

Sustainable and Institutional Reform for Sustainable Rural Development

EDI/RDV Core Course

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Subsector presentation on Fisheries

CONTEXT

Characterization of the subsector, I

- Some comparisons with agriculture
 - Fish is, more or less, migratory
 - Position of middlemen/rural finance
 - Gender aspects
 - The production unit, local institutions
 - Extension services
 - High level of agency involvement & low level of interagency coordination

Characterization of the subsector, II

- Increase in demand
 - Population growth
 - Income growth
 - Urbanization

Characterization of the subsector, III

- Transformation of the subsector
 - Increase in recruitment (new recruitment)
 - Private sector on the increase
 - Aquaculture fisheries (culture) growing, while trad. fisheries (capture) leveling of
 - Civil society on the increase

Characterization of the subsector, IV

- Expansion of international trade
 - A result of international demand
 - Connected with increase in aquaculture
 - Exotic species
- Changes in national policies
 - Changing role of the state, financial constraints, intl. competitiveness, concern with sust. & conservation

OVERALL GOALS

- Poverty alleviation
- Food security
- Sust. natural resource management
- Increase in contribution of aquatic resources to poverty alleviation
- Employment generation
- Environmental conservation

DEFINITION OF THE PROBLEM

General problem

- Goods and services are not being provided in a ways that are
 - Accountable
 - Efficient
 - Equitable
 - Sustainable

Specific problems, I

- Nature of the good and service
 - Low excludability
 - High rivalry
 - The subsector is networked
 - Assymmetric information problems
- Lack of relevance
- Lack of coverage

Specific problems, II

- Problems with sustainability
- Lack of accountability

Examples of problems

- Overcapitalization
- Destruction of the resource base
- Pollution

DIAGNOSIS OF THE PROBLEM

Common pool good

- Given the facts of low excludability and high rivalry, the good is a typical common pool good, which requires a collective approach
- However, the typical institutional arrangement is a hierarchy
 - Coordination by command and control
 - Authority moving downwards through layers

Existing actors and trends

- Mostly public sector
- Emerging trends
 - Private sector
 - Civil society
 - Modern sphere: NGOs
 - Trad. sphere
 - Hybrids

ELEMENTS OF A NEW PARADIGM

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- Areas for change
 - Change people
 - Change the rules of the game
- A shared vision ?
- Guiding principles ?
- Collective action
 - Coordination by common interest
 - A group of people acting together, pursuing a common interest

PRIORITY ISSUES FOR GOVERNMENT ACTION

Preconditions

- These are (largely) outside the governments' control, but not their responsibility
 - Political stability, continuity
 - International action on relevant issues
 - Regional dialogue on relevant issues
 - Increase in governance

A wish list

- Make decisions on comp. advantages of relevant agencies (specifically DOF)
- Review relations between rel. public agencies
- Shed what can be better performed by others
- Increase interagency cooperation
- Review position of NGOs in overall framework of society and politics

**EXAMPLE: FISHERIES
SUBSECTOR IN
BANGLADESH**

Content

- The initial situation
 - Period: 1960s - 1970s
- The Reform Process
 - Period: 1980s - 1990s
- The outcome
- Lessons learned

The initial situation

BANGLADESH: THE INITIAL SITUATION

Public sector actors, I

- Ministry of Fisheries and Livestock
 - Overall resp. for dev. of the subsector
- Dept. of Fisheries (DOF)
 - Natl. fisheries mgt., law enforcement, development, extension, training, quality control, conservation, policy advice & information collection

Public sector actors, II

- Bangladesh Fisheries Dev. Corporation
 - Autonomous body, development of marine fisheries, marketing and processing
- Fisheries Research Institute
 - National fisheries research on riverine fisheries, marine fisheries, and aquaculture
- Min. of Land
 - Adm. and leasing of water bodies (> 20 acres)

Public sector actors, III

- Upazilla Parishads
 - Adm. of water bodies for fisheries and extension (>20 acres)
- Min. of Irrigation, Flood Control and Water Development
 - Assessment of impact on fisheries from projects rel. to irrigation, flood control, and water development

Public sector actors, IV

- Min. of Local Gov., Rural Dev. And Cooperatives
 - Incl. of fisheries components in rural dev. projects, dev. of fisheries cooperatives, and collection of revenue for small water bodies (< 20 acres)
- Min. of Industry
 - Licensing of fish processing plants and trawlers for marine fisheries

Public sector actors, V

- Min. of Commerce
 - Export of frozen seafood
- Min. of Shipping
 - Registration of fishing boats
- Min. of Education
 - Control of fisheries-related education and research

Public sector actors, VI

- Min. of Finance
 - Budget and adm. of externally funded projects
- Forestry Dept.
 - Mgt. of fisheries in Reserved Forests
- Nationalized banks
 - Provision of credit
- Planning Commission
 - Planning, as part of overall national planning

Private sector actors

- Fishermen
- Fish traders
- Hatchery and nursery operators
- Fish seed traders
- Operators of fish ponds

NGO sector actors

- A small number of NGOs are active
- No/little collaboration between NGOs
- A variety of mgt. approaches being tried out
- Little emphasis on learning
- No/little collaboration with DOF

Dept. of Fisheries (DOF), I

- Fundamental underlying conditions
 - Lack of clear mandate
 - Structural weaknesses
 - Managerial constraints
 - Insufficiently trained staff
- Lack of clear mandate
 - Allows DOR to continue activities that are no longer required from the public sector

Dept. of Fisheries (DOF), II

- Structural weaknesses
 - Dichotomy between revenue and dev. activities creates two discrete establishments with limited interaction
 - Diffuse and incomplete organization
 - Complex chain of command

Dept. of Fisheries (DOF), III

- Managerial constraints
 - Linked to the diffuse structure and weak personnel mgt.
 - Lead to lack of delegation, monitoring and evaluation, and problems in procurement
- Insufficiently trained staff
 - Very few staff with skills in production, planning, economics, social sciences, mgt., finance and accounting

Dept. of Fisheries (DOF), IV

- The mgt. approach, based in fisheries biology, giving sole emphasis to the prod. aspect, and under the prevailing regulatory system, had two implications:
 - Local and regional elites made enormous profits from inland floodplain fisheries
 - Local fishing pop. were impoverished due to overfishing and loss of access

Dept. of Fisheries (DOF), V

- The situation was not satisfactory because new problems remained unaddressed:
 - No equity
 - No environmental and social sustainability\
 - No accountability

Dept. of Fisheries (DOF), VI

THE REFORM SITUATION

The process, I

- No clearly defined, public and agreed-upon process
- It emerged, gradually, driven by actors external to DOF, and indeed to the public sector

The process, II

- Driven by recognition, by different actors, of a set of problems that gradually “found” each other, thus gradually challenging a compartmentalization in the sector
- Key actors include:
 - A political party that, in a populist manner, focused on the problem with the existing fishery regulatory regime, local./intl. scientific community, NGOs, intl. donor community

THE OUTCOME

- The process of institutional reform is unfolding
- Key achievements:
 - Policy that mandates licensing instead of leasing
 - New revenue collection system
 - Production of fingerlings by private sector

THE OUTCOME

- NGOs have an informal, but legitimate, responsibility for local-level organizing
- Organization of fishermen in occupationally based groups
- Possible future development:
 - Elements of overall property rights institution emerging

LESSONS LEARNED

- Inst. reform is achieved in an informal, incremental, sustainable and evolutionary way
- The inst. reform emphasizes increased interaction between public sector, private sector and civil society
- The inst. reform has to some extent bypassed DOF in creating alt. mgt. and service delivery structures