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# COMMITTEE ON FISHERIES

## Thirty-first Session

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### FAO'S PROGRAMME OF WORK IN FISHERIES AND AQUACULTURE UNDER THE REVIEWED STRATEGIC FRAMEWORK

#### Executive Summary

This document introduces the Reviewed Strategic Framework 2010-2019, the related Medium-Term Plan 2014-17, and the Programme of Work and Budget 2014-15. It provides an overview of FAO's achievements in fisheries and aquaculture in the 2012-13 biennium, analyzes trends and issues that will influence FAO's work in the fisheries and aquaculture sector during medium term 2014-17, lays out the priority areas of FAO's work in fisheries and aquaculture during 2014-17, and how this work responds to and is integrated in the Strategic Objectives, in particular through the FAO Blue Growth Initiative.

#### The Committee is invited to:

- Advise on the extent to which the main achievements, trends, global challenges and priorities identified in this document are consistent with the technical priorities within the mandate of COFI and in the context of FAO's reviewed Strategic Framework; and
- provide suggestions on technical specificities that should be incorporated in each one of the identified main challenges and the proposed priorities, and which should be taken into account in implementing the Blue Growth Initiative.

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## INTRODUCTION

1. The 38th session of the FAO Conference in June 2013 approved the Reviewed Strategic Framework 2010-19, the Director-General's Medium-Term Plan 2014-17, and the Programme of Work and Budget 2014-15 (MTP/PWB)<sup>1</sup>. The Strategic Framework includes FAO's Vision, the revised Global Goals, the five new Strategic Objectives, as well as a sixth objective on technical quality, knowledge and services and the cross-cutting themes of gender and governance (see Annex 1 for the main components of FAO's Results Framework). The MTP/PWB sets out the results framework with outcomes, outputs and measurable indicators of achievement. The FAO Conference emphasized that the five Strategic Objectives represented those areas of work on which FAO will focus its efforts in support of Member Nations and welcomed their cross-cutting nature, which will enable the Organization to work in a multi-disciplinary and integrated manner.<sup>2</sup>

2. Priority areas for FAO's work in the fisheries and aquaculture sector have been informed by three main strategy streams:

- a) FAO's reviewed Strategic Framework and new Medium-Term Plan which contain the Strategic Objective results frameworks for organizing the response to priorities.
- b) Trends and issues that will influence FAO's work in the fisheries and aquaculture sector during medium term 2014-17.
- c) Regional priorities as endorsed by Regional Conferences, which put into sharp focus the region-specific needs in the context of FAO's Strategic Objectives and build on FAO Country Programming Frameworks.

3. FAO's results framework is underpinned by a new corporate monitoring and evaluation framework with a distinct set of indicators at three interlinked levels of results – Strategic Objectives, Organizational Outcomes and Outputs<sup>3</sup>. This monitoring and evaluation framework will strengthen FAO's corporate reporting from the 2014-15 biennium onwards. While the new monitoring and evaluation framework cannot be applied in the review of achievements for the 2012-13 biennium (see Section II), it will inform the shaping of priority areas of FAO's work in fisheries and aquaculture.

4. This report is divided into three substantive sections:

- Section II provides a brief overview of FAO's achievements in fisheries and aquaculture in the 2012-13 biennium.
- Section III highlights main emerging trends and issues at the global level that will influence FAO's work in the fisheries and aquaculture sector in the medium term.
- Section IV lays out the priority areas of FAO's work in fisheries and aquaculture during 2014-17, and how this work responds to and is integrated in the Strategic Objectives.

## ACHIEVEMENTS

5. FAO's strategy on fisheries and aquaculture consists of six elements<sup>4</sup>: strengthen the application of global standards under the umbrella of the Code of Conduct for Responsible Fisheries (CCRF); establish a robust system of international governance of fisheries, in particular through Regional Fisheries Bodies; improve the effectiveness of the management of capture fisheries; increase the yield and sustainability of aquaculture; improve the safety and efficiency of fishing practices; and increase the profitability of the post-harvest exploitation of fish catches, in particular through trade.

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<sup>1</sup> C 2013/7 and C 2013/3

<sup>2</sup> C 2013/REP paragraph 96

<sup>3</sup> CL 148/3 Adjustments to the PWB 2014-15, paragraphs 40-70 and PC 115/2 Progress on MTP 2014-17, Annexes 1 and 2

<sup>4</sup> <http://www.fao.org/docrep/meeting/030/mj548e.pdf>

6. FAO supported countries to adopt the provisions of the *Code of Conduct on Responsible Fisheries* and similar international agreements; develop associated international guidelines and policy instruments; and strengthen the generation of statistics and other monitoring of the fishery and aquaculture sector.
7. Over the course of the biennium, FAO provided advice to countries on strengthening fisheries and aquaculture legislation, policy development and implementation and the collection of fisheries statistics in the context of the Code of Conduct. This advice included adaptation planning and preparedness for impacts of climate change and natural disasters, and contributions to the publication of *Rights-based Management in Latin American Fisheries*, and the *FAO Land Tenure Journal*. On the application of international standards, an additional five states signed up to the 2009 FAO Agreement on Port State Measures, which aims to prevent and eliminate illegal, unreported and unregulated fishing.
8. The major development in global governance of fisheries in 2012-13 was the emergence of the "blue economy" concept from the 2012 Rio+20 Conference. The blue economy model is based on the premise that healthy ocean ecosystems are more productive. Its consequent emphasis on conservation and sustainable management will have an important role to play in achieving the post-2015 global sustainable development goals. To advance this concept, FAO launched the new Blue Growth Initiative (BGI), to assist countries in developing and implementing blue economy and growth agendas. The initiative will foster partnerships and act as a catalyst for policy development, investment and innovation in support of food security, poverty reduction, and the sustainable management of aquatic resources.
9. FAO secured agreement to the Voluntary Guidelines for Flag State Performance, and issued draft Voluntary Guidelines for Securing Small-scale Fisheries. The Guidelines were the product of extensive consultations with 1400 stakeholders, and aim to establish consensus on the policies and practices needed to support coastal and inland fishing communities. FAO also ensured that oceans and small-scale fisheries influenced major international debates and the content and direction of related policy documents such as: the Rio+20 Outcome document "*The Future We Want*"<sup>5</sup>, the report from the UN Special Rapporteur on the Right to Food to the UN General Assembly, and the FAO-ILO "*Good Practice Guide for Addressing Child Labour in Fisheries and Aquaculture*". The report can be complemented by the study conducted by the High level Panel of Experts HLPE on *the Role of Sustainable Fisheries and Aquaculture on Food Security and Nutrition*, carried out at the request of the Committee on World Food Security<sup>6</sup> and the UN Secretary General Report on *the Role of Seafood in Global Food Security*<sup>7</sup> to be presented to the 15<sup>th</sup> meeting of the UN Open Ended Informal Consultative Process on Oceans and the Law of the Sea (27-30 May 2014, New York, USA).
10. The flagship publication *State of Fisheries and Aquaculture 2012* received much media interest as did the OECD<sup>8</sup>-FAO Food Outlook. Fishery and aquaculture statistics were updated and published, including a new statistical dissemination package and enhanced fishing vessel data.
11. During the biennium, FAO strengthened governance of fisheries and aquaculture by encouraging Regional Fisheries Bodies to evaluate their performance, supporting them in implementing measures to fill any gaps identified (including by creating new networks) and supporting the reinforcement of national institutions.
12. Four Regional Fisheries Bodies within the FAO framework undertook performance reviews during 2012-13 – each of which had positive conclusions. FAO also supported the creation of two new aquaculture networks, in Latin America and Africa respectively.
13. In aquaculture, FAO's support to strengthening of national institutions during the biennium focused on improvements in three areas: understanding the key factors underpinning aquaculture

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<sup>5</sup> <http://rio20.net/wp-content/uploads/2012/06/N1238164.pdf>

<sup>6</sup> <http://www.fao.org/cfs/cfs-home/en/>

<sup>7</sup> [http://www.un.org/Depts/los/consultative\\_process/documents/adv\\_uned\\_mat.pdf](http://www.un.org/Depts/los/consultative_process/documents/adv_uned_mat.pdf)

<sup>8</sup> Link provided at the end of this chapter

development; the role of employment within aquaculture governance; and methodologies for quantitative assessment and monitoring of the aquaculture sector performance. On the role of employment in particular, FAO undertook studies on the socio-economic contributions of small-scale aquaculture which demonstrated the need for proper governance.

14. FAO advanced the management of capture fisheries by assisting Regional Fisheries Bodies and countries put in place sustainable fisheries plans and policies, based on FAO's guidelines and promoted the adoption of these standards by communities and fisherfolk. By the end of the biennium, ten countries (in addition to the four in 2011-12) and six Regional Fisheries Bodies (two in 2011-12) had fishery management plans in place. Furthermore, 75 percent of fisheries projects resulted in the communities applying sustainable fishery practices.

15. In support of these initiatives, FAO improved information on the state of fishery resources globally, regionally and at the national level; launched a web-based toolbox for the implementation of the Ecosystem Approach to Fisheries and provided targeted advice on using the ecosystem approach to planning and implementing fisheries and aquaculture development. Funding from the Governments of Norway (for 32 coastal countries in Africa), Sweden, Italy, Spain, Greece and the EU has proved effective in supporting countries to adopt the Ecosystem Approach to Fisheries.

16. FAO's promotion of the sustainable intensification of aquaculture involved assisting countries to adopt FAO's guidelines, tools and norms to increase the use of aquaculture and the associated social benefits in terms of livelihoods and rural development. As a result, more than 30 countries have now adopted FAO policy instruments, 20 countries have adopted policies and strategies to commercialize their production and 40 countries have adopted policies related to biosecurity, introduced species, genetic resources and biodiversity, environment, social and economic improvement.

17. Guidelines and other policy tools developed by FAO to support the sustainable exploitation of aquaculture included the Global Aquaculture Advancement Partnership, endorsed by the 6<sup>th</sup> and 7<sup>th</sup> Sessions of COFI Sub-Committee on Aquaculture, and technical guidelines and reports on off-the-coast and offshore mariculture, cage culture, farm feeds and feeding, veterinary medicines, indigenous species, seaweed, climate change adaptation and diseases. Other tools developed include the new CCRF aquaculture questionnaire, and National Aquaculture Sector Overview (NASO), and National Aquaculture Legal Overview (NALO).

18. The prime focus of improved fisheries operations over the biennium was bycatch management and the reduction of discards, following endorsement by the COFI of the International Guidelines on Bycatch Management and Reduction of Discards. With the support of the Global Environment Facility (GEF) and other donors, FAO facilitated the development of four projects in the Far East (Indonesia, Papua New Guinea, Philippines, Thailand and Viet Nam); Latin America and the Caribbean (Brazil, Colombia, Costa Rica, Mexico, Suriname, and Trinidad and Tobago); Pacific Small Island Developing States, to be executed by Pacific Islands Forum Fisheries Agency and the Secretariat of the Pacific Community; and covering global management of deep sea tuna fisheries with the involvement of all five tuna Regional Fisheries Management Organizations.

19. These projects are expected to resolve current inconsistencies in bycatch management, and reduce high levels of illegal, unreported and unregulated fishing activities and threats to biodiversity from current fishing practices.

20. On regulatory standards, FAO, together with the International Labour Organization and the International Maritime Organization, published Safety Recommendations and Implementation Guidelines. These standards apply to 90 percent of the global fishing fleet. FAO also published a Manual on Fuel savings for small fishing vessels and the Fisheries and Aquaculture Guidelines. FAO also continued its work on the Global Record of Fishing Vessels, Refrigerated Transport Vessels and Supply Vessels and, together with the International Maritime Organisation, has been involved in work on piracy.

21. FAO pursued three priorities on fish utilization and trade to: i) increase the uptake by countries of FAO's good practice; ii) assist countries to comply with international standards and

regulations on fish trade; and iii) increase developing countries' income from the trade in fish. Biennial targets for these priorities were met. It is in particular worth noting that between 2011 and 2012, fish trade from developing countries rose by USD 4.2 billion (6.1 percent) and their share in world fish exports rose from 52.9 to 53.5 percent.

### TRENDS AND EMERGING ISSUES

22. World food production must secure food and nutrition for a growing population, through increased production, reduced waste, efficient uses of resources and sustainable management of natural resources. This production increase must occur in a context where resources such as land and water are even scarcer in a more crowded world. Fisheries and aquaculture must address many of these difficult challenges, especially with rapidly expanding aquaculture production, which has developed in some parts of the world and for certain species at the expense of the natural environment or with high input requirements from overfished capture fisheries.

23. In 2012, fisheries and aquaculture production has continued to outpace world population growth, supplying 19.2 kg/per capita, essential micronutrients and some 17 percent of global animal proteins. Likewise, some 200 million direct and indirect employment opportunities were provided along the value chain from harvesting to distribution, providing the livelihoods of some 880 million people (12 percent of the global population) dependent on the sectors<sup>9</sup>.

24. A projection by IFPRI, the World Bank and FAO<sup>10</sup> estimates that the total fish supply will increase from 158 million tons in 2012 to 186 million tons in 2030. Aquaculture's share in the global supply will likely continue to expand to the point where capture fisheries and aquaculture will be contributing equal amounts by 2030. However, aquaculture is projected to supply around 62 percent of fish destined for human consumption by 2030.

25. But the current trends in fishing and aquaculture practices are not sustainable. The aquatic eco-system is under stress from over-exploitation, pollution, declining biodiversity, expansion of invasive species, climate change and ocean acidification. Some 29 percent of the fish stocks are over-exploited with an economic loss estimated at 50 million US dollars. Illegal, Unreported and Unregulated (IUU) fishing is estimated at 15 to 25 billion dollars/year. Fishing continues to be one of, if not the most hazardous occupation in the world, leading to over 24,000 deaths annually, mainly on board small fishing vessels. Disease outbreaks have cost the aquaculture industry tens of billions of dollars over the last 20 years. Natural disasters such as the recent typhoon Haiyan in the Philippines, cause massive loss of life, severe damages to the physical infrastructure of coastal states and leave thousands of people homeless.

26. The Rio+20 outcome document "*The Future We Want*" stresses the need to reverse these trends by utilising the vast potential wealth of oceans and wetlands wisely and reducing their vulnerability. Putting the uses of oceans and wetlands onto a sustainable path and adapting to climate change requires new responsible and sustainable approaches to reconcile growth and food security with conservation of the aquatic resources, and create an enabling environment for people employed in the sector to act not only as resource users but also as resource stewards. It calls for concerted and responsible actions across a wide range of actors and economic sectors.

### PRIORITIES FOR WORK IN 2014-17

27. The outcomes of Rio+20 have proven to be a strong catalyst for driving new efforts towards implementation of previous and new commitments. COFI agenda 4<sup>11</sup> has introduced global and regional processes that stem from Rio+20 and how FAO is collaborating with various international and regional organizations and mechanisms on these processes.

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<sup>9</sup> SOFIA, 2014

<sup>10</sup> Fish 2030

<sup>11</sup> COFI/2014/4/1

28. Agenda 4 introduces the Blue Growth Initiative (BGI) and underlines how the initiative can be a leading programme that reaches out to and supports these different Post Rio+20 processes. The Blue Growth/Blue Economy Concepts featured prominently during Rio+20 and its high profile Oceans Day. Since then, these concepts have been at the centre of international consultations, including the Asia Conference on Oceans, Food Security and Blue Growth (18–21 June 2013, Bali, Indonesia), the First Blue Economy Summit (19-20 January, Abu Dhabi, United Arab Emirates) and the Global Oceans Action Summit for Food Security and Blue Growth (22–25 April 2014, The Hague, Netherlands). It will be at the centre of the debate during the UN Conference on SIDS (1–4 September 2014, Apia, Samoa), some of which have championed the Blue Growth/Blue Economy concepts and the transformational changes they can bring into balancing growth and conservation in oceans.

29. FAO has launched the Blue Growth Initiative (BGI) to focus the Organization's work on fisheries and aquaculture in support of food security, poverty reduction and sustainable management of aquatic resources. Blue Growth is defined as sustainable growth and development emanating from economic activities in the oceans, waterways and coastal zones, that minimizes environmental degradation, biodiversity loss and unsustainable use of living aquatic resources, and maximizes economic and social benefits. The aim of FAO's Blue Growth Initiative is to promote the sustainable use and conservation of aquatic renewable resources, in an economically, socially and environmentally responsible manner, influenced by and contributing primarily to the achievement of FAO's Strategic Objective 2.

30. Through the Blue Growth Initiative, FAO's work on fisheries and aquaculture will also contribute to eradicating food insecurity, improving nutrition, reducing poverty of coastal and riparian communities and supporting sustainable management of aquatic resources. Thus it contributes to other Strategic Objectives in areas of work that improve the health and performance of the aquatic eco-systems and dependent communities, including animal health and bio-security (SO5), coastal zone management, mangrove restoration (SO2), food waste and food loss (SO4), social protection and decent livelihoods (SO3), nutrition (SO1), food safety (SO4), reduction of the impact of agriculture intensification on aquatic eco-systems (SO2) and preparedness of coastal communities for addressing natural disasters (SO5).

31. At the national level, several countries have adopted national strategies for Blue Growth/Blue Economy and are seeking FAO technical support in implementing these strategies. In addition, FAO plans to assist at least 3 countries per year to streamline the BGI concepts into their policies and strategies and develop implementation plans within the framework of the priorities identified by the Country Programming Framework CPF.

32. At the regional level, the BGI support the regional initiatives on aquaculture intensification and rice in Asia and the Pacific and the water scarcity initiative in the Near East.

33. Finally, at the global level, the BGI aligns with related initiatives of major organizations (such as UNEP, OECD, World Bank and the EU). These organizations have welcomed a collaboration with FAO on the Blue Growth/Blue Economy. Through this collaboration, FAO would provide knowledge products such as science-based fisheries information, facilitation for extension and advisory services, capacity-building for policy development and for the implementation of international instruments and good practices. Results will be channelled through national projects in selected countries to demonstrate their efficacy. Proven solutions would be scaled up for the benefits of further coastal communities and countries.

34. The BGI is built around 4 streams of FAO work in fisheries and aquaculture. The work addresses the main issues in the sector and is focussed on contributing to the outcomes and indicators in FAO's Strategic Framework.

- Capture Fisheries: The aim is to provide policy, technical and capacity-building support to Governments, regional fisheries bodies (RFBs) and industry to ensure that adequate institutional, scientific and legal framework is in place for introducing, supporting and enforcing fisheries management and good practices to combat IUU, reduce overcapacity, restore stocks and minimize the impact of fishing on the environment (SO1 and SO2).
- Global Aquaculture Advancement Partnership (GAAP): The aim here is to support an increase in global aquaculture production to meet the increased demand for fish as the world population grows. GAAP will contribute to this aim by providing technical and capacity-building support to Governments and farmers to develop national strategies for aquaculture development, disseminating and adopting better management and governance policies and best practices that increase productivity and reducing environmental and disease risk to stimulate investment (SO2, SO3, SO5).
- Livelihoods and food systems: Under this component, FAO aims to assist members and industry organizations to develop policies for value addition and trade promotion integrating economic performance, food security, sustainability, decent work and social protection. With the transition to more sustainable fisheries management, it will promote public/private partnerships that support investment in infrastructure, technology and practices to increase fisheries value addition and quality.
- Ecosystem Services: Under this component, FAO will contribute expertise to conduct and disseminate national and regional studies on carbon binding possibilities in sea grass beds, mangroves as defense for coastal erosion, storm and wave damage, fish-crop (rice, etc.) systems, seaweed cultivation, as well as other possibilities. The information will be used to assist communities to create income and livelihoods in coastal communities, reduce poverty, strengthen and improve social conditions (SO3 and SO4).

35. The BGI is well streamlined into the new Strategic Framework with cross-sectorial and cross departmental work. Through the BGI, the sector of fisheries and aquaculture will benefit from in-house expertise and programmes in other departments on how to reduce the impact of agriculture intensification on the aquatic environment, on social protection and decent livelihoods and on integrating ecosystem services as a mean of livelihoods for coastal communities.

36. The BGI lends itself to advocacy and resource mobilization. Taking advantage of the GEF Assembly (26–30 May 2014), FAO is working closely with the GEF Secretariat and other GEF Agencies on the initial stages of development of a Coastal Fisheries Programme aimed at supporting and improving coastal fisheries management. The Programme aligns with the coastal fisheries component of the BGI. It will be designed to support a range of interventions including ecosystem-based approaches, strengthening fisheries institutions, promoting market platforms, introducing or expanding the use of sustainable standards and other market access instruments through the supply chain and, as appropriate, exploring the scaling up of rights-based approaches. The Programme will be developed in fullest consultation with Governments, Inter-Governmental and non-Governmental, Industry and Civil Society Organizations and will be implemented through appropriate global, regional and national institutions and processes, as well as through private and public partnerships.

#### **SUGGESTED ACTIONS BY THE COMMITTEE**

37. The Technical Committees play a critical role in shaping the main challenges and priorities for the future, and in providing input for the formulation and implementation of the Medium-Term Plan 2014-2017 through guidance on the technical priorities for the work of the Organization in fisheries and aquaculture.

38. Accordingly, the Committee on Fisheries is invited to:

- (a) advise on the extent to which the main trends and challenges and proposed priorities identified in this document are consistent with the technical priorities within the mandate of COFI and in the context of FAO's Reviewed Strategic Framework; and

- (b) provide suggestions on technical specificities that should be incorporated in each one of the identified main challenges and proposed priorities, and which should be taken into account in implementing the Blue Growth Initiative.

## **Annex 1: FAO Results Framework – Main Components**

### **FAO's vision**

A world free of hunger and malnutrition where food and agriculture contributes to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner.

### **The three Global Goals of Members:**

- eradication of hunger, food insecurity and malnutrition, progressively ensuring a world in which people at all times have sufficient safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life;
- elimination of poverty and the driving forward of economic and social progress for all, with increased food production, enhanced rural development and sustainable livelihoods; and
- sustainable management and utilization of natural resources, including land, water, air, climate and genetic resources for the benefit of present and future generations.

### **Strategic Objectives**

- 1) Contribute to the eradication of hunger, food insecurity and malnutrition
- 2) Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner
- 3) Reduce rural poverty
- 4) Enable more inclusive and efficient agricultural and food systems at local, national and international levels
- 5) Increase the resilience of livelihoods to threats and crises

### **Additional objective**

Technical quality, knowledge and services

### **Cross-cutting themes**

- Gender
- Governance

### **Core Functions**

- 1) Facilitate and support countries in the development and implementation of normative and standard-setting instruments, such as international agreements, codes of conduct, technical standards and others
- 2) Assemble, analyze, monitor and improve access to data and information, in areas related to FAO's mandate
- 3) Facilitate, promote and support policy dialogue at global, regional and country levels
- 4) Advise and support capacity development at country and regional level to prepare, implement, monitor and evaluate evidence-based policies, investments and programmes
- 5) Advise and support activities that assemble, disseminate and improve the uptake of knowledge, technologies and good practices in the areas of FAO's mandate
- 6) Facilitate partnerships for food security and nutrition, agriculture and rural development, between governments, development partners, civil society and the private sector
- 7) Advocate and communicate at national, regional and global levels, in areas of FAO's mandate

### **Functional Objectives**

- Outreach
- Information Technology
- FAO Governance, oversight and direction
- Efficient and effective administration