

SOUTH PACIFIC COMMISSION

FISHERIES TECHNICAL MEETING

(Noumea, 5 - 13 February 1962)

FISHERY SERVICES

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The activities of Governments with regard to fishery industries are of many kinds, varying from country to country in accord with such matters as general socio-economic status of the country, character of the accessible aquatic resources, and Government policy with regard to primary industries. A discussion of the services required for the fisheries of the South Pacific Commission area might be assisted by a brief review of such services; such a review should seek:

- (1) to suggest a classification of governmental fishery services,
- (2) to identify some of the principles according to which decisions have been reached, in actual situations, as to the kinds of services to be provided.

TYPES OF SERVICES

In seeking a classification of fishery services, a useful starting point will be to recognize a distinction between services rendered to the industry on behalf of the operatives of the industry, and those carried out with respect to the industry on behalf of the community at large. This distinction might seem somewhat artificial, since services rendered to the industry on behalf of the operatives are not without advantage to the community; and conversely, the industry must benefit from services performed on behalf of the community. However, listing the services under these headings will show that these headings signify important differences in the character of these services and in the circumstances under and purposes for which they are organized.

Community Services:

Promulgation and enforcement of regulations with regard to
 law and order
 settlement of disputes
 safety at sea
 industrial safety
 hygiene
 quality standards
 licensing
 revenue collection
 collection of statistics
 leasing of limited resources.

Services to Industry:

resources research, including exploration and prospecting
 industrial research, including pilot demonstration of new equipment
 regulation of fishing
 assistance in procurement of producer requisites
 provision of shore facilities
 granting of financial assistance, by way of grants, loans, subsidies,
 and exemptions from taxes and excise duties
 provision and operation of transport, storage and marketing facilities
 conduct of sales promotion programmes
 conduct of training programmes and extension services
 conduct of health and education services particularly for the industry
 assistance in the formation and running of industrial associations.

This list has been compiled with respect to the type of situation most commonly found in fisheries today, that in which a common property resource is exploited by private enterprise with varying degrees of intervention by the community to safeguard its own interests, directly by the community services, and indirectly by the services to the industry. For situations in which the State itself conducts fishing and subsequent operations, compilation of such a list would be meaningless; situations in which there is private ownership of resource are too few to consider here.

The reader will recognize that the distinction between these categories of services derives from differences of objective (community interest) behind them; services of the first kind are intended:

- (1) to preserve law and order,
- (2) to give the community control of its economy,
- (3) to protect the consumer with regard to hygienic and quality characteristics of commodities, and so forth.

Services of the second kind are undertaken for a variety of reasons, among which:

- (1) to distribute through the community certain risks in an exceptional industry whose operation is in the community interest,
- (2) to secure fullest use of a national resource,
- (3) to secure greatest efficiency in the industry, for the benefits (e.g. low price of products) that might follow,
- (4) to increase employment,
- (5) to reduce wastage,
- (6) to obtain products for trade.

To summarize: Services of the first kind are conducted for general administrative purposes, whereas those of the second kind are conducted for material purposes - with an eye to products and employment. We may also observe that services of the second kind are most often of a developmental character.

Services of the first kind, although differing in their character and application, are common to all countries with developed fisheries. Those of the second kind are exceedingly varied, their character in any country depending on the character and status of the fisheries and on the general political atmosphere. In highly industrialized and integrated countries these services take more generalized forms, giving assistance to the industry as a whole; thus research and regulation of fishing are usual in these countries. In developing countries, and especially in those where fisheries have been neglected, these services take more particular forms.

PATTERNS OF SERVICES

Probably no general rule could be laid down for the design of a pattern of fishery services; not only is the number of possible patterns perhaps as great as the number of situations, but there is nothing to say that there is a unique pattern for each situation. If we may take it that the pattern of services of the first kind will be developed, characteristically for each country, pari passu with development of such services for other primary industries, we may concentrate our attention on services of the second kind. A pattern of services of the second kind will be determined in accord with three major considerations:

- (1) nature of resources, status of the industry, and status of the country's economy in general;
- (2) governmental policy toward primary industries in general, and toward fisheries in particular;

(3) political climate.

While the second and third of these considerations do not admit of examination in a paper such as this, some remarks may be made with regard to the first.

Obviously the accessibility, magnitude and kind of resources, determine the kind of fishery industry that can be developed, and a first requirement, so far as government is concerned, is a reliable description and appraisal of the resources. This is not to say that if a description and appraisal is lacking nothing should be done until sufficient exploration and prospection have been carried out; it does mean, however, that resource studies should have high priority in such a situation and that until they have been made government is likely to have difficulty (as are the operatives of the industry) in deciding upon measures to assist the industry, since, in fact, it cannot be sure of the direction in which development may proceed, or how far that development might go. A situation in which a government does not have an account of resources accessible to its nationals (either in general, or in some particular area) may fall into one or other of the following classes:

- (1) there are no fishing operations;
- (2) there are subsistence operations by the nationals,
- (3) there are low level commercial operations by the nationals,
- (4) there are commercial operations by nationals of another country,
- (5) there is a combination of category (4) with either (2) and/or (3).

The obvious course of action in all these classes is to get the resources information, but the means of getting it will vary between these classes; emphasis will be on governmentally conducted exploration and prospection in the first class, on prospection in the others with a shift of emphasis to using commercial operations to provide information. In later stages of development of a fishery, other types of resource information are required, by both industry and government. To discuss these requirements in more detail, and to describe the procedures for gathering such information, would develop this note into a treatise.

The foregoing example indicates the need in each situation to identify disabilities that restrain development or effective operation of the industry, and to choose courses of action that will remove the disabilities. The services to industry can be viewed in this sense, and for this purpose may be systematized as follows:

(1) Resources information:

discovery, description and assessment of resources:
requires research;

dissemination of resources information: requires
extension services;

- (2) Manpower: to ensure numerical adequacy and appropriate level of competence, requires:
- organized training programmes;
 - extension services;
- (3) Equipment (boats and gear in primary sector; canning, smoking etc., in secondary sector; storage and transport in tertiary sector):
- acquisition: may require procurement and financial assistance;
 - development of special units of equipment: may require research;
- (4) Industrial organization:
- assistance in the formation of co-operatives may be required.

Whilst each service requires qualified staff to perform it, a need exists for generalists with intimate acquaintance with the industry of a limited region and able to appraise situations, identify disabilities and propose courses of action. The range of duties and responsibilities of such officers was described in detail by a Committee on Fisheries Education appointed by the Government of India in 1958, and is reproduced in the appendix to this note. One should emphasize that the Committee did not propose that every fishery field officer should carry out all the duties listed in the appendix: they indicated that each officer would carry out a selected set of such duties, either alone or with and through a team of assistants. The Committee also recorded their view that the post of fishery field officer was a fundamental element of any fishery programme.
