

Report of the

**FAO/SPC PACIFIC ISLANDS REGIONAL CONSULTATION ON THE
DEVELOPMENT OF GUIDELINES FOR SECURING SUSTAINABLE SMALL-SCALE
FISHERIES**

Noumea, New Caledonia, 12–14 June 2012



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PREPARATION OF THIS DOCUMENT

This is the final report of the FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries that was held in Noumea, New Caledonia, 12–14 June 2012. It was jointly organized by FAO and the Secretariat of the Pacific Community (SPC).

Gratefully acknowledged are the in-kind and financial contributions for the convening of the Workshop and the publication of this report by the SPC, the Yeosu Project of the Republic of Korea, and the Governments of the Netherlands and Sweden through the FAO Multipartner Programme Support Mechanism.

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ABSTRACT

During its Twenty-ninth Session in 2011, the FAO Committee on Fisheries (COFI) approved the development of a new international instrument on small-scale fisheries (SSFs) in the form of international guidelines (“SSF Guidelines”). The strategic development process of these SSF Guidelines consists in an extensive consultation process with governments, regional organizations, civil-society organizations (CSOs) and small-scale fishers, fish workers and their communities. In this context, a Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries was co-organized by FAO and the Secretariat of the Pacific Community (SPC) from 12 to 14 June 2012 in Noumea, New Caledonia. The consultation brought together 38 participants representing governments, the fishing industry and CSOs from 17 countries and territories in the Pacific Islands region to share experiences with SSF policies and practices. The consultation also discussed the thematic areas of the Zero Draft of the International Guidelines for Securing Sustainable Small-Scale Fisheries in the context of the Pacific Islands region and provided advice for improvement. The consultation confirmed the importance of SSFs as a livelihood contributing to food and nutrition security, poverty alleviation and economic development in the Pacific Islands region, which has to face the challenges of population growth and climate change impacts and suffers from geographical remoteness. The SSF Guidelines were perceived as an important tool for securing sustainable SSF governance and development.

In terms of governance of rights, resource management and stewardship, customary right systems are a fundamental part of most fishery governance systems in the region. Fishing communities are integrated and generally have an equitable rather than a marginalized role in society. In the Pacific Islands region, fishing is in fact a respected and acknowledged profession, not an activity of last resort.

Still, the consultation agreed on the importance of encouraging policies to protect small-scale fisheries livelihoods, to promote income opportunities and to emphasize the socio-economic and cultural importance of small-scale fisheries for the Pacific islands region. Newly established or strengthened fishing community associations are expected to play an important role in this regard.

CONTENTS

ABBREVIATIONS AND ACRONYMS	vi
EXECUTIVE SUMMARY	vii
INTRODUCTION.....	1
OPENING OF THE WORKSHOP	1
OVERVIEW PRESENTATIONS.....	3
International guidelines for securing sustainable small-scale fisheries – why, how and what.....	3
Main findings of the FAO/SPC Workshop on Priority Adaptations to Climate Change for Fisheries and Aquaculture	4
Sustainable small-scale fisheries: experiences from Thailand	5
International instruments relevant to small-scale fisheries.....	6
Overview of small-scale fisheries in the Pacific Islands region.....	8
Fishing for answers – experiences from the region.....	10
Regional artisanal data collection.....	10
Japan International Cooperation Agency and fisheries-related assistance in the Pacific	11
Gender issues in small-scale fisheries in the Pacific region.....	12
Discussion	14
WORKING GROUP DISCUSSIONS	14
Arrangements	14
Session 1: Responsible fisheries and sustainable development.....	15
Session 2: Ensuring an enabling environment and supporting implementation.....	17
WORKSHOP CONCLUSIONS AND WAY FORWARD	19

APPENDIXES

APPENDIX 1 – List of participants	23
APPENDIX 2 – Workshop agenda	27
APPENDIX 3 – List of working group participants	28
APPENDIX 4 - Opening remarks and welcome by Mike Batty, Director of Fisheries, Aquaculture and Marine Ecosystems Division, Secretariat of the Pacific Community	29
APPENDIX 5 - Opening statement by Masanami Izumi, Fishery Officer, FAO Subregional Office for the Pacific Islands.....	31

ABBREVIATIONS AND ACRONYMS

CCA	climate change adaptation
CEAFM	community-based ecosystem approach to fisheries management
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
Code	Code of Conduct for Responsible Fisheries
COFI	Committee on Fisheries (FAO)
CSO	civil-society organization
DRM	disaster risk management
EAF	ecosystem approach to fisheries
EBM	ecosystem-based management
FAD	fish aggregating device
FMM	FAO Multipartner Programme Support Mechanism
GDP	gross domestic product
ICSF	International Collective in Support of Fishworkers
IPC	International Planning Committee for Food Sovereignty
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goal
MEY	maximum economic yield
MOU	memorandum of understanding
NGO	non-governmental organization
NZD	New Zealand dollars
PICTs	Pacific island countries and territories
SAP	FAO Subregional Office for the Pacific Islands
SDF	Sustainable Development Foundation
SMART	Specific, measureable, achievable, relevant and time-bound
SPC	Secretariat of the Pacific Community
SSF	small-scale fishery
UNCSD	United Nations Conference on Sustainable Development
USD	United States dollars
VHF	very high frequency
WFF	World Forum of Fish Harvesters and Fishworkers
WFFP	World Forum of Fisher Peoples

EXECUTIVE SUMMARY

The FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries (SSFs) was held in Noumea, New Caledonia, on 12–14 June 2012. It was jointly organized by FAO and the Secretariat of the Pacific Community (SPC). The Workshop was attended by 38 participants representing governments, the fishing industry and civil-society organizations (CSOs) from 17 countries and territories. The main objective of the Workshop was the sharing of policies and practices in support of SSFs in the region and thereby to contribute to the small-scale fisheries guidelines (“SSF Guidelines”), currently under development by the FAO Secretariat in close collaboration with its partners.

The Workshop stressed the importance of SSFs in the region as a contributor to poverty alleviation, food and nutrition security, and socio-economic development, and that the SSF Guidelines will be an important tool for securing sustainable SSF governance and development. The Workshop recognized that, despite different characteristics, SSFs are deeply rooted in the region as a way of life and a key livelihood provider for communities. The following cross-cutting issues for the region were identified by the Workshop:

- Population growth and climate change impacts, including extreme events, will pose new challenges to the capacity of the SSF sector to provide food and nutrition and income to the region.
- Remoteness and distance pose problems of access to services and markets, of participation in decision-making at the national level and of fisheries management enforcement and monitoring.
- Associations and cooperatives can play a key role in linking local and national levels on SSF-related issues.

The Workshop was organized around plenary presentations on the SSF Guidelines development process, on technical issues (fisheries in the region, gender, data collection, etc.) and discussions. In addition, six working groups discussed thematic areas of the Zero Draft of the International Guidelines for Securing Sustainable Small-scale Fisheries and adopted the following main findings.

Governance of rights, resource management and stewardship:

- Customary right systems are a fundamental part of the fisheries governance system in the region and, in some cases, these rights have been enshrined in legislation to regulate the use and management of the resources.
- The concept of “community” is associated with the livelihood dimension of the fishery, and community rules are still very strong and respected.
- Two-way communication at all levels of governance and between resource users and fisheries administrations is essential to ensure sustainable fisheries management.
- Government has a role to play in providing main infrastructure and in enabling enforcement and compliance with certain obligations (e.g. safety-at-sea equipment).

Social development and gender equality and equity:

- Fishing communities in the Pacific Islands region are well integrated and generally have an equitable role (not marginalized) in society.
- Mechanisms, including at the national and regional level to protect SSFs from external shocks should be explored, promoted and implemented (e.g. insurance, disaster risk management [DRM] and climate change proofing).
- Decision-making is usually dominated by men and, therefore, the role of women and their participation in decision-making should be encouraged and supported.

- The development of financial services that are tailored to the needs of the SSF sector needs to be promoted.

Post-harvest and value chains, decent work and employment:

- In the Pacific Islands region, fishing is a respected and acknowledged profession, not an activity of last resort.
- Fisheries associations, in collaboration with government and regional organizations, should play a proactive role in the commercialization and marketing of fish that must include good food safety measures.
- There is a need to promote a safety and health culture in the capture fisheries sector.
- The elimination of child labour in SSFs is important.
- Further consideration must be given to generational knowledge transfer, given the cultural significance of SSFs in the region.
- SSF stakeholders should enhance post-harvest technology transfer and seek the opening of new markets, preferably local markets.

Policy coherence, institutional coordination and collaboration:

- Policies that protect SSF livelihoods, promote income opportunities and emphasize the socio-economic and cultural importance of SSFs need to be encouraged.
- SSF actors should develop and/or strengthen SSF associations and/or cooperatives to contribute to the sustainable management of the resources and strengthen their voice in decision-making.
- Necessary support and capacity to manage and enforce policies effectively at appropriate levels need to be ensured.
- The SSF Guidelines should make stronger reference to subnational planning processes and legislation.

Research, information and capacity development:

- The important role of associations and bottom up-approaches to information and capacity development needs to be recognized.
- Stakeholders must be proactive to ensure that they are provided with adequate training tailored to their needs.
- It is key to emphasize and promote the use of technology and alternative methods for information dissemination and capacity development, including the use of mobile phones, the Internet, radio, community focal points, posters, dramas, quick dial services, and school curricula.
- The SSF Guidelines should specify the need to create a variety of dissemination channels, including information sharing between non-government stakeholders and the use of training attachments and tutor exchanges.
- Research, information and capacity development should be more prominent in the SSF Guidelines as they are the basis for developing good management and development plans.

Implementation support and monitoring:

- There is a need to develop an efficient system for monitoring the implementation of the SSF Guidelines at the international level that avoids overburdening countries with reporting requirements. Regional organizations could play a role in facilitating this.
- Funding opportunities using the different topics dealt with in the SSF Guidelines as entry points should be explored.

- All stakeholders should be involved in identifying priorities for implementation within the SSF Guidelines and in defining related milestones, time frame and SMART¹ indicators depending on the national context.
- Regional platforms exist (e.g. Island councils, Heads of Governments Forum, Forum Fisheries Committee Ministers Meeting, SPC Head of Fisheries Meeting) and should be exploited to build political support for the SSF Guidelines implementation. The SPC can play a role in this.

The participants felt that the Workshop had constituted an important opportunity to discuss the issue of SSFs in the region among both governments and CSOs. This was much appreciated and it was hoped that the needs of the Pacific Islands countries and territories will continue to be represented at the global level.

¹ Specific, measureable, achievable, relevant and time-bound.

INTRODUCTION

The FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries was held in Noumea, New Caledonia, on 12–14 June 2012. It was jointly organized by FAO and the Secretariat of the Pacific Community (SPC). The Workshop was attended by 38 participants representing governments, the fishing industry and civil-society organizations (CSOs) from 17 countries and territories. Staff from FAO headquarters and the Subregional Office for the Pacific Islands (SAP) and from the SPC participated as resource persons (see list of participants in Appendix 1). French/English simultaneous interpretation was provided.

The Workshop was convened to allow for the sharing of policies and practices in support of small-scale fisheries (SSFs) in the region and, thereby, to contribute to the small-scale fisheries guidelines (“SSF Guidelines”), currently under development by the FAO Secretariat in close collaboration with its partners. Accordingly, the expected outputs of the Workshop were to: compile experiences in the region in support of SSFs; provide comments and suggestions for the overall principles and contents of the SSF Guidelines based on the Zero Draft of the International Guidelines for Securing Sustainable Small-Scale Fisheries; and consider how to bring about effective implementation of the SSF Guidelines in the region. The Workshop agenda is attached as Appendix 2.

OPENING OF THE WORKSHOP

After the opening prayer, the chair of the first day, Mr Ray Tulafono, American Samoa, invited representatives from the SPC and FAO to deliver the opening remarks.

Mr Mike Batty, Director, SPC Fisheries, Aquaculture and Marine Ecosystems Division, delivered the opening remarks on behalf of the Director-General of the SPC, Dr Jimmie Rodgers. He stressed that representatives of fishing associations in the region do not have the opportunity to attend regional meetings as often as government representatives and acknowledged funding support from FAO to enable the presence of CSOs at the consultation. He pointed out that even though much attention is given to the industrial tuna fishery in the Pacific, in fact in 18 of the 22 Pacific island countries and territories (PICTs) that are SPC members, SSFs make a greater contribution to the domestic economy than offshore tuna fishing, in particular with regard to the often undervalued subsistence fishing, which is not well measured in the cash economy. The region also has a high dependence on fish for food. Per capita fish consumption in every PICT is above the global average, and in some of the SPC member countries the figures are among the highest in the world. However, there is a concern with future fish supplies owing to increasing pressure on coastal resources from population growth and other drivers. However, there are large tuna resources that are already harvested by SSFs in many countries with potential future use for food security. Up to 70–80 percent of the population in some PICTs live in the coastal and rural areas and follow a traditional lifestyle. Surveys show that almost every family in coastal villages has someone involved in fishing. Mr Batty welcomed the consultation of the region for the development of the SSF Guidelines as the regional issues are somewhat different compared with other regions. In the Pacific islands, for example, there are few areas suitable for trawling, and the ownership of inshore fisheries resources often rests firmly with local communities in customary practice, in law, or both. Normally, there is no distinction between fishing communities and other communities as in many Pacific islands coastal communities people are fishers and farmers, sometimes in the same day.

Mr Masanami Izumi, Fisheries Officer, SAP, welcomed the participants on behalf of FAO’s Assistant Director-General of the FAO Fisheries and Aquaculture Department, Dr Árni M. Mathiesen, and Dr Vili Fuavao, the FAO Subregional Representative for the Pacific Islands. He expressed appreciation to the SPC for its invaluable assistance in the preparation and organization of the consultation and thanked the Government of the Republic of Korea and its Yeosu Project, which provided resources to organize the event effectively. He then recalled that one of the objectives of the Code of Conduct for

Responsible Fisheries (the Code) approved in 1995 is to improve the contribution of fisheries to food security and poverty alleviation. The FAO vision is to see the contributions of SSFs to sustainable development fully realized, to end the sector's marginalization, to ensure full participation of SSF stakeholders in decision-making, and – in line with the Millennium Development Goals (MDGs) – to end poverty and food insecurity. The new SSF Guidelines will be a significant step in this direction and are expected to consolidate and transmit the wealth of knowledge on SSFs accumulated so far. The mandate to prepare negotiated SSF Guidelines came directly from the FAO Committee on Fisheries (COFI), which based its decision on the ideas put forth by a wide range of stakeholders. Mr Izumi stressed that engaging closely with stakeholders early on and involving them in the process of developing the SSF Guidelines is crucial to ensure that the final product is accepted, respected and applied. He recalled that the process is fully supported by fishers and fish workers worldwide, who have pledged their engagement and commitment through their CSOs and supporters, including the International Collective in Support of Fishworkers (ICSF), the World Forum of Fisher Peoples (WFFP), the World Forum of Fishworkers and Fish Harvesters (WFF), and with the coordinating support of the International Planning Committee for Food Sovereignty (IPC). The process so far has included 4 regional consultations, 16 national consultations, an expert workshop and much discussion time in a wide variety of relevant fora. With these extensive inputs, FAO has meticulously put together an initial Zero Draft of the International Guidelines for Securing Sustainable Small-Scale Fisheries, which will pave the way for more focused discussions and consultations.

Ms Nicole Franz, Fishery Policy Analyst, FAO, recalled that there is a growing international and national recognition of the critical role the SSFs play in food security and poverty alleviation and the well-being of rural fishing communities. The latest estimates indicate that, although large-scale fisheries land more fish in total, SSFs produce greater quantities of fish for direct human consumption. They employ more than 90 percent of the world's estimated 35 million capture fishers and provide jobs associated with fish processing, distribution and marketing for another 85 million people. About half of the people employed in SSFs are women. The SSF Guidelines should complement the Code in particular with regard to social, economic and cultural issues and the Pacific Islands region, with its long history and cultural richness of SSFs, can provide important guidance in the SSF Guideline development process. The consultative workshop for Pacific island countries complements a series of regional consultations held in Africa, the Near East, Asia-Pacific, Latin America and the Caribbean, as well as the Expert Workshop held at FAO in Rome. Ms Franz pointed out that there are also other events and developments to engage in order to bring about change, including the Rio+20 United Nations Conference on Sustainable Development (UNCSD). The overall objective of the consultation was to support the development of the SSF Guidelines by providing inputs and advice, both with regard to good policies and practices in the region and in respect of overall principles and contents. The main outputs of the Workshop were expected to be: (i) a compilation of good policies and practices in the Pacific Islands region in support of SSFs; (ii) comments on overall considerations and general principles, and the title, structure and target audience of the SSF Guidelines; (iii) considerations and suggestions concerning institutional and incentive structures for bringing the SSF Guidelines into effective implementation in the region, including identification of potential constraints, opportunities for support and partnerships; and (iv) recommendations for the next steps in the development process for the SSF Guidelines, including the potential need for further consultations at the national and local levels, and responsibilities of governments and other stakeholders. Ms Franz thanked the SPC, the SAP, the Republic of Korea and the donors of the FAO Multipartner Programme Support Mechanism (FMM) for their support of the Workshop.

After a round of self-introduction by all Workshop participants, the chair announced the suggested chairpersons for the subsequent plenary sessions, which were accepted by consensus:

Day 2 (13 June): Mr Sompert Gereva, Vanuatu

Day 3 (14 June): Mr Monte Depaune, Nauru

OVERVIEW PRESENTATIONS

International guidelines for securing sustainable small-scale fisheries – why, how and what

Ms Nicole Franz provided a description of the SSF Guidelines process including an overview of past events, current status and the way forward and key outcomes of the Workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries that took place on 7–10 February 2012 in Rome.² She recalled the importance of the SSF sector in terms of contribution to food security and poverty alleviation but also as a way of living. While there is still a lack of recognition of the sector's importance in this respect, there have been important steps in improving the situation, including the Global Conference on Securing Sustainable Small-Scale Fisheries³ held in Bangkok in 2008 and the consultation process that led up to the agreement by the Twenty-ninth Session of COFI mandating FAO to develop an international SSF instrument – the SSF Guidelines. After this decision, the consultation process intensified with a strong engagement by the CSO community.⁴ The SSF Guidelines are to be global in focus but with a special focus on developing countries, address both inland and marine fisheries along the entire value chain and focus on poverty alleviation and social and economic development within a perspective of good governance and sustainable resource utilization.

The Workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries held in February 2012 in FAO, Rome, brought together some 30 participants representing a wide spectrum of SSF stakeholders, including CSOs, governments, regional organizations and fisheries bodies, and academia.⁵ Selected Workshop recommendations are summarized below:

- The characterization of SSFs is difficult owing to the wide diversity of the sector. However, criteria can be defined and then specified in the national and local context.
- The SSF Guidelines will be a complement to the Code. Key guiding principles include good governance, human rights and equity. The guidelines should also take economic viability into account and apply the ecosystem approach to fisheries (EAF) as well as holistic and integrated approaches.
- Access should refer to land and aquatic resources, but also to information, legal systems and social services.
- Conventional enforcement systems should possibly be substituted with stewardship regimes in which rights and responsibilities of SSFs come together.
- Holistic approaches are required to ensure social and economic development as poverty is a complex issue and refers not only to income but also to access to education, health and social services, decent working conditions and participation in decision-making. Equity and equality refer to gender aspects but also to issues such as migration and child labour and consideration of vulnerable groups. The links between equity and equality are important for long-term development.

² FAO. 2012. *Report of the FAO Workshop on International Guidelines for Securing Sustainable Small-Scale Fisheries, Rome, 7–10 February 2012*. FAO Fisheries and Aquaculture Report No. 1004. Rome. 44 pp. (also available at www.fao.org/docrep/015/i2719e/i2719e00.pdf).

³ FAO. 2009. *Report of the Global Conference on Small-Scale Fisheries – Securing sustainable small-scale fisheries: Bringing together responsible fisheries and social development. Bangkok, Thailand, 13–17 October 2008; Rapport de la Conférence mondiale sur les pêches artisanales – Pour une pêche artisanale durable: Associer la pêche responsable au développement social. Bangkok, Thaïlande, 13-17 octobre 2008; Informe de la Conferencia Mundial sobre la Pesca en Pequeña Escala – Garantizar la pesca en pequeña escala: Pesca responsable y desarrollo social unidos. Bangkok, Tailandia, 13-17 de octubre de 2008*. FAO Fisheries and Aquaculture Report/FAO Rapport sur les pêches et l'aquaculture/FAO Informe de Pesca y Acuicultura No. 911. Rome/Roma. 189 pp.

⁴ Reports from consultation meetings can be found at <http://sites.google.com/site/smallscalefisheries/> and www.fao.org/fishery/ssf/meetings/selected-events/en

⁵ See note 2.

- Disaster risk management (DRM) and climate change adaptation (CCA) are cross-cutting issues with implications for all thematic areas that the SSF Guidelines deal with.
- Research, information and capacity also need to be considered as cross-cutting issues in the SSF Guidelines. Information is often equal to power, and it needs not only to be available but also accessible to communities.
- Policy coherence and institutional coordination are important to support the development of the SSF sector. The needs of SSF communities should be integrated into national development plans and strategies.
- The SSF Guidelines will only become effective if implemented. The visibility of SSFs needs to be enhanced to receive political and financial support.

In June 2012, just prior to the FAO/SPC Pacific islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries, a Zero Draft of the International Guidelines for Securing Sustainable Small-scale Fisheries was published to inform further consultations. The next steps include the presentation of a progress report on the SSF Guidelines development process to the Thirtieth Session of COFI⁶ and the continuation of the solicitation of stakeholder inputs until January 2013. In April 2013, Draft Guidelines will become available to inform the formal negotiations in the form of an FAO Technical Consultation scheduled for May 2013. The outcome of that Technical Consultation will be presented to the Thirty-first Session of COFI in 2014 for approval.

Main findings of the FAO/SPC Workshop on Priority Adaptations to Climate Change for Fisheries and Aquaculture

Ms Florence Poulain, Fisheries and Aquaculture Officer, FAO, reported on key messages and outcomes of relevance to SSFs from the FAO/SPC Workshop on Priority Adaptations to Climate Change for Pacific Fisheries and Aquaculture,⁷ which took place in Noumea, New Caledonia, from 5 to 8 June 2012 and was attended by senior fisheries officers, national focal points for climate change and DRM from 15 PICTs, NGOs and resource partners. The objective of the Workshop was to use the information from the SPC's recent vulnerability assessment of climate change implications for fisheries in the region to identify priority adaptation actions and policies to address climate change.

Rapid population growth in the region means that the catches of fish and shellfish from coral reefs and other coastal habitats will not be able to supply the 35 kg of fish per person per year recommended by the SPC Public Health Department. By 2035, a gap is expected to emerge between the fish needed for the food and nutrition security of the region and the quantity of fish and shellfish available from coastal fisheries, owing to the combined effects of population growth and climate change. According to the SPC, the majority of the gap would need to be filled by diversifying coastal fisheries to make larger catches of nearshore pelagic species and to some extent developing freshwater aquaculture. Practical management measures to help minimize the gap and increase supplies of fish include win-win adaptation measures that provide both long-term and short-term benefits, such as: the management and restoration of vegetation cover in catchments to improve the resilience of coral reef, mangrove and seagrass habitats; sustained production of fish stocks using community-based ecosystem approaches to fisheries management (CEAFM); increased access to tuna for coastal communities by installing anchored inshore fish aggregating devices (FADs); improved post-harvest methods; and moratoriums to rebuild sea cucumber fisheries. Suggested supporting policies recommended by the SPC include:

⁶ FAO. 2012. *Update on the Development of International Guidelines for Securing Sustainable Small-Scale Fisheries*. (available at www.fao.org/cofi/24008-0c5031a8f865bdf0baac62c1aac1a031b.pdf)

⁷ Meeting outcomes available at: www.spc.int/DigitalLibrary/Doc/FAME/Meetings/12_SPC_FAO_climate_workshop_outcomes.pdf

- Strengthen governance of agriculture, forestry and mining practices to prevent soil loss and pollution, to safeguard fish habitats and water quality.
- Apply the Code and other good management practices.
- Restrict export of reef fish to retain them for national food security (does not apply to deepwater snapper).
- Increase access to tuna from national catches for direct domestic food security by reducing allocations to industrial fleets.

Key investment areas were also identified, including the replanting of catchments to trap sediment and maintain riparian (stream-side) buffer zones, the implementation of CEAFM, surveys of best sites for installing inshore FADs, programmes to install and maintain FADs, the evaluation of merits of microcredit schemes to develop fisheries around FADs, the expansion of pond aquaculture and the upscaling of post-harvest processing.

It was concluded that win–win adaptations are available to reduce risks and capitalize on opportunities but that supporting policies and investments are needed. Integrating (fisheries) adaptations, policies and investments into national strategies and action plans for climate change, including community-based actions supported by partners, would support this.

Sustainable small-scale fisheries: experiences from Thailand

Ms Ravadee Prasertcharoensuk, animation member of the ICSF and Director of the Sustainable Development Foundation (SDF), Thailand, reported on the ICSF engagement in the SSF Guidelines development in collaboration with the WFFP, the WFF and the IPC. The ICSF supports its members to organize bottom-up national and regional consultations on the SSF Guidelines to identify emerging issues from different country and regional contexts and to ensure that these are considered in the development of the SSF Guidelines. So far, 14 consultations have been organized in Brazil, Costa Rica, El Salvador, Honduras, India, Nicaragua, Panama, Pakistan, the Philippines, Senegal, Sri Lanka, South Africa, Thailand and Uganda. In addition, subregional workshops have been conducted in Indonesia and Senegal.

Ms Prasertcharoensuk shared major findings from the consultations in Thailand. Participants of the consultations in Thailand included fishworker associations, representatives of women fishworker organizations, NGOs, academia, policy-makers, researchers and representatives of multilateral organizations. Small-scale fisheries communities in Thailand often suffer from vulnerable living and working conditions owing to insecure land and fishery resource rights, inadequate social safety nets, vulnerability to natural disasters and climate change, and exclusion from wider development processes related to weak organizational structures and participation in decision-making. Small-scale producers, processors and marketers face constraints from globalization and expanding trade in fishery products, such as inadequate access to markets and financial services, limited capacity to make better use of catches and to meet increasingly demanding sanitary export requirements. This situation is aggravated by fishery resource declines, coastal habitat loss and user conflicts, both within and outside the fishery sector.

Therefore, long-term policy and management objectives should aim to reduce uncertainties to enable efficient comanagement arrangements that generate sustainable benefits for all stakeholders. In addition, economic diversification is vital for reducing the pressure on limited fishery resources, sustaining livelihoods and reducing vulnerability and poverty. Access and use rights also need to be considered within a wider development context. Livelihood priorities of SSF communities include access to clean water, basic health, education services and social safety measures, and better stewardship of fishery resources is often secondary to meeting these immediate needs. In Thailand, there is major concern about the loss of access to traditional fishing areas, including through the establishment of protected areas, tourism, and development of aquaculture and infrastructure. Concern was also expressed about management policies that favour large-scale production. Specific reference

was made during the national consultations to the various instances where individual transferable quota schemes negatively affected small-scale fishers and there was a call to observe the provisions of Article 6.18 of the Code.⁸ Customary access rights and entitlements do not always apply equitably to women. Thus, long-held traditional practices may have to be changed in order to remove gender discrimination.

The consultations in Thailand also noted the need to address fishery governance in the context of broader governance principles – consultation, participation, transparency and accountability – to ensure that stakeholders are informed and policies and measures are understood and supported. In the process of establishing institutions that promote good governance, the roles of the different actors need to be defined. For example, governments should create an enabling environment and delegate power of policy implementation to local stakeholders. Sustainable local management of SSF resources requires legal endorsement of decentralized and shared management systems. Therefore, legislation and policies should: support the empowerment of fisherfolk and their organizations to participate in the formulation of by-laws and regulations; provide legal recognition of local institutions and structures; facilitate the devolution of enforcement authority to community structures; ensure legal protection of landing sites and delineated fishing grounds; and establish legal recognition of the role of women and other shore-based workers. The consultations identified ecosystem-based management (EBM) as a valid tool for conservation and management if participatory procedures are respected.

The adoption of a human rights approach to improving the life and livelihood of fishing communities should be seen as an obligation as it provides a basis for citizens to hold governments accountable. The implementation of this approach requires strengthening the capacity of communities to be aware of and exercise their rights effectively and also of duty-bearers to fulfil their human rights obligations.

Ms Prasertcharoensuk concluded that the ICSF would be interested in developing formal links with small-scale fisher organizations as well as CSOs working with coastal communities in the Pacific Islands region.

International instruments relevant to small-scale fisheries

Mr Carlos Fuentevilla, Junior Professional Officer, FAO, delivered a presentation on relevant international instruments for the SSF Guidelines that had been prepared by Ms Margret Vidar of the FAO Legal Office. While there is a long list of relevant instruments, some of the most important ones are the Code, the Universal Declaration of Human Rights, United Nations Declaration on the Rights of Indigenous Peoples and the Voluntary Guidelines on the Progressive Realization of the Right to Adequate Food in the Context of National Food Security (the Right to Food Guidelines). The Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Contexts of National Food Security, recently negotiated through the Committee on World Food Security, also have important links to SSFs and the SSF Guidelines (see also Box 1).

⁸ Article 6.18 of the Code states: 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 fishworkers, 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 jurisdiction.

Box 1**Key international instruments relevant to small-scale fisheries**

- International Covenant on Civil and Political Rights
- International Covenant on Economic, Social and Cultural Rights
- International Convention on the Elimination of All Forms of Racial Discrimination
- Convention on the Elimination of All Forms of Discrimination against Women
- Beijing Declaration and Beijing Platform for Action (1995)
- Convention on the Rights of the Child
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
- Declaration on the Right to Development
- ILO Declaration on Fundamental Principles and Rights at Work; and Work in Fishing Convention, many other conventions relating to above Covenants
- ILO Convention 169 on Indigenous and Tribal Peoples
- Rio Declaration on Environment and Development and Agenda 21
- International Strategy for Disaster Reduction, and the Hyogo Framework
- United Nations Framework Convention on Climate Change
- The World Summit on Sustainable Development, and the Johannesburg Plan of Action
- United Nations Convention on the Law of the Sea
- UN Fish Stocks Agreement

The Code is relevant in most or even all parts to SSFs. It makes specific references to SSFs in several places, including in particular in Article 6.18 that states that the contributions of small-scale fisheries to employment, income and food security should be recognised and that the rights of fishers and fishworkers should be protected, particularly those engaged in subsistence, small-scale and artisanal fisheries.

The Universal Declaration of Human Rights declares a number of key civil, cultural, economic, political and social rights. A human-rights-based approach to development was agreed upon as a comprehensive approach to be mainstreamed throughout the entire UN system. The declaration and other human rights instruments are the basis for a human-rights-based approach, which in FAO are often listed as the acronymic PANTHER: participation, accountability, non-discrimination, transparency, human dignity, empowerment, and rule of law (recourse). Interpreted in the context of SSFs, this could mean, for example:

- Stakeholder and SSF representation in fisheries management bodies;
- Devolution of fisheries management to local communities;
- Fisheries legislation with clear provisions on institutional roles and responsibilities of different actors;
- Breaches of fisheries law are punished and deterred;
- Fisheries legislation pays special attention to indigenous groups, women, minorities, protection of children;
- Clarity and communication of fisheries management measures, including consideration for traditional fishers and differentiation between small-scale and large-scale fishing;
- Quota and other fishing rights allocations are published;
- Fisheries enforcement measures respect human dignity;
- Fishworkers and fishers have dignified conditions of work;
- Small-scale fishers know their human and fishing rights and how to claim them;

- Small-scale fishers have access to general and specific education to help them improve their livelihoods;
- Decisions on fisheries are taken in accordance with law and on the basis of legal authority;
- Information about recourse is easily accessible to all, including small-scale fishers;
- Special measures for access to justice for small-scale fishers.

The Vienna Declaration on Human Rights – the key outcome of the World Conference on Human Rights held by the UN in Vienna, Austria, in 1993 – reaffirmed the interdependence of democracy, economic development and human rights, which means that one does not look at any human right in isolation from others. The declaration states that all human rights are indivisible and interdependent and interrelated.

The UN Declaration on the Rights of Indigenous People contains important provisions for: self-determination; development “with identity”; free, prior and informed consent; rights to land and natural resources; cultural rights; and collective rights.

The right to food (according to the International Covenant on Economic, Social and Cultural Rights) recognizes the right to adequate food (as part of the right of everyone to an adequate standard of living) and also the fundamental right of everyone to be free from hunger. The Right to Food Guidelines⁹ include provisions that are directly relevant to SSFs, including the following issues and topics:

- Inclusiveness and non-discrimination;
- Fair return from labour, capital and management;
- Wmen, vulnerable groups, traditionally disadvantaged;
- Small-scale and traditional fishers;
- Respect and protect resource access, especially for livelihoods;
- Economic opportunities for vulnerable groups;
- Sustainable management of fisheries.

The SSF Guidelines need to take these and other already existing provisions into consideration. It will be important to build on the existing frameworks and apply the general provisions in these instruments to the specific context and needs of coastal and inland fishing communities.

Overview of small-scale fisheries in the Pacific Islands region

Dr Tim Adams, Nauru Fisheries and Marine Resource Authority, provided an overview of SSFs in the Pacific Islands region for discussion in the Workshop. He suggested that SSFs in the Pacific Islands region may differ from the global average in the following ways:

- Artisanal fishing rights and customary or community marine tenure are more common than in most other regions.
- Pacific islanders who fish form the majority of the population in many Pacific islands, and most Pacific islanders (outside of the Papua New Guinea highlands) live near the coast. The sea, and its uses, pervade the entire national culture of many Pacific small-island States.
- Fisheries are not usually the “livelihood of last resort” for the poorest of the poor, but often an inherited specialty, carrying rights.
- Freshwater fisheries are not particularly significant in the region (with the exception of Papua New Guinea).

⁹ Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security, adopted by FAO Council in 2004.

- Since the vast majority of Pacific small-islanders dwell on the coast with access to fresh fish, there are less comprehensive national processing, distribution and trade networks than in continental regions, and a much smaller proportion of the people involved in SSFs fall into the category of “fishworker” as defined in the Annex of the Zero Draft of the SSF Guidelines. Small-scale fisheries producing products for export are a notable exception.
- Although it is difficult to generalize, fishery resources available to small-scale fishers in many Pacific islands generally seem to be less overexploited than as is reported from other regions. This is probably as a consequence of both isolation from export markets and large population centres, and traditions of marine tenure and custodianship.
- Pacific islands SSFs are notably multispecies in nature, usually with more than a hundred finfish species and dozens of invertebrate species regularly being marketed or consumed. Very little is wasted, and nothing is discarded unless it is a species known to be totally unfit for consumption.
- Owing to the lack of shallow slopes and continental shelves (with the exception of Papua New Guinea), there is a marked distinction between coastal and oceanic fisheries. Benthic trawling is not possible around most Pacific islands, and coastal fisheries are overwhelmingly coral-associated fisheries and pelagic fish that can be caught close to reefs.
- On many islands, particularly unurbanized islands, the value of the subsistence fishery is larger than the value of the local commercial fishery, with many fishers catching fish both for consumption and for sale. Traditionally, there is little incentive to earn more money than is necessary to satisfy immediate needs, and any obvious surplus is normally shared with the rest of the community.
- In many islands, oceanic resources (principally tuna) are available in relatively close proximity to shore and, thus, it is often feasible for fishers to switch their effort from more vulnerable reef resources to much more abundant oceanic resources.
- There are few transboundary issues in Pacific island SSFs that involve international law. The only shared coastal boundaries in the SPC region are between Papua New Guinea and Indonesia. However, transboundary considerations can be extremely important at the local level. Marine rights ownership or traditional area tenure is highly codified in some Pacific island nations.
- Considering all fisheries combined (large-scale and small-scale), the Pacific Islands region produces far more fish than it consumes, by a factor of at least 10 to 1. The exports are almost entirely tuna from industrial fisheries, and the local consumption is almost entirely produced by SSFs, but there is considerable potential for assuring future food-security in changing the balance of this equation.

Several estimates have been made of the total volume of Pacific islands small-scale and large-scale fisheries over the years. In 1996, an SPC review stated: “The total coastal fisheries production from the region amounts to just over 100,000 tonnes per year, worth a nominal 262 million USD [*in terms of landed value at market prices in Pacific islands economies*]. About 80% of this production is from subsistence fishing” (and is often inadequately quantified). The industrial fishery in the Pacific Islands region in 1996 is estimated to have produced about 956 000 tonnes of skipjack, yellowfin, bigeye and albacore tuna with a total landed value of about USD750 million. More recent estimates suggest that there has been little change in the volume and value of artisanal fisheries production, but the volume and value of the industrial tuna fishery has increased dramatically. Despite this industrial increase, the local value of locally based large-scale (overwhelmingly tuna) fisheries was estimated to still be at least 30 percent less than the contribution of SSFs to the economies of Pacific islands, as most of the value of the tuna catch from the region accrues to foreign vessels. In terms of direct economic benefit to Pacific island States and territories, large-scale tuna fisheries still lag behind SSFs.

In terms of employment, or individual livelihoods made from fishing, it is difficult to find comparable national figures across the region, but in most of the Pacific islands where surveys have been made subsistence fishing is much more important than small-scale commercial fishing, and the great majority of the formal fisheries employment is in large-scale (tuna) fisheries.

Community-based management has been extensively promoted in cases where such traditions are not already strong. The Governments of small-island developing States have recognized that they are currently ill-equipped to manage small-scale reef and lagoon fisheries with their myriad landing points and hundreds of species, and sustainable management is only likely to be effective if a degree of responsibility is decentralized to local communities.

Depending on the strength of traditional mechanisms, this devolution may be readily accomplished, or may require careful cultivation and support. However, there has been a notable resurgence in community-based SSF management in a number of areas in recent years, following a general decline in the latter decades of the twentieth century. In much of Pacific island society, fishing is a respected livelihood. However, where tradition has broken down, issues may arise. Urbanization, and the drift of young people from rural areas to the town in the hope of advancement, creates problems in fisheries – both for the community that originally owned the fishing rights at the site of the town, and for the new arrivals who must negotiate for the right to fish, if that is the only way they can feed themselves. In addition, high population densities often create problems for fishery resources themselves.

Fishing for answers – experiences from the region

Mr Poroaiti Arokapiti, Cook Islands Fishing Association, provided an overview of small-scale fisheries in the Cook Islands. The Ministry for Marine Resources is mandated to look after the interests of the population in relation to all marine resources activities and developments. The Ministry is committed to sustainability. Fishing is the second-largest contributor to economic growth in the Cook Islands, after tourism, with an average annual contribution of about NZD20 million (about USD15.5 million). The contribution to this by SSFs and game fishing was estimated to be NZD5.5 million (about USD4.25 million) in 2011. Three major fisheries are operating in the Cook Islands, the longline fisheries, subsistence and artisanal fishing throughout all the islands and exclusive fisheries such as bonefishing, and game fishing in the tourist islands. Local fishers have been complaining about decreasing catch, and a study was conducted and identified the presence of foreign boats and climate change as the main causes for this. The Cook Islands Fishing Association aims to work with the Ministry to continue to deploy FADs throughout the islands to support SSFs. Other desirable measures are to manage the numbers of foreign fishing licences at a sustainable level and to exclude purse seining in the exclusive economic zones. In terms of post-harvest issues, efforts are needed to improve storage and fishing techniques and activities that add value to the final product. The improvement of safety at sea is another major area for investment identified by the association.

Regional artisanal data collection

Mr Michael Sharp, SPC, stressed that SSFs make a significant contribution to gross domestic product (GDP) in Pacific island countries and territories. Therefore, collecting data on these fisheries is important for quantifying their contribution to livelihoods, food security, employment, GDP and terms of trade, culture, recreation and tourism; but also for quantifying the value of FADs and for domestic and regional management purposes. Better management needs to be informed by different types of data:

- Scientific: annual catch and effort of tuna and other pelagic fish, interaction between commercial and artisanal fisheries, effect of FADs;
- Economic: value of the contribution of the artisanal fishery to GDP, profitability, optimum level of effort to maximize economic benefits, financial returns from FADs;
- Socio-economic: contribution in terms of food security, employment and livelihoods; effectiveness of FADs in achieving their socio-economic objectives.

The SPC artisanal tuna data collection programme aims to make total catch estimates for small-scale fishing vessels that target tuna and other pelagic species. Secondary objectives are to monitor length frequencies and economic data for more informed fisheries management.

Data are collected at the trip level by a combination of: logbook forms (catch and effort data); fishing activity log (number of trips to estimate logbook coverage and total fishing effort); length frequency sampling; and economic sampling (vessel cost data). The programme is a work in progress and current issues with the data collection forms are:

- Fishing event: the logbook form is set up to capture one “fishing event”. A fishing event is a period in which a vessel uses one type of fishing gear in one fishing area. A new form should be started when a new or an additional fishing event is started. This is an important consideration in the artisanal fishery as vessels often switch gear during the trip.
- Fishing activity form: a key form as it indicates the total number of trips that occur at a given location in a given period. Logbooks only indicate the catch for one trip, so the fishing activity log helps to gauge the logsheet coverage. It can be difficult to implement this form, especially if it is aiming to capture 100 percent of trips and in consideration of the geographic disparity of landing sites in the Pacific. The ability to do this will depend on local conditions, number of boats, number of fishery officers/budget/etc.
- The final use of the fish: the logsheet form does not capture the final use of fish (sale, consumption, price, etc.) as this is not known at the point of unloading. Market survey data are needed to capture this information and a new market survey manual is being developed by the SPC.
- Vessel economic data: do not collect fixed costs (overheads) that are incurred by SSFs. The objective is to collect cost data at the trip level to identify trends over time and the impact that FADs have on cost per unit of effort. Excluding fixed costs does affect the ability to use economics as a fishery management tool (i.e. in calculating maximum economic yield [MEY]).

The same forms can be used to collect data from other vessel-based fisheries. Using the same form across different fisheries will make data management and collection methodology easier for fisheries managers (e.g. deep-water snapper fishery, sports fishing vessels). The data management system is based on the Industrial Fisheries Database – TUFMAN and is an MS Access database that can be installed in an independent office. AusAID is providing funding for 2012 to 2015 that includes positions and equipment, national data workshops, a regional artisanal data workshop (2013) and the development of an artisanal tuna data collection manual (a first draft is available).

Japan International Cooperation Agency and fisheries-related assistance in the Pacific

Mr Kazuo Udagawa, Japan International Cooperation Agency (JICA) Coastal Community Based Resource Management Advisor, provided an overview of the fisheries-related assistance by JICA in the Pacific. He recalled the Sixth Pacific Island Leaders Meeting that took place in May 2012 and that produced the Okinawa Kizuna Declaration with five focus areas:

- Response to natural disasters;
- Environment and climate change;
- Sustainable development and human security;
- People-to-people exchange;
- Maritime issues.

The leaders reaffirmed the importance of maximizing and securing the long-term flow of benefits from the region’s fisheries resources through conservation and sustainable management initiatives. The leaders also welcomed fisheries-related development cooperation provided by Japan. In the context of maritime issues, the leaders acknowledged the importance of promoting maritime cooperation in areas such as marine environment, maritime security, maritime safety, maritime surveillance, marine scientific research and observations and sustainable fisheries management to promote economic growth and to improve livelihood and food security.

Mr Udagawa explained that the JICA Fisheries Assistance Strategy has three main objectives:

- Ensure the stable supply of food to local people;
- Eliminate malnutrition by providing valuable nutrition;
- Reduce poverty by providing a livelihood to the poor.

Appropriate conservation and management of fisheries resources are prerequisites to achieving these objectives and key to the development of fishing villages based on the sustainable utilization of these resources. By adopting a programme approach in the Pacific region, it is expected to realize effective assistance with limited inputs and to respond to the needs of small island States in the region. The strategic implementation of various assistance activities in the region aims to identify important areas for assistance and to concentrate resources, to strengthen the cooperation and coordination among activities and regional/international organizations and other donors to achieve mutual complementarities, to share outputs (experience, knowledge, lessons learned), disseminate good practices and ensure long-term commitment and consistent dialogue with recipient countries. Overall, the objective of the regional programme in the Pacific is that the livelihood of rural coastal communities of the Pacific region will be improved and sustained through optimal and responsible use of coastal aquatic resources.

JICA adopts a two-pronged approach by assisting both peoples' initiatives and fishery authority's supportive actions on sustainable use of coastal aquatic resources. The interventions contribute to the reduction of rural disparity and promote preferential support to the communities in the outer islands/atolls and other remote rural areas. Holistic assistance for coastal communities means to include non-fishery activities that contribute to the sustainable livelihoods of coastal communities. Current fisheries related activities in the Pacific are as follows:

- Vanuatu (Grace of the Sea Project Phase 2);
- Palau (Strengthening of Coral Reef Monitoring Ability);
- Tonga (Coastal Resource Management);
- Fiji (Milkfish Culture Project and Sustainable Rural Development and Governance on Gau Island).

In addition, there are a number of experts, volunteers, and senior volunteers working in the field of fisheries and fisheries management. JICA's Fisheries Related Training Courses are conducted in various institutions in Japan, including Fisheries Extension Officer Training Course for Island Countries (New: Pacific and Caribbean Islands), Planning of Fisheries Community Development, Capacity Building of Local Government to Develop and Guide Fishers' Organizations for the Realization of Sustainable Regional Fishery, Stock Management and Enhancement in the Sea, Coastal Fishing Technique for Sustainable Resource Use, Gender Mainstreaming in Fishing Community Development).

Gender issues in small-scale fisheries in the Pacific region

Ms Aliti Vunisea, Gender Expert, SPC, presented on the challenges of finding entry points for strategic engagement of women and men. "Community participatory approaches" that ensure the participation of all members of the community, including women, usually do not consider the cultural and social barriers that women face. These barriers may include, for example, ownership and access to land and fishing areas, which might prevent women's involvement because of lack of ownership rights. Governance structures in Pacific island countries vary and there are different areas of male and female participation. Small-scale fisheries include the informal sector in which women have major participation to ensure better acknowledgement of women's work. There is a need for a more holistic definition of SSFs that considers:

- Support activities provided by women in all forms of SSFs;
- Pre-harvest, post-harvest processing, packaging and all forms of value-added activities;
- All forms of selling and marketing, considering cultural and social barriers;
- Distribution systems and distribution points and the related challenges of transportation/preservation;
- Community-based fisheries management initiatives;
- Indirect impacts/factors affecting fisheries;
- Institutional set-ups at the community level.

Ms Vunisea emphasized the need to assess what has changed since the Fourth World Conference on Women held in Beijing in 1995, 20 years after the United Nations Conference on Environment and Development held in Rio in 1992 and with the ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) by the majority of Pacific island countries. Progress made with regard to women in fisheries and other related sectors in the last decade needs to be identified and recorded, and lessons learned from these experiences used to plan the future of women in SSFs. Some of these changes include women being increasingly engaged in fishing activities traditionally undertaken by men, for example diving for sea cucumbers, fishing from powered boats and participation in offshore fishing. Women have access to and own boats and other improved fishing technology. Some of these changes have a potentially negative impact on women's health. For example, the shift in focus from subsistence fishing to fishing for marketing purposes has resulted in longer fishing hours, extra workloads and double work burdens on existing domestic and fishing chores. Most women fishers in the rural communities now have access to markets, commute between rural and urban centres regularly, and have access to the Internet and other modern amenities – which results in a total change in lifestyle. However, despite the shift in fishing patterns and priorities, there has been a lack of financial and credit mechanisms to meet the emerging demands.

Women have used coastal resources for generations and have developed a wealth of knowledge and skills that have been perfected over time. Acknowledgement and documentation of this knowledge is necessary when considering adaptive strategies, alternative livelihoods, and in introducing new fisheries development initiatives. It also needs to be noted that the depletion of resources, lack of alternative sources of livelihood, migration, population displacement, coastal development and tourism, environmental degradation, conflicts and climate change affect men and women differently. Therefore, adaptation mechanisms need to be gender-sensitive to take these different gender impacts into account.

Post-harvest activities including processing and marketing have the highest potential for improving the situation of women if appropriate training can be provided. Entry points for the inclusion of women in decision-making are appropriate legislation and policies at all levels of leadership. Ways forward for arriving at better gender integration include the systematic collection and analysis of gender-segregated data on participation in income generation, fishing participation, distribution and marketing. The data collected can be a basis for future planning of commercial SSF ventures. Social indicators to measure poverty reduction and the social contribution of SSFs also need to be developed. These indicators will not only measure fisheries progress but will monitor gender progress in the sector. Strategic financing mechanisms and related training in finance, budgeting, capital handling and cash flow will enhance gender participation in SSFs. There also should be consideration for inclusion of gender-sensitive knowledge management and communication and the inclusion of women as trainers in the field of SSFs. Fundamental in all these is the involvement of women at the planning and development stage of projects.

Mrs Vunisea pointed out that gender issues are sufficiently addressed in the Zero Draft, which has identified areas of intervention and interest and promotes positive discrimination of women to enhance their role in households and communities. As a progressive document, the SSF Guidelines have the

potential to raise the bar on gender issues in SSFs. The challenge remains in the development of innovative implementation mechanisms to enhance gender participation.

Discussion

In the discussions following these presentations, a number of issues were raised:

- In relation to the possibility of tuna fisheries to fill the likely future supply gap created by population growth, climate change impacts and overfishing in the region, it was noted that the remote location of many islands poses a challenge to small coastal fishers to access the resources and that it may be more efficient to use zoning with access rights for purse-seine fleets that generate important revenues. Domestic marketing was also perceived as a major challenge, both in terms of distribution infrastructure and price affordability. Aquaculture was perceived as a more viable option to boost local supplies.
- The geographical features of the Pacific Islands region also have a major impact on fisheries management possibilities. Available patrol boats are unable to guarantee appropriate levels of monitoring, control and surveillance. Existing co-management and decentralization efforts for fisheries management are often challenged by the difficulties to bring stakeholders together, even though modern information and communication technology allows improvements (e.g. remote access to databases). The need to always feed back study and research results to the fishing communities was stressed repeatedly.
- Several participants pointed out that any SSF sector intervention should also consider the development of alternative employment opportunities, including for example ecotourism. These measures need to go beyond project interventions and be upscaled at the policy level.
- There was agreement that, traditionally, SSF management discussions in the past had a focus on production issues. The transition to a human-rights-based approach automatically broadens the topic base by including a certain set of universal rights and allows, therefore, for more comprehensive and integrated development strategies. Information about the SSF Guidelines development process needs to be disseminated appropriately to governments and the private sector to allow them to engage and, through this engagement, be empowered. Participants also urged that the process be brought to the attention of the highest levels, at the national and regional level.
- Participants also stressed the need to ensure that the voices of the primary stakeholders, through CSOs, find their way into the SSF Guidelines. Appropriate funding is necessary to enable associations to form and to engage constructively in dialogue, both to represent the livelihood aspects and the commercial interests of the SSF sector. The participation of governments, fishing community representatives and research in the regional consultation was very much appreciated. The FAO Secretariat informed that the Thirtieth Session of COFI would discuss the modalities of participation of CSOs in the technical consultation that will prepare the text of the SSF Guidelines for adoption by COFI in 2014.

WORKING GROUP DISCUSSIONS

Arrangements

Mr Carlos Fuentevilla explained the terms of reference for the working groups. The purpose of the working groups was to compile experiences of good policies and practices in the region in support of SSFs and to provide other comments and suggestions as inputs into the SSF Guidelines development (with regard to overall principles, thematic coverage, etc).

Each group was led by an FAO and SPC facilitator, while a rapporteur ensured that the discussions were documented. The groups were given a brief introduction to the topic by the facilitators at the beginning of the sessions. The FAO Zero Draft on International Guidelines for Securing Sustainable Small-scale Fisheries was provided to the groups and the relevant parts of this document served as a starting point for the discussions.¹⁰ This document contains a discussion on the general considerations and various principles that the SSF Guidelines could be based on. It also gives an overview of different thematic areas – based on the consultations carried out so far and other related activities – that have been proposed to be covered by the SSF Guidelines. After each session, the working groups reported back to plenary, and time was allocated after each presentation for comments and discussions. The summaries of the working group outcomes presented below also take account of comments and additional information made available in these plenary discussions.

There were six different working groups, divided into two sessions, covering the following topics:

- Session 1: Responsible fisheries and sustainable development
 - Group 1.1: Governance of rights, resource management and stewardship
 - Group 1.2: Social development and gender equality and equity
 - Group 1.3: Post-harvest and value chains, decent work and employment
- Session 2: Ensuring an enabling environment and supporting implementation
 - Group 2.1: Policy coherence, institutional coordination and collaboration
 - Group 2.2: Research, information and capacity development
 - Group 2.3: Implementation support and monitoring

Session 1: Responsible fisheries and sustainable development

Group 1.1: Governance of rights, resource management and stewardship

Facilitators and rapporteurs: Nicole Franz, FAO; Ian Betram, SPC; Etuati Ropeti, SPC

Presenter: Naitilima Tupou

The group identified a number of best practices in relation to the governance of rights, resource management and stewardship. It was noted that customary right systems in the Pacific Islands region still provide strong and respected rules and that the concept of “community” is associated with the livelihood dimension of the fishery. People are born into the rights as member of a village or a community and these rights have been enshrined in legislation in some cases to use and manage the resources. Governments can implement management only by engaging communities as a vehicle. It was also stressed that in the region there is already a lot of attention given to the CEAFM.

On the issue of government financial transfers, a good practice is that communities provide data to fisheries authorities in return for government support. This is in some cases also a potential mechanism to access capital and an attempt to develop “champions” that encourage the sustainable use of the resource.

The group also identified a number of gaps that need to be addressed. One of the gaps relates to appropriate communication. The dissemination of information to all relevant stakeholders is not always guaranteed, and there is sometimes a lack of flow of information to explain decisions. Relevant stakeholders may need to be educated to understand better the regional and international context in which fisheries administrations take decisions (e.g. compliance with obligations). It was also noted that in some cases there is potential conflict between government resource assessments and community perception of the status of the resource, which can constitute a potential hindrance for implementing management measures. It was also discussed that assigning “exclusive” rights to

¹⁰ Available at ftp://ftp.fao.org/FI/DOCUMENT/ssf/SSF_guidelines/ZeroDraftSSFGuidelines_MAY2012.pdf

communities may open new conflict with other external users, and that in some cases there is an issue of equity with customary rights even within communities. With regard to government financial transfers, communities may tend to have an attitude to expect government support. The group felt that there is a need to develop more of a “business” culture that is less reliant on public assistance. Another issue discussed relates to potential compatibility issues between traditions and proposed overarching principles for the SSF Guidelines (e.g. the existence of “taboo” fish that can only be consumed by chiefs [men] may be challenged by the human right to equal treatment of men and women).

A key recommendation of the group was to develop capacities of fisher and community organizations in a sustainable manner and not to limit these to ad hoc project interventions. In addition, cross-sectoral advisory bodies to inform policy-makers (new impetus also from DRM/CCA discussions) should be established as, to date, intersectoral collaboration only occurs if a problem arises and there are no institutionalized mechanisms. It was suggested that government has to play a role in providing infrastructure and needs to support fishers to comply with certain obligations, e.g. safety equipment that fishers cannot afford by themselves. If training is provided, it is important to target the appropriate participants to ensure impact.

Group 1.2: Social development and gender equality and equity

Facilitators and rapporteurs: Florence Poulain, FAO; Michael Sharp, SPC

Presenter: Joyce Samuelu Ah Leong

The group noted that there was a constraint in the discussion on social issues as participants in the working group usual focus on fisheries management issues. However, it was agreed that fishing communities in the Pacific are integrated and generally have an equitable role in society. Fishers are both full-time and part-time fishers in the Pacific region. Complementary (or alternative) income sources are an important component income in SSF communities, and the roles of women and men in contributing to family livelihoods vary. For example, gleaning by women provides direct income to pay for education and health care but women are generally under-represented in key decision-making. It was mentioned that the important role of women is recognized and that there are some cases where women and youth are empowered in decision-making. Diverse cultural and social settings require different gender approaches in all areas and at all levels of SSFs, and changing gender roles present the opportunity for more progressive participation of women and men.

Community-based management is an important approach for sustainable resource use in the Pacific region. Among the challenges, resource depletion was identified as a management and social issue (food security, income, cultural, employment) and climate change impacts are considered to pose new challenges to the sector. Population growth is considered to be an even more important issue. Access to market, education, healthcare, etc. are difficult for some islands due to transportation. The group felt that there is a need for a clear policy for developing and managing resources with a focus on SSFs, which is currently lacking even though traditional knowledge and management is reflected in national laws and development of many PICTs.

Group 1.3: Post-harvest and value chains, decent work and employment

Facilitators and rapporteurs: Carlos Fuentesvilla, FAO; Timothy Numilengi, SPC; Michel Blanc, SPC

Presenter: Jimmy Langley

The group first highlighted that, in much of the region, fishing is considered a respected and acknowledged profession rather than an activity of last resort. For this reason, the subsistence sector and the informal SSF sector in the Pacific Islands region are comparably important and large, but many points on decent working conditions, as used in other parts of the world, do not necessarily apply in this context. The group stressed the need for a greater involvement of associations in employment and post-harvest issues. In this sense, the SSF Guidelines should highlight the role of associations and encourage technology transfer. With respect to markets, new ones, in particular local markets, should be developed. The group also pointed out that fishers and governments should identify

new prospective fisheries and the potential for their development. The group also discussed the need for collaboration between fishers and government to improve transportation of catch and to develop and disseminate different post-harvest techniques (drying fish, fish silage, etc.) to produce quality products that are safe for human consumption, including improving hygiene at landing and commercialization centres. A better collaboration with the financial sector to provide credit for fisheries operations is needed in order to support these improvements. The group pointed out that fisheries associations in particular should play a larger role in the promotion of safety, both during operations and in the post-harvest stages. Associations should also be involved more in the commercialization of fisheries products as well as in activities relating to education and information dissemination. The promotion and enhancement of the work of fisheries associations alongside governments and other stakeholders is a priority. With regard to the involvement of children in fishery-related activities, the cultural significance of generational knowledge transfer through these activities was pointed out, but it was emphasized that these must not interfere with school attendance or pose risks to the physical and mental development and well-being of children. In the SSFs of the Pacific Island region, the household as a unit of production relies on this generational knowledge transfer. As such, all stakeholders must support this important social custom.

Session 2: Ensuring an enabling environment and supporting implementation

Group 2.1: Policy coherence, institutional coordination and collaboration

Facilitators and rapporteurs: Florence Poulain, FAO; Etouati Ropeti, SPC

Presenter: Wetii Zozingao

The region is characterized by a great dependence on SSFs owing 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 is less visible. In the discussion, the group identified a lack of communication at all levels, from local to national. In some cases, participation in national planning exercises is ensured through national consultative processes (e.g. councils) but this is not necessarily formalized in existing legislation. Despite this, traditional institutions and structures are still very important for the management of the resources, and the principle of subsidiarity and the devolution of control are already implemented at provincial, district and community levels. There are examples of memoranda of understanding (MOUs) between island councils to allow for the development of fisheries and tourism. Subnational planning processes and legislation can be further strengthened. 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 effective. On the other hand, tuna associations function well as stakeholders clearly see the benefits of collective action. Legislation relating to coastal fisheries is often fragmented between different ministries (e.g. fisheries, environment and agriculture). States should ensure that the resources and capacity to enforce policies are made accessible. Enforcement is often constrained by the lack of resources and political will at the local level and by remoteness and geographic distance. Customary and culturally appropriate practices and considerations can be useful in these circumstances and should be integrated into national and regional policies.

At the local level, the understanding and streamlining of policies is often an issue and, in some PICTs, it can be difficult to reconcile different layers of management decisions both horizontally (between SSFs) and vertically (traditional leaders, States; and national level). For example, the registration of small craft, including canoes, is an issue for SSFs in some PICTs. Non-registration poses threats to safety that already suffers from the absent or limited search and rescue plans and radio and VHF coverage. There was a recommendation to mention safety at sea in paragraph 11.2 of the Zero Draft. It was noted that ecosystem services are not sufficiently covered in the Zero Draft. Additional wording is required in paragraph 11.4 and the group proposed the following wording: “Encourage policies to protect SSF livelihoods, promote income opportunities and emphasize the socio-economic and cultural

importance of the SSF sector.” Existing regional and national policies and guidelines (e.g. Apia policy, CEAFM guidelines, recent SPC vulnerability assessment on climate change and Pacific fisheries and aquaculture, Vava’u Declaration) should be actively linked to the SSF Guidelines development process. It was noted that two-way communication concerning policy development and implementation needs to be strengthened and that PICTs should advocate for SSFs through regional organizations at the global level. In any case, all parties should work towards greater policy coherence rather than just recognize the need for policy coherence.

Fisheries are not integrated in climate change talks, unlike other sectors such as the environment, and there is little understanding of climate change impacts within SSFs, despite the fact that the sector is experiencing the impact of sea-level rise. In addition, the region is subject to natural disasters such as cyclones, floods and earthquakes.

Group 2.2: Research, information and capacity development

*Facilitators and rapporteurs: Carlos Fuentesvilla, FAO; Michel Blanc, SPC, Aymeric Desurmont, SPC
Presenter: James Teri*

The group agreed on the potential benefits of using a diverse array of methods to disseminate information (e.g. radio, community focal points, posters, dramas, quick dial services, and school curricula). Associations could appoint community focal points tasked with disseminating new information within their communities, preventing the loss of fishing days and income that result when fishers attend training and/or information seminars and meetings. The group stressed that the role of associations needs to be highlighted in the SSF Guidelines and that bottom-up approaches to information and capacity development are crucial. There was a suggestion to create national action and human resource development plans for information, data collection and capacity building. Potential cost-efficient capacity development methods include training attachments and tutor exchanges between countries and regional organizations (such as the SPC). The group identified regional organizations and established institutions such as universities as additional players in research information and capacity development. The appropriateness of information dissemination mechanisms is key for accessibility and a variety of innovative solutions should be explored (e.g. mobile phones, and “walkie-talkies”) and promoted. The issues of research, information and capacity development should be prioritized in the SSF Guidelines as a starting point for management. In this context, it is important to stress that community ownership of data and collaboration with the government, supported through incentive systems, could improve current data collection systems. Appropriate data collection and analysis is needed at all levels to enhance planning, implementation and monitoring of progress in the sector, including sex-disaggregated data. The group also agreed that information sharing and training among fishers and their associations and other CSOs should be encouraged. More generally, all stakeholders should be proactive in their attempts to increase the availability of information and capacity development. In this sense, the sharing of research, information and capacity development responsibilities between governments, fishers, academia and the private sector should be encouraged. The participants agreed that it is important to collaborate to mobilize adequate funding for this thematic area in order to promote the implementation of the SSF Guidelines in the future.

Group: 2.3: Implementation support and monitoring

*Facilitators and rapporteurs: Nicole Franz, FAO; Michael Sharp, SPC
Presenter: Mainui Tanetoa*

The group recommended rename the chapter to “Adaptation, implementation support and monitoring” to stress that the principles and content of the SSF Guidelines need to be tailored to the different national situations. Each country needs to identify priorities with all stakeholders within the SSF Guidelines and then define related implementation milestones, time frames, and specific, measurable, achievable, relevant and time-bound (SMART) indicators depending on national contexts. Regional, national (e.g. island councils) and local organizations, associations and cooperatives should be actively involved in the implementation and communication of the SSF Guidelines. The group agreed that

priorities for assistance and action can be better identified if fishers are organized. This has already been experienced successfully in some countries in the region. There was agreement that audio-visual media can be a powerful tool to promote awareness about the SSF Guidelines. Given the intersectoral approach of the SSF Guidelines, there is scope to explore different funding opportunities (e.g. UN Agencies, foundations) for implementation, building on the different issues addressed in the SSF Guidelines (e.g. education and health). In any case, the SSF Guidelines need to be brought to the attention of cabinet and/or parliament as it will be crucial to engage the right players at the highest levels. The fact that SSFs are crucial to livelihoods in the region is a strong argument to support this engagement. Regional platforms already exist (e.g. Heads of Governments Forum, Forum Fisheries Committee Ministers Meeting, and SPC Head of Fisheries Meeting) and they should be exploited to build political support for the SSF Guidelines, and participants suggested that the SPC could play a role in this. Fisheries strategies also need to be aligned with national priorities to ensure political support, including national budget allocations. The latter ones should be supported through increasing the awareness of the economic benefits of SSFs among policy-makers. Research is needed on this as, to date, the economic benefits from fisheries in the region are mostly associated only with tuna fisheries. The importance of the livelihood dimension of fisheries needs to be acknowledged, and this requires the attention of authorities beyond the fisheries sector. There is a potential to strengthen the position of fisheries within national strategies not only as an economic activity but also in terms of food and nutrition security, local employment, etc.

The group pointed out that the region already has community-based management approaches in place that can be used as mechanisms to transfer information about the SSF Guidelines from the fisheries authorities to communities. In addition, national sustainable development strategies that take a cross-sectoral approach, including fisheries, also exist in the region and there are positive experiences with interministerial collaborations (e.g. through MOUs). The aforementioned strategies usually include monitoring systems that spell out short-term, medium-term and long-term goals and related milestones, time frames and performance indicators to assess achievements.

However, fisheries monitoring is a general weakness in the Pacific Islands region, and some data are easier to capture (e.g. licence fees) than others (e.g. stock status). In addition, some of the established goals are difficult to measure (e.g. sustainable fishing effort as implicitly committed to in the MDGs). There is a need to develop an efficient system for monitoring the future implementation of the SSF Guidelines at the international level that avoids overburdening countries with reporting similar information to different bodies. Regional organizations could play a role in facilitating this, and national statistics offices should also be involved to facilitate monitoring, for example by integrating fisheries-relevant questions in censuses and surveys. In order to ensure the collaboration of local communities, there is a need to establish feedback mechanisms that inform communities about progress in implementation.

WORKSHOP CONCLUSIONS AND WAY FORWARD

The following summary of discussions and key findings was adopted by Workshop participants on 14 June 2012.¹¹

The FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries (SSF) was held in Noumea, New Caledonia, from 12 to 14 June 2012. It was coorganized by FAO and the SPC. The Workshop was attended by 36 participants representing governments, fisheries industry and CSOs from 17 countries and territories. Staff from FAO headquarters and SAP and from SPC participated as resource persons.

¹¹ This final version of the statement has been slightly language-edited by the FAO Secretariat.

The Workshop was convened to allow sharing of policies and practices in support of SSFs in the region that shall contribute to SSF Guidelines, currently under development by the FAO Secretariat in close collaboration with its partners.

The Workshop stressed the importance of SSFs in the region as a contributor to poverty alleviation, food and nutrition security, and socio-economic development, and that the SSF Guidelines will be an important tool for securing sustainable SSF governance and development.

In this context, the Workshop recognized that despite different characteristics, SSFs are deeply rooted in the region as a way of life and a key livelihood provider for communities. Cross-cutting issues identified by the Workshop include:

- Population growth and climate change impacts, including extreme events, will pose new challenges to the capacity of the sector to provide food and nutrition and income to the region.
- Remoteness and distance pose problems of access to services and markets, of participation in decision-making at the national level and of fisheries management enforcement and monitoring.
- Associations and cooperatives can play a key role in linking local to national levels.

Two working group sessions discussed three topics in parallel. Session 1 on responsible fisheries and sustainable development dealt with: (1.1) governance of rights, resource management and stewardship; (1.2) social development and gender equality and equity; and (1.3) post-harvest and value chains, decent work and employment. Session 2 on ensuring an enabling environment and supporting implementation looked into: (2.1) policy coherence, institutional coordination and collaboration; (2.2) research, information and capacity development; and (2.3) implementation support and monitoring. All working groups also integrated climate change and DRM issues.

The working groups arrived at the following main conclusions:

Governance of rights, resource management and stewardship:

- Customary right systems are a fundamental part of the fisheries governance system in the region and, in some cases, these rights have been enshrined in legislation to regulate the use and management of the resources.
- The concept of “community” is associated with the livelihood dimension of the fishery and community rules are still very strong and respected.
- Two-way communication at all levels of governance and between resource users and fisheries administrations is essential to ensure sustainable fisheries management.
- Government has a role to play in providing main infrastructure and in enabling enforcement and compliance with certain obligations (e.g. safety-at-sea equipment).

Social development and gender equality and equity:

- Fishing communities in the Pacific Islands region are well integrated and generally have an equitable role (not marginalized) in society.
- Mechanisms, including at the national and regional level, to protect SSFs from external shocks should be explored, promoted and implemented (e.g. insurance, DRM and climate change proofing).
- Decision-making is usually dominated by men, and, therefore, the role of women and their participation in decision-making should be encouraged and supported.
- The development of financial services that are tailored to the needs of the SSF sector needs to be promoted.

Post-harvest and value chains, decent work and employment:

- In the Pacific Islands region, fishing is a respected and acknowledged profession, not an activity of last resort.
- Fisheries associations, in collaboration with government and regional organizations, should play a proactive role in the commercialization and marketing of fish that must include good food safety measures.
- There is a need to promote a safety and health culture in the capture fisheries sector.
- The elimination of child labour in SSFs is important.
- Further consideration must be given to generational knowledge transfer given the cultural significance of SSFs in the region.
- Stakeholders in SSFs should enhance post-harvest technology transfer and seek the opening of new markets, preferably local markets.

Policy coherence, institutional coordination and collaboration:

- Policies that protect SSF livelihoods, promote income opportunities and emphasize the socio-economic and cultural importance of SSF need to be encouraged.
- Actors in SSFs should develop and/or strengthen SSF associations/cooperatives to contribute to the sustainable management of the resources and strengthen their voice in decision-making.
- Necessary support and capacity to manage and enforce policies effectively at appropriate levels need to be ensured.
- The SSF Guidelines should make stronger reference to subnational planning processes and legislation.

Research, information and capacity development:

- The important role of associations and bottom up-approaches to information and capacity development needs to be recognized.
- Stakeholders must be proactive to ensure that they are provided with adequate training tailored to their needs.
- It is key to emphasize and promote the use of technology and alternative methods for information dissemination and capacity development, including the use of mobile phones, the Internet; radio, community focal points, posters, dramas, quick-dial services, and school curricula;
- The SSF Guidelines should specify the need to create a variety of dissemination channels, including information sharing between non-government stakeholders and the use of training attachments and tutor exchanges.
- Research, information and capacity development should be more prominent in the SSF Guidelines, as they are the basis for developing good management and development plans.

Implementation support and monitoring:

- There is a need to develop an efficient system for monitoring the implementation of the SSF Guidelines at the international level that avoids overburdening countries with reporting requirements. Regional organizations could play a role in facilitating this.
- Funding opportunities using the different topics dealt with in the SSF Guidelines as entry points should be explored.
- All stakeholders should be involved in identifying priorities for implementation within the SSF Guidelines and in defining related milestones, time frames and SMART indicators depending on the national context.
- Regional platforms exist (e.g. Island councils, Head of Governments Forum, Forum Fisheries Committee Ministers Meeting, SPC Head of Fisheries Meeting) and should be exploited to build political support for the SSF Guidelines implementation. The SPC can play a role in this.

The participants felt that the Workshop had constituted an important opportunity to discuss the issue of SSFs in the region among both governments and CSOs. This was much appreciated and it was hoped that the needs of the Pacific island countries and territories will continue to be represented at the global level.

Workshop participants thanked the SPC for its warm welcome and excellent organization of the event.

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(Noumea, New Caledonia, 12–14 June 2012)**

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Workshop agenda

Tuesday 12 June 2012

Session 1: Welcome and introduction

Opening session including welcome and opening addresses
 Overview of Workshop objectives and expected outputs
 Introduction of participants and appointment of chairs

Session 2: Plenary session

Description of process – overview of past events, current status and way forward, including conclusions and recommendations from preceding workshops
 Sustainable small-scale fisheries: experiences from Thailand
 Main findings of the FAO/SPC Workshop on Priority Adaptations to Climate Change for Fisheries and Aquaculture
 Overview of relevant international instruments for the SSF Guidelines
 Brief overview of SSF fisheries in the Pacific Islands region
 Introduction to the Zero Draft and explanation of TOR for working groups

Session 3: Parallel working groups – Part 1: Responsible fisheries and sustainable development

Working Group 1 – Governance of rights, resource management and stewardship
 Working Group 2 – Social development and gender equality and equity
 Working Group 3 – Post-harvest and value chains, decent work and employment

Wednesday 13 June 2012

Session 4: Plenary session

Fishing for answers – experiences from the region
 Regional artisanal data collection
 Reports from Working Group Part 1 of the previous day and discussion

Session 5: Parallel working groups – Part 2: Ensuring an enabling environment and supporting implementation

Working Group 1 – Policy coherence, institutional coordination and collaboration
 Working Group 2 – Research, information and capacity development
 Working Group 3 – Implementation support and monitoring

Session 6: Plenary session

Reports from Working Group Part 2 and discussion

Thursday 14 June 2012

Session 7: Plenary session

JICA and fisheries-related assistance in the Pacific
 Gender issues in the region
 Plenary discussion on conclusions and recommendations

Session 8: Plenary Session

Workshop summing-up and adoption of conclusions and recommendations
 Workshop closure

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SESSION 1 – 12 June 2012

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- David Orrukem
- Jonathan Manieva
- Ray Tulafono
- Andrew Smith
- Graham Marsh
- Mainui Tanetoa
- Koroa Raumea
- Tim Adams
- Naititima Tupou

Group 1.2

- James Teri
- Sampert Geneva
- Shalendra Singh
- Cica Abel
- August Fernandes
- Rui Pires
- Helene Jacob des Combes
- Catherine Kila
- Ravadee Prasertcharoensuk
- Deirdre Borgan
- Joyce Sammelu Ah Leong
- Puyo Festa Eric
- Kori Raumea
- Mugneret Bruno
- Weti Zozingao

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- Vilimo Fakalolo
- Sikela Ulumutu
- Hardyson Lekolo
- Graham Nimoho
- William Sokimi
- Karibanang Tamuera Aram

SESSION 2 – 13 June 2012

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- Joyce Sammelu Ah Leong
- Puyo Festa Eric
- Kori Raumea
- Mugneret Bruno
- Kazuo Udagawa
- Jimmy Langley
- Mainui Tanetoa

Opening remarks and welcome by Mike Batty, Director of Fisheries, Aquaculture and Marine Ecosystems Division, Secretariat of the Pacific Community

Ladies and gentlemen, colleagues in the fisheries field:

On behalf of our Director General Dr Jimmie Rodgers, I would like to thank you all for coming to this meeting. For those of you who were with us for meetings last week – thank you for staying on; and for those of you who arrived over the weekend – welcome to SPC and to Noumea. I would particularly like to acknowledge colleagues from FAO – to a large extent this is “their workshop” – as well as representatives of fishing associations from different countries and territories, who do not get to attend regional meetings as often as their Government representatives. I would also like to acknowledge funding support we have received through FAO – they will no doubt mention which donors are supporting this process.

I do not think I need to tell you that small scale fisheries are of great importance in our region. Although we hear a lot about the value of the industrial Tuna fishery, in fact in 18 of our 22 Pacific Island country and territories (PICT) members small scale fisheries make a greater contribution to the domestic economy than offshore tuna fishing. This is particularly true of subsistence fishing – people catching fish for themselves and their families to eat – which is often undervalued because it is not well measured in the cash economy.

We also know that this is a region with a high dependence on fish for food. Per capita fish consumption in every PICT is above the global average, and in some of our member countries the figures are among the highest in the world. The good news is that fish is a healthy component of the diet and Pacific islanders are eating a lot of it. The less good news is that, in many cases, this is because there is not much choice. This is a concern when we look at future fish supplies in the face of increasing pressure on coastal resources from population growth and other drivers. Fortunately there are large tuna resources that are already harvested by small scale fisheries in many countries with potential to use this more for food security.

Also this is a region with very high levels of participation in fishing. It is a way of life in coastal communities in rural areas – noting that in our largest PICT members 70-80% of the population still live in the rural areas and follow a traditional lifestyle. Surveys show that nearly every family in coastal villages has someone involved in fishing, and that it is an important contributor to the family supply of food and income.

For these three reasons I think it is very welcome that our region is being consulted on the guidelines for sustainable small scale fisheries. Of course we do not have the hundreds of millions of people engaged in small scale fishing that we hear about in Asia and Africa – most of our countries and territories do not have a million people full stop; but we have much higher relative dependence on fisheries in our economies, for food, and for employment than these big countries with their large and diverse economies.

The issues in this part of the world are also somewhat different. We hear in South Asia and West Africa of coastal communities being marginalized by the loss of fisheries resources to large industrial trawlers, for example. In the Pacific islands there are few areas suitable for trawling, and the ownership of inshore fisheries resources often rests clearly with local communities in customary practice, in law, or both.

Secondly – we do not normally see the distinction between fishing communities (who are often the poorest sector of the community in South Asia with no land or property rights) and other communities - for the reason mentioned above. In many Pacific island coastal communities people can be fishers and farmers, sometimes in the same day. True, there are migrant communities who have moved to live

near capital cities like Port Moresby and Honiara to supply local markets for fish – but my impression is that they are often more prosperous than many of the people who buy their catches.

So, in working through the draft of these international guidelines, I hope you will take time to think of what is appropriate and important in our part of the world. Of course these guidelines will have a global reach, and not everything will be relevant to our region, but they should certainly address the issues that are of concern to you and fishers in your countries. As with all our meetings, the representatives of our member countries and territories are the most important people here. Our colleagues from FAO want to hear from you – so do not hesitate to speak out and say what you think. In this kind of meeting you are the experts on what is happening and what is important in your place, not us.

Once again, thank you for your participation in this process and I hope you have productive discussions over the next three days.

**Opening statement by Masanami Izumi, Fishery Officer
FAO Subregional Office for the Pacific Islands**

Director of Fisheries, Aquaculture and Marine Ecosystems, SPC, Mike Batty
Heads of Fisheries Administration and Representative from Fisheries Departments
Representatives of International Organizations, Regional Organizations, Bilateral Aid Agencies,
NGOs, and Educational & Research Institutions
Representatives from Fisheries Association and Fishing Industry
Resource Persons
Friends, and
Ladies and Gentlemen,

Good morning and Bonjour to all of you and warm welcome to Noumea.

On behalf of Dr Árne Mathiesen, Assistant Director-General of the FAO Fisheries and Aquaculture Department in Rome, and Dr Vili Fuavao, the FAO Subregional Representative for the Pacific islands in Samoa, I would like to take this opportunity to sincerely thank you for your participation in the FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small Scale Fisheries (SSF), this week.

I would like to extend our warmest appreciation to the SPC for their invaluable assistance, efforts and cooperation/collaboration in the preparation and organization of this Regional Consultation. We would also like to extend our sincere thanks to the Government of the Republic of Korea and its Yeosu Project which provided resources to effectively organize this Regional Consultation.

In this statement, I would like to highlight three key points, 1) the importance of small scale fisheries to food security and poverty alleviation, 2) our vision and mandate in the form of international guidelines for small-scale fisheries, and 3) the importance of the development process of the Small Scale Fisheries Guidelines.

In the FAO Code of Conduct for Responsible Fisheries, it is stated that one of its objectives is to “*promote the contribution of fisheries to food security and food quality, giving priority to the nutritional needs of local communities*”. It is also recognized that sound fisheries management is a key for “*food security, poverty alleviation and sustainable development*”. Since the development of the Code of Conduct for the Responsible Fisheries, we have seen the significant contributions of small-scale fisheries to the objectives, and we have engaged ourselves and increased our efforts to support the small-scale fisheries sector.

In the global statistics, it is estimated that small-scale fisheries provide 90 percent of employment in fisheries, that is more than 500 million people, or 8% of the world’s population. Small Scale Fisheries shows strong impacts especially in developing countries, where small-scale fisheries account for more than a half of total catch and, more importantly, introduce most of its production into local and national markets.

In line with these facts, our vision is to see the contributions of Small Scale Fisheries to sustainable development fully realized, to end the sector’s marginalization, to ensure full participation of Small Scale Fisheries stakeholders in decision making and its process, and – in line with the Millennium Development Goals (MDGs) - to end poverty and food insecurity. FAO provides advice and recommendations and establishes principles and criteria to assist States, local governments and stakeholders in attaining this vision. The new Guidelines on Small Scale Fisheries are a big step in this direction and are expected to consolidate and transmit the wealth of knowledge on Small Scale Fisheries accumulated so far.

Our mandate to prepare negotiated International Guidelines for Securing Sustainable Small Scale Fisheries came directly from the outcomes of the FAO Committee on Fisheries (COFI), which based its decision on the ideas put forth by a wide range of stakeholders.

I would like to express the importance of a participatory and open process. Engaging closely with stakeholders early on and involving them in the process of developing the Guidelines are required in order to produce a final product that is accepted, respected and applied. For this reason, the current process is fully supported by fishers and fish workers worldwide, who have pledged their engagements and commitments through their civil society organizations and their supporters, including the International Collective in Support of Fishworkers (ICSF), World Forum of Fisher Peoples (WFFP), World Forum of Fishworkers and Fish Harvesters (WFF), and with the coordinating support of the International Planning Committee on Food Sovereignty (IPC). I am glad that we have Representative of ICSF here at our consultation meeting.

In addition, we must also emphasize the strong commitments and support of governments and regional organizations and their active engagement in the consultation process – as we shall learn more about in the course of this workshop.

The Guidelines will only become useful and have an impact if they are implemented. By working closely with stakeholders, the development and implementation processes are taking place in parallel, since national and regional consultations are already directly informing relevant policies. Both the final product and the process are expected to have considerable impact on securing small-scale fisheries and creating benefits for their communities.

The discussions taking place during the preparation of the Guidelines will influence national and regional policies, strategies, plans and actions, and strong stakeholder buy-in will ensure that the instrument becomes an integral part of ongoing governance and development processes.

Let me allow to remind you that we are not starting from scratch. This has been a long process that already includes four regional consultations, 16 national consultations, an expert workshop and countless discussion time in a wide variety of fora. With these extensive inputs, FAO has meticulously put together an initial Zero Draft, which will pave the way for more focused discussions and consultations.

The Guidelines should be both inspirational and practical, and must be anchored in the day-to-day reality of small-scale fishing communities at the same time as taking a long-term perspective with a view to ensure sustainability of aquatic-based livelihoods and the environment they depend on. It is our goal over the next days to take these elements and further elaborate on the ideas in the Zero Draft, to which your inputs are key. We hope that this consultation will provide sound technical advice and pave the road for future adoption and implementation of the Guidelines. I would like to inform you that FAO has presented the Committee on Fisheries with a progress report that will be distributed during this consultation.

Before closing my statement, I would like to invite Nicole Franz of FAO, who will provide you with more specific background and objectives of this consultation meeting. There is a long way ahead of us, and we need your inputs now and in future to make progress in this important endeavour.

I thank you for your participation and look forward to your active participation and discussions and a successful consultation.

Thank you very much for your kind attention.

In 2011, the Twenty-ninth Session of the FAO Committee on Fisheries (COFI) recommended the development of international guidelines in support of sustainable small-scale fisheries (SSFs) as a complement to the Code of Conduct for Responsible Fisheries. COFI asked that a participatory process be applied in the development of the SSF Guidelines and, thus, a number of national and regional consultative workshops are being undertaken to gather inputs from all stakeholders. The FAO/SPC Pacific Islands Regional Consultation on the Development of Guidelines for Securing Sustainable Small-Scale Fisheries took place in Noumea, New Caledonia, on 12–14 June 2012. It brought together representatives from government, regional organizations and civil society to discuss the thematic coverage of the Zero Draft of the SSF Guidelines and provide comments for improvement and future implementation based on the experiences of the Pacific Islands region.

Small-scale fisheries play a particularly important role in the livelihoods of the Pacific Islands region, and customary management systems are often a fundamental part of the fishery governance systems.

Population growth, geographical remoteness and climate change represent important challenges for the capacity of the SSF sector to maintain or strengthen its capacity to contribute to economic development, food security and poverty alleviation in the region. Therefore, the SSF Guidelines can become an important tool to enhance policies at the regional and the national level to protect SSF livelihoods, to promote income opportunities and to highlight and safeguard the important socio-economic and cultural dimensions of SSFs in the Pacific Islands region.

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