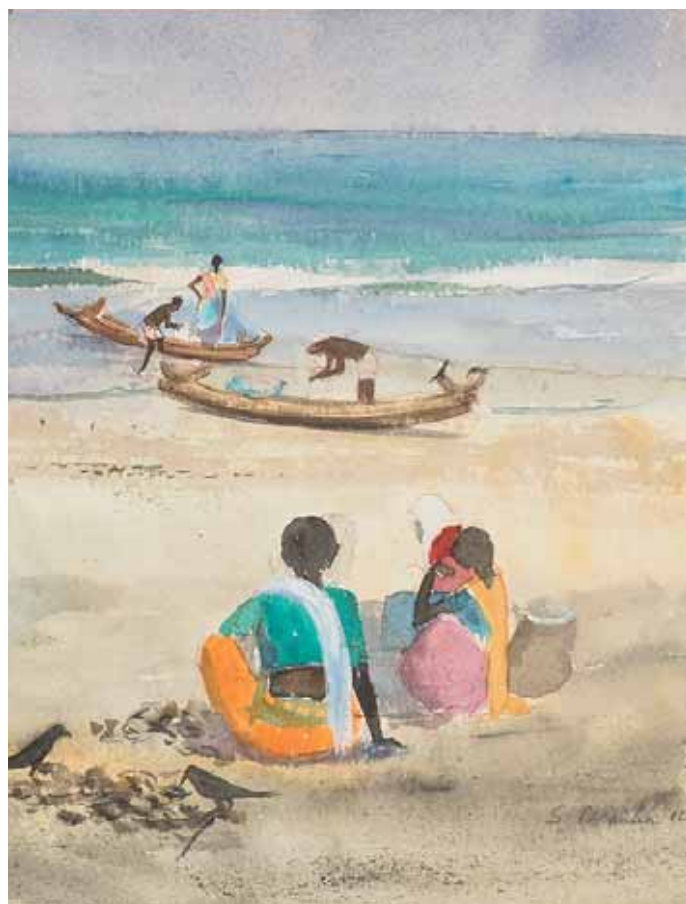


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REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS



The Mahabalipuram Workshop

BP Oil Spill

CBD Meeting

Ecolabels and Small-scale Fisheries

MPAs in South Africa

Seychelles Hook-and-line Fishermen



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

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

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

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

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



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REPORT

THE TRIANNUAL JOURNAL OF THE INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS

NO.56 | JULY 2010

LUIS CLEMENTE SANGUINETTI

FRONT COVER



*A fishing village in Kerala, India
by Susan Beaulah ©
www.susanbeulah.com*

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BACK COVER



*Children in Yacila fishing village, Peru
Photo: Luis Clemente Sanguinetti*



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DHARMESH SHAH/ICSF

A vendor from the Daladi fishing community,
Mirkarwada, Ratnagiri, Maharashtra, India

Don't Discriminate against Women

Gender-equitable and sustainable development of fisheries can occur only if there is an end to discrimination against women in fishing communities

More than 30 years after States adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and more than 15 years after the Beijing Declaration and the Beijing Platform for Action that set out measures for national and international action for the advancement of women, women of fishing communities continue to face discrimination at various levels.

This fact was deplored by participants of the recent ICSF workshop "Recasting the Net: Defining a Gender Agenda for Sustainable Life and Livelihoods in Fishing Communities". The "Shared Agenda" (page 8) from the workshop underscores the need to address this situation urgently and systematically, through action at various levels—by households, communities, fishworker organizations, researchers, civil society, States and international organizations.

Notably, the agenda explicitly links the struggles of women fishworkers for their rights to the struggle for sustainable fisheries—fisheries that have the ability to sustain lives and livelihoods of fishing communities into the future.

The Shared Agenda must be taken forward at all levels. In doing so, measures that have served to recognize and support women's work must be studied and emulated, based on local realities. Several countries have taken positive steps to address the discrimination faced by women. Brazil, for example, recognizes all women who work in fishing and fisheries-related activities as workers entitled to social security and other benefits, France recognizes women who provide shore-based support to the fishing activities of their partners as 'collaborative spouses', and India produces gender-disaggregated data on those who work in fisheries-related activities through a periodic census of marine fishing communities. There is much that other States can learn from such examples.

It is critical to recognize the role of collective action. Indeed, evidence from across the world indicates that where fishworkers are organized, they are able to seek accountability and affirmative action from their governments, and, equally, are able to benefit from such measures. In this context, the need to support and strengthen organizations

in fisheries, including those of women fishworkers, is undeniable. Organization has enabled women to counter various forms of discrimination and violence, including at the household and community level. It has helped question social norms that restrict women's freedom and mobility, define what is 'acceptable' and 'unacceptable', and circumscribe their ability to participate in decisionmaking.

A critical evaluation of fisheries projects, many of which have explicitly had a gender component, is also needed, for possible adaptation and replication of positive interventions. This is especially important if the benefits of such interventions are evident for large numbers of the poor, particularly poor women.

While individual examples of men or women benefiting are no doubt inspiring, the focus has to be on wider benefits for those who are at the very bottom of the socioeconomic ladder. Interventions should have addressed the systemic causes of oppression and discrimination resulting from unequal power relations, underpinned by class, caste, race,

ethnicity, gender and other factors.

Also vital is research on power relations and discrimination, which can shape not only the discourse on gender and fisheries, but also the direction and form of aid and support to fisheries. Researchers need to address the paucity of work on the gendered nature of fisheries, and ensure the practical relevance of their work, including to fishworker and women-in-fisheries organizations advocating for gender-just and sustainable fisheries.

That discrimination, including against women, continues in various forms, is unacceptable. The obligations of States under CEDAW, among the most widely ratified Conventions, and their commitments to implement the Beijing Platform for Action, must be reflected in concrete ways in fisheries legislation, policies and interventions. As the 29th session of the Committee on Fisheries (COFI) of the Food and Agriculture Organization of the United Nations (FAO) prepares to discuss the steps needed to support small-scale fisheries, it would do well to take note of the proposals for gender-equitable and sustainable development of fisheries contained in the "Shared Agenda". This must not go down as yet another missed opportunity. 3



Gender Agenda

Developments in fisheries have had a great impact on the lives and livelihoods of women in fishing communities, a recent workshop was told

4

*Oh Great Spirit, Creator of all Faiths
and all of life,*

*We the women involved in the fisheries
worldwide*

*Offer our Thanks for allowing us to
gather here in beautiful Chennai, India
and for all of those who are with us in
spirit.*

*We humbly ask you to guide our
discussions over the next few days with
strength, compassion and perseverance
and wisdom, and may our conclusions
be transformed into action for all
women in the fisheries and their
families.*

*We also wish to honour all fisherfolk
and their loved ones who have passed
on from this life, by remembering our
good comrade and friend, Harekrishna
Debnath and the very source of our life,
the fish in the seas, rivers, oceans and
lakes*

*May we carry the heartbeat of all
Mother Earth in our hearts, our work
and in our relations with each other.*

Thank You

All of My Relations

*—Sherry Pictou, Co-chair,
World Forum of Fisher Peoples (WFFP),
Canada*

policymakers and representatives of non-governmental organizations (NGOs) and multilateral agencies.

The workshop was meant to analyze the impact of current developments in fisheries on the lives and livelihoods of fishing communities, specifically focusing on women's experiences; share local agendas and strategies of women's organizations in fisheries; and to define an agenda and strategies for sustaining life and livelihood in fisheries into the future. It followed on national/regional workshops in the Philippines, India, South Africa, Brazil, Thailand, Europe and Canada, and a desk study on women in fisheries, based on a review of literature.

The workshop began with an invocation (see above) read out by Rosetta Ferreira, a woman fisher from South Africa and a member of Coastal Links, on behalf of Sherry Pictou of the WFFP. This was followed by a traditional ceremony of lighting the lamp and exchange of flowers. Welcoming the participants, Chandrika Sharma, Executive Secretary, ICSF, pointed out that this was not a one-off workshop—it was part of a much longer process of work with women in fisheries.

Co-sponsor

Nalini Nayak, Member, ICSF, elaborated on ICSF's work in support of fishing communities since 1984. "We gather here to critically assess what has happened and to discuss how we can go ahead. We hope to develop a shared agenda for fisheries that will sustain lives and livelihoods of coastal communities," she said. Following this, Ria Fitriana, on behalf of Natasha Stacey of the School for Environmental

Thirty-nine people from 18 countries met at Mahabalipuram, India, during 7-10 July 2010 for the workshop "Recasting the Net: Defining a Gender Agenda for Sustainable Life and Livelihoods in Fishing Communities", organized by the International Collective in Support of Fishworkers (ICSF). Participants included fishworkers, members of fishworker organizations, fisheries researchers, academicians,

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Research, Charles Darwin University (CDU), Australia, introduced the work of CDU, a co-sponsor of the workshop.

The session on national reports, moderated by Cornelia Quist, Member, ICSF, saw ten presentations—from Asia (the Philippines, India and Thailand), Africa (Guinea Bissau, South Africa and Tanzania), South America (Brazil and Chile), Europe and Canada. Rosetta Ferreira of Coastal Links, South Africa, reported on the women-in-fisheries workshop held in South Africa in February 2010. Coastal Links, a network of community-based organizations on the west coast of South Africa, started in 2004, has a membership of over 2,000, which includes fishers, women and youth. Women, as part of Coastal Links, have been fighting for the rights of fishermen, said Rosetta. Through litigation, they have got the government's commitment for a policy on small-scale fishers, pending which fishers have been granted interim relief, in the form of temporary permits to access selected fisheries resources. However, this has not benefitted women much as the fish is still being sold to big companies. "We were so busy helping men get their rights that we forgot ourselves. The new policy process has left women out. Men have not supported us in ensuring that there are livelihoods for women," said Rosetta. "Our priority now is to ensure that the new policy recognizes women's rights and the important role they play in the fishery and the community, and protects their livelihoods."

Rosetta also dwelt on how the current quota system in South Africa has divided communities by introducing an individualistic ethic. Marine protected areas (MPAs), which cover 21 per cent of South Africa's coastline, have been established without consulting local fishing communities, and large no-take zones have had negative impacts on their livelihoods. The need is for a community-based approach to management and provision of social security to all, she stressed.

From Brazil, Maria Santos of the National Articulation of Fisherwomen (ANP) and Naina Pierri of the Federal

University of Parana reported on the two workshops that had been organized in early 2010. The main issues that concern women fishworkers are: securing their rights as workers, including to social security; securing land rights and access to fishery resources in the face of large-scale tourism, aquaculture, and infrastructure projects; environmental degradation; and access to education and healthcare. Women of fishing

Stronger leadership is emerging among women, and women are also better represented in the *colonias*.

communities are active in different organizations, including traditional fishermen's organizations (*colonias*), community-based and economic solidarity associations, as well as in the ANP and in the Brazilian Movement of Artisanal Fishermen and Fisherwomen, established in 2009. Through their organizational initiatives and broad alliances, they have got their work formally recognized in Brazilian fisheries legislation. Stronger leadership is emerging among women, and women are also better represented in the *colonias*. However, there are several challenges ahead. These

JOHN KURIEN



Traditional ceremony of lighting the lamp to inaugurate the Mahabalipuram workshop on current developments in fisheries and the lives and livelihoods of fishing communities

include ensuring the autonomy and financial sustainability of their organizations, improving communication among members, and creating greater awareness about problems like domestic violence.

To a query on whether women organizing autonomously outside fishworker organizations could undermine the fishworker movement as a whole, it was noted that in Brazil there is some degree of integration. There is, however, resistance among fishermen to women's participation, particularly at the *colonia* level. Fishermen should recognize that fisherwomen share the same concerns, and should create spaces for women to participate in organizational work.

Women, however, still have to cope with high rates of illiteracy, unsafe, unhygienic and difficult working conditions, and sexually transmitted diseases.

Mamayawa Sandouno from the Guinean NGO, ADEPEG-CPA, noted that more fish is being smoked these days—from about 10 per cent of artisanal fisheries production before the country's independence in 1958 to about 70 per cent today. Almost all the fish that is smoked enters national or regional trade. The technology for fish smoking has improved and a wider variety of species are smoked. Women fish smokers have recently established a co-operative union, the Guinean National Union of Women Fish Smokers (UNFFPG). From a family-based subsistence activity, fish smoking has become an organized commercial enterprise, with support and training from the co-operatives. Women, however, still have to cope with high rates of illiteracy, unsafe, unhygienic and difficult working conditions, and sexually transmitted diseases. There are also significant barriers to trade in fish and fish products, including hygiene standards for export markets and customs barriers for regional trade, including *ad hoc* checkpoints and extortion.

These issues are being taken up by UNFFPG, with the support ADEPEG-CPA.

Purnima Meher and Ujwala Patil of the National Fishworkers' Forum (NFF), India, reported on the workshop held in Mumbai in February 2010. Over the past 30 years women fishworkers in India have organized for their rights as part of larger fishworker movements and unions. They have had success on a few issues, like gaining transportation to markets, reducing taxes, and getting access to savings-cum-relief schemes in some regions.

However, various problems persist, including lack of access to credit, poor sanitation and healthcare facilities, lack of land titles, alcoholism, increase in dowry demands, declining access to fish for processing and marketing (due to both stock depletion and exports), poor facilities at markets and landing centres, displacement and pollution. Leadership, particularly amongst women, has not grown over the last few decades and women's issues are not reflected in the broader agenda of the fishworker movement, noted Meher.

Recent efforts are to seek recognition of women as workers in the informal sector, and to lobby for a street vendor policy that is supportive of women fish vendors. Meher said that where the fisheries are export-oriented, women's access to fish for local markets has been affected since fishermen prefer to sell their fish to the highest bidder.

In the absence of Sherry Pictou, the presentation on the consultation organized by the Coastal Learning Communities network in Canada was made by Nalini Nayak.

Harvesting fish

The consultation, in the form of a teleconference, included aboriginal and non-aboriginal representatives of fishing communities. Women in Canadian fisheries are involved in harvesting (especially shellfish), drying, processing and trading fish, and in land-based fishing activities like preparing gear, bookkeeping and looking after family and community. Among the major challenges they face today are the privatization of fisheries resources, inability to commercially

sell fish caught in traditional fisheries, and environmental degradation. Privatization has led to the loss of licences and access to resources and facilities. Industrial aquaculture and market forces have also led to higher levels of stress and violence within families. Canadian women seem to have less voice in the fisheries today than they did ten years ago, when there was greater openness to the idea of women's participation in fishing organizations.

The presentation on the European workshop was made by Marja Bekendam, the chair of AKTEA, the European Network of Women in Fisheries and Aquaculture, and a member of VINVIS, the women-in-fisheries network of the Netherlands. A questionnaire circulated before the workshop in Europe received responses from women in fisheries organizations from seven countries in Europe. The workshop focused on four themes: work and changes in the gender division of labour; women and decisionmaking; rights to coastal and fisheries resources and fisheries management; and women organizing in fisheries. Bekendam noted that women's organizations are seeking a legal status to women's unrecognized work (including as 'collaborative spouses'), better working conditions, equal opportunities and representation in decisionmaking at all levels—in household enterprises, community fisheries organizations, national organizations and at the European level. Women's knowledge and skills are sought to be integrated into fisheries management. Bekendam noted that women-in-fisheries organizations have multiplied in Europe since the mid-1990s to defend the future of the sector and the communities dependent on fisheries. AKTEA has helped facilitate this process, by functioning as a hatchery for women's leadership. Challenges for the future include expanding membership and leadership and seeking support from fishermen's organizations and the government.

To a query on the legal recognition accorded to shellfish gatherers (*mariscadoras*) and women working



Nalini Nayak, Mamayawa Sandouno, Marylene Chever, Lamine Niasse and Alain Le Sann at the Mahabalipuram workshop

in ancillary jobs (notably as *redeiras* or gear riggers) in Galicia, Spain, it was noted that their gains have been because the Galician government has a sense of pride in its fisheries. One major struggle of the *mariscadoras* has been for social security, and pension and benefits for work-related ailments.

The presentation on the workshop held in the Philippines was made by Jovelyn Cleofe from the Centre for Empowerment and Resource Development. The discussions explored the perceptions and

Women-in-fisheries organizations have multiplied in Europe since the mid-1990s to defend the future of the sector and the communities dependent on fisheries.

experiences of climate change among fishing communities. The lack of a supportive policy environment that recognizes women as major stakeholders in fisheries development and management, has prompted women to organize at the village and national levels, including for advocacy work. This has led to several achievements like the Philippines Fisheries Code of 1998, which includes women under the definition of fishers, and the Magna Carta for women, approved in 2009.

A shared agenda for sustaining life and livelihoods in fishing communities

OUR DREAMS FOR THE FUTURE

We dream of a future in which:

- aquatic ecosystems are free of pollution, retaining their ability to regenerate living resources, sustain livelihoods and meet food security;
- interaction with natural resource are based on principles of sustainability and a respect for the rhythms and limits of nature;
- interactions within communities and with society are based on principles of equality, social justice and mutuality;
- there is respect for the diversity of ecosystems and communities and the recognition that this diversity is the basis for sustaining life and livelihoods;
- fishing communities, including women and children, are able to live their lives in peace and dignity, free of violence, and to enjoy decent living and working conditions;
- people have the right to work and to choose the work that they prefer, irrespective of the sexual division of labour, and all work, including reproductive work, is valued;
- the rights of fishing communities to their coastal lands, as well as the preferential access of small-scale and artisanal fishworkers and indigenous peoples to coastal and inland fisheries resources, are recognized;
- small-scale and artisanal fisheries are recognized for producing high-quality fish in a sustainable manner;
- fishing communities retain ownership and control over economic assets employed in fishing and fish processing and marketing operations;
- fishing communities have strong organizations, including producer organizations, enabling them to negotiate from positions of power, and in these organizations, women have central roles in decisionmaking;
- women engaged in fisheries activities have the first right to access the fish that is landed, and the marketing chain is restructured in equitable ways to privilege and valorize small-scale and artisanal fisheries and fishworkers;
- power to manage coastal and fishery resources is devolved to local and indigenous communities, and their capacity to do so is strengthened;
- planning for small-scale and artisanal fisheries takes into consideration broader aquatic and coastal management issues, and where traditional and local knowledge, together with scientific knowledge, form the basis of fisheries management systems;
- the choice of fisheries conservation and management mechanisms and instruments are sensitive to principles of equity, social justice and solidarity;

- fisheries conservation and management mechanisms and instruments promote community-based management and incorporate approaches other than market-driven quota management systems;
- fishing communities have access to the information they need to participate in decisionmaking in an informed way; and
- basic economic, social, cultural and political rights are guaranteed by the State through a range of instruments, including the provision of social security, education and health facilities and a range of social and infrastructure assets for fishing communities.

OUR AGENDA FOR ACTION

Based on these dreams, we propose the following action agenda for different sections of society:

Households and communities

- Strengthen the capacity of women to participate in fishworker movements and organizations.
- Challenge men's resistance to women's participation in organizations, where it exists, and ensure the sharing of household work.
- Enhance the capacity of communities, including through literacy programmes, information on aquatic ecology and access to appropriate technology.
- Secure an environment of safety and freedom from violence and sexual abuse within the household and community.
- Ensure that community-based organizations guarantee women's participation in decision-making processes and their access to resources such as fish and fish products.
- Recognize and assert the value of traditional and local knowledge, including that of women, as an important component in decision-making processes.

Fishworker organizations

- Develop a culture in which all forms of discrimination are eliminated.
- Guarantee space and support for women to participate in decision-making processes, including those related to conservation and fisheries management.
- Address women's issues within organizations, and create separate spaces for women to organize autonomously at local, regional, national and international levels.
- Promote exchanges between women fishworkers and their organizations across different contexts.

Much remains to be done, including: ensuring the implementation of existing legislation; capacity building and strengthening women-in-fisheries organizations at various levels, and improving the capacity of local communities to deal with climate change and natural

disasters, taking note of specific impacts on women.

The presentation on the workshop held in Thailand was made by Ravadee Prasertcharoensuk of the Sustainable Development Foundation (SDF) and Suphen Pantee of the Fisherfolk Federation of Thailand. Insecure access to resources, depletion of

- Raise awareness about, and participate actively in monitoring implementation of, international instruments, such as CEDAW.
- Challenge liberalization of global trade and the decisions of the World Trade Organization on patenting of food products, in particular, fish and fish products.
- Promote equitable and sustainable alternatives to existing models of development.

Civil society organizations (including NGOs, media, consumers and environmental organizations)

- Promote awareness of the socioeconomic conditions and basic needs of fishing communities, especially of women and other marginalized groups.
- Respect and value traditional and local knowledge, and support efforts of fishing communities towards sustainable and equitable fisheries.

Research organizations

- Taking cognizance of the shifts in the dominant discourse on women in fisheries, undertake research and analysis on:
- the conditions and contributions of women in small-scale and artisanal fisheries and fishing communities, and make the findings widely accessible;
- the impact of development and conservation projects on the lives of men, women and children in fishing communities; and
- the impact of fisheries conservation and management measures on the lives and livelihoods of fishing communities.

The State

- Guarantee access and control over resources by small-scale and artisanal fishers and their communities, with particular attention to women.
- Recognize and protect collective rights to the resources and territories on which fishing communities, including indigenous communities, have traditionally depended on for their food security and livelihoods.
- Guarantee universal health and social security and the socialization of housework, and protect existing systems of social security that have proven to be adequate.
- Guarantee safety, and assure freedom from violence and sexual abuse.
- Regulate markets, discouraging the concentration of capital, and promote local markets.
- Build the capacity of, and empower, fishing communities to manage their resources.

- Promote education and capacity-building of fishing communities based on local realities and a culture of non-discrimination.
- Ratify and fully implement human-rights instruments, in particular CEDAW and the Beijing Declaration and Platform of Action, by adopting specific measures to address discrimination against women, while creating spaces for civil society organizations, in particular for women fishworkers and their organizations, to participate in monitoring their implementation.
- Support and protect coastal and inland communities, with particular attention to women, in relation to natural disasters and pandemics such as HIV/AIDS.
- Protect coastal communities from displacement or forced migration.
- Guarantee that both men and women of fishing communities are consulted and enabled to participate in decisionmaking, including in relation to fisheries conservation and management.
- Recognize and value traditional and local knowledge as an integral part of information required for fisheries conservation and management.
- Promote sustainable fisheries, mitigate pollution and reduce the impact of extractive industries such as oil and natural gas.
- Recognize workers in the informal sector, in particular, women, including as collaborative spouses, and guarantee their labour rights and their rights to decent work.
- Generate sex-disaggregated data on those who work in all aspects of fisheries, through census operations.

International organizations

- Integrate an understanding of gender that shapes fisheries policies at various levels towards sustaining life and livelihoods in fishing communities.
- Desist from funding projects that are environmentally destructive and socially unjust, and that impose structural adjustment conditionalities (poverty reduction and growth facilities) on recipient States.

We resolve to work together to ensure that this agenda is widely disseminated, incorporated and implemented at all levels, including in an international instrument on small-scale fisheries that may be considered by the Committee on Fisheries (COFI) of the FAO.

—The full text of the Shared Agenda can be found at <http://icsf.net/icsf2006/jspFiles/wif/wifWorkshop/english/agenda.jsp>

fisheries resources and degradation of the coastal environment are threatening fishing communities. The recent Southern Region Development Plan envisages several major infrastructural, industrial and tourism projects that will pose fresh challenges to fishing communities. Climate change poses another major threat.

To take up these issues, participants at the Thailand workshop decided to form the 'Women's Network for the Defence of Fisherfolk Rights' to protect their rights to access, use and manage natural resources and to advocate for appropriate policies.

Rosemarie Mwaipopo, Member, ICSF, said that the context in Tanzania

is changing fast with the growth of large-scale aquaculture and tourism. There are several externally supported projects for small-scale fisheries. While these provide for organization at the community level, in practice, the ability of communities to organize is often restricted by low capacity and the overlapping mandates regarding rights of access and management over the fisheries. While there is recognition of gender issues, the focus is more on livelihood enhancement—women join organizations mainly to enhance their livelihood opportunities,

Sex-disaggregated data in fisheries and gender-based resource mapping is important...

10

not to claim their rights. Sex-disaggregated data in fisheries and gender-based resource mapping is important, as is raising awareness on rights and deepening the political engagement of fishworkers, concluded Rosemarie Mwaipopo.

Zolla Bustamante, President of Confederación Nacional de Pescadores Artesanales de Chile (CONAPACH), introduced herself as coming from a fishing family in Estaquilla, a *caleta* in southern Chile. She began working assisting her father, a shellfish diver, and now works with her brothers. There are 12,932 registered women fishers in Chile, she pointed out, and women are particularly active in seaweed collection.

Women are better organized in the southern region of Chile. Many women, particularly those who work as filleters (*fileteadoras*) and baiters (*encarnadoras*), and those who rig nets and help land the catch (*auxiliares de caleta*) are now demanding formal recognition as workers, as well as access to official support.

A national meeting on women in Chile's artisanal fishing sector, held in 2009, in which both women and men leaders participated, recognized the fundamental role of women in the sector. There was, however, no

proposal to consider a parallel organization of women in artisanal fishing; rather, the need for fishermen and fisherwomen to work together for common objectives was stressed.

Several issues of concurrence were identified. There should be a thorough evaluation of the individual transferable quota (ITQ) system when it comes up for review in 2012, reversing injustices against the artisanal sector. The five-mile limit reserved for artisanal fishing should be fully respected. Women engaged in baiting hooks, filleting fish and helping at landing centres should be recognized and supported. Fishers who suffer from work-related ailments should benefit from social-security programmes. The problem of pollution from power plants and industrial projects on the coast should be addressed. Attention should be paid to work-related illnesses women suffer from. CONAPACH, she said, has succeeded in integrating women into the organization, and in taking up their concerns.

Bustamante said she faced some initial resistance when she took over as the president of CONAPACH in November 2007. Subsequently, however, there has been a change in the working culture of the organization, with the leadership now functioning more as a team.

On the second day of the workshop, Meryl Williams, a specialist in fisheries, aquaculture and natural resource management from Australia, synthesized the presentations from the first day. She observed that the presentations had mainly been from a women's perspective rather than a gender perspective, and that there is still a lack of agreement on what gender means in small-scale fisheries. Even as fish rights are increasing, through, for example, licences and quotas, fishers' rights seem to be diminishing.

Building evidence

While several of the presentations called for community-based fishery management, there is need for clarity in operationalizing this approach

and building evidence that such systems can actually work. The issue of climate change and its impact on coastal communities covered in several presentations needs serious attention, noted Williams, to enhance the resilience of local communities. Several of the presentations—from Spain, the Philippines, France and Brazil—highlighted issues of organization, providing examples of collective action yielding positive results, Williams said. The presentations also underscored the need for gender-disaggregated data and for new tools and approaches such as gender-based resource maps.

In the session that followed, Nilanjana Biswas, an independent researcher based in India, made a presentation based on a review of literature on women in fisheries. It analyzed the major shifts that have taken place over the last three decades in the dominant discourse on women in small-scale fisheries. The first was a shift in focus from political economy to political ecology, which, while allowing a significant critique of the industrial model of development, obscured, over time, the analysis of women's labour in the sector.

The second was the shift from opposition to women's oppression to an individual-centric gender-empowerment agenda. Gender has been progressively disassociated from

other structures of power, creating room for individual empowerment and gender mainstreaming strategies to gain currency. The third was the increasing emphasis on a human-rights framework.

However, whether community rights, which are based on custom, can be reconciled with the modern discourse on human rights still remains to be demonstrated. Positing community rights as human rights runs the risk of doubly obscuring the problems that women face. Finally, there has been a shift and growing dependence on donor aid for both social action and research. Given that destructive industrial fishing practices have been introduced in the South chiefly through aid tied to structural adjustment policies, and given further that donor aid is increasingly aligning itself with the imperatives of globalization, this dependence is problematic.

In the forenoon session, participants were divided into three groups along broadly regional lines to discuss the following questions : (1) Can we dream of a fishery that will sustain life and livelihoods in communities? If yes, what will this look like and what will be the components of such a fishery? Are there any ethical norms that may be required to guide such a process and what will be

JOHN KURIEN



39 participants from 18 countries took part in the Mahabalipuram workshop on defining a gender agenda for fishing communities

JOHN KURIEN



Recasting the net: The Mahabalipuram workshop resulted in a "shared agenda" of common dreams and strategies for improving the lives and livelihoods of fishing communities

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the role of different players in helping create such a fishery? (2) What lead should we take in making such a reality possible, and how do we (women, fishworker representatives, researchers, etc.) strategize this process at different levels?

The third day of the workshop started with the presentations of the group reports based on the previous day's discussions. Many common dreams and strategies emerged, which formed the basis of the "shared agenda" agreed on by workshop participants the following day (see box).

In a session chaired by John Kurien,

There is need to remind States of their obligations under CEDAW and their commitment to implement the BPFA.

Member, ICSF, Chandrika Sharma made a presentation on international legal instruments relevant to women in fisheries, with a special focus on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 1979, and the Beijing Declaration and the Beijing Platform for Action (BPFA), 1995. She also drew attention to relevant articles in other instruments such

as Agenda 21, the Convention on Biological Diversity, 1992, and the United Nations Fish Stocks Agreement, 1995. Sharma pointed out though discrimination against women continues to exist in fisheries, and is well documented, international fisheries instruments, including the Code of Conduct for Responsible Fisheries (CCRF) of the Food and Agriculture Organization of the United Nations (FAO), have not addressed issues of gender equality/discrimination. This is also largely the case with national legislation for fisheries. There is need to remind States of their obligations under CEDAW and their commitment to implement the BPFA. There is also need to examine and evaluate the several fisheries projects that have been implemented with 'gender mainstreaming' and 'women's empowerment' among their objectives.

Susanna Siar from the FAO Fisheries and Aquaculture Department provided information on FAO's work on gender and fisheries. She pointed out that one of the strategic objectives under the new FAO results framework was "gender equity in access to resources, goods, services and decisionmaking in the rural areas". FAO had earlier organized the Global Conference on Small-scale fisheries (4SSF) in October 2008, which, among other things, stressed the need to adopt a human-rights-based approach to development in fisheries, and highlighted the need to enhance women's participation in decisionmaking.

Following 4SSF, the 29th session of the FAO Committee on Fisheries (COFI) expressed the need for an international instrument on small-scale fisheries and the establishment of a specific global programme dedicated to small-scale fisheries (SSF). To follow up on this mandate, FAO is organizing regional consultative workshops in Asia, Africa and Latin America in October 2010, with the participation of governments and civil society organizations, to develop the possible contents of an international instrument on sustainable SSF and to identify priorities and

implementation modalities of a global assistance programme. The outcomes of these consultations will be presented to the 29th session of COFI in 2011, and if COFI provides the mandate, negotiations on an international instrument on SSF will be initiated, informed Siar.

Gunilla Greig of the Swedish Board of Fisheries shared her views from the perspective of a donor government. Sweden has partially supported the FAO inception workshop to discuss the Global Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security. Greig also informed participants about the commitment of donor countries to the Paris Declaration on Aid, following which countries like Sweden increasingly work through national governments on their priorities for development.

In the afternoon session, participants saw three films: "Manguezais e Carcinicultura", from Ceara, Brazil, on the impact of shrimp aquaculture on the mangrove ecosystem; "Femmes pecheurs, Femmes de pecheurs", a documentary on women's lives and jobs in the fishery from France; and a film from Ecuador about women and mangroves.

At the concluding session of the workshop—a panel discussion—Meryl Williams said that a lot more needs to be done if gender issues in fisheries are to be placed higher on the agenda of researchers. The Asian Fisheries Society (AFS) is one of the few mainstream bodies to have consistently focussed on this issue. Researchers need to develop discipline-based approaches to gender in fisheries, stay closely in touch with ground developments, and ensure that their work is relevant to users of the research.

Ravadee Prasertcharoensuk, speaking as a representative of the WFFP, of which the Fisherfolk Federation of Thailand is a member, highlighted the need for support to local- and national-level organizations of women in fishing communities. Margaret Nakato of the World Forum of Fish Harvesters and Fishworkers (WFF), drawing on her experiences

of working with fishing communities around Lake Victoria, stressed the need to protect communities that depend on fisheries and strengthen their control over resources.

Gunilla Greig pointed to opportunities available for making gender-in-fisheries issues visible in the upcoming processes of FAO, including in the international instrument on small-scale fisheries that may be considered by COFI, and the Global Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security.

Alain le Sann of the NGO, Pêche and Développement, and Member, ICSF, said that ICSF should advocate the 'shared agenda' at three levels: (i) among international organizations

Researchers need to develop discipline-based approaches to gender in fisheries, stay closely in touch with ground developments, and ensure that their work is relevant to users of the research.

and major NGOs, particularly at international events; (ii) among fishermen's and women's organizations, supporting and strengthening new and existing networks of women, recognizing that women's organizations have an important role to play in 'humanizing' fisheries; and (iii) locally, by highlighting the roles of women and working for their greater visibility.

Alain le Sann noted that ICSF is in a unique position to animate the debate on the future of fisheries and to refocus it on the human dimension while simultaneously integrating the ecological perspective, as a powerful counterbalance to the use of the media by certain environmental NGOs. Small-scale fishers need to fight for an alternative approach to development.

For more



wifworkshop.icsf.net

Recasting the Net

wif.icsf.net

Women in Fisheries

All The Fish Are Dead

The recent BP oil spill disaster shows how the world's overdependence on fossil fuel could create many problems for fishing communities

On 20 April 2010, when the Deepwater Horizon drilling rig of BP exploded, causing one of the largest oil spills in history, many hoped the disaster would smarten the United States administration. Whether that will happen remains to be seen. But what is clear is that the BP disaster has made the US fishing communities' worst nightmares come true.

Years of work on a range of issues—from rebuilding the fragile habitats of mangroves to employing turtle excluder devices to avoid turtle bycatch

mn gallons of toxic Corexit have been used since the spill started. Despite the approval of the use of Corexit as an oil dispersant, Kaufman is amongst many experts concerned about its extreme toxicity and danger.

Reports of illness amongst clean-up workers are already coming in. As of 22 July 2010, the State of Alabama alone reported over 106 people admitted to local emergency rooms and clinics with ailments thought to be related to the oil spill. According to the Alabama Department of Public Health, officials are conducting surveillance across the State to monitor effects related to the spill at more than 20 sites in Mobile and Baldwin counties.

In the last hours of finalizing the 1996 reauthorization of the Magnuson-Stevens Fishery Conservation and Management Act—the US law that governs fisheries—an amendment that would have required impacts of non-fishing issues to be considered by fisheries managers was struck down. Concerned that their activities might now come under the microscope of fisheries regulators, non-fishing interests such as clear-cutting, chemical manufacturing and oil companies lobbied to kill the amendment. Had that amendment been passed, perhaps disasters such as the BP oil spill could have been prevented.

Offshore drilling

Although President Obama has said he has no plans to allow any offshore drilling north of New Jersey, Angela Sanfilippo, President of the Gloucester Fishermen's Wives Association (GFWA), is not taking any chances. She wants to ensure long-term protection for the ocean

Heartbreaking images of oil-drenched marine animals have only reinforced the tragedy of the oil spill.

in the shrimp fishery—seem to have gone down the drain with that one explosion. Fishing has all but halted for the Gulf of Mexico's shrimpers, crabbers and oystermen.

Heartbreaking images of oil-drenched marine animals have only reinforced the tragedy of the oil spill. Toxic dispersants intended to break the oil up into smaller pieces have been applied to the Gulf waters. Hugh Kaufman, a scientist at the US Environmental Protection Agency (EPA) accuses the Obama administration—including his own agency, the EPA—of being “sock-puppets for BP in the cover-up” over the true amount of oil that has been spilt and the toxic effects of the dispersants.

According to Kaufman, dispersants have saved BP millions or more by hiding the true amount of oil spilt. Nearly 2

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so nothing like the BP disaster can happen again.

"Today, more than ever, GFWA wants to see fishing grounds protected until the end of time. Even with all the hard work we put in through the 1980s, protecting Georges Bank, we still depend on whoever is in charge," says Sanfilippo.

The BP oil spill may now be on everyone's mind, but this is not the first—nor last—disaster to threaten marine and human life. Over the last decade, spills of various degrees have impacted human and wildlife in the northeast US. Nine million lobsters were covered in oil when the barge *North Cape* ran aground in 1996, carrying home heating oil. Over 800,000 gallons of oil spilled off the coast of Rhode Island, killing millions of lobsters and about one million pounds of clams, oysters and other crustaceans. Lobstering in the area was closed for five months. According to the National Oceanographic and Atmospheric Association (NOAA), a US\$8 mn settlement was finally reached in 2000, to aid in recovery of the region's ecosystem, including stocking the area with 1.2 mn female lobsters.

The *M/V World Prodigy* spilled over 250,000 gallons of home heating oil off Newport, Rhode Island, on 23 June 1989—only months after the *Exxon Valdez* spilled 11 mn gallons of oil into the Prince William Sound in Alaska on 24 March 1989. The *Prodigy* spill covered approximately 120 sq miles during critical spawning periods for many species and, according to NOAA, killed eggs and larvae of fish and shellfish. The incident led to the closure of the fishing ground. A US\$567,000 settlement was reached to restore the natural resources of the area.

On 7 December 2004, the *M/V Selendang Ayu* lost power near Unalaska Island, one of the islands making up the Aleutian chain, in the Bering Sea. The vessel, carrying 424,000 gallons of intermediate fuel oil (IFO 380) and 18,000 gallons of marine diesel, went aground, breaking in two and spilling at least 40,000 gallons

of oil. According to NOAA, many species of fish, marine mammals and seabirds make the waters of Unalaska their home, thus increasing their vulnerability following the spill. Some of these species, such as the Steller sea lion, are endangered, and fishing activities in the region have been severely curtailed in recent years to assist in the Steller's recovery.

On 27 April 2003, *Bouchard Barge 120* ruptured its hull, spilling over 90,000 gallons of oil into Buzzards Bay, off the coast of Massachusetts. In addition to many endangered or threatened birds, diamond back terrapin, and grey and harbour seals, US Fish and Wildlife listed the following commercially valuable species as "resources at risk" due to the spill: American lobster, horseshoe crab, American oyster, hard-shelled clam or quahog, soft-shelled clam, American shad, striped bass and winter flounder. In its most recent figures, US Fish and Wildlife estimates over 6,000 oil spills reported in 2000, in the northeast US alone. Globally, over 14,000 oil spills are reported each year.

From oil spills and extreme weather episodes to mercury in fish and rising sea levels, fishing communities find themselves in the eye of the fossil fuel hurricane. The global dependence on fossil fuel could be contributing

CHUCK COOK/GREENPEACE



A scene from the tiny community of Grand Isle on the Louisiana gulf coast near the site of the Deepwater Horizon oil spill

to the many challenges facing fishing communities and the recovery of marine species around the world. Despite the substantial impact on the marine environment and fishing economies, little more than disaster preparation is done to protect the fish or the coastal communities from events resulting from the continued use of fossil fuels such as oil, coal and natural gas.

According to Jim Vallette, of Southwest Harbour, Maine, a former research director for the Institute for Policy Studies' Sustainable Energy and Economies Network, despite calls for transitioning to renewable energy

The global dependence on fossil fuel could be contributing to the many challenges facing fishing communities and the recovery of marine species around the world.

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sources, the US Energy Information Administration projects that US consumption of oil, gas and coal will increase over the next 20 years.

To accommodate this growth, Vallette, who has spent many hours researching the ecological and economic impact of global oil and gas exploration, predicts that new activities involving oil and gas exploration will continue to be focused further offshore. Current efforts are already under way in Nigeria, Brazil, Nova Scotia, the Gulf of Mexico, Indonesia, West Africa, the Caspian Sea, and New England.

"The total cost to the marine environment and the fishing communities is enormous. Impacts from seismic testing, pollution from drilling muds, oil spills and fugitive emissions, to name a few, could be undermining efforts under way to protect marine ecosystems," says Vallette. "Fish, whales and other animals migrate throughout the ocean and this trend to move oil and gas terminals out of sight and offshore should be a concern to fishing communities everywhere." 3

For more



[www.youtube.com/
watch?v=mAYLqPORaYU](http://www.youtube.com/watch?v=mAYLqPORaYU)

The Fishermen's Revolt

www.scomas.com/caring-fishermen.cfm
**Help Clean Up the Gulf Oil Spill and
Support Local Salmon Fishermen**

deepwaterhorizon.noaa.gov
Deepwater Horizon Oil Spill

New Sense of Urgency

A recent biodiversity meet witnessed a renewed sense of urgency for real solutions that draw on communities' customary and local knowledge

We have collectively failed to stem biodiversity loss, with potentially devastating consequences for all life on earth. We have failed to meet the targets set in 2002 at the World Summit on Sustainable Development. This was the message from Ban Ki-moon, Secretary General of the United Nations, presented by the United Nations Environment Programme (UNEP) in the third edition of the Global Biodiversity Outlook (GBO-3) launched at the 14th meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) to the Convention on Biological Diversity (CBD), held in Kenya in May 2010.

This 14th SBSTTA aimed to prepare for the Conference of Parties meeting to be held later this year in Nagoya, Japan (COP10). The agenda included the preparation of recommendations to the COP on a range of issues, including, among others, the outcomes of a series of indepth reviews that have been undertaken on the Programme of Work on Protected Areas (PoWPA), on marine and coastal biodiversity, inland and mountain biodiversity, and forests and agricultural biodiversity. Under the spotlight was the CBD goal of achieving a significant reduction in the rate of biodiversity loss by 2010, and hence the future strategic direction of the CBD, goals, indicators and revised targets received specific attention. New strategies to "mainstream biodiversity protection", based primarily on the "economics of ecosystems and biodiversity" are being promoted by the UNEP and

other multinational bodies as the key solution to the current crisis.

A report prepared for SBSTTA by the CBD secretariat on the progress made in implementing the PoWPA summarized progress at the global level, based upon the information contained in national reports and information gathered from Parties and organizations in a series of regional workshops that were held in preparation for SBSTTA. The progress report highlighted the fact

... while the terrestrial protected areas listed in the World Database on Protected Areas cover 12.2 per cent of the planet's surface area, the marine protected areas occupy only 5.9 per cent of the world's territorial seas and only 0.5 per cent of the extraterritorial seas.

that attention to marine biodiversity lags far behind that to terrestrial areas in nearly all aspects.

The report notes that while the terrestrial protected areas listed in the World Database on Protected Areas cover 12.2 per cent of the planet's surface area, the marine protected areas occupy only 5.9 per cent of the world's territorial seas and only 0.5 per cent of the extraterritorial seas.

Promoting equity

In particular, progress towards implementation of the goal of promoting "equity and benefit-sharing" and the goal seeking to "enhance and secure involvement of indigenous and local communities and relevant stakeholders" has been limited. This review was complemented by the release of GBO-3, which contained

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SECRETARIAT OF THE CONVENTION ON BIOLOGICAL DIVERSITY



Launch of the third edition of the Global Biodiversity Outlook, at Nairobi, Kenya

sobering statistics on the state of the earth's natural resources. The report suggests that marine and coastal biodiversity continues to decline. Habitats such as mangroves, seagrass beds, salt marshes, shellfish reefs and coral reefs face continuing pressures. It is estimated that 80 per cent of the world's marine fish stocks, for which data is available, are fully or overexploited. Attention is also shifting towards deep-water habitats, although data for these areas is still limited. The GBO-3 report indicates that less than one-fifth of marine ecoregions meet the target of having at least 10 per cent of their area protected by 2012.

Regrettably, the report on the progress on PoWPA fails to identify and analyze the obstacles to the implementation of the programme. A key focus of the report on the PoWPA and the recommendations arising from it, however, did centre on the issue of 'governance'. At the regional workshops held in 2009, representatives from the indigenous peoples and local community organizations, as well as organizations such as the International Collective in Support of Fishworkers (ICSF) and the International Union for Conservation of Nature (IUCN), through its working groups and the Indigenous and Community Conserved Area (ICCA) Consortium, had lobbied strongly for the recommendations to SBSTTA to suggest that Parties need to promote and implement a range of governance types in the management of marine protected areas (MPAs) and to incorporate the assessment of

governance in management effectiveness evaluations.

This focus on governance had arisen as there was a realization that MPAs around the world tend to be 'top-down' and State-driven, and ignore many community-based fisheries management and biodiversity protection initiatives. They also tend to include a narrow definition of MPAs. Rather than recognizing the principle of 'sustainable use', there is a tendency to view 'no-take zones' as the

only real form of protection, resulting in an inflexible approach to zonation that often deprives local fishing communities of access to the resources that they have traditionally depended on for their food and livelihoods. Relatively few countries have protected area legislation that recognizes plural legal systems and accommodates customary practices and local-level governance institutions.

A side event, facilitated by the Theme on Indigenous Peoples, Local Communities, Equity and Protected Areas (TILCEPA), the Centre for Environmental Economics and Policy in Africa (CEEPA) and the ICCA Consortium, at which ICSF made a presentation on MPAs, highlighted the contribution that indigenous and community conserved areas make towards protecting biodiversity, sustaining cultural and local knowledge systems, and building the resilience of local communities. Conservation policies and practices that fail to acknowledge the rights of indigenous and local communities to participate fully and effectively in the governance of natural resources violate their human rights and will undermine the integrity and sustainability of biodiversity protection strategies.

Climate change

Strategies to mitigate climate-change impacts, incentives to reduce carbon emissions and strategies to promote the use of marine and coastal systems as a means of enhancing

natural carbon stocks, especially in developing countries, emerged as key themes in the discussions on marine and coastal biodiversity as well as protected areas. Increasingly, the value of coastal habitats, such as salt marshes, in removing carbon dioxide from the atmosphere is being recognized, drawing policymakers' attention to these areas and to the increasing development, population growth and other pressures that they are facing. Inevitably, this focus highlights the interactions of indigenous and local coastal communities with these ecosystems.

Several side events at the SBSTTA suggested a growing awareness of, and respect for, the value of indigenous peoples' and local communities' traditional knowledge in finding real solutions to biodiversity loss. Many side events focused on local, decentralized solutions that build on communities' own knowledge and experiences. Some of this was very positive, driven by the extremely strong and vocal presence of indigenous peoples' representatives. However, some of the emerging attention being paid to community-based management and local customary conservation practices hints at a utilitarian approach aimed at "harnessing local knowledge, building resilience towards and mitigating climate change", thereby saving the global community from rapid biodiversity loss rather than recognizing the inherent rights of indigenous and local communities to manage the resources that they use and depend upon.

The final draft text that will be taken to COP10 includes recommendations from the SBSTTA for work at national, regional and global levels. At the national level, the extension of representative areas under protection is encouraged, as is the integration of the PoWPA into national biodiversity plans of action. At the regional level, Parties are encouraged to promote transboundary networks of representative protected areas, while at the global level, the need for further capacity building and technical support is noted. The SBSTTA

Working Group on Protected Areas responded favourably to several of the recommendations from the Regional Workshops, aimed at building the capacity of Parties to implement PoWPA and, in particular, on strengthening the governance of protected areas. At this level, Parties to the SBSTTA noted the importance of governance issues and encouraged Parties to establish and/or strengthen a range of governance types for long-term appropriate management of MPAs and to incorporate good governance principles.

In addition to this focus on governance under Management and MPAs, a specific section in the recommendations focused on Programme Element 2 of the PoWPA, which deals with governance, participation, equity and benefit sharing.

Paragraph 27 invites parties to:

- (a) establish clear mechanisms and processes for equitable cost and benefit-sharing and for full and effective participation

Many side events focused on local, decentralized solutions that build on communities' own knowledge and experiences.

- of indigenous and local communities, related to protected areas, in accordance with national laws and applicable international obligations; and
- (b) recognize the role of indigenous and local community conserved areas and conserved areas of other stakeholders in biodiversity conservation, collaborative management and diversification of governance types.

Primary responsibility

Although the Working Group on Protected Areas has primary responsibility for MPAs, the issue of MPAs was also discussed in the Working Group on Marine and Coastal Biodiversity. This Working Group committed to providing Parties with


support in improving the coverage, representative and network properties of the global system of marine and coastal protected areas, and has proposed new language on the expansion of MPAs in areas beyond national jurisdiction as part of the measures to promote sustainable use and protect marine biodiversity.

Trends emerging from the SBSTTA meeting have raised concerns amongst indigenous and local community representatives and NGOs about the future direction of the CBD and strategies to protect biodiversity. Most notable was the push by government and large conservation organizations for higher targets, despite the fact that key qualitative indicators of the existing targets, such as those on participation of indigenous and local communities, and equity and benefit sharing, have not been met, nor have the reasons for this failure been adequately analyzed. The promotion of the findings of the study on The Economics of Ecosystems and Biodiversity (TEEB), which will be formally launched at COP10 in Nagoya, Japan, permeated the GBO-3 report, and the language of this study entered the official text as government delegations pushed for the valuation of ecosystem services.

The way in which the CBD's mandate to address the promotion and protection of rights to biodiversity, and the way in which policy and mechanisms for addressing biodiversity loss are being closely aligned with the United Nations Framework Convention on Climate Change (UNFCCC), have prompted fears that some of the influence of the CBD may become diluted by the relative power of the climate-change corporate sector. The large conservation organizations have considerable influence in using climate change and linked biodiversity loss statistics to push for higher targets for protected area coverage, but with little attention to more qualitative indicators that impact indigenous and local communities.

Much of the agenda appears to be driven by the climate-change technology corporate sector, which appears to be having some success in

promoting 'technofixes' such as various permutations of the Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD), ocean fertilization, cloud making and other forms of geo-engineering, with little regard for the long-term impacts of these interventions on people, particularly on indigenous and local communities in developing countries. Not only is there no acknowledgement of the political economy of climate change in discussions surrounding mitigation strategies, but the discourse is totally lacking in any analysis of the gendered nature of the impacts of climate change and biodiversity loss.

Indigenous people, local community representatives and representatives from other civil society groups left the SBSTTA to prepare for COP10 with the concern that market solutions to biodiversity loss appear to be eclipsing debates about the sustainability of the current development trajectory and its impact on the freedoms of their communities. There is an increased sense of urgency ahead of COP10 for real solutions that draw on communities' customary and local knowledge and practices to protect global biodiversity. 

For more



gbo3.cbd.int

Global Biodiversity Outlook (GBO-3)

www.iccaforum.org

**Indigenous and Community
Conserved Areas**

[www.cbd.int/sbstta14/meeting/
documents.shtml](http://www.cbd.int/sbstta14/meeting/documents.shtml)

SBSTTA 14, CBD, Nairobi, Kenya

From Fishing to Speculation

This critical response to an article in the last issue of *SAMUDRA Report* argues that individual transferable quotas have transformed Danish fisheries into a casino economy

The previous issue of *SAMUDRA Report* contained an article on fisheries management in Denmark ("Sharing the Wealth", *SAMUDRA Report* No.55, March 2010), written by a high-ranking official of the Danish Ministry of Fisheries, Mogens Schou, Adviser to the Minister of Fisheries. The Danish Society for a Living Sea fundamentally disagrees with Schou's main conclusions concerning the coastal and artisanal fisheries, and, in the following article, we present our evaluation of fisheries reform in Denmark, which came into force on 1 January 2007.

In 2001, the former Danish social-democratic government was replaced by a rightwing government with a firm belief in the benefits of the free market. Since then, privatization has been carried out in various areas, and social inequality has increased. The fisheries reform should be seen as a part of this development. It has had devastating consequences for the Danish coastal fisheries and, in turn, for the coastal communities and the marine environment.

To begin with, it should be admitted that there were good reasons for reforming the system, as the fishing fleet was too large compared to the fish resources available. The fisheries reform has solved the general problem of overcapacity. However, in our view, this goal could have been reached in other, and much better, ways than the one that was chosen.

One possibility would have been to maintain the automatic regulating mechanisms inherent in the economics of the fisheries. After all, unprofitable fishing will, in the long

run, automatically stop. However, continual subsidies prevent this from happening. A recent example is the fuel package given to Danish and European fisheries. This package helped the large trawl fishing units, which consume fuel heavily, to survive. But it did not help sustainable, environmentally friendly fishing units using passive methods, characteristic of the coastal fisheries, and which, to a large extent, target the same species as the big trawl fishing units.

Another possible solution to the problem of overcapacity would have been to introduce a system of

The fisheries reform...has had devastating consequences for the Danish coastal fisheries...

non-transferable licences. In such a system, licences would be allocated to a restricted number of fishermen who would then be allowed to fish relatively freely.

Artisanal fisheries

At the Danish Society for a Living Sea, we think that the regulation of the fisheries should generally serve two purposes. On the one hand, the total amount of fishing should be kept below what the fish stocks can support. On the other hand, the artisanal coastal fisheries should be given priority. In our view, trawling is not sustainable, and should, in the long run, be phased out and finally prohibited.

This article is by Knud Andersen (knud@levende-hav.dk), Chairman of the Danish Society for a Living Sea, with Høger Lauritsen (idehrl@hum.au.dk), PhD Fellow, Institute for Philosophy and History of Ideas, University of Aarhus, Denmark

SAMUDRA News Alert Exclusive, 16 June 2010
Bank collapse threatens fishing community in Denmark
by Jeppe Høst (jeppehoest@gmail.com)

When Danish fishing quotas were made transferable in 2007, fishermen in the coastal hamlet of Thorupstrand joined forces and bought fishing rights together. The fishers of Thorupstrand saw fishing activities disappear quickly from the neighbouring fishing communities, where boatowners sold their boats and quotas in order to cash in on the rapidly rising quota value. But unlike their neighbours, 20 fishers in Thorupstrand formed a co-operative and bought quota to secure the future fishing activities in the community.

With the financial support of a local bank, the co-operative bought fishing quota for a total of 45 million Danish kroner (6 million Euro). The members of the co-operative then rented the fishing quotas, which also makes it possible for young people to join the co-operative and become fishers without taking massive bank loans to buy fishing rights under market conditions. Thus, early in 2008 five young fishers joined the co-operative, and everything looked bright for the fishers in the co-operative.

But the financial crisis changed everything; the local bank collapsed and quota values decreased by a half. The State took over the collapsed bank, but only in order to close all the activities, and a few days ago, in late May 2010, the co-operative

was given an ultimatum: By the 1st of July the co-operative will need to provide a new bank loan, or the fishing quotas will be auctioned away. According to the fishers, this will mean the end for fishing activities in the community.

But for the co-operative, finding a new loan is not easy: since the financial crisis in 2008, the value of the quota has decreased by a half. Only one bank has shown interest in offering a new loan, but the size of the offered loan will only cover the value of the quotas today. The community therefore is hoping for the State to accept a loss of 22 million kroner (3 million Euro) on the initial loan, in order for the community to continue their fishing. Another demand from the new bank is that the co-operative shall find 5 million kroner (680,000 Euro) to re-establish the equity of the co-operative.

Another demand from the new bank is that the co-operative shall find 5 million kroner (680,000 Euro) to re-establish the equity of the co-operative.

While counting the days till the 1st of July, the fishers are desperately looking for grants and foundations that will help to save the fishing community. Thorup Strand is the last fishing community in Denmark where boats, which are very popular with tourists, are still hauled on to the beaches.

In our opinion, there are two reasons why the reform was suddenly rushed through. The first is that the officials of the Danish Directorate of Fisheries seem to have desired fewer, but bigger, vessels instead of many small ones, as it is easier to control fewer vessels than many. Moreover, the huge bureaucracy required for the control of the landings was very cost-intensive, and, at that time, demands were often put forward for showing savings in the public sector.

The other, and most important, reason, in our view, is that the national Fishery Bank was brought to the brink of bankruptcy as the fishermen, due to the overcapacity of the fishing fleet, were no longer able to make their debt repayments. They were so deep in debt that, even if the bank auctioned off the vessels, the amounts raised would not repay the debts. Also, the big private Danish banks, which enjoy great clout in the political arena, had important outstanding accounts to be settled by the fishing fleet. Thus,

if nothing had been done, the Fishery Bank would have gone bankrupt, and the other banks would have lost large quantities of money. It is obviously difficult to prove with certainty that this was really one of the motives behind the reform because neither the former minister of fisheries nor Mogens Schou would admit this publicly. But we feel that our allegation is rendered probable by the fact that, a short time earlier, the Audit of the State Account had criticized the financial situation of the Fishery Bank. As regards the debt, it should be noted that it was mainly the big trawlers that were deep in debt; the smaller vessels were in debt to a lesser extent. Consequently, a system designed to get rid of the debt and save the banks would favour the big trawlers and discriminate against the smaller vessels, that is, the coastal fishermen. And this was indeed the result of the reform.

The reform package introducing individual transferable quotas (ITQs)

distributed fishing quotas amongst all the Danish fishing vessels. Each vessel owner received quotas according to the catch the vessel had made during the three preceding years. Vessels were also allowed to be bought and sold with their quotas. Consequently, the fishing vessels gained in value, especially when, in the process of the implementation of the reform, the price of quotas rose to high levels. In that way, the security of the banks was saved.

The decision that made it possible to buy and sell vessels with their quotas also solved the problem of too few fish, compared to the size of the fleet. In fact, if you bought a vessel, you could transfer its quota to the vessel you were normally fishing from. The vessel from which the quota was "taken off" was moored in a corner of the harbour, or sold off as a pleasure boat or the like. In some cases, an economically strong fisherman could buy up all the boats in an entire fishing village, and then build a new big trawler from which he could fish using the quotas of the small boats.

To be sure, during the discussions about the new reform, concerns were expressed about the coastal fisheries. Therefore, it was decided that there should be a special regime for coastal fisheries, available for owners of fishing vessels of a maximum length of 17 m. Vessel owners in the Coastal Fisheries Regime can only buy and sell vessels and quotas with other vessel owners inside the regime and not with vessels owners outside the regime. But, for several reasons, the Coastal Fisheries Regime is totally inadequate.

To start with, too few fish are available in the regime. The regime being optional, many of the coastal fishermen choose not to be a part of it. Furthermore, every third year, it is possible to either join or withdraw from the regime. And when a fisherman withdraws, he can subsequently sell his vessel with quotas outside the regime, that is, to the big fishery. It now appears that for the three-year period ending in 2010, approximately 100 fishermen have chosen to withdraw from the

regime, whereas only about 50 have wished to join it. Consequently, in the future, fewer than 300 vessels will be enrolled in the regime. Apparently, it is more attractive to withdraw from the regime and sell the vessel to the big fishery than to stay in the regime. In fact, on the bigger market outside the regime, the vessel owners can get more money for their quotas.

Another problem with the Coastal Fisheries Regime is that ITQs are also applied inside it. So, here too, you find smaller vessels being bought by owners of the bigger vessels that are just under 17 m. This happens particularly often in the Baltic Sea where there is currently a big quota

...we at the Danish Society for a Living Sea fully support the idea that there should be a specific regime for artisanal fishing operations that use passive and, thus, environmentally friendly gear.

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for cod. A modern vessel of 17 m, with high engine power and sophisticated fishing gear, can be very efficient. Nowadays, trawlers are being built that are exactly 16.99 m in length. It could be claimed that such a vessel cannot legitimately be considered a vessel for coastal fishing.

The Committee for Coastal Fisheries, a committee of fishermen set up to follow the regime, recently criticized the Coastal Fisheries Regime as being flawed. In a recent report, this committee contended that the new Danish system, as commended in the Mogens Schou article in *SAMUDRA Report*, is progressively erasing the Danish coastal fisheries, so rich in tradition. It should be added that very few new fishermen go into the coastal fisheries, even though, as Schou notes, this is facilitated by the Fishfund.

It should be emphasized that we at the Danish Society for a Living Sea fully support the idea that there should be a specific regime for artisanal fishing operations that use passive and, thus, environmentally friendly gear. In our opinion, however, there should not be ITQs

JEPPE HØST



The classic Danish blue wooden fishing vessels might soon be a thing of the past, as the new management regime leads to a concentration of larger vessels

inside this regime, and there should be a sufficient amount of fishing possibilities, even if at the expense of the big vessels' fishing opportunities.

A visible result of the new system is that many of the small fishing ports are almost emptied of small and medium-size vessels. Formerly lively and vibrant coastal fishing communities are now almost desolate. This is visible in ports like Bønnerupstrand, Klintholm, Fåborg, and all the ports on the island of Bornholm in the Baltic Sea. The consequence of the adoption of ITQs is the same everywhere: The big vessel owners, with large capital, buy up the smaller ones. Thus, the new system contributes to the general depopulation of rural districts.

Mogens Schou writes that, due to the introduction of ITQs, "Esbjerg, one of the biggest harbours, is now more or less closed as a fishing harbour, while some small harbours and 'fishing beaches' are doing well". Both of these allegations are mistaken.

As for the fishing port of Esbjerg, it was phased out for other reasons. The port had a large fleet of very big vessels—industrial trawlers—supplying the port's large production of fishmeal and fish oil, and when this production was moved to ports further north, the vessels disappeared. The port also had many Danish anchor seiners (a special kind of seiners that use two long ropes to haul the

nets), but they disappeared before the introduction of ITQs. The reason was that Danish seine fishing can only take place in daylight. In Denmark, where days are short in winter, seine fishing can take place only in summer, and such fishing did not fit into the former regulation system, where equal rations were allocated on a monthly or quarterly basis.

As regards the 'fishing beaches' on the Danish North Sea coast, where the vessels are pulled up on the beach, Schou justly mentions the small landing place, Thorupstrand. He forgets to mention, however, that, of the three fishing beaches that existed when the ITQs were introduced, Thorupstrand is the only one that remains. Moreover, in Thorupstrand, the fishermen were originally opposed to ITQs, but when the reform was implemented, they acted constructively and collectively bought quotas for a pool.

Today, Thorupstrand, unfortunately, faces serious economic problems (see box), as does the main part of the Danish fishing sector, except for the very large fishing companies. There are even examples where some big fishing companies sold their quotas when prices were high, then leased quotas for a while, and have started buying them again today as prices have fallen.

On many boats, the crew members have remained the same for several years. In co-operation with the

boatowner, they have developed and improved the boat's fishing capacities. Consequently, the skipper is completely dependent on the crew members' skills, and a skipper is, therefore, often obliged to stop fishing if his crew members decide to go ashore. However, these skilful fishermen have no claim to the quota, and when the vessel and its quota are sold, they receive no compensation for their many years of co-operation. The decline of coastal fishing makes it difficult for them to find new jobs, as large fishing trawlers need less manpower.

Another consequence of the new system was that those previously engaging in unlawful practices were suddenly rewarded and put at an advantage because quotas were distributed according to historical catches. Out of consideration for both the marine environment and the fish stocks, legal restrictions were placed on the horsepower of the engines of the fishing vessels. However, for several years, the authorities turned a blind eye to infringements on these rules by trawlers, despite complaints from, among others, the Danish Society for a Living Sea. Trawlers that had fished illegally with too powerful engines received quotas according to their historical catches. In the same way, other illegal practices, such as falsifying log reports, were rewarded.


In general, fishing is happening in regions with high levels of unemployment, and unemployment is a big problem today in Europe. Why not save as much as possible of the earnings in the fisheries for salaries for fishermen in the coastal communities? As mentioned, the sustainable coastal fishery creates most of the jobs.

Traditionally, in Danish fisheries, half the earnings go to the running of the vessel, the tackle and payment of interest, while the remaining half goes to salaries for the crew. On modern trawlers, the share that goes to salary is significantly smaller, often only 30 per cent. This percentage fall of the salary cannot be offset by increases in catches, as fishing is a nature-based industry with nature-imposed upper

limits to the catches and, thus, to the earnings. Hence, less money goes to crew salaries, and more money is used to finance purchase or leasing of fish quotas, and the purchase of diesel oil and sophisticated technology. So the local communities profit much less than before, reinforced by the now widespread use of cheap labour from relatively poor Central and Eastern European countries.

The ITQ system pushed up the prices of fishing vessels. Boats were suddenly worth more than three times what they were worth before. Vessel owners with large debts saw the opportunity to sell their businesses and get out of debt. Also, older skippers who were about to retire sold their boats, and some became very wealthy. Other skippers

In Denmark, the coastal populations have traditionally had an established right to gain their living from the sea.

who wished to continue fishing borrowed from banks to buy boats with quotas. The Fisheries Minister travelled through the country telling fishermen: "Do not hesitate to borrow money from the bank. You will earn much more money in the future". Later, it appeared that the Danish Society for a Living Sea was right in its concerns. 

For more



icsf.net/icsf2006/uploads/publications/samudra/pdf/english/issue_55/art05.pdf
Fisheries Policy: Sharing the Wealth

www.levendehav.dk
Danish Society for a Living Sea

Winning with Certification

The Marine Stewardship Council is making progress in addressing the issues of certification of small-scale and developing-country fisheries

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The Marine Stewardship Council (MSC) was established to harness concern at the state of fisheries resources, as a mechanism to reward and encourage responsible fishing practices. Since the organization was established about ten years ago, the interest in fishery certification and ecolabelling as a conservation and economic tool has grown significantly. Seventy-two fisheries have been certified to the MSC standard, thousands of tonnes of seafood of over 60 different species are eligible to use the MSC seafood ecolabel, and an increasing number

practices in small-scale and developing-country fisheries to be rewarded in the marketplace can play an important role in ensuring the continuing viability of these resources and the long-term sustenance of the livelihoods that are dependent on them. Working with these fisheries remains an integral component of the MSC programme.

The number of developing-country fisheries and small-scale fisheries in both developing and developed countries that are formally in the MSC programme, now numbering well over 30 fisheries, is on the rise, following what was a more measured level of uptake in the early days of the MSC.

There are a range of factors that account, to some extent, for the initial low levels of participation of developing-country and small-scale fisheries in the MSC. Some of these relate to an initial disinclination to engage in ecolabelling due to the more broadly held concerns about its possible effect on international trade. With time, it has become clearer that with an ecolabel and certification programme that is operated credibly and transparently and consistent with relevant internationally agreed frameworks, there can be very significant ecological, economic and social benefits for developing-country fisheries.

Consumer preferences

Another factor is likely related to the seafood preferences amongst the developed countries' retailers and individuals who generally tend to be typical, early adopters of 'green', ecolabelled products. The seafood preferences of the early

Developing-country fisheries are a source of two-thirds of the world's fish production and account for half of the world trade in seafood.

of retail organizations worldwide have formalized their commitment to source seafood caught in a sustainable manner. These developments reflect the increased consciousness of the individual and collective responsibility, and of the many opportunities that exist, to reduce the impact of fishing activity on the natural environment.

Developing-country fisheries are a source of two-thirds of the world's fish production and account for half of the world trade in seafood. Small-scale fisheries directly support the livelihoods of well over 95 per cent of the world's fishers, the majority of whom are in developing countries. Mechanisms which allow good

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adopters of ecolabelled products had implications for the type of seafood, and, consequently, the geographic origin of fish for which there was an initial incentive to bear the MSC label on product. With the practice of sustainable seafood purchase becoming less niche, the interest in ecolabelled seafood has grown beyond the initial focus on the more temperate, white-fleshed species which were favoured by consumers in early-adopter countries such as the United Kingdom (UK), Germany, and the United States and has shifted towards much broader and more mainstream range of species types from more diverse geographic origins.

There are other factors that have likely constrained a higher level of participation from developing-country fisheries. These include issues such as limited availability of the scientific data which is needed as evidence of sustainability; the cost of certification, which includes both the cost of auditing and cost of making improvements in the fishery to meet requirements of the standard; limited availability of local auditing capacity in some parts of the world; and paucity of formal or informal management measures and infrastructure in some fisheries. These are features that are common, although by no means exclusive, to developing-country fisheries and which need to be factored into any efforts to facilitate participation of these fisheries in ecolabelling.

The last few years have seen a range of developments within and external to the MSC which are addressing these issues. These developments have contributed to ensuring that more developing-country fisheries are able to participate in, and benefit from, certification. They include work by the Food and Agriculture Organization of the United Nations (FAO) to develop and adopt international fisheries ecolabelling guidelines and by the MSC to develop an assessment approach for data-limited fisheries. Other significant developments are the many multi-stakeholder partnerships that are being developed between fisheries, non-



In Australia, the small-scale Lakes and Coorong fishery claims to regularly command premiums of 30 to 50 per cent for MSC-certified seafood

governmental organizations (NGOs), the private sector and governmental organizations to support and provide capacity to fisheries using the MSC assessment process as a framework. It also includes the ongoing efforts to increase awareness amongst stakeholders of the role and use of ecolabelling as a conservation and value-added marketing tool. Some of the key organizations developing partnerships to assist fisheries through the MSC process include the World Wide Fund for Nature (WWF) and the Sustainable Fisheries Partnership (SFP).

The FAO guidelines for the ecolabelling of fish and fishery products from marine capture fisheries provide an international framework for the operation of fisheries ecolabelling schemes, and the adoption, in 2005, of the guidelines by the FAO Committee on Fisheries (COFI) represented an important milestone in the unfolding narrative of seafood ecolabelling.

Chain of custody

Key features of the guidelines are the provisions on institutional and procedural requirements for accreditation, certification, standard setting, chain of custody and conflict-resolution procedures and the minimum substantive requirements and criteria. The FAO guidelines are intended to be a voluntary policy tool.

They, however, provide the global framework which is needed to ensure that ecolabelling programmes are implemented in a manner that is not detrimental to developing-country fisheries and ensures that concerns raised by developing countries are addressed.

A key attribute of the FAO guidelines is that they reinforce the importance of transparency, independence and openness to ensuring that all fishery types, and,

...the FAO guidelines highlight the need for assessments to be appropriate to the fishery being assessed...

particularly, developing-country fisheries, are able to access and benefit from ecolabelling schemes. The MSC programme has a number of key features that ensure it is consistent with the FAO guidelines. These include third-party, evidence-based assessment of fisheries; transparent processes with built-in stakeholder consultation; and a fishery standard based on the three key components of the FAO minimum substantive requirements and criteria for ecolabelling (sustainability of target species, ecosystems and management practices).

The FAO guidelines recognize some of the constraints that developing-country fisheries may encounter, and, amongst other measures, call for financial and technical support from States, NGOs and financial institutions to developing-country fisheries that may be interested in certification. On the issue of limited availability of data, the FAO guidelines highlight the need for assessments to be appropriate to the fishery being assessed, stating that the use of a less elaborate approach in a fishery should not preclude certification. It specifically notes that precautionary approaches may necessitate lower levels of utilization when there is greater uncertainty. During the 2009 COFI meeting, FAO mandated the secretariat with a task

of identifying methods for assessing data-deficient fisheries that would facilitate their certification. This is an aspect that the MSC had identified as an issue for developing-country fisheries and, prior to this development within the FAO, had commenced work to develop a risk-based approach for use in assessments of data-deficient fisheries.

The MSC process recognizes that the approach to managing fisheries varies from one fishery to another. Management approaches range from the more sophisticated, data-intensive, complex systems characteristic of some types of high-value, highly intensive, developed-country fisheries to the less complex, less data-intensive, often more informal management arrangements, common, but not exclusive, to smaller-scale, low-intensity, developing-country fisheries. These differences need to be factored into assessments against the standard. Nonetheless, the absence of quantitative evidence of ecological status in fisheries could indeed affect the ability of a fishery to become certified to the MSC assessment. This is because in addition to evidence that a fishery is using responsible fishing practices, the requirement for transparency in certification and ecolabelling programmes means that a certified fishery needs to have objective evidence that the desired sustainability outcomes for target stock and ecosystem health are being met.

In recognition of the fact that some developing-country and small-scale fisheries may be operating sustainably but may not have the complex scientific data required to demonstrate the sustainable outcome resulting from their actions, MSC commenced work to develop a methodological approach to be used in assessments when data-deficient situations are encountered.

Integrated framework

Following a period of development, testing and review, the MSC Technical Advisory Board, in June 2009, approved the final version of the Fisheries Assessment Methodology (FAM), which included an integrated Risk Based Framework. The Risk

Based Framework is an integral part of the MSC's assessment methodology, which is triggered when a data-deficient situation is encountered in a fishery being assessed against the MSC standard.

The Risk Based Framework involves a qualitative or semi-quantitative evaluation of proxies for scale, intensity, susceptibility and productivity. The method uses these proxies to determine risk values for fisheries being assessed against the MSC standard. These risk values, in turn, provide a measure of the impact of the fishery against specific MSC performance indicators that would normally require detailed scientific data for their evaluation. The procedure requires a robust stakeholder input which, in addition to the embedded precautionary approach to scoring, ensures the outcomes of the assessments remain robust and credible.

The aim of the risk-based approach is to provide small-scale and data-deficient fisheries with a viable route to certification against the MSC's standard, while maintaining the scientific robustness that is characteristic of the MSC programme. The newly adopted approach is currently being used in the assessments of several small-scale and developing-country fisheries, including the Maldives pole-and-line and handline tuna fishery, the Sian Ka'an and Banco Chinchorro lobster fishery in Mexico, the Suriname Atlantic seabob fishery, and the Cornish sardine fishery in the UK.

Successful implementation of a fisheries certification scheme requires extensive engagement from a broad range of fisheries stakeholders. This is essential to ensuring that stakeholders have awareness of the MSC programme and have the capacity to initiate and participate in the certification process in a fishery.

To develop this capacity, the MSC has worked with partner organizations in various countries in Asia, Latin America and Africa to increase awareness on the issue of fisheries certification and ecolabelling. They

include WWF, which has been a key actor with many developing-country and small-scale fisheries, International Union for Conservation of Nature (IUCN), Blue Ventures, Coral Reef Degradation in the Indian Ocean (CORDIO) in Africa, CeDePesca in Latin America, and SFP in Asia. The work undertaken with partner organizations has included providing training on the MSC assessment processes and facilitating development of partnerships that can support fisheries efforts to become certified. These efforts have led to opportunities for fishers and other stakeholders to identify fisheries that could benefit from certification, some of which have now partnered with other organizations to initiate early stages of the assessment process.

In order to build on its work with partners in developing countries, the MSC recently increased its on-the-ground capacity in the southern African region by opening an office in Cape Town, South Africa. This has enabled an increase in MSC's capacity to work with fisheries

Certification to the MSC standard provides a credible and measurable confirmation of a fishery's sustainability.

stakeholders in South Africa, Namibia, Tanzania, Kenya and Mozambique, with the result that a number of fisheries, including a lobster fishery in Kenya, an octopus fishery in Tanzania and an albacore tuna fishery in South Africa, have taken initial steps to formal participation in the MSC programme.

Certification to the MSC standard provides a credible and measurable confirmation of a fishery's sustainability. The value of fishery certification, in this context, has led to the use of the MSC programme as a framework within which stakeholder partnerships are formed around specific fisheries, and a programme of work undertaken to support the fishery through to certification.

AMANDA STERN-PIRLOT



Ben Tre clam fishery, Vietnam. The fishery was provided support to form a co-operative alliance to reduce illegal fishing activity

The approach in these partnerships often involves using a pre-assessment to identify aspects of the fishery needing improvements, followed by identification and agreement on the activities that are needed to address these issues. The fisheries are then supported by these partners to implement identified activities, following which the fishery can then apply for full assessment. The partnership arrangements often involve fisheries working with NGOs, commercial organizations, government organizations and funders who provide support for the development and implementation of action plans to help the fisheries meet requirements for certification.

Weak management systems have been identified as a particular constraint to certification for many developing-country and small-scale fisheries, and can often mean that these fisheries may not meet the requirements necessary for them to get certified. The approach described

above is a route that has been used to help address this particular constraint.

An example of such a partnership is demonstrated in the Ben Tre clam fishery of Vietnam. The partnership involved WWF Vietnam, the Fishery Department and a bilateral partner working with participants in the fishery. WWF provided technical advice to help improve management in the fishery. The fishery was provided support by the partners to form a co-operative alliance to reduce illegal fishing activity and to strengthen the fishery's representation on the trading front. They were also supported in efforts to improve data collection. In another example, the Gambia sole fishery is being supported by the WWF West Africa Marine Ecoregion programme, in partnership with the Atlantic Seafood company, to address issues identified in an assessment of the fishery, with the aim of proceeding to a full assessment in due course. In Indonesia, stakeholders in the blue swimming crab fishery are working in a partnership with SFP, using the MSC pre-assessment process as a framework to address sustainability issues. In another example, the US-based Phillips Foods is working with other stakeholders towards certification of the blue swimming crab fishery in the Philippines. This is being effected by undertaking an MSC pre-assessment that is being used as the basis for developing a fishery improvement plan. The partnership, which involves the private sector, NGOs and other key stakeholders in the fishery, has identified improved regulatory framework, establishment of a commission to support research, education and conservation, and establishing a resource management fund as the next key steps for improvement in the fishery.


Ecolabelling

The key draw to certification and ecolabelling is that it provides a win-win situation in which there are benefits for the environment as well as for stakeholders associated with the fishery. Benefits of certification include ecological improvements such as reduction in bycatch, improved data

collection, improved research, better management of target stocks, and policy changes in support of sustainable fisheries. Other benefits from MSC certification have socioeconomic impacts. These include access of fishery products to new markets, premium prices on products, improved supplier status for fishers, investments and other social benefits.

These benefits occur both in developed- and developing-country fisheries. In Mexico, the certification of the Baja California lobster fishery and the accompanying recognition of the sustainable practices of the fishers led to the communities becoming more empowered, and also led to an investment in social infrastructure by the government worth over US\$20mn. In Vietnam, certification of the Ben Tre clam fishery has led to more market opportunities for the fishery and a 25-30 per cent increase in product price. In Australia, the small-scale Lakes and Coorong fishery claims to regularly command premiums of 30 to 50 per cent for MSC-certified versus non-certified seafood sold in restaurants in Sydney and Melbourne, while the North Eastern Sea Fisheries Committee sea bass fishery in the UK has reported premiums of up to 25 per cent, compared to local values, when selling to restaurants.

The MSC standard is primarily an ecological standard. The standard, however, includes requirements which, in addition to the market benefits mentioned above, have important social impacts for fishers associated with certified fisheries. One of the requirements for certification is the presence of a framework that ensures that rights created explicitly or established by custom of people dependent on fishing for food and livelihoods, are addressed. There are also requirements for management systems to include recourse to appropriate dispute resolution frameworks for stakeholders, as well as requirements for an effective consultation process that ensures that the fishery management system is open and participatory to all interested parties, including fishers.

To conclude, sustainable seafood sourcing is becoming increasingly mainstream practice. This trend has positive implications for livelihoods, food security and ecological sustainability in small-scale and developing-country fisheries. In order for these fisheries to benefit from the practice of bringing sustainability into the marketplace, ecolabelling must be bound by a framework of equity, transparency, accessibility and credibility. These principles underpin the work undertaken by the MSC to address issues that potentially limit participation from developing-country and small-scale fisheries. Ongoing implementation will ensure that many more of these fisheries are able to benefit from the MSC's certification and ecolabelling programme. 

One of the requirements for certification is the presence of a framework that ensures that rights created explicitly or established by custom of people dependent on fishing for food and livelihoods, are addressed.

For more

www.msc.org

Marine Stewardship Council (MSC)

www.sustainablefish.org

Sustainable Fisheries Partnership

[www.worldwildlife.org/](http://www.worldwildlife.org/what/globalmarkets/fishing/)

what/globalmarkets/fishing/

communityfisheriesprogram.html

WWF Community Fisheries Program

A Fisheye View

The international film festival, titled “Pêcheurs du Monde” (“Fishers of the World”), was held at Lorient, France, during 10-13 March 2010

The second edition of the international film festival titled “Pêcheurs du Monde” (“Fishers of the World”) took place at Lorient, an important fishing harbour in the west of France, in Brittany, during 10 – 13 March 2010.

The annual festival (www.pecheursdumonde.org) was organized for the second time by a committee headed by Alain Le Sann of the non-governmental organization (NGO), Pêche et Développement supported by a large group of local, highly dedicated volunteers and

Indonesia, Africa and other parts of Europe.

These common themes ran as a thread throughout the festival:

- accidents and safety at sea;
- the global crisis in fisheries, and the resistance and resilience of fishing communities;
- relations between countries in the North (Europe/European Union—EU) and the South (mainly Africa); and
- community traditions and resource management.

After every show, time was allotted for debate with special guests, which also saw the active participation of the audience. In this way, the programme contributed to awareness-raising and in-depth reflection.

The festival opened with a controversial film, “The End of the Line” by Rupert Murray and Charles Clover, a pessimistic film about the state of resources of the world’s oceans, which portrayed fisheries as one of the major culprits for stock depletion and resource degradation. I had seen the film earlier in the Netherlands, where it was heavily promoted by environmental NGOs like the World Wide Fund for Nature (WWF). This time I watched the film with a primarily fisheries-related audience. The screening of the film was followed by a debate with its producer.

Propaganda piece

On the whole, the film presents a one-sided, opinionated perspective and looks more like an ideological propaganda film for environmental NGOs like WWF and Greenpeace. Everything in the film revolves around the case of tuna. However, the situation

The films featured at the festival spanned different genres: fiction, documentary, reportage and educational/awareness-raising films.

many regional sponsors. The festival took place at the graduate school, Lycee Dupuy de Lome, at Lorient. Along with the screening of films, there were also several side events, such as photo exhibitions, debates and lectures, in different parts of the town.

For four days, from morning to well past midnight, films were shown and afterwards discussions held about various global themes concerning fisheries and fishing communities worldwide. The films featured at the festival spanned different genres: fiction, documentary, reportage and educational/awareness-raising films. Most were of French filmmakers, but there were also a few foreign films from India,

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of tuna stocks is not the same as that of other fish stocks. The film does not bother with the opinions of fishers nor does it engage in any sort of dialogue with them. The world's fishers are not a homogenous group. So the question arises: Why is no distinction made between big commercial companies and small-scale or artisanal family fishing enterprises?

The film producer's response to this concern was to project the film as an indictment of globalization and the power of multinationals; both fish stocks and fishers are the victims, he said.

To a query about the financing of the film, the producer clarified that it was funded by BBC Channel 4 and two private funds operated by rich families, one in the United States and the other in Spain.

The film advocates two major strategies for the rehabilitation of marine resources: ecolabelling by the Marine Stewardship Council (MSC), and the promotion of marine protected areas (MPAs) or marine reserves. Some in the audience pointed out that these are top-down measures that have negative social consequences for fishing communities. Fishers and coastal communities have themselves generated sound solutions and practices for community-based management of natural resources, so why did these not receive any attention in the film?

To this query, the producer replied that MPAs produce employment opportunities for fishers as well—for example, in monitoring, control and surveillance activities, and in ecotourism. It is of crucial importance that we protect the large fish species at the top of the food chain, which are fast disappearing now. "We wanted to make a public awareness film about a theme that is little known in the world. If you can help raise the money, I'm willing to produce a film about the good management practices of fishers," the film's producer proclaimed.

(Please note that since the discussion was in French, over which I claim no mastery, I may have

missed some important points or misunderstood certain subtleties.)

A selection of the films at the festival was put up for competition, and judged by an official jury and a separate youth jury. I was part of the official jury of eight, as an ICSF representative, together with Lamine Niasse from Senegal, representing *Pêche et Développement*. My limited knowledge of French made it difficult to follow the many interviews and voiceovers in that language. However, the quality of a film is largely proven by powerful visual representation of issues, and, therefore, I was able to get a good idea of the best films at the festival, despite the language constraints.

I was very impressed by a short, innovative, awareness-raising film on 'accidents/safety-at-sea', titled "Attention Hypothermie" ("Attention Hypothermia") by the French-Breton filmmaker, Emmanuel Audrain. Four people—a yacht sailor, two fishermen and one recreational boater—recount what happened to them when they fell overboard their vessels in the ice-cold sea after meeting with accidents.

Frightening stories

The camera diligently captures their emotions as they tell their frightening stories, supremely supported by a refined soundtrack and dramatic

ROBERT LE GALL AND MARIA THAMIN



The jury of the "Pêcheurs du Monde" international film festival, 2010. Along with the screening of films, there were also several side events at the festival

animation derived from original drawings. Without being didactic, the film also puts forth clear explanations, proposals and possible solutions to save lives at sea. The work reflects the commitment of the filmmaker, whose message is strikingly uncomplicated: no death at sea is inevitable; the mere application of simple measures can save lives.

Another film that impressed me was the documentary titled *"La Veuve et la Mer"* ("The Widow and the Sea") by Sebastian Legay, Matthieu Birden and Mathieu Dreujou. It depicts the struggle of a French widow whose husband died at sea after his fishing boat was run down by a cargo ship. She demands a fair trial, and refuses the compensation offered by the owner of the ship, which carries a flag-of-convenience from the Kiribati Islands. Forced to dock in Brest, France, after the accident, the ship has been costing its owner huge amounts of money, and so he would rather pay for the silence of the widow. But she resists and goes on to help other women who face a similar tragedy. The film is a poignant testimony to the hard struggle of women to break the silence surrounding the disappearance of husbands, sons and partners after

environment in northwest Quebec. This community is totally dependent on the cod fishery. The abundance of cod was the reason why these people had settled down in that isolated environment. In 2003, the Canadian federal government decided to impose a moratorium on cod, fearing the collapse of stocks. Through vivid portraits of community members, the film tells us that the fishers in the community are determined to reclaim their right to live where they are now and where they feel most at home. However, the lack of alternative livelihood resources and the dependence on government aid make the community even more vulnerable. Government attempts to develop tourism in the area do not seem to have been very feasible. The young people in the community see no future, and most are opting to leave the place. A tragedy is developing and the community is unlikely to survive.

In contrast, the film titled *"Vezos, un voyage à Madagascar"* by Pascal Sutra Fourcade shows how the Vezos, a nomadic fishing community of Madagascar, successfully coped with the devastation caused by a hurricane. The film highlights the strong survival mechanisms rooted in the community's rich cultural tradition, and the abundance of resources it can count on. The community appears to be able to live a very autonomous life, relatively untouched by globalization and government intervention. One wonders, though, how realistic the picture is.

Rely on your own capacities and social organization skills to solve your problems—that was the message of two interesting films, one from Aceh in Indonesia, *"Peujroh Laöt"* ("Help the Sea") by Ayad Doe, and the other, a French-Senegalese documentary titled *"Kayar, l'enfance prise au filet"* ("Childhood Caught in the Net") by Thomas Grand and Moussa Diop.

Positive message

From a cinematic point of view, both the films are not of the best quality,

Rely on your own capacities and social organization skills to solve your problems—that was the message of two interesting films...

such accidents at sea. These are becoming more common, as cargo ships increasingly pass through the traditional fishing grounds of small-scale, artisanal fishing communities. I was more impressed by the powerful content of the film than its cinematic quality.

The Canadian film, *"Cod Help Us"* (the title itself deserves an award!), by Ezra Soiferman, is also worthy of mention. The film recounts the plight of the fishing community of St. Paul's River, an English-speaking community in the pocket of a French-speaking

NINA LE THEIX

but, personally, I liked them because they stood out from the rest of the films screened due to their positive message. Both films also present a more integrated picture of fisheries (which is more than the mere catching of fish) and stress the importance of educating children and women for a healthy future for the community.

I was shocked to see the plight of the community of Kayar as depicted in the French-Senegalese documentary. During my last visit to Kayar, in 1995, there existed a strong community organization. Kayar's population has since doubled, and the community appears to be plagued by internal divisions, negligence by the authorities and fatalistic attitudes. The depletion of the sardinella stocks has led to misery and exploitation, especially of children. The plight of women and children seems to have worsened most. Men often opt to migrate to Europe. The film does, however, portray some community members who successfully try to turn the tide by sending their children to school, and by lobbying for better healthcare facilities and alternative livelihood activities to feed the community and make it less dependent on fishing.

In my opinion, the organizers of the film festival were wise to show the Italian documentary "Cry Sea", by Cafi Muhammed and Luca Cusani, and the abovementioned French-Senegalese film in succession on the same evening. Both films deal with the impact of the fisheries crisis on the community of Kayar in Senegal, and complement each other. While "Kayar, l'enfance prise aux filets" reveals the internal factors that contribute to the present plight of the community of Kayar, "Cry Sea" clearly shows the external factors that contributed to the fishery crisis in Senegal and how they caused the fishing community of Kayar to become the victim. "Cry Sea" is a very pessimistic film about the failure of the European Common Fisheries Policy, which is the main culprit for the present fisheries crisis in both Europe and Senegal. The film is

similar to "The End of the Line". There is juggling with facts—a few facts were even false—which I personally dislike.

However, the film should be seen as an awareness-raising film for European audiences and not as a film that analyzes the intricacies of the problem. The combined screening of both films clearly reveals the complexity of the fisheries crisis in Kayar. Unlike "The End of the Line", "Cry Sea" does not advocate what action should be taken to turn the situation around. The film ends powerfully with people shutting their eyes. From a cinematic point of view, "Cry Sea" is a better film than "The End of the Line" (see the review by Alain Le Sann in *SAMUDRA Report* No. 54, November 2009).

And, finally, to come to my favourite film at the festival, the Moroccan docudrama "Les Damnés de la Mer" ("The Damned of the Sea") by Jawad Rhalib. Like "Cry Sea", this film too deals with North-South relations (private fishery agreements between Morocco and EU countries) and the crisis in fisheries. The film is a docudrama—a combination of fiction and documentary. Its script is of high quality and deals with three different perspectives. The first is that of poor Moroccan migrant small-scale fishers near the border of Mauritania who are unable to feed their families because of the depletion of the fish stocks they depend on. This perspective is depicted primarily through the eyes of a poor fisherwoman, who is desperately looking for some income and is humiliated in various ways and is denied the right to fish because she is a woman.

Young skipper

The second perspective is of a young Swedish pelagic trawler skipper who escaped the strict regulations on fisheries in his own country and is now continuously fishing with his



The annual international film festival was organized for the second time at Lorient, France

large trawler close to the coast of Morocco under a private fishery agreement. And the third perspective is that of the Moroccan crew on this Swedish-Moroccan trawler, who, compared to the poor small-scale fishers, lead a better life, but also work under exploitative conditions.

The film is similar to "Darwin's Nightmare", the famous 2004 French-Belgian-Austrian documentary film

background in fisheries. They were Robert Le Floch, a French fisher from the region; Lamine Niasse, an ICSF Member from Senegal; and myself, an ICSF Member from the Netherlands. The youth jury comprised mostly students of the Lycee Dupuy de Lome and the Lycée Saint Louis, and a few young fishers (two girls and a boy) of the Lycée Maritime from Etel, near Lorient. The youth jury met separately from the official jury.

Both the official and the youth juries awarded the festival's Best Film award to "Cry Sea" by Cafi Muhammed and Luca Cusani. The official jury's choice was not based on a unanimous vote and since only one first prize could be awarded, the jury decided that a special award would be given to "Les Damnés de la Mer" and "Attention Hyperthermie".

Looking back, the films at the Lorient festival and the animated debates that covered most important themes on fisheries and fishing communities worldwide, was extremely valuable and interesting. I hope the festival will be followed by many more in the years to come. 3

Both the official and the youth juries awarded the festival's Best Film award to "Cry Sea" by Cafi Muhammed and Luca Cusani.

written and directed by Hubert Sauper, which deals with the environmental and social effects of the fishing industry around Lake Victoria in Tanzania. The Moroccan film does not pretend to condemn, but aims to show the problems caused by an unfair and unsustainable social system. It is not a mere rational exercise but gives space to the viewer to garner insights. I was immediately struck by the strong characters in the film. The determination of the poor fisherwoman to fight for her right to fish because she wanted to feed her family touched a deep chord in my heart. I even felt some sympathy for the Swedish trawler skipper, despite the fact that his motives for fishing were disgusting, compared to the motives of the poor Moroccan fishers. "Les Damnés de la Mer" is a film about human relations and human values that can be changed.

On the last night of the festival, after four days of watching films, the jury had to choose a film for the Best Film award. This was not an easy task because of the great differences in themes, nature and quality of the films screened at the festival. Five of the official jury were French, coming primarily from backgrounds in cinema and the media. The three others were of different nationalities and had a

For more



www.pecheursdumonde.org

International Film Festival: Fishers of the World

www.videosoftheworld.com/vow/view.asp?country=madagascar&vid=G-9194026531869329025

Vezos, un voyage à Madagascar

www.youtube.com/watch?v=ndnXQpatqOU

Peujrôh Laöt

www.peche-dev.org

Pêche et Développement

Seeking Protection

A recent workshop held at Langebaan, South Africa, dealt with how communities can be themselves protected as marine protected areas are increasingly developed

How can we be protected from protected areas? This has been the refrain from small-scale fishing communities up and down the South African coast over the past ten years whenever they have come together to share their experiences of conservation and fisheries management policy. Small-scale fishing communities along the South African coastline, without exception, have a collective history of displacement, dispossession and marginalization due to the declaration of marine protected areas (MPAs). While the distinctive experience of this differs from area to area, MPAs have been viewed with fear and mistrust, rather than as one of several management tools that has the potential to protect the resources that these communities have traditionally depended on for their food security, their livelihoods and for a rich array of customary and spiritual practices that sustain their cultures.

It was towards this potential that Masifundise Development Trust, with support from the International Collective in Support of Fishworkers (ICSF), organized a workshop titled "Protecting Community Rights in Marine Protected Areas" in Langebaan on the West Coast of South Africa during 14-16 April 2010. The two-day national-level workshop was attended by 39 participants, including men and women community representatives living in, or adjacent to, existing or planned MPAs in all four coastal provinces, non-governmental representatives, government officials from the Directorate responsible for MPAs in the Department of Environmental

Affairs, the South African National Parks Authority and KZN Ezemvelo Wildlife, and researchers working on MPA issues within a local university. This was the first-ever workshop of its kind in the country that aimed to include communities themselves in dialogue with a range of stakeholders, to identify the impacts of MPAs on fishing communities and raise awareness of the rights of small-scale communities in the planning, management and implementation of MPAs.

The workshop took place at a most opportune time as the department

South Africa has a lengthy history of space-based measures for the protection of marine biodiversity and fisheries management.

responsible for developing the first-ever policy on MPAs is currently drafting it, and the official responsible for the process attended the workshop. Similarly, the fishers are participating in a process of developing a new small-scale fisheries policy for the country, which will be finalized in the coming months. The workshop thus provided a critical opportunity to ensure that these two policies are integrated and will both promote and protect the rights of small-scale fishing communities in the future.

Marine biodiversity

South Africa has a lengthy history of space-based measures for the protection of marine biodiversity

*This article is by **Jackie Sunde** (jsunde@telkomsa.net), Member, ICSF, and Researcher at the Environmental Evaluation Unit, University of Cape Town, South Africa*

MANDLA GQAMLANA



A participant at the workshop shares her group's feedback on the key issues facing small-scale fishing communities living in, or adjacent to, MPAs

use, which tends to be, however, extremely limited. Several of the MPAs are complete no-take areas and communities were physically removed from these sites and relocated outside the reserves.

The Langebaan workshop created an opportunity for communities to share their stories about the impacts that MPAs have had on their lives and livelihoods. It was notable that all of the 16 coastal communities represented at the workshop told of histories of dispossession, and loss of access, lack of consultation, lack of equitable benefits, and lack of communication, and expressed bewilderment as to how they, as traditional small-scale communities, could be restricted within these areas, while they look on as MPAs have become havens for poachers, and recreational and commercial fishers who are able to enjoy the benefits of these areas.

William Blake, a traditional net fisherman of the West Coast National Park, recalled that he was born on the edges of the Langebaan Lagoon, and that his family was forced to leave their home due to the declaration of the National Park. He and several of his brothers lost their customary rights to fish, and he was forced to seek work elsewhere. While the MPA in the Lagoon has been zoned for sustainable use, the number of fishing permits allocated to the net fishers who depend on the resource for their livelihoods has been restricted to ten. In contrast, recreational fishing in the Lagoon has increased considerably over the past few decades and these fishers appear to have few restrictions. The perceived inequity of a system in which recreational and commercial fishers have less stringent restrictions was a theme that dominated the fisher participants' presentations at the workshop. This was highlighted in the presentation from Hout Bay, in an MPA in which commercial fishing companies have enjoyed the right to continue harvesting a quota of lobster, under the guise of it being an experimental quota, while the local traditional fishing

and fisheries management. The first marine reserve was declared in 1934, with the aim of protecting the commercial fishing industry's lobster interests. Currently, 21 per cent of the coastline is under protected area status, and the country boasts 24 MPAs declared under the Marine Living Resources Act of 1998, which is also the legislation that governs all fisheries management. The country's history of MPAs, like that of terrestrial protected areas, reflects the political economy of the country.

The perceived inequity of a system in which recreational and commercial fishers have less stringent restrictions was a theme that dominated the fisher participants' presentations at the workshop.

A combination of colonial and apartheid land, conservation, mining, forestry and fisheries management policies over the past 100 years resulted in traditional fishing communities being dispossessed of land and their access to natural resources along the 3,000 km of coastline. Most of the country's MPAs include no-take sanctuaries as well as restricted-use zones, within which there is some sustainable

community has been denied all rights to fish in the area.

Lack of consultation and communication between traditional fishing communities, the traditional authorities within their areas, and conservation and government fisheries agencies was highlighted by the community representatives from iSimangaliso, one of South Africa's largest World Heritage Sites that incorporates two contiguous MPAs and lies adjacent to a recently declared transboundary MPA extending along the South Africa-Mozambique coastline. Ironically, this area received much attention during the World Parks Conference, held in Durban in 2003, yet the indigenous and local communities living within this Park are struggling to assert their right to the land adjacent to the coast that they have traditionally owned, and to use and manage the marine and coastal resources that their communities have depended on for generations. In protest, one of the communities in this Park has recently cut down a fence that was erected around their lands without consulting them.

The establishment of a missile testing range within an MPA has confused fishers from the fishing village of Arniston on the south coast. Many of these fishers were forced to move from this area to make way for the nature reserve, and they are now prohibited from fishing in the waters adjacent to the Park. Understanding that this was in order to protect these resources, they find the activities of the missile testing range understandably confusing. They resent the lack of information, and query the impact of the missile testing on the fish stocks in the surrounding waters.

The confusing permit regulations surrounding MPAs was raised by several participants. The fishers noted that in several MPAs, large industrial fishing activities, and, in some instances, mining, are still permitted both within the MPA or adjacent to the MPA. The fishers queried the logic and rationale for MPAs if destructive

practices are permitted to continue while their relatively environmentally friendly fishing methods and gear are prohibited. Willie Smith of Mkambati highlighted the impact of the declaration of the MPA on the livelihoods of 50 families who have lost their access to the sea. Two of the other fishing communities represented face the declaration of MPAs in their

The fishers queried the logic and rationale for MPAs if destructive practices are permitted to continue while their relatively environmentally friendly fishing methods and gear are prohibited.

areas and spoke of their experiences of the consultation processes. These processes are perceived as being 'top-down' and failing to include the fishers' own local knowledge in the planning processes.

In the opening input to the workshop, Jackie Sunde provided an overview of the international and national policy and legislative framework governing MPAs. She highlighted the commitments within the Convention on Biological Diversity (CBD) Programme of Work on Protected Areas (PoWPA) to the rights of indigenous and local communities

JACKIE SUNDE



Langebaan fishers met at the workshop to evaluate the social impacts of MPAs on their lives and livelihoods

The Langebaan Statement on Marine Protected Areas

We, representatives from small-scale fishing communities, Masifundise and other organizations working with, and in support of, fishers in South Africa, having participated in the workshop "Protecting Community Rights in Marine Protected Areas" in Langebaan, 14-16 April 2010,

We are committed to contributing towards sustainable marine biodiversity and sustainable, equitable coastal livelihoods in South Africa.

We are very aware that our coasts are very important, ecologically rich and diverse marine environments, of critical importance for the biological diversity of the country as a whole for current and future generations as well as being a source of important economic, social and cultural resources.

We see MPAs as one of several important tools in order to protect our marine environments in the future. We believe that MPAs are very important but they need to be planned and managed in such a way that they balance the needs to protect the marine environment while promoting poverty alleviation, integrated livelihoods and a human-rights approach to development along the coast.

Our vision is of an equitable, sustainable and biologically rich and diverse marine environment that promotes small-scale fisheries, working towards poverty alleviation and sustainable local economic development.

We note that our small-scale fishing communities up and down the coast have lengthy histories of using and managing our marine resources as the basis for our life and livelihoods. We have developed extensive indigenous and locally based knowledge of the marine environment, and many of our customary, social and cultural practices are closely linked to our coastal livelihoods and use of marine resources. Our traditional fisheries thus have important cultural heritage value and are an integral part of the marine biodiversity systems in our coast.

We also note that in the past many MPAs have been imposed on local communities, dispossessing them of their access to resources, their local social and cultural rights and opportunities, and this has created a negative perception of

MPAs amongst many fishing communities. The way in which MPAs are currently being managed has meant that local communities have not benefited equitably. In some instances, MPAs have negatively impacted local communities' livelihoods.

We are concerned that unsustainable fishing practices, especially those of the industrial and recreational sectors, coupled with land- and sea-based pollution, unrestricted tourism development along the coast as well as the influence of climate change, are impacting the sustainability of our marine environments. We believe that this requires an integrated approach to marine and coastal management, using a range of management tools. We note the international and regional biological diversity commitments to which South Africa has committed itself, most notably, the Convention on Biological Diversity (CBD), as well as a range of international fisheries management laws and policies, such as the Code of Conduct for Responsible Fisheries.

We urge our government to ensure that the new MPA policy and the new small-scale fisheries policy will work towards realizing the principles embodied in these international instruments as well as towards the principles contained in our Constitution and National Environmental Legislation. We call for a human-rights-based, environmentally sustainable and integrated approach to MPAs based on the following:

- recognizing the rights of bona fide small-scale fishing communities living in, or adjacent to, MPAs and granting them preferential access to marine resources in these areas;
- recognizing the right to participation and the full involvement of fishing communities in all stages of planning and decisionmaking in all MPAs, recognizing their role and valuing their indigenous knowledge in the research involved in the planning process;
- recognize the importance of gathering information on the potential social, cultural and economic impacts on the local communities living in, and adjacent to, the area;
- affirming the principle of co-management and decentralization of decisionmaking, establish the

to participate fully in the planning and implementation of MPAs and to benefit equitably from such areas. Drawing on the experience of the Endorois community in Kenya, which has won their right to return to their ancestral land and inland waters following their forced removal to make way for a nature reserve, Jackie emphasized the importance of fishing communities' awareness of their rights, and the need for communities to advocate for these rights.

Mbulelo Dopolo, the manager of the South African National Parks

Marine Programme, suggested that MPAs could have significant socioeconomic and ecological benefits for small-scale fishing communities but that, currently, the threat of pollution, overexploitation of fish stocks, tourism developments, and lack of adequate data threaten the benefits of MPAs. The fishers welcomed his openness in engaging with them on these issues, and commented that he was one of the first conservation scientists they had met who had actually admitted that government had very little

necessary and appropriate institutional arrangements such as forums at local, regional and national levels that will work towards progressively achieving a partnership between government, communities and other stakeholders, including for each MPA. The development of MPA policy and planning must include representatives from fishing communities;

- involve local government municipalities and local and provincial forums and ensure integration of these structures with MPA planning and management at this level, where appropriate;
- ensure that governance and decisionmaking in MPAs is transparent and accountable;
- ensure that co-management committees and local forums are given the necessary power that they require in order to manage local resources effectively;
- ensure that the planning of offshore MPAs is done in an integrated way and is linked to the planning and management of inshore MPAs;
- ensure that local communities benefit equitably from MPAs, particularly from the introduction of non-consumptive use-related livelihood opportunities;
- involve communities in local monitoring of fishing and other activities in MPAs, drawing on the local knowledge of these communities;
- the design and planning of MPAs must take into consideration the specific needs of each area and design specific management plans for each area;
- design MPAs using zonation flexibly to maximize protection and benefits for both the marine ecosystem and local small-scale fishing communities, while creating opportunities for a wide range of users to enjoy the benefits of the marine environment;
- working towards restricting the use of all destructive practices such as industrial trawling, mining and weapons testing within MPAs;
- build the capacity of local communities and leadership to establish democratic process and representative structures

at the local level, conduct training and raise their awareness about the objectives of MPAs;

- train young people from local communities and create opportunities for them to share their indigenous knowledge with visitors to MPAs;
- take specific steps and establish particular mechanisms to provide opportunities for women and youth to be involved and benefit from MPAs through education and alternative livelihood opportunities;
- take specific steps to create opportunities to educate children and to create bursary or funding opportunities for them to become involved in protected area management;
- provide financial support and subsidies to small-scale communities to develop their fisheries sustainably and appropriately;
- promote the exchange of skills and lessons across MPAs and communities living in, or adjacent to, MPAs;
- ensure the free flow and availability of information to local fishing communities;
- commit to the use of local labour in all projects to ensure equitable benefits for local fishing communities;
- commit to co-operative governance and intra-government co-operation across all three tiers of government and between all departments to work effectively together towards an integrated, sustainable approach to marine conservation and fisheries management. Ensure effective compliance and enforcements in each MPA to ensure that illegal harvesting is eliminated;
- build in systems that ensure there is regular feedback and reviews of the MPA and its impact on the local community and marine ecosystem; and
- ensure that government allocates sufficient human and other resources to manage this effectively.

—This Statement was made at Langebaan, South Africa, on 16 April 2010

data to support some of the claims that are made in the name of MPAs.

Serge Raemaekers, a researcher currently involved in facilitating a co-management approach to the planning of a biosphere on the South Cape coast, shared the experiences and lessons from this project, in which the participation of all stakeholders, especially the local fishing community, is seen as key to its success. Serge highlighted the potential for MPAs to be designed in such a way that they can actually strengthen the

access rights of small-scale fishers through tools such as preferential access arrangements, and how they can be used to address land- and sea-based pollution and to restrict the use of destructive gear. An important aspect, in this context, has been the involvement of all levels of government in order that an integrated approach can be implemented.

A key input to the workshop came from the Director responsible for MPA policy within the Department of Environmental Affairs, Alan Boyd,

who thanked the fishers for sharing their experiences and acknowledged the extent of the frustration and mistrust that the fishers were experiencing. He was at pains to respond to their grievances, and began his presentation with a summary of the key issues that he had identified in the fishers' presentations.

These included the very disruptive impact of apartheid and the continued exclusion, which means fishers' longstanding relationship with the sea

... because of the South African government's very top-down approach to fisheries management, the customary institutions and management practices of traditional communities have been undermined.

is under threat; lack of communication; restricted access to historical fishing grounds, which has been compromised by the way MPA zoning has been done; restricted access to launching sites; ongoing poaching in MPAs; failure to include fishers in research; the lack of policy alignment between the forthcoming MPA policy and the new small-scale fisheries policy and the need for the Department to adopt a more flexible approach to the use and planning of MPAs in the future. Boyd acknowledged the need to ensure that restrictions on access are more equitably managed in future and that there is broader consultation. He committed to a more flexible zonation policy and to promoting sustainable use, where appropriate.

During the workshop the participants divided into small groups both to explore a range of issues pertaining to the existing policy and approach to MPAs as well as to propose solutions for the problems that the fishers are experiencing. It was noted that because of the South African government's very top-down approach to fisheries management, the customary institutions and management practices of traditional communities have been undermined. The fishers' called for a

co-management approach to fisheries management and marine conservation in future, and noted the importance of ensuring that the new MPA policy is closely aligned with the new draft small-scale fisheries policy, in which they have proposed a community based approach to fisheries management.

The fishers began to envisage the use of MPAs as one of several management tools that could potentially be designed in such a way that they protected and promoted the rights of small-scale fishers vis-à-vis the industrial fishing sector. They developed proposals for a new MPA policy that would have a human-rights-based approach to fisheries management and conservation. The proposals arising out of the group discussions were synthesized by a small task group and a draft statement prepared. This statement was then further refined in plenary and accepted by the workshop (see box).

In his closing statement to the workshop, Masifundise Director, Naseegh Jaffer, noted that the workshop was a historic one. He said that while the workshop had highlighted the gap between government policy and communities' experiences of MPAs, he was confident that it had helped to contribute towards the development of a more appropriate policy on MPAs, one that would ensure that small-scale fishing communities participate in the governance of MPAs and are able to benefit equitably from the social and ecological benefits of these areas. 3

For more

mpa.icsf.net

Marine Protected Areas: Local and Traditional Fishing Community Perspective

www.masifundise.org.za

Masifundise Development Trust

www.environment.gov.za

Department of Environmental Affairs, South Africa

Marginalized Histories

This book under review focuses on recovering the politics of the Mukkuvar fishers of Kanyakumari District in the south Indian State of Tamil Nadu

The Mukkuvar fishers of the erstwhile kingdom of Travancore on India's southwestern coast have found themselves implicated, over the centuries, in ongoing and interlocked battles over territory and trade, religion and rule, economics and ecology, caste and class, as this work by Ajantha Subramanian points out. In the early 21st century, they emerge as a complex and dynamic society, actively negotiating structures such as caste discrimination, State-sponsored technological transformation, class formations and regulations on their livelihood systems.

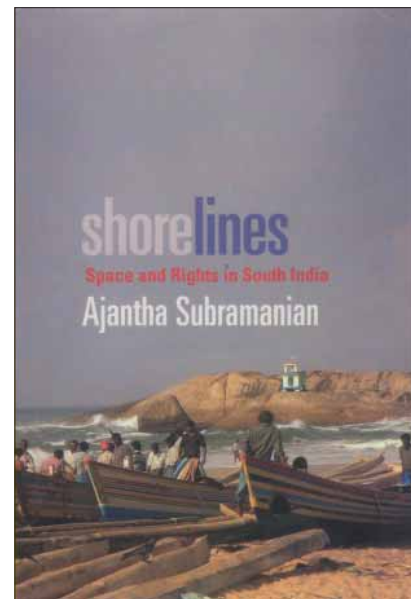
Predominantly artisanal fishers, the Mukkuvars also comprise a powerful subsection of wealthy merchant trawler-owners, with the two groups chronically at loggerheads over fishing methods and access to marine resources. A mainly Catholic population governed by church authority in economic and political as well as social and religious matters, the Mukkuvars have periodically risen to confront clerical dictates. In doing so, they have turned to Protestant missionary societies, State/legal authorities and political party patrons, including, more recently, the Hindu nationalist Bharatiya Janata Party, to bolster their demands. A low-caste fisher community, the Mukkuvars have demanded and won positions within the church hierarchy, inserted themselves into national debates and campaigns over development, and participated in the anti-globalization battles of the late 1990s. And, in an incident which opens and closes Ajantha Subramanian's book, the fishers took their church to court,

tellingly demonstrating their capacity to manoeuvre between various institutions and agencies of authority to enforce their rights.

Yet, interestingly enough, as this book points out, this fisher community has been consistently portrayed over the centuries and into the present, as an odd, isolated and static fringe society. Their coastal habitat is portrayed as a liminal space suspended between rough oceans and cultivated inlands, and their culture as closed, opaque and unpredictable, not amenable to mainstream norms of law and policing, and stubbornly mired in caste backwardness. Their livelihoods are perceived as stunted by their propensity to cling to archaic production techniques, and their politics as primitive and entrenched in church patronage. Subramanian's book seeks to explain the surprising tenacity of this representational matrix and, simultaneously, to dismantle it. She marshals a rich body of historical and ethnographic material to show how these images have been reproduced and reinforced by a range of actors over time, from Dutch traders and Portuguese conquerors to Protestant missionaries, Travancore's princely rulers, colonial administrators, postcolonial fisheries officials, and inland agrarian castes.

Stereotypes

Why do these contending representations matter? Whom do these stereotypes of Mukkuvar marginality and backwardness serve, and how? The book demonstrates how images, representations and stereotypes are systematically



SHORELINES: SPACE AND RIGHTS IN SOUTH INDIA
By Ajantha Subramanian
Stanford, California: Stanford University Press, 2009.
ISBN 978-0-8047-6146-8. pp.301.

*This review is by **Karen Coelho** (karen.coelho@gmail.com), an anthropologist and Assistant Professor at the Madras Institute of Development Studies, Chennai, India*

deployed to achieve specific effects of power. For example, Protestant missionary organizations in the nineteenth century, in efforts to discredit the rule of Hindu princes of Travancore, argued that their conversions liberated lower castes from the latter's oppressive prohibitions. In making this case to the colonial administrators of Madras Presidency, they contrasted their emancipated converts with native low-caste Catholics such as the Mukkuvars, whom they portrayed as "cowed by clerical authority and living in state of ignorant submission".

Caricatures of Mukkuvar political backwardness also provided a useful foil for inland agrarian castes who, in the late 19th and early 20th centuries, launched spectacularly successful struggles for caste emancipation and democratization, shaping the landscape of politics in Travancore. These histories established the political dominance of low-caste Nadars and high-caste Vellalas, the Tamil-speaking castes of southern Travancore, in the newly established Kanyakumari District after 1956. As these processes unfolded in the agrarian interior, they drew substantially on invocations of the 'other': the Mukkuvar Catholics, who did not participate in these

of social organization and fishing methods permitted the State, both before and after independence, to intervene aggressively in their livelihood practices under the rubric of 'fisheries development'. This pattern has endured across various paradigms of development, from the Community Development Programme in the 1950s to the State's vigorous promotion of trawling from the 1960s, to its neoliberal facilitation of international deep-sea fishing in the 1990s. Tropes of Mukkuvar social and technical backwardness allowed the State to disregard the sustained opposition of artisanal fishers to the imposition of new paradigms of development which undermined their autonomy, threatened their access to marine resources, and exacerbated economic and social tensions within their community. Any setbacks or failures in the State's ongoing efforts at capitalist transformation of fisheries could conveniently be reattributed to the Mukkuvar culture's resistance to progress. This closed circuit of reasoning, as Subramanian lucidly demonstrates, also allowed the State to resolutely ignore the ecological and resource conservation aspects of artisanal fishers' demands for restriction and regulation of trawling. As struggles between artisanal and trawling sectors intensified, periodically erupting into violent clashes in the 1990s, stereotypes of rough and lawless primitives were mobilized to characterize these conflicts as problems of law and order rather than as assertions of resource conservation ethics and environmental rights.

Mukkuvar society, profoundly shaped by the patronage of the Catholic church, was believed incapable of mobilizing and participating in a politics of rights.

struggles, remained within the caste configurations authorized by the Catholic church, and were, therefore, "consigned to the space of primitivism". The dominant caste composition of the new district of Kanyakumari rendered the Mukkuvars more invisible than before, a status reflected in their poor access to State services and weak integration into the development mainstream.

Most significantly, however, the portrayals of Mukkuvar artisanal fishers as caught in archaic forms

Dichotomy challenged

In a treatise spanning 500 years of archival and oral histories, the book reveals the unfolding of Mukkuvar political agency, through their affiliations, negotiations and contestations with the various powers that impinged upon their spaces and livelihoods. In the process, Subramanian challenges the dichotomy etched into academic writings as well as popular discourse,

between relations of patronage and democratic politics of rights. Mukkuvar society, profoundly shaped by the patronage of the Catholic church, was believed incapable of mobilizing and participating in a politics of rights. Subramanian's careful analysis of the content of the fishers' negotiations with various echelons of church, State and political authorities provides a much richer and less condescending understanding of how patronage works on the ground. It reveals how fishers strategically calculate and balance their interests against their norms of allegiance, so that "loyalty is conditional on the granting of specific rights and privileges".


Subramanian also shows how the politics of rights, rather than drawing on abstract principles of Western political theory, were fashioned from local struggles over caste and religious identity, expressed through such strategies as mass conversion and demands for caste-based representation in clerical as well as State bodies. Notions of political sovereignty and rights, thus, acquired "a collective, culturally embedded character distinct from the modular form of the individual rights-bearing subject".

Space is a key actor in this book: spatial arrangements and relationships play crucial roles in shaping identities and determining the parameters of citizenship. The fishers' spatial marginality on the coast has historically encoded a variety of other margin-making meanings, painting them as a rough, archaic and subjugated fringe society. After independence, Subramanian shows, another "shoreline" appears across the coast, dividing artisanal fishers and merchant trawler-operators, marking not only a class divide within Mukkuvar society, but also a "sectoral" divide within fishing. The latter became closely integrated into the State's visions of national development, and enjoyed privileged access to credit, subsidies, technological inputs and other benefits. But the artisanal fishers also deployed spatial categories and

boundaries to counter the onslaught of mechanized trawlers, by carving out their domain of sovereignty, the 3-mile zone. Interestingly, as Subramanian points out, conflicts between these sectors have produced peculiar overlaps of class and "sector", wherein labourers on trawler boats align

Space is a key actor in this book: spatial arrangements and relationships play crucial roles in shaping identities and determining the parameters of citizenship.

themselves with trawler owners in confrontations with artisanal fishers.

The Mukkuvars have been spoken for over the centuries, their own histories of struggle and social formation submerged under the weight of outside characterizations. In the process of recovering their histories, Subramanian also provides a panoramic profile of the fisheries politics of the region since the beginning of 'fisheries development' in India. The book also carries compelling photographs of the social and physical landscapes of fishing in coastal Kanyakumari. 

For more



www.indiaenvironmentportal.org.in/node/4039

Gender Roles among the Mukkuvar Fisherfolk

ignca.nic.in/cd_08015.htm

The Mukkuvar: A Fishing Community

indianfisheries.icsf.net

Fisheries and Fishing Communities in India

Labels from Paradise

The artisanal fishermen of the Seychelles are experimenting with labels to promote responsible and sustainable fisheries

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For fishermen of the Seychelles, 14 December 2009 was a red-letter day. That was when the first consignment of 250 kg of labelled fish (red snapper, jobfish and groupers) was shipped to Rungis, the wholesale food market in Paris, much to the delight of French restaurateurs who are already demanding more of such fresh tropical fish, whose traceability is guaranteed by the label tagging done on board the fishing vessel by the fishermen themselves.

But behind the pretty, picture postcard image of the Seychelles as a tranquil holiday paradise lies the

fishers, especially hook-and-line fishermen, play the most important roles in the nation's fisheries.

The Seychelles produces 450,000 tonnes of fish per year, and nearly 4,000 people (about 15 per cent of the active population) are engaged in fishing and fishery-related activities, which comes second behind tourism, as the country's most important economic activity, contributing to 40 per cent of its national income.

Industrial fishing was initiated in 1983 when around 40 tuna seiners, mostly of European (French and Spanish) origin began operating out of Victoria. The Seychelles' EEZ is very rich in tuna (yellowfin and bigeye), and 350,000 tonnes of tuna are landed annually, much of which is processed onsite by Indian Ocean Tuna (IOT), the second-largest cannery in the world, which employs over 2,000 people. Around a hundred foreign longliners annually harvest about 88,000 tonnes of tuna, swordfish, sharks and sea cucumber.

The 86,000 inhabitants of the Seychelles come from a melting pot of colour, culture and race, from five continents.

reality of a people whose daily lives are intimately bound up with the mercy of the ocean.

Strategically located in the middle of the Indian Ocean (1,800 km from the African coast, 1,100 km off Madagascar and 2,500 km from India), the Seychelles consists of 115 granitic and coral islands occupying a land area of 453 sq km (for comparison, France occupies 549,000 sq km). The archipelago has an immense exclusive economic zone (EEZ) of 1,340,000 sq km, rich in fishery resources.

The 86,000 inhabitants of the Seychelles come from a melting pot of colour, culture and race, from five continents. Each family has some link with the marine world and artisanal

Source of protein

Artisanal fishing accounts for an annual production of 4,000 tonnes of fish—emperors, red snappers, jack fish, jobfish and groupers represent 83 per cent of the catch, whereas mackerel, tuna, sharks and octopuses share the remaining 17 per cent, caught close to the shore. In a country where each inhabitant consumes an average 62 kg of fish per year (compared to 21 kg in Mauritius and 60 kg in Japan), fish is the primary source of protein and ensures food security for the population. The 1,700 or so fishermen who depend on the future availability of the Seychelles' fish

*This article is by **Virginie Lagarde** (fboa.labelproject@sfa.sc), Project Manager, FBOA Label Project, Fishing Boat Owners Association, Seychelles, and **M. Gilles Pommeret**, (gilles.pommeret@diplomatie.gouv.fr), Premier Conseiller-Ambassade de France aux Seychelles*

resources face several difficulties, namely, rising living and operating costs, competition with industrial fisheries, environmental degradation, and climate change. From 2010, the certification of fish and fishery products as originating from legal fishing (not from illegal, unreported and unregulated or IUU fishing) will become mandatory for exports. Though good in principle, this new requirement could create problems with the amount of checks required for certification.

Hook-and-line fishing, which is selective of both species and size, is the oldest and most widely practised fishing technique among artisanal fishers in the Seychelles. Three types of line fishing are practised: set bottom fishing, ball bottom fishing (in which the bait—mackerel or bonito—and part of the line are coiled into a ball with sand) and bottom fishing adrift. The main catch is snappers (red snapper, humphead red snapper), jobfish, jacks and multicoloured groupers.

Until the 1980s, small-scale coastal fishing was carried out from wooden canoes made from almond trees, using traps, longlines or purse-seines.

The liners originally used wooden whalers (open canoes with sails) or small schooners, all built of timber from the *takamaka* tree, which withstands rot. The most famous shipyards were those on the islands of Praslin and La Digue. For years, the fish was salted on board. This practice began to change in 1967 with the arrival of ice on the island of Mahé, through the service of the brewery Seybrew, the first industrial unit to manufacture and sell ice.

Today, whalers and schooners, of flamboyant colours and 6-16 m long, are built from fibreglass, more often in Sri Lanka, and equipped with diesel engines of 40-45 hp. Shipyards have virtually all disappeared from the Seychelles. The ones which survived, such as the Souris shipyard in Victoria, are adequate for maintenance and expansion services. Many owners prefer to refurbish boats rather than order new ones.

The fishing crew, exclusively male (with notable exceptions), consists of a

skipper and three to six crew members. They leave for the open seas for six to 12 days, up to the limits of the Seychelles continental shelf, between 20 to 100 miles (161 km) from Mahé. Some even go as far as the Amirantes islands. Fishermen from Mahé leave port early in the morning from Victoria, Anse Royale, Anse Boileau or Bel Ombre. Those from Praslin leave from Baie Sainte Anne, while those from La Digue depart from La Passe. They sail at six knots to reach the fishing grounds, whose location is a jealously kept secret. As soon as the wind picks up, the sail is hoisted to save precious fuel. All vessels are equipped with a global positioning system (GPS) and a very high frequency (VHF) radio, and some even have vessel monitoring system (VMS). They fish on the slope of the shelf or on shoals at a depth between 20 and 60 m. For bait, they use skipjack tuna discarded by purse-seiners (as bycatch) or, rarely, locally caught mackerel.

Fishers' stories

Many Seychellois fishermen have powerful stories to tell, and no two stories are alike. Some were brought to the profession by destiny, others by passion. Patrick, a young skipper of a small longliner, says: "In my family, there was no sailor or fisherman; it was

MARC SAMBI/FBOA



Hook-and-line fishing, selective of both species and size, is the oldest and most widely practised fishing technique in the Seychelles

not an acceptable profession. Some even tried to discourage me. But for me... it was obvious... I had no doubt that my life would be spent on the sea". Today he is proud to be in charge of the *MVPiscès*.

Keith, another fisherman, says: "In my family, we had no idea what would be the job of a fisherman. Yet I was secretly very attracted to the profession, especially when I listened to stories of my friends who were sons of fishermen. I made this choice against the advice of my family, and I do not regret it, even if the situation has become more complicated nowadays".

Many regard fishing as the refuge for dropouts. And yet fishing has created several respectable and independent men with a high social status and promising careers.

Rose, from Praslin, nicknamed "Serieux-Vrai", ("Serious-Honest"), is indeed the perfect example. "At school, I felt out of place, marginalized, was never listened to and was misunderstood by teachers or

owner of *La Fleche*, which he commands along with his son, as well as another small boat. Both practice *palangrotte* fishing (a simple technique involving lengths of nylon and a few hooks, payed out by hand or left dangling from a floating piece of cork). Beatty, a former banker, is very actively involved in managing the family business and also owns a small schooner. "Fishing is our business and our livelihood, but it is important that it allows us to live longer and that future generations get to enjoy it. It would be foolish to cut the branch on which we sit. Fishing is sustainable if it is managed on a long-term basis. Our vision is the sustainable development of our fisheries through responsible management of our resources," he says.

Though fishing boats have improved over time with modern fittings and deck cabins, the living conditions on board are still very hard. Some have not enough space for the crew and rest areas are very restricted. According to Boboy, who owns the schooner *Labrine* on the island of La Digue, "The fishers, who go for eight to 12 days, must feel good on board... It's their second home! This is important because the job is hard and if conditions remain difficult, no young person will want to take to fishing, even with a good salary!".

Some boats may well follow the career of their skipper-owners. *Labrine*, for example, has been sent to the shipyard four times since Boboy had it built in 1984. "It might be more profitable to sell this boat and buy another," he says, "but *Labrine* is my boat, my second home, my livelihood and I could never work on another boat, just like my crew. Besides, *Labrine* was developed in our company and has evolved there. It resembles us and we know very well how to work on it".

Red snapper

Perhaps the most emblematic fish in the Seychelles is the red snapper (*Lutjanus spp*), whose exceptionally enticing taste has inspired chefs into creative recipes. Seychellois cook it the Creole way for special occasions and family celebrations. Bottom

Though fishing boats have improved over time with modern fittings and deck cabins, the living conditions on board are still very hard.

students," he recalls. "I was not very talented with what I was asked to learn. However, I knew the names of all the fish as well as how to bring up the lines better than anybody else. I started going to sea at 14 years and every day I learned something new! Gradually, I acquired a real know-how, and now I'm in charge of a small boat. This work allows me to feed my eight children and to be happy and respected".

Some families have had a bond with the sea for generations. These 'clans' are proud of their profession, around which the family is organized. Take the case of Ken, Elvis and Beatty, three brothers who are united in complementing one another in fishing. Elvis is the skipper of the *Albacore*, a beautiful longliner co-owned with Beatty and their wives. Ken is the

fishing is the main technique used to catch red snapper, mainly by artisanal day fishers. The schooners that leave for several days are equipped with hand or motorized reels to haul in the catch.

The bait used is usually mackerel or other fodder fish; sometimes artificial bait is used. The hooks used are 'circle hooks', which avoid the catching of turtles and seabirds, strictly protected in the Seychelles. The size of a hook determines the size of the fish caught, and so only adult red snappers that have already reproduced are captured. The lines are used in a wide range of depths, depending on the location, the current or the season. This technique makes it possible to fish in rocky depths where the fish can hide.

Equipped with lines, hooks and bait, the schooners leave for six to 12 days in search of *bourgeois* (snapper), jobfish, groupers or trevallies. During the trip, the men will have very little sleep and must share the small restricted space. Their courage is fuelled by short periods of sleep and meals prepared with care by one of them. It takes courage and patience to find the place and time for that magic haul. It also takes courage to fight fatigue and the sea, which can be capricious and dangerous. Each year many lives are lost at sea, especially during the southeast monsoon, which generates very strong gales, just like in the Mediterranean.

Fish is the single most important source of food and protein in the Seychelles. It is also part of the culture and heritage of the country. But serious threats to artisanal fishing are emerging: the rise of industrial fishing and farming, and the influx into the market of fish from multiple sources, often caught by destructive and unsustainable methods. In addition, capital costs and current prices do not provide enough returns for a decent living for artisanal fishermen. These factors have encouraged Seychellois fishermen to look for new opportunities and solutions. An active group is involved in a labelling programme in partnership with the Association des Ligneurs de la pointe Bretagne (ALPB), a group of hook-and-line fishermen,

who catch mainly sea bass in Brittany. They have organized themselves with the support of the Fishing Boat Owners Association (FBOA).

The partnership between the two associations has led to an exchange of knowledge and experiences about the future of fisheries, the management of resources, and globalization.

Drawing on the guidelines of the Food and Agriculture Organization of the United Nations (FAO) for labelling of products from marine capture fishing, the partnership focuses on the changing needs of today's consumers, who are sensitive to information about seafood quality and origin, the fishing techniques used to land the catch, and their environmental impacts. Fairness in trade and working conditions is also an increasingly important criterion in consumer choice.

Under the partnership programme, a label will accompany each fish until it reaches the consumer. The label will inform the consumer who caught the fish, where and how. A strong and direct link is thus established between the fisherman and the consumer.

The labelling campaign is focused on seven species of fish. It will allow fishermen to participate in the management of resources while improving their incomes. The first order of labelled led to a 25 per cent increase in the price of fish sold, despite market sluggishness.

The programme has opened up new opportunities for Seychellois fishermen, allowing them to demonstrate the selectivity of their fishing techniques, to stand out from the industrial fishing sector, and to become real stakeholders in the management of resources. Hook-and line fishermen are committed to prove that sustainable fishing is possible and that consumers can choose products from a responsible fishery. The Seychelles' hook-and-line fishermen appear set to take charge of their destiny.

SEYCHELLES HOOK AND LINE FISHERMEN ASSOCIATION



The label will inform the consumer who caught the fish, where and how

For more



seychelles-hookandline-fishermen.org

Seychelles Hook and Line Fishermen Association

www.sfa.sc

Seychelles Fishing Authority

BP OIL SPILL

How Ethnoscience Has Been Affected by the Gulf of Mexico Oil Spill

In loose terms, 'ethnoscience' is a way to describe an educational trend towards programmes that provide more generalization in the sciences. The 'ethno' prefix partially pays respect and attention to the indigenous knowledge that people have, because that indigenous knowledge has a way of providing understandings that will never happen in the confinement of devotion to European and Western thought, scientific speciality and scientific method.

Indigenous knowledge is fragile and complex knowledge that is passed on through oral traditions. It is infused with linguistic, mythical, strategic and other issues. Mythical content has mixed in with concealed content over time in order to give political and social power, to soothe the group's need for explanations of the unknown, and to protect trade and political secrets.

In the current era of globalization in just about every science, from military

and political science, to world health and biological prospecting, local and indigenous people's knowledge about their parts of the world is taking on more respect simply because that knowledge is valuable and powerful. It is based on thousands of years of observation, trial and error and lessons learned. In many cases, the knowledge is accompanied by lifetimes of training and education that are as dedicated and intelligent as anything that comes from a university.

"Ethnoscience" are scientists who have expanded their studies to include anthropology, sociology, linguistics and other social understandings in order to work with people directly, rather than to strip out their input and to deal only with raw numbers or facts.

The people who have lived in the Gulf oil spill region have centuries worth of experience and knowledge that will have to be respected and mined as scientists seek to fully understand the impact

of the BP oil spill on man and nature. The plants, animals and humans of the region are only fully understood by the plants, animals and humans who have lived and who will live in the region, and only the humans are able to do the talking.

A Vietnamese immigrant family, for example, will have brought their existing understandings of marine life together with decades of daily interaction with the waters and biomes of the Gulf in ways that are priceless. Centuries-old families of sea fishermen, wetlands dwellers and residents of all races and ethnicities will know more about the land before the oil, during the oil and after the oil, than any scientist can know. Native Americans will have the oldest knowledge of all, especially about the fact that the Gulf has had natural oil seeps since the arrival of humans.

As a result, even the most laboratory-bound economists, physicists, botanists, biologists and engineers will benefit from those special representatives

of their science who can mix it up with the people and get the fragile, indigenous, oral knowledge from those who have the most complete, steady and long-term exposure, interaction, experience, knowledge, trial and error, and observation to offer.

Source: Elizabeth M Young/Helium

PUBLICATIONS

Women of the Praia: Work and Lives in a Portuguese Coastal Community

by Sally Cooper Cole.
Princeton: Princeton University Press. 1991

In this richly detailed, sensitive ethnographic work, Sally Cole takes as her starting point the firsthand accounts of five differently situated Portuguese women, who describe their lives in a rural fishing community on the north coast of Portugal. Skillfully combining these life stories with cultural and economic analysis, Cole radically departs from the picture of women as sexual beings that prevails in the anthropological literature on Europe and the Mediterranean. Her very different strategy—a focus on women as workers—reflects the Portuguese women's own definition of themselves and allows them the strong, resonant voice that is the goal of both the new ethnography and feminist scholarship.

From this new perspective, Cole proposes an important critique of the dominant paradigm of southern European gender relations as being embedded in the code of honour and shame. Covering the Salazar years, as well as the period since the 1974 Revolution, Cole shows that fisherwomen of the past enjoyed greater autonomy in work and social relations than do their daughters and granddaughters.

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ORGANIZATIONAL PROFILE

The Maritime Fishermen's Union (MFU)

www.mfu-upm.com

The Maritime Fishermen's Union (MFU) was founded in 1977 in Escuminac, in East Coast, New Brunswick, Canada. It has 1,500 inshore owner-operator fish harvesters in the provinces of New Brunswick and Nova Scotia. Its members are multi-species fish harvesters (most carry fishing licences for lobster and herring, in addition to some for groundfish, scallops and others). The organization is accredited every four years under the Inshore Fishery Representation Act and other provincial legislation.

In eastern Canada, the lobster industry employs approximately 30,000 people

(including captains and their crew), and creates employment for over 20,000 fish workers in processing plants. The lobster industry accounts for 55 per cent (Can\$82.8 mn) of commercial fishery landings revenues for New Brunswick. The export value for the lobster industry in New Brunswick in 2006 was Can\$377 mn. The asset value for the east coast New Brunswick inshore

is valued at approximately Can\$180 mn.

It is the opinion of the MFU that the lobster industry in Atlantic Canada is entering one of the worst crises since the 1970s. Before the worldwide economic slump began, the viability of Canada's lobster fish harvesters was already in serious crisis, with most making a pre-tax average net revenue of around Can\$10,000 in eastern New Brunswick.

Therefore, there is strong pressure for a major restructuring programme with government involvement.



FISHERIES STATISTICS

Inland Capture Fisheries in the Asia-Pacific Region

The Fisheries and Aquaculture Department of the Food and Agriculture Organization of the United Nations (FAO) recently updated its FISHSTAT database with information on capture fisheries and aquaculture production up to 2008 for all countries. The statistics show that the world's capture fisheries production stood at 89.3 mn tonnes in 2008 as against 89.5 mn tonnes in 2007. The marine capture fish production was 79.5 mn tonnes in 2008, while freshwater capture fish production stood at 9.7 mn tonnes (the highest recorded since the 1950s). Production from aquaculture in 2008 was 52 mn tonnes, contributing US\$ 96 bn, as against 49 mn tonnes and US\$ 88 bn in 2007. Freshwater aquaculture contributed the largest both in terms of quantity (31 mn tonnes) and value (US\$54 bn), while mariculture contributed 17 mn tonnes, valued at US\$29 bn, while the rest came from brackishwater aquaculture.

The top ten capture fish producing countries were China, which led the world's capture fish production at 14.5 mn tonnes, followed by Peru (7.4 mn), Indonesia (4.9 mn), United States of America (4.3 mn), Japan (4.2 mn), India (4.1 mn), Chile (3.5 mn), Russian Federation (3.4 mn), Philippines (2.6 mn) and Myanmar (2.5 mn).

At the individual species level, Peruvian anchovy was the species caught in largest quantities (7.2 mn), followed by Alaskan pollock (2.7 mn), Atlantic herring (2.5 mn), skipjack tuna (2.4 mn), and chub mackerel (1.9 mn). Besides these, 9.4 mn tonnes of fish were recorded as marine

fish species (not elsewhere included).

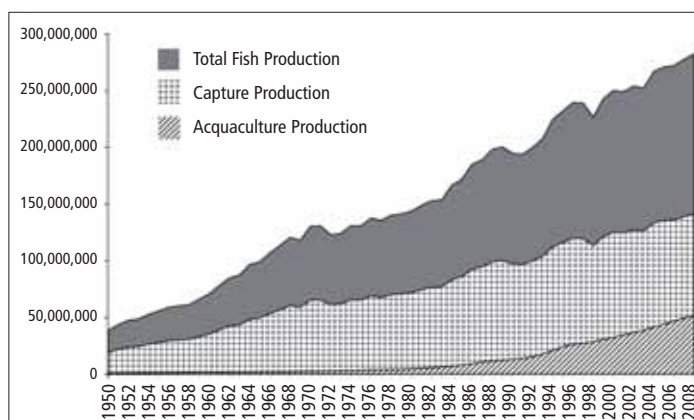
The Northwest Pacific fishing area contributed the highest (20 mn), followed by Southeast Pacific (12 mn), Western Central Pacific (11 mn), Northeast Atlantic (9 mn), Eastern Indian Ocean (6.6 mn), Asia-Inland waters (6.4 mn), Western Indian Ocean (4.1 mn) and Eastern

India (0.85 mn), Myanmar (0.81 mn), Uganda (0.45 mn), Cambodia (0.37 mn), Indonesia (0.31 mn), Nigeria (0.30 mn), United Republic of Tanzania (0.28 mn) and Thailand (0.23 mn). Nile perch was captured in largest quantities (0.36 mn), followed by Nile tilapia (0.19 mn), oriental river prawn (0.14 mn) and Siberian prawn (0.14 mn). Besides these,

China, India, Vietnam, Indonesia, Thailand and Bangladesh continue to dominate the aquaculture sector, contributing 81 per cent of the total quantity of aquaculture fish produced. In terms of species cultured, silver carp, grass carp, cupped oyster, Japanese carpet shell and common carp, along with Nile tilapia, dominated the top few species.

China, India, Vietnam, Chile and Norway contributed 68 per cent to the total value from aquaculture production. The top five species, in terms of value of aquaculture production, are whiteleg shrimp, Atlantic salmon, grass carp, silver carp and common carp. China alone accounts for 62 per cent of the total aquaculture fish production, and 50 per cent of the value. In terms of unit value (US\$ per kg), the top species are Japanese abalone, red abalone, sawtooth caridina, humpback grouper and perlmoen abalone.

(Source: FISHSTAT Plus Database. FAO. 2010.)



Central Atlantic (3.4 mn).

Marine capture fisheries was dominated by China (12.3 mn tonnes), followed by Peru (7.3 mn), Indonesia (4.63 mn), United States of America (4.3 mn), Japan (4.2 mn), Chile (3.5 mn), India (3.3 mn), Russian Federation (3.2 mn), Norway (2.4 mn) and the Philippines (2.4 mn). The important marine species, besides the Peruvian anchovy, Alaska pollock, Atlantic herring, skipjack tuna and chub mackerel, include the largehead hairtail (1.4 mn), blue whiting (1.3 mn), Chilean jack mackerel (1.28 mn) and Japanese anchovy (1.26 mn).

Asia dominated the world freshwater capture fish production, with China contributing to 2.2 mn tonnes, Bangladesh (nearly 1 mn),

the top species also included cyprinids, tilapia, freshwater molluscs and freshwater siluroids.

NOTICE

Small Indigenous Freshwater Fish Species: Their Role in Poverty Alleviation, Food Security and Conservation of Biodiversity

Workshop proceedings.

The proceedings of the workshop on small indigenous freshwater fish species (SIFFS), held in Kolkata, West Bengal, 23-25 February 2010, provide a fresh focus on SIFFS, usually regarded as 'trash' fish. It urges scientists, researchers and decisionmakers to develop policy and legislative measures to ensure the conservation and promotion of SIFFS, both in capture- and culture-fisheries systems.

icsf.net/icsf2006/uploads/publications/proceeding/pdf/english/issue_106/ALL.pdf

WEBSITES

Workshop: "Recasting the Net: Defining a Gender Agenda for the Lives and Livelihoods in Fishing Communities"

wifworkshop.icsf.net

Comite Locale des Peches of Le Guilvinec

The website of the Comite Locale des Peches of Le Guilvinec, Brittany, France, provides domestic and international news as well as the price of fish, and also information on training and capacity-building programmes.

www.comitedespeches-guilvinec.fr/

VERBATIM

Whether we live by the seaside, or by the lakes and rivers, or on the prairie, it concerns us to attend to the nature of fishes...

—HENRY DAVID THOREAU

INFOLOG: NEW RESOURCES AT ICSF

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

Videos/Films

Na pesca e na luta: mulheres construindo direitos
by Articulação de Mulheres Pescadoras do Ceará, Instituto Terramar, and CPP Regional Ceará. 11 mins. Documentary in Portuguese. 2009.

This video documents the first meeting of the Articulation of Women in Fisheries of the State of Ceará, 27–29 November 2008. The meeting focused on women's rights to fish and to the coastal zone, and the documentary documents the various struggles that women have undergone for their rights.

Kayar l'enfance prise aux filets
by Thomas Grand. Documentary in French. 52 mins.

This film portrays the life of a young boy named Adama, and, through him, the lives of the youth living in Kayar, a fishing village in Senegal. The children from the village lack opportunities for education, and are involved in net mending before they slowly enter the fishery. The film analyzes the crisis affecting the fisheries sector in Senegal, and its impact on the fishing community, especially on the youth. It also puts forth suggestions for a better future for the young fishermen of Senegal.

Publications

Handbook of Marine Fisheries Conservation and Management
Edited by R. Quentin Grafton, Ray Hilborn, Dale Squires, Maree Tait and Meryl Williams. New York: Oxford University Press. 2010.

This handbook is perhaps the most comprehensive interdisciplinary work on marine conservation and fisheries management ever compiled, and the first to completely bridge fisheries and marine conservation issues. The detailed case studies and governance framework provide a unique mix of theory, best practice and pathways to improve the management of the world's oceans and to help overcome the perennial problems of overfishing and habitat and biodiversity loss. Unique themes in the handbook include: use of incentives to promote desirable fisher behavior; synthesis of best practice in fisheries conservation and management; framework for understanding and overcoming the critical determinants of the decline in fisheries; degradation of marine ecosystems; and poor socioeconomic performance of many fishing communities.

Live from Urok! Urok Islands Community Marine Protected Area: Lessons Learned and Impacts
by Ambroise Brenier, Emanuel Ramos and Augusta Henriques. Guinea-Bissau: International Foundation for the Banc d'Arguin (FIBA), Tiniguena, PRCM and UROK. 2010.

The process for setting up the community marine protected area (MPA) in Urok Islands in Guinea-Bissau began in the 1990s. This document provides comments, illustrations and examples of lessons learnt from the process, between 2001 and 2008. Some of the impacts of the MPA are portrayed through anecdotes and short stories about changes that the inhabitants of the isles may have observed or experienced.

FLASHBACK

Small fish in Joburg

In 1992, the United Nations Conference on Environment and Development (UNCED) provided fundamental principles and a programme of action for achieving sustainable development. Now, 10 years on, the World Summit on Sustainable Development (WSSD), to be held in Johannesburg from 26 August to 4 September, is expected to come up with a Plan of Implementation for the speedy realization of the remaining UNCED goals. Of these, the most important is the eradication of poverty as an indispensable prerequisite for sustainable development.

Following the 2001 Reykjavik Conference on the Ecosystem-based Approach to Fisheries Management, the importance of an ecosystem approach is now recognized. The Draft Plan of Implementation for the WSSD that came out of the Fourth Session at Bali proposes developing an ecosystem approach to the conservation and management of the oceans by 2012—one of the few time-bound commitments that countries have agreed to so far.



Of the top seven fish-producing countries in the world, five are developing countries. Three of them—China, India and Indonesia—have a huge population of nearly one billion people living below the income poverty line of US\$1 per day. The majority of these people live in coastal areas, either participating in fisheries or contributing to activities that often have a negative impact on marine and coastal ecosystems. Sustainable development of natural resources and poverty eradication are, therefore, matters of paramount concern to the poor in coastal fishing communities. In this context, we support the proposal in the WSSD Draft Plan of Implementation to establish a World Solidarity Fund to eradicate poverty and to promote human and social development. Without international co-operation, it is difficult for many developing countries, ravaged by, among other things, poor commodity prices in world markets, to move towards sustainable development.

In many poor countries of Asia and Africa, displacement of people as a result of development initiatives and other causes has led to migrations of peasants, agricultural labourers and forest dwellers into coastal fisheries. Such migrations often make it doubly difficult for the poor in fishing communities to eke out a decent living from fishing activities. This should also include appropriate arrangements for both fishing and farming communities.

— from Comment in SAMUDRA Report No. 32, July 2002

ANNOUNCEMENTS

EVENTS

Third Regional Consultative Forum Meeting (RCFM) of the Asia-Pacific Fishery Commission (APFIC), Jeju, Republic of Korea. September 1–4, 2010

The third RCFM, "Balancing the Needs of People and Ecosystems in Fisheries and Aquaculture Management in the Asia-Pacific", has themes that include "using the ecosystem approach to management in fisheries and aquaculture" and "improving

livelihoods and increasing resilience in fishing and aquaculture communities".

10th Meeting of the Conference of the Parties to the Convention on Biological Diversity (COP 10). 18–29 October, Nagoya, Japan

COP 10 will include a high-level ministerial segment organized by the host country in consultation with the Secretariat and the Bureau. The high-level segment will take place from 27 to 29 October 2010. The 10th COP will

undertake in-depth consideration on the programme of work on marine and coastal biodiversity, and protected areas.

FAO Regional Workshops on Securing Sustainable Small-scale Fisheries: Bringing Together Responsible Fisheries and Social Development. Asia and the Pacific (Bangkok, Thailand, October 6–8) and Africa (Maputo, Mozambique, October 12–14).

These workshops of the Food and Agriculture Organization

of the United Nations (FAO) are a means to consult with national and regional stakeholders, to identify good practices in the governance of small-scale fisheries, and to verify and/or expand upon, for each region, the outputs and specific needs identified both in the 2009 inception workshop of the FAO Extra-Budgetary Programme on Fisheries and Aquaculture for Poverty Alleviation and Food Security and in the 2008 Global Conference.



Endquote

The Fisherwoman

*The fisherwoman
in her boat
under the sky,
deep blue above,
deep blue below,
hat
salty, skin
rippled,
waiting,
the fisherwoman
sings.*

*A soft song
o my love, o my lord,
carry me, float me, rock me, rescue me
a soft song for the fish and the sky
and the broad ocean and all the things on islands
that call to her.*

*Buildings, streets, people, suits
on green islands
across the ancient ocean,
the endless sleeping sea.*

*Through the light she sees the islands
and the fish watch
and wait.*

—Janet Jackson

