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STRATEGY FOR FISHERIES MANAGEMENT AND DEVELOPMENT: PROGRESS REPORT

I. INTRODUCTION

A. The Mandate for Reporting Progress

1. The 1984 FAO World Fisheries Conference endorsed a Strategy for Fisheries Management and Development which set out, in a flexible and non-mandatory manner, the considerations which should be examined when seeking the best courses for the management and development of the fisheries sector. The Conference invited States and international organization to take into account these guidelines and principles when planning and executing steps to improve the contribution of fisheries to social, economic and nutritional goals.

2. In Resolution No. 3 adopted by the Conference, the Director-General of FAO was requested to provide the FAO Committee on Fisheries and the Organization's governing bodies with periodic reports on the progress achieved in implementing the Strategy and further encouraged States and international and regional organizations to collaborate with the Director-General in the preparation of such reports.

3. A preliminary progress report was accordingly submitted by the Director-General to the Seventeenth Session of the Committee on Fisheries in May 1987 and to the sessions of the FAO Council and Conference held later that year. Noting the encouraging progress made by many countries in promoting effectively the management and development of their fisheries, these bodies recommended that further progress reports should be prepared at four-yearly intervals, i.e., for presentation to every alternate session of the Committee on Fisheries.

4. The second progress report was submitted by the Director-General to the Nineteenth Session of the Committee on Fisheries in April 1991. The report dealt not only with the continued usefulness of the Strategy itself but also provided a brief consideration, as the end of the first decade since the adoption of the UN Convention on the Law of the Sea is approaching, of the expectations and experiences of States as they had sought to develop and manage their fisheries within the context of extended jurisdiction over fisheries.

B. Sources of Information

5. The Director-General transmitted in May 1990 a circular letter to the Ministers responsible for fisheries in all Member Nations of FAO and in those Non-Member Nations which attended the World Fisheries Conference requesting their collaboration and assistance in preparing a second progress report. The Director-General also requested the collaboration of the United Nations and United Nations bodies and specialized agencies, inter-governmental and non-governmental organizations. Guidelines were enclosed with the Director-General's letter to provide a standard but flexible format for national contributions (see Appendix A). As urged by the Committee at its Eighteenth Session, a number of developing countries were, at their request, provided with assistance by FAO in preparing their national reports.

6. The first progress report was based on the replies from 42 countries and 24 organizations including United Nations bodies and specialized agencies, while 54 countries and 21 organizations contributed to the second report. The European Economic Community reported on behalf of its member countries in respect of aspects of fisheries for which responsibilities had been transferred by Member States to the Community. The South Pacific Forum Fisheries Agency reported on behalf of its member countries in respect of the importance of fisheries in the economy of a majority of countries in the South Pacific.

7. It is noteworthy that, compared with the responses received to the initial 1986 enquiry (upon which the preliminary 1987 report was based), not only was there a small increase in the number of governments replying but also that the contributions received in 1990 were in general more substantial. As in 1986, many of the most comprehensive and thorough reports were, in fact, submitted by developing countries. In addition to, or in some cases instead of, special national reports, a number of countries provided copies of their current fisheries development plans and recent reviews of fisheries.

8. In addition to providing advice to a number of countries in the preparation of their national reports, the Organization undertook a series of studies on relevant issues. These studies included International Fisheries Research Needs for Developing Countries which was the result of the First Fisheries Development Donor Consultation held in Paris in 1986 and was coordinated by the World Bank, FAO, UNDP, the Commission of the European Communities on behalf of 17 donors; reviews of fisheries development plans in selected countries, the availability of socio-economic data needed for fisheries planning and fisheries management systems. The present report is based on the contributions from governments and organizations, together with other information available to FAO and observations made at meetings of FAO regional fishery bodies and other fora.

9. In the context, reference should be made to the Report of the Expert Consultation on the Marking of Fishing Vessels which had been adopted and implemented by many countries, and also to the established and operational Project for the Cooperative Use of Vessels for Fisheries Research, Development and Training. Reference should also be made to the work undertaken by the Organization in response to requests made upon it. Among these are expert consultations on the marking of fishing gear and on large-scale pelagic driftnet fishing, the establishment of the Fishery

Project Information System (FIPIS) and the outcomes of the second and third sessions of the COFI Sub-committee on Fish Trade.

II. PROGRESS IN IMPLEMENTING THE STRATEGY

A. Usefulness and Applicability of the Strategy

10. The text of the Strategy endorsed by the World Fisheries Conference covers a wide range of issues. It comprises guidelines and principles for consideration by governments and organizations relating to the following eight major elements of fisheries management and development:

- the contribution of fisheries to national economic, social and nutritional goals;
- improved national self-reliance in fisheries management and development;
- principles and practices for the rational management and optimum use of fish resources;
- the special role and needs of small-scale fisheries and rural fishing and fish-farming communities;
- international trade in fish and fishery products;
- investment in fisheries;
- economic and technical cooperation in the fisheries sector; and
- international cooperation in fisheries management and development.

11. The majority of the responding governments confirmed that the guidelines and principles contained in the Strategy had been, and still are, of value and use in helping to prepare or review plans and programmes for the fisheries sector.

12. Many countries observed that the Strategy had played an important role in directing changes in the fisheries sector and indicated that their current or proposed development plans for fisheries had been reformulated after the World Fisheries Conference in order to give effect, as appropriate, to guidelines in the Strategy (Ghana, Fiji, Nepal, Nigeria, Panama, Philippines, Portugal, Spain, Sri Lanka, Tanzania). Others (e.g. Ghana, Kenya, Seychelles) reported that the Strategy had been particularly helpful in guiding institutional reforms. In some cases (e.g. USA) the Strategy provided a new basis for the rational management and utilization of fish resources, leading to developing substantial amendments to the basic fisheries legislation concerning conservation and management.

13. Other countries (for example, Australia, Cuba, Cyprus, Finland, Italy) noted that, whilst the endorsement of the Strategy by the Conference did not bring about or necessitate any major changes in their policies for fisheries, the overall thrust of the Strategy affirmed the validity of their general objectives and plans. It was also noted by several countries (e.g. Germany, Netherlands, Sweden, the Union of Soviet Socialist Republics) that the Strategy provided a basic concept for its fisheries development cooperation policy.

14. A number of governments drew attention to the manner in which the World Fisheries Conference in general and the Strategy in particular had created a wider appreciation of the issues involved in fisheries management and development and had led to greater emphasis being placed upon fisheries in national economic and social development plans.

15. Whilst many respondents acknowledged the continued validity of the Strategy, some governments suggested that it would be even more valuable in helping to direct policies and programmes if it was updated or amplified in certain aspects. In this context, it was advised (e.g. Zaire) that the text of the Strategy should be further developed or elaborated in the light of countries' observations upon their practical experiences in applying the Strategy's principles. Some countries (e.g. Sweden) suggested that the text of the Strategy could be reinforced through greater emphasis upon environmental issues and the role of fisheries within the broad perspective of coastal development.

B. Review of Replies Received from Governments

1. Strategy Element I: The Contribution of Fisheries to National Economic, Social and Nutritional Goals

16. The important role of fisheries was underlined by many responding governments as supplier of food for domestic consumption, a source of foreign exchange earnings and a generator of employment and income. In some countries a high priority was accorded to fisheries within the national economy (e.g. the People's Republic of China), while in others plans for fisheries development were fully integrated into overall national economic plans (e.g. Cuba, Denmark, Fiji, Mexico, Paraguay and the USSR). From data provided in the supplementary statistical questionnaires, there was evidence of a very significant growth in the contribution of the fishery sector to the overall economy in a number of countries.

17. A number of governments reported that new policies and revised plans were being elaborated and implemented. This often necessitated substantial redeployment of fishing operations, involving extensive research and exploratory fishing (e.g. Poland, Japan). Some countries had created a specialized fisheries planning department or a national committee to prepare a fisheries development plan (e.g. Madagascar, Uganda) and others had undertaken a significant institutional reorganization of their fisheries administration (e.g. Burundi, Colombia). A new legal framework had been established for fisheries in some countries (e.g. Tanzania, Kenya).

18. A noteworthy feature was that some countries drew particular attention to the need to promote cooperation between government, industry and other institutions in the identification of key issues and the formulation and the implementation of relevant programmes (e.g. Canada, Japan, New Zealand, Paraguay, Philippines). In reporting such policy and structural changes, a number of respondents noted the encouragement being given in their implementation to private sector involvement (Cameroon, New Zealand, Sri Lanka).

19. Many governments, of both landlocked and coastal States, made special reference to the increased priority being accorded to aquaculture.

Aquaculture development is receiving growing attention as a means of increasing the contribution of fisheries to domestic food supplies.

20. Another aspect which has emerged in the reporting of countries of their fisheries policies is the recognition within them that fish can become an important part of the diets of malnourished children who need to get enough nutrients to grow and develop. In some developed countries, reflecting the growing concern among affluent societies regarding dietary problems, there has been a specific promotion of fish as a healthy food.

21. Whilst many countries noted the increasingly important contribution being made by fisheries to nutritional, economic and social targets, others advised that the potentials of the sector were still far from fulfilled. Reference was frequently made to the continued inadequacies of existing institutional frameworks, to the lack of project implementation capacities, to infrastructure weaknesses, to the scarcity of experienced, trained personnel and insufficient investment funds.

2. Strategy Element II: Improved Self-Reliance in Fisheries Management and Development

22. Many national progress reports strongly confirmed that further substantial improvements in self-reliance through training and the transfer of appropriate technologies and skills remain a key issue facing world fisheries. Almost without exception, governments heavily underlined the continued importance they attach to training and to the acquisition of improved technology.

23. Many developing countries stressed that the lack of sufficiently trained and well-experienced people was the major constraint upon the fisheries sector. Whilst appreciation was frequently expressed to the assistance being provided both nationally and regionally by FAO and other technical support agencies, many developing countries emphasized the need for further reinforcement of these efforts.

24. At the same time, there were many encouraging examples of very positive and often comprehensive steps being taken by developing countries, frequently in collaboration with partners from more favoured nations and from international and regional bodies, to tackle this key problem in a vigorous and ambitious manner. A number of such countries (e.g. Malaysia, Sierra Leone, Tanzania, Uganda and Zaire) described the action taken to establish or upgrade fisheries training institutions, encompassing a variety of skills and levels, including the promotion of in-service training systems and performance appraisals of staff allied with merit awards. A variety of training schemes initiated also include in-house rotation and self-teaching study courses (Barbados), training of women in relevant fisheries skills (Ghana, Nigeria, Sierra Leone), specially designed programmes for newcomers to the fishing industry (Gambia), education for fishermen on the environment and the fish resources (Jamaica).

25. Many developing countries (e.g. Burundi, Cameroon, Cuba, Iraq, Mauritius, Nigeria) reported the importance of overseas training through scholarships or study courses, for higher levels of fisheries staff and researchers, though dependency upon training in overseas institutions often involved the outflow of scarce foreign exchange. Most of the respondents from developed countries drew attention to the importance they

attached to training as a component of their development assistance programmes.

3. Strategy Element III: Principles and Practices for the Rational Management and Optimum Use of Fish Resources

26. The formulation, installation and implementation of fisheries management systems clearly remains a major preoccupation of the governments of both developed and developing countries. From the replies received and other information available, it is evident that considerable efforts have been made in recent years, with varying levels of success, to introduce new or revised management measures. For example, Canada referred to the criterion of economic efficiency and reviewed the system, operating in the Atlantic offshore demersal fishery since 1982, of quasi-property rights, i.e. enterprise allocations. A system was described by New Zealand where, after a period of open access which had led to over-capitalization, a mechanism of individual transferable quotas incorporating resource rentals was introduced in 1982 and is already demonstrating significant conservation benefits in several inshore fisheries. The USA provided information on the manner in which its fishery management plans were consistently amended to incorporate revisions in quotas, size limits and gear restrictions; it also noted how advisory guidelines for its national standards for fishery conservation and management were revised from time to time. Iceland introduced a new management system in 1991 which replaced controls over effort and permitted days of fishing with catch quotas assigned to individual fishing vessels. This will reduce fishing costs, improve product quality and ensure that a smaller, more efficient fleet is better matched to the resources. Spain established a Fish Producers Organization embracing both small-scale and industrial operations, to which special responsibilities have been given in respect of resource management and the regulation of landings and markets.

27. A large number of other respondents described in detail the management measures or new management structures and institutions which had been introduced or were under consideration. This included emphasis upon the better management and more efficient use of the resources rather than maximum output, as well as great reliance upon self-regulation of the artisanal fisheries through cooperatives and fishing communities (e.g. Sri Lanka).

28. Many responses stressed the difficulties being encountered in establishing effective systems for the monitoring, control and surveillance of fishing operations by both domestic and foreign fleets, i.e. of ensuring compliance with legislation and management measures (Barbados, Cameroon, Ghana, El Salvador). It was observed that very often the growth in fishery activities had not been matched by the government's capacity to introduce adequate control systems. Many developing countries clearly need and expect continued assistance, notably from FAO, in introducing cost-effective monitoring, control and surveillance systems, as well as management schemes.

29. The potential benefits arising from inter-country or sub-regional collaboration in management systems were frequently highlighted by respondents, especially those whose fisheries were on shared stocks, both inland and marine. In this context, the need and potentials for

collaborative regional research, and harmonized management measures with neighbouring countries, was emphasized.

30. It was observed by a number of countries that the introduction of management measures had been constrained by the lack of sufficient data and clearly defined fishing rights. The need for an adequate scientific basis such as stock assessment information for the formulation and implementation of management systems was noted. In this context, it was emphasized that the acquisition of appropriate data is a prerequisite for management. Norway has continuously striven to improve the methods to manage fishery resources through various research programmes. It was commonly understood that there has been a substantially increased demand for better stock assessment and to the need to identify clearly research priorities and objectives.

31. A growing concern was expressed by many countries (e.g. Barbados, Cuba, Cyprus, Egypt, Ghana, Kenya, Mauritius, USA) with regard to the effect of pollution and environmental degradation upon their fisheries and steps taken or envisaged by them to monitor and control environmental threats.

4. Strategy Element IV: The Special Role and Needs of Small-Scale Fisheries and Rural Fishing and Fish Farming Communities

32. There was widespread recognition of the important role often played by small-scale fisheries in providing food for domestic consumption and employment in disadvantaged areas and of the need to improve the welfare of marine and inland fishing communities. Almost all the responding governments made special reference to the priority given in the national fisheries development plans to the protection of small-scale fisheries and described steps being taken to improve not only their efficiency but also the socio-economic conditions of fishing communities. In several countries, special regulations had been enacted to protect artisanal fisheries from competition from industrial fisheries (Ghana, Japan, Spain). Protected areas have been reserved for small-scale activities in Colombia and Malaysia. A unique border agreement was established between two States to preserve traditional fisheries in a protected zone in which both nations have rights and obligations (the Torres Strait Treaty between Australia and Papua New Guinea).

33. The integration of plans for small-scale fisheries within overall programmes for rural development takes place in many countries; frequently, a feature of such plans is the promotion of fishing communities or rural fishing centres. In this context, the special role of fishermen's cooperatives was noted by many respondents (China, France, Iraq, Japan, Mauritius, Nigeria, Panama, Philippines, Turkey and USSR) to promote a participatory approach to development. Whilst not all experiences with cooperatives were positive, the importance of developing such organizations as a valuable means of channelling subsidies and other forms of financial assistance and for the provision of extension services, training and other services, was stressed.

34. Other respondents also noted the support being provided, in a variety of forms, for small-scale fisheries development: motorization schemes and the provision of tax-free or subsidized factors of production (Senegal); construction of coastal fishing centres (Cameroon); financial support for vessel construction and conversion (Spain); credit

infrastructures and training (Chile); grants and other incentives (Bahrain, Barbados); the creation of artisanal fisheries extension services (Colombia, Malaysia); the introduction of new legislation regarding property rights and cooperatives (USSR).

35. The special role of women and the need to encourage the involvement of young people in fisheries are two other aspects receiving particular attention in many countries. Special provisions were made for women in artisanal fisheries development programmes in a number of countries (Mexico, Nigeria, Sri Lanka, Togo). To confront the problems arising from a generally ageing population of fishermen and the difficulties of persuading young people to enter and adhere to fisheries, a number of countries have introduced special programmes to encourage the participation of young people in the fisheries (Nepal, Panama, Seychelles).

36. Notwithstanding the fact that many developing countries have taken various measures to assist the small-scale fisheries sector and rural fishing communities, governments continue to face serious problems as they seek to improve the incomes and welfare of small-scale fishermen. For example, this happened due to the suspension of subsidy schemes as a consequence of economic and financial difficulties (Nigeria). It was widely observed that constraints upon small-scale fisheries had arisen from inefficient fishing methods, high costs of inputs, poor marketing facilities, lack of foreign exchange for gears and equipment, unfavourable credit facilities and lack of access to simple credit, continued conflicts of interests with industrial operations and inadequate controls over fishing activities.

5. Strategy Element V: International Trade in Fish and Fishery Products

37. The increasingly important role of exports of fish and fishery products by developing countries was noted. The value of such trade more than doubled over the second half of the 1980s and now developing countries account for some 47 percent of the world total. The prime importance of higher levels of quality standards was emphasized by a large number of respondents; others referred to the continuing need for further reductions in trade barriers, both tariff and non-tariff, for greater diversification in product forms and improved access to market information and intelligence.

38. It was noted that there had been changes in the pattern of fish trade between developing countries over the past decade. It is worthy of note that there had been an increase in imports by Asian countries to nearly half of the volume of total developing country imports and the fall in imports by African and Latin American countries due to foreign exchange constraints and subsequent import controls.

39. Radical changes in the pattern and nature in trade of fishery products have been experienced by developed countries in recent years. While some countries have experienced an expansion of exports as a result of their increasing their catches within their EEZs (e.g. New Zealand, USA), others have experienced declining exports, as a result of loss of access to traditional fishing grounds (e.g. Poland), while in other cases their import/export ratio has deteriorated for other reasons (e.g. in Spain - the consequences of EEC membership).

6. Strategy Element VI: Investment in Fisheries Management and Development

40. The high priority which continues to be given to investment requirements was evident from the replies received from developing countries, particularly so far as their needs for the development of infrastructures, renewal or improvement of catching and land-based capacities and for EEZ exploitation are concerned. Whilst tribute was paid to the financial and technical assistance already provided by the international community, the resources being made available still fall far short of increasing needs.

41. A noteworthy feature of the comments received from governments regarding investment was the large number of cases where a policy was being pursued of encouraging private sector investment in fish production and marketing and of restricting government involvement in the sector to the provision of supporting infrastructures and basic services of a non-commercial nature. Some countries have sought the disengagement of the State and a vigorous control of public finance to promote private sector participation in fisheries (Senegal, Egypt, Gambia, Kenya, Mauritius, Malaysia, New Zealand, Nigeria, Pakistan, Turkey). The sound basis of such policies is that governments provide an institutional environment which stimulates private investment, through publicly funded research, training, extension and efficient administrative structures.

42. The Strategy endorsed at the 1984 World Fisheries Conference drew attention to the need for greater coordination and exchange of information between agencies, donors and financing institutions concerned with the fisheries sector. To this end, FAO was requested at a fishery development donor consultation held in 1986 to establish a register of focal points in donor agencies. Accordingly, a Fishery Project Information System (FIPIS) has been developed and is now operational, which collates, analyses and makes available to those concerned with external assistance to the fisheries in developing countries information on the number, size and nature of fisheries projects.

7. Strategy Elements VII and VIII: Economic and Technical Cooperation and International Cooperation in Fisheries Management and Development

43. Whilst the above aspects of fisheries management and development are the subject of two separate elements of the Strategy, most countries regard them as but two sides of the same coin. It would therefore seem appropriate, for the purpose of the present paper, to consolidate the review of the various aspects of international collaboration in one section.

44. There was widespread agreement among responding governments regarding the importance of economic and technical cooperation in fisheries. Many described the bilateral and other agreements they had negotiated and recognized the value of joint ventures and similar cooperative programmes for the promotion of fishery development, particularly in connection with the transfer of technology and the training of personnel. At the same time, the caution with which such arrangements should be approached was heavily underlined by a number of countries. The care should be taken to ensure "equitable balance" in joint ventures (Nigeria). Care has to be taken by countries considering entering into such arrangements because of the heavy capital investment often

required and the tendency of prospective joint-venture partners to include technologies unsuited to the capabilities of the recipient country (Seychelles).

45. It was also pointed out that notions as to the objectives, benefits and obligations of such agreements often differed and that, unless these matters were clarified at an early stage, serious disillusion might eventually arise. One country (New Zealand) reported that it would turn to a policy of encouraging charter operations instead of joint ventures with nations which had traditionally fished in its waters.

46. The ever increasing importance of inter-country collaboration in fisheries management was stressed, especially for harmonization of joint monitoring, control and surveillance systems, improving data collection systems and in joint processing and marketing mechanisms. In this context, both developing and developed countries referred to the benefits arising from their membership of FAO regional fishery bodies and other regional bodies and commissions (Cameroon, Sierra Leone, Sri Lanka). As potential benefits derived from inter-country collaboration, lower research costs arising from pooled resources and the comraderie of working together in areas of mutual interest and concern were mentioned. Many respondents referred to the further opportunities for such cooperation, especially between developing countries, in such matters as joint fishing enterprises, product development, resources research, intra-regional trade and, particularly, training and joint surveillance and fishing control systems.

47. Attention should also be drawn to the Resolution adopted by the UN General Assembly on 15 November 1990 regarding cooperation in fisheries in Africa. The Resolution, inter alia, requests relevant international organizations to contribute actively to the promotion of cooperation in fisheries in Africa, including the preparations and work for the Ministerial Conference, scheduled to take place in 1991, on Cooperation in Fisheries among African States bordering the Atlantic Ocean.

C. Review of Replies Received from Organizations

48. Conscious of the wide range of responsibilities and involvements of the varied international and regional organizations concerned with fisheries, the Director-General, in his letter seeking their cooperation in preparing the present report, simply invited comments upon the manner in which the recommendations of the Strategy had been found useful in elaborating and implementing their policies and programmes of assistance to the fisheries sector and upon the continued relevance of the Strategy's guidelines.

UN Bodies and Specialized Agencies

49. The United Nations Office for Ocean Affairs and the Law of the Sea reported that it considers the Strategy to be an integral part of the implementation process following the adoption of the UN Convention on the Law of the Sea.

50. The United Nations Development Programme confirmed that the general guidance provided by the Strategy continues to be a useful background to its operations; the Programme drew particular attention to the notable increase in its support to aquaculture since the World Fisheries

Conference. It also referred to its cooperation with FAO in promoting the improved and collaborative use of vessels for research, training and development.

51. The International Fund for Agriculture Development noted that in pursuance of its basic mandate it directs its support primarily to small-scale fisheries and artisanal fisheries communities, with growing emphasis upon aquaculture projects. The Fund's interest in traditional fisheries has been increasing and its policies and programmes have continued to be closely consistent with the spirit and recommendations of the Strategy. While the Fund considers that the general thrust of the Strategy remains relevant, it suggested that certain aspects may require new emphasis, notably greater support for fishermen's associations and cooperatives in the context of Structural Adjustment Programmes, greater recognition of socio-economic factors in organizational and marketing issues and the promotion of complementary actions by the public and private sectors. The Fund urged governments to review policies for small-scale fisheries and engage in policy dialogue with donors at various stages of project identification, planning and implementation. Finally, the Fund re-emphasized the growing need for international cooperation in fisheries management and development.

52. The World Food Programme, noting that that its involvement in fisheries was relatively small, sought the application of the Strategy's principles to its fishery projects through their technical scrutiny by FAO and made particular reference to a recent sectorial evaluation of fisheries projects assisted by the WFP in China. The WFP advised that it was working to strengthen its support for fisheries development and to increase the use of fish products in food aid programmes. It underlined that World Food Programme assistance ultimately depends upon the governments of developing countries giving higher priority to requests for help in fisheries development.

53. The International Maritime Organization drew attention to the steps it had taken, within the spirit of the Strategy, to facilitate the coordination of activities in fisheries, oceanography and related environmental matters, and, in particular, its concern for the adherence to safety standards applicable to fishermen and fishing vessels. The International Labour Organisation welcomed the emphasis placed in the Strategy upon the achievement of social goals and the enhancement of the artisanal fisheries sector, priorities which were fully reflected in the Organization's traditional work on labour issues, such as conditions of work, systems of remuneration and training. Both ILO and IMO drew attention to their collaboration with FAO, in the spirit of the Strategy, in fisheries training and certification.

54. The United Nations Industrial Development Organization reported that the principles and guidelines contained in the Strategy had been taken into consideration in its preparations for the First Consultation on Fisheries Industries which was held, in cooperation with FAO, in Poland in 1987. The United Nations Environment Programme similarly referred to its collaboration with FAO in matters of mutual interest, notably under the aegis of the Regional Seas Programme, in protecting fishery resources from pollution. The Intergovernmental Oceanographic Commission and the United Nations Educational, Scientific and Cultural Organization drew attention to the relevance of specific aspects of the Strategy to the surveys, studies and workshops being undertaken by the IOC in collaboration with

FAO and IOC's own programmes concerning training, education and mutual assistance in marine sciences. IOC, noting that the Strategy provides useful guidelines for cooperation in fisheries research, advised that its experiences in responding to the UN Convention on the Law of the Sea clearly show the need for greater emphasis upon the generation and development of human, physical and financial resources, for improved dialogue between different disciplines and increased cooperation on climatological and other global changes.

55. The World Meteorological Organization described its services in meteorological and climatological aspects of marine and inland fisheries. The World Health Organization observed that, while it had found the Strategy's guidelines to be useful, they might be strengthened through specific policy statements on ocean pollution and on the need to take greater account of human health hazards in aquaculture development projects and in the production of seafood commodities.

56. The General Agreement on Tariffs and Trade noted that those aspects of the Strategy relating to the liberalization of trade in fish products were reflected in the objectives of the Punta del Este Declaration and in particular the mandate for the Negotiating Group on National Resource-based Products whose recently adopted negotiating procedures should greatly enhance the prospects of progress in this area.

Inter-Governmental Organizations

57. The Commonwealth Secretariat advised that it intends, in the course of a special study of fisheries in the Commonwealth in 1991, to review the extent to which its member governments are using the Strategy.

58. The International Baltic Sea Fishery Commission confirmed that the Strategy and other recommendations of the World Fisheries Conference remain very pertinent to its mandate of promoting cooperation in the rational exploitation of the Baltic's fish resources. The International Whaling Commission advised that, although it did not take formal account of the Strategy, its contracting governments were individually well aware of the principles and guidelines contained therein.

59. The International Council for the Exploration of the Sea reported that it had viewed the Strategy mainly from the perspective of international cooperation in fisheries management and research.

60. The Organization for Economic Cooperation and Development stated that many of the issues underlined in the Strategy were at the basis of the work of the OECD Committee for Fisheries, particularly its activities concerning international fish trade and access to resources, economic assistance to the fishing industry and, increasingly, aquaculture.

61. The Asian Development Bank advised that in assisting developing countries' fisheries sectors it has focused on the implementation of the World Fisheries Conference recommendations and that in its current updating of the Bank's policies and programmes in fisheries, account is being taken of the Strategy principles. The Inter-American Development Bank reported that the Strategy has been found to be a useful tool for fisheries management and development.

62. The West African Economic Community described the activities it was undertaking, within the spirit of the World Fisheries Conference's strategy, to provide cooperation in fisheries training, in inter-country trade in fish and fishery products arising from artisanal fisheries and to create and finance a multinational, privately operated Community Fishing Company.

Non-Governmental Organizations

63. The International Association of Fish Meal Manufacturers expressed its satisfaction at such initiatives arising from the World Fisheries Conference as the establishment of the COFI Sub-Committee on Fish Trade and of GLOBEFISH and the steps taken by FAO to coordinate and develop aquaculture.

64. The International Federation of Plantation, Agricultural and Allied Workers reported that it regarded the Strategy as a positive step towards the alleviation of the problems affecting small-scale fisheries; the Federation felt, however, that even greater emphasis was required on encouraging a more participatory approach to the development of fishing communities. Particular attention was paid to a need for a balance between production and conservation of wild life and protection of the ecosystem. In this context, a wide support was expressed that a multi-species approach to fisheries management in most cases would be more suitable than a single-species oriented system, as the former was capable of maintaining the ecological balance in the oceans.

III. EXPERIENCES WITH EXTENDED NATIONAL JURISDICTION

65. Only a limited number of countries offered specific comments in response to the Director-General's request for observation on their experiences, whether positive or negative, in reacting to the opportunities and challenges arising from extended national jurisdiction over fisheries.

66. Of those which did provide comments on this important subject, many observed that new policies adopted in the light of the UNCLOS Convention had produced beneficial and positive results. Senegal, for example, reported that it had extended its national jurisdiction over some of the richest resources of fish in the world and that consequently fisheries now occupy an ever increasingly important place in the country's economic, social and nutritional plans. New Zealand noted it had sought to maximize national benefits from exploiting its resources while simultaneously respecting its obligations under international and domestic law in respect of these resources; as a result, its domestic harvesting capacity had continued to increase while allocations to foreign nations of surplus quota within the Total Allowable Catch had decreased. This had led to some tensions in bilateral fishing relations and a move away from traditional government-to-government formats regarding access towards relationships based primarily upon commercial arrangements between companies. New Zealand also expressed concern regarding access/trade linkages and was taking a strong stand against such arrangements in GATT negotiations.

67. Other countries (for example, Barbados, Iraq, Oman, Pakistan, Zaire) referred to positive aspects of their experiences under the new legal regime, including in some cases substantial increases in the incomes

of fishing communities, greater self sufficiency in fish supplies, higher foreign exchange earnings, enhanced national priority to the fisheries sector, greater benefits from regional and international cooperations, etc.

68. On the other hand, some countries advised that adverse effects had arisen from extensions of national jurisdiction. Ghana, for example, reported that as a result of the new legal regime its long-distance fleet had lost access to traditional fishing grounds. Poland also described the radical restructuring of its fishing operations which had become necessary through loss of access to distant water resources; as a result, following a spectacular growth in catches from 108 000 tons in 1968 to over 780 000 tons in 1980, a drastic decline in supplies had been suffered, with per caput consumption dropping by 30 percent. Sri Lanka noted that, because of the magnitude of the capital required, the lack of skills and experiences and inability to attract foreign participation in the fisheries, it had not yet been able to utilize effectively the resources of its EEZ. Spain reported that the new legal regime had had a negative effect upon its fisheries, particularly the problems which had arisen in respect of its fleets operating in the waters of other countries.

69. It is important also to note that a number of countries, including Jamaica, Kenya and Tanzania, have only recently taken the necessary legal or institutional steps to extend national jurisdiction or to put into place the policies or regulations required to exploit these newly acquired resources nationally or through negotiations with other countries. It should also be observed that other countries, capitalizing on fair initial experiences with extended national jurisdiction, are re-examining or revising policies or structures earlier introduced. Australia, for example, has issued a new fishery policy statement, setting out directions for fisheries management in the 1990s and addressing needs for structural adjustments and innovative management concepts and methods; elaborated in consultation with State governments, industry and scientists, it embraces many of the principles set out in the World Fisheries Conference's Strategy.

70. The USA noted that, although not a signatory to UNCLOS, it acts on major fisheries issues in a manner consistent with the provisions of the Convention; it advised that its policies in this respect are not so much responses to the "opportunities and challenges" arising from UNCLOS as they are directions arising from the USA's own lengthy experiences in fisheries management and development and from the Magnuson Fishery Conservation and Management Act.

IV. COMMENTS AND RECOMMENDATIONS OF THE NINETEENTH SESSION OF THE FAO COMMITTEE ON FISHERIES

71. The FAO Committee on Fisheries closely examined the second progress report at its Nineteenth Session in April 1991 and made the following comments and recommendations.

72. The Committee welcomed the report on the implementation of the Strategy which it regarded as most instructive and valuable information prepared in a frank and analytical manner. It noted the encouraging progress made by many countries in taking steps to promote effectively the management and development of their fisheries, although it was observed by a number of countries that the period following the 1984 World Fisheries

Conference had been one of extreme economic difficulty for them, causing governments' actions to fall short of what was needed. It was regretted that the assistance provided to developing countries had declined in real terms and adequate international assistance had not been forthcoming to meet their needs.

73. The Committee agreed that the Strategy continued to provide valid and useful guidance for the development of appropriate national fisheries policies and plans. It was further noted that the Strategy had provided a useful tool to both governments and international organizations as they sought individually and jointly to improve the contribution from fisheries to national social, economic and nutritional goals. The Committee affirmed that fisheries was an activity of increasing importance for food, social and economic progress.

74. Some delegations, while generally acclaiming the validity of the Strategy, suggested that its text should be modified to accommodate changing circumstances and trends, reinforced in particular with respect to environment and sustainability in fisheries, the role of fisheries within coastal area development and gender issues. However, the Committee again emphasized the flexible and non-mandatory nature of the Strategy.

75. The need for a balance between production, conservation of wild life and protection of the ecosystem was re-affirmed. In this context, support was expressed for a multi-species approach to fisheries management which, in most cases, is more suitable to the maintenance of the ecological balance in the oceans than a single-species oriented system.

76. Increased concern was expressed about the threats to fisheries arising from pollution and other forms of environmental degradation. In this connection, attention was drawn to the oil pollution in the Persian Gulf as an aftermath of the recent conflict in that region and assistance was called for from FAO and appropriate international organizations in the protection of the marine ecosystems.

77. Member Nations reaffirmed the vital importance of training and transfer of appropriate technologies so as to improve the self-reliance of developing countries in planning and implementing fisheries development and management programmes. Special attention was drawn to the critical need for better and more comprehensive biological and socio-economic data, and the strengthening of national capabilities in the assessment and management of fisheries resources. FAO's key role in providing training and advice was reaffirmed, particularly in planning, research and in the gathering, analysis and dissemination of statistics and other types of information.

78. With regard to international trade in fish and fishery products, attention was drawn to the need for the removal of tariff and non-tariff barriers which restrict the market for fish products.

79. It was noted that inshore and inland fisheries which make significant contributions to food supplies were frequently heavily exploited and needed support to protect and enhance the socio-economic well-being of artisanal fishing communities which are dependent upon them. The importance attached to aquaculture development was emphasized.

80. It was noted that the encouragement that is being given in support of private investment in joint ventures for industrial as well as artisanal fisheries should be continued and such involvement by the private sector be promoted.

81. Strong emphasis was placed upon international and regional collaboration with regard to the implementation of fisheries management and control measures. In this connection, the role of FAO regional fishery bodies, as well as non-FAO bodies was underlined, such as the South Pacific Forum Fisheries Agency (FFA), Organización Latinoamericana de Desarrollo Pesquero (OLDEPESCA), Association of Southeast Asian Nations (ASEAN) and the Ministerial Conference for Fisheries Cooperation among African States bordering the Atlantic Ocean.

82. Regarding the opportunities and challenges arising from extended national jurisdiction over fisheries, it was observed that for many countries new policies adopted in the light of the UN Conference on the Law of the Sea (UNCLOS) Convention had produced beneficial and positive results but had experienced a negative impact of the new legal regime on their fisheries. It was recognized that, overall, the United Nations Conference on the Law of the Sea and the World Fisheries Conference's Strategy continued to provide a valid and useful guidance for the development of appropriate national fisheries policy and plans. Nevertheless, it was underscored that certain areas, such as environment and sustainability in fisheries, appropriate fishery management systems, removal of trade barriers and increasing national research capacity, required more emphasis.

83. The Committee concluded that the implementation of the Strategy has been satisfactory and successful. It acknowledged that the principles and guidelines contained in the Strategy were found to be pertinent and relevant in the design and implementation of fisheries management and development programmes. The member countries renewed their commitments to continue to promote their fisheries development policies and plans on the basis of the Strategy.

84. The Committee recommended that FAO should prepare a special publication summarizing all national reports and debates and highlighting the benefits derived, as well as the proposals for a more rapid and streamlined implementation of the Strategy particularly in developing countries. It was noted that such information would also be included in the Special Chapter of the 1992 edition of the State of Food and Agriculture.

V. COMMENTS BY THE FAO COUNCIL

85. The FAO Council, at its Ninety-ninth Session, 10-21 June 1991, reviewed the report of the above session of the FAO Committee on Fisheries and noted with satisfaction that considerable progress had been achieved in implementing the 1984 FAO World Fisheries Conference's Strategy for Fisheries Management and Development.

86. The Council was informed that member countries had renewed their commitments to continue to promote their national fisheries development policies and plans on the basis of the Strategy, the principles and guidelines of which were found to be still pertinent and relevant. It reiterated the importance it attached to training and transfer of

knowledge, skills and technology in order to assist developing countries to achieve self-reliance in the management and sustainable development of their fisheries.

87. While confirming the continued validity of the Strategy, the Council considered that environment and sustainability in fisheries, appropriate management systems, removal of trade barriers and strengthening of national research capacity would require increased emphasis. In this respect, it endorsed the Committee's recommendation that FAO should prepare a special publication summarizing all national reports and relevant debates, and highlighting the benefits derived from, as well as proposals for a more rapid and efficient implementation of the Strategy, particularly by developing member countries.

VI. CONCLUSIONS AND SUGGESTED ACTION BY THE CONFERENCE

88. Experience in world fisheries over the last seven years have amply demonstrated that the 1984 FAO World Conference on Fisheries Management and Development has already had a major impact upon the fisheries sector, in particular through the greater awareness it has created of the place and potential of fisheries in the overall economy and of their current and prospective roles in increasing food supplies on a sustainable basis. It has also helped to promote and guide national and international efforts to manage the world's fish resources more effectively, to develop aquaculture and aquaculture-based fisheries and to derive greater benefits from the catch once landed.

89. The Strategy endorsed by the Conference is clearly being found by both governments and organizations to be a valuable point of reference for endeavours to improve the contribution of fisheries to economic, social and nutritional goals. It provides a sound and integrated basis for FAO and other technical assistance and financial agencies to aid and advise countries as they seek to enhance their own capacities for fisheries management and development.

90. In the light of changing circumstances and different social and economic situations that have emerged since the World Conference, there was a general agreement that the Strategy should be flexibly applied to address issues requiring greater focus.

91. The Conference is invited to review this report on the implementation of the Strategy and to offer guidance and comments regarding future courses of action required to promote the management and sustainable development of fisheries.

APPENDIX A

10 MAY 1990

G/FI-14

Sir,

I have the honour to refer to the FAO World Conference on Fisheries Management and Development, held in Rome from 27 June to 6 July 1984, and to the Strategy for Fisheries Management and Development it endorsed.

The Conference requested me to provide the FAO Committee on Fisheries and the Organization's Governing Bodies with periodic reports on the progress achieved in implementing the Strategy, and encouraged States, international and regional organizations to collaborate with FAO in the preparation of such reports.

A preliminary progress report was presented to the Committee on Fisheries at its Seventeenth Session in May 1987 and to the Sessions of the FAO Council and Conference held later that year. In reviewing the report, these bodies agreed that the Strategy was clearly providing valuable guidance to both governments and international organizations as they seek individually and jointly to improve the contribution of fisheries to the fulfilment of national social, economic and nutritional goals. They recommended that a further assessment of progress achieved in implementing the Strategy should be presented to the Nineteenth Session of the Committee on Fisheries, scheduled for the spring of 1991.

Your kind cooperation and assistance in preparing this second report would be greatly appreciated.

The FAO Conference, at its Twenty-fourth Session in November 1987, agreed that future evaluations of the value and relevance of the Strategy might usefully be combined with overviews of the overall state and prospects of the world's fisheries. I therefore propose that the second report should deal not only with the continued utility of the Strategy itself but also critically examine the expectations and experiences of countries as they have sought to develop and manage their fisheries within the context of the UN Convention on the Law of the Sea adopted nearly ten years ago.

I would warmly welcome your observations upon the manner in which the Strategy for Fisheries Management and Development has continued to be useful when identifying policies and formulating programmes for the fisheries sector. I would also be pleased to receive comments you might wish to make upon the experiences encountered by your Government in responding to the opportunities and challenges created by extended national jurisdiction over fisheries.

To assist you in your contribution to this second progress report, we have again prepared simple and flexible standard guidelines for national

... reports on the implementation of the Strategy (see attached Appendix). Any other information you might consider valuable and relevant to the preparation of this evaluation would be highly valued.

... It would be appreciated if your contribution could be sent to FAO not later than 1 September 1990. For your ease of reference, I enclose a copy of the text of the Strategy.

Accept, Sir, the assurance of my highest consideration.

(Dean K. Crowther)
for
Edouard Saouma
Director-General

Second progress report on progress achieved in implementing the Strategy
endorsed by the 1984 FAO World Fisheries Conference

GUIDELINES FOR NATIONAL REPORTS

The 1984 FAO World Conference on Fisheries Management and Development recognized that, as a result of the fundamental changes which had occurred in world fisheries, in particular as a result of the adoption of the 1982 United Nations Convention on the Law of the Sea and in the preceding and subsequent jurisdictional practices of States, national and international objectives, strategies and policies for fisheries management and development were in the process of re-examination and adjustment.

To assist States in re-defining their policies and programmes for fisheries, not only on marine and inland waters but also in aquaculture, the World Fisheries Conference endorsed a Strategy for Fisheries Management and Development which consisted of guidelines and principles to be taken into account when planning and executing steps to improve the contributions of fisheries to social, economic and nutritional goals. While non-mandatory and recognizing fully national sovereignty, the Strategy represents the distillation of experiences encountered, the considerations to be taken into account and the types of activity that might be fostered when seeking the best courses for the management and development of the fisheries sector.

Governments are now invited to offer comments, as national contributions to the second progress report to be prepared by FAO, upon

- (a) the manner in which the recommendations contained in the Strategy have been found pertinent and of value in reviewing or revising policies and programmes for the fisheries sector, with references to any special institutional initiatives or reforms taken in response to the Strategy;
- (b) the extent to which the specific guidelines and principles set out in the Strategy remain valid and relevant or need adjustment, amplification or amendment; and
- (c) upon their experiences, whether positive or negative, as they have sought over the last decade to respond to the opportunities and challenges arising from the new legal regime of the oceans and to increase the benefits to be obtained from aquaculture development.

Governments may also wish to make specific observations upon the following issues and points, which are based upon the eight major Elements of the text of the Strategy. Comments would be particularly welcome upon experiences and events during the last four years, i.e. since the preparation of the first progress report.

1. The contribution of fisheries to national economic, social and nutritional goals

Respondents are invited particularly to review expectations held and realities encountered in confronting the practical problems arising from extended national jurisdiction over fisheries, in particular those relating to the development of national fisheries in substitution for those previous undertaken by foreign long-distance operations. Observations might be offered on the anticipated and achieved increases in the contribution of fisheries to national objectives under the new legal regime of the oceans, on planning mechanisms established or adapted, government intervention and support being provided. Reference might also be made as to whether the outcomes of the World Fisheries Conference have led to the allocation, within overall national economic development plans, of a higher priority to the fisheries sector.

2. Improved national self-reliance in fisheries management and development

This section might examine the steps taken, and further needs, to acquire the information, skills and technologies, through applied research on fishery resources and socio-economic issues, required for fisheries management and development. Reference might further be made to national training programmes, participation by relevant staff in regional and/or international training programmes and to further perceived needs for training in various disciplines in fisheries, whether in marine or inland waters or in aquaculture.

3. The rational management and optimum use of fish resources

Observations are sought regarding management and control systems introduced, access agreements concluded, and joint management arrangements agreed with other countries concerning stock occurring within the exclusive economic zones of two or more coastal states or both within exclusive economic zones and in the areas beyond and adjacent. Respondents may also wish to comment upon the extent to which such regulatory schemes are successfully contributing to the objective of rational management. Noting the serious problems encountered by many countries which contributed to the first Progress Report in ensuring adherence to management measures, respondents may wish to review their experiences in designing and implementing systems for the monitoring, control and surveillance of fishing operations, by both foreign and domestic fleets, and indicate their needs for further assistance and advice in this respect. Reference might also be made to research facilities created and research programmes undertaken or planned. Observations would be further welcomed upon the impact of environmental issues upon the fisheries sector.

4. The special role of small-scale fisheries

This section might review the problems encountered in the development of small-scale fisheries and rural fishing communities, for example the resolution of conflicts between artisanal and industrial operations. Particular mention might be made of experiences with projects and programmes based on the integrated approach to small-scale fisheries development; reference might here be made, for example, to social,

environmental, health and hygiene programmes introduced to promote the welfare of small-scale fishing communities. Correspondents may also wish to comment upon steps taken to foster the special roles of women and youth in the development of small-scale fisheries.

5. International trade in fish and fishery products

In this section comments are invited on the progress made and problems still encountered in promoting the country's international trade in fish and fishery products. Reference might be made, for example, to steps taken to improve quality standards, to cooperative arrangements in fish marketing, the success or otherwise of bilateral or multilateral initiatives to reduce both tariff and non-tariff barriers to trade.

6. Investment in fisheries

This section might examine the country's recent experience in marshalling and deploying the financial resources required, from both internal (public and private) and external sources, for fisheries management and development. Observations might be made, for example, on any notable recent changes in the policies of donor agencies and financing institutions regarding the needs of the fisheries sector and upon national capacities to appraise investment opportunities and to prepare and implement investment projects.

7. Economic and technical cooperation in fisheries

In this section comments are invited upon experiences with cooperative arrangements agreed (including joint ventures), with both developing and developed countries, to acquire or exchange knowledge, foster joint efforts to promote fisheries development and management or encourage collaborative research activities.

8. International collaboration in fisheries

Observations would here be welcomed regarding recent national experiences with mechanisms for international collaboration in fisheries management and development. They might include comments upon the benefits gained through such inter-country cooperation as Regional Fishery Bodies and suggestions as to how such collaborative mechanisms might be made more effective.