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Fishing rights to the right people- management options in crowded small- scale fisheries

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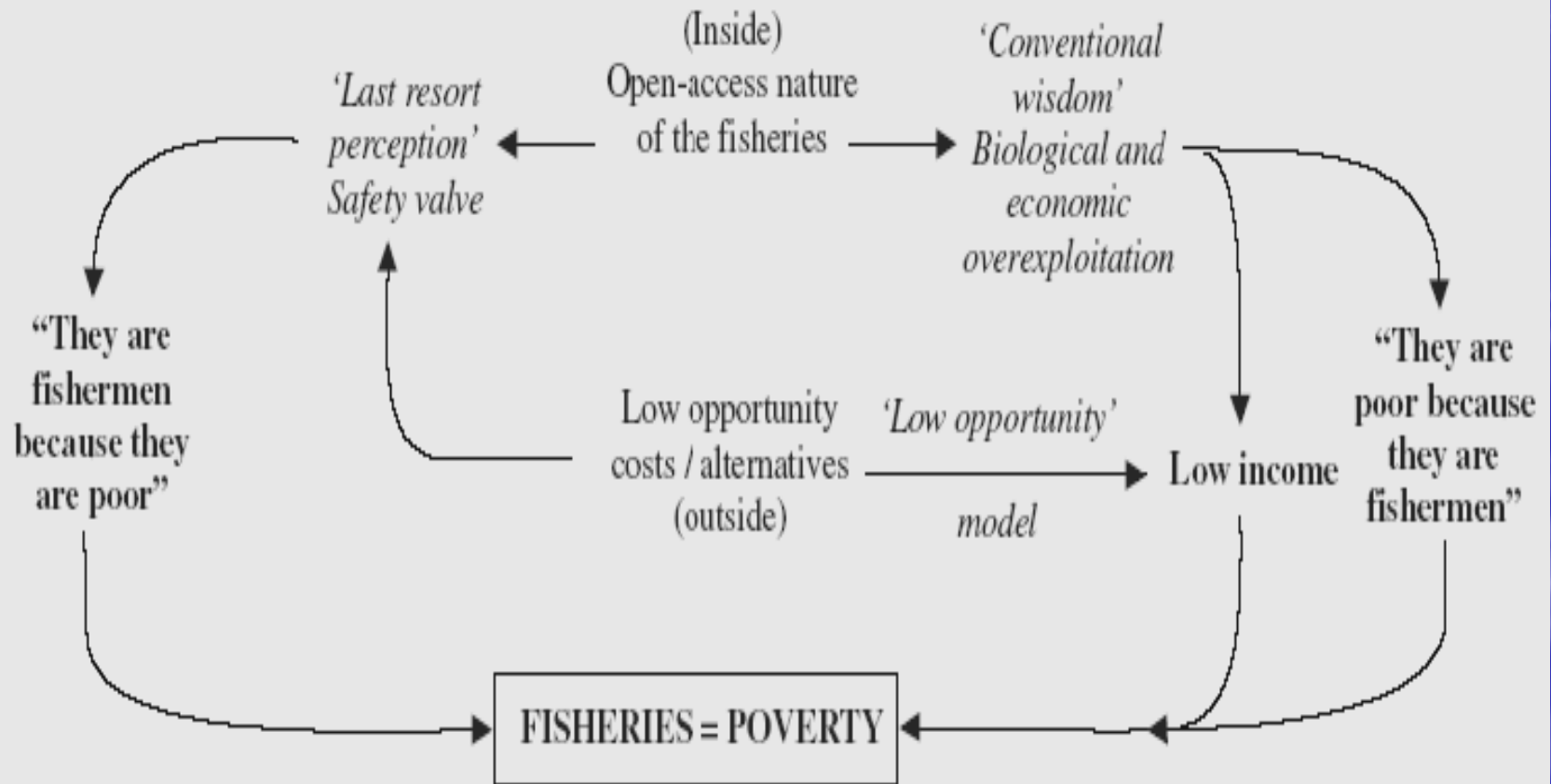
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- The starting point (debate in Samudra):

“ The current variety of schemes, for formally allocating fishing rights has vastly expanded the range of fisheries and fishing situations to which rights-based schemes can be applied. They should apply to large- and small-scale fisheries, both with large and small boats. They are, by far, the best tool to re-establish and formalize traditional fishing rights and thus, protect the rights of fishermen. Even ITQs need not threaten the livelihoods of small-scale fisheries, and they should not foster inequity if well designed” (Nomura 2006: 25).

- Lack of good empirical knowledge regarding poor fishers (Béné 2003)
- Two contrasting interpretations of the relationship between poverty and fisheries:
 1. They are poor because they are fishermen (Gordon 1954, Hardin 1968; Pearse 1989)
Overexploitation as a major cause of poverty
 2. They are fishermen because they are poor (FAO 2000, Jul Larsen et al. 2003)
Fishing as an employer of last resort

WHEN FISHERY RHYMES WITH POVERTY



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- Both approaches to poverty have been applied in a variety of donor-assisted fisheries projects.
- The last approach (“they are fishermen because they are poor”) opens the way for a diametrically different policy than the first option.
- If fishing is essential as an employer of last resort, within a much larger system of livelihood creation it is hard to stick to the idea of *sector* development
- It is even harder to limit access in the classic way we have done in western, developed fisheries.

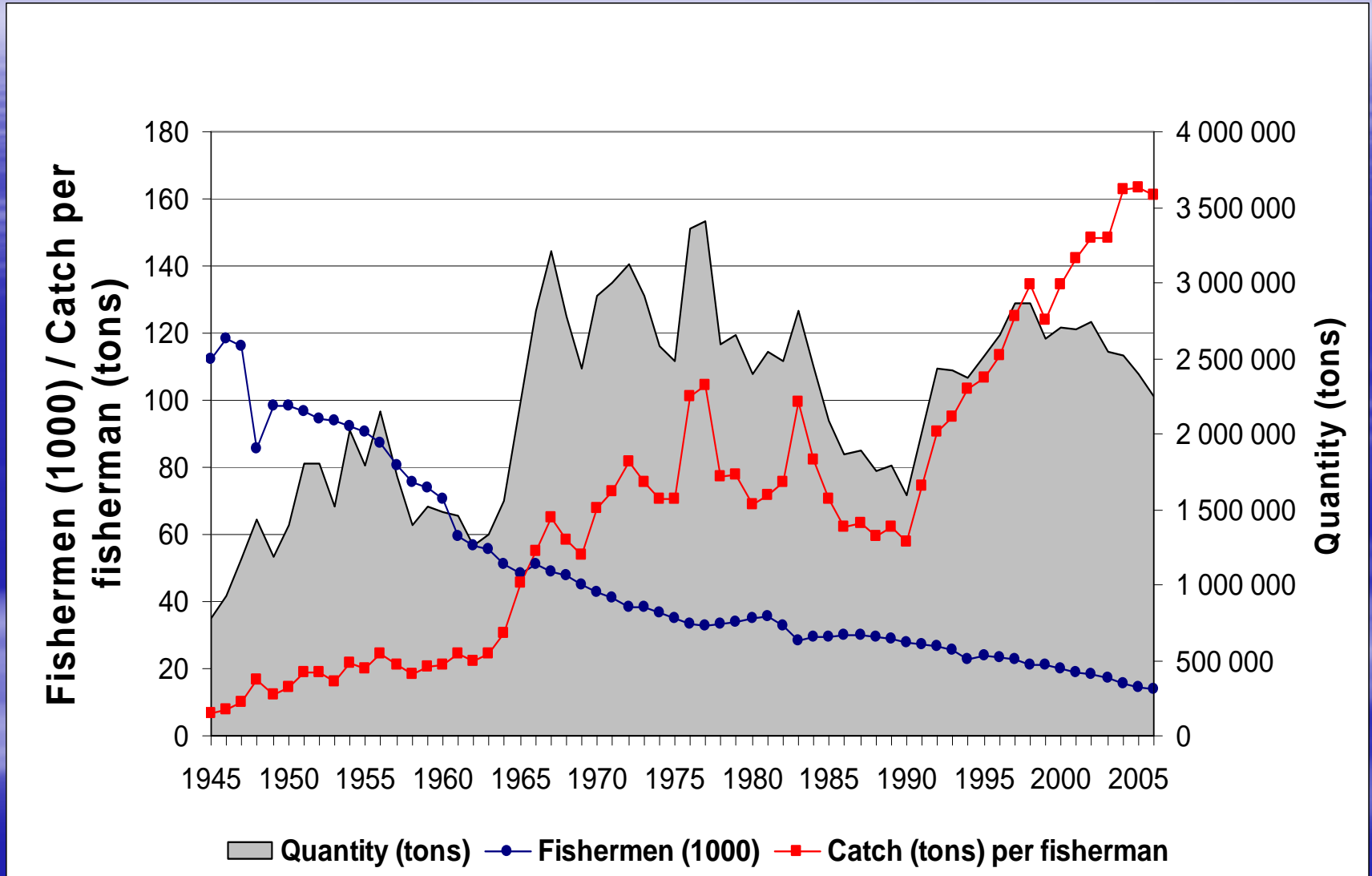
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- BUT unlimited access can cause severe damage to a developing fishery. So what should we do?
- Is it possible to keep access open to the poor, or more strongly, to strengthen their rights to common pool resources, while at the same time limit the collective pressure on the stocks?

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- 5 illustrative cases:
 - Norway
 - Vietnam
 - Indonesia
 - Mozambique
 - South Africa

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The Norwegian case

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- The large number of fishers in the late 1930s and 1940s was a sign of poverty, now largely overcome, *due to development of other sectors.*
- Both push and pull factors
- Not a harmonious process, but implemented without major unemployment in the coastal areas
- This has also implied that fishing today is a well paid sector in Norway, with fishers in average earning more than the industrial average salary
- The only sad part of this success story, is that it seems hard to imitate in developing countries !

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- A typical case: Vietnam
- Fisheries important : 4% of GDP, 650 000 fishers and aquaculture farmers
- Export earnings USD 3.7 bill. (50% shrimp)
- Rapid expansion in marine fisheries and aquaculture over the last 12 years
- Aquaculture integrated in poverty alleviation programmes (SAPA)
- **BUT 50% overcapacity in small-scale fisheries!**

Total Fish Production

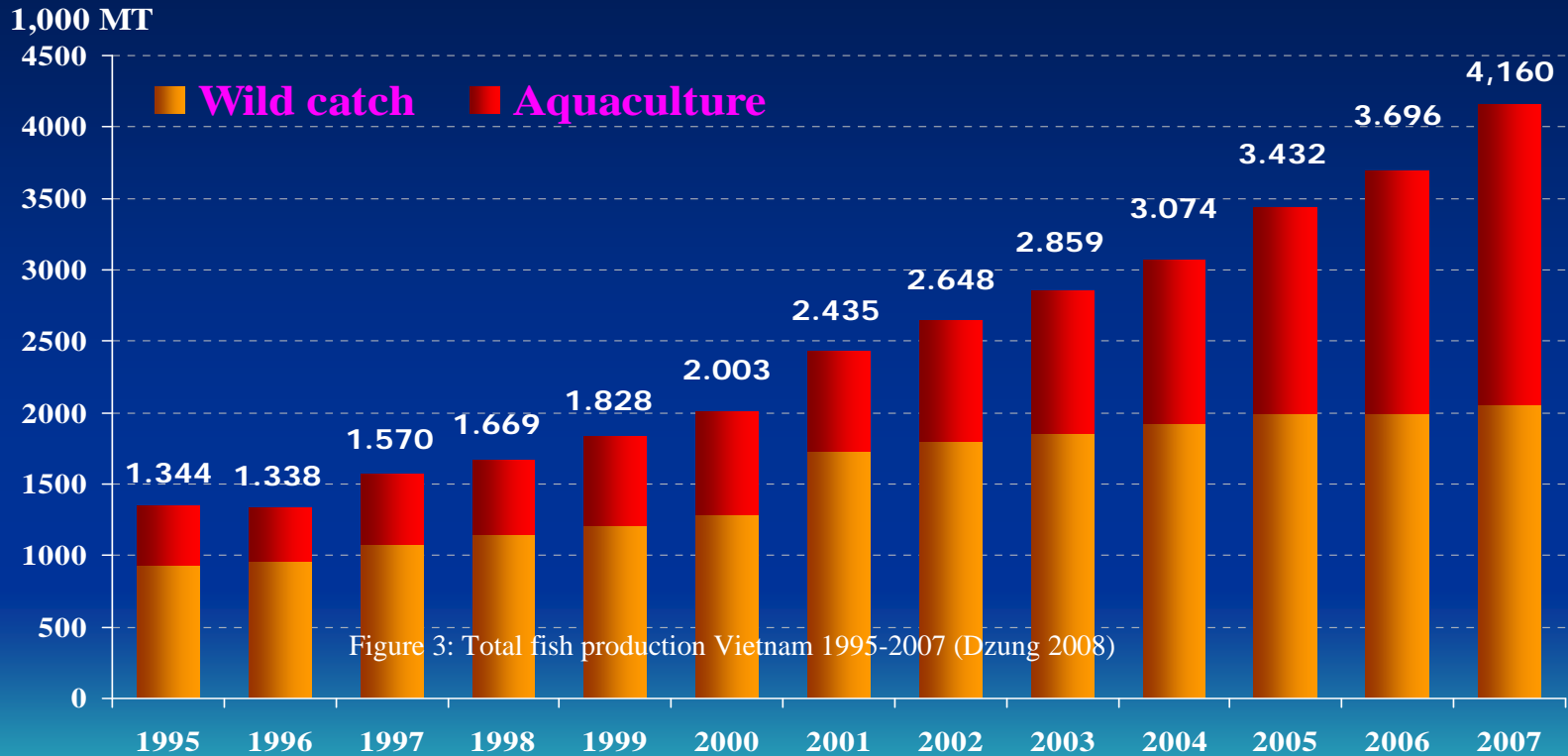


Figure 3: Total fish production Vietnam 1995-2007 (Dzung 2008)

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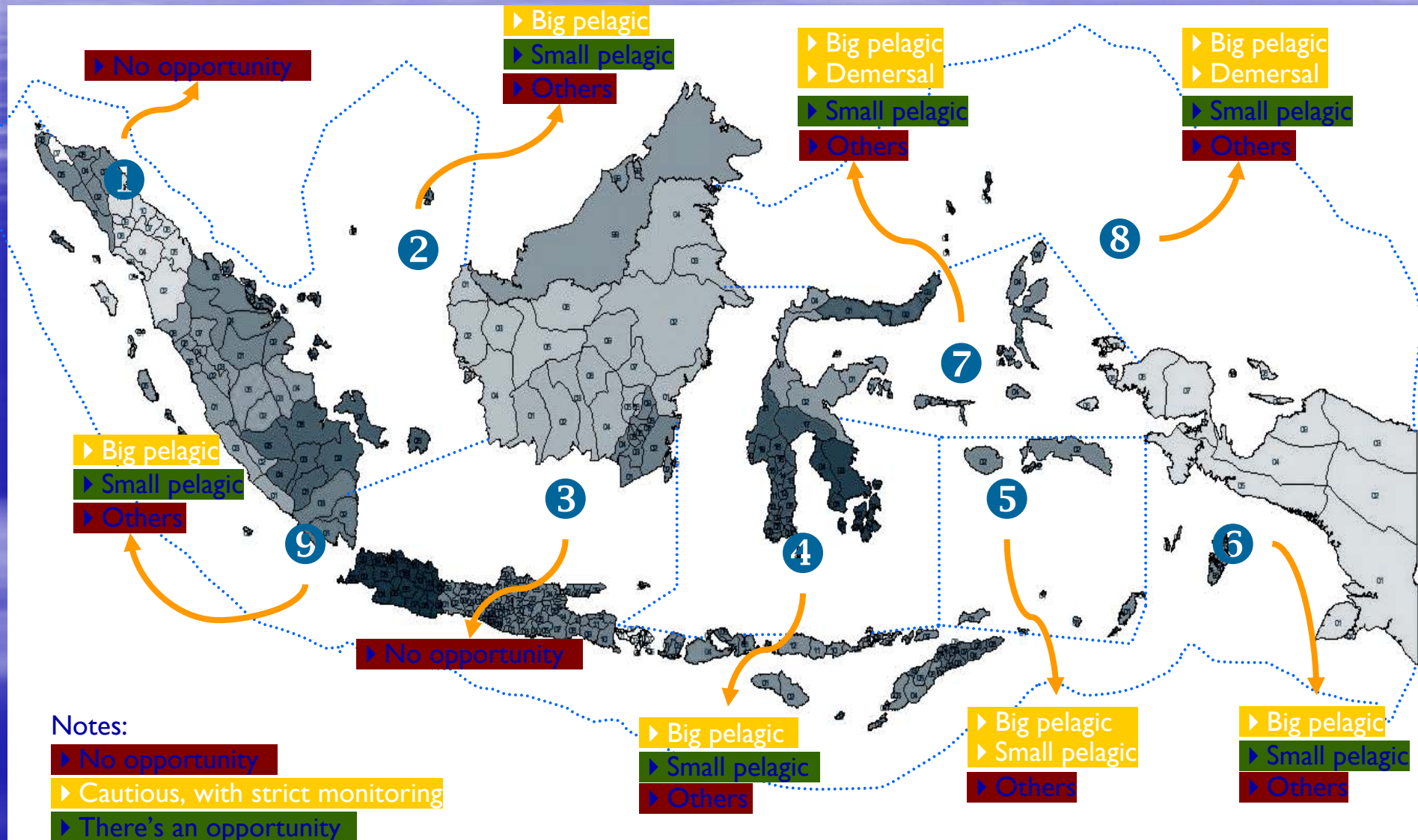
- This dramatic reduction cannot be reached through any ordinary management measure
- At least 25,000 *new* fishers per annum!
- Even with strong economic growth (8-10% p.a.) it has not been possible to reduce fishing as an employer of last resort
- Rapid increase in aquaculture but still not sufficient
- Earnings in fisheries still better than in agriculture
- The challenge: how to reduce participation without increasing poverty??

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- Even more dramatic in Indonesia with
- 3.8 mill fishers and 2.5 mill aqua farmers
- Rapid increase in fisheries and aquaculture
- Many of the central small-scale fisheries oversubscribed
- Still a *planned increase* in the number of fishers

THE STATUS OF FISHERIES RESOURCES

9 Fisheries Management Area in Indonesia



CAPTURE FISHERIES DEVELOPMENT TARGET UNTIL 2009

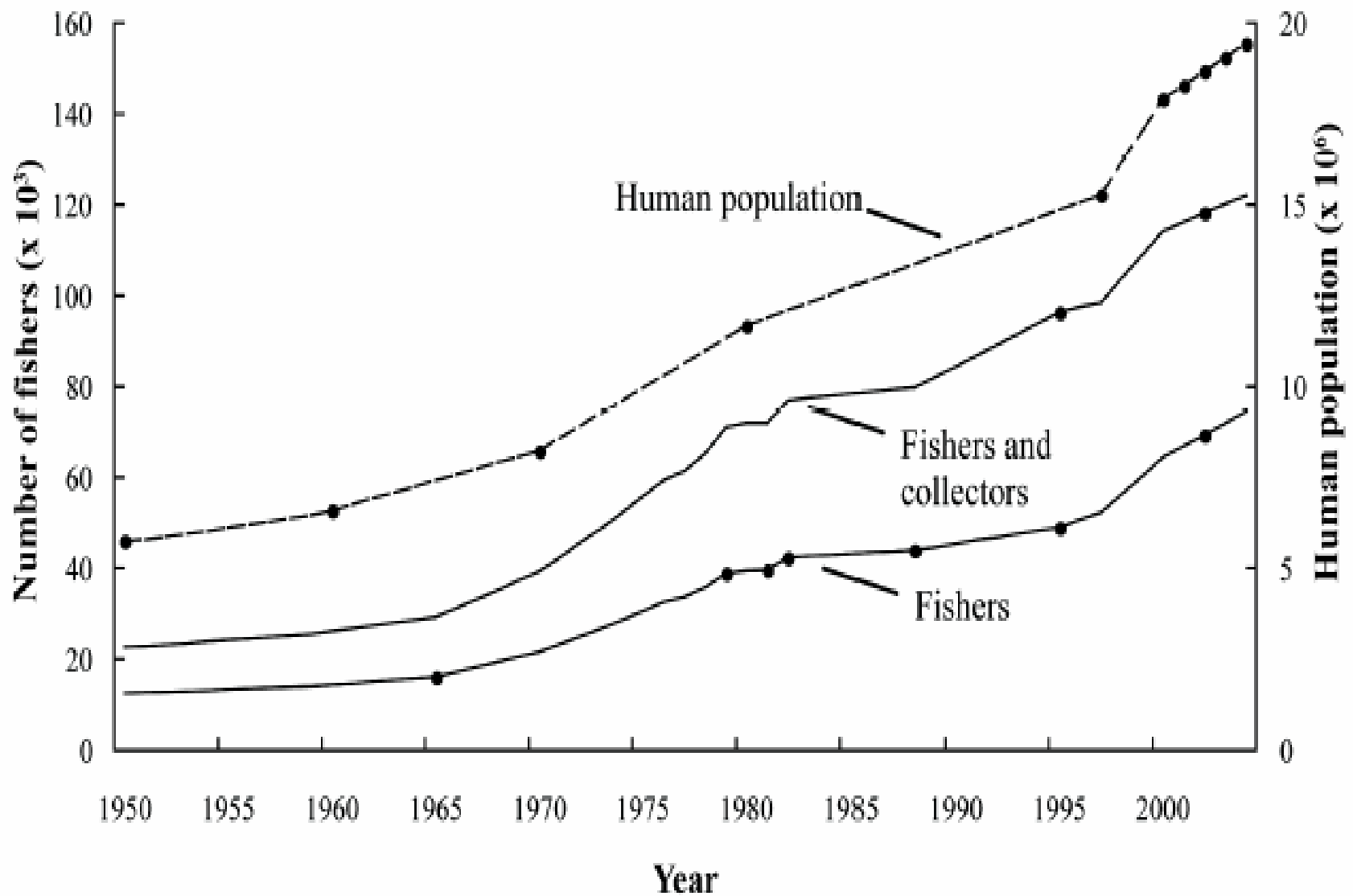
INDICATOR	2006	2007	2008	2009	% Average Changing
Production (Ton)	4.163.070	5.227.220	5.349.360	5.456.700	9,97%
■ Marine	3.830.680	4.894.070	5.014.440	5.120.000	10,77%
■ Inland Water	332.390	333.150	334.920	336.700	0,43%
Cumulative numbers of Fishermen (person)	3.315.800	3.722.630	3.769.800	3.810.780	4,87%
Number of Fishing Fleet/Boat (unit):	513.730	535.430	536.400	537.170	1,52%
■ Non Powered Boat	260.790	249.720	247.090	245.390	-2,00%
■ Outboard Motor	141.570	167.360	169.460	170.490	6,69%
■ Inboard Motor < 30 GT	106.620	112.630	113.880	115.240	2,65%
■ Inboard Motor > 30 GT	4.750	5.720	5.970	6.050	8,71%

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- IUU fishing from neighbouring countries a major problem
- Lack of effective MCS, 60+ patrol vessels for an EEZ of more than 5 mill km²
- The Navy itself involved in a number of fishing companies, making control less efficient
- Decentralization of fisheries management without the necessary capacity
- Is a rights-based approach the first priority?

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- Mozambique; a gradual approach to fisheries development
- No 193 (of 200) poorest country
- Fisheries 3 % of GDP
- More than 100,000 fishers
- Large export sector based on shrimp
- Fish mainly for national consumption
- Fishing an important employer of last resort after the civil war (1976-92)



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The bottom line of all fisheries management:

“At the extreme levels of the struggle for survival, any management intervention has uncertain results and most often is ineffective – *it is not possible to restrict the actions of those who are on the margins of survival*” (MOF 2007: 24).

- **South Africa: a rights-based strategy with rather mixed results**

Starting point in 1994:

- of the total TAC-regulated species, 0.75 % of the quotas belonged to blacks,
- of the 2,700 registered fishing vessels 7 % belonged to blacks,
- while of the 4,000 fishing licenses 6 % were issued to blacks.
- 10 large companies, predominantly owned by whites, controlled 80 % of the industry

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- New fisheries policy developed by stakeholders (1994-
- Marine Living Resources Act (1998):
- I(T)Q rights, short term, medium term and finally long term rights (10-15 years) in all important fisheries
- Majority of companies now controlled by PDIs
- New categories introduced: limited commercial and subsistence fishers, BUT
- Large number (30-35.000) bona fide fishers without access!
- The marine resources “should be managed and developed for the benefit of the country as a whole, *especially those communities whose livelihoods depended on these resources*” (MRLA 1998).

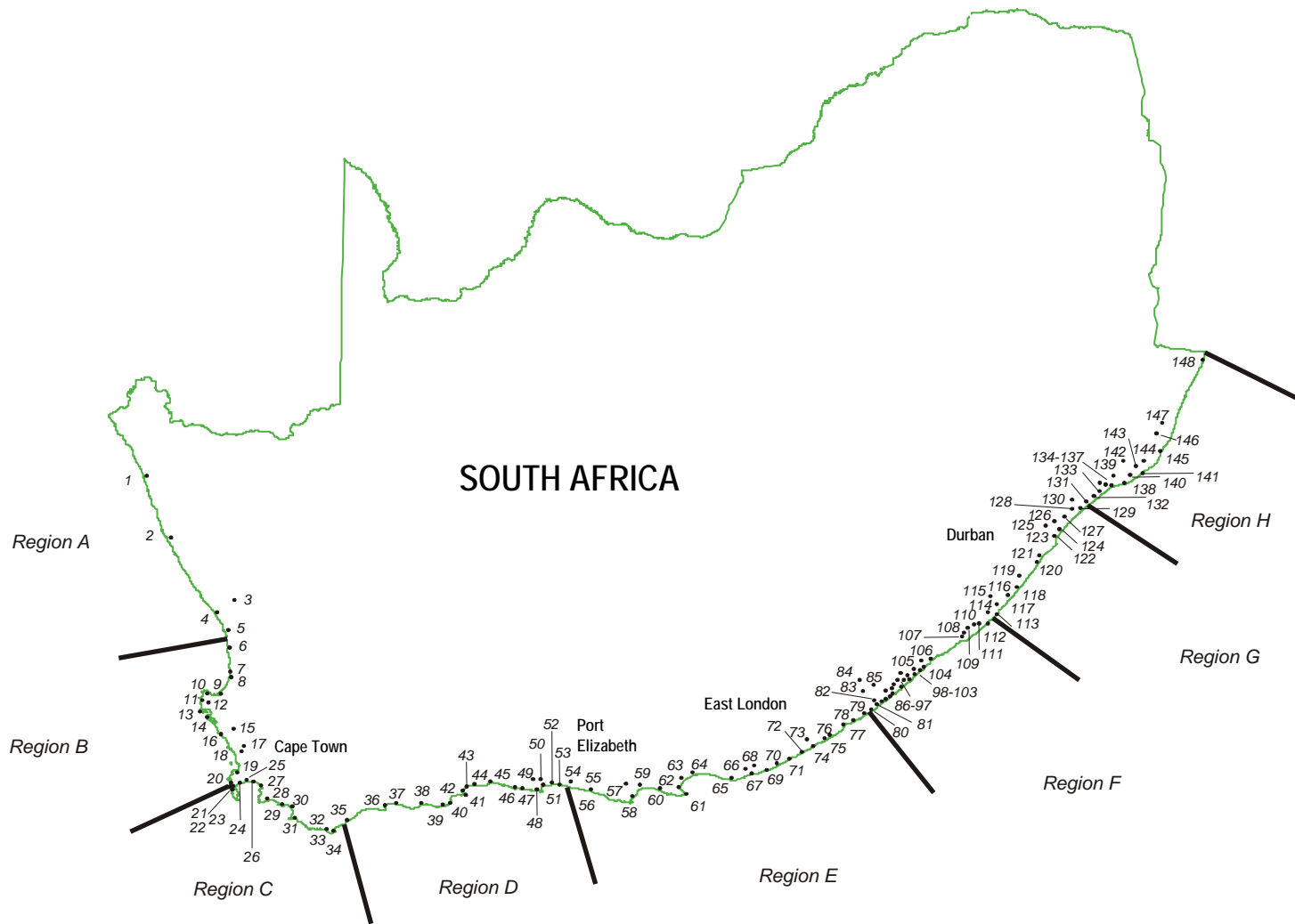


Figure 1. An illustrative distribution of small scale fishing communities along the coast of South Africa. The list is not exhaustive.

- The new policy has met with protests from the small-scale fishers from the start
- Now a ruling from the High Court that MCM needs to work out a new policy for the small-scale (“subsistence”) fishers
- The problem that most valuable resources have already been allocated (long-term)
- Small-scale fishers left with marginal resources, from which it is difficult to make a living
- SA fisheries: commercially successful but the rights-based approach left out the poor!

- The main strategy for improvement: *alternative employment in other sectors*
- Five avenues for improvement *within* the sector:
 1. Aquaculture development to take off the pressure on small-scale fisheries (BUT not uncomplicated!)
 2. The use of traditional management systems (*van chai* (Vietnam), *sasi laut* and *panglima laot* (Indonesia))
 3. Value added of existing catches:
 - Reducing post harvest losses, increasing quality (use of ice)
 - Reducing discards, especially in the shrimp fisheries
 - Creating high value, special products, and finding new markets.

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4. Co-management, not as a recipe but as an organizational learning project (any co-man arrangement implies debate over access and allocation) leading to *empowerment*
5. Planned redistribution; a parallel to land reform? (trawling ban in Indonesia 1980)
6. Traditional fisheries management: licensing, gear restrictions, separate zones for small-scale fishing (properly monitored and controlled!)

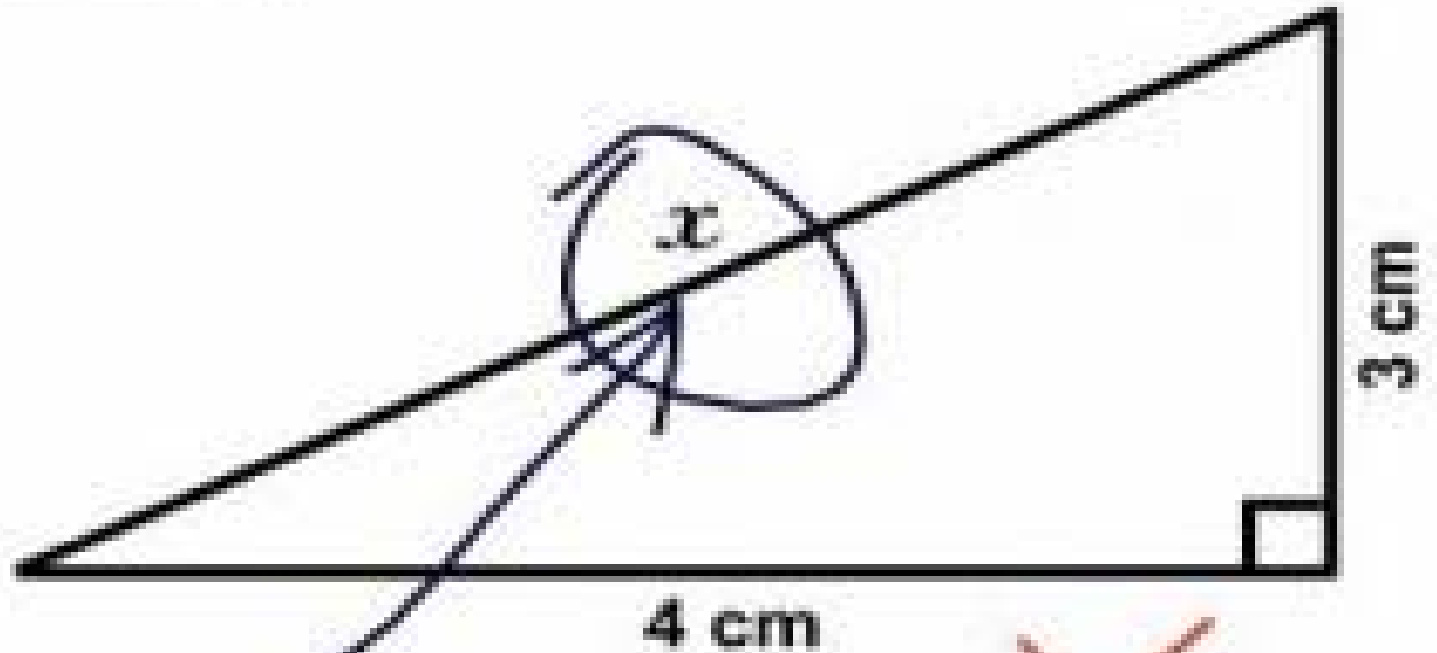
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- Too many academic missionaries (ITQs, MPAs and Co-management)
- Overselling always problematic
- Fishing will in many countries still be an important employer of last resort
- Sector policy can only solve some problems
- More effort on education, health and transport (improving infrastructure)

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- The great paradox in fisheries science: great advances in biology, economics and social science over the last 20 years but very little has been applied in practical management
- Time to concentrate on *relevance*
- A major challenge: how to secure rights-based fisheries to the right people?

3. Find x .



Here it is



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- Rights-based fisheries management can be nearly everything, thus a need to specify:
- Where (is it appropriate)?
- To whom? (shall rights be allocated)?
- How (what kind of rights) ? and
- In order to obtain which goals (reducing poverty , reducing risk of vulnerability, increasing efficiency) ?
- Maybe there are some other priorities that need to be sorted out first!