



The Human Dimension of Fisheries Adjustment: An Overview of Key Issues and Policy Challenges

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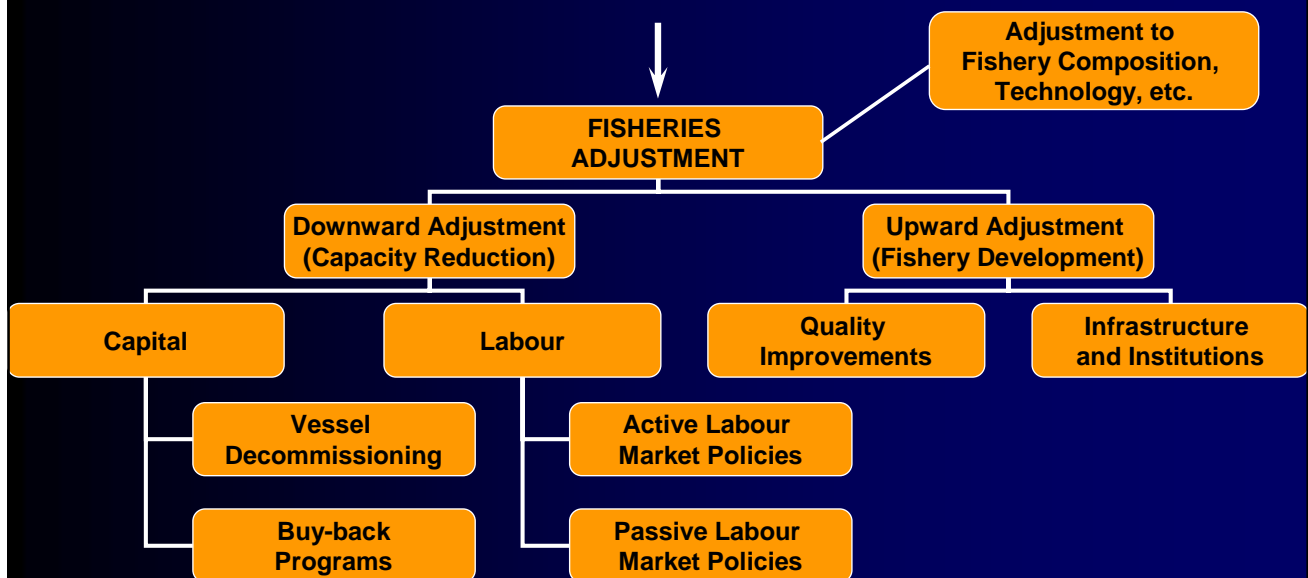
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Outline

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Fisheries Adjustment: Introduction



Key Elements (1)

The Fishery and Beyond the Fishery

- Need to link the fishery into broader societal objectives
 - regional development, employment, labour markets

Sustainable Development Considerations

- ecological, social, economic, community and institutional sustainability
- When the focus is on ecological and economic aspects, must ensure that other aspects – social and community sustainability – are not neglected



Key Elements (2)

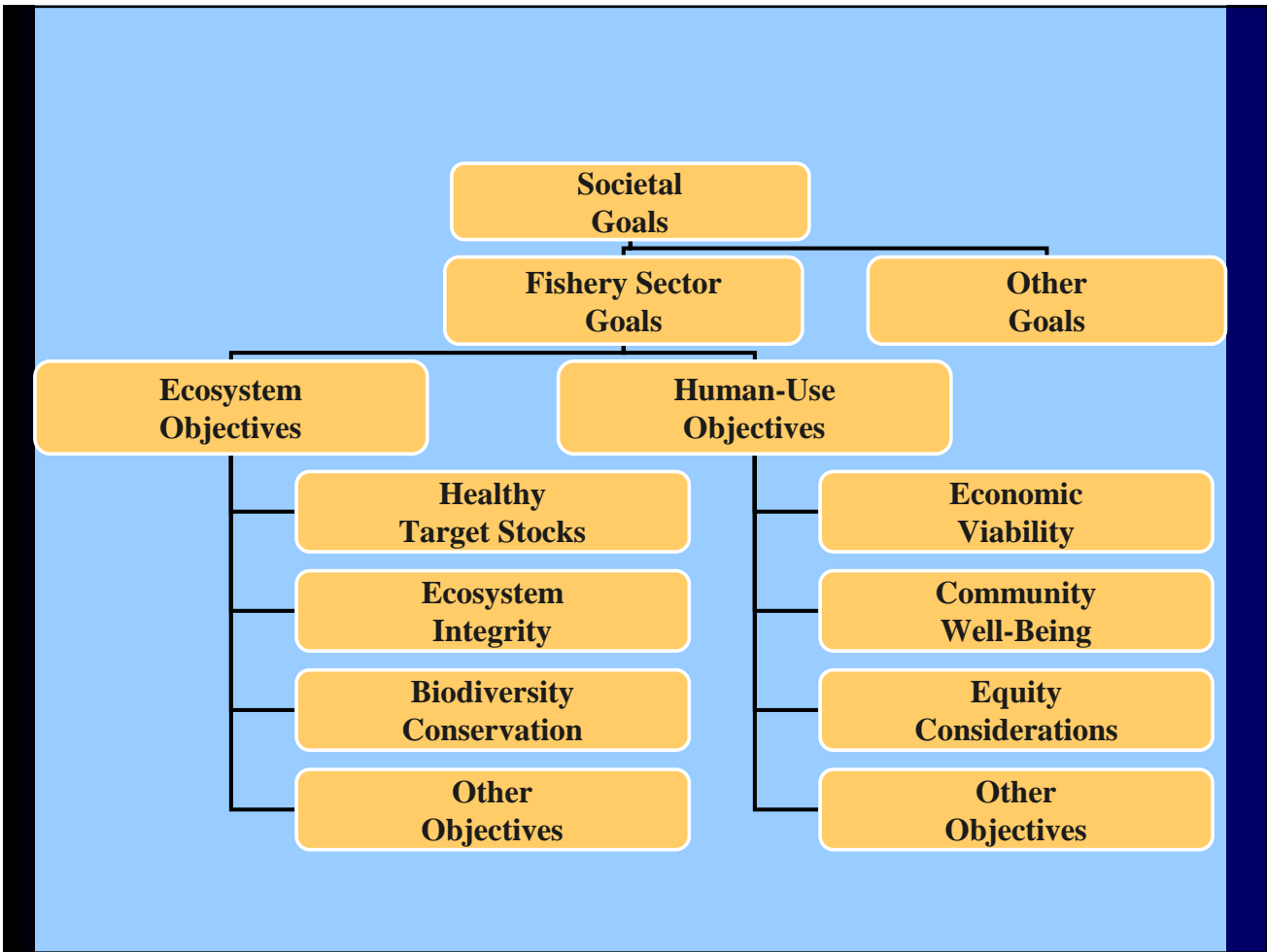
Fishery Labour Markets

- Internal aspects of markets, e.g. system of remuneration to pay crew
- External labour-oriented interactions between fishery, other sectors
- Labour dynamics:
 - between occupations (reflecting *occupational mobility*)
 - between locations (involving *geographical mobility*)



Societal and Fishery Objectives

- Fisheries adjustment... a policy tool, not an objective of policy
- Must ensure the 'pain' is worth the 'gain' to meet societal objectives
- Fisheries are **multi**-objective... 'objectives-based' decision making
 - Need to know all the societal objectives, and to have the analysis that is needed to predict the impacts of fisheries adjustment
 - whether an action such as capacity reduction is desirable or not requires assessing all consequences, relative to societal objectives
- *Strategic* objectives (societal) vs. *operational* objectives
- *Efficiency* in policy implementation
 - greatest (multi-criteria) benefits with least cost, in long-term view



Ingredients of Fisheries Adjustment (1)

- Choices about the future shape of the fishery
- Short-term and long-term measures
- Forms of adjustment - Dolan et al. (2005):
 1. *physical restructuring*: human-induced change in physical structure
 2. *biological restructuring*: human-induced change in species, biodiversity
 3. *industrial restructuring*: changes in industry or employment structure
 4. *social restructuring*: urbanization, demographics, generation change, etc
 5. *institutional restructuring*: change in government policies & programs

The latter implies adjustment to fishery management, to improve the fit with societal policies (e.g., employment, regional development)

Ingredients of Fisheries Adjustment (2)

Tools of Fisheries Adjustment:

- Buy-back and Decommissioning Schemes
- Labour Market Adjustments
 1. Active labour market policies
 - individual fisher scale
 - community or regional level
 2. Passive labour market policies
 - Policy measures, incentive structures

Interaction with Elements of the Fishery:

- Post-Harvest
- Fishing Households
- Fishing Communities
- Gender Considerations, Women
- Technological change



Human Impacts of Adjustment: (1) An Analytical Framework

Factors for Consideration

- Social Cohesion
- Community Integrity
- Food Security
- Livelihood Security
- Human Health
- Environmental Health
- Equity / Distribution

Scale/Component

- Fisher
- Household
- Community
- Region
- Society
- Post-Harvest
- Ecosystem

Human Impacts of Adjustment:

(2) Fishing Community Considerations

Demographic:

- community population
- population trends
- levels of migration
- age and gender structure
- education levels

Socio-cultural:

- identified community objectives
- religious stratification
- gender roles
- social stratification, power structure
- level of social cohesion
- local traditions and norms

Environmental:

- availability/ condition of fish stocks
- quality of aquatic and coastal habitat
- oceanographic/env'l conditions

Economic:

- income levels and distribution
- wealth levels and distribution
- degree of dependence on the fishery
- degree of fishing-related activity
- diversity in livelihood opportunities
- household economic structure
- types and location of markets

Institutional:

- pattern of community organisation
- local resource management
- resource ownership, tenure
- level of community infrastructure
- regulatory and enforcement methods
- traditional ecological knowledge
- involvement of women
- interaction with government

Human Impacts of Adjustment:

(3) Potential Individual and Community Impacts

- Effects of one-time windfall payments to individuals
- Loss of individual sense of identity and exclusion from community
- Loss of 'critical mass', consequent decay in fishing communities
- Inequities in fisheries adjustment
- Health impacts
- Also: Large-scale, dispersed societal impacts, incurred more broadly



Challenges in Implementing Adjustment

- Lack of clear decision making on the desired future of the fishery
- Easy entry *versus* barriers to exit
- Lack of alternative economic opportunities
- Lack of labour mobility
- Non-transferable skills / Aging work force / Poor re-training
- Lack of coherence between fishery policy and other policy
- Lack of integration of fisheries & regional/community development



Policy Approaches:

(1) Capacity Reduction

- Capacity reduction: not a societal objective, but a policy tool
- Need integrated analysis and objectives-based policy
- Over-capacity: When is it a problem? When is it not?
- Potential impacts: economic, social, manageability, conservation
- Over-capacity itself is typically not the real problem...
 - the problem lies in its combination with poor fishery management
...the inability to control effort, resist political pressure, and keep excess capacity from shifting to other fisheries
- “Anything we can do to reduce over-capacity is worthwhile”
 - This is simply wrong – mis-guided efforts can lead to disaster
 - So when is capacity reduction worthwhile and when is it not?
 - Capacity reduction must be **coherent** with non-fishery policy

Policy Approaches: (2) Economic Diversification

- Fisheries adjustment is oft-critiqued for its failure to address the key issue of a lack of economic alternatives beyond the fishery sector
- “Management programmes fail to deal adequately with fishermen who are displaced” – noted 25 years ago by economist Ian Smith!
- Three levels of diversification:
 - Encouragement for multi-species fisheries
 - Encouraging multiple sources of livelihood for fishers
 - Diversification of the economy
- Some approaches to economic diversification:
 - Indigenously-created employment alternatives
 - Overcoming ‘macro’ constraints on local development
 - Institutional arrangements for effective local governance

Policy Approaches:

(3) Social & Community Mechanisms

- Social factors impact on adjustment...
 - as ‘driving forces’ for change
 - as constraints on change
 - as supporting vehicles of change
 - as direct instruments of change.
- Subsidiarity and local initiatives...
 - creative alternatives at the local level
 - community-based management
 - labour pooling, fishing cooperatives
 - social forces and moral pressure



Policy Approaches:

(4) Rights-Based & Integrated Management

Rights-based systems

- objectives-based approaches to rights
 - social, cultural and institutional impacts
 - e.g., impact on community well-being
 - equity and distributional issues
 - could local-level “community rights” balance benefits of rights systems with minimizing negative human impacts?
- Integrated ocean and coastal management
 - Devolution, community-based management



Fisheries and the Bigger Picture

