



Fisheries  
Transparency  
Initiative

# TAKING STOCK

Online Transparency of Fisheries  
Management Information



REPUBLIC  
OF PERU

In cooperation with:



2021 Summary Assessment Report

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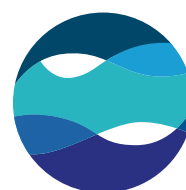
Every effort has been made to verify the accuracy of the information contained in this assessment. All information was believed to be correct as of December 2021. Nevertheless, the Fisheries Transparency Initiative (FiTI) cannot accept responsibility for the consequences resulting from the use of this assessment or its contents by others.

Furthermore, in conducting this assessment, the FiTI did not investigate the veracity or completeness of the published information and did not make any judgement about the integrity of the information or practices disclosed.

We would like to thank all the individuals and institutions who contributed to the various stages of research and preparation of this assessment.

The Fisheries Transparency Initiative (FiTI) is a global multi-stakeholder initiative that strengthens transparency and collaboration in marine fisheries management.

By making fisheries management more transparent and inclusive, the FiTI promotes informed public debates on fisheries policies and supports the long-term contribution of the sector to national economies and the well-being of citizens and businesses that depend on a healthy marine environment.



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[www.fiti.global](http://www.fiti.global)

**TAKING STOCK: Online Transparency of Fisheries Management Information** assesses the level of information that Peru's national authorities publish on government websites regarding the country's marine fisheries sector.



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**Peru's TAKING STOCK: Online Transparency of Fisheries Management Information** assessment consists of this Summary Assessment Report, as well as an in-depth Detailed Assessment Report.

Both reports, as well as information on the methodology, can be found at:  
[www.fiti.global/taking-stock](http://www.fiti.global/taking-stock)



# SUSTAINABLE FISHERIES NEED TRANSPARENCY

For millennia, those who dedicated themselves to fishing, whether for food, income or recreation, did not need to worry about the sustainable management of this natural resource. Fish stocks replenished themselves with ease. **This is no longer the case.** The ocean is under increasing threats from myriad impacts, like climate change, pollution, and overfishing.

**Governments have the fundamental obligation to manage common resources, such as fish, on behalf of their citizens.** But this invokes a complex challenge: to ensure that fishing and fish trade contribute to income, employment, food and nutrition for millions of people, while conserving marine biodiversity for present and future generations.

**Public availability of information is critical to achieving sustainable fisheries. Yet, transparency in fisheries management has not been a priority.** Many governments do not disclose basic information on their fisheries sectors, such as laws, permits, fishing agreements, stock assessments, financial contributions, catch data and subsidies. Additionally, there are widespread concerns that companies are not consistently reporting accurate information on catches, fishing practices and payments to governments. The data that is already publicly available is too often incomplete, outdated, unverified, or not readily accessible.



*Lack of basic transparency could be seen as an underlying facilitator of all the negative aspects of the global fisheries sector – IUU fishing, fleet overcapacity, overfishing, ill-directed subsidies, corruption, poor fisheries management decisions, etc. A more transparent sector would place a spotlight on such activities whenever they occur, making it harder for perpetrators to hide behind the current veil of secrecy and requiring immediate action to be taken to correct the wrong.*

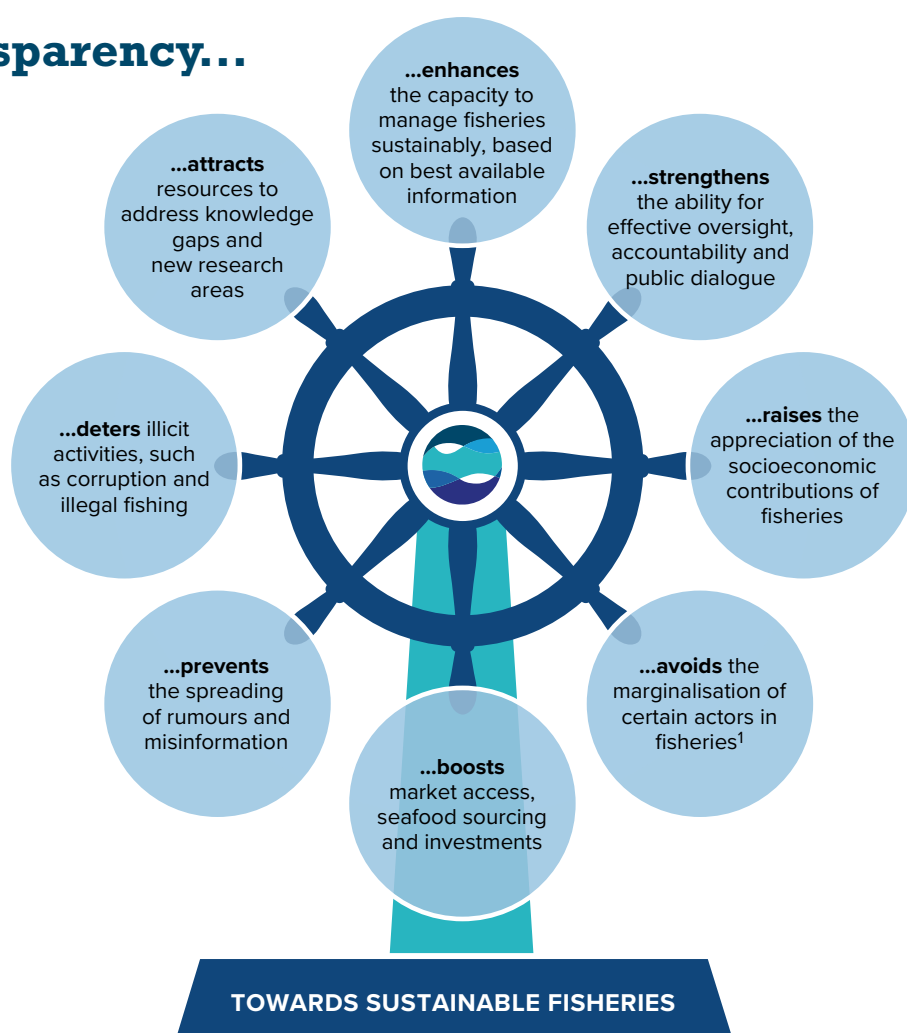
Food and Agriculture Organization of the United Nations (FAO)  
The State of World Fisheries and Aquaculture 2010



Enhancing transparency in fisheries management appeals to all stakeholders that appreciate the enormous value of marine fisheries – whether that relates to food and nutrition security, employment, the value to national economies, or the cultural importance of fishing.

**Transparency in fisheries management yields multiple benefits, and their relevance and applicability vary depending on the national context.**

## Transparency...



Promoting these positive features of fisheries lies at the heart of the Fisheries Transparency Initiative (FiTI).



Fisheries  
Transparency  
Initiative

<sup>1</sup> In particular small-scale fisheries and women.



## Transparency is not voluntary. It is a government's duty and a citizen's right!

The provision of accessible, timely and credible information on a country's marine fisheries is increasingly becoming a **legal requirement for governments**, stemming, among other things, from Freedom of Information laws. Such laws are frequently based on three key principles: *public participation*, *access to justice* and *access to information*. The last of these principles implies that the public should be able to obtain environmental information (including information about their country's fisheries sector) with only limited, explicitly defined exceptions arising from justifiable confidentiality claims and security matters.



**In Peru**, access to information is a fundamental right embodied in the Constitution, and the *Ley de Transparencia y Acceso a la Información Pública (No 27806)* sets the regulatory framework, establishing the procedures through which information held by public agencies is disclosed. This makes it highly relevant for transparency in marine fisheries. Article 3 (Principle of publicity) and Article 5 (Publication on public agencies portals) clearly state the responsibilities of entities within the Peruvian public administration to establish adequate infrastructure and procedures, as well as to disseminate relevant information progressively through the Internet.<sup>2</sup>



- Since 2011, Peru has been a member country of the **Open Government Partnership (OGP)**<sup>3</sup>, demonstrating the government's commitment to become more open to its citizens by implementing principles and practices that promote transparency and access to information, as well as civic participation, accountability and public integrity.
- Peru is also an implementing country of the **Extractive Industries Transparency Initiative (EITI)**<sup>4</sup>, which is recognized as the global standard for the good governance of oil, gas and mineral resources.
- As of today (April 2022), the government of Peru has not committed to join the **Fisheries Transparency Initiative (FiTI)**, despite the importance of its marine fisheries sector.



The importance of public access to government information is also emphasised in the UN Sustainable Development Goals (SDGs). Target 16.10 of the SDGs calls on all states to adopt legislation or policies guaranteeing the right to information, which is essential not only for the achievement of Goal 16, but is an enabler to achieving other SDGs.

<sup>2</sup> Supreme Decree No 072-2003-PCM, which is the regulation corresponding to the aforementioned law further details what is expected from institutions regarding transparency. For example, it mentions that the law only establishes minimum disclosure practices, and that public agencies must publish any additional information that is relevant for citizens.

<sup>3</sup> <https://www.opengovpartnership.org/members/peru/>













<sup>4</sup> <https://eiti.org/peru>

## ABOUT THIS ASSESSMENT

This is the first time that Peru has been assessed regarding the online transparency of its marine fisheries sector.

This TAKING STOCK assessment covers 12 thematic areas of fisheries management, as defined by the FiTI Standard.<sup>5</sup>

The **FiTI Standard** is the only internationally recognised framework that defines what information on fisheries management should be published online by national authorities. The FiTI Standard was developed over two years in a global multi-stakeholder endeavour. Its objective is to contribute to the sustainability of marine fisheries by increasing the accessibility and credibility of national fisheries management information.

- |    |   |   |     |  |                                    |
|----|---|---|-----|--|------------------------------------|
| #1 |    | Fisheries Laws, Regulations and Official Policy Documents | #7  |    | Post-Harvest Sector and Fish Trade |
| #2 |   | Fisheries Tenure Arrangements                             | #8  |   | Fisheries Law Enforcement          |
| #3 |  | Foreign Fishing Access Agreements                         | #9  |  | Labour Standards                   |
| #4 |  | The State of the Fisheries Resources                      | #10 |  | Fisheries Subsidies                |
| #5 |  | Large-Scale Fisheries                                     | #11 |  | Official Development Assistance    |
| #6 |  | Small-Scale Fisheries                                     | #12 |  | Beneficial Ownership               |

For this assessment, these 12 thematic areas have been broken down into a total of **38 transparency elements**.<sup>6</sup>

<sup>5</sup> <https://www.fiti.global/fiti-standard>

<sup>6</sup> An overview of these 38 transparency elements can be found in the section [‘Key findings’](#).

This assessment evaluates whether basic information on Peru's marine fisheries sector is **freely available** on government websites, whether it is **up to date** and whether it is **easy to find**.<sup>7</sup>



#### Additionally, this assessment:

- Considers whether information is published in a way that renders it easy to **(re)use**, e.g. to download, search and filter;
- Documents instances of **'good transparency practices'**, where published information allows non-experts to draw reliable conclusions;<sup>8</sup> and
- Proposes practical **recommendations** to improve online transparency around Peru's marine fisheries sector.



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This assessment is intended to support national authorities in Peru to improve transparency in fisheries management and to stimulate interest in fisheries among a wide range of stakeholders.

It also establishes a comprehensive benchmark for evaluating progress over time.



<sup>7</sup> For more information about the assessment's methodology, please refer to <https://www.fiti.global/taking-stock/methodology>.

<sup>8</sup> For example, national authorities may utilise innovative techniques to help visualise information, such as online information systems or fact sheets.





*Public disclosure of information cannot be directly equated with actual progress towards sustainable fisheries management.*

**A lack of transparency in fisheries management is not always a deliberate state of affairs.** Governments with poor levels of transparency are often viewed negatively, as if driven by the desire to hide information from public scrutiny. However, what may be perceived as opacity or secretive practices is often the result of other factors, such as the complexity of the fisheries sector, a lack of technology, expertise and staff, or legal concerns. Some government ministries or national agencies, particularly those that are underfunded, may not prioritise transparency. Unfortunately, these arguments can also be used as a convenient excuse to avoid scrutiny.

A low level of transparency in this TAKING STOCK assessment may not be a sign of wrongdoing, but rather highlights an opportunity for national authorities to enhance disclosure to stakeholders. Likewise, a high level illustrates strong disclosure systems, but this may not reflect operational success regarding the sustainable management of marine fisheries.

Transparency should also not be misinterpreted as a direct indicator for ethical behaviour, such as honesty and integrity.

**This assessment is therefore not an end in itself.** Instead, it takes stock of current disclosure practices against an internationally recognised transparency framework – the FiTI Standard – with a view to starting a conversation with all relevant stakeholders in Peru’s marine fisheries sector.

The ambition is that this and future **TAKING STOCK** assessments will contribute to making government transparency the global norm in fisheries management.

# CONTEXTUAL INFORMATION ON MARINE FISHERIES IN PERU



**Length of coastline:**  
3,080 km

**Exclusive fishing zone:<sup>9</sup>**  
855,475 km<sup>2</sup>

**Marine Protected Area:<sup>10</sup>**  
66,295 km<sup>2</sup> | 7.75%



## Recent developments relevant to Peru's marine fisheries sector



Peru is currently implementing its fourth National Action Plan to the Open Government Partnership (OGP). As part of this, the Presidency of the Council of Ministers is overseeing the implementation of the National Policy for the Modernization of Public Management – 2021, which includes open government as a cross-cutting issue for all public institutions.



The Ministry of Production approved two new fisheries management plans for artisanal fisheries (mahi mahi and benthic species), which were developed through a participatory process involving different fisheries stakeholders.



In October 2020, the Peruvian Congress decided not to ratify the Escazú Agreement<sup>11</sup> on the grounds that it would affect the country's sovereignty in the administration of justice.

<sup>9</sup> Peru has not joined the United Nations Convention on the Law of the Sea (UNCLOS). Therefore, it does not have an Exclusive Economic Zone (EEZ).

<sup>10</sup> Under the United Nations Sustainable Development Goal 14.5, countries (including Peru) committed to conserve at least 10 per cent of their coastal and marine areas, consistent with national and international law and based on the best available scientific information.

<sup>11</sup> The Escazu Agreement: a Regional Agreement on Access to Information, Public Participation and Access to Justice in Environmental Matters in Latin America and the Caribbean. This is a binding agreement that obliges states to ensure citizens have access to comprehensive Information on how their environment is managed, which includes coastal and marine ecosystems affected by fisheries.

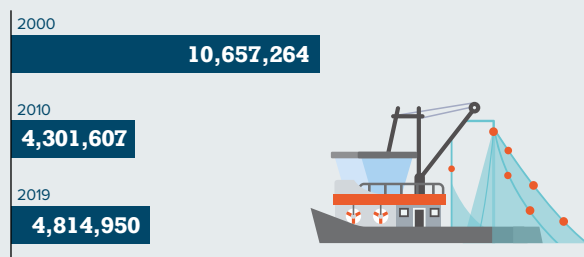


## REPUBLIC OF PERU

Peru's marine fisheries sector plays a pivotal role in fulfilling the economic, employment, food security, and nutrition needs of its citizens.<sup>12</sup>

### Capture fisheries production

(tonnes, live weight)

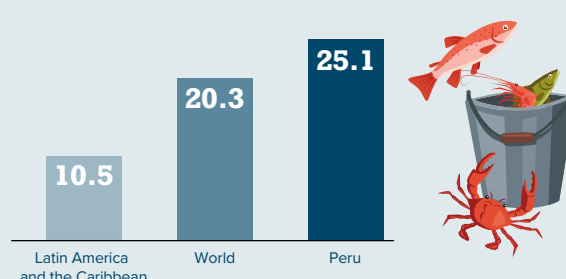


Peru is the 2nd largest fishing nation in the world (based on capture volume).

Source: FAO Fishery and Aquaculture Statistics 2019 (published in 2021)

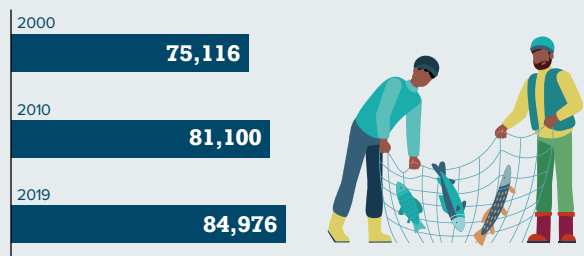
### Fish available for consumption

kg/per capita



Source: FAO State of World Fisheries and Aquaculture 2020, FAO GLOBEFISH Market Profile – Peru 2018

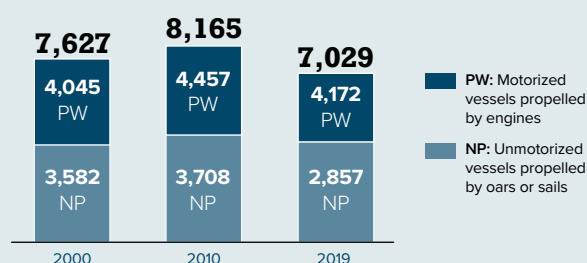
### Number of fishers



Source: FAO Fishery and Aquaculture Statistics 2019 (published in 2021)

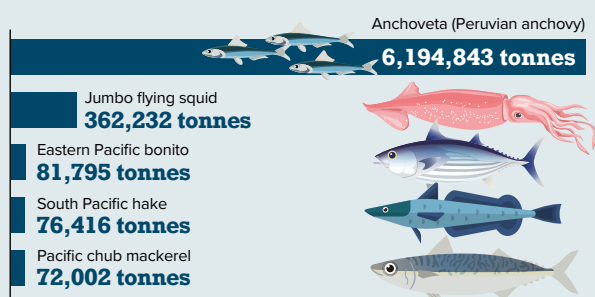
### Number of fishing vessels

(estimates)



Source: FAO Fishery and Aquaculture Statistics 2019 (published in 2021)

### Top 5 species



Source: FAO GLOBEFISH Market Profile - Peru 2018 (by production volume)

### Export of fish and fish products

Peru is the **5<sup>th</sup> largest exporter** of fishery commodities in the Americas, after Chile, the United States of America, Canada, and Ecuador.



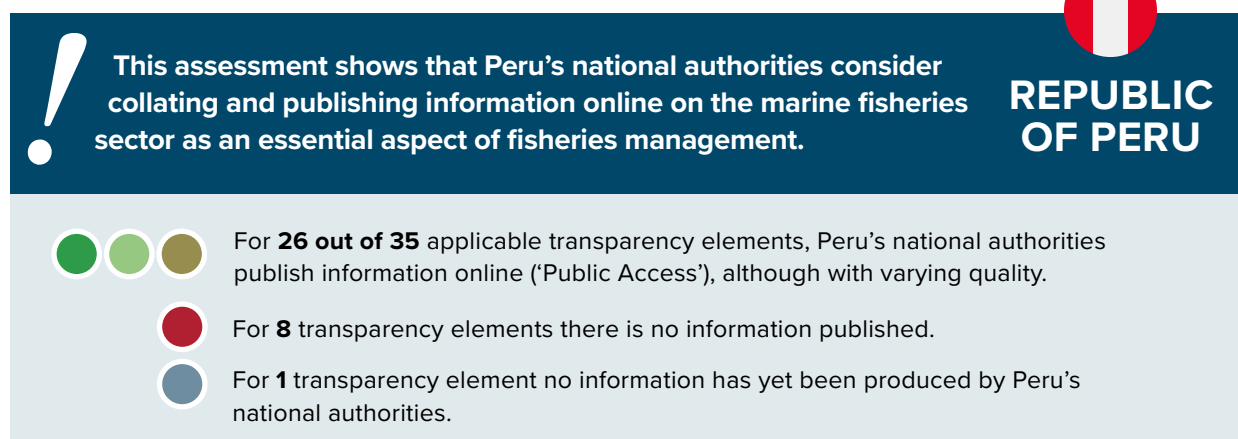
Source: FAO Fishery and Aquaculture Statistics 2019 (published in 2021)

<sup>12</sup> This information reflects international statistics (e.g. from the United Nations FAO), which in some cases may differ from national statistics. In addition, this report does not state the contribution of the Peruvian fisheries sector to the national Gross Domestic Product (GDP). Although this is a common way of expressing the economic value of fisheries, GDP is not sufficient for fully representing the overall social, economic and environmental costs and benefits of the sector.



# KEY FINDINGS

## PUBLIC ACCESS TO FISHERIES INFORMATION



### Not produced

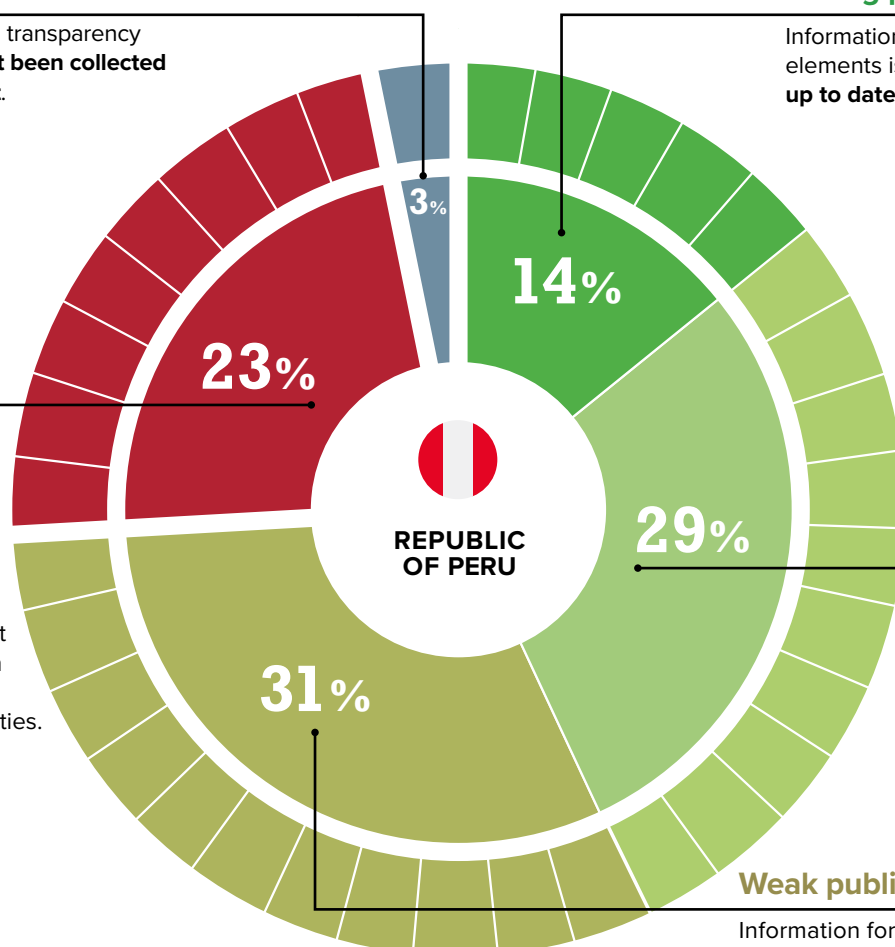
Information for 1 transparency element has **not been collected** or **compiled yet**.

### Strong public access

Information for 5 transparency elements is **available online, up to date** and **easy to find**.

### No public access

For 8 transparency elements, **no information** is published **online**, even though there is evidence that this information is available to national authorities.



### Moderate public access



































































Information for 10 transparency elements is mostly available online, but is **only partially up to date** or **easy to find**.







### Weak public access

Information for 11 transparency elements is only partially available online, and is **also neither fully up to date** nor **easy to find**.

3 of the 38 transparency elements are considered as **not applicable** to Peru's marine fisheries sector (see [Annex](#)).












## Detailed overview







			  			
Thematic area	ID	Transparency element	AVAILABLE ONLINE?	UP TO DATE?	EASY TO FIND?	
<b>#1</b>  Fisheries Laws, Regulations and Official Policy Documents	1-A	Laws on marine fisheries				Moderate public access
	1-B	Fisheries policy documents				Weak public access
	1-C	Fisheries management plans				Moderate public access
<b>#2</b>  Fisheries Tenure Arrangements	2-A	Commercial fishing (large-scale and small-scale)				Moderate public access
	2-B	Coastal subsistence fishing				Strong public access
	2-C	Scientific and exploratory fishing				Strong public access
	2-D	Sport fishing				Weak public access
<b>#3</b>  Foreign Fishing Access Agreements	3-A	Foreign-flagged vessels fishing in Peruvian waters				Not applicable
	3-B	Peruvian-flagged vessels fishing in foreign waters				Not applicable
<b>#4</b>  The State of the Fisheries Resources	4-A	National reports on the state of marine fish populations				Weak public access
	4-B	Scientific stock assessments				Weak public access
<b>#5</b>  Large-Scale Fisheries	5-A	Vessels				Moderate public access
	5-B	Payments				No public access
	5-C	Catches within Peruvian waters				Strong public access
	5-D	Catches outside Peruvian waters				Not applicable
	5-E	Landings in Peruvian ports				Strong public access
	5-F	Transshipments and landings in foreign ports				No public access
	5-G	Discards				Weak public access
	5-H	Fishing effort				Weak public access

 To a full extent
  To a large extent
  To a limited extent
  No
  Not produced
  Not applicable



## Detailed overview

			  				
Thematic area	ID	Transparency element	AVAILABLE ONLINE?	UP TO DATE?	EASY TO FIND?		
 <b>Small-Scale Fisheries</b>	6-A	Vessels	✓	✗	✓		Weak public access
	6-B	Licenses	✓	✓	✗		Weak public access
	6-C	Fishers	✓	✗	✓		Weak public access
	6-D	Payments	✗	—	—		No public access
	6-E	Catches	✓	✓	✗		Weak public access
	6-F	Discards	✗	—	—		No public access
 <b>Post-Harvest Sector and Fish Trade</b>	7-A	Imports	✓	✓	✗		Moderate public access
	7-B	Exports	✓	✓	✗		Moderate public access
	7-C	Employment in commercial fisheries	✓	✓	✓		Moderate public access
	7-D	Employment in informal fisheries	✓	✓	✓		Moderate public access
 <b>Fisheries Law Enforcement</b>	8-A	Enforcement of laws	✓	✓	✓		Moderate public access
	8-B	Sanctions for major offences	✓	✓	✓		Moderate public access
 <b>Labour Standards</b>	9-A	Enforcement of labour standards	✗	—	—		No public access
	9-B	Sanctions for labour standard offences	✗	—	—		No public access
 <b>Fisheries Subsidies</b>	10-A	Government financial transfers or subsidies	✗	—	—		No public access
 <b>Official Development Assistance</b>	11-A	Public sector development projects	✓	✗	✓		Weak public access
 <b>Beneficial Ownership</b>	12-A	Legal basis for beneficial ownership transparency	✓	✓	✓		Strong public access
	12-B	Beneficial ownership registry	✗	—	—		No public access
	12-C	Beneficial ownership disclosure in fisheries	—	—	—		Not produced

 To a full extent
  To a large extent
  To a limited extent
  No
  Not produced
  Not applicable





## GIVING MEANING TO TRANSPARENCY: NOTABLE EXAMPLES

The value of this TAKING STOCK assessment does not only lie in understanding what information on a country's marine fisheries is available online, and where gaps exist. Fundamentally, and in very simple terms, **public access to fisheries information is important to help answer critical questions about the sustainability of the sector.**

### Examples

Who manages our fisheries?

How much does my country earn from our fisheries resources?

How is my country dealing with illegal, unreported and unregulated fishing?

Are our fisheries being sustainably managed?

Who catches our fish?

What is the contribution of marine fisheries to our national food security?

What is the value of fisheries to our national economy?

How well is the government protecting the rights of people working in the fisheries sector?



**Government**

**Fishers**  
(Industrial and  
artisanal)

**Media**

**Parlia-  
mentarians**

**Civil Society  
Organisations**

**Academia**

Given the complexity of fisheries management, answering such questions is not always a straightforward task. However, by increasing public access to fisheries information, governments provide their citizens and business partners the necessary means to engage in informed public debates.

Peru's national authorities proactively disclose certain fisheries information that supports public understanding and appreciation of the sector and helps to answer important questions. Notable examples include:

✓	<b>Who is fishing in Peru's waters?</b>	A detailed vessel registry of Peruvian-flagged vessels, including vessels in the large-scale sector (as well as substantial numbers of vessels in the small-scale and artisanal sectors) is available online. The registry also presents individual vessel quotas (e.g. industrial anchovy and hake), including information detailing the allocation of these quotas on an annual basis and per vessel.
✓	<b>How much fish is caught in Peru's waters?</b>	Detailed, regular reports on the catches of different segments of the fisheries sector are published online, including catches of various species targeted by artisanal fisheries.
✓	<b>How healthy are Peru's fish stocks?</b>	Scientific stock assessments are available online for some of the most important fisheries targeted by commercial fishing vessels, outlining clear recommendations for limiting fishing effort where needed.
✓	<b>How is Peru enforcing laws and regulations in its fisheries sector?</b>	PRODUCE publishes a series of management instruments that provide details on the verification of the application of and compliance with regulations in Peru's fishing sector, including the annual Institutional Operational Plan.

This assessment identified only one transparency element, relevant for Peru's marine fisheries, for which no information has yet been compiled by national authorities:<sup>13</sup>

⊘	<b>Who benefits from fishing in Peru's waters?</b>	There is no evidence that national fisheries authorities provide or are in the process of providing rules and procedures for incorporating beneficial ownership into filings for the fisheries sector, nor does the public enjoy access to Peru's centralized registry of beneficial owners.
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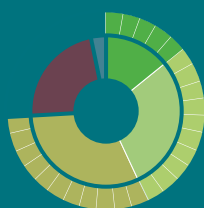
Peru's national authorities do not currently publish information on several key areas of sustainable fisheries management online, even though there is evidence that this information is available to national authorities. Notable examples include:<sup>14</sup>

✗	<b>How much does Peru earn from its fisheries resources?</b>	Neither PRODUCE nor the Ministry of Finance publish information regarding the actual revenues generated by the government from allowing fishing activities (both national and foreign).
✗	<b>Who is working in Peru's fisheries sector?</b>	While employment data is available online, it is considered as incomplete (e.g. mostly focusing on harvesting jobs). Additionally, data is only published in aggregated form, failing to illustrate the importance of different sub-sectors or to highlight the role of women in fisheries.
✗	<b>Who is violating laws and regulations in Peru's fisheries sector?</b>	A record of convictions for major offences in the fisheries sector is published but outdated, as the majority of information dates back to 2017 or earlier.
✗	<b>How is Peru's fisheries sector being further developed?</b>	While government information is published online regarding the implementation and outcomes of public sector fisheries projects financed by international organisations, it is considered as incomplete and outdated.

<sup>13</sup> Countries that implement the FiTI follow its core principle of 'progressive improvement', which states that countries are not expected to have complete data for every transparency requirement from the beginning. Instead, public authorities must disclose the information they have, and where important gaps exist, demonstrate improvements over time.

<sup>14</sup> It is possible this information is published by national authorities online, but this assessment was unable to locate it, mainly due to the challenges of searching through government websites.

# A DEEP DIVE INTO PUBLIC ACCESS TO FISHERIES INFORMATION



Additional important insights can be gained by understanding whether the published information ('Public access') meets basic information requirements, is up to date and easy to find.



**AVAILABLE  
ONLINE?**



**UP TO DATE?**



**EASY TO FIND?**



## AVAILABLE ONLINE?

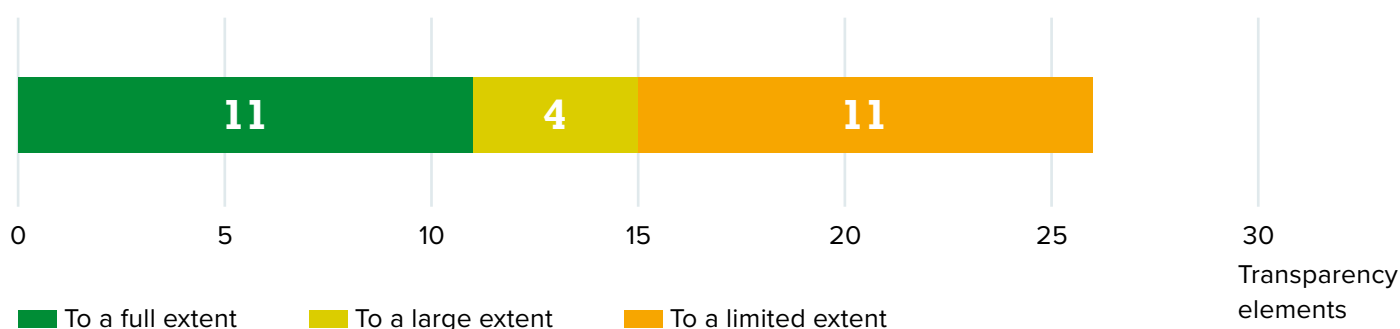
AVAILABLE  
ONLINE?



Peru's national authorities publish information online for 26 transparency elements (i.e 'Public access').<sup>15</sup> Of those elements, almost half (42%) fully meet the information requirements of the FiTI Standard.<sup>16</sup>

A DEEP DIVE INTO  
PUBLIC ACCESS TO  
FISHERIES INFORMATION

*Is information in accordance with the FiTI Standard available online?*



The Ministry of Production (PRODUCE) as well as supporting public sector institutions, such as the Marine Institute of Peru (IMARPE), proactively publish online extensive amounts of important, and often detailed information which shines a light on a wide range of different aspects of Peru's marine fisheries sector. For example, comprehensive information on **fish and fish products exported from Peru** is detailed in the Sectoral Statistical Yearbook. This data is further disaggregated by several criteria, such as the type of product, use (for direct or indirect human consumption), country of destination, values in USD, and main exporting companies.

Key information on how **access rights** are requested and granted for different types of fishing is also published online, and the fees that need to be paid for the right to fish.

Putting information online via several means – such as monthly fisheries bulletins, an internet-based information dashboard, technical data sheets, or annual yearbooks – is considered an effective catalyst for nurturing transparency across the sector.

<sup>15</sup> From a total of 38 transparency elements, this assessment considers three as being 'Not applicable' to Peru's marine fisheries sector, whereas one element is considered as 'Not produced' (meaning the government has not collected or compiled the information requested under this element).

<sup>16</sup> Or it has been found that the published information is incomplete.

On the other hand, there are several examples where information published online by the Peruvian government does not meet the basic requirements of the FITI Standard.

For example, no information on the **actual revenues and payments** made by fishing vessels could be found. Also, notable efforts have been made by the Peruvian authorities to publish a detailed vessel registry, allowing access to a comprehensive list of fishing vessels. However, this registry only lists Peruvian-flagged vessels, and does not consider **foreign-flagged vessels** which are authorized to fish in Peruvian waters.

Furthermore, there is no information published online by national authorities about strategies and activities for enforcing labour standards in Peru's fisheries sector.



During the review phase of this assessment (see [Annex](#)), Peru's national authorities already identified several opportunities to further improve the online availability of fisheries information.

For example, the General Office of Impact Assessment and Economic Studies stated that it is evaluating the inclusion of more detailed information regarding imports of fish and fish products. Similar, it is assessing the provision of more detailed employment data as part of the fisheries information dashboard.

Also, this assessment found that IMARPE publishes scientific stock assessment reports, which provide details on trends in the state of stocks. Such reports are used to inform fisheries management decisions. However, the currently available reports cover only specific fisheries and periods of time. Furthermore, IMARPE stated its capacity to produce a periodic report on the main species of fish populations in Peru in order to facilitate wider public understanding of their health. Finally, IMARPE indicated that such an effort "would not be a complicated task" and that it would be "a task that could be initiated in the medium term".

## UP TO DATE?

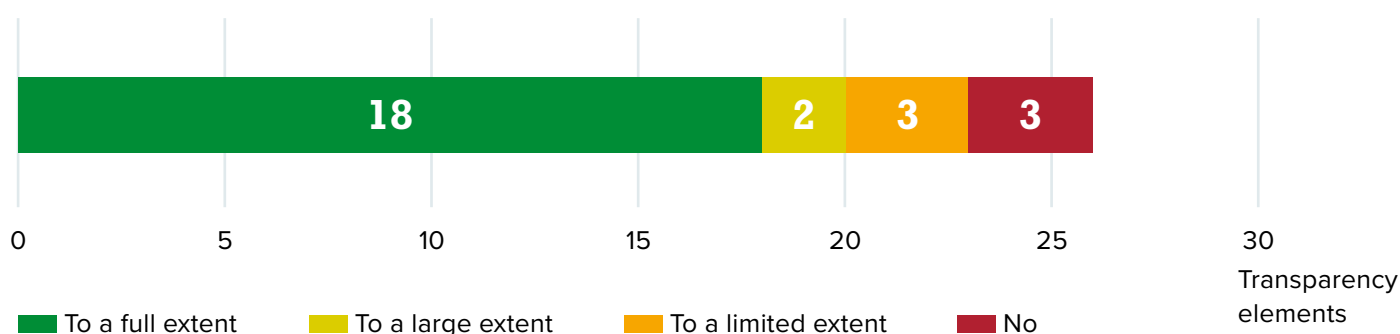
### UP TO DATE?



Information published online is considered to be fully up to date for 18 of the 26 transparency elements (or 69%).

Fish is a renewable resource that can, if sustainably managed, remain accessible and beneficial for generations. Those making decisions affecting fisheries must be able to have quick and easy access to the latest available data. The importance of up-to-date information takes on an even greater dimension when it comes to time-sensitive issues such as the production of catch data or scientific stock assessments.

*Is the published information provided in a timely, up-to-date manner?*



Peru's national authorities demonstrate a genuine interest in sharing timely information with the public. For example, Information of **catches in the anchovy fishery** and related species is provided by IMARPE online on a daily basis. The National Institute for Statistics and Informatics (INEI) publishes reports on **fisheries exports** on a monthly basis, which include disaggregated data according to several additional categories, such as the country of destination, or the evolution of exports.

Also, given that all **legal instruments** must be published online in the Peruvian Official Gazette to enter into force, it can be assumed that national laws and policy documents relating to the country's marine fisheries sector are up-to-date.

However, a key area lacking up-to-date information is the **social and economic importance of Peru's artisanal fisheries**. This sector provides income for large numbers of Peruvians and makes critical contributions to the country's food and nutrition security. Latest official information for the artisanal sector includes a survey carried out in 2015, and a national census which was developed in 2012. Both efforts yielded valuable information, but since then, no new similar information has been provided.

Furthermore, while information on public sector development projects is published online by the Peruvian Agency for International Cooperation (APCI), this information refers only to projects up to 2018.



## EASY TO FIND?

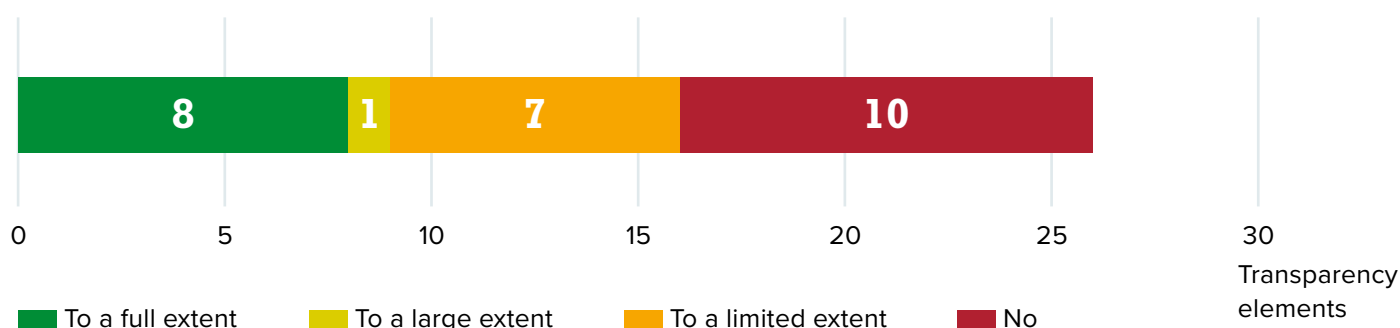
### EASY TO FIND?



Information published online by Peru's government is generally difficult to locate, as information for only 8 out of 26 transparency elements (or 31%) can be easily found by a layperson.<sup>17</sup>

Governments have the responsibility to manage fisheries on behalf of their citizens – and inform them about the current status, opportunities and challenges facing the sector. In the digital age, websites remain one of the most popular mediums to convey such information. However, websites are passive communications channels, and stakeholders have to purposely visit the site, search for the desired content and navigate to find information. If this is difficult or time consuming, stakeholders may lose interest, leaving potentially important information unread and underutilised.

*Is the published information easy to find on a government website from a non-expert point of view?*



The government of Peru is committed to transparency and open government, a position communicated via multiple policy documents and pieces of legislation. For example, since 2011, Peru has been a member country of the Open Government Partnership (OGP), implementing principles and practices that promote transparency and access to information, as well as civic participation, accountability and public integrity.

As part of the National Open Government Data Strategy 2017-2021 and the Open Government Data Model, a **centralised government portal** (i.e. 'Plataforma digital única del Estado Peruano') was launched in 2018 ([www.gob.pe](http://www.gob.pe)). This portal seeks to improve public access to government information through a centralised website that covers services, administrative procedures and other information across all socioeconomic sectors. Given the importance the government of Peru places on consolidating information into a central location, this portal stands out as an intuitive starting point for finding fisheries-related information.

<sup>17</sup> This assessment analysed how easy or difficult it is for a layperson to find information about Peru's marine fisheries sector, instead of stakeholders with a background in fisheries and therefore holding a unique advantage in their capacity to locate the information.



However, **several challenges** were encountered during this assessment when using the portal to locate specific fisheries-related information, which can be summarised by two overarching issues:

## I. It is challenging to locate specific fisheries information through the central government portal.<sup>18</sup>

- » **Discovering information is often a matter of chance.** Fisheries-related information can be accessed through multiple 'pathways' in the central portal. In addition to the portal's search function (see below), one can navigate through this portal to the homepage of several fisheries-relevant institutions. The homepage of PRODUCE represents the primary and most intuitive entry point within this portal for accessing fisheries information, and it contains links to websites of other government fisheries bodies (e.g. IMARPE). However, there are important pages of information that are not linked to any subject heading. Such information is therefore very difficult to find. For example, the registry of sanctions was only found by using web searches (e.g. Google). While such external search engines are nowadays commonly used to find information, stakeholders less familiar with the sector, such as the media or parliamentarians, may not even be aware of the existence of such information in order to search for them in the first place. It is therefore unlikely that someone would be aware that Peru's government has produced such data, when only relying on navigating the government's central portal of information.
- » **The portal's search engine is not effective.** An impressive amount of documents on fisheries are uploaded to the government's central portal, but retrieving these is dependent on the portal's main search function. Although there is an effort to organise information through search filters, the result is not effective. Searches on key words often return enormous numbers of results. For example, searching for fisheries laws through the webpage of PRODUCE returns over 10,000 results,<sup>19</sup> many of which appear to be repetitions as well as related articles, news or other types of publications. This can be overwhelming and acts as a deterrent to transparency. Furthermore, there appears to be no ranking of documents, meaning that important documents, such as laws and regulations, are obscured in the large amount of search results.
- » **Standardisation vs. flexibility.** Adopting a standardised approach to presenting information across ministries and government agencies is an understandable goal. However, it should not hamper the capability to organise information in an intuitive and user-friendly way. Yet, within Peru's central portal, various public sector organisations have their own website, but each follow the same general structure of content. This prevents organisations from adopting a more tailored approach to presenting fisheries information on their website. An example is seen when comparing the original website for IMARPE<sup>20</sup> and IMARPE's site within the central portal.<sup>21</sup> The original site (which is still partially operational) has a content structure ('menu') and subheadings in sidebars that provide a coherent and accessible context for exploring fisheries information, including pages dedicated to information on artisanal fisheries. However, the generic structure found on the central portal is less flexible and therefore menu items are not fisheries-specific.

Furthermore, there are only a limited number of thematic websites, which consolidate information on certain themes. For example, there is currently no:

<sup>18</sup> This assessment clearly acknowledges that the central portal is in the process of replacing a wide range of 'standalone' government websites. This process includes an ongoing transfer of data and publications onto the central portal, and a restructuring in the way information is presented. The central portal is therefore not static, and it is expected that it will develop and further improve over time. However, several 'standalone' websites still exist, making it confusing to know whether fisheries information is to be found first and foremost in the central portal or on dedicated websites of national authorities.

<sup>19</sup> PRODUCE provides a webpage with a list of key regulations relating to the harvesting of fish, which overcomes the problem of depending on the search function entirely, but this list is neither up to date nor comprehensive.

<sup>20</sup> <https://www.imarpe.gob.pe>

<sup>21</sup> <https://www.gob.pe/imarpe>

- easy-to-navigate catalogue of legal documents that clearly outline which laws are current and which have been superseded;
- single list of active fisheries management plans;<sup>22</sup>
- succinct summary of how rights in commercial fisheries are accessed, used and managed (tenure arrangements);
- centralised list of scientific stock assessments.

As part of the feedback obtained from Peru's national authorities during the review of this assessment (see [Annex](#)), IMARPE recognised the challenges of providing complex information in the standardised ('flat') structure of the government portal. Nevertheless, IMARPE also acknowledged opportunities to improve access to certain information, such as stock assessments. Similarly, the General Directorate of Artisanal Fisheries highlighted that certain information, such as the vessel registry, could be made more accessible, with the support of the General Office of Information Technology.



## II. Information is mainly presented for a specialised audience, and not aimed at the layperson.

Some fisheries information, in particular numerical data sets such as catch, vessel or financial data, can be quite complex for those with little background in fisheries. When only published in disaggregated (raw) format, it can restrict the insights that can be drawn from it. On the other hand, when having access to detailed data, it is easier to compare and combine information, establish connections and correlations between different datasets, highlight trends, and identify social and economic challenges and inequities.

However, it is a well-known issue that important information is often 'buried' in long technical reports, making it difficult for non-experts to understand the current situation. This is also the case for fisheries in Peru. For example, the government does not produce a report at regular intervals that summarises information on the **state of fish populations**, although the importance of the sector suggests this information is in high public demand. Instead, up-to-date government information on the health of certain fish populations can be found in several technical and scientific reports, predominantly produced by IMARPE. These are generally not aimed at the layperson, but are instead written with the goal of providing a management recommendation and in a much more specialized language.



As part of the feedback obtained from Peru's national authorities during the review phase of this assessment (see [Annex](#)), IMARPE acknowledged that the information it currently publishes on the state of fish populations often relies on the usage of technical, expert language.

<sup>22</sup> Reglamentos de Ordenamiento Pesquero (ROP)

## ‘GOOD TRANSPARENCY PRACTICES’



Notably, Peru’s national authorities publish certain information on the country’s fisheries sector in a way the FiTI considers as **‘good transparency practice’**.

Commonly, transparency for sustainable fisheries management is defined narrowly as the act of publishing complete, timely and easy-to-find information. However, it is equally important to publish information in a way that allows non-experts to understand and draw conclusions from it. There are several positive examples in Peru:



### Highlights:

- The Texto Único de Procedimientos Administrativos (TUPA) provides, among others, a summary description of how rights for commercial fishing are accessed, the procedures for obtaining fishing permits, the authorities entitled to issue rights and authorizations and the mandatory administrative procedures.
- Detailed data on catches in Peruvian waters is visualised in an online information dashboard, making it easier to understand, and to download raw data sets.
- Data on landings in Peruvian ports is available in bulk as well as on a per record basis, including historical information for comparison.
- Data on small-scale and artisanal, including a large number of attributes (such as license, target species and owner(s)) is included in the vessel registry.



Finally, this assessment indicates that Peru’s national authorities offer several features to ensure that published information can be freely used (e.g. via search and filter functions), re-used and redistributed by anyone.

For example, the vessel registry offers several ways to examine the information it contains. Extensive search and filter functions are included in the registry, which also allows to download the information into a spreadsheet for further analysis.

Similar functions exist, inter alia, for catch and trade information.

No information was found indicating whether fisheries-related data provided by Peru’s national authorities is released under an open and unrestricted license, such as those developed by Creative Commons.<sup>23</sup>

<sup>23</sup> Licenses should be published and linked to open data to ensure users can easily find and understand the conditions of data access and reuse. For more information, please refer to: <https://opendatacommons.org/licenses/>. An online National Open Data Platform (<https://www.datosabiertos.gob.pe>) exists in Peru, to which public entities must publish official data for free (re)use without limitations. PRODUCE has not uploaded any of its datasets to this platform yet.



# RECOMMENDATIONS FOR NATIONAL AUTHORITIES OF PERU

Peru's national authorities provide substantial information on the marine fisheries sector. It is clear that the government has a genuine interest in sharing important information with the public.

Nevertheless, there are several ways in which transparency in Peru's fisheries can be strengthened:

## 1. Make currently unpublished information publicly available

There are several aspects of fisheries management where government information is currently not being published. Doing so would raise levels of transparency and trust in national fisheries authorities. This includes e.g.:

- government revenues from fishing activities;
- information on the numbers and activities of foreign-flagged fishing vessels operating in Peruvian waters;
- labour-related standards and enforcement information.

Likewise, it is important to clearly state if certain areas of fisheries management are simply not relevant for Peru's fisheries sector. For example, there is currently no clear indication of whether or not Peru is providing subsidies for parts of its marine fisheries.

## 2. Address information gaps

Although Peru's national authorities collate substantial information on fisheries, there are important aspects of the fisheries sector where government information is absent, likely due to insufficient research or resources allocated for data collection. Gaps in information exist on issues such as:

- discards from various fisheries sectors;
- the health of marine bio-diversity beyond the fish populations that are most important for commercial fisheries;
- the contribution of artisanal fisheries to livelihoods and food security, as well as workers' conditions in the harvest and post-harvest sectors.<sup>24</sup>

<sup>24</sup> For example, the existing national surveys on the artisanal fisheries sector provide good baseline information, but such surveys need to be undertaken at more regular intervals and include further gendered analysis.

### 3. Ensure that information can be easily found in the central government portal

The central government portal represents a positive country-wide effort to strengthen transparency. However, the responsibility for publishing fisheries information appears to be shared between various government agencies, causing duplication of efforts and resulting in an often confusing online architecture. Finding information is also heavily reliant on the search function, which produces too many results and is therefore overwhelming. Simplifying the structure of fisheries information would therefore be beneficial.

In practical terms, this could be attained by e.g.:

- creating a main homepage for fisheries information, with categories for key information available through a menu system;<sup>25</sup>
- providing clear navigational paths to allow users to seamlessly navigate from one fisheries-related website to another;
- collating thematic pages of fisheries information within the central government portal, such as for artisanal fisheries, fisheries management plans, or a catalogue of active laws and regulations.

### 4. Strengthen the comprehensibility of data in order to stimulate public debates

Fisheries data must serve multiple purposes. This ranges from very detailed, granular data sets (e.g. for statistical analysis) to visualisations of high-level aggregated information (e.g. to obtain a general overview of the health of Peru's marine fish stocks). At the moment, it appears that the online publication of information is mainly intended for use by fisheries experts. Complementing such granular data or highly technical reports with aggregated as well as easier to understanding information, will prevent a sense of "information overload".

In practical terms, this could be attained by e.g.:

- publishing an annual report on fisheries, which provides an accessible narrative on important themes, such as legislative developments, the current knowledge of the ecological health of fish populations, or progress in the implementation of national fisheries policies and programmes;<sup>26</sup>
- expanding the use of information briefs (or summary documents) aimed at informing the general public on themes of national importance;
- publishing reports and fisheries-related information in open data formats to facilitate re-usability (e.g. documents in PDF rather than scanned format).

Strengthening transparency of Peru's marine fisheries sector by, inter alia, reviewing and prioritising these recommendations, should be based on ongoing discussions with stakeholders, such as fishers, fishing companies, civil society and academia. This may further help to identify other important information gaps on national priorities, which have not been covered under this assessment (such as the impacts of climate change or the interactions between fisheries and other sectors in the blue economy).

<sup>25</sup> The 12 thematic areas of the FiTI Standard could serve as such a high-level menu structure.

<sup>26</sup> The statistical yearbook on fisheries data partly fulfils this function. However, the yearbook has a somewhat narrow focus and does not provide a comprehensive overview.



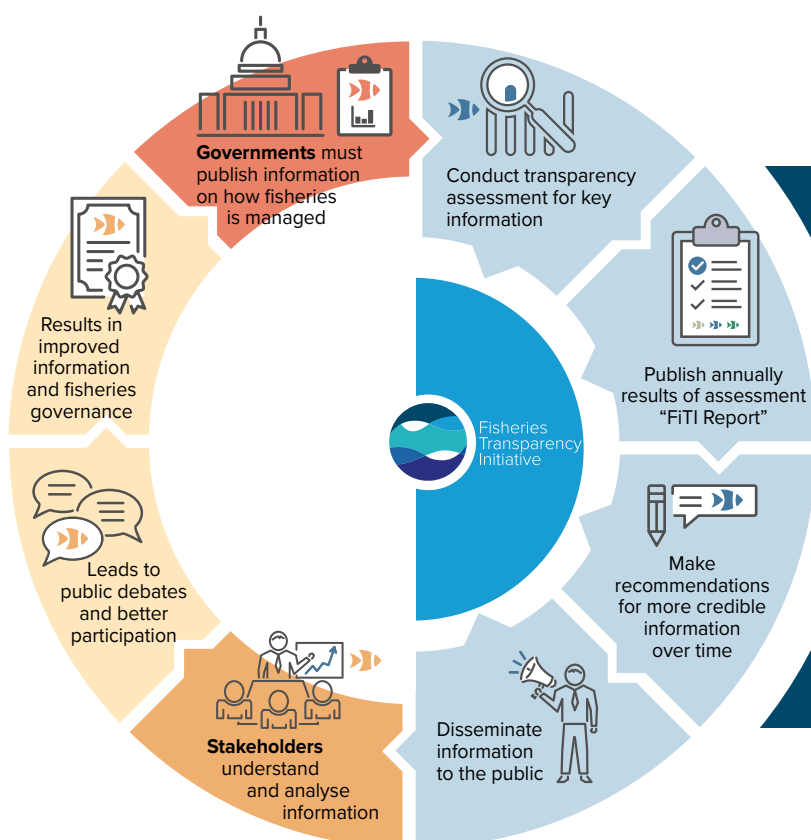
# TRANSPARENCY NEEDS TRUST

Public access to information on how Peru's marine fisheries sector is being exploited is fundamental for good governance. This TAKING STOCK assessment provides a sound starting point for national authorities in Peru to enhance and maintain high levels of transparency in marine fisheries management. But it does not tell the whole story: challenges still exist that are unlikely to be overcome by a single actor working alone. Such challenges involve determining whether information that is not published online simply does not exist, or whether information that is disclosed is perceived as credible by stakeholders. Addressing such challenges requires a comprehensive and inclusive approach.

**Therefore, a collective effort is needed from all relevant stakeholders to incorporate a variety of perspectives and enhance transparency and trust over time.**

The Fisheries Transparency Initiative (FiTI) provides such a unique combination of transparency and participation. The FiTI is implemented in countries through National Multi-Stakeholder Groups, consisting of representatives from government, business and organised civil society. These groups work collectively to:

- » assess the information in the public domain against the FiTI Standard;
- » make recommendations on how to prioritise the closure of information gaps; and
- » provide suggestions on how information published by national authorities can be strengthened to further raise levels of openness and public access to information.



*Engaging in the FiTI appeals to all stakeholders who appreciate the enormous value of marine fisheries, whether in terms of food and nutrition security, biodiversity, employment, the value to national economies, or the cultural importance of fishing.*

**#JoinFiTI**

## ANNEX: ASSESSMENT PROCEDURES

This TAKING STOCK assessment evaluates the disclosure practices of Peru's national authorities across 12 thematic areas of **marine fisheries management**,<sup>27</sup> as defined by the FiTI Standard.

In order to avoid ambiguities during the assessment, these 12 thematic areas have been further broken down into **38 transparency elements**. For example, thematic area #1 'Fisheries Laws, Regulations and Official Policy Documents' is broken down into three transparency elements.

The assessment is focused entirely on the availability of information<sup>28</sup> provided by Peru's national authorities through their own websites and online publications.

This report, the first for Peru, does not only seek to provide an overview of what the government publishes regarding a number of key areas of its marine fisheries sector. It also intends to provide a sound basis of information to spark interest among various governmental and non-governmental stakeholders.

The assessment does **not** try to capture and display the actual underlying information behind each transparency element (e.g. number of vessels), nor does it undertake an independent verification of whether information disclosed online by national authorities is complete or correct. Nevertheless, if compelling evidence of unreliable or contradicting information has been found, it is noted in the Detailed Assessment Report.

Within the scope of this assessment, three different entry points have been utilised to evaluate whether information on Peru's marine fisheries sector is published online by national authorities:<sup>29</sup>

- Through the central government portal ([www.gob.pe](http://www.gob.pe));
- By directly accessing websites of national authorities<sup>30</sup>;
- By utilising external search engines, such as Google.

The assessment was conducted as a **desktop study** without relying on initial input or contributions from national authorities.

The assessment was conducted over a period of 9 months (April – December 2021). The process was officially launched on 11 March 2021 when the Vice-Ministry of Fisheries and Aquaculture of the Ministry of Production in Peru was informed about the upcoming assessment, its key parameters and benefits.

**The Vice-Ministry of Fisheries and Aquaculture was invited to comment on the initial research findings prior to the publication of this report. The timeframe for this review was between January 26, 2022 and March 5, 2022.**

**We would like to thank the government for taking advantage of the opportunity to provide comprehensive feedback. Their feedback was received on March 7, 2022, reviewed and changes were incorporated, where necessary. Several examples of such feedback are also highlighted in this Summary Assessment Report.**

The overall assessment process was conducted under the supervision and responsibility of the FiTI International Secretariat, with significant input from researchers and reviewers.

27 Information on inland fisheries and aquaculture does not form part of this assessment.

28 Kindly note that in the context of this research, the terms '**data**' and '**information**' are used interchangeably. It is acknowledged that while closely intertwined, they differ in meaning and usage (e.g. data is the raw fact, which should be processed to gain information). However, this difference is not of major relevance for this assessment.

29 Information is only considered available online if it is proactively published on a government website and is available without access restrictions (e.g. the need to register online, request the data from a civil servant via email or pay a fee).

30 Either embedded within the central government portal, or as a 'standalone' website.

As part of this TAKING STOCK assessment, several transparency requirements are considered as not applicable for Peru's marine fisheries, such as:

—	<b>Foreign fishing access agreements</b>	<p>No evidence was found that Peru has signed bilateral fishing access agreements in recent times with foreign parties, allowing foreign-flagged vessels to fish in Peruvian waters.</p> <p>Also, there is no evidence that Peru has foreign fishing access agreements with other countries to allow Peruvian-flagged vessels to fish in their waters.</p>
—	<b>Catches outside Peruvian waters</b>	<p>No clear evidence was found whether Peruvian-flagged large-scale vessels operate in the waters of other countries. It is possible, however, that Peru's fleet of longline and purse seine vessels, targeting migratory fish, operate in international waters or the territorial waters of other countries.</p>





Fisheries  
Transparency  
Initiative

## TAKING STOCK

Online Transparency of Fisheries  
Management Information



2021

Summary Assessment Report  
REPUBLIC OF PERU

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