries to prevent multinational buy-outs of fishing enterprises—an important protection for coastal or fish-dependent communities.

www.leftfootforward.org/2011/07/william-bain-bold-consensus-needed-better-future-european-fisheries/

VERBATIM

At first Tobias kept watch on the sea the way people who know it well do, his gaze fixed on a single point of the horizon... Little by little he learned to keep watch the way people who know it better do, not even looking at it but unable to forget about it even in his sleep.

—GABRIEL GARCIA MARQUEZ
IN "THE SEA OF LOST TIME"

ORGANIZATIONAL PROFILE

Platform for Mediterranean Artisanal Fishermen

50

In Europe, deliberately or not, small-scale artisanal fishers are being squeezed out, and are now in danger of extinction. European Commission (EC) projections show employment in the fish-catching sector set to decline by 60 per cent over the next ten years—declines that are likely to have greater impacts on the small-scale sector, which employs most of the fisheries workforce.

Successive EC Common Fisheries Policies (CFPs) have discriminated against small-scale fisheries and prejudiced their chances to prosper and sustain coastal communities. During the 1980s, production-oriented subsidies that went mainly to modernize the larger-scale industrial fleet put them at a disadvantage, literally taking the fish out of their nets. Then, capacity-reduction schemes fell heavily on smaller, 'less efficient' vessels. Although, overall, vessel numbers were reduced, capacity still went up. Now the EC is poised to do a further injustice to small-scale fisheries by introducing individual transferable quotas (ITQs) throughout the European Union (EU), to be

gifted to fishing companies for 15 years.

In the Mediterranean, small-scale fishermen have recently established a platform to make their voices heard. Set up in February 2011 by artisanal fishermen's representatives from Spain, France, Greece and Italy, who gathered at the El Calisay Cultural Centre (Arenys de Mar) in Catalonia, Spain, during 18-19 February, the platform's aim is to start a process of consolidating their shared determination to establish the policy reforms needed to ensure the sustainable exploitation of fish stocks so that future generations can have a decent living.

The platform is meant to represent the common interests of small-scale fishers—understood to be those who fish using low-impact gear—in formal local, regional, national and EU-level forums. It is open to all traditional fishers from the Mediterranean coast who share common objectives, and who are willing to co-operate and unite efforts to achieve these objectives.

The platform is founded on the shared values

of responsibility and a commitment towards the natural marine environment, with the three main aims of:

- optimization of resource management;
- engagement in policy processes; and
- promotion of the sociocultural dimension of small-scale fisheries.

The platform defends artisanal fishing as a potentially sustainable activity, which could contribute more substantially to the protection and recovery of fish stocks and the marine environment. It seeks to forge links with the scientific community to develop common programmes of action. The platform claims that the small-scale fishers' traditional knowledge of the marine environment and fishery resources is an invaluable heritage, which must be recognized and preserved.

www.fishsec.org/2011/02/22/mediterranean-small-scalers-launch-network/

www.fishsec.org/conentuploads/2011/03/1298378028_85005.pdf

EXCERPTS

OECD-FAO Agricultural Outlook 2011-2020

The following excerpts are from the OECD-FAO Agricultural Outlook 2011-2020, published by the Organization for Economic Co-operation and Development (OECD) and the Food and Agriculture Organization of the United Nations (FAO):

From Chapter 8 on Fish:

Projection highlights

- World fisheries production is projected at 164 mn tonnes in 2020, a growth of about 15 per cent above the average level for 2008-2010. Major increases in the quantity of fish produced will originate from aquaculture. However, for the projection period, the annual growth rate of aquaculture is estimated at 2.8 per cent, a reduction compared to the rate of 5.6 per cent for the previous decade.
- Fish prices (capture, aquaculture and trade) will increase over the medium term. With the growing price of fishmeal and the high price of other feeds, the spread between the price of farmed and wild fish will grow over the medium term.
- Total fish and fishery products will continue to be highly traded, with about 38 per cent of world fish production exported in 2020. World per capita fish food consumption is projected to

reach 17.9 kg per capita in 2020, from 17.1 kg per capita of the average 2008-2010.

Prices

World fish prices will continue the growing trend experienced in 2010 and early 2011.

They will be affected by income and population growth, stagnant capture-fisheries production, increasing feed cost, a weaker US dollar and higher crude oil prices. All these factors will contribute to the rise in fish prices over the medium term.

However, there will be different scenarios for capture-fisheries production and for aquaculture. With the growing price of fishmeal and the higher price of other feeds, the spread between the average price of output from aquaculture and capture will grow over the medium term.

In addition, the average price for wild fish should increase less than farmed ones due to expected changes in fish composition, with more catches of lower-value fish. The average world price for captured species is expected to increase by 23 per cent and for aquaculture species by a significant 50 per cent by 2020, compared to the average for 2008-10.

In addition to the need to compensate for the higher

cost of fishmeal, prices of aquaculture will also grow due to strong domestic demand. In 2020, the price of fish products traded will be 30 per cent higher than during 2008-10. Due to stagnant capture fisheries, the increasing demand for fish will be met by aquaculture. Since it is not foreseen that oilseed meal will replace fishmeal in the diet of many of the species raised in aquaculture, demand for fishmeal will continue to grow. With a rather stable production, fishmeal prices, which have reached high levels since 2009, are, therefore, expected to further increase during the next decade, up 43 per cent in 2020 from 2008-10. During the same period, fish oil prices are projected to grow by 19 per cent. This will lead to a large increase in the price ratio of fishmeal compared to oilseed meal. During the same period, fish oil prices are projected to grow by 19 per cent. Although most of fish oil produced is used as an input in aquaculture production, the equivalent ratio in the oil market will increase only slightly.

Consumption

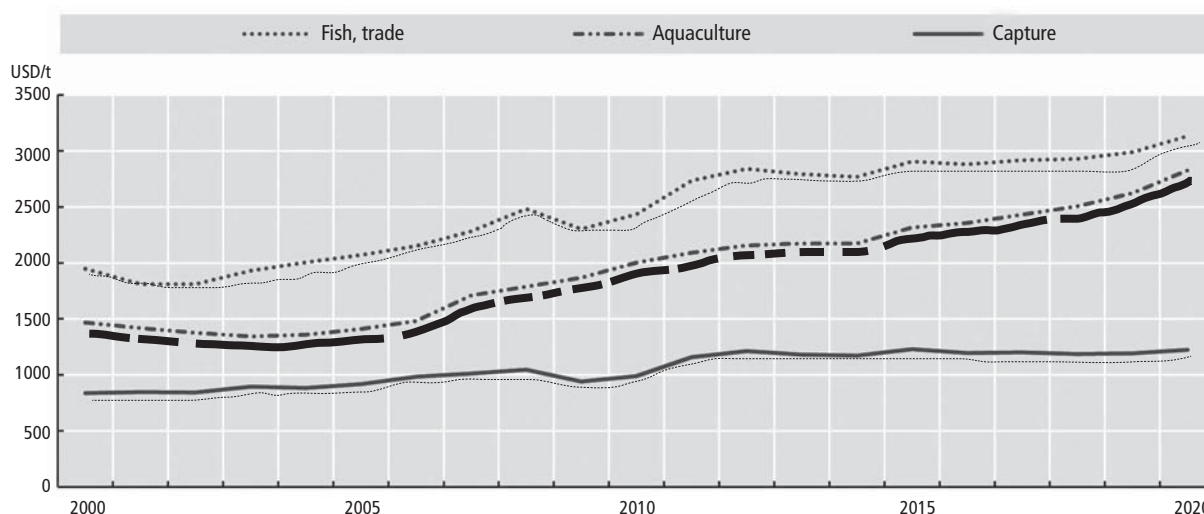
World per capita apparent fish consumption is projected to reach 17.9 kg in 2020, from 17.1 kg during 2008-10. The cyclical

decline in the price of other meats with no further feed price explosion, combined with higher prices of fish and fishery products, will eventually stabilize consumption. Per capita fish consumption will increase in all continents, with Oceania and Europe showing the highest growth rates. Fish consumption will continue to be higher in more developed economies, even if decreasing in Japan and Canada. Per capita consumption in Least Developed Countries (LDCs) will increase, but will continue to be rather low (11.5 kg in 2020).

Fish consumption will continue to be affected by complex interactions of several factors, including rising living standards, growing emphasis on fish as a healthy and nutritious food, population growth, rapid urbanisation, increased trade and transformations in the food distribution and retail sectors. The total amount of fish consumed will continue to vary according to regions and countries, reflecting the different levels of availability of fish and other foods, including the accessibility of aquatic resources in adjacent waters, as well as diverse food traditions, tastes, income levels, prices and seasons. Annual per capita

Rising world prices, with those for farmed fish increasing more than wild fish

World fish price development in nominal terms between 2000 and 2020



Source: OECD and FAO Secretariats.

<http://dx.doi.org/10.1787/888932427170>

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apparent fish consumption will vary from less than 1 kg in one country (e.g. Ethiopia) to more than 100 kg (e.g. Maldives) in another.

INFOLOG: NEW RESOURCES AT ICSF

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

Videos/CDs

Invisible Possibilities

Director: Ema Mashauri. Producer: Paul Onyango.

Duration: 26 mins

Using the example of one fishing community, this film documents the efforts to eradicate poverty, which is persistent especially in communities in Africa, south of the Sahara. The video can be viewed at www.cultureunplugged.com/documentary/watch-online/festival/play/5788/Invisible-Possibilities.

Publications

The Ecosystem Approach to Marine Planning and Management

Ed. by Sue Kidd, Andy Plater and Chris Frid

Earthscan. London. 2011. pbk. 231 p. ISBN 978-1-84971-183-8

This book brings together expertise from natural scientists, social scientists and marine planning and management practitioners to promote a broader understanding of issues that need to be addressed in applying the ecosystem approach (EA) to the seas. The book is aimed at undergraduate and postgraduate students, practitioners and researchers from a range of disciplinary backgrounds who have an interest in EA to natural resource management and its application in the marine environment.

Economic Management of Marine Living Resources: A Practical Introduction, David Whitmarsh.

Earthscan. London. 2011. pbk. 171 p. ISBN 978-1-84971-259-0

This textbook outlines the problems associated with the management and conservation of marine living resources, with particular attention to the twin concepts of economic value and sustainability. It looks at the key methods used to collect and analyze socioeconomic data, oriented towards the information needs of decisionmakers and stakeholders involved in fisheries management.

Beach Management: Principles and Practice

Allan Williams and Anton Micallef

Earthscan. London. 2011. pbk. 445 p. ISBN 978-1-84971-307-8

This comprehensive book provides full coverage of beach management principles and practice, with an emphasis on needs-based management. The emphasis throughout the book is on optimizing economic, social and environmental outcomes and reconciling competing needs in management planning for beach areas.

FLASHBACK

Fishermen's rights

Filipino fishermen have suffered a great deal on Taiwanese boats. Living conditions on those boats were denounced at the international seminar held in Manila last February. All over the world, un-known fishermen undergo the same or worse treatment and have no way to defend their basic rights.

International agencies and governments do little or nothing to solve these problems. Industrial fleets have hurt small artisanal fishermen

in numerous countries, either directly by fishing in their waters, or indirectly, by negotiating with governments to obtain larger fishing quotas.

Many national organizations aspire to have a zone reserved for artisanal fishermen, and we can see the day when that right will be universally accepted as a norm.

Women do not participate in organizations and are generally kept in an inferior position. Even though they always participate in the task of processing the catch, they are not allowed to occupy leadership positions. Also, governmental decision-making agencies do not accept the participation of fishworkers' leaders, who are therefore forced to use pressure tactics to be taken into account.

We can see some signs on the horizon that allow us to hope for a better day for fishworkers who lack basic rights. Chile has promulgated a law for fishing and aquaculture, which provides for the participation of representatives of fishermen's organizations in fishing councils. It also establishes a five-mile zone reserved for artisanal fishing, a fisheries development fund, and priority access to aquacultural concessions. Fishermen from Brazil, Ecuador, Mexico, Bolivia, Colombia, Senegal, the Philippines, India, Norway, France and other countries are active in their organizations to achieve better living and working conditions.

This progress marks the beginning of a long and difficult road that fishermen's organizations will have to travel to ensure that their members are respected as human beings and can defend their sources of work threatened by pollution and plunder. Fishermen and fishworkers of the entire world should raise their voices to make room for the participation of women and demand from their governments reserved fishing areas. Credit and technical assistance should be channelled through projects that are elaborated with the active participation of fishermen themselves at every step of the process.

—from comment in SAMUDRA Report No. 4, May 1991



ANNOUNCEMENTS

MEETINGS

7th meeting of the Ad-Hoc open-ended working group on Article 8(j) and related provisions

31 October – 4 November 2011, Montreal, Canada

This meeting will review the progress made in the implementation of the Programme of Work for Article 8(j), and also look at mechanisms to promote the effective participation of indigenous and local communities in the work of the Convention.

15th meeting of the Subsidiary Body on Scientific, Technical and Technological Advice

7-11 November 2011, Montreal, Canada

This meeting will address decisions on marine and coastal biodiversity: identification of ecologically or biologically significant marine areas and addressing adverse impacts of human activities, including underwater noise, on marine and coastal biodiversity; and on new and emerging issues relating to

the conservation and sustainable use of biological diversity.

WEBSITES

National Centre for Sustainable Coastal Management

Ministry of Environment and Forests, Government of India

www.ncscm.org

This centre focuses on sustainable coastal management based on strong

research and knowledge, and seeks to strengthen capacity in multidisciplinary research on coastal management. The site has information on the World Bank project on integrated coastal zone management, with a focus on assessment of shoreline change.

ICSF Climate Change Site <http://climatechange.icsf.net>

ICSF has launched a new website on the impacts of climate change on fisheries and fishing communities.



Endquote

Always, unfettered man, you will cherish the sea!
The sea your mirror, you look into your mind
In its eternal billows surging without end,
And as its gulfs are bitter, so must your spirit be.

You plunge with joy into this image of your own:
You hug it with your eyes and arms; your heart
Forgets for a time its noisy beat, becomes a part
Of a greater, more savage and less tameable moan.

In your own ways, you both are brooding and discreet:
Man, no one has mapped your chasm's hidden floor,
Oh sea, no one knows your inmost riches, for
Your jealousy hides secrets none can repeat.

As the uncounted swarm of centuries gathers
You two have fought without pity or remorse, both
From sheer love of the slaughter and of death
Oh, eternal wrestlers, oh, relentless brothers!

—**Man and the Sea by Charles Baudelaire**

