

Sharing the Responsibility of the Implementation of New International Voluntary Guidelines for Small-Scale Fisheries via Regional and National Networks.

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ABSTRACT

In June 2014, United Nations's (UN) Food and Agriculture Organisation (FAO) adopted the International Voluntary Guideline for Small-scale Fisheries in the context of Food and Security and Poverty Eradication (SSF-VG). The commitment of the UN system to achieve results in full alignment with national priorities is part and parcel of its shared identity and an important aspect of its legitimacy. This thesis explores the potential for partnerships to share the responsibility for the implementation of SSF –VG via regional and national networks that already exist in Small Island Developing States (SIDS). It does so by assessing the functions of the Caribbean Network of Fisherfolk Organizations and the Locally Managed Marine Area network alongside the network functions recognized in the SSF-VG.

In chapters 1 and 2 the thesis emphasizes that due to the lack of harmonization within the UN system and in the global ocean governance, integrated approaches within regional and national institutions is hard coming across all levels. The idea of strengthening partnerships with the existing networks and their bridging organizations can hold much more promise for SSF-VG implementation within SIDS. The thesis highlights network organizational capacity needs at the national level. It emphasizes that financial resources should be made available to meet such needs. In chapter 3, the national case studies highlight the importance of the State level-enabling environment and the need for integrated approaches between industrial fisheries and small-scale fisheries within fisheries governance reforms. In chapter 4, the thesis addresses the issue of the lack of participation of the right actors from the Pacific SIDS in the series of FAO SSF-VG consultation and its implications in the Global Assistance Programme. Finally, the thesis notes the critical role of communication skills, policy advocacy and negotiations skills necessary to win and champion SSF governance reform at all levels.

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LIST OF ACRONYMS

AOSIS	Alliance of Small Island States
ABNJ	Areas beyond national jurisdiction
CANARI	Caribbean Natural Resources Institute
CARICOM	Caribbean Community
CBD	Convention on Biological Diversity
CBM	Community Based Management
CBFM	Community Based Fisheries Management
CCCFP	Caribbean Community Common Fisheries Policy
CCRF	FAO Code of Conduct for Responsible Fisheries
CERMES	Centre for Resource Management and Environmental Studies
CNFO	Caribbean National Fisherfolk Organizations
COFI	FAO Committee on Fisheries
CRFM	Caribbean Regional Fisheries Mechanism
CSO	Civil society organization
EAF	Ecosystem approach to fisheries
EEZ	Ecosystem approach to fisheries
EEZ	Exclusive economic zone
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
SFLP	Sustainable Fisheries Livelihoods Programme
FFA	Pacific Islands Forum Fisheries Agency
FSPI	Foundation of the People of the South Pacific International
GCFI	Gulf and Caribbean Fisheries Institute
HACCP	Hazard Analysis and Critical Control Point
ICSF	International Collective in Support of Fishworkers
IUU	Illegal, unreported and unregulated (fishing)
LMMA	Locally Managed Marine Area
MDGs	Millennium Development Goals
MPA	Marine Protected Area
NFO	National Fisherfolk organization
NGO	Non-governmental organization
OECS	Organisation of Eastern Caribbean States
PRA	Participatory rural appraisal
RRA	Rapid rural appraisal
SIDS	Small Island Developing States
SPC	South Pacific Commission
SPFFA	South Pacific Forum Fisheries Agency
SSF	Small-scale fisheries
TBTI	Too Big to Ignore
TEK	Traditional ecological knowledge
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNCLOS	United Nations Convention on the Law of the Sea
UNCED	United Nations Convention on Economic Trade

UNFSA	UN Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks
UNEP	United Nations Environment Programme
WCED	World Commission on Environment and Development
WFC	WorldFish Center
WFF	Forum of Fish Harvesters and Fish Workers
WFFP	World Forum of Fishers People
WECAFC	Western Central Atlantic Fisheries Commission
WSSD	World Summit on Sustainable Development

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INTRODUCTION

World Fisheries Crises and Lack of Small-Scale Fisheries Recognition

Today, in this early 21st century, it is an accepted fact that the world faces a global fisheries crisis. The United Nations (UN) Food and Agriculture Organization (FAO), World Ocean reviews¹, Global Oceans Forum assessments² and regional assessment of the world's fisheries reports³ backup this fact, based on the data and review of reports on fish stocks around the world. This is a major concern for Small Island Developing States (SIDS) within the context of Sustainable Development (SD) and their particular vulnerabilities, which make SIDS the most at-risk States. SIDS are a distinct group of developing States based on certain characteristics that include size, remoteness, insularity, vulnerabilities to external shock and others.

In 2007, about 28 percent of stocks monitored by FAO were either overexploited, depleted or were recovering from depletion, 52 percent of stocks were fully exploited, and about 20 percent were moderately exploited or underexploited.⁴ According to The State of World Fisheries and Aquaculture report 2014, 61.3 percent of fish stocks are fully fished, 28.8 percent are overfished, and 9.9 percent are under fished. With these records FAO concludes that overall, 80 percent of the world's fish stocks are fully exploited or overexploited, thus requiring effective and precautionary management. Stocks fished at biologically unsustainable levels require strict management plans to rebuild them to full and biological sustainable productivity.⁵

Fish and other marine catches are the primary sources of protein for many developing States in particular for SIDS and hence it plays a significant contribution to food security. The impacts from small-scale fishing activities on rural development and multi activity livelihoods at grassroots level can be direct, indirect, or induced. According to the Coasts at Risk report 2014, average daily protein intake from fish in the Pacific is 34%, compared to 11.78% in North America, Central America, and the Caribbean. In the context of Pacific and Caribbean region

¹ World Ocean Review, Living with the Oceans: Marine Resource. Opportunity and risks, 2014. Available from <http://worldoceanreview.com/en>. (Accessed 15 April 2014)

² Available from <http://globaloceanforum.com/global-ocean-conferences/5th-global-oceans-conference/>.(Accessed 15 April 2014)

³ Available from <http://oceana.org/reports/too-few-fish-regional-assessment-world%20%99s-fisheries>. Accessed 15 April 2014)

⁴ Garcia, Serge M, et al. "Towards integrated assessment and advice in small-scale fisheries. Principles and Processes" FAO Fisheries and Aquaculture Technical Paper, No.515 Rome: Food and Agriculture Organization of the United Nations, 2008.

⁵ FAO. The State of World Fisheries and Aquaculture: Opportunities and Challenges. (Rome, 2014). Available from <http://www.fao.org/3/a-i3720e.pdf> (accessed 17 April 2014)

SIDS, the data indicate very high daily protein intake while intake for average daily protein intake from fish in South America is 11.02%, 9.92% in Europe, 16.91% in Asia and 20.96% in Africa.⁶

Small-scale fisheries (SSF) differ significantly from large-scale (industrial) fisheries in economics, social, environmental, and cultural context, as detailed in table 1. An estimated 90 percent of the 38 million people recorded by FAO globally as fishers and fish farmers are classified as small-scale and these do not include the hundreds of millions of people engaged in temporary fishing activities either in marine areas, seasonal, temporary, rivers, and freshwater ponds.⁷ The contributions made by small-scale fisheries to poverty alleviation and food security in rural coastal communities and at national level differ significantly from large-scale fisheries. While in SIDS and many other developing States large-scale fisheries harvest more fish, small-scale fisheries⁸ produce more fish for domestic human consumption and provide an important source of livelihood for the rural population.

Based on the nature of SSF operations, fish caught by small-scale fishers frequently go unreported in official fisheries statistics. Unfortunately many national fisheries statistics do not separate out small-scale and large-scale fisheries data and therefore the information on the contribution made by SSF is seldom available. Lack of SSF data means the economic importance of the SSF sector remains hidden from the official view, and its implications on national fisheries policy remain unknown or less explored within the rural development framework, and contribution to poverty reduction, public health and food security.

⁶ A joint publication of United Nations University-Institute for Environment and Human Security (UNU_EHS), The Nature Conservancy (TNC) and Coastal Resource Center (CRC) Coasts at Risk: An Assessment of Coastal Risks and the Role of Environment Solutions (2014) Available from <http://www.crc.uri.edu/2014/07/crc-publishes-coasts-at-risk-report-launch-event-is-july-30/>

⁷ Garcia, Serge M, et al. Towards Integrated assessment and advise in small-scale fisheries. Principles and Processes. FAO Fisheries and Aquaculture Technical Paper, No 481 Rome: (FAO, 2008). Available from <ftp://ftp.fao.org/docrep/fao/009/a0965e/a0965e00.pdf>

⁸ Defining small-scale and artisanal fisheries is a challenge as the terms have been used for decades by fishery politicians and administrators, legal officers, biologists, economists, sociologists, engineers, fishers, non-governmental organizations and the media to represent different points of view and socio-economic dimensions in different national contexts. Trying to combine all the characteristic dimensions of these fisheries, the FAO Glossary indicates that artisanal fisheries are: "traditional fisheries involving fishing households (as opposed to commercial companies), using relatively small amount of capital and energy, relatively small fishing vessels (if any), making short fishing trips, close to shore, mainly for local consumption. In practice, definition varies between countries, e.g. from gleaning or a one-man canoe in poor developing countries, to more than 20-m. trawlers, seiners, or long-liners in developed ones. Artisanal fisheries can be subsistence or commercial fisheries, providing for local consumption or export. They are sometimes referred to as small-scale fisheries" <http://www.fao.org/fishery/topic/14753/en>

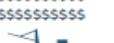
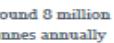
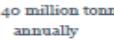
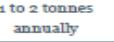
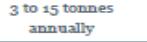
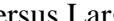
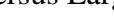
SMALL VERSUS LARGE-SCALE FISHERIES		
	LARGE-SCALE COMPANY-OWNED	SMALL-SCALE ARTISANAL
NUMBER OF FISHERS EMPLOYED	 Around 2 million	 Over 30 million
MARINE FISH CAUGHT FOR HUMAN CONSUMPTION	  Around 40 million tonnes annually	  Around 40 million tonnes annually
CAPITAL COST OF EACH JOB ON FISHING VESSEL	   \$ 30 000 to \$ 300 000	  \$ 100 to \$ 5000
BYCATCH DISCARDED AT SEA	  Around 8 million tonnes annually	 Around 2 million tonnes annually
MARINE FISH CAUGHT FOR INDUSTRIAL REDUCTION TO MEAL AND OIL, ETC.	   Around 15 million tonnes annually	  Almost none
FUEL OIL CONSUMPTION	      30 to 40 million tonnes annually	  3 to 15 million tonnes annually
FISH LANDED PER TONNE OF FUEL CONSUMED	  1 to 2 tonnes annually	     3 to 15 tonnes annually
FISHERS EMPLOYED FOR EACH \$1 MILLION INVESTED IN FISHING VESSELS	 3 to 30	     200 to 10 000

Table 1: Distinctive Features of Small versus Large-scale Fisheries

Source: Kolding et al. (in press).⁹

Some of the reasons to explain the lack of recognition of the importance of small-scale fisheries in the policy process for SIDS includes: (1) geographically remote and isolated islands and lack of means for two-way communication between coastal communities and their central governments; and (2) island States are continuously giving significant attention and priority to

⁹ Kolding ,J et al Small Versus Large Scale Fisheries, In Press www.fisheries.org

high fishing capacity and enhanced subsidies to promote large-scale fishing industries due to the sectors ability to earn a high level of foreign exchange. Further, it is influenced by political reasons associated with power and industrial fishing interests. The lack of political will and priority at the national level in small-scale fisheries management diverts away the policy agenda and in some cases use of sophisticated terminology such as biodiversity conservation and ecosystem-based management, spatial planning, make it difficult and complicated for the information to be translated at local context.

The Reefs at Risk Revisited report 2011¹⁰ stated that the majority of the world's coral reefs are threatened by human activities. Approximately 75 percent of the Worlds coral reefs are rated as threatened when local threats are combined with thermal stress. This represents changing in the climate and ocean chemistry . Among all of the local pressures on coral reefs, overfishing including destructive fishing poses the most immediate threat, affecting more than 55 percent of the world's reefs. Coastal development and watershed-based pollution each threaten about 25 percent of reefs. Marine- based pollution and damage from ships, threatens about 10 percent of reefs. This report raised the alarm that failure to adequately address the policy and governance reform issues confronting recognition of small-scale fisheries at the regional and national level at a time when the world is facing a fisheries crisis poses risks to millions of people's livelihoods and food security. Clear and widely recognized policy statements have been made to reduce subsidies that contribute to overcapacity and overfishing, an action that seeks reform of fisheries governance.

The depletion of fish stocks violates the basic conservation requirement of the 1982 United Nations Convention on the Law of the Sea (UNCLOS) as well as the principles of sustainable development. It is also contrary to the management provisions adopted in the 1995 FAO Code of Conduct for Responsible Fisheries.¹¹ Overfishing affects natural marine habitats and the functions they provide and resilience of the ocean ecosystem. This then threatens food security and economic development, and reduces long-term social welfare. UNCLOS provides the legal framework within which all activities in the oceans and sea must be carried out. UNCLOS therefore is described as a constitution for the oceans. UNCLOS is complemented by

¹⁰ Reefs at Risk Revisited is a high-resolution update of the original global analysis, Reefs at Risk: A Map-Based Indicator of Threats to the World's Coral Reefs

¹¹ Oceana, Too Few Fish A Regional Assessment of the World's Fisheries, www.cultebait.org

other international agreements such as Agenda 21¹² adopted at the United Nations Conference on Environment and Development (UNCED), the Convention on Biological Diversity (CBD), the Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks, the Compliance Agreement and the FAO Code of Conduct for Responsible Fisheries (“the Code”), to provide a comprehensive¹³ framework that can assist States and authorities in constructing appropriate national ocean management frameworks.

Experts have continuously highlighted the primary attributes leading to a world fisheries crisis, which are: inadequate legal and institutional frameworks; unclear objectives; uncertain tenure and use rights; participation deficit; poor planning; lack of performance assessment; as well as inadequate resolution of conflicts within fisheries and with other sectors¹⁴. The Code remains a key instrument to achieving sustainable fisheries, even after almost two decades since its adoption. It continues to be a reference framework for national and international efforts, including in the formulation of policies and other legal and institutional frameworks and instruments, to ensure sustainable fishing and production of aquatic living resources in harmony with the environment. States worldwide view the Code as an essential guide for the development and improvement of their fisheries and aquaculture sectors: one that gives due consideration to the sustainable use of fisheries resources, habitat conservation, food security and poverty alleviation in fishing communities. The 2012 independent evaluation study of FAO's support to the implementation of the Code highlighted the need for international development efforts to focus on regions (including the Pacific and Caribbean Islands) with poor management performance, high biodiversity, rapidly increasing human populations and high dependence on fishery livelihoods. It further placed emphasis on the recognition of the practical implementation of community- and ecosystem-based management in promoting small-scale fisheries. This study also noted that community and ecosystem based approaches possibly could help to address the growing challenges in fisheries management which is compounded by climate change, pollution, destruction of coastal habitats, and unpredictable environmental fluctuations.

¹² Agenda 21 is a comprehensive plan of action to be taken globally, nationally and locally by organizations of the United Nations System, Governments, and Major Groups in every area in which human impacts on the environment. <http://sustainabledevelopment.un.org/index.php?page=view&nr=23&type=400&menu=35>

¹³ Customary international laws are those aspects of international law that derive from custom. Along with general principles of law and treaties, custom is considered by the International Court of Justice, jurists, the United Nations, and its member States to be among the primary sources of international law.

¹⁴ FAO. The State of World Fisheries and Aquaculture Opportunities and Challenges. (Rome: 2014). Accessed 17th April 2014. <http://www.fao.org/3/a-i3720e.pdf>.

In the United Nations Conference on Sustainable Development (Rio+20) held in Rio de Janeiro in 2012 the outcome document entitled "**The Future We Want**"¹⁵, member States stressed the importance of the conservation and sustainable use of the resources of oceans and seas for sustainable development. They also recognized the critical contribution of world fisheries resources to poverty eradication, sustained economic growth, food security and creation of sustainable livelihoods and decent work. The outcome of the 5-year review of the Mauritius Strategy¹⁶ for Implementation (MSI+5) concluded Small Island Developing States (SIDS) have made less progress than most other groupings, or even regressed, in economic terms, especially in terms of poverty reduction and debt sustainability. One of the reasons of the lack of the progress stressed by States, was SIDS vulnerabilities. This includes SIDS isolation from major markets, exposure to natural disasters, a narrow resource basis, and sea-level rise and climate change which continue to pose a significant risk to SIDS and their efforts to achieve sustainable development.

States and international leaders and the scientific community were called upon to deal with the world fisheries crisis and frame the issues in particular to the vulnerabilities in small-scale fisheries and the priority areas. Some of the key priority areas in the context of poverty reduction and food security that needed a more explicit governance framework were issues such as securing sustainable resource use and access rights, securing post-harvest benefits, as well as securing social, economic and human rights. These issues called by the international community set the agenda for FAO to develop a new international instrument on small-scale fisheries governance described below.

The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (SSF-VG)

The goal of the SSF-VG is to enhance the contribution of small-scale fisheries to food security and nutrition and to support the progressive realization of the right to adequate food. The

¹⁵ The Heads of State and Government and high-level representatives, having met at Rio de Janeiro, Brazil, from 20 to 22 June 2012, with the full participation of civil society, renewed their commitment to sustainable development and to ways to the promotion of an economically, socially and environmentally sustainable future for our planet and for present and future generations.<http://sustainabledevelopment.un.org/futurewewant.html>

¹⁶ The 30-page Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of SIDS is one of two negotiated outcomes, which was adopted by delegates at the conclusion of the Mauritius International Meeting (MIM). The introductory paragraphs describe the overarching issues that concern the implementation of the PoA for the sustainable development of SIDS. They also address, inter alia, South-South and SIDS-SIDS cooperation, culture, the role of youth, and gender equality. The Strategy document then elaborates on a wide range of actions under 20 broad headings: <http://www.unesco.org/new/en/natural-sciences/priority-areas/SIDS/about-unesco-and-SIDS/mauritius-strategy>.

guidelines align with international human rights standards, responsible fisheries governance and sustainable development, other commitments on poverty alleviation, food and nutritional security, and economic growth, and reaffirmed in the Rio + 20 outcome. The SSF-VG is the first- ever international instrument dedicated to promoting and defending small-scale fisheries. They were formulated over two years in an extensive FAO consultation and negotiation process. 191 Member States adopted the final text in May 2014. International donors who have demonstrated renewed interest in investing in small-scale fisheries largely support the SSF-VG and its process. According to FAO, the donors not only recognize the world fisheries crisis, but also the opportunity that improvements in fisheries could yield in promoting food security, growth, and reducing poverty in developing countries. Furthermore, international law and policy are now recognizing a real drive towards participatory and decentralized governance with improved multi-stakeholder dialogue¹⁷.

The Challenge: Policy Implementation at the National Level

Global and regional agreements and conventions often constitute driving forces for policy change at the national level through process that can span years and decades especially if it is not driven by national processes. Under the world fisheries crisis it is critical to secure adequate supplies of fish and fisheries products sustainably for present and future generations, as well as sustained income-earning opportunities and other livelihoods for fishery dependent coastal communities. Therefore, urgent institutional responses and fisheries governance reform are being made at international and regional levels especially to give recognition to SSF.

In the survey carried out prior to the FAO thirtieth session of Committee on Fisheries (COF) in 2013, the main constraints identified by FAO member and non-member States impeding implementation of the Code were: insufficient financial and human resources; lack of awareness and information about the Code; inadequate scientific research; and statistics and information access. Apart from seeking direct ways to overcome these constraints, improvement of institutional structures and regional and international collaboration were identified as key factors for improving implementation.¹⁸

¹⁷FAO. "Countries recognize vital role of small-scale fishers". Available from <http://www.fao.org/news/story/en/item/234115/iCode/>

¹⁸ FAO, 2014, The State of World Fisheries and Aquaculture Opportunities and Challenges. available on the FAO website (www.fao.org/publications) .

This recent concerted policy change in SSF-VG at the global level will need to be regionally and nationally implemented in order to make an impact enhancing the role of SSF to poverty alleviation and food security.

National level policy assistance gains legitimacy when linked to global and regional agreements, conventions and issues.¹⁹ The challenge lies at the national level in creating windows of opportunity to influence the national policy agenda and policy choices and its implementation that will reflect the international agreement under SSF-VG. The policy climate and context; the political will; development partners and national capacity will influence the national context that will affect the policy support processes for SSF-VG. National capacity is a significant factor affecting the effectiveness of policy support for SSF especially where States had been promoting high capacity and subsidies over decades. While SSF takes a human development approach, its end target audience is the civil society and rural development. One of the main pillars underpinning FAO's efforts to reduce poverty and food insecurity is the empowerment of small-scale producers, men, and women, to participate in rural development²⁰. Small-scale producers, being marginalized and dispersed, are typically unable to seize economic opportunities in the marketplace or influence policies that could affect them. In particular, asymmetric asset endowment and unbalanced power with other actors, as well as lack of access to information and communication are factors that exclude small-scale producers from markets, social choices and, in a broader way, development opportunities. However, when rural producers organize into producer organizations or cooperatives and benefit from effective public services, they can become effective in shaping their path out of poverty, increasing economic performance and making their voices heard. Well-functioning organizations are, therefore, critical for rural people to address the complex challenges they face²¹.

In this respect, it is fundamentally important to understand that in many SIDs, progress has been made about enhancing the understanding of the complexity of poverty, its vulnerability context and the range of coping strategies applied by fishing communities to address threats and sustain livelihoods. Coastal communities are already actively engaging and taking part in

¹⁹ FAO, 2008 Influencing policy processes Lessons from experience, Chief; Electronic Publishing Policy and Support Branch Communication Division; FAO

²⁰ (Herbel, et al. 2012). Good Practices in Building Innovative Rural Institutions to increase Food Security. Rome: FAO, 2012. Available at <http://www.fao.org/docrep/015/i2258e/i2258e00.pdf> (accessed 20 April 2014)

²¹ Ibid

managing their resources by identifying the own problems, making decisions and taking actions to overcome their problems to support their coastal and fisheries livelihoods. Local communities are finding local solutions that work best in the local context. National networks of grassroots fishers and farmers are growing and exchanging information and learning from each other in finding the solutions for island communities.

In the Pacific region pilot, community-based coastal resource management interventions have facilitated the achievement of widespread livelihoods and conservation objectives via locally managed marine area approaches and network. In the Caribbean region, the combination of regionalization and co –management by strengthening the voice of fisherfolk and their networks at both the regional and national decisions making is growing and greatly supported by institutions. Attempts in decentralization of resource management responsibilities and the introduction of co-management arrangements have been apparent in SIDS.

The SSF-VG calls for increased recognition of the need to link fisheries management with social and economic development, and to take a holistic view of fishing rights and human rights. Well-developed capacity of civil society and its organizations and networks to engage in policy dialogue and existence of a stakeholder forum where policy dialogue can occur is vital for bringing in fundamental reforms that government organizations oppose or are reluctant to implement. Equally important are incentives to co-operate and networks must be visible and functional at each level of the management system from fishing communities to fisher leaders, local authority to national fisheries management authorities and to regional fisheries and economic integration bodies.

The SSF-VG will only be effective when widely accepted by different interest groups, including among others governments, CSOs, NGOs and academia, and systematically applied in accordance with the guiding principles established therein. In-order to make a profound difference hence this guideline is a shared responsibility for States, small-scale fishers and communities and fishery value –chain stakeholders and other relevant parties. It is another internationally powerful vehicle to strengthen the stakeholder engagement process for small-scale fisheries policy reform at regional and national levels. Furthermore, it provides an opportunity for regional, sub-regional, and national fisheries and coastal management networks to act as instruments to influence policy thinking, disseminate knowledge, drive policy processes and implement policy change.

In response to this challenge, the Committee on Fisheries (COFI)²² noted at its 30th Session the need to develop implementation strategies for the SSF-VG at various levels related policy reforms and recalled the agreed establishment and implementation of a global assistance programme, which would support this process.

This study attempts to outline the role regional networks²³ operating and growing in SSF could play in the implementation of the SSF-VG and what organizational capacities will be needed for state level networks to strengthen regional and international initiatives and their adoption by States.

Research Questions & Methodology

SSF-VG in the context of food security and poverty eradication is directed towards²⁴;

- *States, i.e. governments of FAO members and non-member States at all levels and scales (national, provincial and local government)*
- *Intergovernmental Organizations (IGOs) at sub-regional, regional and global levels*
- *Small-scale fisheries (SSF) actors, i.e. fish workers, fishing and related organizations, communities and CSOs*
- *Research and academic institutions, private sector, NGOs and others concerned with fisheries, coastal and rural development sector.²⁵*

²² The Committee on Fisheries (COFI), a subsidiary body of the FAO Council, was established by the FAO Conference at its Thirteenth Session in 1965. The Committee presently constitutes the only global inter-governmental forum where major international fisheries and aquaculture problems and issues are examined and recommendations addressed to governments, regional fishery bodies, NGOs, fish workers, FAO and international community, periodically on a world-wide basis. COFI has also been used as a forum in which global agreements and non-binding instruments are negotiated. It is open to any FAO Member and non-Member eligible to be an observer of the Organization. Representatives of the UN, UN bodies and specialized agencies, regional fishery bodies, international and international non-governmental organizations participate in the debate, but without the right to vote. The two main functions of COFI are to review the programmes of work of FAO in the field of fisheries and aquaculture and their implementation, and to conduct periodic general reviews of fishery and aquaculture problems <http://www.fao.org/unfao/govbodies/gsbhome/committee-fi/en>

²³ The definition of Network: System of interlaced webs of relationships in which control is loose, power diffused and centers of decision plural (FAO definition reference from; FAO 2012: Capacity Development (LM4) learning Module 4, Organization Analysis and Development Ministry for Agriculture, Food Processing and Forestry of France.

²⁴ The overarching goal of the Guidelines is to enhance the contribution of small-scale fisheries to food security and nutrition and to support the progressive realization of the right to food. Promoting a human rights-based approach, they aim to achieve poverty eradication, equitable development and sustainable resource utilization. The Guidelines seek to achieve this by empowering small-scale fishing communities, including both men and women, to participate in decision-making, enjoy their human rights, and assume responsibilities for sustainable use of fishery resources

²⁵ COFI 2014, Report of the Committee On Fisheries thirty-first Chairperson's report of the technical consultation on International Guidelines for Securing sustainable Small –scale Fisheries. Rome, 9-13 June 2014, Report Info.10.

This thesis specifically draws on case studies from two networks: The Caribbean Network of Fisherfolk Organizations (CNFO) in the Caribbean region and the Locally Managed Marine Area Network (LMMA) and its approaches in the Pacific region.

This research focused on two areas relating to enabling environment and supporting implementation of the SSF-VG: (1) Policy coherence, institutional coordination and collaboration; (2) Capacity Development. SSF-VG part 3, article 10.5²⁶ and 10.6²⁷ gives recognition for States to establish and promote networks necessary in achieving policy coherence, cross-sectoral collaboration and the implementation of holistic and inclusive ecosystem approaches in the fisheries sector. It further gives recognition to the role of networks as a platform to exchange experiences and information and to facilitate SSF stakeholder's involvement in policy and decision-making processes relevant to coastal and fishing communities. The four primary supporting roles for networks in the context of small-scale fisheries or community based coastal management that has been given recognition in the articles are summarized as:

- Platforms to exchange experiences and information
- Support implementation of ecosystem approaches in fisheries sector
- Promote multi-stakeholder collaboration
- Stakeholder involvement in policy and decision-making

This study will focus on two specific research questions stated below.

1. Do the networks, the CNFO and LMMA achieve the key functions: (1) platforms to exchange experiences and information 2) support implementation of ecosystem approaches in fisheries sector (3) promote multi-stakeholder collaboration (4) stakeholder involvement in policy and decision-making; as outlined in the FAO small-scale fisheries voluntary guidelines; sections 10.5, 10.6?

²⁶ 10.5 States should establish and promote the institutional structures and linkages – including local– national– regional–global linkages and networks – necessary for achieving policy coherence, cross- sectoral collaboration and the implementation of holistic and inclusive ecosystem approaches in the fisheries sector. At the same time, must clear responsibilities, and there should be well- defined points of contact in government authorities and agencies for small-scale fishing communities. (COFI/2014/Inf.10).

²⁷ 10.6 Small-scale fisheries stakeholders should promote collaboration among their professional associations, including fisheries cooperatives and CSOs. They should establish networks and platforms for the exchange of experiences and information and to facilitate their involvement in policy- and decision-making processes relevant to small-scale fisheries communities. (COFI/2014/Inf.10)

2. What are some of the organizational capacity needs of national level networks working towards strengthening regional efforts of CNFO and LMMA and how they can be strengthened for meaningful partnerships?

Qualitative Research Methodology

Part A of the study organizes the desktop review around FAO's several consultations' and conferences in developing the SSF-VG. It later draws from infield experiences from the Locally Managed Marine Area network, and its approaches in the Pacific region and the Caribbean Network of Fisherfolk Organizations (CNFO) and compares the functions of SIDS networks with the FAO-VG functions. It does so by using a checklist assessment to summarize the information collected from literature. Annex 1 gives the details of the general criteria and the case study assessment checklist. The checklist was targeted to the coordinators and network managers for the verification process. A snowball sampling technique was used to find and verify information from key informants. Key informant interview was conducted to collect information during the World Small-Scale Fisheries Congress held in 2014. The author draws the national case study information from projects mentioned later in the case study.

Scope of the Study: Small Island Developing States (SIDS)

The study pays attention to the special case of SIDS²⁸ within the context of sustainable development and the vulnerabilities of SIDS, which makes them the most at-risk and distinct group of developing States. Chapter 17, paragraph 124 of Agenda 21 States,

“Small Island Developing States, and islands supporting small communities are a special case both for environment and development. They are ecologically fragile and vulnerable. Their small size, limited resources,

²⁸ Small Island Developing States (SIDS) were recognized as a distinct group of developing countries facing specific social, economic and environmental vulnerabilities at the United Nations Conference on Environment and Development (UNCED), also known as the Earth Summit, held in Rio de Janeiro, Brazil (3-14 June 1992). This recognition was made specifically in the context of Agenda 21 (Chapter 17 G). The United Nations recognizes the 38 UN Member States belonging to the Alliance of Small Island States (AOSIS), an ad hoc negotiating body established by SIDS at the United Nations. AOSIS also includes other island entities that are non-UN Member States or are not self-governing or non-independent territories that are members of UN regional commissions. It should be noted that Bahrain is not a member of AOSIS. <http://unohrlls.org/about-SIDS/>

geographic dispersion and isolation from markets, place them at a disadvantage economically and prevent economies of scale.”²⁹

With a few exceptions, the bulk of the population in SIDS is concentrated in rural areas, often on or near the coastlines. The sea and the coastlines are the roots of their heritage through cultural and economic links. Some of the vulnerabilities of SIDS include; exposure to climate change, natural disasters and risk, biodiversity loss, waste management, pollution, acidification of the oceans and others.

Within the UN system SIDS is a coalition of some 40 low-lying islands, most of which are members of the G-77³⁰. 35 SIDS are members of the United Nations and 33 are members of FAO³¹. SIDS work together through the Alliance of Small Island States (AOSIS) to tackle environmental issues and sustainable development within the UN system.³²

This study only focuses on the Caribbean and the Pacific region where the majority of the SIDS lie and not on the Atlantic, Indian Ocean, Mediterranean or South China Sea commonly referred as AIMS group. Appendix 1 provides the list of countries, and figure 1 below shows the SIDS map. The study specifically draws on case studies from two networks working on the issues of small-scale fisheries management: The Caribbean Network of Fisherfolk Organizations (CNFO) and the Locally Managed Marine Area Network (LMMA) and its approaches in the Pacific SIDS region. The study notes the vast difference in social, cultural and political context of these SIDS in relation to SSF.

The total population of SIDS stood at 59.4 million in 2012, of which 10 million were living in Atlantic, Indian Ocean, Mediterranean and South China Sea (AIMS), 38.7 million in the Caribbean and 10.6 million in the Pacific.

²⁹ UN Addressing critical uncertainties for the management of the marine environment and climate change Basis for action http://www.un.org/depts/los/consultative_process/documents/A21-Ch17.htm

³⁰ The Group of 77 is the largest intergovernmental organization of developing countries in the United Nations, which provides the means for the countries of the South to articulate and promote their collective economic interests and enhance their joint negotiating capacity on all major international economic issues within the United Nations system, and promote South-South cooperation for development.

³¹ COFI 1999, Report of the Committee of Fisheries, 23rd session, Fisheries and Aquaculture, Rome FAO.

³² Three geographical regions have been identified for the location of SIDS, namely, the Caribbean, the Pacific and the Atlantic, Indian Ocean, Mediterranean and South China Sea (AIMS). Each of these regions has regional bodies to which the respective SIDS may belong for purposes of regional cooperation. These are the Caribbean Community (CARICOM), the Pacific Islands Forum (PIF) and the Indian Ocean Commission (IOC). There are also sub-regional organizations for similar purposes.

In the Caribbean region, the Island populations are often very small, and the region includes both least developed as well as highly developed countries. The aquatic system is shared and interconnected. It includes a wide diversity of marine and coastal ecosystems, types of "fisheries and types of vessels. The fisheries of Caribbean Region are based upon a diverse array of resources. The fisheries of greatest importance are for offshore pelagic fishes, reef fishes, lobster, conch, shrimps, continental shelf demersal fishes, deep slope and bank fishes and coastal pelagic. These fishery types vary widely in the state of exploitation; vessel and gear used, and approach to their development and management. The importance of these fisheries also varies widely among the countries. Many Caribbean SIDS fishing communities experience high levels of poverty, high incidences of HIV and AIDS, as well as high levels of crime and drug-related problems. At the national level, the governments have a high level of debt, are heavily dependent on imports and are highly vulnerable to energy and food supplies.

Figure 1: Map showing the PIN Location of States in the Pacific and Caribbean SIDS regions Studied in this Paper



*Source : <http://aid.dfat.gov.au/aidissues/Pages/cc-fast-start-finance-progress-report.aspx>.
 (The figure is not intended as an accurate reflection of the full array of characteristics of these States. The original source of this map is from the source . The map illustrations have been modified by the author.)*

The Caribbean SIDS Region

The Caribbean region employs over 182,000 people in fisheries sector, operate 25,000 boats and produce 161,000 tonnes for a value of about USD700 million per year. Post-harvest activities and aquaculture also provide significant employment opportunities in the region. In 2009, 56,000 tonnes of fish were exported, and 68,000 tonnes imported.³³. Primary exporters are Guyana, Suriname, Cuba, Belize, Bahamas and Dominican Republic. Exports consist mainly in high-value species (lobster, conch, snappers, groupers, and shrimps, etc.). The countries of the CARICOM region do not have a long tradition of co-management or community-based management and right-based fisheries management is uncommon. The fisheries have remained de-facto open access until fairly recently, and even today some of the fisheries in some countries remain virtually open access due to the lack of control over access and enforcement of regulations by government. However, examples of co-management have been piloted in the eastern Caribbean and lessons can be replicable in other small island fisheries situations in the Caribbean³⁴.

The Pacific SIDS Region

There are 30,000 islands scattered across the Pacific Ocean. These islands are divided into 22 Pacific Island Countries and Territories (PICTs) with a total land area of 0.5 million square kilometers. They are inhabited by over 9 million people and cover a total exclusive economic zone (EEZ) area of almost 30 million square kilometers. Besides being more than an order of magnitude larger than the Wider Caribbean Region, there are numerous social-ecological system differences between the Caribbean Sea and the Pacific Ocean. PICTs, sometimes also referred to as Oceania, are more dependent on marine resources for food security and livelihoods when compared to other SIDS. According to the Coasts at Risk Report, 34 percent of average daily protein intake is from fish in Oceania whereas it is only 11.8 percent on average from North America, Central America and the Caribbean. However, this data does not differentiate contributions from SSF and large-scale fisheries.

³³. Report of the FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-scale fisheries. Kingston, Jamaica 6-8. 2012 Report no.1033 (FAO, En)

³⁴ McConney, P, R Pomeroy and R Mahon , Guidelines for coastal resource co-management in the Caribbean: communicating the concepts and conditions that favor success. University of the West Indies (CERMES) and Marine Resources Assessment Group Ltd. (MRAG), accessed April 10th, 2014

The Pacific Ocean contains the largest array of marine habitats and coastal and coral reef biodiversity in the world and sustains the largest stocks of tuna and related pelagic species. The tuna industries contribute to a large proportion of the Pacific SIDS economics. Access agreements typically yield less than US\$100 million annually compared to the US\$2 billion market worth of the tuna caught mainly by distant water fishing nations through agreements and otherwise³⁵. The coral reef fisheries contribute mainly to food security for local populations. The Pacific SIDS are characterized by a great dependence on SSFs due to the lack of other income and livelihoods opportunities. However, the sector is often overshadowed by the tuna fishery as the contribution of SSF to GDP, and livelihoods are less visible³⁶.

Coastal fishing is of fundamental importance in the Pacific Islands SIDS. Much of the region's nutrition, welfare, culture, employment, and recreation are based on the living resources in the zone between the shoreline and the outer reefs. In much of Pacific island society, fishing is a respected livelihood. Pacific communities have customary tenure and there is a rich tradition of fishing techniques, beliefs and customs associated with fishing, fisheries status and traditional knowledge. Food security at the rural level is highly dependent on coastal fisheries. Coastal fisheries harvest a very diverse range of finfish, invertebrates, and algae. A considerable amount of fishing takes place from the shore or in shallow waters without the use of fishing vessels. Where fishing vessels are being used, these are small, either non-powered canoes or canoes and dinghies powered by outboard motors and, to a lesser extent, by sail. Larger vessels powered by inboard engines are used for commercial fishing for demersal species beyond the reef slope, and for catching tuna on the open ocean³⁷

Coastal fishing in the region can be summarized in two categories:

- *Small-scale commercial fishing, (also referred to as “artisanal”) which can be further broadly sub-divided into those supplying domestic markets, and those producing export commodities.*

³⁵ Cartwright, I. 2009a. Oceanic Fisheries Management in the Western and Central Pacific Fisheries Convention Area::Roles for ENGOs and CSOs. Honiara, Solomon Islands.

³⁶ IUCN. "Protecting and sustaining human life: Why healthy coastal ecosystems are so important. Available'. Accessed July19 http://www.iucn.org/news_homepage/all_news_by_region/news_from_oceania/?18232/Protecting-and-sustaining-human-life-Why-healthy-coastal-ecosystems-are-so-important

³⁷ Robert Gillet, Fisheries of the Pacific Islands Regional and National Information (FAO)

- *Subsistence fisheries, which support rural economies and are crucial to the region's nutrition and food security.*³⁸

The concept of customary ownership of resources is common in most PICTs, with the exception of Tonga and Kiribati where there is open access to fisheries resources. Most Pacific SIDS now accept and recognize that community-based fisheries management, under which the community is empowered to be responsible for sustainable fisheries management within the boundaries of its traditional fishing grounds is the most effective approach to coastal fisheries management. In coastal communities, women play an important role in obtaining food on a daily basis through shoreline fishing and reef gleaning. They also earn family income through processing fish products and selling them in local markets.

In reality, hardship and poverty in Pacific SIDS are associated with difficulties in meeting basic needs. Although PICT societies are predominantly based on subsistence lifestyles, in recent years they are becoming urbanized. Furthermore, increasing external forces due to globalization are causing change in lifestyles and greater demand for cash incomes, whilst subsistence agriculture and coastal fisheries contribute significantly to incomes for rural and outer island households. One of the strategic objectives of PICTs is to ensure sustainable fisheries initiatives are included in national plans and poverty reduction strategies.

Limitations of the Study

The author notes that big international non-governmental organizations (BINGO) and multi-agenda environmental NGOs are increasingly providing support to SIDS on topics of ocean management, conservation and governance. In this paper the author does not provide any in-depth detail of the NGO interactions with States. The study keeps the focus to FAO partners that were involved in the SSF- VG development process, and places emphasis on the bridging organizations and civil society organization.

Importance of the Study in the Regional and National Context

At the global level, 2014 marks the 20th anniversary of the entry in force of UNCLOS and emphasis is placed on stronger implementation of UNCLOS and multilateral agreements relevant to fisheries and food security, by its signatories. 2014 also marks the greater political

³⁸ Report of the FAO/SPC Pacific Islands Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-scale fisheries. Noumea, New Caledonia, 12-14 June 2012 , Report no.1022 (FAO, En)

recognition of SIDS. The theme of third International Conference on SIDS placed emphasis on sustainable development via genuine and durable partnerships. SIDS are working together with FAO on the blue economy initiative. Under all these international high-level initiatives, recognition of fishers, fishing and coastal communities and sustaining their livelihoods has been heightened. This recognition also calls for more hybrid solutions in strengthening the participation and partnership of rural producers within the sustainable development and ocean governance reform agenda.

Definitions

For the purpose of this study, it is important to define SSF³⁹ at the regional level in the two different regional contexts. It was noted during the Pacific FAO SSF-VG zero draft consultations that SSF is defined more in the context of community-based approaches. The terminology relating to community approaches is varied again in the Pacific island region; which can range from Locally Managed Marine Area (LMMA), village based resource management approaches, community-based resource management (CBRM), community-based fisheries management (CBFM), to name a few. In addition, the names for management tools used by communities such as “*tabu*”⁴⁰, Conservation Areas, Marine Protected Areas (MPAs) and Marine Managed Areas (MMAs) are often interchanged at the community level. For the purpose of this research, in the context of small-scale fisheries management in the Pacific, the term Community-Based Coastal Fisheries Management (CBCFM) is used and takes account of artisanal

³⁹ International definition: “Small-scale fisheries can be broadly characterized as a dynamic and evolving sub-sector of fisheries employing labor-intensive harvesting, processing and distribution technologies to exploit marine and inland water fishery resources. The activities of this sub-sector, conducted full-time or part-time or just seasonally, are often targeted on supplying fish and fishery products to local and domestic markets, and for subsistence consumption. Export-oriented production, however, has increased in many small-scale fisheries during the last one to two decades because of greater market integration and globalization. While typically men are engaged in fishing and women in fish processing and marketing, women are also known to engage in near shore harvesting activities and men are known to engage in fish marketing and distribution. Other ancillary activities such as net-making, boat-building, engine repair and maintenance, etc. can provide additional fishery-related employment and income opportunities in marine and inland fishing communities. Small-scale fisheries operate at widely differing organizational levels ranging from self-employed single operators through informal micro-enterprises to formal sector businesses. This sub-sector, therefore, is not homogenous within and across countries and regions and attention to this fact is warranted when formulating strategies and policies for enhancing its contribution to food security and poverty alleviation.” FAO/RAP/FIPL,2004. A research agenda for small-scale fisheries. FAO regional Office for Asia and the Pacific, Bangkok, Thailand. RAP Publication NO.2004/21 and FIPL/C 10009 (En)

⁴⁰ Tabu / (Tamboo) is an area of reef in which all types of fishing activities is prohibited. Areas are traditionally put in place for usually a certain number of nights after the death of a prominent chief or village leader in Melanesian culture largely. After this period, the tabu is lifted and then an abundant reef fishery is harvested for a feast with prayer ceremonies in remembrance of the deceased.

fisheries⁴¹. With this definition, the study factors in all the approaches used in managing small-scale fisheries in the Pacific SIDS context. For the Caribbean region, this paper uses the terminology SSF. It keeps in consideration the recommendation made during the Caribbean SSF consultations to keep the definition flexible and contextual. The paper also acknowledges the challenges that exist in the literature and in practice in defining SSF, due to its diverging characteristics and variability. What can be argued to be SSF in one country or region may not be in another.

⁴¹ Artisanal fisheries refers to minimal adapted craft skills and have their basic locally adapted knowledge while the catch is primarily being used for household consumption.

PART A: OCEAN GOVERNANCE FROM THE GLOBAL LEVEL TO REGIONAL AND NATIONAL LEVEL

CHAPTER 1: OVERVIEW OF GLOBAL INSTRUMENTS and INITIATIVES

The United Nations Convention on the Law of the Sea (UNCLOS)⁴² provides the legal framework for all activities in the oceans and seas and most of its provisions on States' rights and responsibilities reflect customary international law. As an umbrella convention, UNCLOS is complemented by several other international instruments, including some that address directly fisheries resources, such as the 1995 Code of Conduct for Responsible Fisheries (the Code) and the UN Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks (UNFSA)⁴³.

The movement towards “responsible fisheries”⁴⁴ started at United Nations Conference on Environment and Development (UNCED) and with its outcome, Agenda 21, Chapter 17 (17.1 – 17.136), which spelled out the details and placed the guiding platform for the future work. The primary objective of the Code was to facilitate a reform of national fisheries sector policies (see Table 2 for more details on the key elements of the Code). The Code provides strategies and guidelines for coastal States, which are voluntary in nature, and guidelines for activities related to fishing vessels directed at flag and port States. These international negotiations and instruments on fisheries brought a degree of harmonization between States on the use of the ocean and its fishery resources.

While the Code has a general scope, it has been influential in guiding recent policy and legal reforms in the countries where it has been implemented. For an example the African Caribbean Pacific (ACP) Fish II Programme, entitled "Strengthening Fisheries Management in ACP Countries", was funded under the 9th European Union Development Fund (€30M). This

⁴² http://www.un.org/Depts/los/convention_agreements/texts/unclos/closindx.htm

⁴³ On 4 August 1995, the United Nations Conference on Straddling Fish Stocks and Highly Migratory Fish Stocks completed its substantive work by adopting the Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of 10 December 1982 relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks.http://www.un.org/depts/los/fish_stocks_conference/fish_stocks_conference.htm

⁴⁴ The Committee on Fisheries (COFI) at its Nineteenth Session in March 1991 called for the development of new concepts, which would lead to responsible, sustained fisheries. Subsequently, the International Conference on Responsible Fishing, held in 1992 in Cancun (Mexico) further requested FAO to prepare an international Code of Conduct to address these concerns. The outcome of this Conference, particularly the Declaration of Cancun, was an important contribution to the 1992 United Nations Conference on Environment and Development (UNCED), in particular its Agenda 21. Subsequently, the United Nations Conference on Straddling Fish Stocks and Highly Migratory Fish Stocks was convened, to which FAO provided important technical back-up .
<http://www.fao.org/docrep/005/v9878e/v9878e00.htm>

was a four and a half year programme aiming to improve fisheries management so as to ensure that fisheries resources under the jurisdiction of the countries are exploited in a sustainable manner.

Table 2: Key Elements of the FAO Code of Conduct for Responsible Fisheries

Policy objectives (to be implemented at national level)
<ul style="list-style-type: none"> • Provide institutional and incentives structure for fishers and investors to assume increased responsibility for management of resources, through the provision of exclusive use rights such as individual transferable quotas limited licenses and Territorial use rights in Fisheries • Maintain /restore fisheries benefits-food, revenue, jobs, recreation, biodiversity • Increase supplies to meet future demand through, e.g. waste reduction, productivity enhancement, use intensification, ranching, aquaculture • Increase economic efficiency by reducing overcapacity, eliminating subsidies, promoting free trade and ensuring local values and equity are considered. • Protect the resource base and its environment, including through a precautionary approach • Improve the priority given to small –scale fisheries to boost incomes and food security. • Develop the capacity to monitor and assess fish stocks at national and regional (transboundary) levels
Institutional Support from FAO
<ul style="list-style-type: none"> • Advise developing countries in implementing the Code of Conduct • Assist regional cooperation, decision making, and consultation • Provide technical support for implementation of the Code at national /regional level • Monitor and report on the Code's implementation
Finance for implementation
<ul style="list-style-type: none"> • Development banks, Global Environment Facility, national governments, bilateral and multilateral donors, private banks, co-operation with NGOs

Source: Summarized from Garcia et al. 1999⁴⁵

The major focus of the ACP Fish II programme was to improve fisheries management, both at the national and regional levels. It did that by supporting the development, review and update of fisheries policy instruments. The process ensured that ACP States incorporate internationally

⁴⁵ Garcia SM, DeLeiva Moreno IJ 1999, Trends in world fisheries resources, FAO: Rome.

recognized principles and standards. These standards had to reflect those in international fisheries instruments and particularly UNCLOS, the 1993 FAO Compliance Agreement, the 1995 Code of Conduct for Responsible Fisheries, and the United Nations Fish Stocks Agreement. The four components of this project were to: (1) improve fisheries policies and management plans at regional and national level, (2) reinforce control and enforcement capabilities, (3) reinforce national and regional research strategies and initiatives, (4) develop a business supportive regulatory framework and private sector investment, and increase knowledge sharing on fisheries management and trade at the regional level. In 2013 the project came to end and one of the lessons learnt is that local capacity building remains critical for improved fisheries management.⁴⁶

Other multilateral environmental agreements (MEAs) and instruments connected to small-scale fisheries are:

- the 1973 Convention on International Trade in Endangered Species of wild fauna and flora (CITES), which aims to ensure that international trade in specimens of wild animals and plants does not threaten their survival.
- the 1979 Convention on the conservation of Migratory Species of wild animals (CMS), which is a framework treaty providing the legal foundation for internationally coordinated conservation measures of migratory animals, their habitats and migration routes.
- the 1992 UN Convention on Biological Diversity (CBD)⁴⁷, which has three main objectives; “the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources.”

The thesis notes here that most of the principles and conceptual elements of an “Ecosystem Approach⁴⁸” to Fisheries (EAF) are already contained in a number of binding or voluntary arrangements, agreements, and conventions mentioned above.

⁴⁶ Available from. <http://acpfish2-eu.org/index.php?page=projets>

⁴⁷ Available from <http://www.cbd.int/intro/default.shtml>

⁴⁸ The overarching principles of EAF are an extension of the conventional principles for sustainable fisheries development to cover the ecosystem as a whole. They aim to ensure that, despite variability, uncertainty and likely natural changes in the ecosystem, the capacity of the aquatic ecosystems to produce fish food, revenues, employment and, more generally, other essential services and livelihood, is maintained indefinitely for the benefit of

Section A: Fisheries relation to Food Security

The Importance of small-scale fisheries in poverty alleviation and food security is briefly addressed in the Code under the General Principles (Article 6) as stated below:

- *Article 6.2 Fisheries management should promote the maintenance of the quality, diversity and availability of fishery resources in sufficient quantities for present and future generations in the context of **food security**, poverty alleviation and sustainable development. Management measures should not only ensure the conservation of target species, but also of species belonging to the same ecosystem or associated with or dependent upon the target species.⁴⁹*
- *Article 6.18 Recognizing the important contributions of artisanal and small- scale fisheries to employment, income and **food security**, States should appropriately protect the rights of fishers and fish workers, particularly those engaged in subsistence, small- scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction⁵⁰*

Food security is mentioned only four times in the Code, though the Code “recognizes the vital role of fisheries in world food security”. ⁵¹

In 2008, at the 1st global small-scale fisheries conference held in Bangkok, Thailand, on small-scale fisheries, attendees discussed three main priority areas; (1) Securing sustainable resource use and access rights, (2) Securing post-harvest benefits, and (3) Securing social, economic and human rights. These issues and the outcome of this conference framed the call for the development of an international instrument on small-scale fisheries⁵². The conference was followed by several regional consultations organized by FAO in 2010, involving both the CSO community and governments, to assess how the small-scale fisheries agenda could be moved forward.

the present and future generations. The FAO Technical Guidelines on the ecosystem approach to fisheries (FAO 2003) define EAF as follows: “An ecosystem approach to fisheries strives to balance diverse societal objectives, by taking into account the knowledge and uncertainties about biotic, abiotic and human components of ecosystems and their interactions and applying an integrated approach to fisheries within ecologically meaningful boundaries.”

<http://www.fao.org/fishery/topic/13261/en>

⁴⁹ <http://www.fao.org/docrep/005/v9878e/v9878e00.htm#6>

⁵⁰ ibid

⁵¹ HLPE,2014. Sustainable Fisheries and aquaculture for food security and nutrition. A report by the High Level Panel of Experts on Food Security of the Committee on World Security. Rome 204.

⁵² Report of the global conference on Small-scale Fisheries securing sustainable small-scale fisheries: Bring together responsible fisheries and social development Bangkok, Thailand, 13–17 October, 2008FAO Fisheries and Aquaculture Report No. 911 <http://www.fao.org/docrep/012/i1227t/i1227t.pdf>

Later an external evaluation⁵³ in support of the implementation of the Code, conducted in 2011⁵⁴ highlighted following gaps in relation to the need for a special position and needs of SSF:

151. In capture fisheries, the Code of Conduct for Responsible Fisheries is perceived as focusing on matters of concern to large-scale and industrial fisheries rather than those of concern to small-scale fisheries (SSF). Although this perception has some basis, and is also supported by a preponderance of the Code's technical guidance and instruments focusing on topics and interventions of more relevance to larger-scale fisheries, the Code does make several references to the need to take into account the interests and needs of small-scale and artisanal fishers in Articles 5, 6, 7, 8, and 12.⁵⁵

152. Until last decade, however, FAO has not given prominence to the special position and needs of small-scale fisheries and fishers. The Evaluation's view, supported by evidence gathered during the process, was that important Code products, such as the International Plan of Action and many technical guidelines, did not address options suitable for use in small-scale fisheries. At the same time, given the complexity of the SSF issues, the Evaluation appreciated that years were required to build understanding and explore productive avenues or suitable, normative instruments and technical guidance. FAO only recently started to converge on a comprehensive body of guidance, although the processes still have a way to go to join in with the wider body of development knowledge and action, as discussed below⁵⁶.

Informed by the outcomes of the 2008 Bangkok Conference and three regional workshops held in 2010, the evaluation process led to the recommendation for an international instrument addressing small-scale fisheries in a holistic manner by FAO COFI in 2011. The 29th session of the COFI agreed on the development of international guidelines that would address both inland and marine small-scale fisheries, have a voluntary nature, focus on the needs of developing countries, draw on relevant existing instruments, and complement the Code of Conduct for Responsible Fisheries. It further agreed that the new international instrument would promote development objectives such as gender equity, food security, and poverty reduction.

⁵³The evaluation team was led by an external team leader and comprised of external independent consultants. It visited 15 countries across all FAO regions, with the exception of Europe and Central Asia. The evaluation interviewed more than 455 stakeholders from governmental fisheries and aquaculture organizations, FAO Fisheries and Aquaculture Department in headquarters and decentralized offices, UN agencies, resource partners, participants in FAO projects, (etc.)

⁵⁴ FAO 2012, Evaluation of FAO's support to the implementation of the Code of Conduct for Responsible Fisheries. <http://www.fao.org/docrep/meeting/026/me173e.pdf>

⁵⁵Ibid

⁵⁶ibid

1.1 Reaffirmation at the Global Level for Small-Scale Fisheries Recognition

In 2012, Heads of State and Government and high-level representatives met in Rio de Janeiro, Brazil, (Rio +20) with the participation of civil society, to renew their commitment to sustainable development. They acknowledged the evaluation of the Code and that since 1992 there has been insufficient progress and setbacks in the integration of the three dimensions of sustainable development, aggravated by multiple financial, economic, food and energy crises, which have threatened the ability of all countries, in particular developing countries, to achieve sustainable development⁵⁷. In this regard, it is critical that Heads of State, Government, and civil society not backtrack from their commitments reflected in the outcome of Rio+20. The leaders also recognized that one of the current major challenges for all countries, particularly for developing countries, is the impact from the multiple crises affecting the world today⁵⁸. They urged States to fully implement their obligations under UNCLOS and effectively apply an ecosystem approach and the precautionary approach in ocean management, in accordance with international law⁵⁹. Leaders reaffirmed the importance of the Universal Declaration of Human Rights, as well as other international instruments relating to human rights, and re-commitment to the further implementation of Agenda 21. Leaders further reaffirmed their commitment to take urgent and concrete action to address the vulnerability of SIDS, through the sustained implementation of the Barbados Programme of Action and the Mauritius Strategy⁶⁰.

Furthermore, in the outcome meeting document; “*the Future We Want*” leaders stressed the importance of the conservation and sustainable use of the oceans and seas. The COFI recommendations and Rio+ commitments on sustainable development spurred an intensive consultation process, engaging more than 4000 stakeholders over a 2-year process⁶¹ in drafting the SSF-VG. This brought out key issues to be covered in the new international SSF-VG. The first draft of the SSF-VG was negotiated in the spirit of a consensus-seeking debate in May 2013. The debate was hosted by FAO in partnership with the Nordic Council of Ministers, the Norwegian Agency for Development Cooperation, and the Brazilian Cooperation Agency. The

⁵⁷ UN, The Future we want Our Common Goal

<http://www.uncsd2012.org/content/documents/727The%20Future%20We%20Want%2019%20June%201230pm.pdf>

⁵⁸ ibid

⁵⁹ Ibid

⁶⁰ ibid

⁶¹ FAO Countries recognize vital role of small-scale fisher <http://www.fao.org/news/story/en/item/234115/iCode/>

consultation included representatives of 68 member States and the EU; 36 civil society organizations; six regional fisheries bodies; the UN Special Rapporteur on the Right to Food; and a representative of the UN Office of the High Commissioner for Human Rights. The technical consultation resumed in February 2014, to finalize the negotiation of the SSF-VG text. The SSF-VG was adopted in June 2014, at the 31st session of the COFI⁶². The guidelines are described as “one of a kind instrument” and first ever international instrument dedicated to small-scale fisheries.

1.2 One of A Kind Instrument SSF -VG: Whom is it targeted to?

States are signatories to conventions, and international instruments and instruments that are of the voluntary nature.

The clauses of the SSF-VG are primarily aimed at States since most clauses begin with “*States should*⁶³” also some clauses begin with “*All parties should*⁶⁴...” and “*SSF actors should*⁶⁵” this is interpreted to indicate that the SSF-VG is largely targeting States. This is explained by the objectives of the SSF-VG, which is to give advice and recommendations. Other objectives are to establish principles , criteria, and provide information to assist States – including decentralized and local government structures – as well as relevant non-state actors in attaining the vision by mentioning “... *All other parties* and “*SSF actors*”.

The SSF-VG is intended to be interpreted and applied in accordance with existing obligations under national and international law. However, where national legislation is inconsistent with the provisions of the SSF-VG, the guidelines may guide amendments and inspire new legislative provisions as well as help supplement customary norms and regulations⁶⁶. The SSF-VG places focus on the needs of developing countries and further development of local solutions. One of its objectives is to enhance public awareness and promote the advancement of knowledge on the culture, role, contribution and potential of small-scale fisheries, considering ancestral and traditional knowledge and their related constraints and opportunities⁶⁷.

⁶² Thirty-first Session, Chairpersons Report of the Technical Consultation on the International Guidelines for Securing Sustainable Small-scale fisheries, Rome, 9-13 June 2014, (Info.10)

⁶³ ibid

⁶⁴ ibid

⁶⁵ ibid

⁶⁶ ibid

⁶⁷ ibid

They are relevant to small-scale fisheries both in marine and inland waters and apply to all parts of the fishery system, i.e. up and downstream activities and actors in addition to fishing operations and fishers (availability and access to inputs, fishing operations and access to resources, and post-harvest activities including processing, distribution and access to markets).

This directs to other parties and SSF actors.

The SSF-VG is also complimented by the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests in the Context of National Food Security (the VGGT)⁶⁸ with regard to fisheries in marine and inland waters. It explains the characteristics of the fisheries sector and provides technical guidance. Its purpose is to contribute to the achievement of the VGGT objectives in respect of the improvement of governance of tenure in fisheries. Special attention is given to small-scale fisheries considering the sector's particular importance to food security and nutrition, poverty eradication, equitable development and sustainable resource utilization.

1.3 Other International Initiatives

Recognizing that improved fisheries management alone will not end threats to the sustainability of marine fisheries such as impacts caused by climate change, governments, the private sector, civil society, and ordinary citizens are being engaged in innovative solutions and specific actions to promote ocean stewardship. In this context, some of the international initiatives on small-scale fisheries are:

- **World Forum of Fisher Peoples (WFFP).**⁶⁹ World Forum of Fisher Peoples (WFFP) is an international alliance of 36 mass-based national organizations of fisherfolk working in 32 countries of all continents of the world. WFFP aims to protect, defend and strengthen the communities that depend on the fishery for their livelihood, and represents the small-scale, artisanal fishers' interest at the international level and play the role of a global political organ of the same communities. WFFP has built strong alliances and solidarity

⁶⁸ An unprecedented international agreement on the governance of tenure. The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security promote secure tenure rights and equitable access to land, fisheries and forests as a means of eradicating hunger and poverty, supporting sustainable development and enhancing the environment. They were officially endorsed by the Committee on World Food Security on 11 May 2012. Since then implementation has been encouraged by G20, Rio+20, United Nations General Assembly and Francophone Assembly of Parliamentarians.

⁶⁹ Accessed July 15t 2014 <http://worldfishers.org/about-us/>

between fisher peoples across the world (both internally and with other organisations) and succeeded in placing the human rights of fisher peoples on the agenda of UN Conferences of the Parties (Climate Change and Convention on Biological Diversity), World Commission on Food Security (CFS) and at the level of the UN Food and Agricultural Organisation (FAO).

- **World Forum of Fish Harvesters & Fish Workers (WFF).**⁷⁰ WFF is an international organization that brings together small-scale fisher organizations for the establishment and upholding of fundamental human rights, social justice and culture of artisanal /small-scale fish harvesters and fish workers, affirming the sea as a source of all life and committing themselves to sustaining fisheries and aquatic resources for the present and future generations to protect their livelihoods. The WFF vision is a world, in which the voices of small-scale fishers are heard, their rights recognized and respected, and their livelihoods guaranteed. WFF's mission is to empower small-scale fishers' organizations to influence both national and international policies that affect their rights of access, use and control, and sustainability of the fisheries resources for improved livelihoods. The objectives of the World Forum of Fish Harvesters and Fish Workers are:
 - To protect, defend, and strengthen the economic viability and quality of life for fish harvesters, fish workers and the communities that depend on the fishery resources for their livelihood.
 - To create an understanding of the resource as a common heritage of humanity and, through sustainable fishing practices, conservation, and regeneration of the marine and inland resources and ecosystems, ensure that it is passed on to future generations.
 - To promote a legal regime that will ensure the rights of fishing communities under local, national, regional and international jurisdiction through advocacy and awareness creation.
 - Promote food security both locally and worldwide through sustaining fish stocks for the future, and by reserving fish for human food.
 - Promote equitable representation of fish-harvesters and fish workers' organizations in all appropriate international and regional forums, and advocate for their recognition.

⁷⁰ Accessed August 19th ,2014 <http://worldfisherforum.org/index.php/about-wff.html>

- **The International Collective in Support of Fishworkers (ICSF)**⁷¹ is an international non-governmental organization that works towards the establishment of equitable, gender-just, self-reliant and sustainable fisheries, particularly in the small-scale, artisanal sector. ICSF draws its mandate from the historic International Conference of Fishworkers and their Supporters (ICFWS), held in Rome in 1984, parallel to the World Conference on Fisheries Management and Development organized by the Food and Agriculture Organization of the United Nations (FAO).

A number of fishworker organizations and concerned intellectuals, academics and social activists felt that the FAO conference had chosen to overemphasize the commercial, industrial, and scientific and fishery resource aspects, at the expense of the actual real-world, life-and-blood people involved in fishing worldwide; fishworkers who are often sections of the population marginalized from mainstream society.

The main aims of ICSF are to monitor issues that relate to the life, livelihood and living conditions of fishworkers around the world; disseminate information on these issues, particularly amongst fisherfolk; prepare guidelines for policymakers that stress fisheries development and management of a just, participatory and sustainable nature; and help create the space and momentum for the development of alternatives in the small-scale fisheries sector. ICSF's vision is a future in which fishing communities and fishworkers lead a life of dignity, realizing their right to life and livelihood, and organizing to foster democracy, equity, sustainable development, and responsible use of natural resources. Within a global perspective, ICSF's work is focused on countries of the South. ICSF's mission is “to support fishing communities and fishworker organizations, and empower them to participate in fisheries from a perspective of decent work, equity, gender-justice, self-reliance and sustainability”.

As a support organization, ICSF is committed to influence national, regional and international decision-making processes in fisheries so that the importance of small-scale fisheries, fishworkers and fishing communities is duly recognized. In this endeavor, ICSF works in collaboration with organizations of fishworkers and other like-minded groups.

⁷¹ Accessed August 23 ,2014 ;<http://www.icsf.net/en/page/588-About%20ICSF.html>

- **The International Planning Committee for Food Sovereignty (IPC)** is an autonomous and self-organised global platform of small-scale food producers and rural workers organizations and grass root/community based social movements to advance the Food Sovereignty agenda at the global and regional level. More than 800 organizations and 300 millions of small-scale food producers self-organize themselves through the IPC, sharing the Food Sovereignty principles as outlined in the Nyeleni 2007 Declaration. IPC facilitates dialogue and debate among actors from civil society, governments and others actors the field of Food Security and Nutrition, creating a space of discussion autonomous from political parties, institutions, governments and private sector. The legitimacy of IPC is based on the ability to voice the concerns and struggles that a wide variety of civil society organizations and social movements face in their daily practice of advocacy at local, sub-national, regional and global levels. All the positions or joint policy initiatives must be signed by the individual organizations, and each participant can only speak on behalf of its own organization, and not as a representative of a sector, geographic area or representing the network as a whole.
- **Too Big to Ignore (TBTI)**⁷² is a global partnership for small-scale fisheries research is a research network and knowledge mobilization partnership established to elevate the profile of small-scale fisheries (SSF), to argue against their marginalization in national and international policies, and to develop research and governance capacity to address global fisheries challenges. The main goal of TBTI is to enhance the understanding of the real contribution of small-scale fisheries to food security, nutrition, sustaining livelihoods, poverty alleviation, wealth generation and trade, as well as the impacts and implications of global change processes such as urbanization, globalization, migration, climate change, aquaculture, and communication technology on small-scale fisheries. This SSF research partnership is also concerned with the lack of understanding about both the impacts of SSF on ecosystems and the contribution of SSF to stewardship and conservation. TBTI is organized around regional issues and thematic research conducted by working groups (WG). One of the themes that TBTI addresses is “Enhancing the Stewardship,” which is the focus of one such WG.

⁷²Accessed September 20th 2014 <http://toobigtoignore.net/>

- **Blue Growth** is a new theme on the global oceans agenda; where the concept of a “blue economy” came out of the 2012 Rio+20 Conference. Blue Growth is a Global Initiative in Support of Food Security, Poverty Alleviation and Sustainable Management of Aquatic Resources. This crosscutting initiative aims to provide global, regional and national impact to increase food security, improve nutrition, reduce poverty of coastal and riparian communities and support sustainable management of aquatic resources. FAO has recently launched in January 2014 a Blue Growth Initiative, a global framework programme of FAO through which the FAO will assist countries to develop and implement blue economy agenda. In line with this, FAO has also launched in 2013 a Global aquaculture advancement partnership programme to promote the sustainable increase in aquaculture production⁷³. In April 2014 Global ocean action summit for food security and blue growth conference was held to find identify solutions to ocean treats that can be replicated at speed and scale to deliver health oceans for every country.
- **The Global Ocean Forum (GOF)** is an international, independent, non-profit organization dedicated to promoting good governance of the ocean, sustainable development for coastal and island peoples around the globe, and healthy marine ecosystems. The GOF was first mobilized in 2001 to help the world’s governments place issues related to oceans, coasts, and Small Island Developing States on the agenda of the 2002 World Summit on Sustainable Development in Johannesburg. Since 2001, the GOF has brought together ocean leaders from 110 countries to advance the global ocean agenda⁷⁴.
- **Global Partnership for Oceans (GPO)** is a World Bank-led recently new initiative that focuses on the implementation of global commitments and agreed national action plans . It aims at mobilizing finance and knowledge to activate proven solutions at unprecedented scales for the benefit of communities. The GPO is a growing alliance of over 140 governments, international organizations, civil society groups, and private sector interests committed to addressing the threats to the health, productivity and resilience of the ocean. The Partnership aims to tackle documented problems of overfishing, pollution, and habitat loss. Together these problems are contributing to the

⁷³ Accessed September 29th 2014 <http://www.fao.org/bodies/council/c1148/side-events/blue-economy/en/>

⁷⁴ Accessed July 17th 2014, from <http://globaloceanforum.com>

depletion of a natural resource bank that provides nutrition, livelihoods, and vital ecosystem services⁷⁵.

⁷⁵ Accessed August 1 2014 from <http://www.globalpartnershipforoceans.org/about>

Section B: Regional Level Small-Scale Fisheries Organizations and Initiatives

Regional Fishery Bodies (RFBs) are mechanisms through which States or organizations work together towards the conservation, management and/or development of fisheries guided by the UNCLOS and, as appropriate, the UNFSA. Approximately half of the RFBs have a management mandate and are called Regional Fisheries Management Organizations (RFMOs). RFMOs can adopt measures that are binding on their members. RFMOs have been set up to help implement international fisheries governance of transboundary fish stocks⁷⁶. Most are primarily involved in the management of industrial fisheries, and although these also have elements related to food security, food security and nutrition have not figured strongly in their work. Since they are not directly related to small-scale fishery management⁷⁷, this paper does not further elaborate on regional governance in the context of RFMOS but list out regional organizations and regional initiatives, which have a role in the context of small-scale fisheries management, and governance.

SSF Fisheries Management Organizations in the Caribbean

In the Caribbean region, three organizations serve the fisheries needs of island member States. These bodies are the Organization of Eastern Caribbean States (OECS), the broader regional grouping, the Caribbean Community (CARICOM) and the FAO body, the Western Central Atlantic Fisheries Commission (WECAFC). The OECS seeks to harmonize fisheries management and development approaches among its member countries, the establishment of a coordinated regime for fisheries access to the fisheries resources of the region, and the establishment of common fishing zones⁷⁸. As part of this process, fisheries legislation has been reviewed with the assistance of FAO and action has been taken to enhance regional cooperation in monitoring, control and surveillance. CARICOM has organized a major fisheries research and management programme. The CARICOM Common Fisheries Policy (CFP), which was mandated by CARICOM Heads of Government in 2003, has been developed. Another important initiative underway in the region is the Caribbean Large Marine Ecosystem (CLME) project,

⁷⁶ The difference between a "regional fishery body" and a "regional fishery arrangement" is that the former has established a Secretariat that operates under a governing body of member States and the latter does not have. <http://www.fao.org/fishery/topic/16800/en>

⁷⁷ HLPE,2014. Sustainable Fisheries and aquaculture for food security and nutrition. A report by the High Level Panel of Experts on Food Security of the Committee on World Security. Rome 204

⁷⁸ FAO , "Technical cooperation and networking" <http://www.fao.org/docrep/t3384e/t3384e08.htm>

which is aimed at assisting countries to improve the management of their shared living marine resources through an ecosystem approach.

Additionally, the Caribbean Challenge Initiative (CCI)⁷⁹ was launched in 2008 by visionary governments, as an effort to provide greater leadership, and to chart a new course for protecting and sustainably managing the marine and coastal environment across the Caribbean. The two overarching, time-bound goals of the CCI are:

1. '20-BY-20' goal: To effectively conserve and manage at least 20 percent of the marine and coastal environment by 2020.
2. Sustainable financial goal: To achieve the '20 by 20' Goal, to have in place fully functioning sustainable finance mechanisms that will provide long-term and reliable funding to conserve and sustainably manage the marine and coastal resources and the environment in each participating country and territory. The ten governments currently participating in CCI include: Antigua & Barbuda, Bahamas, British Virgin Islands, Dominican Republic, Grenada, Jamaica, Puerto Rico, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines. Other countries and territories are starting to express an interest in joining this effort.

The Pacific Region

The institutions that provide support to SSF fisheries management in the pacific region are The South Pacific Forum Fisheries Agency (SPFFA) and the South Pacific Commission (SPC). As a specialized agency, the SPFFA advises member States on the formulation of fisheries policy at national and regional levels, and supports the coordination of those policies once member States has agreed them. In tandem, SPC's research activities technically underpin and support the development of management policy in the region. South Pacific Regional Environment program (SPREP), The Island and Oceanic Ecosystems programme assist the Pacific region through two inter-related programs; (1) the Marine and Coastal programme, and (2) the Ecosystem and Terrestrial programme. SPREP assists with a number of these multi-lateral and biodiversity-focused international instruments. The Pacific Islands Forum Secretariat (PIFs) under the Oceans program works in partnering through international ocean instruments

⁷⁹ Available from: <http://www.caribbeanchallengeinitiative.org>

and organizations and through their new Pacific Ocean Alliance aim to promote the pacific sea of islands, livelihoods.

The Coral Triangle Initiatives on Coral Reefs, Fisheries, and Food Security (CTI-CFF) is a multilateral partnership of six countries working together to sustain extraordinary marine and coastal resources by addressing crucial issues such as food security, climate change and marine biodiversity. The CTI-CFF is a multilateral partnership between the governments of Indonesia, Malaysia, Papua New Guinea, Philippines, Solomon Islands and Timor-Leste (the ‘CT6’)⁸⁰. One of the CTI Goals aims to establish a fully functioning and effectively managed region-wide Coral Triangle Marine Protected Area System (CTMPAS).

The Pacific Ocean Alliance: (POA) is an initiative called for by Pacific Leaders under Action 2B⁸¹ of the Framework for a Pacific Oceanscape, will bring together a group of stakeholders that is truly representative of the diverse range of ocean interests. This initiative has been recently launched at the UNSIDS conference. It will be a mechanism to strengthen coordination and collaboration for effective implementation of regional and national actions. Together, partners will work to enhance the sustainable development, management and conservation of the Pacific Ocean.

This paper acknowledges the above regional and international active initiatives, but does not go in any discussion in regards to their efforts in the recognition of small-scale fisheries. For the purpose of the study the next section summarizes key SSF-VG Zero draft consultation outcomes in relation to networks during the regional consultations in the Caribbean and Pacific region in 2012.

1.4 The Caribbean Region FAO SSF-VG Consultation Outcomes

FAO noted the CNFO is a major network for the region. The CNFO mission to improve the quality of life for fisherfolk and develop a sustainable and profitable fishing industry through network representation and capacity building with its partners was acknowledged during the

⁸⁰ <http://www.coraltriangleinitiative.org/about-us>

⁸¹ Action 2B: Foster partnerships to integrate and implement ocean priorities in the Pacific Plan and other relevant regional and international instruments.

consultations. CNFO provided CSO perspective on SSF zero draft consultations and negotiations over the period of the SSF guideline for Caribbean region⁸².

The consultations under the session on policy coherence, institutional coordination and collaboration noted that regional policies for SSF need to be considered in the context of existing Caribbean regional mechanisms like CRFM⁸³, CARICOM Secretariat⁸⁴, OSPESCA⁸⁵, WECAFC⁸⁶ and the Organization of Eastern Caribbean States (OECS)⁸⁷ etc. Existing institutions and mechanisms should be used to promote policy coherence and collaboration to avoid institutional fatigue. In addition, the consultation noted major challenges in the implementation of regional policies, which is hampered by too much bureaucracy. The consultation noted in the Caribbean that previously there was a top-down approach to fisheries management and development in the region while there is now a bottom-up approach to policy development. To make this new approach effective and compliant efficient, appropriate mechanisms have to allow stakeholders to be properly involved from the start in those processes. Many Caribbean Island countries do not have functional and holistic fisheries management plans in place or are struggling with their implementation and enforcement. In those cases where national management plans exist, often they are not developed and implemented in a participatory manner. Responsibility for overall development often lies with different ministries. While there are

⁸² Report of the FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-scale fisheries. Kingston, Jamaica 6-8 .2012 Report no.1033 (FAO, En)

⁸³ It is an inter-governmental organization with its mission being to “To promote and facilitate the responsible utilization of the region's fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region”. The CRFM consist of three bodies – the Ministerial Council; the Caribbean Fisheries Forum; and the CRFM Secretariat. Its members are Anguilla, Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago and the Turks and Caicos Islands. <http://www.caricom-fisheries.com/WhatisCRFM/AboutCRFM/tabid/56/Default.aspx>

⁸⁴ CARICOM Mission "To provide dynamic leadership and service, in partnership with Community institutions and Groups, toward the attainment of a viable, internationally competitive and sustainable Community, with improved quality of life for all".

⁸⁵ The Central American Fisheries and Aquaculture Organization (Organización del Sector Pesquero y Acuícola del Istmo Centroamericano, (OSPESCA) aims to encourage the development and the coordinated management of regional fisheries and aquaculture activities, helping to strengthen the Central American integration process.

⁸⁶ Western Central Atlantic Fishery Commission (WECAFC), The general objective of the Commission is to promote the effective conservation, management and development of the living marine resources of the area of competence of the Commission, in accordance with the FAO Code of Conduct for Responsible Fisheries, and address common problems of fisheries management and development faced by members of the Commission. <http://www.fao.org/fishery/rfb/wecafc/en>

⁸⁷ nine member grouping comprising Antigua and Barbuda, Commonwealth of Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia and St Vincent and the Grenadines. Anguilla and the British Virgin Islands a - See more at: <http://www.oecs.org/about-the-oecs/who-we-are#sthash.9ab84yTx.dpuf>

ongoing discussions at various levels to explore opportunities for collaboration between fisheries and environmental institutions, the interest in working together is currently limited.⁸⁸

Contributions to policy development by fisher representatives via strong fisher organization at national, regional and international levels was emphasized while noting strong fisher organizations can make important contributions to policy development, but often these organizations require support in terms of funding and capacity development. Therefore, the assistance is needed to strengthen these organizations. The CNFO should be strengthened to play an active role in the future implementation of the SSF-VG and initiatives to improve the public understanding of the Value and importance of the SSF sector and correct negative perceptions should be supported.

It was noted the SSG-VG would fit under the umbrella of the Caribbean Community Common Fisheries Policy⁸⁹ (CCCFP), which would develop a protocol to endorse the guidelines regionally. The consultation also noted that the endorsement of the SSG-VF by CRFM and other regional bodies' at regional level would make it easier to get implementation support at the national level.⁹⁰ This is strongly noted for the purpose of this study. The group noted that discussions often focus on the responsibilities of the States while there is a need to also look at the roles and responsibilities of other actors (including international organizations, donors, private sector institutions, community-based organization, media, etc).⁹¹

1.5 The Pacific Region FAO SF VG Consultation Outcomes

The consultations noted the definition of SSF in the pacific context defers primarily from many regions and hence prefer to use the term community-based management approaches, which are already in place and can be the mechanisms to transfer information about the SSF-VG from

⁸⁸ Report of the FAO/CRFM/WECAFC Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-scale fisheries. Kingston, Jamaica 6-8 .2012 Report no.1033 (FAO, En)

⁸⁹ The vision of the Caribbean Community Common Fisheries Policy is effective cooperation and collaboration among Participating Parties in the conservation, management and sustainable utilisation of the fisheries resources and related ecosystems in the Caribbean region in order to secure the maximum benefits from those resources for the Caribbean peoples and for the Caribbean region as a whole.

⁹⁰ ibid

⁹¹ Ibid

the fisheries authorities to communities.⁹² The consultations did not further elaborate on the community-based management approaches in this meeting.

The participants highlighted that SSG-VG development process needs to be disseminated appropriately to governments / private sector and these stakeholders need to be allowed to be engaged in the FAO consultations⁹³. Participants also stressed the need to ensure that the voices of the primary stakeholders through CSOs are included. They also urged that the FAO process be brought to the attention of the highest levels at national and regional level.

The consultations under session on policy coherence highlighted some challenges at the local level with multi-layer governance systems. In some PICTs, it can be difficult to reconcile different layers of management decisions both horizontally (between SSF communities) and vertically (traditional leaders, States; and national level). Traditional institutions and structures are still paramount for the management of the resources, and the principle of subsidiarity and the devolution of control are already implemented at provincial, district and community levels⁹⁴. There are examples of Memoranda of Understanding (MOUs) between island councils to allow for the development of fisheries and tourism.

The consultation also noted that the legislation relating to coastal fisheries is often fragmented, between different ministries (e.g. fisheries, environment and agriculture) enforcement is often constrained by the lack of resources and political will at the local level and remoteness and geographic distance. Customary and culturally appropriate practices and considerations can be useful in the circumstances of coastal fishery and should be integrated into national and regional policies⁹⁵. However, there is a lack of resources and capacity for implementation. Local associations need strengthening and capacity development to engage in sustainable management of the resources and strengthen their voice in decision-making. Cooperative associations in the small-scale sector have started developing in some PICTs but to date have often not been very effective⁹⁶.

⁹² Report of the FAO/SPC Pacific Regional Caribbean Regional Consultation on the Development of International Guidelines for Securing Sustainable Small-scale fisheries. Noumea , New Caledonia 12-14 June 2012 Report no.1022 (FAO, En)

⁹³ ibid

⁹⁴ ibid

⁹⁵ ibid

⁹⁶ ibid

It was noted that two-way communication concerning policy development and implementation needs to be strengthened and that PICTs should advocate SSFs through regional organizations at the global level. Existing regional such as e.g. Apia policy, Community-based Ecosystem Approach to Fisheries Management (CEAFM) guidelines⁹⁷, recent SPC vulnerability assessment on climate change and Pacific fisheries and aquaculture guideline should be actively linked to the SSF Guidelines development process.

The consultation concluded that actors in SSF should be strengthened via SSF associations or cooperatives to contribute to the sustainable management of the resources and strengthen their voice in decision-making.

The consultation did not mention the LMMA area network but generally mentioned that primary stakeholder voices are heard via CSOs organizations. In the Pacific consultation, it has been noted in the workshop reports that no regional civil society organization such as FSPI⁹⁸ or large scale international NGOs such as WWF⁹⁹ or IUCN Roundtable,¹⁰⁰ who are bigger actors in the community-based coastal fisheries management, were part of the zero draft SSF process and consultation. Secondly it has been noted that the department of the Pacific Center for Environment and Sustainable Development represented the University of the South Pacific (USP). This department is fairly new, and works on teaching and training and research base capacity for climate change and sustainable development in the Pacific Island region and not necessary specialized in the small-scale fisheries research, governance, and management. The department of The Institute of Applied Sciences (IAS) is the most relevant institute for applied conservation science and resource management projects. The IAS at the USP has the most in-depth pilot case study and expertise relating small-scale fisheries, which it developed under the Locally Managed Marine Area (LMMA) initiative. IAS is also the Pacific focal point for the

⁹⁷ SPC's Coastal Fisheries Science and Management Section, in collaboration with FAO and The Nature Conservancy, has produced a new publication entitled "A community-based ecosystem approach to fisheries management: guidelines for Pacific Island countries". These guidelines have been produced to describe how an EAF can be merged with community-based fisheries management (CBFM) in PICs.

⁹⁸ The Foundation of the People of the South Pacific International: The Communities and Coasts Programme work with communities through projects that ensure the sustainable and integrated management of natural resources. At the same time, these projects help develop the communities' self-reliance and improve their quality of life.

⁹⁹ World Wild life Conservation : Sustainable Coastal Resource Use Management programme help communities to sustainably manage their natural resources while ensuring livelihoods are not compromised by working with communities to change practices as well as with national and regional partners to change policies
http://www.wwfpacific.org/what_we_do/freshwater/

¹⁰⁰International Union for Conservation of Nature, The Roundtable is the Pacific's only voluntary membership-based network of non-government organisations, donors and regional organisations working in nature conservation in the region. <http://www.iucn.org/about/union/secretariat/offices/oceania/roundtable/>

LMMA Network, the learning portfolio of community-based marine conservation projects in Asia and the Pacific. Secondly, the consultations do not make reference to other regional coastal fisheries relevant policy or frameworks such as the framework for a Pacific Oceanscape.

1.6 Existing Regional Policies Aligning with the Principles of SSF-VG and Regional Network

The SSF-VG gives recognition of networks where necessary for policy coherence, information exchange, capacity development, ecosystem approaches, etc. This section of this paper highlights the existing regional policies that support the recognition of existing networks in the regions.

The Pacific SSF consultation report of 2002 noted that the Pacific Islands Regional Coastal Fisheries Management Policy (Apia Policy 2008) echoes the principles and scope of the SSF-VG.

The Apia Policy is one of SPC's responses to the expectations of Forum Leaders expressed in the Vava'u Declaration on Pacific Marine Resources, which placed priority on the development and management of coastal fisheries to support food security, sustainable livelihoods and economic growth for current and future generations of Pacific people. All SPC member countries endorsed the Apia Policy.

This regional policy on coastal fisheries management was the first to address the collective concerns of regional government leaders and fisheries authorities to harmonize national policies and activities that address the long-term sustainability of coastal fisheries resources and maintenance of healthy marine ecosystems. One of the key features of the policy is that customary and traditional management is explicitly supported for the first time. It provides guiding principles for strategic action at national and regional levels to address the problems and challenges encountered by PICTs in managing their coastal fisheries.

The Apia Policy outlined a number of strategic actions for countries and supporting agencies particularly the SPC under each of the guiding principles.

Table 3: The Pacific Islands Regional Coastal Fisheries Management Policy (Apia Policy)¹⁰¹

¹⁰¹ Accessed August 15th from http://www.spc.int/DigitalLibrary/Doc/FAME/Reports/Anon_2008_ApiaPolicy.pdf

The Vision: Healthy marine ecosystems and sustainable coastal fisheries that provide seafood security and continuing livelihoods for current and future generations of Pacific people

The Goal: To ensure the optimal and sustainable use of coastal fisheries and their ecosystems by Pacific Island communities”.

Six guiding principles:

1. Improving our understanding of important fisheries species and of the ecosystems on which they depend on.
2. Sustainably managing coastal fisheries, reducing their adverse impacts on coastal ecosystems, and optimizing production to meet local nutritional needs and contribute to economic development.
3. Creating community partnerships to support the customary and traditional management of nearby ecosystems and fish stocks.
4. Creating stakeholder collaborations to manage ecosystems and reduce the negative environmental impacts of non-fisheries activities, including those that result in high loads of silt and nutrients in coastal waters.
5. Promoting the participation of women and youth in all fisheries-related activities.
6. Enhancing regional exchange and sharing of information on common areas of interest relating to the management of ecosystems and fisheries

Source: Pacific Island Regional Coastal Fisheries Management Policy and Strategic Actions (Apia Policy) 2008-2013.

For the purpose of this research on regional networks, Guiding Principle 6 is highlighted; strategic action involving networks to promote partnership and establishment and strengthening of the regional network.

Apia Policy: Principle 6: Strategic Actions 60
“A knowledge-exchange system, including a regional network of experienced people with particular skills, would enhance the exchange and sharing of ideas and expertise”.

The policy promotes the partnership approach to ecosystem management and the role of women and youth. The Apia Policy provides a strong basis for CBRM and Ecosystem Approach to Fisheries Management and gives recognition of the role of the regional network. The Policy notes in strategic action 58: “*Although PICTs differ in many respects, the majority of problems relating to the management of ecosystems and fisheries are common to many islands. Sharing of*

problem-solving methodologies, for example, would avoid duplication in national efforts to implement ecosystem-based fisheries management”.

The policy highlighted that further assistance will be required in the “*establishment and operation of a regional knowledge exchange system, including a regional network of local experts in areas of fish stock assessment, community-based fisheries management, ecosystem-based fisheries management, and planning and management of fish businesses*”.

The Apia Policy provides a strong basis for CBRM and EAFM for guidance to legislators. The SSF-VG pacific consultations also noted that the implications of the policy shifts that are contained in the Apia Policy have not yet been fully appreciated or incorporated by most Fisheries staff and institutions in the Pacific Region.

For the Caribbean region, the consultation mentions Caribbean Community Common Fisheries policy (CCCFP)¹⁰², which echoes the principle of the SSF-VG. The CCCFP, has been in the process of development since 2003. The drafts have been going through negotiation. At this stage it is not a signed or agreed regional policy document that specifies gives recognition to regional fishers association of networks. The Caribbean Network of Fisherfolk Organizations (CNFO) through the Caribbean is hosted with the Regional Fisheries Mechanism (CRFM) Secretariat.

¹⁰² The CCCFP is also a tool for participating States to engage in national and regional efforts to sustainably develop ocean resources and generate increasing returns for their peoples. The Policy also provides the framework for Caribbean SIDS to undertake action to protect coral reefs and other vulnerable marine ecosystems through comprehensive and integrated approaches to resilience management and enhancement. The proposed elucidation of the Common Fisheries Regime will, among other things, enhance and implement the monitoring, control and surveillance of fishing vessels, to effectively prevent, deter and eliminate illegal, unreported and unregulated fishing. Additionally, the CCCFP’s policy framework will support the sustainable development of small-scale fisheries; improved mechanisms for resource assessment and management; enhanced facilities for fisheries workers and initiatives that add value to outputs from small-scale fisheries; and enhance access to markets for sustainable small-scale fisheries products.

Through all this, the CCCFP will assist Caribbean SIDS to improve capacity to sustainably use their fisheries resources and develop fisheries-related industries, enabling SIDS to maximise benefits from their fisheries resources while hopefully ensuring that the burden of conservation and management of fisheries resources ‘is not disproportionately transferred’ to them. <http://www.stakeholderforum.org/sf/outreach/index.php/previous-editions/SIDS-day-6-oceans/11711-the-caribbean-community-common-fisheries-policy-a-tool-for-caribbean-SIDS-accelerated-modalities-of-action>

Analysis: Bewildering Proliferation of Authorities

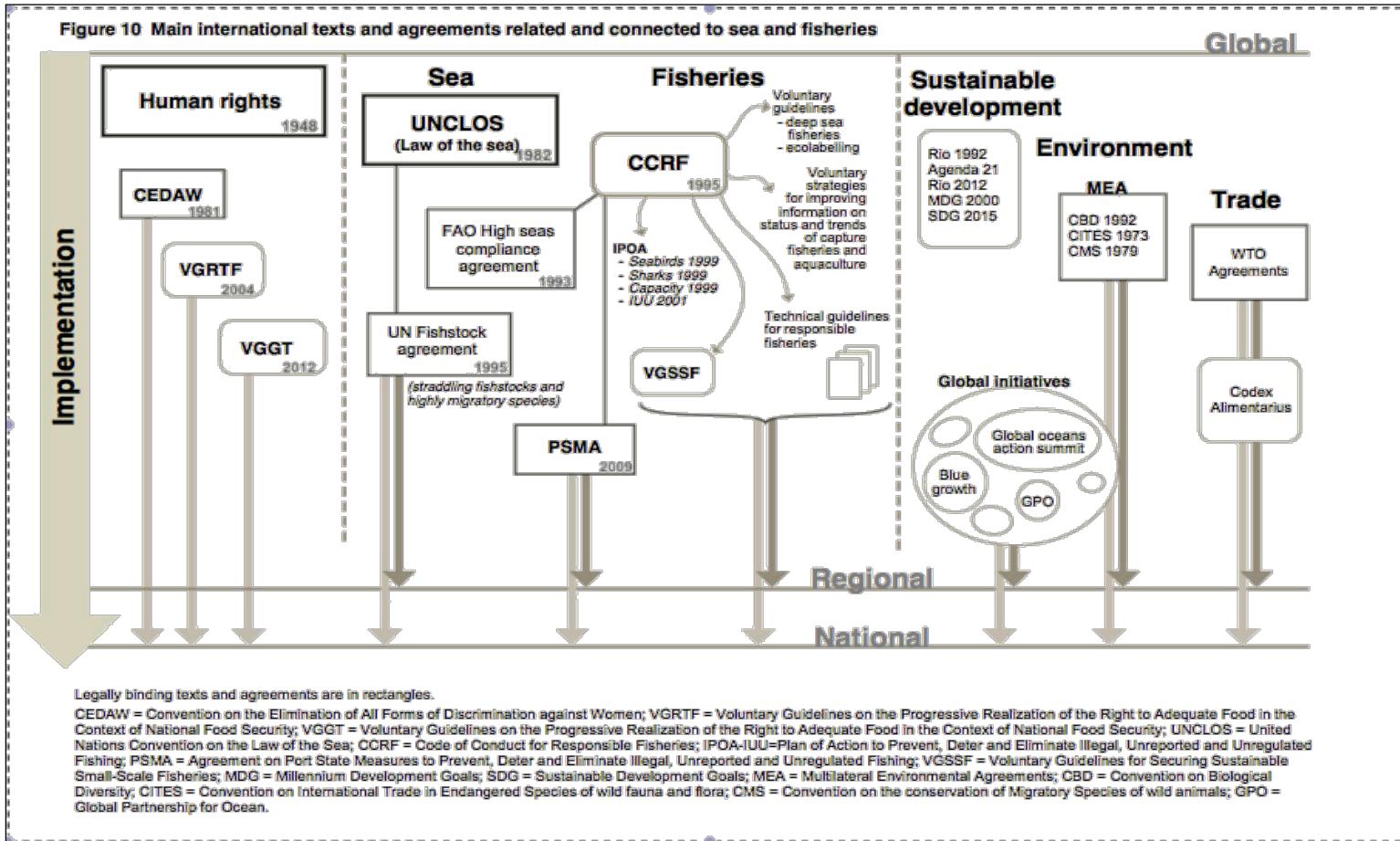
The study notes the rapid acceptance by the international community and the UN of the need to give recognition to SSF in the implementation of UNCLOS, especially in the context of the current world fisheries crisis. The year 2014 is historic in bringing SSF onto the radar at the international level via the adoption of the SSF-VG and its discussions in the World Small-Scale Fisheries Congress. A bigger challenge lies in front of what will be a follow-up in practice and at the regional, national and local levels in light of many other UN conventions and agreements that have been adopted.

Burgt¹⁰³ conducted the analysis of multilateral ACP-EU fisheries instruments and highlighted that under international law, sustainable development is presently listed as a core norm in addition to norms on peace and security. In addition, he noted that the majority of fisheries instruments are built upon the principle of sustainable use rather than as a concept that has established its place within international fisheries law. “Sustainable development” is now commonly viewed as an objective as well as an instrument that applies to the different concerns, such as social and human aspects that exist within fisheries, and SSF-VG process and negotiations witness this rapid acceptance. It's noted that the SSF-VG intends to promote the contribution of SSF to the fulfillment of the MDGs, the outcomes of Rio+20 with regards to three pillars (social, economic and environment pillars of sustainable development) and other commitments to food security and poverty alleviation. The paper limits its analysis towards the call for collective action, which is one of the greatest implementing challenges at all levels. Figure 2 below shows the summary of the overarching agreements and international instruments in the scope of small-scale fisheries management within the context of human rights based approach, which the SSF-VG has adopted. This figure is taken on from the High-level Panel of Experts on Food Security and Nutrition (HLPE) report¹⁰⁴, which was convened by The UN Committee on World Food Security (CFS). Figure 3 provides the schematic diagram of international ocean governance structure, showing a sectoral approach and plethora of organizations taken from Global Ocean Commission report 2014.

¹⁰³ Nienke Van Der Burget , Legal Aspects of Sustainable Development , The Contribution of International Fisheries Law to Human Development : An Analysis of Multilateral and ACP-EU Fisheries Instruments.(IDC publishers and Martinus Nijhoff Publishers. Netherlands, 2013).

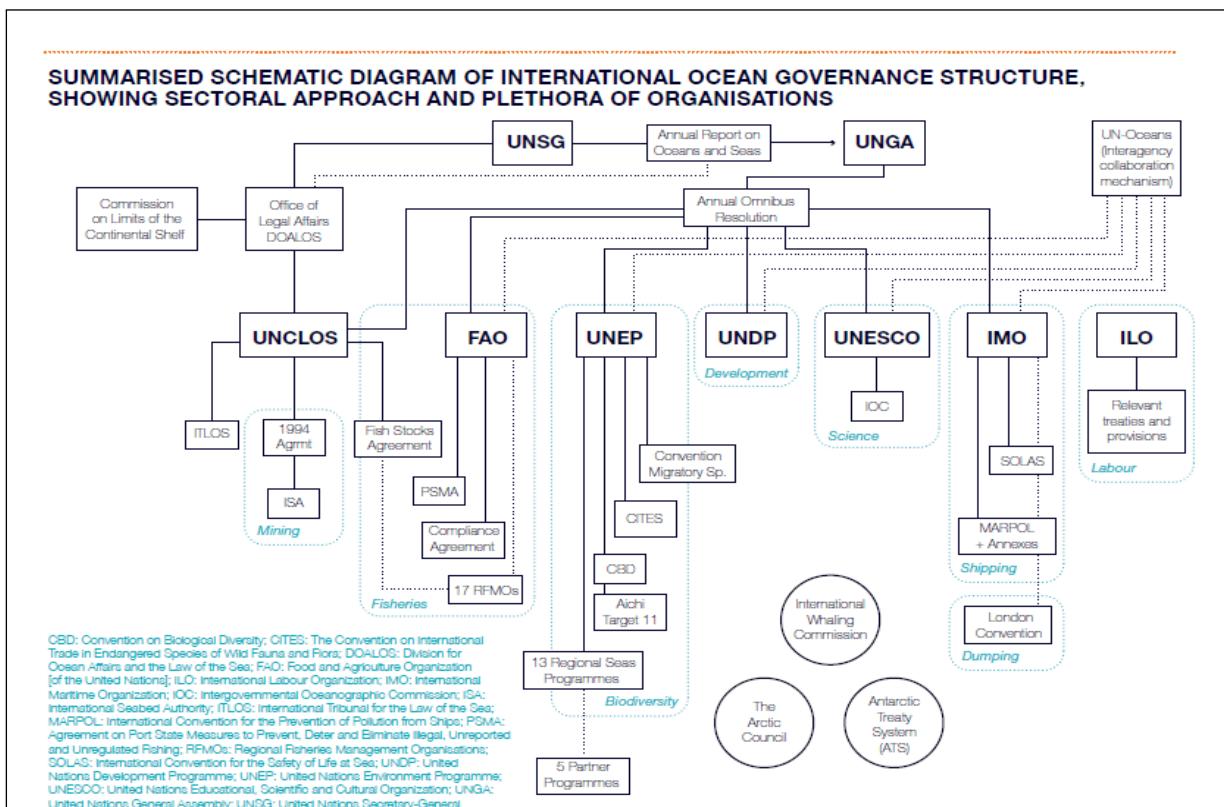
¹⁰⁴ HLPE,2014. Sustainable Fisheries and aquaculture for food security and nutrition. A report by the High Level Panel of Experts on Food Security of the Committee on World Security. Rome 2014.

Figure 2: Main international agreements for sustainable fisheries and aquaculture for food security and nutrition, considering the environmental, social and economic aspects along the agenda item of human rights based approach and sustainable development.



Source HLPE, 2014.

Figure 3: Summarized schematic diagram of the international ocean Governance structure.



Source: Global Ocean Commission report 2014

These figures display governance of marine fisheries and bio-diversity conservation via a large number of agreements and institutions, mostly in the UN system that complement and/or implement the UNCLOS framework for sectoral activities.

Taking from figure 2 and 3 governance of small-scale fisheries in the context of poverty reduction and food security from international level going down to regional and national level have distinctive characteristics of the three streams of governance (Human Rights / Sea and Fishery / and Sustainable development). When viewed at national level these streams of governance to manage small-scale fisheries in light of food security and poverty reduction involve different ministries and their portfolios, institutions, and legislative instruments. From this display, it's clear that SSF-VG faces the challenges for collective action from the international level even though the SSF-VG is directed toward States at the national level mainly

for its implementation. This could be a critical draw back at the international front when it comes to streams of funding and allocation of resources.

Table 4 is drawn from a review of relevant aspects of an Ecosystem Approach to Fisheries (EAF) report, which argues, in conclusion, that the future of EAF and fisheries depends on the way in which the two fundamental concepts of fisheries management and ecosystem management, and their respective stakeholders, will join efforts or collide. With regards to collective action, the parallel implementation frameworks and processes at the international level call for multi-sectoral and integrated¹⁰⁵ approaches to enforcing the conventions and agreements.

The Author notes here that the recognition and urgent calls for integration for many other conventions and agreements which SID States have signed started decades ago and currently still faces bewildering proliferation and less viable transition pathways. On this basis the author sees that SSF-VG can most likely be meaningless and obstructed by too much bureaucracy along the streams of the governance.

Serge Garcia, the former director of the FAO Fisheries Management Division sums up cross-sectoral integration or integrated approaches are continuously hindered by factors of friction, which include: (i) old entrenched habits and cultural differences; (ii) unresolved differences in perceptions (world views); (iii) disagreement on a number of factors that guide action, including: actual present and potential future levels of risks to ecological, economic and social, well-being; risk acceptances for failure to achieve ecological management objectives; risk tolerances for imposition of control measures that may constrain fishing more than the minimum necessary; and what distribution of costs and benefits is deemed “equitable”¹⁰⁶. These challenges have been noted at the international level in seeking the recognition of the small-scale fisheries in national and regional forums. The cross-sectoral bureaucracy, bewildering proliferation of authorities, often with competing and overlapping mandates between the regional institutions and

¹⁰⁵ The need for such integration in SD policy-making has been expressed in major international processes. The Millennium Summit (2000) for example, called for the “integration of the principles of SD into country policies and programmes”. The 2002 World Summit on Sustainable Development (WSSD) emphasized the importance of taking a “holistic and inter-sector approach” to implement SD. The 2005 Millennium Ecosystem Assessment (MA) recommended the “integration of ecosystem management goals within other sectors and within broader development planning frameworks”. UNEP (2009) has published a manual of policy integration for SD. The practical implementation of these policy guides is, however, lacking seriously behind. This called for integrated approaches

¹⁰⁶ Garcia S., et al., *Governance for Fisheries and Marine Conservation Interaction and co-evolution synopsis* (In Print).

regional policies and its current draw backs, was brought to attention during the SSF consultations in the Caribbean and in the Pacific.

Table 4: Comparison of the Fisheries Management and Ecosystem-Based Management and its Governance Level (National / Regional and Global Level)

Criteria		Fisheries management	Ecosystem management
Paradigm		Sector-based. Vertically integrated. Focusing on target resource and people.	Area based. Holistic. Loosely cross-sector. Focusing on habitats and ecosystem integrity.
Governance	Objectives	Not Always coherent or transparent. “Optimal “system output. Social peace.	A desired state of the ecosystem (Health integrity).
	Scientific input	Formalized (particularly in regional commission). Variable impact	Less formalized. Less operational. Often insufficient. Stronger role of advocacy science.
	Decision Making	Most often top-down. Strongly influenced by industry lobbying. Growing role of environmental NGOS.	Highly variable. Often more participative. Strong influenced by environmental lobbies. Stronger use of tribunals.
	Role of the media	Historically limited. Growing as fisheries crisis spreads.	Stronger use of the media.
	Regional and Global Institutions	Central Role of the Food and Agricultural Organization of the UN and regional fishery bodies.	Central role of the United Nations Environment Programme (UNEP) and the Regional Seas Conventions
Geographic Basis		A process of overlapping and cascading subdivision of the oceans for allocations of resources and responsibilities.	A progressive consideration of large –scale ecosystems for more comprehensive management, e.g. from specific areas to entire coastal zones and large marine ecosystems (LMS)
Stakeholder and Political base		Narrow. Essentially fishery stakeholders. Progressively opening to other interest.	Much broader. Society-wide. Often with support recreational and small-scale fisheries.
Global Instruments		1982 Law of the Sea Convention, UN Fish Stock Agreement and FAO Code of Conduct.	Ramsar Convention, UN Conference on Environment and Development and 1992 Agenda 21, Conventional of Biological Diversity and Jakarta Mandate.
Measures		Regulation of Human activity inputs (gear, effort, capacity) or output (removals, quotas) and trade.	Protection of specified areas and habitats including limitation or exclusion or extractive human activities. Total or partial ban of some human activities.

Source: Garcia et al 2003¹⁰⁷

It was further highlighted that The Pacific Islands Regional Coastal Fisheries Management Policy (2008 – 2013) details small-scale fisheries management and governance for Pacific SIDS and this has not yet been fully appreciated or incorporated by most fisheries institutions in the

¹⁰⁷ Garcia, S.M.; Zerbi, A.; Aliaume, C.; Do Chi, T.; Lasserre, G. The ecosystem approach to fisheries. Issues, terminology, principles, institutional foundations, implementation and outlook. FAO Fisheries Technical Paper. No. 443. Rome, FAO. 2003

Pacific region. On the other hand, the Caribbean Common Fisheries Policy is still in the process of finalizing drafts and negotiations. The SSF-VG, being of a voluntary nature, aims to catalyze legislative reforms. Here, governance reforms in SIDS face decadal struggles politically and technically and greater efforts have been underway for the adoption of the regional existing and on-going policy framework that speak of SSF. Many contentious issues were brought in during the time of SSF consultations and negotiations and urgent requests were made to ensure that the FAO SSF-VG implementation process took into consideration the existing regional efforts and SSF policy framework. It should aim for smooth catalysis where need be at the regional level in SIDS and should avoid duplication and fragmentation. While above its noted that SSF-VG implementation can be difficult, for many States it should be noted that the FAO SSF-VG process for the Pacific SIDS had major gaps in its consultations, such that no regional civil society organizations who have been actively working for SSF recognition over decades in the region were involved. Furthermore, the choice of SSF intuitions invited for the FAO process missed the key institutions working on Pacific SIDS SSF issues. While FAO SSF-VG gives recognition of networks, its consultation and negotiation process for Pacific SIDS completely missed the consultation from the largest Asia-Pacific locally Managed Marine Area network who were not part of any SSF consultations process.

On a political level, the author notes the international and regional challenges for collective action but questions the genuine nature of the SSF-VG process and position of SIDS in the FAO SSF-VG implementation plan. The chapter departs here and gets back to the SSF consultation gap and real actions needed for partnership. A full discussion on the reluctance or resistance is beyond the scope of this paper but in the next chapters, the paper introduces the functions of the networks along with the generic FAO SSF-VG functions, and discusses the ways of strengthening the FAO consultation gaps in implementing the new SSF-VG under key partnerships.

CHAPTER 2. REGIONAL AND NATIONAL LEVEL: WEB OF INTERCONNECTED ISSUES

As learned in the introduction and chapter 1 of this paper, over several decades' development strategies have promoted fishery through industrial production–orientated programs and SSF have been off the radar. These development methods led to the introduction of modern and transforming technology development for capital-intensive fishing to increase production in the sector as part of national level plans to stimulate economic growth and modernization for SIDS.

Today, in many SIDS, large fish markets or centers are Hazard Analysis and Critical Control Point (HACCP)¹⁰⁸ accredited and graduated in the EU list for fish quality and hygiene standard for international export. Although fish products for export may meet the export requirements, fish for national level consumption barely meets health, hygiene and safety standards. There are always issues and alerts when buying fish from local fish market vendors due to poor hygiene and food safety and post-harvest issues within the markets. Even whereby markets are fully equipped with ice machines and other butchering facilities. One will be better off, most of the time, buying fish from personal contacts and direct sale or from a supermarket or a fisher organization or cooperative that is mainly set up for export purposes. Furthermore, fishers are hardly using the extensively built markets to sell and manage the post-harvest fisheries. This is mainly due to management and operational disputes and conflict on stall rents with the fishers and market management. Outside nicely clean fenced fish markets and centers; fishers are selling fish by the roadside with poor storing capacity and in poor hygienic condition. This observation show issues of transformational development. On one hand, the government fish centers are trying to manage running of the market with ice machines and technical staff every day. On the other side, the post-harvests loss in SSF for domestic food is huge due to lack of emphasis on human development pillars and social interest and conflict resolution.

In this 21st. Century, this development thinking is continuing, but what is different is that global development approaches are finally paying attention to these issues, in the context of the global food crisis and fisheries crisis. Multiple challenges in relation to poverty reduction have led research to recognize post-harvest loss and place people at the center of all development

¹⁰⁸ HACCP is a management system in which food safety is addressed through the analysis and control of biological, chemical, and physical hazards from raw material production, procurement and handling, to manufacturing, distribution and consumption of the finished product.

activities and promote human dignity and the realization of human rights. Learning from the end of this “transformation approach”, which often negatively affected the developing countries, this effort did not contribute to the eradication of poverty. Such approaches demonstrated that poverty cannot be addressed by continuing to simply transforming technology and infrastructure in fisheries sector. There is a need to look at fisheries as part of the broader rural development and social behavior change agenda.

Previous sections of the paper highlighted the challenges of SSF, gaps and new development in the international ocean governance framework. The paper introduced the FAO SSF-VG and other relevant instruments and highlighted harmonization issues within the UN system.

Within the scope of the study, the paper described regional inter-governmental institutions, policies and mechanisms relating to SSF. Leading from this in this chapter the study gives an overview of the ocean governance challenges for SIDS. It later presents regional efforts that have been underway to manage SSF; in particular the chapter introduces the CNFO and LMMA network. It discusses the role of the networks in information exchange for policy and advocacy under human development approach.

Small-Scale Fishery Outlook at national level. Need for Human Development Approach

SSF is of fundamental importance to livelihoods, food security and other related development goals, such as education, health and gender equality. These development goals give meaning to the concept of human development. Human development can be considered to be the process of “*enlarging people’s choices that are lead to a long and healthy life, to acquire knowledge and to have access to the resources needed for a decent standard of living*”¹⁰⁹. It directly relates to poverty, which from a human rights perspective consist of “*the non-fulfillment of a person’s right to a range of basic capabilities*”¹¹⁰.

When looking at the fisheries sector from “inside looking in” and “inside looking out” at the national level the enabling conditions at state level for policy process for SSF, legal, institutional and implementation and budgetary issues as well as political will is packed with existing decadal problems in SIDS. Here the paper provides expert explanation on this.

¹⁰⁹ Definition used by , inter alia the UN , UNDP and OECD

¹¹⁰ UNHCHR (2006). These views are bases on the works of Amartya Sen. [DO YOU HAVE A MORE COMPLETE REFERENCE?]

McConney and Mohan, experts for the Caribbean SIDS, explain from their work as cited in the footnote, that there is a general understanding that quite often fisheries authorities in SIDS are inadequately equipped to manage the diverse number of fisheries species and marine biodiversity that fall under their jurisdictions. This means that undertaking comprehensive management for the numerous fisheries and their habitat range, which in some cases earn little revenue and often is not practical nor feasible economically. This has arisen as the fisheries authorities, resources, and roles are often modeled after colonial-era systems that are suited to and properly supported technically and financially by large developed States. These approaches translate poorly to SIDS fisheries departments that are often insufficiently funded, lack technical resources and have to manage large ocean zones compared to land areas. This creates a situation where a management plan that is meant for large, high-value species administered by a well-funded department leaves many fisheries authorities in SIDS with insufficient staff, with resources that are spread too thinly and which leave no single fishery being effectively managed.¹¹¹ Again, when the requirements that fisheries division has to meet is studied under the Code, and in the context of ecosystem-based approaches, other practitioners working at regional and national level in SIDS also share a similar conclusion.

A Pacific SIDS SSF expert, H. Govan¹¹² describes that the traditional tenure systems and resource management strategies that had been prevailing throughout the Pacific region experienced gradual erosion with the increased impact of colonization in the 20th century. The reasons for this loss were multiple and varied from place to place – populations suffered translocations, reduction, and expansion. World War II engaged Western economic and governance models. In the 1980s, the ineffectiveness of Western approaches to fisheries management and biodiversity conservation in countries with local tenure and little ability for enforcement became apparent. By the late 1990s, recognition of the traditional practical approaches and the strengths of customary tenure were realized and today over a decade of work done by multiple initiatives, donors and communities, an agreed consensus is emerging that in the South Pacific region, Western –style law has many strong underpinnings when compared

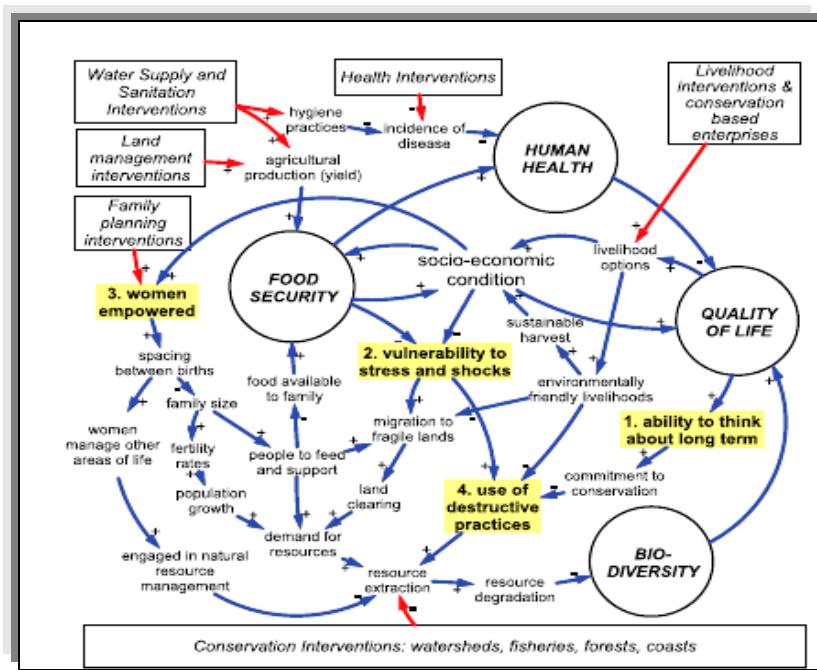
¹¹¹ Mahon R. McConney P. 2004. Managing the managers: improving the structure and operation of fisheries departments in SIDS. *Ocean and Coastal Management*,

¹¹² Govan, H. (ed) 2009. Status and potential of Locally Managed Marine Areas in the South Pacific Meeting nature conservation and sustainable livelihoods targets through widespread implementation of LMMAs. Available on <http://sprep.org/att/publication/LMMA/report>

with the practice of customary law. The interactions of these two systems are complicated and becoming more so as countries integrate deeper into international law, multiple conventions and agreements as well as their economies. In addition to these countries, Melanesia for instance is trying to maintain peace and security after various political instability and coups, which consistently had led various reforms on land and marine tenure. Another major challenge is where younger generations become less connected with traditional systems as they are faced with a knowledge gap, especially in view of the fact that in the last decade the school system has not delivered the education of traditional ways of caring, valuing and managing island resources, especially marine and coastal. In the Caribbean, the younger generation has the notion that everything to do with ocean and fishery resources is the responsibility of the state.

In response to the global fisheries crisis, the SSF-VG, one of a kind international instruments, is based on the principle of good governance and human rights and sets the notion of human rights approaches and recognition and rights of small-scale fisheries actors and stakeholders. Drawing from chapter 1 and figure 2, showing different streams of governance by different organizations, figure 4 below illustrates the web of human development issues at a given time in a small-scale fisheries or coastal communities in SIDS.

Figure 4: Web of SSF human development issues linking to food security



*Source: BALANCED project*¹¹³

Where the SSF-VG is meant to spur SSF governance reforms, it is emphasized here that improved knowledge on SSF governance reform alone will not be sufficient to reverse the present situation faced by coastal and fishing communities in the context of human development. In light of figure 4, where it's obvious that SSF communities are managing many other issues relating to their daily livelihoods and tend to seek support from various other sectors such as public health and agriculture when it comes to food security. FAO livelihood support programme findings¹¹⁴. States that SSF communities have developed strong relationships with other sectors of activity in the rural and peri-urban domains, which are essential to their own resilience and important to that of these domains. These relationships need to be understood, and management systems that accommodate or strengthen them are needed

The SSF-VG calls for multi sectoral approaches in many of its clauses but the FAO SSF consultation and negotiation process and meetings where SIDS had been involved, did not fully display multi-sectoral involvement and approaches and partnership with sectors. It has been observed from the Pacific and Caribbean consultation (earlier detailed in chapter 1, section b), that only representatives from fisheries divisions had been in the round of consultation and negotiation processes from States.¹¹⁵. For FAO to share the SSF-VG new vision of governance reform at the international level, aiming at States, it needed to demonstrate in its process policy reforms and partnerships across sectors. SSF through this process had indicated that the fisheries divisions at the state level have to drive the process of the governance reform and this will not be feasible with the existing challenges faced by fisheries staff as described earlier.

The call here is to view mainstreaming fisheries management and governance from “Outside looking in” and inside looking out” for the sector to see fisheries as part of the broader rural (and urban) development problem in which national issues such as governance, rule of law, literacy, use rights and public health, climate change and disaster risk reduction, become

¹¹³Torell, E., and Robadue, D.(2011) Introduction to livelihoods and PHE Theme Issue " Population, Health, Environment and Livelihoods". BALANCED Newsletter. Narragansett, RI: Coastal Resources Center. Volume 1, Issue 3.June, 2011, p. 2. (Accessed November 23, 2014.http://balanced.crc.uri.edu/sites/default/files/Balanced_v1i3.pdf)

¹¹⁴ Ellis F. and E. H. Allison, 2004, Livelihood Diversification and Natural Resource Access, Working Paper No.9, Livelihood Support Programme, Rome: FAO

¹¹⁵ . See chapter 4 for more detail and net draw analysis.

appropriate entry points for improved fisheries. The relation between poverty and local fishing communities are inter-woven with areas of peace & security, economic growth, environment, social justice, and democracy and climate change. Development processes such as education, gender, equality and health, food security and livelihoods are important elements of human development. Food insecurity—affects people’s ability to build their livelihoods hence cannot be viewed separately from poverty and large human and rural development sectors.

Shifting the focus from government’s business to civil society and communication, it is well accepted that increasingly, people are living in the world of networks. In this 21st century, when many people of the younger generation hear the word network, Facebook, Twitter, LinkedIn and other social media mobile networks comes in mind first. In SIDS Digicel internet and mobile services network have been reaching many shores and keeping communities connected to weather and climate monitoring updates across many far remote islands and large oceans. This may make one think the concept of network and networking is new. The formation of networks and networking in society is not new.

Hunter-gatherers daily survived overwhelming ecological odds through cooperation and leveraged individual efforts through bonds of mutual trust and reciprocity. Small groups everywhere share this ancient and larger than life capability with their Kalahari counterparts. These networks were not originated on resource use crisis but on benefits for collective effort. Today island communities throughout the Pacific and the Caribbean share and practice different informal ways of networking in relation to their livelihoods in small-scale fisheries and rely on them as safety nets with changing climate, economic and social change.

Noting the Kalahari counterparts, it is perceived that historically, the poor have formed networks of reciprocity and exchange in response to economic insecurity, lack of social services and marginalization in the political process¹¹⁶. From this historical perspective, this study views networks as emergent phenomena that form when organizations or group of individuals embrace a collaborative process. They get engaged in shared learning and joint decision-making and, over time, begin to act more like a coherent entity from the community to national and regional level to the international level. Loosely coupled networks come together as platforms for action as people and groups seek to give one another moral support, increase their expertise, or achieve

¹¹⁶ Taschereau S, Paper Networks and Capacity, A theme paper prepared for the project “Capacity, Change and Performance”, European Center for Development Policy Management.

greater influence through voluntary association. Civil society actors create or join networks to increase access to information, expertise and financial resources, to increase efficiency, to increase their expertise, or achieve greater influence through voluntary association. Civil society actors create or join networks to increase access to information, expertise and financial resources, to increase efficiency, to increase the visibility of issues, develop shared practices, mitigate risks, reduce isolation and increase credibility. Other motivators include opportunities to share learning, strengthen advocacy capacity, respond more effectively to complex realities, and scale up impact¹¹⁷. Civil society organizations use such networks to create new alliances, policy spaces, and means of negotiating with state and international institutions. The World Forum of Fisher Peoples (WFFP), World Forum of Fish Harvesters & Fish Workers (WFF) and The International Collective in Support of Fishworkers (ICSF) are example of such type of alliances.

FAO define “Networks as a system of interlaced web of relationships in which control is loose, power is diffused and centers of decision plural”¹¹⁸. In preparation to the finalization of the SSF-VG, FAO held a workshop on: *Strengthening Organizations and Collective Action in Fisheries: a Way Forward in Implementing the International Guidelines* in Rome, Italy, in March 2013. This workshop recognized that organizations and collective actions in SSF contribute to maximizing long-term community benefits and in dealing with the threats of fisheries management, livelihood insecurity, and poverty. Organizations (customary, cooperatives and societies, associations and unions) provide a platform through which SSF stakeholders exercise their rights to organize to participate in development and decision making processes and to influence fisheries management outcomes. This workshop also discussed the role of what was described as “*hybrid and networked arrangements*” whereby the nature of collective action is based on a mix of “of face to face “and ‘virtual ‘organization aided by support groups and even the State with substantial use of information and communication technology for collective action and organizational management. The workshop concluded that the future of SSF governance seems to lie in forms of “hybrid” arrangements /organizations. Such arrangements provide a safe place for discussion or platforms that reduce isolation on the

¹¹⁷ Liebler,C. and M Ferr.2004. *NGO Networks: Building Capacity in a Changing World*, Study supported by the Bureau for Democracy, Conflict and Humanitarian Assistance, office of Private and Voluntary Cooperation. Washington: USAID

¹¹⁸ FAO 2012: Good Practices in building Innovation Rural Institutions to Increase Food Security, FAO, Rome Italy.

issues of SSF and management can be addressed appropriately and to the extent possible in combined fashion to achieve critical mass of advocacy and social change.¹¹⁹

Taking note of the outcomes of this workshop, particular concerns of human development in fisheries stand out under three major themes: equity, poverty eradication and participation. This paper focuses here on “participation” and one of core elements in this case: “Access to information” for grass-roots communities whereby through this knowledge fishers and their coastal communities are empowered to make decisions at the lowest possible decentralized level.

The paper pays attention to “soft” skills” such as sociology, political science, negotiation, reframing of issues , consensus-building and conflict resolution rather than just science and technical skills when comes to policy process. Most times researchers and practitioners think that policy process requires a focus only on technical skills (e.g. economics, agriculture, forestry, trade, rural development, etc.). Greater calls are beginning to shift from linear fixes and to bring the quest of social science and livelihood data in the policy process.

In paying attention to soft skills and human development approaches and linking to networks and so called network hybrid arrangements the study details the functions of CNFO¹²⁰ & LMMA networks. In this section, the paper answers research question 1¹²¹. SSF-VG part 3, article 10.5¹²² and 10.6¹²³ gives recognition for States to establish and promote “**networks**” necessary in achieving policy coherence, cross-sectoral collaboration and the implementation of holistic and inclusive ecosystem approaches in the fisheries sector. It further gives recognition to

¹¹⁹ FAO 2014, Workshop Report Strengthening organizations and collective action in fisheries , A way forward in implementing the international guideline for securing sustainable small-scale fisheries , 18-20 March 2013 , FAO Rome Italy

¹²⁰ Paper recalls that Caribbean fisheries governance expert Patrick McConney who has been part of the most of the FAO SSF (Guidelines) consultations and negotiations and in particular the above workshop. The workshop report has documented lessons learned from Brazil and the Caribbean and in particular documents Grenada case which the author looks at in chapter 3.

¹²¹ Do the networks, the CNFO and LMMA achieve the key functions: (1) platforms to exchange experiences and information 2) support implementation of ecosystem approaches in fisheries sector (3) promote multi-stakeholder collaboration (4) stakeholder involvement in policy and decision-making; as outlined in the FAO small-scale fisheries voluntary guidelines; sections 10.5, 10.6?

¹²² 10.5 States should establish and promote the institutional structures and linkages – including local– national– regional–global linkages and networks – necessary for achieving policy coherence, cross- sectoral collaboration and the implementation of holistic and inclusive ecosystem approaches in the fisheries sector. At the same time, must clear responsibilities, and there should be well- defined points of contact in government authorities and agencies for small-scale fishing communities. (COFI/2014/Inf.10).

¹²³ 10.6 Small-scale fisheries stakeholders should promote collaboration among their professional associations, including fisheries cooperatives and CSOs. They should establish networks and platforms for the exchange of experiences and information and to facilitate their involvement in policy- and decision-making processes relevant to small-scale fisheries communities. (COFI/2014/Inf.10)

the role of **networks** as a platform to exchange experiences and information and to facilitate SSF stakeholder's involvement in policy and decision-making processes relevant to coastal and fishing communities. The four primary supporting roles for networks in the context of small-scale fisheries or community-based coastal management that has been given recognition in the articles are summarized as:

- (1) Platforms to exchange experiences and information,
- (2) Support implementation of ecosystem approaches in fisheries sector, and,
- (3) Promote multi-stakeholder collaboration
- (4) Stakeholder's involvement in policy and decision-making.

This paper examines whether the CNFO and LMMA Networks achieve the above key functions as outlined in the FAO Small-scale fisheries voluntary guideline sections 10.5 and 10.6 and contribute to other thematic areas of the guideline.

Section A: Small-scale Fisheries Related Network in the Caribbean SIDS Region

2.1: The Caribbean Network of Fisher Folk Organizations (CNFO)

The Caribbean Network of Fisher Folk Organizations (CNFO) is a network of fisherfolk from National Fisherfolk Organizations (NFO). These NFO are from Caribbean Regional Fisheries Mechanism (CRFM) member States¹²⁴. The CNFO's vision is primarily, national, and regional fisherfolk organizations with knowledgeable members collaborating to sustain fishing industries that are mainly owned and governed by fisherfolk who enjoy a good quality of life achieved through the ecosystem-based management of fisheries resources¹²⁵. Its mission is to improve the quality of life for fisherfolk and develop a profitable and sustainable fishing industry through networking, representation, and capacity building. The overall objective of the network is to contribute to improved income earnings, higher standards of living of fisher folks and sustainable use of fisheries resources in the Caribbean. The specific purpose is to have institutional capacities of fisher folk organizations developed at the regional, national and community levels. In striving to achieve their vision and mission, the CNFO and its membership would also be playing their part in enhancing the stewardship of the living marine resources in the Caribbean Sea.¹²⁶

2.2 Origins & Proliferation of CNFO

In the early 1960s and 1970s, British colonial Fisherfolk organizations (FFOs) were introduced to many locations in the English-speaking Caribbean. In 2006, the CRFM, with assistance from international partners and donors identified the potential for a regional network among fisherfolk groups. This interest led to the project: Development of Caribbean Network of FisherFolk Organizations. This project established and formalized national fisherfolk organizations (NFO) as the core of the regional network. It further introduced efforts in building capacity of fisherfolk leaders in areas related to network management, use of communication

¹²⁴ Member States for the CNFO, Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, St. Kitts and Nevis, Saint Lucia, St. Vincent and the Grenadines, Suriname, and Trinidad and Tobago

¹²⁵ Available from www.caricom-fisheries.com/cnfo/AboutCNFO/tabid/159/Default.aspx

¹²⁶ ibid

tools and policy advocacy. The activities aimed at strengthening institutional capacities of fisherfolk organizations to contribute to improved income generation and living standards.¹²⁷

The CNFO vision and mission was formed in 2009 in partnership with CNFO, CRFM, Caribbean Natural Resources Institute (CANARI) and University of the West Indies - Centre for Resource Management and Environmental Studies (UWI-CERMES). The establishment was via the outcomes of regional fisherfolk organization policy influence and planning workshops. In these workshops CNFO embarked on the preparation of a strategy and work plan for engagement with decision-makers and stakeholders in fisheries policies at regional level.

According to the outcome of a recent assessment¹²⁸ of fisherfolk associations, the countries that have active NFOS include Jamaica, Trinidad and Tobago, St. Kitts and Nevis, St. Lucia, Belize, and Dominica. Countries without NFOs include, Turks and Caicos, Anguilla and Haiti and currently Grenada. These organisations are either cooperatives¹²⁹ or associations. The CNFO has a coordinating unit that supports the regional coordination among countries.

2.3 How the network interacts at different levels with policy process

Figure 5 shows the Fisherfolk organisations in a multi-level network typology, based on geographic scale and jurisdiction¹³⁰. The figure illustrates Fisherfolk organisations interactions at local, national, regional and global levels. It interacts with the CRFM and WECAFIC at the sub regional and regional levels with the national fisheries authorities.

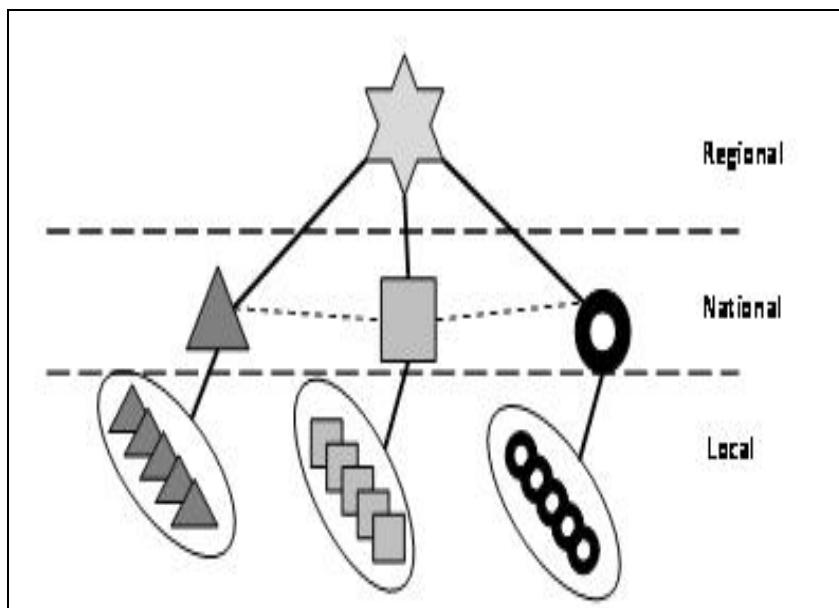
¹²⁷ Report of the Fishers Forum: “Fisher folk and fisheries, https://www.gcfi.org/Initiatives/FisheriesForFishers/MarGov_Fishers_Forum_Report_6.pdf (Accessed December 9, 2014).

¹²⁸ Assessment of needs of fisherfolk organisations in the Caribbean, <http://www.canari.org/documents/Draftneedsassessment100314.pdf> (accessed December 9, 2014)

¹²⁹ Cooperatives were seen as ways to organise fisherfolk and to have fisherfolk view themselves as entrepreneurs. These are less formal than the cooperatives with fewer legal requirements

¹³⁰ Centre for Resource Management & Environmental Studies, <http://www.cavehill.uwi.edu/cermes/news/publications.aspx> (accessed July, 2014).

Figure 5: Fisherfolk organisation multi-level structure



Source: McConney, P. and T. Phillips. 2011¹³¹.

Recent activities of the network in policy development: Besides CNFO involvement in the negotiations on the Caribbean Community Common Fisheries Policy, the CNFO has remained engaged in discussions to operationalize the Castries (Saint Lucia) declaration on IUU Fishing and matters related to trade in fish and fish products at the national, regional, and international levels. Engagement at the CRFM Forum level has been providing the CNFO with the opportunity to interact with the main advisors on fisheries policy development and execution in the CARICOM/CARIFORUM region. It has also been providing the network with the opportunity to influence policy development and implementation in the region as well as gain access to the Ministerial Council by way of requests to the Forum.

CNFO representatives also participated in the EU-ACP Fish II Project which was aimed at assisting in fisheries policy development and execution in the CARICOM/CARIFORUM region and other parts of the ACP, and in the transboundary Diagnostic Analysis phase of the Caribbean Large Marine Ecosystem Project which has a focus on governance of fisheries in the Wider

¹³¹ McConney, P. and T. Phillips. 2011. Collaborative planning to create a network of fisherfolk organisations in the Caribbean. Pages 207-230. In B. Goldstein (ed.) *Collaborative Resilience: Moving Through Crisis to Opportunity*. MIT Press, Cambridge, Massachusetts

Caribbean Region using an ecosystem approach to fisheries (EAF). CNFO and its founding members had been actively involved in the SSF-VG consultations together with CRFM. CNFO in consultation with its members took part in the ongoing negotiations on the FAO SSF.

Current regional capacity building initiative for the CNFO: The European Union funded project titled, “*Strengthening Fisherfolk to Participate in Governance*”, is targeting the CNFO and its member fisherfolk organizations in the countries of Anguilla, Antigua and Barbuda, The Bahamas, Belize, Barbados, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Lucia, St Kitts and Nevis, St Vincent and the Grenadines, Suriname, Trinidad and Tobago and Turks and Caicos Islands. The over one million Euro project is being implemented by CANARI, working in partnership with UWI- CERMES, Panos Caribbean, CNFO and CFRM. It is a four-year project (2013-2016), which is aimed at building the capacity of the CNFO and its member national fisherfolk organizations in the CARICOM region to better participate in fisheries governance and management at the local, national and regional levels in order to enhance the contribution of small-scale fisheries to food security.

This project has so far completed a needs assessment exercise to identify the capacity building priorities for fisherfolk organizations in the region to participate in fisheries governance and management at the national and regional levels; established the Caribbean Fisherfolk Action Learning Group comprised of 18 fisherfolk leaders and three leaders from government fisheries authorities as a community of change agents from across the region; and established a regional group of 22 mentors to assist fisherfolk organizations in the 17 project countries in building their capabilities for governance. Grenada, out of 17 Caribbean SIDS is involved in the Strengthening Caribbean fisherfolk project to participate in governance regional initiative. Capacity building of the fisher association is further discussed in chapter 3 where the paper examines the national level.

2.4 CNFO network functions against FAO SSF-VG functions

In this section the paper presents the findings on whether the CNFO Networks achieve the functions as stated in SSF-VG:

The network functions as outlined in the FAO-VG are:

1. Platform to exchange experiences and information
2. Support implementation of ecosystem approaches in fisheries sector
3. Promote multi-stakeholder collaboration

4. Stakeholders involvement in policy and decision-making;

Here the thesis draws heavily on McConney and his groups work in strengthening national fisherfolk organizations and networking them regionally to develop the CNFO. Table 5 provides a quick summary of the results from the checklist that is later followed with details.

From the literature it is noted that CANARI, CERMES, Panos Caribbean in association with the CNFO and the CFRM have identified the different national and primary fisher organizations. The partners also have captured knowledge on cost-effective resource management interventions that may provide greater livelihood and food security benefits to fishers on the basis of their collective action.

An extensive depth of research and pilot intervention mainly conducted by CERMES support the basis for formation and needs for strengthening of CNFO to position small-scale fishers in tackling complex policy. CNFO has been part of the FAO SSF-VG consultation and negotiations process.

Table 5 outlines the comparison of the FAO-VG network functions with the CNFO network. The results indicate that the CNFO achieves these functions via activities such as regional forums and exchanges. These forums create an atmosphere for learning where fishers share their needs and self-interest. The functions are also achieved by various regional-level capacity-building initiatives. In addition, communication and collaboration in policy formation and negotiations that are supported by its multiple partners is also mostly made through face to face meetings.

Caribbean FAO sub-regional office and the EU Initiatives (ACPFish II project) also provide assistance to CNFO activities. The support from FAO and EU is important to note here as they show a close link between fisheries policy reforms agreed by States in their commitments at the UN level. Furthermore, other interested partners like the Japanese International Cooperation Agency (JICA) invest in strengthening the network functions. A current JICA Caribbean Fisheries Co-Management Project (CARIFICO) project initiative aims to organize and strengthen fisher organizations. For the result analysis here, the documentation and project outcomes were not available from the JICA Caribbean coordinator.

Table 5: CNFO Result Summary

Four FAO Functions that are work in progress by CNFO	Communication and Collaboration Via	Priority over the last 5 years of the CNFO	Recent Policy (last 5 Year) related documentation on CNFO
1. Network provides a platform for SSF actors and Stakeholders to Exchange Experiences & Information.	Yearly GCFI Fisher Forums and exchanges. Recent EU Project Strengthening Caribbean fisherfolk to participate in governance. Capacity building initiatives http://www.canari.org/cm2.asp .	High	Paper Contribution in the FAO Workshop 2014: On Strengthening Organizations and collective action in Fisheries. “Lessons Learned from Brazil and the Caribbean”.
2. Network supports Implementation of Holistic and Inclusive Ecosystem Approaches in the Fisheries Sector		Low	Assessment of needs of fisherfolk organisations in the Caribbean prepared by CANARI (march 2014).
3. Network provides a platform for SSF actors for Multi-Stakeholder /Cross-Sectoral Collaboration		Medium	Yearly Annual GCFI reports that provides the documentation of the discussions in fisher forums and exchanges activities.
4. Stakeholders and leaders are involved in policy & decision making Aspects.	Recent Caribbean Common Fisheries Policy drafting consultations, negotiations, and regional meetings.	High	Other CNFO activity reports can be found on http://www.caricom-fisheries.com/cnfo/AnnualActivityReports/tabid/229/Default.aspx . The web site development is in progress.

Function 1: Platform to exchange experiences and information

Special attention was given to information sharing and knowledge transfer on five thematic areas:

- (1) Governance of rights, resource management, and stewardship;
- (2) Social development decent work and employment,
- (3) Value chains, postharvest and trade;
- (4) Gender equality and equity;
- (5) Disaster risks and climate change.

Results drawn from the checklist shows that information on these subjects is shared via the fisher forums. The Gulf and the Caribbean Fisheries Institute conference is one of the few yearly forums where fisher-to-fisher exchanges take place.

Information relating the above thematic areas is shared in these forums. The forums are designed for maximizing networking and interactions between fishers from the Gulf and the Caribbean. The topics of information exchanged are yearly based on demand basis. Thematic topics such as gender equality and equity are relatively new in the region and within the country context hence it may not be high on the agenda. The 2014 GCFI fishers' forum focuses directly upon fisheries livelihoods along the entire value chain. The FAO session on collective action in SSF guidelines implementation was integrated with the fisher forum. In this way, the CNFO members had an opportunity to catch up on the latest guideline implementation plan and hoping NFOs would carry the information to the respective state level.

Function 2: Support Implementation of Ecosystem Approaches in Fisheries Sector

This tier covers the elements of small-scale fisheries management approaches that are useful for conserving biodiversity and improving the livelihoods and food security of coastal communities. The author avoids the use the terminology “ecosystem-based management” used by the FAO guideline based on the fact that such terms are still new and evolving in the region . Moreover, the author finds CNFO support to small-scale fisheries management / co - management or forms of adaptive coastal and fisheries management appropriate in the local context. From the origin of CNFO, where members view themselves as entrepreneurs, the concept of participating in small-scale fisheries management and conservation is a change of business for the NFO.

It is learned from the literature¹³², and expert recommendations that individual fisherfolk associations / or organizations cannot and will not be automatically excelled in suitable representative organizations in co-management of fisheries and marine biodiversity. Fisher Organisations were established with objectives that relate more to scaling up fisheries exploitation, enhancing marketing and increasing the livelihoods and economic gains of

¹³² Fishery Co-Management: A Practical Handbook, <http://www.idrc.ca/EN/Resources/Publications/openebooks/184-1/index.html> (accessed December 8, 2014).

members. However, at this moment it's an agreed notation at the CNFO regional level among the fisher leaders that changes in outlook will be necessary for fisher groups.

The NFO strategic changes may be difficult and lengthy especially if the organizations are still struggling at the national level. It is a bold shift from the usual business of the CNFO and may face resistance and collision at many levels especially if it is just approached within the fisheries sector. It's being obvious that terminologies like ecosystem-based management, creation of marine protected areas, and increased tourism benefits from MPAs, is straining the internal cohesion and buy-in of fishers. Therefore, authorities' need a more multi-sectoral and comprehensive look within rural development for the interest of fishers and coastal community dependent livelihoods.

Finally in this tier it is concluded that CNFO network support state based fisheries management plans where NFOs see their interest is taken into consideration. Where incentives and benefits are clear for a change in business for the NFOs, and there is a level of ownership and commitment from the state. Also, where States fisheries governance has sustained a level of trust, where the political will and process are transparent and equitable.

While there are challenges relating the usual business of CNFO, there are also ongoing efforts and case studies proving that CNFO members are actively participating in fisheries management and governance reform. Here the paper uses an example from Barbados where fishers have an incentive to take part in the fisheries management at least at the stage of consultation. They do so in order to advise the government on the most appropriate fishing season. Moreover, the incentive here is concern and fear that without consultative co-management the fisheries authority will make wrong decisions about open and closed seasons of the sea egg fishery. This will have severe impacts on sea –egg fishery businessmen and livelihoods attached with the flow of regular income. These fishers also consider consultation to be an appropriate level of investment of their time in relation to the risk and uncertainty of the situation. Sea–egg fishery management by the Barbados National Union of fisherfolk Organisations , Divers Association¹³³ is one good example where NFO are crafting collaboration with state actors.

¹³³ Available from <https://www.facebook.com/BARNUFO>

A larger regional initiative that CNFO and NFO members are getting engaged in is the lionfish (invasive species) control and eradication programs¹³⁴. Members, especially spear fishers and divers, see a buy-in for a short-term and long-term outcomes of collaborative learning and work planning.

Function 3: Network Function: Platform for SSF actors for Multi- Stakeholder /Cross-Sectoral Collaboration.

In this tier particular attention is given to networking activities that provide a platform for NFO leaders to link with local and regional CSOs, relevant government departments, private sector, research institutions, cooperatives, associations or stakeholders involved to build the large mass of advocates influencing recognition of small-scale fisheries management and help support governance reform. Leaders are also collaborating to find information on access to markets / marketing policy, microfinance, credit access and other supplementary livelihood incentives for fishers and coastal communities to use fisheries resources in a sustainable way while providing community livelihoods. Emphasis is placed on human development approaches.

For the CNFO network, this function is also largely achieved via fisher's forums where different needs and topics are being discussed on yearly basis. In the context of the lionfish invasive removal and eradication efforts, they are trying to bring all types of stakeholders (fishers/ divers/ buyers and chefs/restaurant owners//tourism & private sector as well as government to quickly respond to the lionfish invasion.

Another national level example is Grenada's, where yearly fishing villages commemorate local Fisherman's Birthday Celebrations. The event begins with church services and the blessing of fishermen, their boats, and nets, with the promise of receiving protection at sea. It brings private sector, government departments, fishing communities and tourism sector together for a joyful event. Noting the origin of the network and earlier issues of multi-sectoral approaches in SIDs in general; the results on these functions are a work in progress.

Function 4: Stakeholders involvement in policy & decision making in small-scale fisheries management and governance reform.

¹³⁴ Available at <http://www.ecomarbelize.org/gcfi-fisherman-exchange.html>

Promoting poverty alleviation, food security, and environmental sustainability also requires changes to the institutional and legislative environment. Small-scale fishers and coastal community leaders often are not engaged in policy formation processes especially in the context of decentralization, delegation, and devolution. Under this tier, particular attention is given to the role of CNFO in empowering civil society (fisher leaders) in the decision-making process by forming a group of leaders and strengthening leaders technical and negotiation skills with expert support (Negotiating, influencing, communicating skills). Fishers are given positioning and engagement of Fisherfolk' via their networks in the policy process. In addition, capacity development focuses on conflict resolution, mediation, and gender engagement. Considerations are also given where network leaders are involved in local, national, regional and international policy dialogue on small-scale fisheries management and governance reform and decentralization initiatives.

Based on these criteria, the author notes from personal communications with the CNFO coordinator and key leaders, that recognition and support for the CNFO in many international and regional policy areas is an ongoing process. Training on communication skills and conflict management are also work in progress for CNFO under the EU Project on strengthening Caribbean fisherfolk to participate in governance. Their active efforts have been well displayed in the SSF-VG consultation and negotiation process and the Caribbean Community Common Fisheries Policy formation and implementation plans¹³⁵. Two workshops on regional fisherfolk organizational policy influence and planning were held in 2009 for CNFO, whereby policy statements for the ministerial council were developed with strategic objectives and priorities. This study notes that CNFOs and their leadership provide informational exchange and policy communication channels between the fishers and the fisheries division, researchers, and other stakeholders. These communications are taking place at different levels, from regional, national and local levels and in different directions. Various national fisher organizations' leadership skills and commitments heavily influence the flow of the information from the regional level to national. One of the many challenges for CNFO is its appropriate legal framework that will enable the network to promote participatory processes in policy advocacy and lobbying. The

¹³⁵ crfm.net/index.php?option=com_k2&view=item&task...id...

CRFM Technical & Advisory Document Series Number 2013 / 6. Volume 1. Climate change adaptation and disaster risk management in fisheries and aquaculture in the Caribbean region.

paper departs here on CNFO functions and further looks at national level challenges in chapter 3 under case study 2.

Section B: Small-scale Fisheries Related Network in the Pacific SIDS Region

2.5 The Locally Managed Marine Area (LMMA) Network

The LMMA Network is a network of marine management and conservation practitioners (community leaders / NGO s/ government staffs / researchers) working on LMMAAs across Southeast Asia, Micronesia, Polynesia, and Melanesia. Practitioners from all levels collaborate for collective learning and understanding on the best practices of the natural resource management driven by local communities. An LMMA is an area of coastal and marine resources managed at a local level by coastal communities, using decentralized governance approaches. The LMMA network supports information sharing, learning & development in strengthening community based adaptive management.

The LMMA mission: To be a global leader in community-driven approaches to marine resources management. It's vision: Vibrant, resilient and empowered communities who inherit and maintain healthy, well-managed and sustainable marine resources and ecosystems.¹³⁶ LMMA network objectives are shared learning, policy advocacy, build local capacity and support national organization and institutional development. By 2012, the LMMA had seven registered member country networks in the Indo-Pacific region: Philippines, Palau, PNG, FSM, Solomon Islands, Vanuatu and Fiji. While LMMA has an ecological definition, the authors focus is on LMMA approaches to responsible fisheries management for food security and poverty reduction, reflecting the objectives of the SSV-VG.

2.6 Origin & proliferation of the network.

In the 1990s, there was recognition of increasing pressure on natural resources that was threatening livelihoods and food security in this distinct group of islands. The recognition of the decline in resources and urgent need for management led into finding local solutions. This further initiated the need in empowering coastal communities and strengthening local knowledge in resource protection and management for food security. Based on this concept, the vision of formation of the LMMA network emerged. A series of community-based projects that were part of Biodiversity Conservation Network project led to the realization of the LMMA network in

¹³⁶ The Locally-Managed Marine Area (LMMA) Network, http://www.lmmanetwork.org/files/annual_reports/LMMA2008AR.pdf (accessed May, 2014).

2000. It was operated since then in Fiji, out of Institute of Applied Science, The University of the South Pacific.

In 2003, The Foundation of the South Pacific International (FSPI), a regional civil society NGO, further facilitated the proliferation of LMMAAs, regional networking and learning exchanges in the South Pacific region. FSPI Communities & Coasts Programme projects aimed to set network of well managed community-based natural resource management sites which also had the advantage of requesting support in mainstreaming rural development, disaster risk management and principles of good governance. The pilot project interventions used bottom-up approaches, community participatory and rural appraisal processes, and a supplementary livelihood framework in the development of community-based coastal management plans. These efforts and partnerships between LMMA practitioners over the last decade have led to the strengthening of network approaches across the South-Pacific Region. Currently both IAS and FSPI are in a dormant stage in the work of regional LMMA.

2.7 How the networks interacts with Policy

The network interacts with the policy process at regional and national level through its national coordinating team. The LMMA council consists of representatives from each registered country network. The council governs the overall network, while a network support team consists of a management unit, technical advisors, and country network coordinators. Each country network may have its own organizational chart which may differ from country to country. Currently, the network technical advisor sits in the Council of Regional Organizations of the Pacific¹³⁷ (CROP) Marine Sector Working Group (MSWG) for policy advocacy and lobby functions.

2.8 LMMA network functions against FAO SSF-VG functions

In this section the paper presents the findings of whether the LMMA Networks achieve the key functions as stated in SSF-VG: using the checklist assessment attached in Appendix 2 .

¹³⁷ The Council of Regional Organisations in the Pacific (CROP) exists to ensure that regional organisations pursue their collective aim of achieving sustainable development in the Pacific Island Countries and territories in the most effective and efficient manner. All agencies are involved in facilitating and progressing human development of the Pacific islands. CROP seeks to ensure that, through coordinated and cooperative action, the best results are achieved in the interests of the people of the region.

The network functions as outlined in the SSF-VG are:

1. Platform to exchange experiences and information
2. support implementation of ecosystem approaches in fisheries sector
3. promote multi-stakeholder collaboration
4. Stakeholder involvement in policy and decision-making;

Here the study draws heavily on the work of the LMMA network conducted regionally by IAS, USP, FSPI its CSO network and national level Fisheries Division and their partners in strengthening regional efforts within the last decade. The author focuses on information within the last five years during the assessment. Table 6 outlines the comparison of the FAO-VG network functions with CNFO network.

The checklist assessment indicates that the LMMA's achieve FAO network functions via regional meetings, forums and exchanges. These forums create avenues to connect the local community leaders and their efforts in SSF management and share dialogues on governance reform. Bridging CSO organizations such as FSPI, Communities and Coast programme regional meeting brings LMMA member and non-member partner's with CSOs together. These meetings focus issues on SSF and more broadly in the context of community development. The national annual meeting of the country networks also provides platforms for the information exchange and peer-to-peer learning at the national level.

Table 6: LMMA Results Summary

All four FAO Functions work in progress by CNFO	Achieved Via (with in the last 5 years)	Priority over the last 5 years	Recent Ocean Governance Policy documentation on the network
1. Network provides a platform for SSF actors and Stakeholders to Exchange Experiences & Information	Web based awareness materials in local language. http://www.fspi.org.fj/index.php/coastal-community-resources/awareness-raising-materials	High	LMMA presentation at the World Small Scale Fisheries Congress FAO session.
2. Network supports Implementation of Holistic and Inclusive Ecosystem Approaches in the Fisheries Sector	<u>Regional Level.</u> Forums and exchanges LMMA annual meetings.	High	Presentation: titled Natural Resource Management Driven by Communities: presented at the UN, The Nippon Foundation of Japan Fellowship programme 2013: Alumni meeting – Pacific Island regions. http://www.unfalumni.org/wp-content/uploads/2014/09/UNN_F-Pacific-Alumni-Meeting_Final-Report.pdf
3. Network provides a platform for SSF actors for Multi-Stakeholder /Cross-Sectoral Collaboration	FSPI regional programme coastal meetings. Other regional capacity building trainings.	Medium	Presentation at the UNSIDS meeting LMMA annual reports http://www.lmmanetwork.org : strategic plan
4. Stakeholders and leaders are involved in policy & decision making Aspects	LMMA Platforms on Global Conferences.	Low	Status & potential of locally managed Areas in the South Pacific. Good coastal management Practices in the Pacific. Experience from the field. http://icriforum.org/news/2011/09/good-coastal-management-practices-pacific-experiences-field

Function 1: Platform to exchange experiences and information

Within this tier, consideration is given to information exchange that is contextual and transferable. Special attention was given to information sharing and knowledge transfer on five thematic areas:

1. Governance of rights, resource management, and stewardship;
2. Social development& decent work and employment,
3. Value chains, postharvest and trade;
4. Gender;
5. Disaster risks and Climate change.

Results drawn from the checklist indicate that information is shared at regional and national level via forums, exchanges, online resources, electronic newsletters, and virtual connections. Members also exchange information at national annual meetings of the networks. In these meetings information exchanges occur with state-based collaborating partners working in SSF. Topics such as gender and value chains can be rated least priority within the local context. Topics such as establishing, monitoring, adaptively managing and enforcing the LMMAAs and ways to strengthen community participation are higher on the agenda of the type of information exchange.

Other information is gathered and exchanged via LMMA approaches, the participatory leaning and action framework and via rural appraisals. These tools are used by practitioners, CSO partners and community leaders to gather information on multiple rural development issues that are the priority for communities in meeting their food security and poverty reduction objectives. With the last few years information on climate change and disaster risks have been higher priority. International topics such as social development, decent work and employment are not a priority items.

Function 2: Support Implementation of Ecosystem Approaches in Fisheries Sector

Under this tier, the study finds extensive literature on the scientific and ecological bases of the LMMA for biodiversity protection while at the same time serving food security. Within the state supported policy-science interface, scientific studies have concentrated on the LMMA

adding value towards adopted Aichi Biodiversity Target 11.¹³⁸ Within the policy and governance reform agenda, extensive recommendations are being presented on underpinning customary law with international law. The author here only highlights on key regional research documentation that provides means of influencing policy change. The research is drawn from the regional LMMA pilots invention over a decade in a report entitled, “*Status and potential of locally –managed marine areas in the South Pacific, meeting nature conservation and sustainable livelihood targets through wide-spread implementation of LMMA*¹³⁹”. The policy message strongly supports community-based adaptive management as the fundamental building block of a holistic or integrated island management, equivalent to the universal “ecosystem approach”, as defined internationally by FAO.

A recent example of LMMA approaches and policy interface is the Momea Tapu Nanumea MPA in Tuvalu. The regional, national and local efforts in this pilot case study proved a model for policy interface on atoll islands. The model showed integration of climate change adaption and disaster risk reduction with community-based marine managed area processes and approaches to build resilient coastal fisheries and island communities. These efforts had assisted in resource information mobilization, communication, and networking. Currently, the Tuvalu National Adaptation Programme of Action (NAPA) (2012 – 2016) framework recognizes the need for strengthening community-based protection and management programmes on highly vulnerable near-shore marine ecosystems. Furthermore, this case study was featured as bright spots at the Good Coastal Management practices in the Pacific using the LMMA approaches in the UNSIDS 3rd international congress.

¹³⁸ The tenth meeting of the Conference of the Parties, held from 18 to 29 October 2010, in Nagoya, Aichi Prefecture, Japan, adopted a revised and updated Strategic Plan for Biodiversity, including the Aichi Biodiversity Targets, for the 2011-2020 period. Target 2

By 2020, at the latest, biodiversity values have been integrated into national and local development and poverty reduction strategies and planning processes and are being incorporated into national accounting, as appropriate, and reporting systems.

¹³⁹ Govan, H., et al. 2009. Status and potential of locally managed marine areas in the South Pacific: meeting nature conservation and sustainable livelihood targets through wide-spread implementation of LMMA. Document SPREP/WWF/WorldFish-Reefbase/CRISP. Reef-Base Project, WorldFish Center, Penang, Malaysia.

Function 3: Network Function: Platform for SSF actors for Multi- Stakeholder /Cross-Sectoral Collaboration.

In this Tier particular attention is given to networking activities that provide the platform for coastal community leaders to link with other local multi actors in SSF. (ENGO, CSOs, relevant government departments, private sector, different disciplines of research institutions cooperatives, associations, microfinance, departments).

Within the LMMA network context, emphasis is placed on human and rural development approaches. This function is also largely formally achieved via exchanges, and regional and international forums. At national level, cross-sectoral collaboration depends on who is driving and funding the process. This tier had been a medium priority based on high emphasis and efforts being placed on functions 1 and 2.

Function 4: Stakeholders involvement in policy & decision making in small-scale fisheries management and governance reform.

Under this tier, particular attention is given to the role of networks in empowering civil society in the decision-making process. Efforts are being made in consensus building around policy reform issues. Advocacy groups are mobilized, trained in communicating and advocacy skills. Considerations are also given where network leaders are involved in local, national, regional and international policy dialogue on small-scale fisheries management and governance reform and decentralization initiatives.

Currently within the network governance arrangements, the network technical advisory personnel are involved at all levels in policy advocacy and this is a work in progress based on funding.

A recent example of policy and advocacy work displayed by the LMMA network collectively for the region was at the 9th Pacific Islands Conference on Nature Conservation and Protected Areas. In this meeting the network provided input via on-line and face-to-face meetings to the draft Regional Framework for Nature Conservation and Protected Areas in the Pacific Islands Region 2014-2020. The author did not find any policy engagement of the LMMA network with the UN FAO SSF-VG three-year process. Also, the author did not find substantial advocacy links and application of integrated approaches within CBD targets and FAO SSF-VG process with States. The author finds the LMMA network research focus areas is heavily drawn

under the CBD Achi Biodiversity targets on sustainable development as well as international and regional governance under protected areas.

Communications take place at different levels. Many factors heavily influence the flow of information such as geographical isolation, economics, culture and local level decentralized governance arrangements. These factors also influence linking capacity development and information and knowledge for remote grass roots communities.

While the LMMA network and their leadership play a critical role at the regional and international level, one of the many challenges of the network in policy assistance and advocacy is its legal basis. The paper departs on LMMA network regional function analysis here and transitions to the national level network in chapter 3.

PART B: REGIONAL TO NATIONAL LEVEL: THE NATIONAL CONTEXT: A COMPLEX AREA

In part A of the paper the author details the world fisheries crisis, the international ocean governance response and challenges in policy implementation at the national level. It further details CNFO functions for the Caribbean SIDS region and the Locally Managed Marine Area (LMMA) network functions for the Pacific SIDS. The on-going efforts by the networks in the regional context provide a summary of different forms of collective actions that exist in SIDS. The work of the networks is being built from lesson learnt in small-scale fisheries management and the need for SSF governance reform. The networks functions, mandates and roles prove that networks could share responsibility of translating the new SSF voluntary instrument from international to regional and national levels on the basis of recognition and explored partnership. This will be explored in this section of this paper.

Part B of the paper highlights the national context that will affect the policy support processes for SSF-VG implementation at the State level. The study specifically draws on case studies from the two regional networks and their implementation at the national level. Attention is paid to organizational capacity needs of the national level networks. The author also pays attention on the main challenge underpinning FAO's efforts to reduce poverty and food insecurity; which is "*the lack of empowerment of small-scale producers, men, and women,*" to participate in rural development. Hence emphasis is placed on the organizational capacity of the national level networks to be equipped enough to translate regional efforts at national and local levels.

The section draws heavily on the author's previous work in the Pacific region and current engagement in Grenada. In choosing the national case studies emphasis was placed on the policy climate, the political will, and role of bridging CSO organizations.

CHAPTER 3: ORGANISATION CAPACITY FOR NETWORKS IN SMALL-SCALE FISHERIES

In chapters 1 & 2, it was shown that the capacity development investment and aid has largely been for conventional fisheries management. When the word capacity development is used within the fisheries sector, most of the time, it gets linked in the context of high fishing capacity, subsidies, or economic gain. Here the author draws on recent debates and literature on fisheries subsidies. Rashid Sumalia¹⁴⁰, an expert advisor to UN and Director & Professor, Fisheries Economics Research Unit at the University of British Columbia ,with his team has developed categories of subsidies according to their potential impact on the fishery resource as seen in table 7 below. According to this categorization, not all subsidies are ‘bad’. What are typically identified by research as ‘bad’ are subsidies that lead to disinvestments in natural capital assets, frequently known as “capacity enhancing subsidies”¹⁴¹

Table 7: Categories of subsidies according to their impact on the fishery resources.

	Definition	Subsidy types
Beneficial	They lead to investment in natural capital assets.	<ul style="list-style-type: none"> • Fisheries management programmes and services, including data collection aid • Fishery research and development (R&D) • Marine Protected Areas (MPAs) management
Capacity-enhancing	They lead to disinvestment in natural capital assets such that the fishing capacity develops to a point where resource overexploitation makes it impossible to achieve maximum, sustainable, long-term benefits.	<ul style="list-style-type: none"> • Fuel subsidies • Boat construction, renewal and modernisation programmes • Fishing port construction and renovation programmes • Price and marketing support, processing and storage infrastructure programmes • Fishery development projects and support services • Foreign access agreements
Ambiguous	<p>They may lead to either investment or disinvestment in the fishery resource.</p> <p>These subsidies programmes can lead to positive impacts such as resource enhancement or to negative impacts such as resource overexploitation.</p>	<ul style="list-style-type: none"> • Fisher assistance programmes • Vessel buyback programmes • Rural fishers' community development programmes

Source U.R. Sumaila and Colleagues¹⁴²

¹⁴⁰ Available at <http://feru.sites.olt.ubc.ca/category/events/>

¹⁴¹ Sumaila, R. et al., 2013. Global Fisheries Subsidies. Directorate---General For Internal Policies, Policy Department, Structural Cohesion Policies, EU Parliament

(2013;<http://www.europarl.europa.eu/RegData/etudes/note/join/2013/513978/IPOL>

¹⁴² ibid

The challenge lies at the national level in creating future windows of opportunity for SSF governance reform dialogue when fisheries is discussed largely within the industrial and economic framework in many SIDs with large oceans. Capacity to act and support is needed to influence the national context that could bring hope to SSF reforms called for in the SSF-VG at the State level. Networks, their development partners, bridging CSO organizations, fisher leaders and many relevant SSF stakeholders will need this capacity.

So what is the current policy landscape for States when it comes to development approach and capacity building? Here the paper draws on the current discussion lead by experts at the World Trade Organization. There is a clear and widely recognized need to eliminate “capacity –enhancing subsidies (i.e.; those that incentivize overfishing) and increase beneficial subsidies. Beneficial subsidies include financial aid for data collection, control, monitoring and surveillance. On the international front of negotiations between States and trade partners, there is clearly a lack of political will to tackle this issue, despite repeated UN commitments and ongoing efforts to address environmentally harmful subsidies in the fisheries sector. This is important to note in the bigger picture of fisheries management and governance reform. Such a notion does have a negative impact at regional and national levels and impacts SSF-VG implementation.

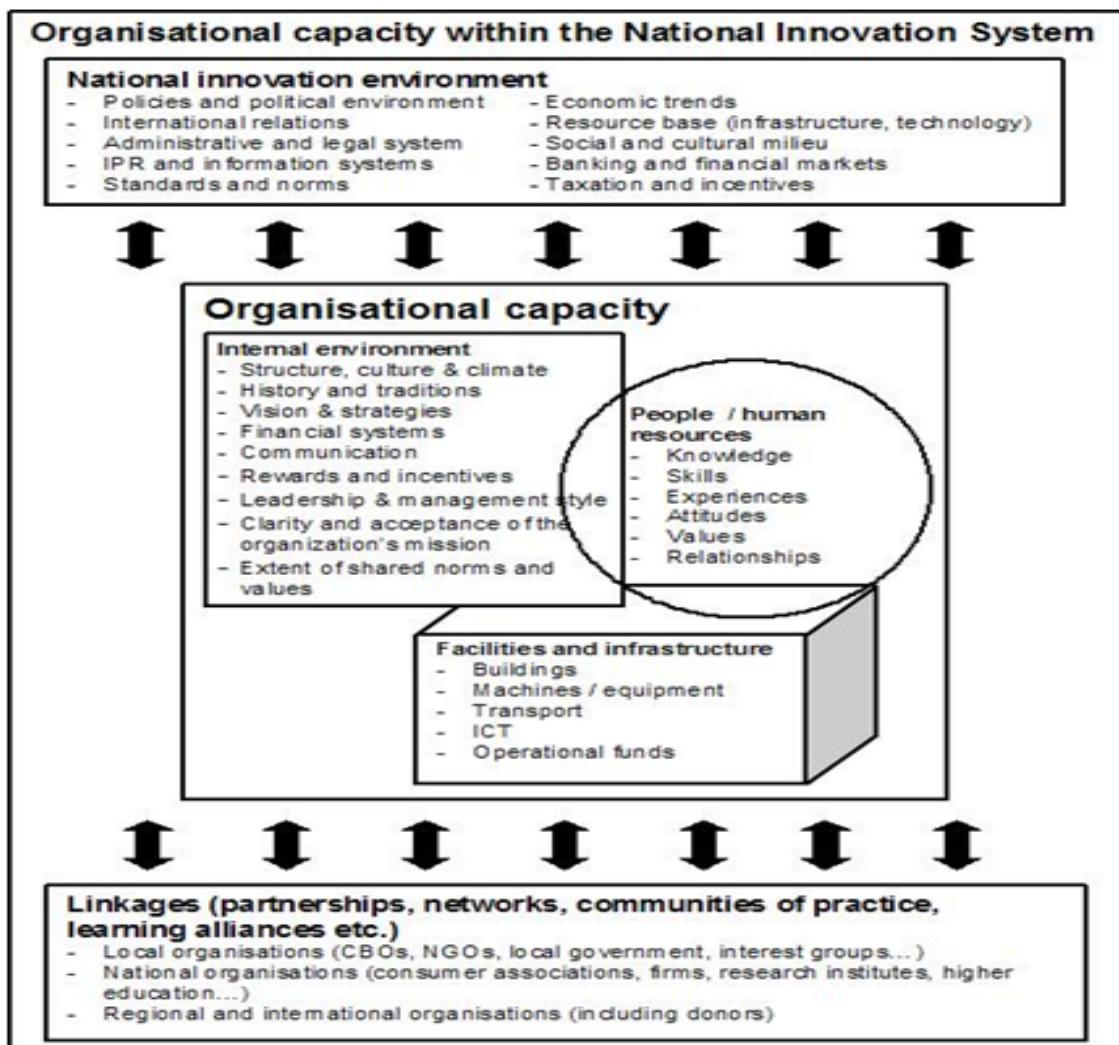
Section 12.1 of the SSF-VG, under capacity development and implementation support guidelines highlights that:

“States and other parties should enhance the capacity of small-scale fishing communities in order to enable them to participate in decision-making processes and 13. 2 highlights that “States and all other parties should promote aid effectiveness and responsible use of financial resource and support could include technical cooperation, financial assistance, institutional capacity development, knowledge sharing and exchange of experiences, assistance in developing national small-scale fisheries policies and transfer of technology”¹⁴³.

¹⁴³ COFI 2014, Report of the Committee on Fisheries thirty-first Chairperson’s report of the technical consultation on International Guidelines for Securing sustainable Small –scale Fisheries. Rome, 9-13 June 2014, Report Info.10.

Taking note of SSF-VG section 12, the study focuses on organizational capacity development needs for collective action. In table 8 below the author emphasizes going beyond developing individual knowledge and skills and thinking about capacity at different scales.

Figure 6: Explanation of organizational capacity within the national innovation system.

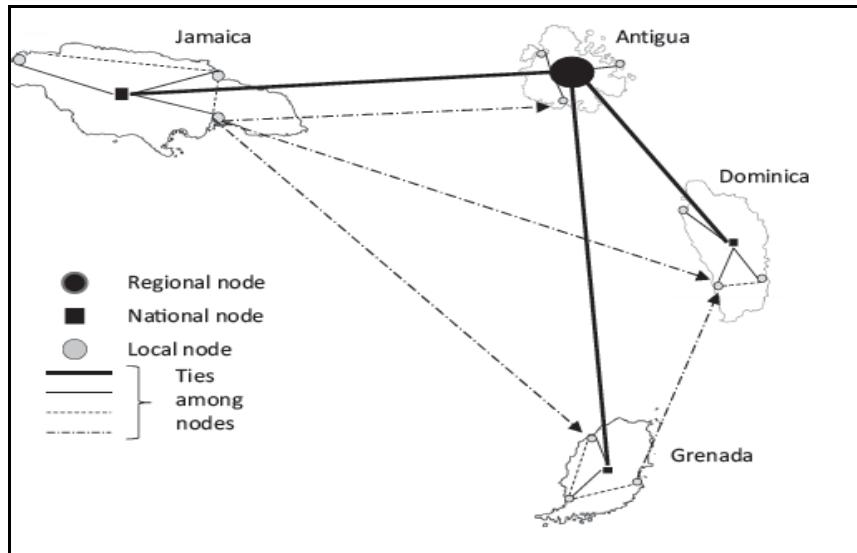


Source: Pound and Adolph (2005)¹⁴⁴,

¹⁴⁴ Pound, B. and Adolph, B. (2005) *Developing the Capacity of Research Systems in Developing Countries : Lessons Learnt and Guidelines for Future Initiatives. Study commissioned by the Central Research Department of DFID*. Natural Resources Institute (NRI), Chatham.

Linking to networks, organization capacity here will refer to “the strengthening of internal organizational of the local and national nodes and their ties. It will address capacity of the management, leadership, communication & governance systems and process in-order to network.

Figure 7: Network Islands and Multi-level organizations



Source McConney, et al 2012¹⁴⁵

Figure 7 illustrates the nodes¹⁴⁶ and ties. The organizational capacity of the local and national nodes is core in advancing and linking information exchange to capacity development, and collective action from the regional efforts. The author observes that within the last 3-year period of the SSF governance reform negotiations and VG development at the international level, the information has been less apparent at the national level despite greater regional awareness. While the functions of the networks are a work in progress at the regional level, how information gets translated at national levels to local nodes is less visible. The regional to national transitional process is heavily influenced by the national context. Illustrating from figure 7 on network arrangements the national and the local node are faced with the some key challenges:

- State fisheries polices and legislation (industrial versus SSF)
- Sectoral proliferation, bureaucracies and funding challenges
- Lack of political will & SSF policy climate
- Geographical isolation

¹⁴⁵ McConney, et al Chapter 17: Fisheries Network in the Caribbean in *World Small-scale fisheries contemporary visions* edited by Ratana Chuenpagdee. Eburon Academic Publishers.

¹⁴⁶ A network consists of nodes (Black dots) and links (the lines connecting the different pairs of the nodes)

- Lack of capacity (funding, operational support mechanism / human capacity leadership and aspiration) support for national level networking to seek SSF recognition
- Recognition or seeing need for collective action

Section A and B in chapter 3 details some enabling and challenging environments at national level for transferring regional level efforts at national level.

Section A: Case Study 1: Vanuatu National Network. - Vanua (Land) Tai (Sea) Resource Monitors (VTRM) Network.

Vanua (Land) Tai (Sea) Resource Monitors (VTRM) Network (National Node) is built from a few community-based turtle monitors to now a nation-wide network of natural resource monitors. These monitors foster environmental stewardship through community-based approaches. These approaches integrate traditional and scientific knowledge to protect and manage land, coastal and marine resources using “*tabu*”¹⁴⁷ or customary systems. VTRM was formed in 1995 out of the turtle monitors network. This initiative came out from the Pacific Year of the Sea turtles awareness campaign.

Today, the network is 19 years old, and the monitors (fishers, coastal community leaders & stewards) are engaged in various community development initiatives. These monitors help build the link between the respective villagers to their provincial office and government departments and extension units.

VanuaTai network is accepted as Vanuatu’s national environmental network as it consists of over 400 monitors across all the six provinces of Vanuatu. The monitors work voluntarily in their respective communities to conserve and manage their marine and terrestrial resources to sustain their community’s livelihoods –thus the name Vanua – Tai Resource Monitors. VTRM network is purely dependent on voluntary time of the monitors. VTRM members participate with the regional LMMA network but is not a registered member. VTRM is an example of an ecological network step up to integrate social, health and governance issues through years of information sharing, peer to peer learning and capacity development within different provinces. Today the VTRM network provides a holistic systems approach to national level networking. See figure 9.

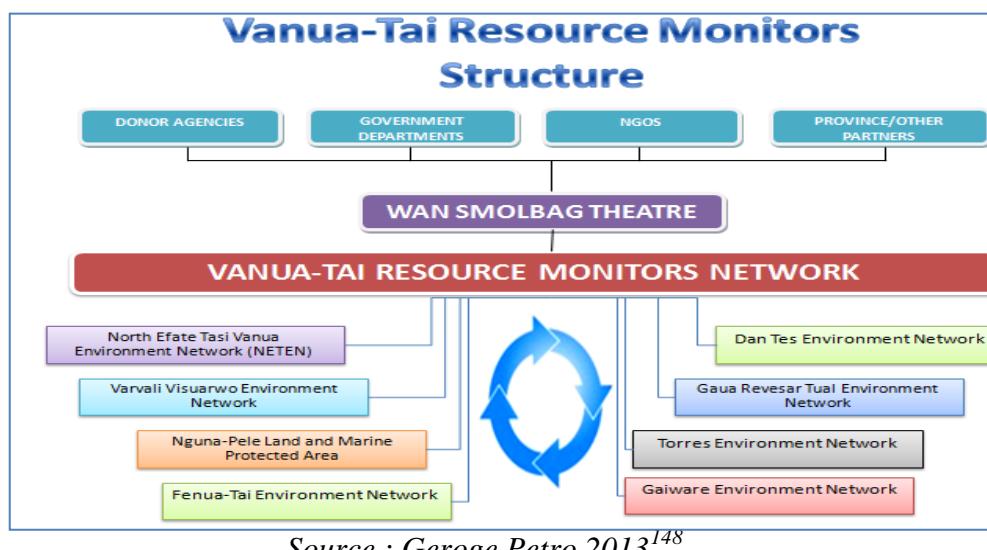
3.1 National Network Roles and Partnership with State: Vanua-Tai Resource Monitors Network.

Vanua-Tai resource Monitors Network (National Node) provides the platform for information exchange and learning on:

¹⁴⁷ These are traditional governance mechanisms involving on fishing in certain areas or harvesting specific species.

- Turtle and coral reef monitoring and customary “tabu” protection of island resources largely small scale fishery related for food security across Vanuatu
- Create environment awareness at the community level on the status of the marine and coastal resources using simplified scientific knowledge translated in local languages
- Building stewardships: Sharing SSF knowledge and responsible fisheries management and governance with younger village leaders to allow them to step in strengthening customary knowledge and leadership
- Linking customary leaders and monitors from villages across Vanuatu and institutions involved in natural resource management and livelihoods with provincial and fisheries extension units. (This largely involves small-scale fishers). Members are village leaders.
- The network’s broader resource management task depends on community needs and concerns in relation to their natural resource status.
- The network is adaptable / flexible which enables the sharing of management, power and responsibility through linkages among communities, government agencies and non-government organization.

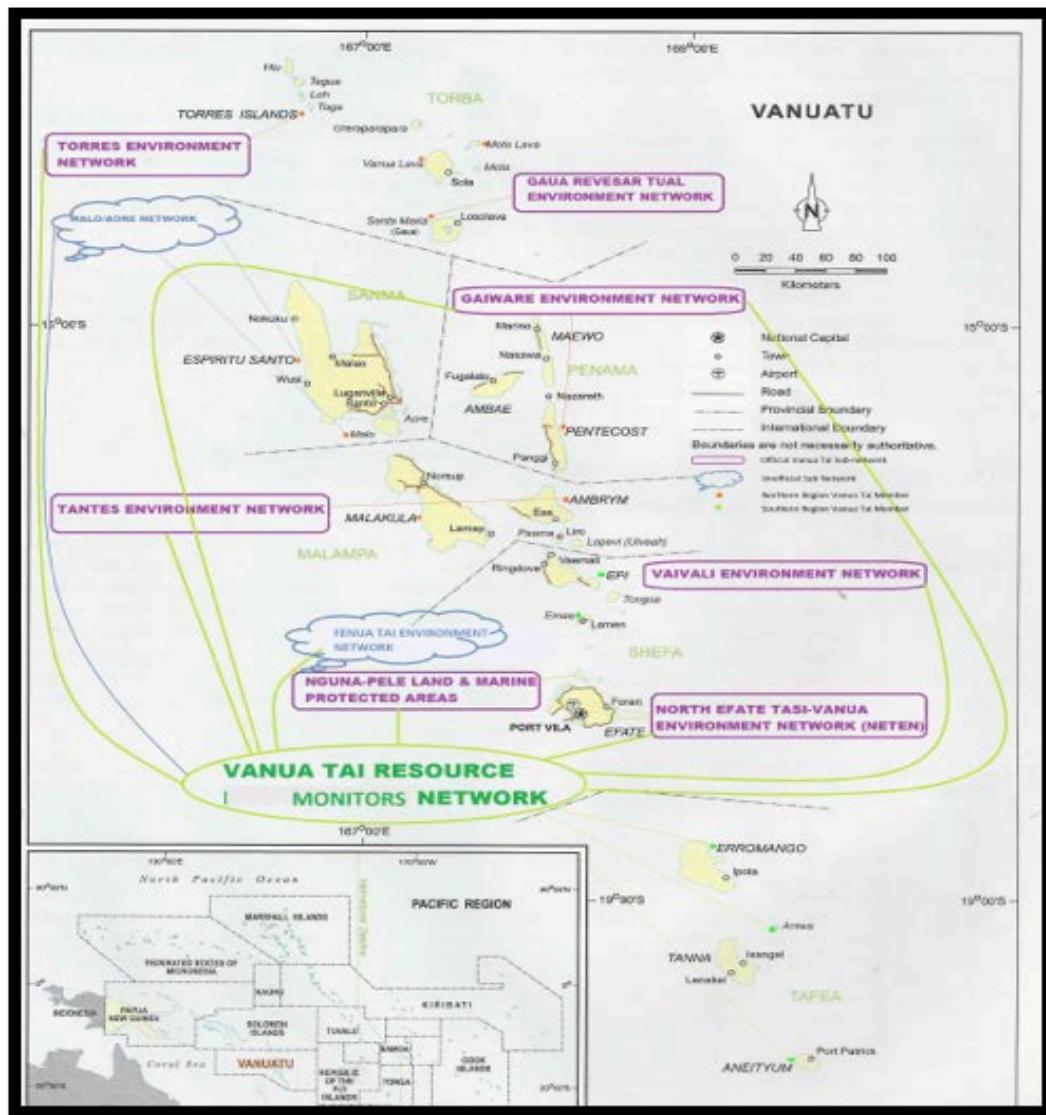
Figure 8: Vanau Tai Resource Monitors Network Governance Charter.



Source : Geroge Petro 2013¹⁴⁸

¹⁴⁸ Vanua Tai Resource Monitors - FSPI Project Updates, <http://www.fspi.org.fj/index.php/cc-projects/cbc-resource-management/project-cc1001-updates/tags/tag/vanua-tai-resource-monitors> (accessed December 9, 2014).

Figure 9: Illustrative diagram of the VTRM nation network with its local node showing the locations of the networks in different provinces spread throughout Vanuatu.



Source : Geroge Petro 2013¹⁴⁹

VTRM National Network Partnership with State.

Under the Vanua Tai National network, there are various primary networks (local nodes) at provincial and district levels as seen in figure 9 and explained in the charter in figure 8.

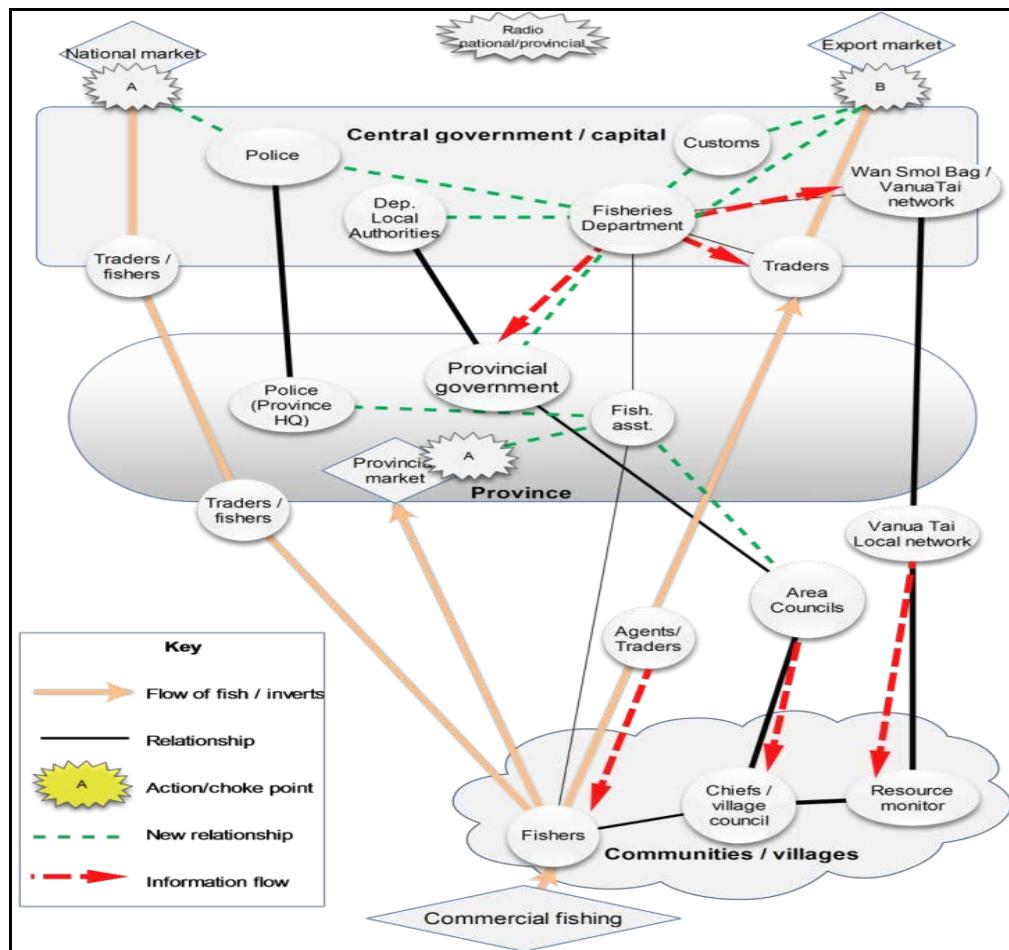
¹⁴⁹ ibid

In 2013 during the two-week annual general meeting the various primary networks came together. Wan SmolBag theater (WSB), a civil society NGO and partner of FSPI, is the national coordinating organization for the VTRM network. WSB has a Memorandum of Understanding with the Vanuatu Fisheries Department (VFD), Ministry of Agriculture, Forestry, and Fisheries. Through the MOU, it helps the VTRM monitors to partner in the coastal fisheries management local initiatives.

The monitors work closely with the Vanuatu Fisheries Division where needed and mutual benefit is apparent. Figure 10 shows how the VTRM network has potential to work with the fisheries division at various levels in strengthening collaboration for coastal fisheries management. The network can reach national markets, fishers & traders /provinical government and local communities in issues relating SSF-post harvest and trade.

The VTRM network annual general meeting brings all the provincial networks or local nodes together. It invites government departments to share latest policy and project initiatives and issues in the field of natural resource management. In the 2013 at the annual general meeting, the Vanuatu Fisheries Division shared the final outcomes of the National Coastal Fisheries Policy. Furthermore, the local nodes shared their perspectives on strategic direction of the network under the partnership. The members also discussed how the network and the Fisheries Division can strengthen their relationship and reach more outreach and visibility in the communities on issues of community natural resource management. The VTRM relationship with the LMMA network can be described as dormant at this stage. The VTRM network is not a member of the regional network, but they do share common approaches and information where needed. The LMMA network has one village site registered as its member site in Vanuatu. The arrangements and objective and benefits between the regional level to one site level member is not clear and over time its role within the national level is seen as morbid. Learning indicates that while state partners and community leaders may informally engage with regional level networking, information exchange and capacity building, they can operate independently. At national level, networks may largely focus on local and national needs and align their network governance arrangements accordingly based on the government enabling or restricting policy environment.

Figure 10: Simplified diagram showing institutions that have influence on the flow of coastal fish and invertebrates captured for commercial purposes in Vanuatu



Source: Hugh Govan 2004¹⁵⁰

3.2 National Legislation and Enabling Environment: Provisions for Networks to Grow

Vanuatu has a strong constitutional position, recognizing both customary law and marine tenure, unlike most other South Pacific Island States. The indigenous people of Vanuatu have legal ownership of the seabed and subsoil out to the edge of offshore reef areas. Hereby the paper makes reference to The Constitution of the Republic of Vanuatu 1980 under Chapter 2 “customary law shall continue to have effect as part of the law of the republic”¹⁵¹.

¹⁵⁰ Govan, H. 2014. Monitoring, Control and Surveillance of Coastal fisheries in Kiribati and Vanuatu. Part I: Priorities for action. Report for Secretariat of the Pacific Community, FAME Division. Noumea.

¹⁵¹ Constitution of the Republic of Vanuatu 1990 (Vanuatu) art 95.

As per the Land of Acquisition Act the Indigenous people of Vanuatu do have legal ownership of the seabed and subsoil out to the edge of offshore reef areas. This means that, however, under customary law the ownership of marine areas extended out as far as fishing or diving could be exploited — from the shoreline to the outer reef slope, and in some cases offshore areas. The original boundaries were related to where the ancestors had landed. Along with many other South Pacific nations, the government of Vanuatu realized that centralized management of fisheries and marine areas was unlikely to succeed and was prohibitively expensive. It moved early to facilitate community-based approaches to marine management. Clearly, the benefit of this system is the formal recognition of community-based conservation areas. This approach allows the community to play a significant role in determining the form of the conservation plan, thereby taking into account traditional landholders' issues. It permits active conservation management whilst providing for sustainable livelihoods. Table 8 provides the details on Vanuatu Fisheries Act.

Table 8: The Vanuatu Fisheries Act

The Vanuatu Fisheries Act No 10 of 2014 : Part 4 : Fisheries Management , Development and Conservation Section 11 : Fisheries management Plans :
A fishery management plan prepared by the director must:
(g) protect biodiversity in the marine environment, especially habitats of particular significance for fisheries resources; and”
(h) take measures to prevent or eliminate over-fishing and excess fishing capacity and to ensure that levels of fishing effort do not exceed those commensurate with the sustainable use of fishery resources; and
(i)take into account the interests of artisanal, subsistence fishers and local communities including ensuring their participation in the management of fisheries; and
(j) take into account the interests of artisanal, subsistence fishers and local communities including ensuring their participation in the management of fisheries; and
(k) Ensure broad participation by Vanuatu nationals in activities related to the sustainable use of fisheries resources”

Source: Republic of Vanuatu¹⁵²

¹⁵² Accessed on November 5th ,2014 .<http://fisheries.gov.vu/index.php/fisheries/fisheries-regulations>

With the above background, the section below details the types of organizational capacity needs highlighted by the VTRM provincial leaders and network members:

3.3 Organizational Capacity needs of VTRM network

Table 9 below shows some of the organizational capacity development needs of the VTRM network. The paper notes here request on law and enforcement training needs, a means of understanding policy and regulations and communication plans.

3.4 Case study Analysis: National Climate for customary network

SSF-VG recognized the role of networks. The case study highlights that the SSF network interventions are not new and have been in practice at least for over the last decade. Drawing on the VTRM network, the study proves that there do exist national level networks, which currently are supported by the state. The partnership between the state, CSOs, and networks is formalized via the memorandum of understanding with the Fisheries Division. FAO SSF-VG implementation planning should take state level assessments on the existing partnerships of the fisheries department, rather than inventing new mechanisms or institutions. New international and regional funding streams should support the organizational capacity needs of the networks via their bridging organizations and government partnerships.

VBRM is an evolving but stable network, and the coordinating unit is not donor driven or controlled by elite groups and has greater freedom in mobilizing leaders for governance and policy advocacy where needed. The national legislation and fisheries policy provide the enabling environment for the network development within the policy arena. Bridging organizations, in this case FSPI and WSB, have played a powerful role in seeking funding support for the network over the years. These efforts are aligned with FAO SSF-VG implementation plans. VTRM network and its bridging organizations could explore possible opportunities for future funding support from the Global Assistance Programme. The organizational capacity development is critical as they serve as the core of helping this network to further its potential in the national policy arena. The VTRM network is an excellent example of good endowment of human energies and enthusiasm and an ample share of the spirits of voluntarism. Together with the enabling environment, the state and the customary owners and leaders are crafting hybrid networks as means for strengthening the recognition of community-based coastal fisheries management and decentralised governance reforms. For genuine partnership between the

community leaders and state partners, trust in leadership and shared decision-making processes in which partners have equal power is critical. Organizational capacity is necessary to continue the growth of the network in dealing with recent developments.

Table 9: List of organizational capacity development needs of the VTRM network: members' perspectives.

A strategic and participatory planning process: Conduct visioning forums on the future of the national network and the roles of the monitors. Developing VTRM organizational mission, goals and objectives; Organizational structure; plans (strategic and action) to address capacity, financing, leadership, membership and many more factors	Provincial Governance Strengthening Program Help monitors to understand the role of the provincial governments and ways they can work closely with Fisheries extension officers and Fisher associations. Clarify responsibilities of provincial governments with the VTRM Find ways to Increase technical resources for provincial governments to allow them to perform their functions
Administration: Regular meetings with members and partners: A means of communicating regularly with members: A means of delegating tasks and responsibilities: Institutional analysis: identify existing legislation, policies and regulations for fisheries and coastal resource management at different levels of government.	Networking Importance of primary networks networking with national network and among primary networks. Social time together to strengthen networks. Since Internet and phone services are still to be acquired in most remote sites. Working relationships with powerful key players and respective provincial council Working with external agents
Dispute and conflict management skills. Village and chiefly Conflict has been highlighted as one of the problematic areas. Future training capacity will need to focus on Conflict management and Conditions that facilitate conflict management.	Fund raising / Sustainable financing Financial (As the network grows its needs to develop a financial plan how it will manage its operational and activity cost Legal (what legal support for financing is needed for the VTRM network) Administrative (outline of specific administrative support for the national network)
Law and enforcement training: How best to encourage tribal ownership and tribal approaches to enforcement (e.g. traditional fines, community regulations). Look at models elsewhere with attention on lesson learnt. Develop Fisheries law and enforcement posters in local language. Developing a plan for how to enforce the management plan (including what specific activities are allowed in what areas) Policy and regulations: A policy environment that is conducive to change: that integrates and encourages tribal ownership and tribal approaches to enforcement into modern law and enforcement. Ensure consistency with other regulatory agency. Sustainable Livelihoods Train monitors in how they can do scoping assessments for appropriate livelihood options for their communities	Strengthening Communication Map communication road map for the national network as communication is the basis for information exchange, awareness and education, learning, capacity building, negotiation, cooperation, coordination, collaboration, conflict management and networking.

Section B: Case study 2: Revival of a National Fisherfolk Network in Grenada

Chapter 2, section 2.3, details the European Union funded, Strengthening Fisherfolk to Participate in Governance Project (2013 – 2016) aimed for the CNFO and its member fisherfolk organizations. Grenada is part of this regional project that is aiming at developing the capacity of the CNFO and its member National Fisherfolk Organizations (NFO). In this section, the study looks at some of the national challenges faced by the National Fisher Organisations in strengthening the regional efforts at national and local level in Grenada.

In Grenada, two previous fisheries bodies, NFO advisory committees, had failed after one or two years within the last decade. In both cases, the reasons were linked to the fisherfolk representatives withdrawing from the cooperatives or associations. The withdrawals are based on the perception that members could not exercise sufficient influence on policy via the capacity of the committee. Poor communication and lack of networking among members led to not reaching the general membership for support.

McConney¹⁵³ research explains that there is less decentralization or delegation of authority by government departments to fishers in the Caribbean region, with the exception in Belize. There may be limitations in stakeholder and State agency capacity, and legal frameworks that are barriers to decentralization, delegation and devolution. In the case of Grenada, government has relinquished power in MPAs by setting up national MPA committees and consultative co-management boards. These boards have very few representations of fisher leaders who could assist in communication and information exchange. National level research and understanding is needed as to how to strengthen collective action among fishers and fisher leaders. Grenada has long and profound failures in these areas¹⁵⁴.

3.5 National Level Networking of the Fisher Leaders in Grenada

Moves towards responsible fisheries in Grenada have mostly focused on Marine Protected Areas (MPAs) via consultative co-management within the last two years. These

¹⁵³ McConney P. Medeiro R. Paper “Lessons Learned from Brazil and the Caribbean”. Paper Contribution in the FAO Workshop 2014: *On Strengthening Organizations and collective action in Fisheries*. FAO <http://www.fao.org/icatalog/inter-e.htm>

¹⁵⁴ Ibid.

This case study is a work in progress to learn ways to best support regional efforts in strengthening Caribbean fisher folk to participate in fisheries reforms.

approaches continue to displace many small-scale fishers' livelihoods. Marine Protected Areas (MPAs) have been widely advocated as a strategy for marine resource conservation and fisheries management worldwide. Their designation is endorsed internationally by the Convention on Biological Diversity target of protecting 10% of the world's oceans by 2020. Chapter 1 section B, describes the Caribbean Challenge, to which Grenada is Chair and signatory. Under this initiative, Grenada qualified for a NOAA MPA governance capacity building project and this project noted many MPA implementation and governance challenges and noted few existing paper parks¹⁵⁵. In addition, the MPA effectiveness challenges underline that the urgency surrounding the establishment of new MPAs in order to meet the goal can many times create a false sense of conservation. Especially where the biodiversity targets may use a measure of success expressed only in terms of the area covered, but not in their implementation, community acceptance and ecological functionality. In the capacity enhancing subsidies mentioned earlier in table 7, MPAs are labelled as beneficial subsidies as they lead to investments in natural capital assets, and in this case rush to MPAs could be seen to achieve the gain in enhancing subsidies.

The Grenada Fisheries & Aquaculture policy¹⁵⁶ (2013-2016) notes the nature of the National Fisher Organisation (NFO) status as "morbid". The policy calls for community cohesion allowing fishermen to both pursue their joint interests effectively and become organised in a manner that allows them to take more responsibility for their industry. Its action plans call for strengthening fisher's participation via collective action in fisheries management, and this revival has been long withstanding. It also noted that within the two-year of the MPA board formation process and later its dysfunction, there were frequent challenges to cooperate and come together for collective action. Currently one or two members of the defacto or morbid NFO participate in regional Caribbean Network of Fisherfolk Organization (CNFO) activities. The use of MPAs as an effective tool for marine biodiversity protection is thus being questioned, untrusted by the community, by fishers primarily and the private sector.

Concessions and high capacity is another important aspect of the Grenadian fisheries sector. Most major fishing centers in Grenada have a harbour or jetty, a marketing complex with

¹⁵⁵ Accessed on November 10th 2014. <http://www.cavehill.uwi.edu/cermes/projects/mpa-governance.aspx>

¹⁵⁶ A Fisheries & Aquaculture Policy for Grenada. The Policy document .ACP Fish II – Strengthening fisheries management in ACP States9 ACP RPF 128 Accounting No. RPR/006/07 – EDF IX Ref: CAR/1.2/B2b

ice provision and other facilities for fishermen. The administration of fishers focuses on the boat rather than the individual. The commercial fishing boats need to be licensed whilst fishers should be registered, but many are not. Fishers receive significant subsidies in the form of reduced tax (duties) on fuel and fishing equipment (termed “concessions”). These concessions add value to the noticeable status of the fisher and rank.

According to the Grenada Fisheries Policy (2013-2016) the political case for retaining the subsidies and concessions is strong where the economic case is less clear. Grenada is taking the lead in the FAO Blue Economy initiative. In Grenada, current efforts are made to get the EU project started to strengthen national and local fisher organizations. The project approach has to be innovative for the current efforts. Within these political commitments, it is critical to understand various national policy contexts, aid development and the environmental non-government organization agenda. To further efforts in Grenada on SSF-VG, it is recommended that a policy analysis is carried out. This exercise will map the demands of the FAO Blue Economy initiative, MPAs, SSF, stakeholders and their power and influence. Further, it will allow seeing how enhanced subsidies match with the vision of responsible fisheries management. This will help understand the national context and the policy windows for SSF. Furthermore current representation of the fishers should be based on competent leadership skills. This information will provide further directions in strengthening fishers’ participation in governance in Grenada.

The project outcomes then can be developed around strengthening social networking, via web-based tools and media and seek general public support and consensus on the interconnected issues. Public views will provide guidance to renew the relevance of collective action and the institutional arrangements needed for innovative and hybrid network solutions.

3.6 National Legislative Framework

From a legislative perspective, the fishery is governed by the Grenada Fisheries Act of 1986, subsequently adjusted by an Amendment Act of 1999 (which mainly concerned exportable seafood products, and helped Grenada’s accession to the EU “list 1” for fish export). Essentially these acts provide a comprehensive set of instruments that allows the Fisheries Division (or in some cases the Minister of Agriculture) to manage and regulate Grenada’s fisheries. One key aspect lies outside the Division’s remit – fish hygiene - which comes under the auspices of the

Ministry of Health, acting as Competent Authority in this regard (as established in the subsequent Amendment Act of 1999). The key instruments involved are set out in table 10.

Table 10: Grenada Fisheries Instruments

Instrument	Date	Specific Designation
Grenada Fisheries Act*	1998	Act no 15, 7 th April 1986
Fisheries (Amendment) Act	1999	Act no 1, 9 th April 1999
Fisheries Regulations	1987	SRO [^] 9, 5 th June 1987
Fisheries & Fisheries Products Regulations	1999	SRO 17, 30 th April 1999
Fisheries (Amendment) regulations	2001	SRO 2, 2 nd February 2001
Fisheries (Marine Protected Areas) Regulations	2001	SRO 78, 28 th December 2001

3.7 Organization Capacity needs assessment for Grenada National Fisherfolk Network

The 2015 workplan under The European Union funded, Strengthening Fisherfolk to Participate in Governance Project (2013 – 2016), aims to focus on the following network organization capacity development. The following capacity needs (table 11) are highlighted by former NFO rep and interim members over various meetings. This future workplan will be based on the outcomes of the policy analysis.

Table 11: Various organization capacities needs

2015: Work Plan : Organization Capacity Needs Training Components	
Strategic planning	<ul style="list-style-type: none"> • Visionary exercise: Why revival Fisherfolk networks? Define purpose: linking to fisheries policy: in strengthening fisher organization and its roles and current regional and international development. Bring FAO SSF awareness at national level. • How is it going to benefit fishers and: networking approach to transformative change.
Right Actors: Leadership Transition training: Fisher's	<ul style="list-style-type: none"> • Strengthening the gap transiting from fisher to fisher leader • Empower, strengthen action in self and others: leading others: leading leaders • Strengthening fisher leadership role: gain and embrace multiple new perspective Conflict management
Bonding /bridging and grouping / partnership of like minded support groups (internal elements)	<ul style="list-style-type: none"> • Leadership and representation • Strengthening Social capital: promote trust / cooperation and participation • How to organize fisher groups in the community to talk about fisheries management (organization capacity). • How can Gender be mainstreamed?
Fisherfolk mobilization / communication	<ul style="list-style-type: none"> • Building Effective Fishers communication and cultivate improved relations • Information sharing for management decision making process • Scientific information sharing on the news, status of fishery • Building relationships with knowledge users and • Phone, computer, TV media Radio / technology and government services that fishers can explore to mobilize information
Action plan finalization and implementation	<ul style="list-style-type: none"> • Revising the interim steering committee • Drafting and finalization of action plan: Year 1 Priorities: seek funding • Leaders capacity to execute the action plan and monitor and report and mobile
Legal Framework (external environments)	<ul style="list-style-type: none"> • Lead consultations on the draft constitution with fishers and relevant stakeholders and see cabinet approval for the legal operations of the National Network • Review fisheries regulations to incorporate fisher leaders participation and develop appropriate enabling legislation

3.8 Case study Analysis: Large Scale Versus Small Scale

There is a clear dichotomy in fisheries management between small-scale and industrial sectors with divergent strategies, tools, policies, and even scientific literature and research. MPAs are endorsed internationally through the Convention on Biological Diversity (CBD) as a tool that contributes to the target of protecting 10% of world's oceans by 2020. However, the current rush to create new MPAs in order to achieve the CBD target is contributing to generating a false sense of conservation, as areas designated for protection have often failed in achieving their objectives. From Grenada, case studies need more in-depth research on exchange of successful/unsuccessful experiences between the two sectors (industrial and SSF and management). This may provide relevant information for governance cross-learning.

Organization capacity building is a task, which is to be woven within any type of organization and network development. The networks mentioned in the study highlight the organizational capacity required for SSF actors. The networks are evolving, and the paper highlight the issues that change of business of CNFO and NFO will not come automatically.

From Grenada case study it's learned that cross learning approaches between industrial fisheries management and small-scale fishery within the fisheries governance tools needs to be well understood in efforts to strengthen collective action with the participation of civil society. Therefore, the role of CSOs may be critical as bridging organizations. Government can have a whole range of different relationships with fisher groups or organizations, ranging from support to indifference to distrust even. At national and local levels where the tension is high between resource user rights and the State, the pitfalls of collective action needs to be understood at various levels. The author believes that Grenada has the political will to move towards responsible fisheries and requires a revised road map that is built through participatory approaches and in consultation and partnership agreements with the right actors and skilled and accountable leaders.

CHAPTER 4: TOWARDS SSF-VG IMPLEMENTATION: CRITICAL ROLE OF KEY PARTNERSHIPS FOR SIDS NETWORKS

In this chapter, the study notes the commitments made in the 3rd International Conference on Small Island Developing States (UNSDS) in relation to south –south partnerships. Paragraph 101 of the Small Island Developing States Accelerated Modalities of Action¹⁵⁷ (SAMOA Pathway) requests the Secretary-General for a partnership framework. This framework will monitor and ensure the full implementation of pledges and commitments through partnerships for Small Island Developing States. The oceans summary document in the SAMOA Pathway highlights that partnerships at the community level require access to relevant and accurate data through innovative information. Furthermore, it requires communication technologies (ICT), such as matching platforms that connect seekers and providers. Such platforms and supporting databases could act as “ocean without borders”, connecting local communities in SIDS with partners around the world.¹⁵⁸

With the above background on SIDS partnership platform, this chapter looks at the possibilities of the SIDS network partnership in sharing the role of SSF-VG information dissemination and knowledge transfer. In chapter 2 and 3, it is noted that the LMMA and CNFO provide opportunities for exchanging experiences and knowledge sharing for collective action from grassroots levels to national, regional and national levels. More importantly, these networks are already having a greater impact in the recognition and awareness of small-scale fisheries at regional, national and local levels in SIDS. The study noted in chapter 1 the gaps in the SSF-VG consultation in the Pacific SIDS. In this chapter, the sections look at the possible explanation of the gaps and the way forward for partnerships for SSF-VG implementation.

¹⁵⁷ <http://www.sids2014.org/index.php?menu=1595>

¹⁵⁸ <http://www.sids2014.org/index.php?menu=1604>

Section A: The Need to Address the Issues and Gaps in the SSF Consultation for SIDS for Meaningful Partnerships

4.1 Challenges during SSF-VG Negotiations: CSO Perspective

Earlier in the paper in section 1.4 and 1.5, the paper describes the FAO-SSF-VG consultation that took place in 2012. In this section, the paper looks at the consultations towards final negotiation of the SSF-VG in May 2013. There was a substantial 37-member-strong civil society delegation, with men and women from 18 countries. These represented the civil society organization (CSO). The CSO platform comprised of the World Forum of Fish Harvesters and Fish Workers (WFF), the World Forum of Fisher Peoples (WFFP), the International Collective in Support of Fish workers (ICS)¹⁵⁹. Between them, CSOs had organized 20 national-level workshops spanning Asia, Africa and Latin America, and two regional workshops in Africa to create awareness on the SSF-VG consultation process. No CSO delegation or expert from the Pacific was in this meeting. The CNFO coordinator was present in this meeting in groupings with the WFFP. Consultations among small-scale fishers and fishworkers were held in the EU and Canada but none was held in the Pacific.¹⁶⁰ As per FAO rules, CSOs were only allowed to make interventions after delegations had done so. For the purpose of this study, the author notes that Caribbean regional CSO was present in the 2nd 2010 meeting in the Caribbean region. There was no regional CSO group present in the Pacific SIDS. CSOs groups from the Pacific SIDS were not invited.

4.2 Strengthening Organization and Collective Action in SSF: FAO Workshop

The workshop on Strengthening Organizations and Collective Action in Fisheries: a way forward in implementing the International Guidelines for Securing Sustainable Small-scale Fisheries, held in March 2013, explored the roles of different types of collective action and organizations in small-scale fisheries and proposed elements for a capacity development strategy to strengthen these. The types of collective action and organizational forms discussed included:

¹⁵⁹ Report / SSF Guidelines Sticky Issues an update on the recent Technical Consultation on the International Guidelines for Securing Sustainable Small-scale Fisheries. *This report has been written by Chandrika Sharma (icsf@icsf.net), former Executive Secretary, ICSF.*

¹⁶⁰ Ibid.

customary community-based organizations, cooperatives and societies, and advocacy groups and networks.

The workshop recognized that bridging organizations such as the CSOs provide a platform through which small-scale fisheries stakeholders exercise their rights to organize and participate in development and decision-making processes. Through these bridging organizations SSF actors influence and contribute to fisheries management and governance reform outcomes. The workshop stressed the importance of supporting knowledge mobilization and transfer, leadership capabilities (of both men and women), research partnerships, use of effective communication tools (including new technologies and social media), and platforms and networks for experience sharing and collaboration. Patrick McConney from CERMES in the Caribbean region was a resource person for this meeting and contributed the paper on: “*Strengthening organisations and collective action in SSF; lessons learned from Brazil and the Caribbean*”. No representation or expert was present from the Pacific region ¹⁶¹ in this workshop. The mostly likely reason could be that the pacific experts were not invited or paid no attention to the call since they had not been involved from the starting process of FAO SSF VG.

4.3 Electronic Consultation on Implementing the SSF-VG

An e-consultation on implementing the SSF-VG was held from 11th November – 2nd December 2013. This was an open consultation to seek contributions on the implementation of SSF Guidelines. The consultation was hosted by the discussion facility of the Global Forum on Food Security and Nutrition (FSN) and was structured around three related topics:

- (1) Partnering for implementation – roles of different actors and stakeholders,
- (2) Information and communication – promoting experience sharing and collaboration, and,
- (3) Challenges and opportunities – needs for support and interventions.

The e-consultation received a total of 71 contributions from participants from all regions of the world, representing governments, academia and research institutions, CSOs and NGOs, cooperatives and associations, technical cooperation agencies, UN and international

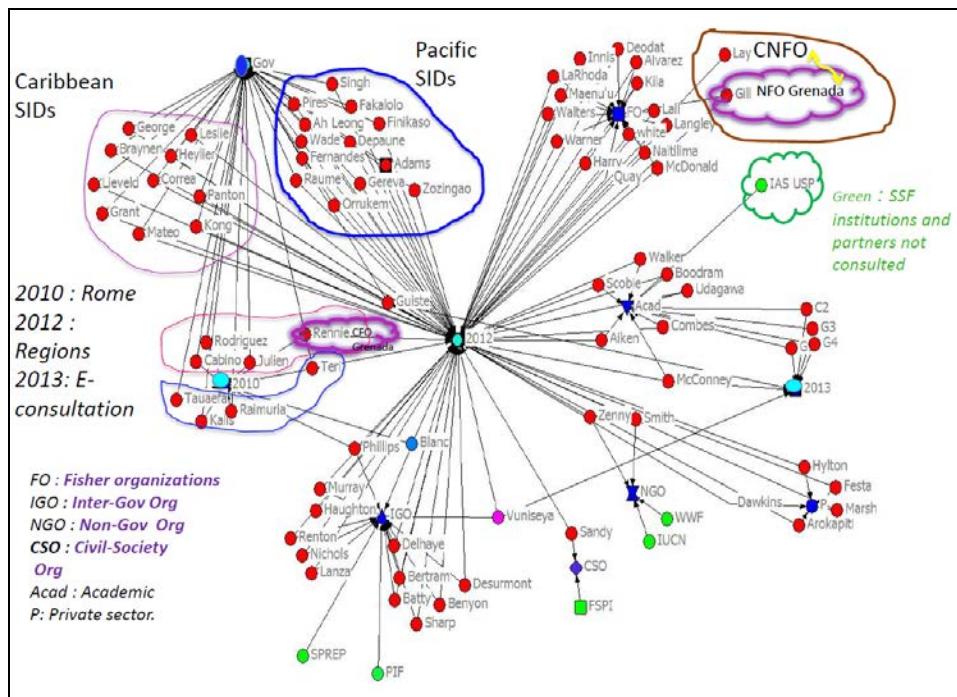
¹⁶¹ Data source: List of Participant from the meeting report: Strengthening organisations and collective action in fisheries –a way forward in implementing the international guideline for securing sustainable small –scale fisheries. FAO workshop, 18-20 March 2013.

organizations, the private sector as well as independent experts. There were only eight contributions from SIDs and only one from the Pacific SIDS.

4.4 Visual of the 3 year FAO –SSF-VG drafting and negotiating process. Network and CSOs

In this section the paper maps the three-year consultation process of the SSF-VG and the representation in the SIDS using Social Network Analysis (SNA). SNA is mapping and measuring of relationships and flows between people, groups, organisations, and information/knowledge processing entities." Netdraw methodology was used in this case to create a visual of the consultation. The author does not go in-depth on this methodology in this paper but used it to look at the representation of organizations, government departments, academic, fisher organization and civil society NGOs in these meetings over 3 years. The three respective SSF- VG consultation meetings, 2010 (meeting in Rome) 2012 (meeting in SIDS regions Pacific and the Caribbean) and 2013, the electronic consultation, attendance lists were used for the Netdraw analysis shown in figure 11 below.

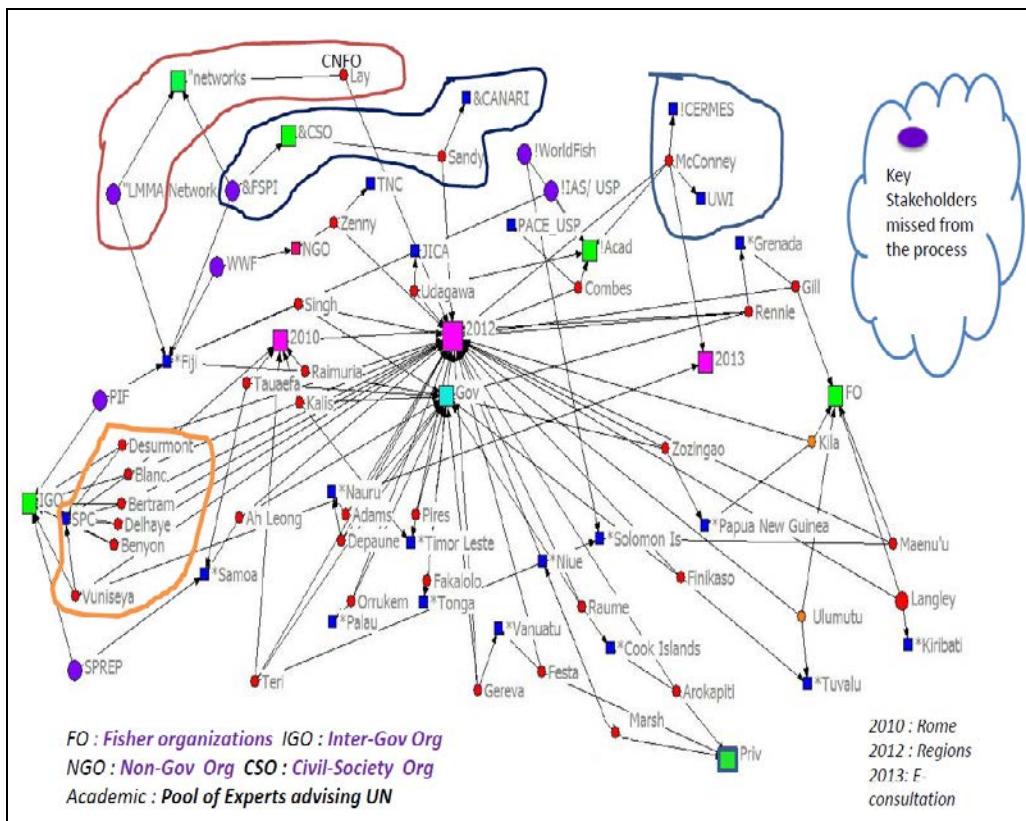
Figure 11: Visual Netdraw Map of FAO 3 Years of SSF-VG drafting & Negotiating processes involving SIDs.



Key points:

Through the Net draw analysis, it can be seen the wide span of actors and institutions involved over the phase of the meeting. It also helps to map out key institutions that may have been missed in the process. The figure maps the information & knowledge exchange with government, inter-government organizations, CSOs, NGOs, private sector and academia during FAO –SSF VG consultation process for the Pacific and the Caribbean SIDs. The Figure notes CNFOs presence in the meeting for the Caribbean SIDs, Grenada's participation in the 2010 and 2012 meeting. The Netdraw map was then used to highlight some of the key SSF institutions, which got missed during the consultation process, especially for the Pacific SIDS region. Figure 12 gives the visual map of some the key organisations who play active role in the SSF information exchange, capacity building management and governance.

Figure 12: Netdraw Analysis focusing on key institutions: Focus on regional Networks & CSO, expert groups and inter-government organizations in the FAO 3 year SSF_VG process



4.5 Recognition of the Gap: Right SSF Institutions

For both implementation and monitoring of the SSF Guidelines and along with the development of capacity at all levels, appropriate institutional arrangements are required, including partnerships for policy formulation and involvement of grassroots level organizations.

The analysis also helps to note weak links such as SSF fisher organizations in the Pacific. It has been well documented that fisherfolk organizations and cooperatives in the Pacific Islands are few and most of them are very low in capacity and engagement, especially in the case of SSF management and governance reforms. The analysis also maps out the missing links for the regions, in this case, the Pacific CSO groups and the regional network. The details of the organizations had been mentioned earlier in the paper in section 1.5. The Pacific regional consultation outcomes. Here the map highlights where the FAO SSF-VG implementation process may need to increase engagement with right institutions. Figure 11 also maps that consistency of approaches in selecting the right players is also important. The map helps to understand the gaps and partnerships needs for SSF-VG implementation in SIDs.

Section B: Possible SIDS Position in Four Components of the Global Assistance Programme

FAO is currently leading the development a Global Assistance Programme (GAP) to support the implementation of the SSF Guidelines. COFI members have agreed that the structure of the GAP will be based around three main components. These components will be supported by programme management, collaboration and monitoring. The recommendations made in the components emerged during the SSF guidelines development process¹⁶². The section below is drawn from the World Small-Scale Fisheries Congress 2014, FAO session task.

4.6 GAP Component 1: Raising awareness and providing policy support: Knowledge products and outreach

Recommended activities by FAO for this component that emerged are:

- (1) translation of the SSF Guideline into local languages;
- (2) prepare simplified /graphic novel versions of the SSF guidelines;
- (3) promote SSF –VG via social media; blogs and discussion groups.
- (4) provide assistance and information to relevant meetings and conferences.

The expected output from these activities would be to create a broad awareness and understanding of the SSF guidelines and their potential impact across regions and countries as well as among different stakeholder groups – including politicians, government officials, small-scale fishing community members, development workers and NGO staff. Awareness is fundamental for continued action and will provide a basis for other implementation support.

Reflection from study on the component 1: Noting from chapter 1 , section B¹⁶³ the regions have existing SSF regional policies or in work in process. The author understands these above activities require partnership but before this component is realized, understanding should be developed on how to maximize what are knowledge products exist and how existing

¹⁶² The outcomes of the GAPS have mainly came from the e consultation which was complied in the proceeding titled; Implementing the Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication Collection of contributions received Discussion No. 94 from 11 November to 2 December 2013 www.fao.org/fsnforum/forum/discussions/SSF_Guidelines

¹⁶³ The Caribbean and the Pacific FAO-SSVG consultations outcomes

communication strategies be strengthen. The above component for SIDS regional efforts can be will most likely be duplicative of existing efforts therefore state base needs assessments will be helpful.

4.7 GAP Component 2: Strengthening the science-policy interface: Knowledge Sharing and supporting policy reform

Recommended activities for this component that emerged during the SSG guidelines development process include:

1. Identification, analysis and documentation of good practices and lesson learnt (e.g. with respect to participatory management systems and holistic approaches integrating resource management and a livelihood perspective);
2. Case studies providing practical examples of human rights based approaches to fisheries management and local development;
3. Improved collaboration and exchange of experiences between relevant research initiatives as well as increased interaction between researchers and fishing communities;
4. Technical support and assistance for reviews and revisions of policy and legal frameworks creating enabling frameworks for SSF guidelines implementation.

The expected output from this component is an increased understanding of the issues, challenges, opportunities and approaches relevant to achieving sustainable small-scale fisheries. This section would need strong support from partners in inter-alia, academia and close collaboration with initiatives such as Too Big to ignore network.

Reflection from study on the component 2: This author notes that recommendation activities 1 and 2 above have been already underway in the SIDS region. One of the examples is LMMA and CNFO and their bridging partners and the roles they have been playing in documenting lesson learnt. In chapter 2, section a and b, table 5 and table 6, highlight existing case studies documents and information exchange processes. The CNFO and LMMA networks have potential to partner with the Too Big To Ignore (TBTI) network. CNFO partnership with TBTI is a work in progress. For LMMA, while collaboration with TBTI is underway, the future possibility of the partnership requires further scoping. These partnerships will require more capacity and strengthening to be translated at the national level, and some examples are provided in chapter 3, case 1 and case 2

4.8 GAP Component 3: Empowering Stakeholders: Capacity Development and Institutional Strengthening

Recommended activities for this component that emerged during the SSF guidelines development process include:

- Identification of needs for organizational development and strengthening at different levels and provisions of support accordingly.
- Assistance to communities to establish cross-sectorial linkages, partnerships and dialogue with government agencies, research institutions and other development partners; sensitization and training of government officials and development partners in issues related to the SSF guidelines implementation, in particular with regards to the human-rights based approach to development and participatory management of natural resources.

The expected outputs of this component will help create the key building blocks for a long-term process of continuous improvement towards secure and sustainable small-scale fisheries governance and development.

Reflection from study on the component 3: Chapter 3, Case study 1 and 2, has highlighted the type of organizational needs that are being requested at national level. These case studies provide good examples of national level needs. In Figure 11, right stakeholders were mapped for the process using the Netdraw software tool in the study. GAP funding has to be aligned with the right stakeholders where there are urgent needs for organizational capacity development. Netdraw representational technology could be useful for mapping, studying relationships, attributes of stakeholders, centrality, and connectivity in information exchange and knowledge transfer.

4.9 GAP Component 4: Supporting implementation: Programme management, collaboration and monitoring.

Activities within this component will cover: the development of a results-based programme management framework¹⁶⁴ including baseline information and provisions for adaptive

¹⁶⁴ Results-based management is a strategic management approach. United Nations Country Team uses it with partners to plan, cost, implement, monitor and measure the changes from cooperation, rather than just the inputs provided or activities conducted. Using RBM, the UNCT ensures that its cash, supply and technical assistance

management. Furthermore activities will include promotion of implementation experience exchanges and collaborative planning through international and regional meetings and web-based information sharing applications.

Reflection from study on the component : The SSF-VG are interlinked with food security and human rights based approaches and the tenure guidelines, and supporting implementation will mean coverage on all three areas. Also, this will mean monitoring of success of the other international, regional and national instruments for Ocean governance. Chapter 1 summary noted issues from bewildering and proliferation of authorities; this component will require harmonized approaches in GAP funding reporting requirements. Furthermore, Netdraw tools could be further utilized for evaluation of communication, networking and knowledge transfer and its impacts.

contribute to a logical chain of results that increase in complexity and ambition as you rise up the chain: outputs, outcomes and impacts which are MDG related national priorities. RBM depends on critical assumptions about the programme environment and risk assessments, clearly defined accountabilities and indicators for results, and performance monitoring and reporting. RBM is one of the five core programming principles that must be applied when preparing an UN Development Assistance Framework. This RBM Handbook was developed under the United Nations Development Group (UNDG) Working Group on Programming Issues in the context of General Assembly resolution to facilitate consistency and harmonization through commonly agreed results-based concepts and approaches in the United Nations system. www.undg.org/docs/12316/RBM%20 Handbook 2012

CONCLUSION

The call for SSF recognition in international, regional and national policy frameworks responds to the world food and fisheries crisis and demonstrates it is receiving greater attention at the international level. The adoption of the UNFAO SSF–VG by FAO member States including SIDS attempts to take an extremely bold step. And this step are towards visioning the merger of the distinctive characteristics of three streams of governance (Human Rights / Sea and Fishery / and Sustainable Development. Taking note of the evolution of social values and priorities in this 21st century, the study places emphasis on the principles of consultation and participation in the framework of human development approaches.

The paper has noted many governance reform challenges in relation to capacity, power and control of SIDS to implement international, regional and national commitments and public policies. While many SIDS have adopted the SSF-VG, its implementation may not unfold over the years if business remains as usual. SSF fisheries governance reform called within the context of food security and poverty reduction in the VG requires greater cooperation between different sectors and disciplines. In particular, this agreement requires stronger partnerships to negotiate financial solutions relating to policy implementation challenges at the national level. The ambitious governance SSF- VG reform actions are calling for hybrid solutions for collective action across all levels. One of the solutions is directed towards networks for information and knowledge transfer. FAO is calling for partnership in the implementation of the SSF with regional and state-based fisher organization and networks and key stakeholders. In addition, the 2014 UN conference on SIDS action platform opens the door for new and renewed dialogue and partnership towards the oceans. The call for strengthening current south-south cooperation initiatives in the thematic area of disaster risk and climate change by the UN agencies and developing partners have been reaching a high level of momentum. These recent developments at the UN level provide a green light to strengthen and widen partnerships with SSF advocacy actors to develop more cooperation for technical and financial assistance. This will assist in increasing the visibility of SSF governance reforms and recognition within national policies and legislative process.

The results of the study indicate that CNFO and LMMA network provide a well-established platform to exchange experiences and information among the SSF actors at the regional level and in some cases at national level. The findings of the study indicate that CNFO

and LMMA networks have mechanisms for policy and advocacy processes. The networks are supported by, bridging organizations. Their regional and national efforts are work in progress.

These attributes provide stronger basis for partnership of the networks with the UNFAO initiatives in strengthening SSF recognition at the national level in SIDS. Here the paper notes that CNFO has started to scope its partnership with FAO.

Furthermore, the networks have the potential to partner with like-minded networks at the international level. Some of these are the International Collective Support of Fisher workers, World Forum of the Fisher Peoples, World forum of fish harvesters and Fish Workers and with groups seeking rights of indigenous peoples. SSF representatives lack a platform within the UN negotiations, and a larger consortium may help to gain momentum for the call for a radical change in SSF governance reforms at all levels. The potential for international level partnerships can be further explored. This will require further research to map the key components and categories of the potential partnerships and financial mechanisms to start the processes necessary. Through these partnerships, there could be more hope for the SSF-VG implementation across the globe. FAO global assistance programme for the SSF-VG implementation could be the first venue for such support for partnerships.

The study also recommends that for international and national efforts being called for within the SSF-VG, these networks cannot be assumed to be automatically compatible with SSF policy, advocacy and lobbying processes and demands. Environmental justice, equitable fisheries management, tenure and indigenous rights and human rights are contiguous and complicated issues that require in-depth understanding in the policy and political process. The networks need very substantial organizational capacity, appropriate legal basis and funding to further their mandates, and in some cases, may need to change their strategies. The process of negotiating and finding legal bases of the difficult issues can be a lengthy process. The strength of the networks is that they can develop local and national champions. Hence, the successful future implementation of the SSF-VG greatly depends upon the recognition of the right actors, networks and their bridging CSO partners. Integrated & adaptive approaches are critical in order to avoid duplication and lack of harmonization.

The author's key lesson from this work and the UN Nippon Alumni Fellowship is that when communicating with policymakers, one begins by educating them about the issue. However, it will need to focus their attention on a single option (or a small number of acceptable

options), and the most critical step is on motivating policy makers to choose it. Understanding the legal language is imperative, especially where one word can have various meanings and can be interpreted differently by a diverse field of experts. Secondly, learning advocacy steps and efforts that try to influence legislators is essential to finding a legal basis. To influence policy-making, technical experts need to understand the process, and shift thinking away from the linear process of policy change. The linear process assumes that the policymakers are compassionate and are receptive to research findings and field evidence. But the reality is different. The real policymaking process is less logical and linear. It has many loops and iterations and involves many other players – including some or many who oppose the advocacy process and recommendations. Instead of accepting the recommendations, such policymakers may ignore them. When trying to influence policy, timing can be very important. If the result has likelihood of like positive policy change, it may not go as far as what technical experts initially hoped for. Therefore developing in-depth understanding of negotiations and its process is critical for technical experts. Likewise, it is necessary for lawyers to develop and strengthen relationships with technical experts in solving the crisis the oceans faces today. The world is getting more mobile and networked; therefore the author believes that FAO SSF-VG solutions could be implemented and meets its country obligations and legitimacy via investments in networks and network technology.

APPENDICES

Appendix 1: SIDS List

Caribbean Region	Antigua and Barbuda Bahamas Barbados Belize Cuba Dominica Dominican Republic Grenada Guyana Haiti Jamaica Saint Kitts and Nevis Saint Lucia Saint Vincent and the Grenadines Suriname Trinidad and Tobago
Pacific Region	Cook Islands* Fiji Kiribati Marshall Islands Federated States of Micronesia Nauru Niue* Palau Papua New Guinea Samoa Solomon Islands Timor-Leste Tonga Tuvalu Vanuatu

Appendix 2 Methodology:

General Criteria

The General Criteria used for choice of the regional networks in this research are based in the context of:

- Already existing, functional (operational) region-wide networks in Small Island Developing States supporting SSF /coastal resource management.
- Network outreach to small-scale rural producers / large mass of civil society, coastal / fishing communities where people are recognized as key actors in their own development. (Linkages and partnerships between community actors and national programs and in place of effective coordination and decision-making processes).
- Focus is on food security whereby fishers and coastal dwellers seek and apply multi-sectoral/integrated approaches to coastal and fisheries management and diversification in fisheries.
- Foster community systems “learning by doing” and sharing via regular consultations among all stakeholders to improve communication and information flow for targeted policy actions on specific national, regional and local fisheries needs and opportunities.
- Development strategies used are empowering to rural coastal communities and processes are locally owned, cost effective, and sustained.