

**Integrating Fisheries into the National Development Plans of Small Island  
Developing States (SIDS): Ten Years on From Barbados**

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**\*\* An Amended version of this paper will be published in the UN Journal**

***Natural Resources Forum* in early 2005.**

**Abstract:** The development and effective introduction of strategies designed to ensure the ecologically and economically sustainable utilisation of coastal and marine resources is perhaps the major challenge for Small Island Developing States (SIDS). In response, the 1994 Barbados Programme of Action (BPoA) called upon the SIDS to implement appropriate coastal and marine strategies and, crucially, ensure such strategies were integrated into national sustainable development plans (NDPs). This article examines the extent to which contemporary NDPs and donor support programmes have presently incorporated the fisheries sector – arguably the most important coastal/marine resource for many SIDS – into such documents. Applying an assessment methodology originally developed to identify levels of environmental mainstreaming within World Bank Country Assistance Strategies to NDPs and donor support programmes, we are able to identify those SIDS who have most effectively integrated the fisheries sector into such documents. Comparison with data indicating the importance of the sector to the national economy (in terms of generating foreign exchange, employment generation and/or supporting domestic protein consumption levels) enables us pinpoint those countries with substantive fisheries sectors, but a correspondingly lower than expected degree of sectoral mainstreaming. We suggest that the imminent review of the BPOA offers an opportune moment for such countries to redress such omissions.

**Keywords:** SIDS (Small Island Developing States), fisheries, mainstreaming, PRSPs, national development plans, Country Assistance Strategies, Country Strategy Papers.

## **Integrating Fisheries into the National Development Plans of Small Island Developing States (SIDS): Ten Years on From Barbados<sup>1</sup>.**

### **1. Introduction.**

International concern over the widespread nature of food insecurity in the developing world has increasingly manifested itself in recent years. The 1996 World Food Summit [WFS] pledged to halve the number of undernourished individuals to around 410 million by 2015, a commitment encapsulated within The Millennium Development Goals [MDG], adopted by the UN in September 2000 – which also promised a similar reduction in the number of individuals who subsisted on an income of less than US\$1 a day [then estimated at 1,134 million - around 25 per cent of the population of the developing world]. These concerns have been reflected in the programmes of multilateral donor institutions, most notably the IMF and World Bank who, since 1999, have made all concessional lending<sup>2</sup> (and eligibility for Heavily Indebted Poor Country – HIPC - debt-relief initiatives) conditional upon countries submitting Poverty Reduction Strategy Papers [PRSPs] prior to funds being released.

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<sup>1</sup> **Acknowledgement:** Financial support for the study provided under the normative component of the DFID-funded and FAO-executed Sustainable Fisheries Livelihood Programme and FAO's Fishery and Development Planning Service is gratefully acknowledged. Comments from Rolf Willmann, Fabio Pittaluga, Benoit Horemans and other participants at an internal FAO seminar on 20 February 2004 (Rome) were extremely valuable in helping us complete this article. The views expressed in this publication are those of the authors and do not necessarily reflect the views of the Food and Agriculture Organization of the United Nations. Needless to say, responsibility for any remaining errors rests with the authors.

<sup>2</sup> Concessional lending refers to loans granted at below market-related rates. Of the six loan instruments currently deployed by the IMF, for example, just one – the Poverty Reduction and Growth Facility [which funds PRSP borrowing] – offers concessional rates [presently 0.5 per cent per annum].

Equally, EU development policy and aid, as advanced in the respective Country Strategy Papers (CSP), is expected to be complementary to, and based upon, the underlying PRSP (c.f. the summaries of the Bolivian and Nicaraguan CSPs). Other bilateral donors are also increasingly implementing aid strategies consonant with nationally-devised PRSPs: DfID (the UK Department for International Development) is 'committed to building development partnerships based on a shared agenda set by a credible poverty reduction strategy (DfID, 2002:15)', GTZ (the German Gesellschaft für Technische Zusammenarbeit GmbH) 'in pursuing its commitment to the United Nation's goal of halving extreme poverty by 2015, supports the implementation of Poverty Reduction Strategies as a promising short to medium-term means of jointly achieving this objective' (GTZ, 2002) - while USAID is directing funds under its Developing Agriculture and Reducing Poverty programme to those African countries whose governments are most committed to increasing growth and reducing poverty (USAID, 2003:3).

Particular attention is often directed in these documents – and the national development plans and accompanying donor support strategies produced by countries unaffected by the PRSP initiative - to rural areas, where more than seventy per cent of the poor live and work (IFAD, 2001). Consequently, the UN Economic and Social Council [ECOSOC], the second highest deliberative body in the UN hierarchy, chose to orientate the opening discussions at its 2003 annual session around the theme of 'Promoting an Integrated Approach to Rural Development in Developing Countries

for Poverty Eradication and Sustainable Development’. A keynote Report by the Secretary-General, Kofi Annan, on the theme stressed, *inter alia*, the need to create:

“an enabling macroeconomic policy environment that is conducive to poverty eradication and sustainable development in rural areas... by according high priority to *incorporating broad integrated rural development strategies designed to reduce poverty into the national planning and policy framework* (Annan, 2003:18, the italics are ours).”

Although the fisheries sector<sup>3</sup> was not explicitly addressed as a distinct element within the rural economy by the Annan Report, it is nevertheless of crucial importance for many of the world’s Small Island Developing States (SIDS)<sup>4</sup> given their extensive maritime boundaries. The Marshall Islands, for example, encompass a land area of 181.3 square kilometres, whilst overseeing an oceanic Economic Exclusion Zone (EEZ)<sup>5</sup> of some 2 million square kilometres. The 1994 Barbados Programme of Action (BPoA - shortly to be updated pending a meeting scheduled for Mauritius in January 2005)<sup>6</sup>, went some way to acknowledging this dependence. Amongst the

<sup>3</sup> Unless otherwise stated, the term ‘fisheries sector’ includes capture fisheries, aquaculture and connected activities in fish processing and marketing.

<sup>4</sup> We use the definition of Small Island Developing States found on the UN web-site (<http://www.un.org/special-rep/ohrlls/ohrlls/allcountries.pdf>) which differs slightly from the (current) membership of the Alliance of Small Island States (AOSIS) as the latter excludes Aruba, Bahrain, the Dominican Republic and Tokelau. The full list of SIDS – and accompanying fisheries statistics – used in this paper is given in Appendix 1. SIDS, paradoxically, may be neither particularly small – either geographically or in population terms (Cuba, Jamaica), nor islands (Guyana, Guinea-Bissau) but is rather a coalition of small island and low-lying coastal countries (<http://www.sidsnet.org/aosis/index.html>).

<sup>5</sup> Exclusive Economic Zones were delineated with the negotiation of the United Nations Convention on the Law of the Sea in 1982 (although not ratified until 1994) giving rights and responsibilities to resource-adjacent governments to manage and conserve fish stocks within 200 miles of their coastline.

<sup>6</sup> The BPoA emerged following concerns voiced at the Global Conference on the Sustainable Development of Small Island States held in Barbados in April 1994. It formulated a 14-point Action

specific national measures deemed essential to ensure the sustainable development of the SIDS was a call to develop/strengthen sustainable national harvesting capabilities, design comprehensive monitoring programmes for coastal and marine resources, ratify international fisheries conventions and agreements (where applicable) and establish/strengthen institutional, administrative and legislative arrangements for developing coastal and marine fisheries development strategies ‘including integrating them within national development plans (BPoA: Art.26[i]).’

It is the task of this article then to assess, as a prelude to the Mauritian meeting, the extent to which the fisheries sector is indeed integrated into the national development strategies of, and the donor support programmes oriented towards, the SIDS. **First**, we provide a general overview of the national policy-making process, before commenting on the relevance of current PRSP initiatives to national strategy formulation in the SIDS. **Second**, we illustrate how fisheries can be a key contributor to foreign exchange generation, domestic employment and/or national food security within this group of countries. **Third**, we deploy Oksanen and Meersman’s (2002) methodology to evaluate the extent to which the fisheries sector has been mainstreamed into current national development strategies or donor support programmes for SIDS, providing concrete examples of how, to date, the fisheries sector has been integrated into such documents in an effort to identify best practices. **Finally**, we compare said outcomes with the findings of the preceding section in order to identify those SIDS in which the fisheries sector is significant in foreign exchange,

employment and/or food security terms – but is presently failing to insert itself effectively/substantively in national and donor development discourses, and those countries which are currently ‘punching above their weight’ in this respect.

## **2. The National Planning Process: Understanding Avenues for Incorporating the Fisheries Sector in National Development Plans (NDPs).**

Macro-economic policy formulation is the outcome of the interplay between the interests of domestic national stakeholders and international stakeholders, the influence of each depending on particular historic (economic, social, and political) circumstances. Multilateral insistence on the production of PRSPs prior to the disbursement of funds has not only placed an emphasis on broadening participation - offering civil society organisations (including fisher organisations) a greater voice in the decision-making process – but served to strengthen donor coordination around the policy concerns identified by the host government. Country Assistance Strategies (CAS), which describe the World Bank’s strategic objectives and lending policy to a country, are now expected to both temporally follow, and be based on, nationally produced PRSPs.

To date, however, only one (Guyana) of the ten least developed SIDS eligible for multilateral concessional lending has completed a full PRSP. Although Cape Verde, Guinea-Bissau, Guyana and São Tomé and Príncipe all completed Interim PRSPs in

2000, little further progress has been made towards delivering a full PRSP in accord with multilateral wishes, while only one other state (Comoros) is in the process of preparing a draft PRSP. In the other 36 SIDS, national development strategies have been more influenced by the emphasis on sustainable development espoused in the Barbados Programme of Action and ensuing UN Resolutions (UN, 2002). A case in point is the novel national economic and social summit process employed to formulate a national sustainable development framework in the Marshall Islands (“Vision 2018”), for example. Here, and in other ‘PRSP-exempt’ countries, the opportunity for (fisheries) sectoral insertion is conditioned by the sector’s ability to capture/influence key channels of traditional (or novel) discourse within the policy formulation process – with the resulting national development plan generally being the starting point for the generation of a donor support programme (acknowledgement of this is generally stated explicitly in the various EU CSPs, for example).

Attempts have already been made to examine how gender (Zuckerman, 2002; ECOSOC, 2003), sustainability (DfID, 2000; Bojö and Reddy, 2002; DfID/EC/UNDP/World Bank, 2002) HIV/AIDS (World Bank, 2001), and forestry (Oksanen *et al.*, 2003) have been integrated into national development strategies and donor support programmes. Unfortunately, to date, the only fisheries-related research on the theme – originating from the FAO/DfID/SFLP-funded regional poverty alleviation programme for small-scale fisheries in West Africa - suggests an opportunity forgone rather than an opportunity seized (2002:ii). We ask ourselves whether the same can be said of fisheries vis-à-vis Small Island Developing States?

2.1. *Why Mainstream Fisheries into National Development Strategies and Donor Support Programmes?*

We contend that the sector can have a particularly important role to play in the national development process for SIDS in those instances when it either contributes – or could potentially contribute – to underlying growth processes in a substantive manner.

A central component of the neo-liberal development strategy espoused by the main multilateral institutions during the 1980s and early 1990s for example, and one that has carried over into many of the poverty reduction strategies of the early years of the twenty-first century, has been an emphasis on export-led growth. Drawing its inspiration from neo-classical trade theory (Corden, 1993; Krueger, 1982), the neo-liberal development paradigm argued for exchange rate (a shift from fixed towards floating rates) and trade regime (tariff and export subsidy reductions) liberalisation in the expectation that unambiguous welfare gains would emerge as resources were allocated more efficiently. As exports and imports adjusted to reflect international comparative advantage, developed and developing countries alike had the opportunity to harness trade as ‘an engine of growth’.

For those countries not fortunate to count upon depletable natural resources in the shape of copper, oil, natural gas, diamonds and the like, agricultural exports have been

the cornerstone of neo-liberal trade promotion strategies (Thrupp *et al.* 1995; Quiroz, 2000; Wobst, 2001; Takane, 2002). The importance of agriculture to the growth process is not limited to its capability to enhance export earnings, particularly in the light of its key contribution to domestic employment and consumption in many developing countries. However while agriculture, given the constrained spatial area of many SIDS, offers limited possibilities as a developmental driver, the same cannot be said of marine/aquatic resources. Extensive EEZs and Exclusive Fisheries Jurisdictions therein, suggest the fisheries sector can play a leading role in the development of many SIDS through:

- The exploitation of presently under-exploited marine fisheries stocks.
- The initiation and/or continued development of aquaculture and mariculture activities, the two fastest growing food export activities in the world in value terms (IFPRI, 1997).
- Improvements in value-added within the sector. This could include the provision of new infrastructure [landing facilities, processing, curing and canning installations] in order to reduce post-harvest losses, and/or the design of strategies to exploit opportunities in the more profitable export market.

- Integrating the sector more closely – where warranted – into tourism and coastal-zone management programmes so as to derive benefits through eco-tourism and marine park initiatives, sport fishing and other water-based activities (FAO, 1996:10).

While the importance of the fisheries sector can be measured in a number of ways (sectoral contribution to GDP, generation of resource rents, net or gross export earnings, licence fee receipts, inward investment into the sector, the role of fisheries in contributing to food security, sectoral employment levels etc.), **this paper selects three criteria for illustrating the current importance of the sector within the national economy.**

**First**, given the capital scarcity and foreign-exchange constraints encountered by SIDS, we highlight the standing of the sector as a generator of foreign exchange<sup>7</sup>, arguing that the larger is its contribution, the more likely is - or the greater the opportunities are for - its insertion into national policy formulation processes. Although gross export earnings affords no great insights into the resource rent generating capacity of a particular national fishery, it does provide both a (rough) indicator of the sector's capital accumulating capacity and a proxy for the presence of an important pressure group who can lobby for greater inclusion of sectoral interests in national policy documents. Equally, using exports to provide a snapshot illustrating the current significance of the sector from a developmental perspective should not be

construed as providing any necessary justification for the adoption of policy measures designed to further expand exports<sup>8</sup>. **Second**, given that the sector also plays a crucial role in underpinning nutritional standards and/or food security in many SIDS we also show how reliant the economy is for its animal protein needs. The greater the reliance upon fish protein, the greater the likelihood that national development strategies will reflect this, embracing policies designed to either safeguard this protein source and/or reduce dependence thereon – either way such a dependence affords opportunities for influencing the policy-making process. **Third**, we identify how important the sector is as an employment provider for the local populace. The following sub-section therefore examines the relative importance of these three considerations, vis-à-vis the fisheries sector, from the SIDS perspective.

### **3. Measuring the Importance of the Fisheries Sector in Small Island Developing States.**

Figure One shows the officially recorded level of fisheries production in Small Island Developing States during 2000, disaggregated into harvests from capture fisheries and aquaculture (Country codes, data, and data sources are detailed in Appendix One).

**Figure 1 about here.**

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<sup>7</sup> FAO (2003b) have, in fact, highlighted that “net export revenues from fish exports earned by developing countries reached US\$17.7 billion in 2001, an amount larger than for any other traded food commodity such as rice, cocoa, tea or coffee.”

<sup>8</sup> Indeed, as FAO (2003a:13) clearly caution: “The big problem in fishing is that wealth and revenue tend to sow the seeds of their own destruction through over-exploitation”.

With respect to world fisheries production, all these countries are effectively small-scale producers. Average production was approximately 19,000 tonnes, with only the Maldives harvesting more than 100,000 tonnes thanks to its preferential trade access to the EU tuna market. These countries primarily depend upon marine capture fisheries (only Cuba, Fiji, and Papua New Guinea recorded significant harvests from inland fisheries), while aquaculture production, although often highly significant in local terms (as with the case of pearl farming in the Cook Islands) is modest or negligible in comparison - except in the case of Cuba, Jamaica, Kiribati, and Singapore.

Figure Two shows the proportion of the economically active population employed in fisheries (data is unavailable for Aruba, the Bahamas and Tokelau). This relates to direct fishing employment and is likely to underestimate the actual proportion of the labour force wholly or partially dependent upon the sector as there is some evidence to suggest that for every person fishing there are a further three involved in fish processing, marketing or distribution (MacFadyen and Corcoran, 2002).

**Figure 2 about here**

As the average employment rate in the 38 countries for which data available was approximately seven per cent, compared to a level of around 1.3 per cent across the 129 developing countries examined by Thorpe (2004), the data does confirm that the

population obtaining their livelihood partially or exclusively from fisheries related activities is significant relative to the total labour force in most SIDS.

Figure Three illustrates the contribution of exports of fisheries commodities to the value of agricultural exports (data was unavailable for the Comoros, Nauru, Niue, Palau, Tokelau and Tuvalu).

**Figure 3 about here**

The contrast between Figure Three and Figure One is striking: there is a high concentration of export earnings in the sector even in countries producing modest harvests. The strongest explanation for this pattern of trade is that SIDS are benefiting from their comparative advantage in fisheries production through the exploitation of extended fisheries jurisdiction (EFJ) across their EEZs. In the Maldives (where there is a shortage of agricultural land) and Seychelles (where an EU fisheries agreement encourages fish exports and most agricultural produce is destined for internal consumption), for instance, almost all agricultural export earnings were attributable to fisheries, and over half in Antigua and Barbuda, the Bahamas, Cape Verde, Kiribati, Samoa, and São Tomé and Príncipe (the average for the overall sample was approximately 26.2 per cent, compared to 18.5 per cent for the 127 developing economies in the Thorpe [2004] study). While this ability to generate foreign exchange may be a key factor in persuading governments to integrate the sector fully into national development strategies, two caveats should be mentioned. First, these figures

will overstate the importance of fisheries to the national economy in those instances where alternative [non-agricultural] foreign exchange earning facilities – such as tourism (Jamaica), offshore banking (the Bahamas), remittances (Kiribati) and oil (Trinidad and Tobago) – are available. Conversely (second), sectoral importance will be understated for all Pacific Island (and Cape Verde, Comoros, and São Tomé and Príncipe) economies who generate foreign exchange through selling fishing licences - as opposed to directly harvesting and exporting the product. Difficulties in obtaining aggregate licence revenues and foreign exchange [particularly service income] receipts however, caused us to use fisheries exports as a percentage of agricultural exports as a proxy for national reliance on the sector as a generator of foreign exchange.

Figure Four illustrates the contribution of fisheries commodities to consumption in SIDS (data was unavailable for ten countries: Aruba, Bahrain, the Cook Islands, the Marshall Islands, Micronesia, Nauru, Niue, Palau, Tokelau and Tuvalu).

**Figure 4 about here.**

On average, fisheries provide about 30 percent of average daily per capita animal protein consumed, compared to about one-fifth in developing countries as a whole (Thorpe, 2004). The level is above 50 percent in five countries (Belize, Comoros, Kiribati, the Maldives, and the Solomon Islands). This result is not unexpected given the likely comparative advantage of fisheries over animal husbandry, agriculture being severely constrained by territorial size and geography, and it suggests that fisheries

play a pivotal role in achieving food security and underpinning nutritional standards in the majority of SIDS. There is also, not unsurprisingly, a strong positive correlation between fisheries production and consumption.<sup>9</sup>

The above figures (Figures 1-4) also clearly demonstrate the heterogeneity of the SIDS vis-à-vis the fisheries sector with regard to trade [compare the Dominican Republic with the Maldives], domestic protein consumption [compare Haiti to the Solomon Islands] and employment opportunities [compare Cuba to Niue] – with Table One indicating those countries recording the more significant contributions under each of these three rubrics.

**Table One about here.**

The Maldives scores highly on all three counts, with a further eight countries (Cape Verde, Kiribati, Marshall Islands, São Tomé and Príncipe, Samoa, the Seychelles, Tonga, and Vanuatu) scoring under two of the three categories. Yet sectoral significance in terms of trade and/or consumption is no guarantor that the sector will be effectively mainstreamed into NDPs, as the following section shows.

#### **4. Present Extent of Fisheries Sector Inclusion in Small Island States National Development Strategies and Donor Support Programmes.**

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<sup>9</sup> The correlation between total production and consumption (average per capita daily protein consumption) was  $R = 0.574$ , significant at the 1 per cent level.

The extent to which the fisheries sector [or indeed, any sector] is nested in national development strategies and donor support programmes will depend upon the economic, socio-political, structural and cultural contexts relating to specific national environments. In the previous section we identified elements we suggest will contribute to the *ex-ante* likelihood of the sector's incorporation into the national development agenda. Here we turn our attention to examining the extent of such incorporation through an *ex-post* analysis of national PRSPs and development plans ('Has the sector been incorporated? – and, if so, to what extent?'). The following sub-section therefore proposes a methodology for assessing the extent to which fisheries has been incorporated in published country assistance strategies, poverty reduction strategies and/or NDPs, based upon work by Ekbom and Bojö (1997), Shyamsundar and Hamilton (2000), Shyamsundar *et al.* (2001), Bojö and Reddy (2002), and Oksanen and Mersmann (2002) which examined environmental and forestry inclusion respectively. The subsequent sub-section applies this methodology to assess the degree to which countries and donors [in the form of the World Bank and European Union] in each of the identified sub-regions have embraced the sector in formulating national development agendas and donor support programmes. The concluding sub-section compares *ex-ante* likelihood of inclusion with revealed *ex-post* evidence of incorporation, serving to highlight those economies where the contribution of the sector has evidently been recognised in ensuing discourses and emergent plans, and those countries that are presently 'punching below their weight' in this regard.

#### **4.1. Assessment Methodology.**

Ekbom and Bojö (1997) identified a series of criteria which enabled them to assess the extent to which environmental issues had been mainstreamed into thirty-four World Bank Country Assistance Strategies (CAS). The exercise, uncovering a ‘rich flora of inspiring examples’ of effective environmental mainstreaming which were potentially transferable, was then replicated by Shyamsundar and Hamilton (2000) in analysing thirty-seven CAS published in fiscal year 1999. Bojö and Reddy (2001) next applied the framework to examine how environmental considerations had been integrated into forty PRSPs, highlighting a number of concrete examples of good practice under each of the featured criteria. The methodology was subsequently appropriated and adapted by Oksanen and Mersmann (2002) in evaluating the degree to which the forestry sector had been incorporated into Sub-Saharan African PRSPs. The results were then compared to two broader factors – the degree of forest cover remaining in the country and the existence of an ongoing national forestry policy and sectoral planning process – the latter appearing influential in ensuring forestry representation in PRSPs, as did modest forest cover.

This paper amends the assessment framework espoused by Oksanen and Mersmann (2002), in effect substituting ‘fish for forest’, to analyse the extent to which the fisheries sector has been integrated into the national development programmes and

donor support strategies of the Small Island Developing States<sup>10</sup>. Box One therefore identifies the four assessment criteria and the accompanying four-point measurement scale applied to derive the results presented in the following section<sup>11</sup>.

**BOX 1 about here.**

#### **4.2. Results: Mainstreaming Fisheries into National Development Strategies.**

There is a strong likelihood – given their topographic characteristics - that SIDS, surrounded as they mostly are by vast expanses of water and with correspondingly large EEZs, are more economically and socially reliant upon maritime activities [most notably fishing] than mainland economies in either Africa, Asia, Latin America or Europe. Unfortunately this geographic isolation has not been fully surmounted by electronic technology, and ready access to key national development data and strategies is somewhat circumscribed. So, while we have been able to identify the key national policy documents for thirty-five (85.4 per cent) of the forty-one SIDS<sup>12</sup> highlighted in Appendix One, we have only been able to retrieve twelve of the thirty-five (34.3 per cent) – a respectable sub-sample nevertheless. Table Two below

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<sup>10</sup> It should be stressed at the outset that it is beyond the remit of this article to ascertain whether (and to what degree) the links, responses and processes identified in national policy documents subsequently impact in the manner intended on either policy formulation or implementation.

<sup>11</sup> Given the plethora of donors and donor support documents we limit our analysis to the Country Assistance Strategies (CAS) of the World Bank and the Country Strategy Papers of the EU as these are the most widely available. As donor support documents are expected to temporally follow – as opposed to feed into/inform/interact with – underlying national development strategies, their influence on ‘processes’ is minimal (and so this criteria is dropped when evaluating donor support programmes).

<sup>12</sup> The exceptions are Aruba, Bahrain, Cuba, Haiti, Singapore and Tokelau (for which there are neither World Bank CAS nor EU CSP available).

summarises our findings, while Appendix Two provides more detailed information on the respective documents).

**Table Two about here.**

All countries in our sub-sample refer, in one way or another, to **fisheries-related issues** in the analysed documents, although the majority (eight, 72.7 per cent) only do fleetingly. Fleet growth (actual or intended) is the reference point in the Samoan and Mauritian documents, the foreign exchange earning importance of fisheries is noted in the Interim PRSP of Guinea-Bissau, the Cook Islands *Budget Policy Statement* refers to recent landings growth (though also comments on the low value-added presently created within the sector), while the Bahamian *Budget Communication* identifies the sector as one of the six pillars of the economy. In contrast, the Guyanan PRSP does not see fisheries as being central to the national development plan, the PRSP of São Tomé and Príncipe merely cautions against coastal over-fishing, and *the St. Lucian Interim Poverty Reduction Strategy and Action Plan* proposes a need for agricultural diversification – which includes fisheries. Issues are more explicitly addressed in the *Programa do Governo 2001-5* of Cape Verde, with fisheries size and foreign exchange importance being discussed (along with views for the sustainable and productive exploitation of the sector) and Vision 2018 of the Marshall Islands – which contrasts the pressures emerging on local reef fisheries (as a consequence of the aquarium trade) with the present inability to fully exploit the resource rent opportunities incumbent within its large EEZ .

The most comprehensive coverage of fisheries issues however is found in the *Strategic Development Plan 2003-5* (SDP) of Fiji and the *Sixth National Development Plan 2001-5* (6NDP) of the Maldives. Marine resources – with the goal of encouraging the sustainable utilisation and development of marine and fisheries resources - are accorded their own sub-section in the Fijian Plan, tuna operations and international/regional obligations are discussed, and current constraints and opportunities are identified. The Maldives document is even more comprehensive. Having pinpointed the country's dependence on fisheries [and tourism], the Plan goes on to enunciate twelve clear issues (overexploitation of exotic reef species, increased landings of poor quality fish, inadequate local technical expertise in production technologies etc.) which pre-occupy sectoral planners (Best Practice).

**Causal links** are less adequately addressed (five countries, 41.7 per cent). Poverty identification is the basis of the Fijian contribution, the 2003-5 Plan noting the high contribution of fisheries to the subsistence of local communities, while the St Lucian and Guyanan documents relate to processes of poverty alleviation. St Lucia notes – though fails to specify – the role of the Soufriere Regional Development Foundation in contributing to poverty reduction in fisheries, as does the Marshall Islands document with regard to aquaculture/mariculture in general, while Guyana notes the necessity of private involvement in the post-harvest sector if incomes are to be sustained or improved. The Maldives go a little further, and by noting the link between declines in fisheries exports and national poverty levels, combine poverty identification and

alleviation (Policy Goal 19 – ensure sustainable socio-economic development of fishing communities).

Despite the unanimous recognition of fisheries issues in the documents analysed, only eight (66.7 per cent) articulate **responses**. The Cook Islands assigns an undisclosed amount to support the sector, increasing fiscal exemptions to ensure a ‘harvest-friendly’ regime. The Samoan document is equally unforthcoming about the amount of funds assigned to purchase fishing aggregate devices (FAD), the PRSP of Guinea-Bissau fails to disclose any of the contents of an impending Fisheries Law, while the Mauritian *National Strategy for Sustainable Development 1999-2005* only provides a cursory reference to some of the objectives of the Ten Year Fisheries Development Plan. More detail is encompassed within the Cape Verde *Progama do Governo* and the Marshall Islands *Vision 2018*, which identify eight and five enabling policy measures respectively in order to enhance the contribution of the sector (e.g. promote external investment, reconsider the role of the state, etc.). Best practice is to be found in the Maldives and Fijian documents, however. Fiji’s SDP identifies four fisheries policy objectives (sustainable development, promote production and export of value-added products, increased community participation through ownership of companies, and provide appropriate institutional/physical infrastructure) – whilst the Maldivian 6<sup>th</sup> NDP identifies four key policy areas (promote diversification, increase private participation, manage sustainably, and to ensure the socio-economic development of fishing communities). Each document then elaborates a series of strategies (Maldives)

or key performance indicators (Fiji) to ensure compliance with the underlying policy objectives (Best Practice).

The documents analysed appear to be a little weak on **process** (five countries, 41.7 per cent). The Guyanese PRSP merely suggests that poverty reducing public spending will be tracked via aquaculture development in the country's artisanal fisheries, though no details are given as to how. The Marshall Islands promises to establish community fishing centres – although the role they are to play in the policy formulation process is left undisclosed. No details either are also given on the precise way the fisheries sector is involved – notwithstanding claims regarding its participation - in the formulation of the St. Lucian policy document, nor on how the Fijian Plan will 'facilitate the active participation and involvement of resource owners in the mainstream activities of the industry by 2003' (SDP, 2002: 27). Once more, the Maldives excels. Strategies detailed under Policy 19 – ensuring the sustainable development of rural fishing communities through greater devolution of resource management authority – highlights six programmes designed to foster (and maintain) greater participation in the decision-making process by rural fisherfolk and promote good governance within the sector (Best Practice).

#### **4.3. Results: Mainstreaming Fisheries into Donor Support Programmes.**

There is a marked disparity in the availability of **donor support strategies** – while we have thirty-four EU CSPs, just nine CAS (of which three – Cape Verde, the

Dominican Republic and Guyana - fail to mention the fisheries sector whatsoever) are in the public domain (Table Three). Of these nine **CAS documents**, four (44.4 per cent) raise fisheries related **issues**. In the case of Belize and Papua New Guinea, it is with reference to the comparative advantage of fisheries (PNG) or aquaculture (Belize), while the Trinidadian CAS alludes to government programmes to support fisheries and aquaculture. The Maldives CAS is more effusive, noting the strategic nature of the sector vis-à-vis its contribution to the national economy and the potential for future fisheries growth if key identified policy and institutional constraints are addressed (Best Practice).

**Table 3 about here.**

A plethora of **EU CSPs** (thirty, 88.2 per cent) pay heed to fisheries issues. Of those that purely signal such issues (fourteen, 41.2 per cent), identified concerns relate to recent fisheries growth (Aruba, Cape Verde) and/or the need to exploit the full potential of the country's fisheries - including niche markets (Bahamas, Dominica, Jamaica, Papua New Guinea, São Tomé and Príncipe, and Tonga), the sector's contribution to the local economy (Guyana, Niue), donor support (Aruba, PNG, St. Vincent, São Tomé and Príncipe), hygiene failings (Cape Verde and St. Vincent), concerns about the resource base (Aruba, Bahamas) and inappropriate fishing techniques (Comoros). Specific preoccupations are mentioned in the Bahamian (problems of fish poaching) and Niue (lack of local landing facilities) CSPs.

A further fourteen countries acknowledge a similar broad range of issues, albeit treating them in rather more depth. These include, for example, the Seychelles which highlights the need for stock protection measures and the need to reconcile fisheries, tourism and environmental objectives, and the Marshall Islands which provides details on the country's coastal and oceanic fisheries and the benefits obtained under the 1997 National Fisheries Policy and the accompanying licence regime.

License fees, fisheries growth and the governmental involvement therein, also feature highly in the Kiribati, Micronesia and Tuvalu CSPs précis of each country's fisheries development (more details on the contents of the fisheries issues advanced by those other nine countries garnering a mark of two are contained in Appendix 2.C). The best exemplars of integrating fisheries issues into donor strategy documents provided by our survey are to be found in the Maldives and St. Lucia CSPs. The latter offers a succinct sectoral overview, pointing out how its failure to presently gain HACCP certification is hampering development before going on to delineate the aims of the STABEX<sup>13</sup>-funded fisheries development programme. The former also emphasizes a challenge – insofar as the impending graduation from ACP status is likely to have a profound impact on tuna exports to the EU – as well as providing general background details on the sector's importance in the national schema of things (Best Practice).

**Linkages** between poverty and fisheries were apparent in ten (29.4 per cent) of the **EU CSPs**. Efforts to link fisheries with poverty [poverty identification] are alluded

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<sup>13</sup> Stabex is an EC compensatory finance scheme, set up under Lomé I, to stabilise export earnings of the ACP countries.

to in the Cook Island (reef/lagoon fishers have subsistence lifestyles), Dominica (income provider and livelihood for 2,000+ fishers), Niue and Samoa (fisheries-based subsistence activities have declined over time), the Solomon Islands (artisanal fisheries are an important source of rural income and protein) and Tuvalu (fishing – amongst others - is a subsistence activity) CSPs. In contrast, both the Tongan (access to resources – including fishing rights and land) and Cape Verde (fishing is the last free resource for the most vulnerable) documents pinpoint potential reasons as to how fisheries – or access thereto - may assuage/exacerbate poverty.

The St. Lucia CSP, in a similar vein, notes the government intent to achieve self-sufficiency in fish and other basic foodstuffs. One CSP (2.9 per cent) is a little more forthcoming on such linkages. The Belizean strategy quotes a 1996 Country Poverty Assessment which indicated that the main source of income for 45 per cent of the poorest quintile was derived from agriculture and/or fishing - before drawing a link between agriculture [not fisheries unfortunately] and poverty. Linkages are reported in three CAS reports. The Jamaican Country Programme Matrix notes that the rural poor are farmers and fishers, the Maldives paper notes fishing to be a principal source of livelihoods and nutrition for much of the atolls' population, and the Belize CAS recounts the quintile statistics mentioned above – but then neglects to identify fishers as a clearly delineated group exposed to poverty in the rural areas – before referring to the increasing numbers of the poor who engage in fishing as a livelihood option.

A small number (two) of fisheries-related **responses** are to be encountered in the **CAS** briefs. The São Tomé and Príncipe CAS contains a promise, nothing more, to fund a study on the fisheries sector, while the Maldives CAS details past Bank support and ongoing assistance programmes for the sector. Fifteen (44.1 per cent) of **EU CSPs** report fisheries-related responses. These range from providing support to improve sanitary processes (Bahamas), upgrade fishing facilities (Barbados), aquacultural development (Belize), unspecified local development imperatives (Cook Islands), enhance local management capacities (Bahamas), purchase new boats (Kiribati), develop a fish inspection project (Maldives), small regional fisheries centres (Solomon Islands) and ensure coherence between EU tuna harvesting interest and national development objectives (Niue, Papua New Guinea). Unfortunately, such responses are merely noted – rather than elaborated upon - as is also the case with EU Fishing Agreements [current, past and intended] signed with Cape Verde, Mauritius and Palau. While the Guinea-Bissau and São Tomé and Príncipe CSPs are a little more forthcoming with regard to details on EU Fishing Agreements, the most comprehensive response tabulated to sectoral issues can be found in the Seychelles document. Aside from a review of EU-Seychelles Fishing Agreements, the CSP suggests potential avenues for future collaboration (formulation/implementation of a sectoral strategy, capacity-building, fish-processing), pending local requests - and recognises the need to ensure coherence between such initiatives and EU development co-operation policies in related fields via permanent policy monitoring (Best Practice).

## 5. Concluding Discussion and Recommendations.

The 2002 World Summit on Sustainable Development acknowledged the special needs of SIDS and highlighted a series of SIDS-specific concerns and issues [Section VII, para.52-5] in the resulting Johannesburg Plan of Action (WSSD, 2002). These expressed concerns also prompted the United Nations General Assembly to subsequently call for a 10-year comprehensive review of the 1994 Barbados Programme of Action (*Resolution A/57/262*), scheduled to take place in January 2005 in Mauritius.

Nevertheless, despite these global initiatives, macroeconomic policy objectives are ultimately determined at the national level. For some SIDS, this has involved the completion of PRSPs containing identified (and costed) macroeconomic, structural and social policy priorities designed to alleviate poverty ‘framed against the backdrop of the Millennium Development Goals’ (IMF, 2003:4). These documents also provide a framework for improved coordination of development efforts: Country Assistance Strategies devised by the Bank are expected to temporally follow (and be based upon) nationally produced PRSPs, bilateral aid programmes of the USA, UK and Germany (to name but three) are in concordance with the aims, objectives and policy initiatives proposed in such documents, and EU Country Strategy Papers complement the same. Elsewhere (in those SIDS not obliged to produce a PRSP), developmental objectives are identified, targets set and monitoring systems agreed within the framework of

National Development Plans or Strategies (case of Antigua and Tuvalu), Medium Term Economic and Financial Strategies (case of Belize and Barbados) or similar<sup>14</sup>.

Fisheries is a key developmental component for many SIDS given their dependence upon coastal and marine resources, with the majority of the population and economic activity (cash and subsistence) being concentrated in the coastal zone (BPOA, 1994:Art.25). There is a consequent need therefore to ensure that strategies for coastal watershed management and the exploitation of fisheries resources encompassed by national EEZs are effectively integrated into national development plans. In this article we contend that integration is likely to be more pronounced in those instances where the nation state is heavily reliant upon fisheries as a source of export revenues, a generator of employment and/or a provider of local protein needs. Evidence (Table One) indicates that the sector provides more than 5 per cent of employment in thirteen states, 25 per cent of agricultural exports in eleven states, and 30 per cent of national animal protein needs in a further ten states. One country (the Maldives) is significant on all three counts, a further eight (Cape Verde, Kiribati, Marshall Islands, São Tomé and Príncipe, Samoa, the Seychelles, Tonga, and Vanuatu) on two of the three criteria. **The question is, does this reliance ensure the effective mainstreaming of fisheries into national development agendas and donor support programmes?**

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<sup>14</sup> Comoros policy, for example, is drawn from the Reconstruction and National Reconciliation Programme, St. Vincent and the Grenadines from the Annual Budget Address, and Vanuatu from a Comprehensive Reform Programme.

To this end, fifty-five PRSPs, national development plans (or equivalents), World Bank or EU donor support programmes for thirty-five of the forty-one SIDS were obtained and subjected to detailed analysis. Four assessment criteria were identified (Issues, Causal Links, Responses and Processes) and a four-point scale was used to rank the analysed documents on each of these criteria. Table Four highlights those countries adjudged to provide examples of ‘best practice’ – whether in the case of PRSPs or NDPs, or donor support programmes. Just two countries provided examples of best practice in their national development plans – Fiji, and the Maldives, which exhibited best practice under three of the four examined criteria. They were joined by the Seychelles and St. Lucia when the sample was extended to embrace donor support programmes.

**Table 4 about here.**

The prominence accorded to fisheries in the Maldives and Seychelles documents was to some extent expected, given the substantive contribution of the sector to local employment, exports and protein consumption identified earlier (Table One). More surprising is the strong performance of Fiji and St. Lucia, despite their fisheries sectors being relatively less important in national terms. Equally, a further grouping of six SIDS (we exclude Vanuatu as we have neither national policy document nor donor support programme for the country) - Cape Verde, Kiribati, Marshall Islands, São Tomé and Príncipe, Samoa, and Tonga - possess significant fisheries sectors on export and either employment/protein consumption grounds, but currently fail to translate

this importance into effective sectoral mainstreaming in either national and/or donor support documents.

Preparations for the imminent review of the Barbados Programme of Action are already well advanced with national assessments of progress made since 1994, and regional and inter-regional preparatory meetings highlighting actions taken and the challenges still to overcome are drawing to a close. This article seeks to contribute to the dialogue by pointing out that, despite fisheries being a key natural resource for many SIDS, a number of these states are presently missing the opportunity to fully mainstream the sector into national development plans and processes and poverty reduction strategies. Mainstreaming of fisheries would facilitate national governments to take appropriate measures in support of fisheries-dependent populations in coastal areas. Background documentation for the Barbados Plan of Action +10, such as the Alliance of Small Island States (AOSIS) 'Strategy for the further implementation of the BPoA' (AOSIS, 2004) recommends the SIDS countries to continue implementation of the 1994 United Nations Convention of the Law of the Sea (UNCLOS) while stressing the importance of marine resources for the sustainable livelihoods of coastal communities.

Similarly, the United Nations Economic and Social Council 'Review of progress in the implementation of the Programme of Action for the Sustainable Development of Small Island Developing States' (UNESCO, 2004) refers to the efforts being made by the SIDS at national- and regional levels to develop appropriate policies to ensure

compliance with UNCLOS and related agreements, such as the Convention on Conservation and Management of Highly Migratory Fish Stocks in the Western and Central Pacific Ocean (Ram-Bidesi and Tsamenyi, 2004), and the efforts to raise public awareness on such regimes. Implementation of the FAO Code of Conduct for Responsible Fisheries (FAO, 1995) - that seeks to ensure that both high seas and EEZ fisheries are managed in a rational and responsible manner - is recognized widely as appropriate. The considerations in the Code, with respect to inter-temporal resource sustainability and inter-generational equity concerning access to the resource, underscore the need for effective fisheries management arrangements. These should be put in place by national governments, while addressing poverty and food security questions.

Poverty in a population that is heavily dependent on marine resources cannot be alleviated without proper fisheries management regimes, responsible legislative frameworks, and a strengthening of those institutions entrusted with broader economic and social governance issues in general (Petersen, 2002). It should be noted here that regional mechanisms and south-south partnerships are essential for most SIDS in the management of their fisheries resources, as national governments are impeded by financial constraints and a lack of capacity to develop the fisheries sector by themselves (Duncan *et al.*, 1999). Integrated policies and management measures that mainstream fisheries in national development plans or strategies and poverty reduction programmes should also be placed on the agenda of regional and SIDS-specific governing mechanisms.

**In addition, our findings suggest two potentially fruitful avenues for future work. First,** a comparative study examining the local institutions and processes which appear to be critical in ensuring the integration of strategies for coastal watersheds and EEZs within national development plans as stipulated in Article 26 of the 1994 Barbados Programme. What factors have enabled SIDS with important (the Maldives and Seychelles) and not so important (Fiji and St. Lucia) fisheries sectors to mainstream fisheries so effectively into the national development agenda? – and, moreover, what are the immediate prospects for raising the profile of fisheries in those six SIDS (Cape Verde, Kiribati, Marshall Islands, São Tomé and Príncipe, Samoa, and Tonga) in particular where the sector is a substantive contributor to export earnings and/or domestic protein needs? **Second,** the acquisition and analysis of the remaining twenty-one national policy documents identified in Appendix Two so as to inform the forthcoming developmental dialogue as to the full breadth and depth of attention paid to the sector in national development plans.

**Sources: PRSPs, National Development Plans, World Bank Country Assistance Strategies [CAS] and European Union Country Strategy Papers [CSP].**

*PRSPs*

Full and Interim PRSPs, and Progress Reports were obtained from either the IMF (<http://www.imf.org/external/np/prsp/prsp.asp>) or World Bank (<http://www.worldbank.org/poverty/strategies/index.htm>) web-sites.

*World Bank CAS*

Country Assistance Strategies were obtained from the World Bank web-site (<http://www.worldbank.org/html/pic/cas/>).

*European Union CSP*

Country Strategy Papers were obtained from the European Union web-site ([http://europa.eu.int/comm/external\\_relations/search/countries.htm](http://europa.eu.int/comm/external_relations/search/countries.htm)).

*National Development Plans*

<a href="http://www.opm.gov.bs/documents/speeches/2003-2004-Budget.pdf">Bahamas</a>	<a href="http://www.opm.gov.bs/documents/speeches/2003-2004-Budget.pdf">http://www.opm.gov.bs/documents/speeches/2003-2004-Budget.pdf</a>
<a href="http://www.mfem.gov.ck/Assets/Budget%2003-04/Budget%20Policy%20Statement%202002-2003.pdf">Cook Islands</a>	<a href="http://www.mfem.gov.ck/Assets/Budget%2003-04/Budget%20Policy%20Statement%202002-2003.pdf">http://www.mfem.gov.ck/Assets/Budget%2003-04/Budget%20Policy%20Statement%202002-2003.pdf</a>
<a href="http://www.itc.gov.fj/docs/Strategic%20Development%20Plan%202003%20-%202005.PDF">Fiji</a>	<a href="http://www.itc.gov.fj/docs/Strategic%20Development%20Plan%202003%20-%202005.PDF">http://www.itc.gov.fj/docs/Strategic%20Development%20Plan%202003%20-%202005.PDF</a>
<a href="http://www.mv.undp.org/docs/6NHDR/6NHDP.pdf">Maldives</a>	<a href="http://www.mv.undp.org/docs/6NHDR/6NHDP.pdf">http://www.mv.undp.org/docs/6NHDR/6NHDP.pdf</a>
<a href="http://www.repmar.net/Section1.htm">Marshall Islands</a>	<a href="http://www.repmar.net/Section1.htm">http://www.repmar.net/Section1.htm</a>
<a href="http://kpmgmauritius.intnet.mu/budget/speech.pdf">Mauritius</a>	<a href="http://kpmgmauritius.intnet.mu/budget/speech.pdf">http://kpmgmauritius.intnet.mu/budget/speech.pdf</a> (Budget Speech)
<a href="http://ncb.intnet.mu/medrc/highli.html">St. Lucia</a>	<a href="http://ncb.intnet.mu/medrc/highli.html">http://ncb.intnet.mu/medrc/highli.html</a> (National Strategy)
<a href="http://www.stlucia.gov.lc/docs/socialtransform/IPRSAPSAINTLUCIAMainreportFINAL08-2003.pdf">St. Lucia</a>	<a href="http://www.stlucia.gov.lc/docs/socialtransform/IPRSAPSAINTLUCIAMainreportFINAL08-2003.pdf">www.stlucia.gov.lc/docs/socialtransform/IPRSAPSAINTLUCIAMainreportFINAL08-2003.pdf</a>
<a href="http://www.treasury.gov.ws/publications/budget_speeches/speech_01-02.htm">Samoa</a>	<a href="http://www.treasury.gov.ws/publications/budget_speeches/speech_01-02.htm">http://www.treasury.gov.ws/publications/budget_speeches/speech_01-02.htm</a> (Budget Address)
	<a href="http://www.treasury.gov.ws/publications/ecostmt/ecostmt_01-02/ecostmt_01-02_1_1.htm">http://www.treasury.gov.ws/publications/ecostmt/ecostmt_01-02/ecostmt_01-02_1_1.htm</a> (Economic Statement)

All PRSPs, CAS, CSP and NDP were accessed between 10 October 2003 and 15 January 2004.

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**Box One: Assessment Methodology Applied**

*Criteria 1 (Issue):* Were fisheries related issues included in the analysed documents?

*Criteria 2 (Causal Links):* Were the causal linkages between fishery-related issues and poverty related issues analysed in the documents?

*Criteria 3 (Responses):* Were fisheries related responses and actions defined in the documents?

*Criteria 4 (Process):* Were links between the document formulation process and fisheries related policy and planning processes detailed in the document?

Each of the four criteria was given a numeric value:

0 = no mention

1= mentioned, but not elaborated upon

2= elaborated

3= Best Practice

This permits an average aggregate score to be computed for each analysed document, values ranging from 0 (sector is not mentioned in the document at all) to 3 (best practice evident on all four counts).

**Table 1: States in which the Fisheries Sector is a Substantive<sup>(\*)</sup> Contributor to Employment, Exports or Domestic Protein Consumption, 2000.**

<b>Employment (&gt;5%)</b>	<b>Exports (&gt;25%)</b>	<b>Protein Consumption (&gt;30%)</b>
<i>Cape Verde</i>	Antigua	Belize
Dominica	Bahamas	Comoros Islands
<b>Maldives</b>	<i>Cape Verde</i>	Guyana
<i>Marshall Islands</i>	Cook Islands	<i>Kiribati</i>
Micronesia	<i>Kiribati</i>	<b>Maldives</b>
Niue	<b>Maldives</b>	Papua New Guinea
Palau	<i>Marshall Islands</i>	<i>São Tomé and Príncipe</i>
St. Kitts	<i>Samoa</i>	<i>Seychelles</i>
St. Vincent	<i>São Tomé and Príncipe</i>	Solomon Islands
<i>Samoa</i>	<i>Seychelles</i>	<i>Vanuatu</i>
<i>Tonga</i>	<i>Tonga</i>	
Tuvalu		
<i>Vanuatu</i>		

\* Substantive is defined with regard to the sample averages – rounded to the nearest 5 per cent – noted in the preceding text.

Countries in **bold** appear in all three categories, countries in *italics* appear in two of the categories.

**Table 2: Inclusion of the Fisheries Sector in the National Development Strategies of Small Island Developing States.**

<b>Criteria/Value</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>Average<sup>(*)</sup></b>
<b>Issues</b>	Bahamas, Cook Is., Guinea-Bissau, Guyana, Mauritius, Samoa, St. Lucia, São Tomé and Príncipe	Cape Verde, Marshall Is.	Fiji, Maldives	1.5
<b>Links</b>	Fiji, Guyana, St. Lucia, Marshall Is.	Maldives		0.5
<b>Responses</b>	Cook Is., Guinea- Bissau, Mauritius, Samoa	Cape Verde, Marshall Is.	Fiji, Maldives	1.17
<b>Process</b>	Fiji, Guyana, St. Lucia, Marshall Is.		Maldives	0.58

\* The average is presently computed with reference to the twelve SIDS for whom we have NDPs/strategies.

**Table 3: Inclusion of the Fisheries Sector in World Bank CAS and EU Country Strategy Papers.**

<b>Criteria/Value</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>Average<sup>(*)</sup></b>
<b>Issues – CAS</b>	Belize, PNG, Trinidad & T.		Maldives	0.67
<b>- EU</b>	Antigua, Bahamas, Cape Verde, Comoro Is., Cook Is., Dominica, Guyana, Jamaica, Niue, PNG, St. Vincent, São Tomé and Príncipe, Suriname, Tonga.	Barbados, Grenada, Guinea-Bissau, Kiribati, Marshall Is., Mauritius, Micronesia, Nauru, Palau, St. Kitts, Samoa, Seychelles, Solomon Is., Tuvalu.	Maldives, St. Lucia.	1.41
<b>Links - CAS</b>	Jamaica, Maldives	Belize		0.44
<b>- EU</b>	Cape Verde, Cook Is., Dominica, Niue, St. Lucia, Samoa, Solomon Is., Tonga, Tuvalu.	Belize.		0.32
<b>Responses –CAS</b>	São Tomé and Príncipe.	Maldives		0.33
<b>- EU</b>	Bahamas, Barbados, Belize, Cape Verde, Cook Is., Kiribati, Maldives, Mauritius, Niue, Palau, PNG, Solomon Is.	Guinea-Bissau, São Tomé and Príncipe	Seychelles	0.56

\* The average is computed with reference to thirty-four countries for the EU Strategy papers (no Strategy papers are available for Aruba, Bahrain, Cuba, Fiji, Haiti, Singapore and Tokelau), and with reference to the nine countries that have a CAS document in the public domain.

**Table 4: Resume of Identified Best Practices**

<b>Criteria</b>	<b>PRSPs/Nat. Dev. Plans</b>	<b>World Bank CAS and EU CSPs.</b>
Issues	Fiji, Maldives.	St. Lucia (EU), Maldives (World Bank and EU).
Links		
Responses	Fiji, Maldives.	Seychelles (EU).
Process	Maldives.	

**Appendix 1: Contribution of fisheries sector to exports, employment and protein consumption in SIDS**

Economy	Code	Capture Fisheries (tonnes)	Aquaculture (tonnes)	Fisheries Exports: Percent of Agricultural Exports	Fishers: Percent of the Economically Active Population	Fish: Percent of Average Daily Per Capita Animal Protein Consumed
Antigua and Barbuda	ATG	1,754		76.5	2.7	22.9
Aruba	ABW	163		2.0		
Bahamas	BHS	11,191	2	69.2		10.1
Bahrain	BHR	11,718	12	22.3	1.5	
Barbados	BRB	3,100		2.1	1.5	22.4
Belize	BLZ	51,540	3,630	19.5	2.3	60.5
Cape Verde	CPV	10,586		67.8	7.8	29.2
Comoros	COM	13,200			2.6	65.0
Cook Islands	COK	795		27.5	2.3	
Cuba	CUB	61,118	31,147	11.1	0.2	16.5
Dominica	DMA	1,200	7	0.0	8.1	22.9
Dominican Republic	DOM	11,029	2,125	0.2	0.3	12.3
Fiji	FJI	41,690	2,299	18.6	2.8	20.8
Grenada	GRD	1,701	4	13.3	4.7	16.4
Guinea-Bissau	GNB	5,000		5.0	0.8	11.0
Guyana	GUY	48,818	606	23.1	2.1	44.4
Haiti	HTI	5,010		12.1	0.1	10.7
Jamaica	JAM	5,676	4,512	3.8	1.8	21.2
Kiribati	KIR	25,563	11,188	60.6	3.1	60.6
Maldives	MDV	132,427		99.8	22.0	84.8
Marshall Islands	MHL	8,160		44.3	23.0	
Mauritius	MUS	9,615	87	12.9	1.8	21.9
Micronesia	FSM	24,034		15.9	14.5	
Nauru	NRU	100			1.0	
Niue	NIU	200			31.0	
Palau	PLW	1,222	2		16.3	
Papua New Guinea	PNG	96,652	12	10.0	0.6	33.6
Saint Kitts & Nevis	KNA	469		2.4	5.2	25.4
Saint Lucia	LCA	1,855	1	0.0	2.9	15.9
Saint Vincent & the Grenadines	VCT	27,694		2.6	5.0	13.6
Samoa	WSM	13,004		61.0	13.8	
São Tomé & Príncipe	STP	3,500		66.1	4.3	46.5

Economy	Code	Capture Fisheries (tonnes)	Aquaculture (tonnes)	Fisheries Exports: Percent of Agricultural Exports	Fishers: Percent of the Economically Active Population	Fish: Percent of Average Daily Per Capita Animal Protein Consumed
Seychelles	SYC	32,770	425	98.9	3.9	44.0
Singapore	SGP	5,371	5,112	14.0	0.0	
Solomon Islands	SLB	24,980	15	22.9	4.9	77.4
Suriname	SUR	17,500	345	6.4	2.3	24.1
Tokelau	TKL	200				
Tonga	TON	3,760	1,188	35.4	23.8	
Trinidad and Tobago	TTO	8,651	22	4.4	1.3	13.4
Tuvalu	TUV				30.3	
Vanuatu	VUT	68,996		1.5	12.1	34.4
Average		19,800	2,988	27	7	31
Maximum		132,427	31,147	100	31	85
Minimum		100	1	0	0	10

Sources:

FAO. 2004. FAOSTAT Plus, <http://www.fao.org/fi/statist/fisoft/fishplus.asp> (Accessed 15 March 2004).

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World Resources Institute. 2003. EarthTrends Environmental Information Portal, [http://earthtrends.wri.org/text/COA/data\\_tables/data\\_table1.htm](http://earthtrends.wri.org/text/COA/data_tables/data_table1.htm) (Accessed 16 September 2003).

## Appendix 2

### 2.A. The extent to which the fisheries sector is integrated into Development Plans of Small Island Developing States (SIDS).

Country	Document/Date	Criteria	Value	Remarks
Antigua	*NSDP2001-4			
Aruba				
Bahamas	ABC2003/4 *Our Plan	Issues	1	Fisheries identified as one of the six pillars of the economy.
Bahrain				
Barbados	*MTES2003-4			
Belize	*NPSAP1998-2003 *MTESP2002-4			
Cape Verde	IPRSP/Sep2000 PG2001-5	Issues Responses	2 2	Size of sector and importance in forex terms identified Eight point policy programme detailed in general terms Commitment to enhance surveill. mechanisms to reduce IUU fishing. Expansion targets for sector indicated and extens. services promised.
<b>Comoro Is.</b>	*RNRP2002-4			
Cook Is.	BPS2003/4 *PDS	Issues  Responses	1  1	Rapid fisheries growth in last year, though value-added low due to high import content of inputs. \$2million loan from Bank of Cook Islands to fishing industry. Govt. has allocated resources to sector given potential of long-line commercial fishing [inc. harbour devt] and aquaculture. Fiscal policy amended to reduce fishing ind. [fuel/bait/equip] exempt.
Cuba				
Dominica	*MTES2002-4 *INDP			
Dominican R.	No Plan			
Fiji	SDP2003-5	Issues  Links Responses  Processes	3  1 3  1	Separate section examines size, constraints and challenges facing the marine resource sector. Fishing meets subsistence needs of 90 per cent of coastal villages. Mention made of opps. for tilapia/shrimp farming and seaweed/pearl exploitation. Four policy objectives identified and 19 key performance indicators derived in Policy Matrix. Active involvement of stakeholders promised in plan formulation.
Grenada	*MTES2002-4			
Guinea-Bissau	IPRSP/Sept2000	Issues Responses	1 1	Fisheries seen as a source of foreign exchange. Publication of a Fisheries Law imminent to strengthen policy so as to aid growth and fight poverty.
Guyana	PRSP/Mar2002	Issues  Links  Processes	1  1  1	Fishing occurs in area of Rupununi development project, but is not focus of devt plan. Sustaining income generation in fishing requires vibrant private sector in post-harvest activities in order to contribute to PRS. Allusion to tracking poverty reducing public spending in artisanal fishery/aquaculture in Appendix
Haiti				
Jamaica	*MTSEF2002-4			
Kiribati	*NDS2000-3			
Maldives	6NDP2001-5	Issues	3	Economy overdependent on fisheries and tourism. Twelve key issues identified vis-à-vis the sector.

		Links	2	Link twixt fish export redn and poverty noted, and part of govt plans to ensure devt of fishing communities. Govt plans to diversify (5 activities), increase private participation (7), manage sustainably (8) and ensure sustainable socio-economic develop of rural fishing communities (6). Intent to develop human capacity of rural communities/facilitate info. flows and incorp. active collab. of stakeholders in form. 10 Year Plan
		Responses	3	
		Processes	3	
Marshall Is.	Vision 2018	Issues	2	Recognition that resource rent opps. not yet fully exploited (esp. near shore fisheries), whilst exports declining over time. Imp. of aquarum fish trade acknowledged. Recognition of role of aqua/mariculture in attaining food security. Five fisheries objectives delineated. Regulations planned to conserve atoll environments. Encouragement of private sector and links with multilateral fisheries orgs. seen as crucial for development. Est. of Community Fishing Centres and trust funds.
		Links	1	
		Responses	2	
		Processes	1	
Mauritius	BS2003/4 NSSD2001-5	Issues	1	Need to modernise fishing industry given past slow development. Broad outline of Ten Year Fisheries Development Plan noted. Adoption of ICZM programme has fishery implications. Budgetary alloc. [inc. bad weather allow.] to Fishermens Welf. Fund.
		Responses	1	
Micronesia	*PF1999-2002			
Nauru	*NDP2002-6			
Niue	*NISP1999-03			
Palau	*NMP			
Papua NG	*MTDS			
St. Kitts	*MTESP2000-2			
St. Lucia	IPRSAP2003	Issues	1	Commits govt. to maintenance of a productive, sustainable, small-scale fishery given social imp. of sector. Notes role of Souf. Reg. Devt Found. in poverty redn via fisheries. Fisheries sector involved – and identified as a harbour of poverty – in document formulation.
		Links	1	
		Processes	1	
St. Vincent	*BA2002			
Samoa	2001/2BA SES2001/2	Issues	1	Six new vessels entering industry will aid growth. Details given as to why fishing revenues have fluct. in recent years. Funds designated for purchase of fishing aggregate devices [FADs]
		Responses	1	
São Tomé Príncipe	IPRSP/Ap2000	Issues	1	Sensitivity of s/s coastal fisheries to over-fishing noted.
Seychelles	No Plan			
Singapore				
Solomon Is.	*MTDS			
Suriname	*MADP2001-5			
Tokelau				
Tonga	*SDPVII2001-3			
Trinidad & T.	*MTPF2002-4			
Tuvalu	*NDS			
Vanuatu	*CRP			

*Abbreviations:* NSDP (National Strategy Development Plan) – Antigua: ABC (Annual Budget Communication) – Bahamas: MTES (Medium Term Economic Strategy) – Barbados, Dominica and Grenada: NPSAP (National Poverty Elimination Strategy and Action Plan) and MTESP (Medium Term Economic Strategy Plan) – Belize: IPRSP (Interim Poverty Reduction Strategy Paper) – Cape Verde, Guinea Bissau and São Tomé and Príncipe: PG

(Programa do Governo) – Cape Verde: RNRP (Reconstruction and National Reconciliation Programme) – Comoro Islands: BPS (Budget Policy Statement) and PSD (Principles of Strategic Development) – Cook Islands: INDP (Integrated National Development Plan) – Dominica: SDP (Strategic Development Plan) – Fiji and Tonga: PRSP (Poverty Reduction Strategy Paper) – Guyana: MTSEF (Medium Term Economic and Social Framework) – Jamaica: NDS (National Development Strategy) – Kiribati and Tuvalu: NDP (National Development Plan) – Maldives and Nauru : BS (Budget Speech) and NSSD (National Strategy for Sustainable Development) – Mauritius: PF (Planning Framework) – Micronesia: NISP (Niue Integrated Strategic Plan) – Niue: NMP (National Master Plan) – Palau: MTDS (Medium Term Development Strategy) – Papua New Guinea and the Solomon Islands: MTESP (Medium Term Economic Strategy Paper) – St Kitts and Nevis: IPRSAP (Interim Poverty Reduction Strategy and Action Plan) – St. Lucia: BA (Budget Address) – St. Vincent and Samoa: SES (Statements of Economic Strategy) – Samoa: MADP (Mullet Annual Development Plan) – Suriname: MTPF (Medium Term Policy Framework) – Trinidad and Tobago: CRP (Comprehensive Reform Programme) – Vanuatu.

\* Signifies a lack of success in obtaining same to date.

Countries shown in **bold** are in the process of preparing a PRSP.

## 2.B. The extent to which the fisheries sector is integrated into World Bank Country Assistance Strategies (CAS) for SIDS.

Country	CAS/Date	Criteria	Value	Remarks
Antigua	No CAS Avail			
Aruba	No CAS Avail			
Bahamas	No CAS Avail			
Bahrain	No CAS Avail			
Barbados	No CAS Avail			
Belize	CAS/Aug00	Issues Links	1 2	Notes aquaculture [shrimp farming] as a main source of growth. While 49% of employ. for poorest quintile was provided by ag. and fishing sectors, fishing comm. not ident. as poverty-stricken group. Environ. problems emerging due to subsist fishing [and farming] by inc. numbers of poor.
Cape Verde	CASPR/Au201			No mention of fisheries sector whatsoever.
Comoro Is	No CAS Avail			
Cook Is.	No CAS Avail			
Cuba	No CAS Avail			
Dominica	No CAS Avail			
Dominican R.	CAS/Ju99			No mention of fisheries sector whatsoever.
Fiji	No CAS Avail			
Grenada	No CAS Avail			
Guinea-Bissau	No CAS Avail			
Guyana	CAS/May2002			No mention of fisheries sector whatsoever.
Haiti	No CAS Avail			
Jamaica	CASPR/Se02 CAS/Nov00	Links	1	Country Program matrix notes that rural poor are fisherman [and farmers....]
Kiribati	No CAS Avail			
Maldives	CAS/Nov00	Issues  Responses	3  2	Growth attributable to rich marine resources. Brief synopsis of sector – and necess. policy reforms indicated. Past Bank Projects [last closed 1997] to sector noted and weaknesses reported. Fisheries Sector report due out shortly [no details]. Highlights need for supp. for community-based reef management and mech. for managing access rights to fish stocks and reefs. Future Bank strategy identified in Country Program matrix.
Marshall Is.	No CAS Avail			
Mauritius	No CAS Avail			
Micronesia	No CAS Avail			
Nauru	No CAS Avail			
Niue	No CAS Avail			
Palau	No CAS Avail			

Papua NG	CAS/Oct99	Issues	1	PNG has sustainable advantage in fisheries [mining and timber]. Intention to improve monitoring of activity in fisheries dept.
St. Kitts	No CAS Avail			
St. Lucia	No CAS Avail			
St. Vincent	No CAS Avail			
Samoa	No CAS Avail			
São Tomé Príncipe	CAS/Oct00	Responses	1	Promise that Public Resource Management Credit will be used to fund a study on the fisheries sector.
Seychelles	No CAS Avail			
Singapore	No CAS Avail			
Solomon Is.	No CAS Avail			
Suriname	No CAS Avail			
Tokelau	No CAS Avail			
Tonga	No CAS Avail			
Trinidad & T.	CAS/Mar99	Responses	1	Govt. has devised progs. to supp. fisheries and a/culture [no detail] Integrated CZM to protect beaches and fisheries.
Tuvalu	No CAS Avail			
Vanuatu	No CAS Avail			

*Abbreviations:* CASPR (Country Assistance Strategy Progress Report) – Cape Verde.

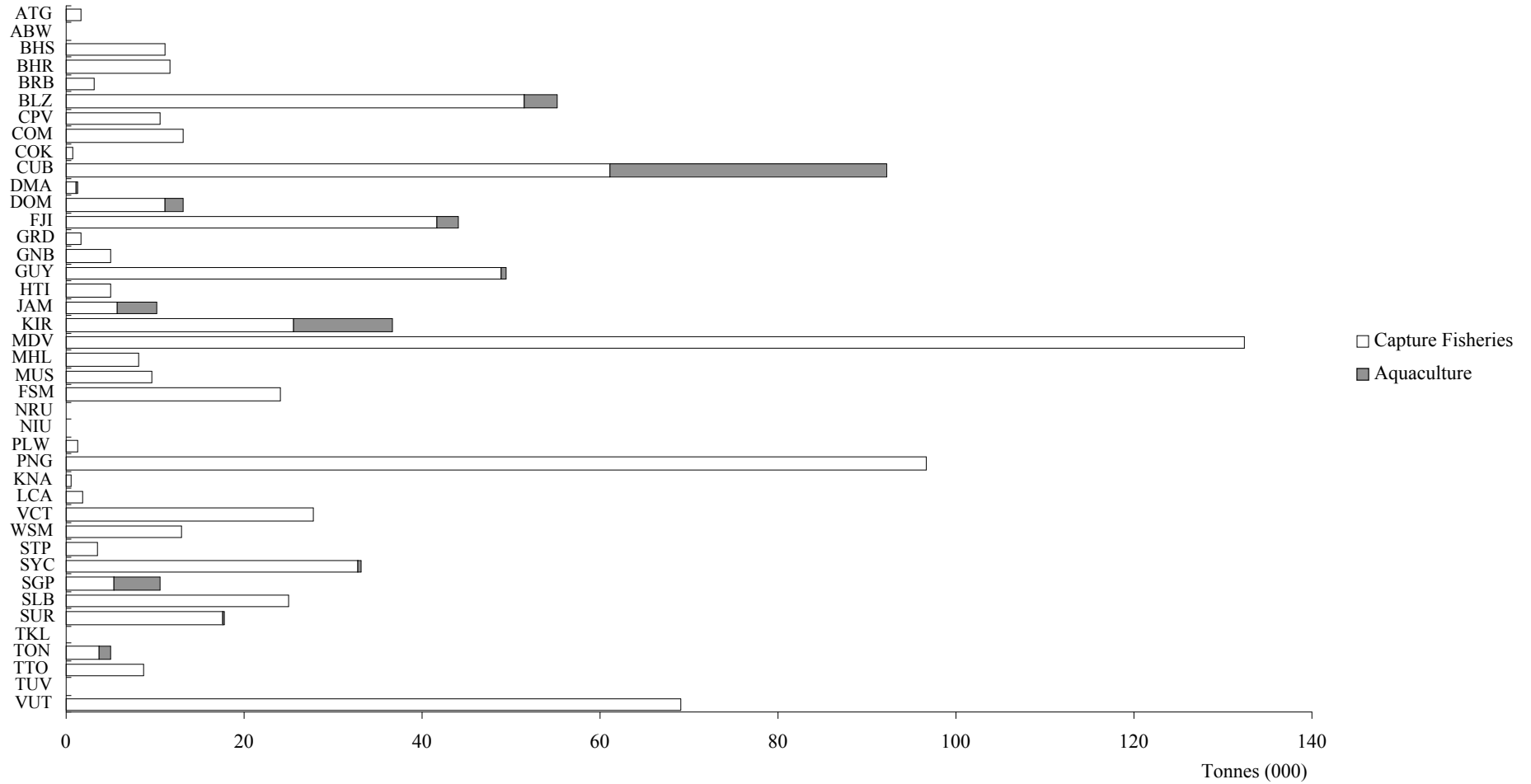
## 2.C. The extent to which the fisheries sector is integrated into European Union Country Strategy Papers (CSP) for SIDS.

Country	CSP Per.	Criteria	Value	Remarks
Antigua	2001-7	Issues	1	Fishing activity up 60% since 1980s – and seen by govt. as sector of ‘most promise’, although concerns too about over-fishing. Donor support [Japan] for fisheries projects.
Aruba	No CSP			
Bahamas	2002-7	Issues	1	Challenge is sust. use of fragile eco-system, including fisheries. Probs. of fish poaching, and with intro. closed fishing season by govt. Mention of imp. of EU as a market for Bahamian fish products. Identific. of niches in tourist game-fish market.
		Responses	1	EU support to improve sanitary processes in fisheries sector and to imp. local management capacities in the sector.
Bahrain	No CSP			
Barbados		Issues	2	Detailed note of govt. plans to upgrade the sector and a note of its regional fisheries body commitments.
		Responses	1	Construction of infrastructure to aid sectoral development
Belize	2002-7	Issues	2	Fisheries cont. growing amount to GDP [1990=2%, 2000=5%], with shrimp farming/aquaculture increasing sharply. Fisheries noted vis-à-vis environmental protection requirements. EU concerns over lax Belizean regulation [flagging and sanitary controls] which hampers exports to EU.
		Links	2	Document notes and discusses 1996 survey indicating 45% of poorest quintile relied on either ag. or fishing for their livelihoods.
		Responses	1	EC response to focus on devt of rural sector [inc. aquaculture] with effective private sector participation. Coherence between devt and other EU policies [inc. fish.] stressed.
Cape Verde	2001-7	Issues	1	Despite fleet and processing modernisation, exports have fallen sharply – in part due to hygiene deficiencies.
		Links	1	Absence of continental platform limits magnitude of fish resources. Recognition of fisheries as ultimate ‘free’ resource for the most vuln. EU fisheries revenues contrib. indirectly to aid local food security.
		Responses	1	Brief detail of EU Fisheries Agreements provided.
Comoro Is.	2002-7	Issues	1	Inapprop. fishing techniques causing environ. problems.
Cook Is.	2002-7	Links	1	Offshore fishery of limited imp., reef/lagoon fishing for subsistence.
		Responses	1	EU plans to balance its commerc. interests with local devt imperatives via EU regional programme.
Cuba	No CSP			
Dominica	2002-7	Issues	1	Notes necess. of dev. offshore pelagic resources and providing more fishing platforms.
		Links	1	Road imps. will improve market access for southern fishing villages. Link twixt sector and livelihoods clearly expounded.
Dominican R.	2001-7			No mention of fisheries whatsoever.
Fiji	No CSP			
Grenada	2001-7	Issues	2	Industry collapse 1999, govt. rebuilding with French/Jap. help. Sub-regional efforts to establish a well-diversified fisheries sector. Tourism Master Plan emp. need for cross-cutting linkages [inc. fish]. Construction of additional fisheries infrastructure promised.

Guinea-Bissau	2001-7	Issues	2	Imp. of fisheries resources identified and donor programmes identified in accompanying support matrix. Infrastructural deficit a major constraint on sector's expansion. Notes govt. ag. policy intent on revis. judic.framework for fisheries. Briefly outlines past GB-EU Fisheries Agreement, whilst coherence between EU development policy, national plans and the fisheries sector clearly enunciated through recent fisheries agreement..
		Responses	2	
Guyana	2001-7	Issues	1	Mentions imp. of fishing to local economy and sharp growth in per capita fish consumption.
Haiti	No CSP			
Jamaica	2001-7	Issues	1	Notes niche ag. products – inc. aquaculture - have growth prospects.
Kiribati	2002-7	Issues	2	Licence fees and remittances from Kiribati seaman working on foreign ships major factor in GNP. Unrealised potential is recognised – as is magnitude of fish resources. EU purchase of boats for state fishing company – unsuccessful. Sector ident. for EU support measures (inc. Fisheries Agreement) and mention of need for coherence between EU interests and local needs.
		Responses	1	
Maldives		Issues	3	Fisheries potential acknowledged. Contrib. to GDP, employ and exports given, and recog. of sensitivity of tuna exports [pref. access to EU market] to price fluctuations and graduation from LDC status. Overexploitation of inshore reef resources highlighted. EU funding of a fish inspection project.
		Responses	1	
Marshall Is.	2002-7	Issues	2	Recognises abundance of local fish resources and donor support. Details on government licensing revenues and the objectives of 1997 Nat. Fisheries Policy.
Mauritius	2001-7	Issues	2	Fishing seen as a signif. employer, though growing pollution threats due to inadequate waste water facilities – matrix traces extent to which environment has been integrated into fisheries area. Some information on EU Fisheries Agreements.
		Responses	1	
Micronesia	2002-7	Issues	2	Main fisheries revenues through access fees rather than exports. Overview of fisheries sector and resources provided. Notes Japanese million fishing aid.
Nauru	2002-7	Issues	2	Precis of sector provided – including current constraints on its growth. Aquaculture could provide incomes at 'grassroots' level.
Niue	2002-7	Issues	1	Value of fisheries production and license fees. Development constrained by lack of adequate landing facilities Fishing is integral to livelihoods of subsistence households. EU promises to ensure coherence between its tuna harvesting interests and national development objectives in fisheries arena.
		Links	1	
		Responses	1	
Palau	2002-7	Issues	2	Sectoral contribution to GDP and license sales noted. Concise resume provided of fisheries sub-sectors [coral reef, pelagic and aquaculture], participants and output levels. Notes Japanese fishing aid. Fisheries and aquaculture highlighted as growth areas. Notes EU intends to develop series of bilateral fishing agreements.
		Responses	1	
Papua NG	2002-7	Issues	1	Resource abundance noted, as is CDE tech. support for fish process. EU promises to ensure coherence between its tuna harvesting interests and national development objectives in fisheries arena.
		Responses	1	
St.Kitts	2001-7	Issues	2	Fisheries sector depicted as weak and traditional. Action matrix identifies govt. plans to modernise sector and ensure sectoral sustainability. Particip. in regional CRAFP programme, and Japanese aid identified.
St. Lucia	2001-7	Issues	3	Excellent sectoral summary highlights contribution to GDP, future growth prospects, current constraints and details on the STABEX funded fisheries development programme. Notes govt intent to achieve self-suffic. in fish [poultry,pork,eggs].
		Links	1	
St. Vincent	2002-7	Issues	1	Fisheries value-added has increased, though local fish market failed recent EU inspection.

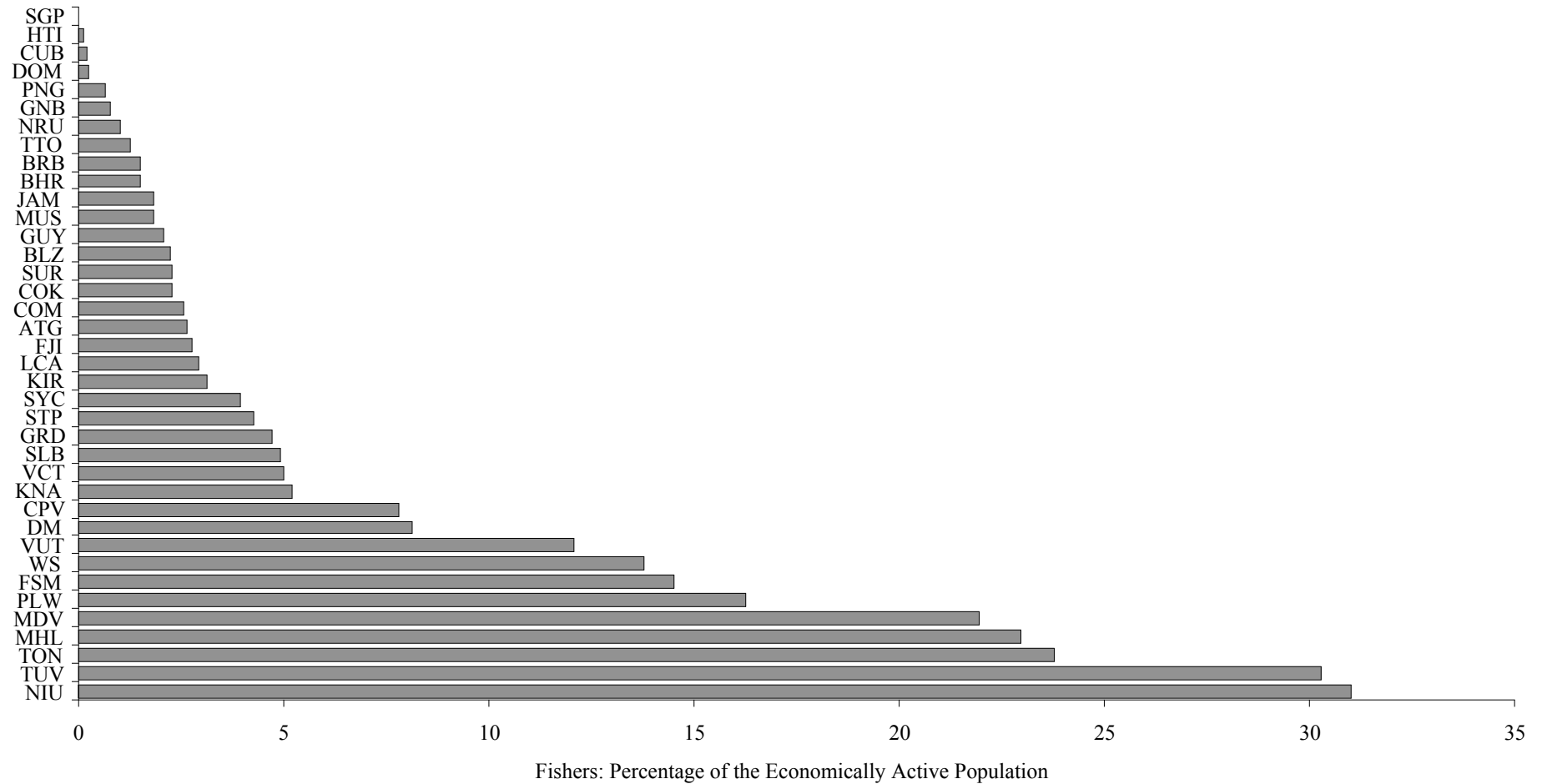
				Japan has funded construction of fishing facilities. Action matrix highlights govt's broad sectoral objectives [3].
Samoa	2001-7	Issues	2	Fisheries replaced agriculture as dominant export earner. Support [with Lomé funds] for fisheries micro-projects. CDE support for fish processing noted. Redn in polluting activities will protect reef fisheries. Paper notes fisheries [and ag.] are backbone of village economy, though such subsistence activities have declined in imp. over time.
		Links	1	
São Tome Príncipe	2002-7	Issues	1	Notes govt. intention to develop stagnant fisheries sector. Support to sector noted in both donor matrix and in prose. Details on EU Fisheries Agreements given [past and present].
		Responses	2	
Seychelles	2002-7	Issues	2	Imp. of foreign-owned tuna and local artisanal sector detailed. Need for lagoon preservation and effective EEZ management has led to search for coherence between environ-tourism-fisheries objectives. Donor matrix identifies external support to sector. Details of current and past EU Fishing Agreements given. Hints that govt. requests could lead to EU support being given for capacity enhancement [fish. manag.] and fish processing. Notes that Fish. Ag. should help develop indigenous fishing capacity.
		Responses	3	
Singapore	NO CSP			
Solomon Is.	2002-7	Issues	2	Fisheries exports down due to poor tuna prices and ethnic unrest. Unsustainable fishing threatens fragile reef eco-systems. Fishing rights granted to Taiwan [2001] severely undervalued. Explan. of govt. policy reforms proposed – and past policy failures. Artisanal sector imp. in rural income terms and as a protein source. Solomon's benefited under reg. Indic. Prog wrt fisheries, also funding of small rural fisheries centres.
		Links	1	
		Responses	1	
Suriname	2001-7	Issues	1	Gold-mining is poisoning fish populations. Allusion to imp. of fishing [esp. shrimp] to national economy.
Tokelau	No CSP			
Tonga	2002-7	Issues	1	Recogn. of enormity of Tongan fish resources – and potential for a 'well-negotiated fishing agreement' to help. Comp. fisheries manag. plan being drawn up with Japanese support. Acc. to fishing [and land] allows families to meet basic subsist. needs.
		Links	1	
Trinidad & T.	No CSP			
Tuvalu	2002-7	Issues	2	Abund. fish. resources, with dependence on sale of fishing licenses. Highlights revenues from fishing agreements with US/Japan/China. Notes government's intentions vis-à-vis sector. Rural population engaged in subsist. activity [inc. fishing]. Suggestion that those dependent on artisanal fishing with no alt. income source are most vulnerable. Attempts to dev. domestic fisheries beyond subsist level ineffectual.
		Links	1	
Vanuatu	No CSP			

**Figure 1**  
**Fisheries Production**



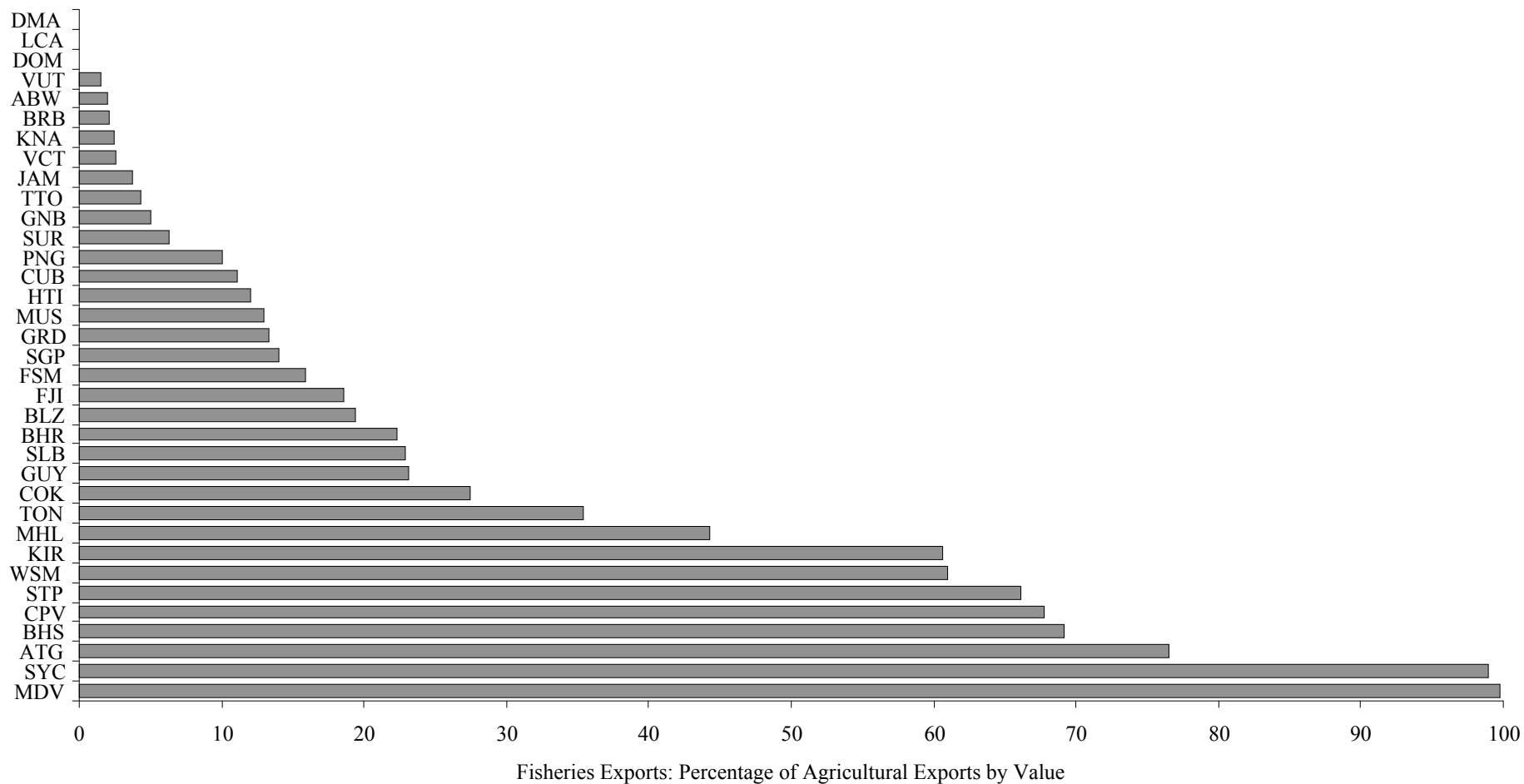
Source: FAO (2004), FAOSTAT (<http://www.fao.org/>, accessed 15 March 2004).

**Figure 2**  
**Employment**



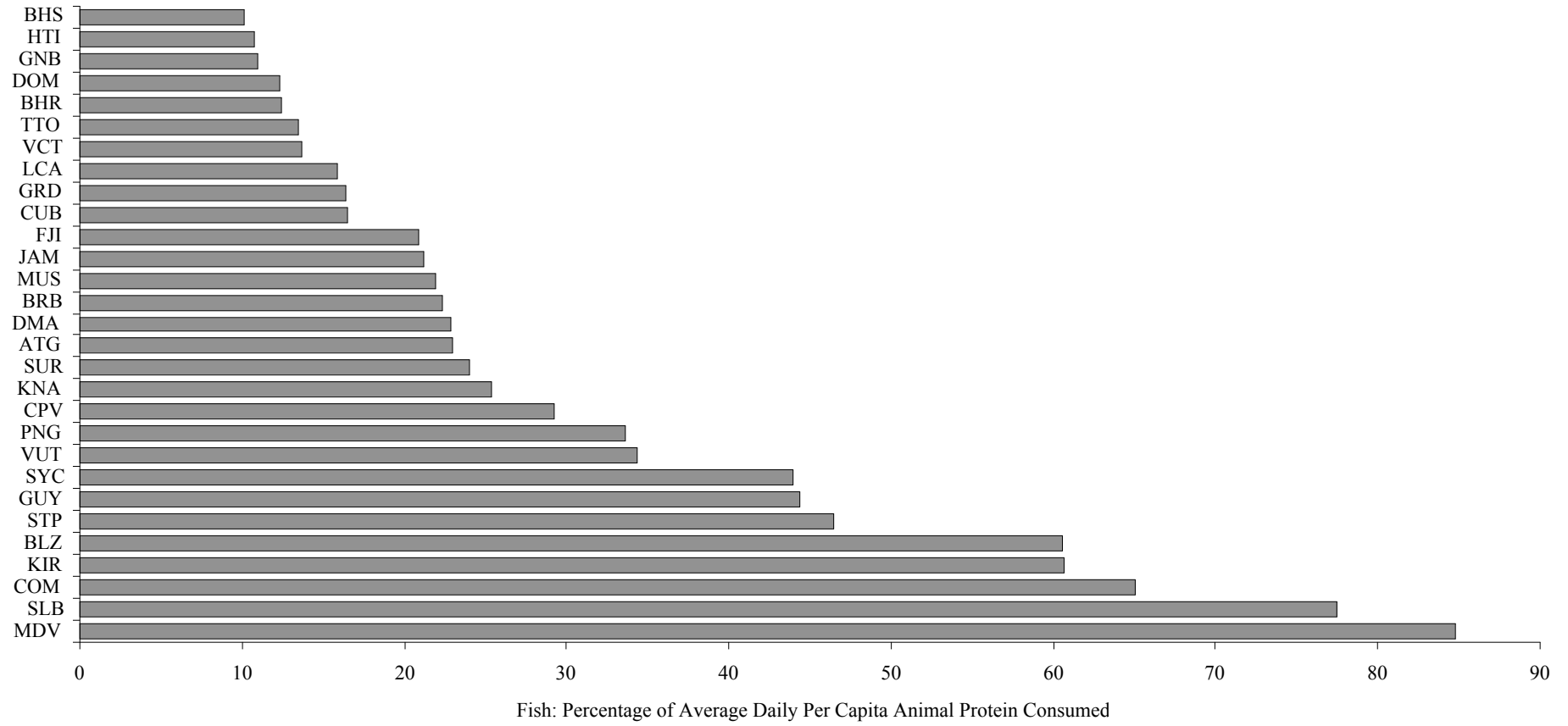
Source: FAO (2004), FAOSTAT (<http://www.fao.org/>, accessed 15 March 2004).

**Figure 3**  
**Trade**



Source: FAO (2004), FAOSTAT (<http://www.fao.org/>, accessed 15 March 2004).

**Figure 4**  
**Consumption**



Source: FAO (2004), FAOSTAT (<http://www.fao.org/>, accessed 15 March 2004).